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中華人民共和國香港特別行政區政府總部衛生福利及食物局
Health, Welfare and Food Bureau
Government Secretariat, Government of the Hong Kong Special Administrative Region
The People's Republic of China

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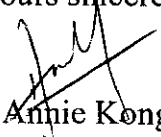
Secretary General
(Attn.: Ms Doris Chan)
Legislative Council Secretariat
Legislative Council Building
8 Jackson Road
Central
Hong Kong

Dear Ms Chan,

**Support after the Tide-Over Grant (TOG) Period
to NGOs Currently receiving TOG –
Special One-off Grant (SOG) and Other Support Measures**

Further to the Special Meeting of the LegCo Panel on Welfare Services held on 8 November 2005 on the captioned subject, I enclose at **Appendix I** the Administration's response on the Benchmark Issue, after consulting the Department of Justice. The letters that we have issued to NGOs inviting them to join the Lump Sum Grant (LSG), and the Consultation Paper which summarizes the concerns of NGOs in our meetings with them during the consultation period and the Administration's responses are at **Appendix II**. I should be most grateful if you would assist in distributing the documents for Members' reference. Thank you.

Yours sincerely,


(Annie Kong)

for Secretary for Health, Welfare and Food

Encl.

Appendix I

Support after the Tide-Over Grant (TOG) Period to NGOs Currently receiving TOG

- Special One-off Grant (SOG) and Other Support Measures

Response of the Administration

A representative of the Hong Kong Social Workers Association raised the following concern at the Legislative Council Panel on Welfare Services held on 4 November 2005:

"Social Welfare Department (SWD) had violated the contractual obligation by unilaterally deducting 9.3% from the Benchmark Salary of Non-governmental Organisations (NGO) on Lump Sum Grant (LSG) over the years as a result of Enhanced Productivity Programme (EPP) and Efficiency Savings (ES)."

2. SWD had informed all non-governmental organisations (NGOs) through briefing sessions and letters, and thereafter had also highlighted the adjustments to Lump Sum Grant (LSG) resulting from Enhanced Productivity Programme (EPP) and Efficiency Savings (ES) in the subventions allocation letters in each of the concerned financial year. All NGOs concerned had noted the adjustments and signed to indicate their acceptance of the arrangements. In this regard, NGOs are well informed of the effect of EPP and ES on the LSG allocation, including the salary portion of LSG. SWD has never unilaterally deducted 9.3% from the LSG over the years as a result of EPP and ES.

3. According to the LSG Manual Edition 2 issued in October 2000, Benchmark Salary, i.e. the mid-point salaries of the pay scales as at 31.3.2000 of its recognised establishment as at 1.4.2000, is the basis for determining the LSG allocation for individual NGOs. Pursuant to the agreed arrangement as indicated above, the LSG allocations in subsequent years have to take into account the EPP and ES effects.

4. The Discussion Paper on the calculation methodology presented in the 13th LSG Steering Committee meeting held on 21 October 2003 was specified as a technical paper, and is used to derive the amount for coming down of their Snapshot to reach the Benchmark as specified in paragraphs 2.6 and 2.7 of the LSG Manual (Edition 2):

"The Benchmark would take into account the price adjustment factors effected after 2000-01, i.e. salary increases and decreases, based on the civil service adjustments, but other

across-the-board adjustments to the subvention allocations such as EPP and ES would have no effect on the Benchmark.”

This statement should not be interpreted as giving rise to a promise that the Benchmark Salary would not be subject to EPP and ES adjustments. In fact, it was provided in paragraphs 53 and 54 of the Minutes of Meeting that NGOs should all try to achieve ES (*an extract of relevant paragraphs of the minutes is at Annex*).

5. SWD has illustrated clearly to the NGOs concerned with staff whose salary was above the Benchmark on how their Snapshot Salary would come down to the Benchmark Salary. EPP and ES are across-the-board exercises in the whole Government, which should be applied to all Government departments, including SWD and subsidized bodies and NGOs. In fact, EPP adjustments had been applied to subventions allocation pursuant to the aforesaid agreed arrangement for nearly three years prior to that meeting. The coming down arrangement should not impose any counter effects to the savings to the Government made through EPP and ES, which have been noted and accepted by NGO.

Extract of paragraph 52 – 54 of Minutes of the 13th Meeting of Lump Sum Grant
Steering Committee Held on 21 October 2003

52. The Chairperson highlighted the gist of the technical paper on the Benchmark issue. She reiterated that implementation of the Benchmark under LSG aimed at achieving standard costs in the services so as to equitably ensure that NGOs delivering the same type and level of services would receive the same level of funding from the Government. Members were advised to refer to the Annex, which gave a simplified illustration on how an above-Benchmark NGO came down by 2% annually to Benchmark. She reiterated that the Benchmark would take into account the price adjustment factors effected after 2000-01, i.e. salary increases and decreases, based on the civil service adjustments, but other across-the-board adjustments to the subvention allocations such as Enhanced Productivity Programme and the Efficiency Savings would have no effect on the Benchmark. Concerning the salary reduction to be implemented in January 2004, the Department would inform the sector the details once the bill was endorsed.

53. Regarding Efficiency Savings, the Chairperson informed Members that social welfare was one of the few policy areas that would be allowed to achieve the savings target in a longer period. Over his issue, Dr Lam Ching-choi enquired about whether the financial envelop to the Secretary of Health, Welfare and Food had indicated the exact figure concerning the welfare sector. He pointed out that the sector should be informed of the target savings and also the implementation details. He stressed that a sense of certainty was essential for NGOs to start planning the strategies to cope with the savings target. Mr Ng Man-sui also expected the Chairperson to inform the sector the Department's plan to achieve the savings target.

54. The Chairperson said that the Department's position had always been to try preserve the services and deliver savings through efficiency, re-engineering, etc. This would be made more feasible if the welfare sector were given a longer time to achieve the savings. She hoped that if the annual reduction percentage was modest, NGOs should all try to achieve that through efficiency as in the case of the 1.8% reduction applied in 2003-04. Separately, the Department would continue to pursue some service rationalisation, including outsourcing, hive-off departmental units, and streamlining manpower through organisational restructuring. She added that with the policy to cease

admission into the Homes for Aged waiting list since January 2003, phasing out of homes for the aged gradually would be a significant savings measure. Though she would advise NGOs not to take any drastic action to introduce changes in staff remuneration packages within the TOG period, she was of the view that the sector should approach the issue from a pragmatic angle in the latter part of the savings period.

**Documents Issued by the Administration
on Inviting NGOs to Join Lump Sum Grant (LSG)**

Encl.	Issue Date	Document Type	Subject
1.	10.2.2000	Letter to NGO Board Chairmen and Heads (English only)	"Social Welfare Subvention Reform"
2.	25.2.2000	Letter of Assistant Director (Subventions) published in the 4 th Policy Bulletins of the HK Policy Research Centre (Chinese only) (The letter has also been uploaded to NGO Corner of SWD Homepage)	"社會福利津助制度檢討"
3.	25.3.2000	Letter to NGO Board Chairmen and Heads (English only)	"Social Welfare Subvention Reform"
4.	8.4.2000	Message uploaded to NGO Corner of SWD Homepage (Chinese only)	"津助制度改革 – 一筆過撥款"
5.	June 2000	Report on the outcome of consultation exercise conducted on the proposed package of the Subvention Reform (Chinese & English) (The report has also been uploaded to NGO Corner of SWD Homepage)	"Welfare Sector Subventions Reforms" "社會福利的改革文件"
6.	26.6.2000	Message uploaded to NGO Corner of SWD Homepage (Chinese only)	"社會福利的改革"
7.	26.6.2000	Letter to NGO Board Chairmen and Heads (English only)	"LSG Manual and Provisional LSG for 2000-01"
8.	20.7.2000	Letter to NGO Board Chairmen and Heads (English only)	"Social Welfare Subvention Reform"

Encl.	Issue Date	Document Type	Subject
9.	8.8.2000	Letter to NGO Board Chairmen and Heads (English only)	"Social Welfare Subvention Reform"
10.	27.10.2000	Letter to NGO Board Chairmen and Heads (English only)	"LSG Subvention"
11.	10.11.2000	Letter to NGO Board Chairmen and Heads (English only)	"LSG Subvention"
12.	13.12.2000	Letter to NGO Board Chairmen and Heads (English only)	"LSG Subvention"
13.	1.3.2001	Letter to Board Chairmen and Heads of NGOs having opted for LSG (English only)	"LSG Subvention for 2000-01"



社會福利署

Social Welfare Department

Our ref. : SWD 1/128/73C V

Andrew K.P. Leung JP
Director of Social Welfare

10 February 2000

Dear Sir/Madam,

Social Welfare Subvention Reform

The purpose of this letter is to inform you of the package of measures proposed by the Administration to improve the existing social welfare subvention system and related monitoring mechanisms.

BACKGROUND

The existing subvention system with its emphasis on input control has been criticised for creating inflexibility for NGOs to deploy resources, entrenching disincentives for efficiency, stifling innovation and being administratively cumbersome to operate. As early as 1994, the Department appointed Consultants to review the subvention system with a view to shifting the emphasis from input to output control, as well as devising monitoring mechanisms to enhance public accountability and cost-effectiveness in the delivery of welfare services.

The review was concluded in 1998. The recommendation of introducing a Service Performance Monitoring System received general support from the sector and starting in April 1999, is now being implemented by phases. However, the proposal on fixed funding arrangements was not accepted by the Sector. As a result, the



Administration continued to explore new options to improve the existing subvention system.

In October 1999, the Administration presented to the Social Welfare Advisory Committee (SWAC) initial proposals to change the existing subvention mode to a lump sum grant and enhance the Service Performance Monitoring System, with a view to –

- (a) streamlining procedures to achieve greater efficiency and effectiveness;
- (b) improving service quality and performance;
- (c) encouraging innovation in service delivery;
- (d) enhancing accountability; and
- (e) providing flexibility in the deployment of resources to meet evolving priorities and changing community needs.

Following internal deliberations by the Administration, we are now able to share with you details of the proposed package of improvement measures.

PROPOSED PACKAGE

We have taken a flexible approach in designing the lump sum subvention package, incorporating features to address NGO's concerns as regards different stages of maturity of agencies and their commitments to serving staff. As part of the package which is to be implemented as a whole, there are improved monitoring mechanisms to ensure quality of service and accountability of public funds.

(I) LUMP SUM GRANT (LSG)

Existing Service Units

For service units on standard and model cost subvention

Personal Emoluments (PE)

- (a) first of all, we will determine the benchmark lump-sum grant (Benchmark) of each NGO on the basis of the **mid-point salaries of the existing pay scales** (that is, the grant will be immune from the lower starting pay) of its **recognized establishment as at 1.4.2000** (that is, all approved posts are fully funded) plus the present sector-wide average PF employer's contribution of 6.8%;
- (b) we will take a snapshot of staff strength of each NGO as at 1.4.2000 and project its PE subvention for 2000-01 under the existing subvention mode;
- (c) we will then compare this projected PE subvention with the benchmark
 - for agencies with Snapshot above the Benchmark, they will receive the Snapshot as the LSG. There will be no top-up and no claw-back in the course of the financial year except for adjustment in line with the annual civil service pay award. Their lump-sum grant will be reduced annually to reach the Benchmark in steps of 2% per annum starting from 2003/04, i.e. after the EPP period;
 - for agencies with Snapshot below the Benchmark, they will receive the Benchmark as LSG in one step (that is, on Day One) provided that their service is already fully commissioned (otherwise in line with the agreed phased

commissioning of the facility/service). Likewise, there will be no top-up and no claw-back in the course of the financial year except for adjustment in line with the annual civil service pay award.

Other Charges (OC)

- (a) In the context of relaxing subvention rules to facilitate achieving EPP, it has already been agreed that OC subvention will be released in lump sum for all service units w.e.f. from 1.4.2000.
- (b) Rent and rates (including management fees and Government Rent) will be on an actual reimbursement basis.

For existing service units on lump sum mode, unit grant or 5% subsidy

The current subvention mode for these units will remain unchanged and the subvention amount will be incorporated into the respective agency's overall LSG.

For Allocated New Service Units

PE

For all new service units already allocated to NGOs and which are scheduled to start operation after 1 January 2000, we will provide a LSG calculated on the basis of the **new mid-point salary** (taking account of lower entry pay) of recognized establishment plus 5% Provident Fund (PF) contribution (in line with the new Mandatory Provident Fund Scheme).

OC

- (a) Subvention for OC is based on the lump sum allocation.
- (b) Rent and rates will be on an actual reimbursement basis.



The LSG will be **released in full on Day One** (despite the fact that agencies are likely to recruit new staff at entry pay) in line with the agreed phased commissioning schedule.

Flexibility of the LSG

The PE grant will be adjusted in line with the annual civil service pay award while the OC grant will be adjusted for inflation either on the basis of the Government-wide price adjustment factor or Composite Consumer Price Index (CPI). In addition, agencies under LSG will enjoy the following flexibility –

- (a) to retain unspent funds in their reserves to meet future liabilities. The level of cumulative reserves will be capped at 25% of operating expenditure of subvented services for that year. Any sum above this cap may only be retained with DSW's approval;
- (b) to retain all donations and income other than subvented service fees (which will have already offset Government subvention). This means that agencies may generate and fully retain income from other miscellaneous services incidental to the operation of the subvented service, e.g. running a gift shop, providing photocopying services, etc. in a separate account; and
- (c) to determine their own staffing structure and remuneration, if necessary, provided that specified quality and professional standards are met and the "No better than the Civil Service" subvention principle is not breached.

According to the above parameters, the indicative amount of LSG, basing on the staffing position of your Agency as at 1.9.1999 is given at Annex. We shall write to you separately on the logistics of updating the position, to arrive at a snapshot figure as at 1.4.2000.

"TIDE-OVER" GRANT SCHEME

To address the Sector's concern that the lump sum grant might not provide sufficient funds to meet their commitments to existing staff, we propose to introduce a "Tide-Over" Grant Scheme for NGOs to address any possible problems in the first three years i.e. between 2000/2001 and 2002/2003 arising from meeting contractual obligations to serving staff for salary creep and Provident Fund contributions. The intention is to allow NGOs to have sufficient time to adjust to the changes. Under this scheme, NGOs who can demonstrate that they have insufficient funds to meet their salary creep/provident fund contributions for serving staff who are on their payroll as at 1 April 2000, may apply to SWD for a one-off grant to meet any proven needs in the period between 1 April 2000 and 31 March 2003. A set of criteria for applying for the grant would be worked out for NGOs to follow. A vetting committee will be set up to consider the applications.

(II) ENHANCED SERVICE PERFORMANCE MONITORING SYSTEM (SPMS)

With the introduction of the LSG, the SPMS with its Funding and Service Agreement (FSA) will become an integral component of the funding system to ensure that resources are targetted at meeting the changing needs of the community in the most cost-effective manner. To achieve this end, a service planning mechanism will be built into the FSA.

It is intended that in consultation with the Sector, medium term plans of 3 – 5 years duration will be developed for each programme area. These will review and redefine the objectives, scope and priority of the services required to meet changing community needs. The revised service objectives, scope and priorities will be incorporated into the Funding and Service Agreements which all subvented service units are required to sign. The basis of subvention to each unit, to deliver the agreed services and service outputs and outcomes and quality standards of the medium plan, would also be included.

It is also proposed that in each year of the medium plan cycle, an annual plan would be drawn up by each service unit, providing greater detail of the initiatives planned, taking into account in particular, local and demographic characteristics, which would enable the unit to achieve the objectives and outcomes set out in the Funding and Service Agreements. The annual subvention allocation would confirm the funding for each year based on the subvention parameters in the Funding and Service Agreements and taking into account any adjustments which may be required for the year.

The 3 – 5 year medium term planning cycle would provide an opportunity to review on a regular basis, the objectives and priorities of each programme area, to ensure that any changes in community needs are met. At the end of each review cycle, if no changes are required, the Funding and Service Agreements will be renewed. However, if changes are required such as the need to reconfigure or reprioritize services, the Funding and Service Agreement will, accordingly, need to be revised and renegotiated. And, as is the case at present, continuing subvention will be subject to the ongoing need for the service and satisfactory performance of the service unit. Assessment will continue to take the form of an annual self-assessment by the unit and an external assessment conducted by SWD every three years.

The above improvement measures i.e. LSG and enhanced SPMS will be introduced as an integrated package. The proposed package aims at enhancing accountability, efficiency and cost-effectiveness in public spending and ensuring that resources can be re-deployed to meet evolving service demands.

Subvented NGOs will have a two year period to join the Scheme starting from 1 April 2000 to 1 April 2002.

OTHER SUPPORTING MEASURES

We understand that the lump sum grant subvention will generate new demands on the administrative and managerial requirements of NGO

managers. As one of the measures to facilitate the sector in managing these changes, we intend to introduce a series of training workshops focusing on the considerations and skills required to operate effectively under the new funding arrangements. The possibility of setting up a support centre for smaller NGOs will also be considered.

CONSULTATION

The above represents our initial proposals and we envisage that many details remain to be worked out, in consultation with the Sector. To fully explain the proposed package, we are arranging briefing sessions for NGO representatives on the morning and afternoon of 17 February 2000. Details of these sessions will be the subject of a separate letter to be issued shortly. Should you wish to have our colleagues to explain the proposed package to your individual agency in greater detail, we would be pleased to do so. In parallel, the views of the Social Welfare Advisory Committee, Rehabilitation Advisory Committee, Elderly Commission and LegCo Welfare Panel will be sought. We will also meet with staff representatives to exchange views. Our target is to complete the consultation exercise in two months' time.

As it is important to reflect the views of front-line staff on the reform package, I would encourage you to consult your staff on the above proposals.

I have to apologise for this rather lengthy letter. However, I am sure you would agree with me that the importance of the subject matter warrants such detail.

Should you have any questions or wish us to visit your agency, please feel free to contact Mrs. June Sherry, Assistant Director (Subventions) at 2892 5101 or Mr. FU Tsun-hung, Senior Social Work Officer (Special Team) at 2119 9650 who would be pleased to explain any aspect of the proposed package. Meanwhile, comments on the proposals should be sent to the Secretary of the Working Group on Implementation of the 1999 Subvention Review Exercise Proposals whose address is given below :-



Mr. Stephen PANG, PAS(SD)
Health and Welfare Bureau
19/F, Murray Building
Garden Road
HONG KONG
Fax No.: 2905 1326
email address: passd@hwb.gcn.gov.hk

Your comments should reach him latest by 9 April 2000.

Yours sincerely,

(Andrew K. P. Leung)
Director of Social Welfare

Encl.

香港灣仔皇后大道東 213 號
胡忠大廈 8 樓

本署檔號：

電 話：

社會福利津助制度檢討

在過去十年，社會福利署的經常開支，由 1989/90 年度的 41.5 億增至 1999/2000 年度的 290 億(其增幅為 7 倍)。其佔政府的總經常開支亦由 8.46%，遞升至 16.12%(其增幅為 1.9 倍)。而自 1991/1992 年來，社會福利署的經常開支每年增幅都遠高於政府整體經常開支的每年增幅。這些數字，證明了香港政府對福利服務的重視，在未來的日子裏，我們亦會持續投入資源發展各項福利服務。

與此同時，隨著社會的進步，政治的民主化及市民對公營機構期望的提升，我們的服務對象除要求享有合理的福利服務外，亦關注到政府是否公平地分配及有效地使用現有資源，直接服務的開支(不計社會保障現金派發的服務)現已超過 60 億元。大體來說，市民要求公營機構有更高的透明度，更強的問責性和更有成本效益的管理。這對社會福利服務來說，無疑是一種壓力，亦同時是一種動力，促使我們不斷改善現存制度。

一直以來，福利服務界都有一個共識，認為現行的社會福利津助制度，未能追上服務需求上的轉變，並且明顯地有以下幾個缺點：

- (一) 過於官僚公式化及行政程序過度繁複：例子可見於增補津貼的申請程序、盈餘的扣除、有條件津貼的發放、撥款的轉撥、員工資歷的審查及增薪點的發放等方面。制度繁複不單導致行政費用高昂，亦拖慢了服務的效率；

- (二) 規則一成不變而且限制繁多：特別是對津貼款項可支付的開支種類的限制，這些限制阻礙了機構更靈活及有效的運用資源；
- (三) 未有充分強調服務表現和問責性：包括缺乏雙方同意的服務質素標準、評估工作有限，以及缺乏評估服務是否合乎經濟效益的機制；
- (四) 缺乏機制鼓勵非政府機構針對地區上不斷轉變的需要重新調配資源。

為著社會福利服務的長遠發展，我們必須檢討整個津助制度，引進全面的策略性改革，以期使津助制度能持續推動提高服務水平，達至更高成本效益，鼓勵有創意的服務手法，以及令政府能根據社會上不斷轉變的需要，有效地調用資源。

任何制度上的變革，在實施之前必然會引起廣泛的討論。以下幾點，是近日較多社會人士討論的題目，我們極之希望能和大家分享我們的看法，亦希望大家能給我們更多意見。

一筆過撥款能否達到改革目的

這次津助制度改革，期望能達致以下目的：-

- (一) 令非政府機構能更靈活調配資源，滿足社會不斷轉變的需要；
- (二) 簡化程序，提高工作成效及成本效益；
- (三) 鼓勵服務的創意；以及
- (四) 增加問責性。

有人質疑一筆過撥款能否達到以上目的，在此，我們必須強調，一筆過撥款只是整個改革建議的一環，用以配合已經改善的服務表現監察制度及服務發展的檢討機制，目的在於給予各機構一個有自主性、鼓勵創意及講求成本效益的運作環境，使機構能因應不斷轉變的社會問題，提供切合需要的服務。

與此同時，政府與社福界亦會同心協力，持續加強及改善現行的服務表現監察制度，確保有效益地運用公帑及加強問責性。

撥款數額是否足夠

在制定一筆過撥款的金額時，政府已經考慮了各項服務的需要與個別機構的特性，作出寬鬆的處理。其中員工薪酬的部分，是按不同性質服務所需要的人手編制，以整個機構為單位按薪金中位數發放，以確保各項服務均有充足人手。另外，政府已在未來三年，預留增加三億八千多萬元以提供新加的服務，同時為轉變為「一筆過撥款」的津貼模式，另外一次過多撥一億五千萬元。據我們估計186個津助機構中，有三分之二會因「一筆過撥款」即時拿到更多的津助撥款，另外的三分一機構，津助亦不會少於二零零零／二零零一年度的撥款(以現行薪酬表計算)。

為顧及個別機構現已僱用較多資深員工，我們特別設立了"過渡補貼"，幫助一些在首三年難於承擔員工薪酬開支的機構。同時，在考慮過資源增值計劃對各機構的影響後，我們已決定只會要求撥款高於基準的機構，在二零零三至零四年度才開始每年以2%的幅度，下調至基準撥款。所以在一筆過撥款的安排下，各非政府機構應有足夠的財政資源，僱用現職員工，維持適當的薪酬制度及提供高質素的服務。

當然，長遠而言，各主管必須策略性地檢視機構的人力資源及重整服務模式，提高成本效益，以配合整個改革的長遠目標。

能否保證服務質素

正如上文所述，各機構在一筆過撥款的安排下，應有足夠的財政資源，繼續提供高質素的服務，並無實際需要辭退資深員工，或作出任何會影響服務水準的措施。

再者，在經改善的服務表現監察制度下，我們將會更加強調服務的成效，在社福界的共同努力之下，市民必然會得到更高水準的社會服務。同時，在市民大眾、服務使用者及他們的家人、社工和傳播媒介的監察下，市民在對社會服務方面的權益，必然會得到保障。

資深同工是否會變為負資產

有同工推算在一筆過撥款的安排下，員工薪酬按中位數撥款的安排，會使資深同工成為機構的財政負擔，因而將會被解僱而影響服務質素。這一連串擔憂，是假設了機構主管無能力在人事架構上，因應服務需要及機構的長遠發展，作合理的調整。這假設完全低估了管理階層的能力。一個健全機構的人力資源計劃，必須理性地考慮人事架構中員工的組合，其中包括資深員工與新員工的比例、新員工的培訓、員工退休及離職的計劃、接任的安排等等，機構必須有一個完善的人力資源策略，才可以保持原動力，持續發展應付新的挑戰。在這方面，政府會考慮提供適當的技術支援。

資深社工與新晉社工是否必然存在矛盾

有人亦假設機構主管將會調低新晉社工的薪酬，做成同工不同酬的狀況，進而引致資深社工與新晉社工的矛盾。事實上，其他行業不論是政府部門或私人機構都已經需要參考市場導向，來訂定新入職員工的薪酬。在轉變中，機構主管應該考慮逐漸將薪酬與表現掛勾，以體驗「同值同酬」的觀念。

管理層和專業間是否必然存在矛盾

非政府福利機構的管理層，大家都認同大部分都是熱心社會公益的社會人士，不少亦是專業社工。視他們為一羣不思進取、不懂得利用是次改革提供有利環境去提高服務水平、而只會消極地剝削員工福利，降低服務水平，以追求收支平衡的「無良僱主」，是一個對管理階層非常不公平的假設。

一直以來，大部分非政府機構都能提供高水準的服務，管理層實在功不可沒。在整個機構上下的通力合作下，各機構定能充分利用是項改革的優點，將服務辦得更好。

中小型機構是否會受淘汰

我們確認中小型機構在社會服務上的貢獻。在整個改革的構思中，我們亦明白到中小型機構的處境，雖然有 55% 的中小型機構，在一筆過撥款的安排下，會即時獲得較高的津助金額，但由於他們在人力資源及服務重整方面，可轉變的幅度有限，或有可能面對困難，所以我們正積極考慮成立支援中心，以協助各中小型機構作出長遠的策略性轉變，以能在改革的契機中，持續發展及提供優質服務。

前線員工參與的重要性

今次改革的成效，取決於社福界的羣策羣力。其中前線員工的貢獻尤為重要。

在整個改革的過程中，政府都與社會工作者總工會、捍衛社會福利大聯盟及部分機構的前線員工保持對話，並聽取意見。同時，我們亦不斷向機構的管理階層強調，必須有前線同工的參與，機構的變革才會成功。同時我們亦希望透過這次改革，讓前線員工有多些渠道參與自己機構本身的管理。

結語

最後，我們希望指出一點，確保社會上有限的資源，能用得其所，使社會上的弱勢社羣能得到優質的福利服務，是社福界體驗社會公義最直接有效的一個方法。今次的改革，正是為結合整個社會福利界，朝著持續改善香港社會福利制度，向市民提供優質和合符效益的福利服務的目標出發。我們極之希望能得到社會人士及福利界同工的支持，使改革能成功推行。

社會福利署助理署長(津貼)石施群英

二零零零年二月二十五日



社會福利署

Social Welfare Department

Our ref : SWD 1/128/73 C VII

Andrew K.P. Leung JP
Director of Social Welfare

25 March 2000

To : Board Chairmen and Agency Heads

Dear Sir/Madam,

Social Welfare Subvention Reform

The purpose of this letter is to keep you abreast of the development regarding the Subvention Reform and to highlight a few points about the proposed Lump Sum Grant (LSG) and the Tide-Over Grant (TOG).

Since I last wrote to you on 10 February 2000 on the lump sum funding package, my colleagues of the Health and Welfare Bureau and the Department have met with 50 NGOs explaining the details of the LSG package and obtained their views. The subject was also deliberated by the Working Group on the Implementation of the 1999 Subvention Review Proposals as well as the LegCo Welfare Panel, Social Welfare Advisory Committee and the Elderly Commission. Frontline staff were met collectively through their staff associations or during our visits to the NGOs.

One area of concern that has been expressed strongly is the adequacy of the LSG to meet the contractual commitments to the existing staff. One point worth emphasizing is that the benchmark

LSG of each NGO will be determined on the basis of **existing** pay scales (not the new lower starting pay) of its recognised **establishment** as at 1.4.2000, i.e. all approved posts (**including any vacancies during 2000-01**) are funded, plus the present sector-wide average PF employer's contribution of 6.8%. There is therefore no question of the LSG not being sufficient for NGOs to meet contractual commitments to existing staff upon their change over to the LSG. As foreshadowed in my letter of 10 February, we intend to set up a Tide-Over Grant from 1 April 2000 to 31 March 2003 to provide adequate funds for NGOs to meet their continuing contractual obligations to serving staff in terms of salary and provident fund payment.

If NGOs can demonstrate that they continue to experience difficulties in meeting their contractual commitments to existing staff beyond 31 March 2003, further assistance could be considered. We are now finalising the details of the Grant and will let you have these details shortly. The tide-over period will allow the NGOs ample time to re-engineer and develop a more flexible and rational financial management and human resources structure.

We appreciate that many agencies are already actively exploring measures of re-engineering and making plans to operate in the lump sum funding environment. I risk in stating the obvious that any major changes should be gradual and that close consultation with the staff is of paramount importance to ensure smooth transition. In fact, the Tide-Over Grant is designed to enable NGOs to introduce their re-engineering initiatives in a gradual and structured manner without resorting to immediate drastic measures that would dampen staff morale.

As stated in my previous letter, implementing lump sum grant will pose new challenges to both the Department and NGOs. In this regard, we have commissioned a consultancy to map out strategic plans with a view to helping the Sector manage the changes in the coming months and beyond. Management of changes would definitely include equipping NGOs to perform their role as proactive managers of their organisations in the new lump sum environment. We intend to arrange a series of training courses on financial and human resources management for NGOs for this purpose. We are also exploring the idea of setting up a help centre to provide tailor-made advice and assistance to individual NGOs in managing their organisations.

I shall write to you again very soon to announce the details of the Tide-Over Grant. Meanwhile, should you have any views or comments, please channel them to the Secretary of the Working Group on Implementation of the 1999 Subvention Review Exercise Proposals at the following address :-

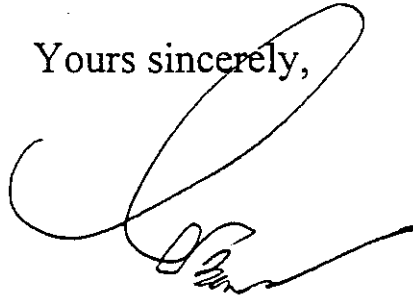
Mr. Stephen PANG, PAS(SD)
Health and Welfare Bureau
19/F, Murray Building
Garden Road
HONG KONG
Fax : 2905 1326
e-mail address: passd@hwb.gcn.gov.hk

Please also feel free to contact Mrs. June Sherry, Assistant Director (Subventions) at tel. 2892 5101 or e-mail address : mrs-june_sherry@swd.gcn.gov.hk to clarify any questions.

I would appreciate if you could give wide circulation of this letter among your staff to keep them informed of the latest development.

With best regards,

Yours sincerely,

A handwritten signature in black ink, consisting of a large, stylized 'L' followed by a smaller, more complex flourish.

(Andrew K. P. Leung)
Director of Social Welfare

c.c. Chairman, Hong Kong Council of Social Service

津助制度改革 - 「一筆過撥款」

「一筆過撥款」安排近日引起社會人士多方面的討論及迴響，我希望市民在討論這問題時能考慮下列理據。

提供足夠資源，非為福利開支封頂

在制定「一筆過撥款」金額時，政府已考慮各項服務的需要與個別機構的特性。其中員工薪酬部份，是按已確認的人手編制（包括空缺在內），以薪金中位數作為基準。現時津助金額低於基準的機構，將會立即獲得等同基準的撥款。至於高於基準的機構，其撥款則等同他們現時按津貼制度所得款項。

至於其他營運費用（如水、電、伙食、租金差餉等），均按現時所需金額全數發放。撥款數額亦會跟隨通脹及公務員薪酬調整而相應增加，所以絕不存在削減或取消資助的問題。

反之，將有三分之二機構（包括全部中小型機構的 55%）會因新撥款安排而即時獲得更多津助。在一筆過撥款安排下，絕對沒有一個機構在二零零零/零一年度會因加入該計劃獲得比現行撥款制度下為少的津貼。

「一筆過撥款」全無為社會福利開支「封頂」的意圖。改革目的是令到機構更能靈活運用資源，提供質素更佳、效益更好的服務，以應付社會不斷轉變的需要。

推行此計劃，政府需多撥一億五千萬元，並在未來三年預留三億八千萬元作為新開服務的資源。同時今年度另撥二億元，以提供新加的服務。

承諾協助，順利過渡到新制度

部份現僱用較多資深員工的機構，在合理重整服務以適應「一筆過撥款」的新運作環境前，可能有段時期需要額外財政支持，才能履行該等員工現存合約的薪酬承諾。

有見及此，政府將設立為期三年的「過渡補貼」計劃(直至二零零三年三月底)，政府將會按需要，考慮給予各非政府機構足夠的財政資源，以應付現職員工在合約上的薪酬承諾。之後，若有個別機構證明在重整服務後仍有真切困難，政府將會酌情再加協助。

故此，機構無需作出突然和急劇的轉變，以免損害員工士氣或引致服務使用者產生無謂的焦慮。

當局亦明白，新津貼方案將會衍生新的行政及管理工作，需要由機構的管理人員自行處理。政府將會推出一系列管理培訓計劃，集中探討各項必須兼顧的因素及學習的技巧，以協助機構有效營辦服務。當局也會考慮成立一個支援中心，提供技術上的支援以協助個別（特別是規模較小）機構。

加強監管，保障服務受眾權益

在改革過程中，服務水準的監察極為重要，政府已發展了一套服務表現監察制度。共訂有十九項服務質素標準，務求各非政府機構遵行，以確保機構的整體運作符合質素要求。服務單位亦需與社會福利署簽訂《津貼及服務協議》，清晰列明當局對各服務單位的要求。

社署的「服務表現事務組」（成員亦包括非政府福利機構的同工）會要求服務單位每年進行一次自我評估，而社署每三年對服務單位亦進行一次服務表現評估，並作出改善建議，使服務水平能持續提升。

有關福利服務收費，部份是政府在考慮過服務使用者的負擔能力後由社署訂定的。由於非政府機構是接受政府津貼，所以他們在訂定服務收費時，亦應堅守同樣原則，必須考慮服務使用者負擔能力，以確保有需要的服務受眾，一定能得到所需服務。

當局會在監察制度中，加強服務使用者和前員工的角色。服務使用者將會擔當監察服務質素的角色，而前綫員工則應在機構的行政和決策層面，發揮更積極的作用。當局會在短期內就上述各方面發出指引。

群策群力，集思廣益

政府已成立了一個由衛生福利局統籌、成員包括社福界、學術界及前綫員工代表的工作小組，負責落實改革方案的細則，並研究在諮詢期間收到的具體建議，包括在「公積金」和「過渡補貼」方面的安排。當局會透過工作小組，詳細考慮有關建議後才落實最終的方案。期間，我希望社會各界人士能以開放和前瞻的態度協助推動這次改革。

社會福利署署長梁建邦

二零零零年四月八日

WELFARE SECTOR SUBVENTION REFORMS

PURPOSE

This paper reports on the outcome of the consultation exercise conducted recently on the proposed package of reforms and announces details of a revised package.

BACKGROUND

2. In the current financial year, \$6.4 billion has been earmarked for subvention to NGOs for the provision of direct welfare services.
3. The existing subvention system has long been criticized as inflexible, complex and bureaucratic. Under this system, Government exercises tight 'input' control over NGOs by imposing standard staffing structures, levels of pay and staff qualifications but has little control over their 'output'. The cumbersome and rigid rules and procedures have generated substantial workload both on the part of SWD and NGOs in dealing with such matters as vetting of staff qualifications and reimbursement of expenses for procurement of recognized items. Once subvention is provided to an NGO to run a particular service, it is seldom revised even when service needs have changed or the modes of operation require revamping. This does not encourage innovation and service

re-engineering to meet changing community needs. Nor is there any incentive in the existing system to encourage more effective use of resources to achieve lower costs, better value for money and improved services to clients. This system has resulted in a situation whereby resources are locked into certain welfare services and cannot be readily released to meet new needs in the community. The situation is also not helped by the current rigid planning mechanism.

4. As early as 1994, Government appointed Consultants to review the subvention system with the aim of changing from input to output control, and devising new monitoring mechanisms to enhance public accountability and cost-effectiveness in the delivery of welfare services. The review, which included extensive discussions with the Sector, was concluded in 1998. The recommendation to introduce a Service Performance Monitoring System received general support from the Welfare Sector and since April 1999, has started to be implemented in phases. All Funding and Service Agreements will be introduced by October 2000 and all 19 Service Quality Standards by 2001/2002. However, the proposal on new subvention (fixed funding) arrangements was rejected by the Sector.

5. In October 1999, the Administration presented to the Social Welfare Advisory Committee, initial proposals to change the existing subvention system to a lump sum grant arrangement and to enhance the Service Performance Monitoring System with the following objectives :-

- (a) streamlining procedures to achieve greater efficiency and effectiveness;
- (b) improving service quality and performance;
- (c) encouraging innovation in service delivery;
- (d) enhancing accountability; and
- (e) providing flexibility in the deployment of resources to meet evolving priorities and changing community needs.

INITIAL PROPOSED PACKAGE AND CONSULTATION

6. The Sector was consulted on the initial principled proposals. Taking into consideration comments received, the Administration drew up a proposed detailed reform package which comprises the lump sum grant arrangement, an enhanced Service Performance Monitoring System and a revised planning mechanism. A flexible approach has been adopted in designing the lump sum grant arrangement, incorporating features to address NGOs' concerns as regards the different stages of maturity of agencies and their commitments to serving staff. In the process, the Administration has analyzed the current level of subvention on an agency specific basis and compared it to the 'entitlement' under the present subvention mode, in terms of establishment, current pay scale, provident fund contribution etc. Whilst rents and rates would continue to be subvented on an actual re-imbursement basis, Other Charges together with Salaries and Personal Emolument related Allowances in respect of all service units under the same agency, would be provided in a lump sum.

By adopting this 'totality' approach in providing subvention, and removing the cumbersome and bureaucratic rules and procedures of the existing system, NGOs would have greater flexibility for resource deployment and more room to manoeuvre in terms of process and structure redesigning. This would enable them to achieve greater efficiency and cost-effectiveness in their service delivery. Details of the proposed package were set out in the Director of Social Welfare's letter, a copy of which is at Annex A. This consultation document was issued to all 186 subvented NGOs and other interested parties on 10 February 2000.

CONSULTATION EXERCISE

7. The Sector was invited to express their views on the proposed package over a two-month period, ending on 9 April 2000. However, in the light of the Sector's request, the Administration continued to accept responses and to exchange views with concerned groups after this date. For the purpose of this report, the Administration has taken into account all views received up to 31 May 2000.

8. During the consultation period, the Administration:-

- (a) organized a series of briefings for NGOs and attended meetings with various public organizations and advisory committees including the LegCo Welfare Panel, Social Welfare Advisory Committee, Subventions and Lotteries Fund

Advisory Committee, Elderly Commission, Rehabilitation Advisory Committee, staff associations, individual LegCo Members, and numerous concern groups (a list of key activities is attached at Annex B);

- (b) met with representatives of 87 NGOs to explain the proposed package in detail and to exchange views (list of NGOs visited is at Annex C);
- (c) attended numerous radio and television programmes and conducted print-media interviews to explain the proposed package and to respond to public enquiries and comments;
- (d) discussed the proposed package and Sector feedback received at bi-weekly meetings of the Working Group on Implementation of the 1999 Subvention Review Exercise Proposals. (Membership of the Working Group is at Annex D);
- (e) exchanged views with staff associations including the Hong Kong Social Workers Association, the Fighting for Social Welfare Alliance and other groups; and
- (f) exchanged views with representatives of service users (list of consumer groups is at Annex E).

9. In addition, 55 NGOs submitted written comments, along with the Hong Kong Council for Social Service, the Fighting for Social Welfare Alliance, the Hong Kong Social Workers Association, 7 staff associations in individual NGOs, 10 groups of frontline staff, 3 professional groups, 15 consumer groups, parents' associations, and a student group. Submissions were also received from Legislative Councillors, District Council Members and members of the general public.

ANALYSIS OF FEEDBACK RECEIVED

10. Most members of the main welfare advisory bodies including the Social Welfare Advisory Committee, Subventions and Lotteries Fund Advisory Committee, Elderly Commission and Rehabilitation Advisory Committee, endorsed the proposed package in principle, whilst suggesting improvements on the financial package particularly, on the adequacy of funds to be provided. The LegCo Welfare Panel expressed reservations about the package and emphasized that sufficient funds should be provided to NGOs to ensure that contractual commitments to existing staff could be honoured. As regards NGOs, many Board members and Managers agreed with the general direction of the proposed changes, and some indicated interest to join the new subvention system as soon as practicable. Some, however, expressed similar concerns to LegCo Welfare Panel Members about the inadequacy of the proposed detailed financial arrangements. Staff associations expressed reservations about the proposed reform package particularly as regards, the lump-sum grant

arrangement. On the one hand, they requested suspension of its implementation given concerns about possible abuse of subvention monies by NGO Management, deterioration in service quality, and reduction in staff benefits. On the other hand, they put forward a number of useful and practical suggestions to improve the reform package. Views expressed by consumer groups were very similar to those of the staff associations.

11. As regards the media, the majority of newspaper editorials were broadly supportive of the changes since they were generally considered to be conducive to the development of a sustainable and effective welfare service. Some articles, however, expressed concern about a possible adverse impact of the reforms on NGO staff's benefits and a lowering in service quality to clients.

SUMMARY OF THE VIEWS EXPRESSED AND THE ADMINISTRATION'S RESPONSE

12. In the paragraphs below, the views and concerns expressed during the consultation exercise are summarized. The Administration's response to these is also given.

General Points on the Lump Sum Grant funding arrangement

13. Before addressing individual aspects of the funding arrangement, it would perhaps be useful to set the detail in context -

- (a) while the funding level of agencies is assessed on the basis of service units and the various components in delivering a service, namely Salaries, Provident Fund contributions, Other Charges etc., the end-product subvention based on those calculations will be disbursed in the form of a lump sum grant which agencies may freely deploy as long as the required outputs and standards are met;
- (b) the Administration is faced with the reality that the same type of service unit is provided by different NGOs receiving varying levels of funding to meet their prevailing requirements (because of their different maturities). However, we must aim to standardize the funding level, hence the Benchmark approach.
- (c) in determining that Benchmark for standardising the funding level, we need to have certain working parameters that will meet the dual objectives of providing NGOs with sufficient funds while securing value for money for the Government and community. Taking account of the Personal Emolument cost for the Sector, we believe that the formula of determining the lump sum funding for individual NGOs on the basis of mid-point salaries (and we have proposed not to adopt the new lower civil service pay scale effective from April 2000 for the

purpose of the calculations) of all posts recognized for subvention in the current system (i.e. full establishment) and a 6.8% of mid-point salaries for employers' provident fund contribution to be reasonable; and

- (d) we are aware that we cannot ignore the reality that over the years, NGOs have built up their individual cost profiles which essentially reflect the experience of their staff. We have therefore built in a period for NGOs, whose funding needs are higher than the Benchmark, to make adjustments and will provide additional tide-over financial assistance. For those whose current funding needs are below the Benchmark and for newly allocated units, we will provide them with the Benchmark funding as soon as they join the new Scheme so that they may build up their financial capabilities for the future.

In the light of responses received and to address particular areas of concern to staff, we are proposing some additional improvements to the package, as outlined below.

(A) Provident Fund (PF) Contribution Rate

Sector's Views

14. A number of NGOs and all staff associations have raised strong

objection to the proposed arrangement of calculating the provision for PF payment by adopting the existing Sector wide average of 6.8%. Their views are:-

- (a) the proposed 6.8% PF rate for existing service units is inadequate to meet the projected PF requirements of most NGOs;
- (b) the proposed 5% PF rate for new allocated projects is too low and violates the principle of equal pay for equal work;
- (c) consideration should be given to raising the PF rate for existing service units to 8.5%;
- (d) to ensure that contractual commitments to existing staff are honoured, Government should pay actual PF for staff who occupied recognized subvented posts in NGOs on 1 April 2000; and
- (e) NGOs should be required to keep a separate account for PF payments. Savings under this account cannot be vired to meet other expenses.

Administration's Response

15. Taking into account the Sector's views and concerns, the

Administration has decided to introduce the following modifications to the original package:-

(a) Vetted Units

to ensure that NGOs have sufficient funds to meet their contractual PF contribution obligations to Existing Staff^{Note 1}, PF for Existing Staff will be paid on an actual basis. Detailed arrangements are set out below:-

- i) NGOs will file records of their staff occupying recognised subvented posts on 1 April 2000 with SWD;
- ii) based on the data provided by NGOs in the context of the Snapshot^{Note 2} calculation, the PF provision for the financial year 2000/01 will be calculated. NGOs will be given the projected PF requirement based on the snapshot at 1.4.2000. The PF provision will be paid as part of the lump sum grant payment.
- iii) starting from 2000/01, NGOs will be required to inform SWD of the projected PF requirements for Existing Staff and details of known staff departures for the following

^{Note 1} - Existing Staff is defined as staff occupying recognized subvented posts in Model System Units and Vetted Modified Standard Cost System Units on 1 April 2000 and being employed by the same NGO when it applies for Tide Over Grant/Provident Fund payment for the following year.

^{Note 2} - Staff strength of each NGO as at 1.4.2000 and its projected salary subvention for 2000/01 under the existing subvention mode.

financial year, at least 6 months before the start of the financial year for which the PF provision is required;

iv) based on the information provided by NGOs, the amount of PF requirement to meet the PF commitment for Existing Staff and their replacement will be calculated, based on the following formula:-

	Projected PF payment for Existing Staff still in the employment of the NGO as at beginning of the financial year	=	A
<u>Plus</u>	Annual notional PF (mid-point salaries x PF @ 6.8%) for posts vacated by Existing Staff who have left	=	B
<u>Less</u>	Adjustment of PF payment for staff leaving the service	=	C
<u>Less</u>	Underspent PF Provision for Existing Staff from the previous year, if any	=	D
			<hr/>
	PF Provision	=	<u>A+B-C-D</u>

An illustrative calculation is at Annex F

- v) the transitional arrangement of paying PF actual is only applicable to Existing Staff as defined in (a) above. It will cease once these staff leave their current employer.

(b) Unvetted Modified Standard Cost System Units

We will raise the subvention cap for service units operating under the unvetted Modified Standard Cost System, from the existing 104.5% of mid-point salary to 106.8%. In other words, for all unvetted units, the LSG snapshot will be calculated at 106.8% of the mid-point salary of the recognized establishment. LSG payment will be split into salary and PF in the ratio of 100:6.8. NGOs with unvetted units will have the option until end of September 2000 to have their units vetted basing on the snapshot position as at 1.4.2000. Subject to satisfactory completion of the vetting process, these units will have their LSG recalculated in accordance with the formula for vetted Modified Standard Cost System Units and the staff therein will be regarded as Existing Staff for the purpose of the PF (and TOG) arrangement.

- (c) Regarding the PF contribution provision for staff in the 32 allocated new service units which has started operation since 1 January 2000, we have decided to increase this from 5% to 6.8% of the mid-point salary.

(d) PF provision will be sterilized and any underspending cannot be vired to meet expenses for other items. NGOs will be required to fully account for the spending of the PF provision received. For monitoring purposes, NGOs will be required in their audited annual financial report to show the amount of provision and expenditure in respect of PF.

16. As explained in paragraph 13, adopting 6.8% of mid-point salaries as the basis for calculating the PF portion in the Benchmark funding to be disbursed as a lump sum is justified on value for money and equity grounds. To enable NGOs to meet their contractual obligations to existing staff occupying recognised subvented posts, Government will provide additional funding to meet any shortfall arising from the need to meet their PF commitments to Existing Staff.

(B) Tide Over Grant (TOG)

Sector's Views

17. Whilst accepting that the proposed TOG scheme would facilitate NGOs to adjust to the new funding arrangement, many NGOs consider the length of the TOG period to be too short. Staff associations have also expressed similar views. The Sector's concerns and suggestions in this regard are summarized below:-

- (a) to assist NGOs to meet their contractual obligations to Existing Staff, the TOG should be provided for 5 years initially. Thereafter, a review should be conducted;
- (b) objective eligibility criteria should be set and the application procedures should be simple and straightforward;
- (c) details of the TOG arrangement should be made known as early as practicable; and
- (d) to provide incentives for NGOs to re-engineer, NGOs should not be required to exhaust their reserves before applying for the TOG.

Administration's Response

18. Having regard to the views and concerns expressed by the Sector, the Administration has decided to introduce the following modifications to the proposed package:-

- (a) accepting the need to allow more time for NGOs to adjust to the changes arising from these subvention reforms, the TOG period will be extended from 3 to 5 years;
- (b) the TOG arrangement will be reviewed in 2004-05; and
- (c) as any shortfall in PF payments for Existing Staff will be covered by the separate arrangement outlined above, the PF

element will no longer need to be catered for, through the TOG.

19. Regarding eligibility criteria, the Administration intends to keep the application and payment procedures as simple as possible. Details are as follows:-

(a) **Eligibility Criteria** – To be eligible to receive the TOG, NGOs will need to demonstrate that the provision they receive under the lump-sum grant is inadequate to cover their projected salary payment having regard to the contractual obligations which apply under the current subvention rules to Existing Staff^{Note 3} for salary incremental creep. The projection for salary payment will need to take into account known staff departures in the coming financial year.

(b) **Application Procedures** – Provision under the lump-sum grant in 2000/01 will be adequate to cover the actual salary requirements for Existing Staff. The need for the TOG will only arise in subsequent year(s). NGOs wishing to receive the TOG should apply at least 6 months prior to the start of the financial year for which the TOG is required. An application

^{Note 3} Existing Staff is defined as staff occupying recognized subvented posts in Model System Units and Vetted Modified Standard System Cost Units as at 1 April 2000 and being employed by the same NGO when it applies for TOG/PF for the following year.

supported by a full staff list for which the TOG is required, should be forwarded by the Director/Chief Executive of the NGO concerned to SWD for processing.

- (c) **Formula for Calculating TOG** – Upon receipt of the application, SWD will check the application against the records kept by the Department in respect of staff in post in that NGO on 1 April 2000 and verify the calculation in accordance with the following formula -

Projected salary payment for Existing Staff = A
still in the employment of the NGO as at the
beginning of the financial year

Less Provision for salaries included in Lump-sum = B
Grant for these staff

Adjustment of salaries for known staff = C
departures

Underspent TOG from the previous year, if = D
any

$$\text{TOG} = \frac{\text{A-B-C-D}}{\quad}$$

An illustrative calculation is at Annex G

- (d) **Vetting Committee** – A Vetting Committee comprising Government and Non-official Members will be set up to approve applications.
- (e) **Payment Arrangement** - TOG will be paid in full at the beginning of each financial year.

(C) **Mid-Point Salary Benchmark**

Sector's Views

20. Whilst some NGOs endorsed the mid-point salary Benchmark concept, others expressed concern about the arrangement. Their views are:–

- (a) to set the Benchmark at the mid-point salary level is too low as the Snapshot taken on 1 April 2000 indicates that some NGOs are already above the mid-point Benchmark;
- (b) the introduction of a lump-sum grant arrangement coupled with the Enhanced Productivity Programme is tantamount to a 'mid-point Benchmark less 5% provision';
- (c) NGOs will not have sufficient funds to meet their contractual commitments to Existing Staff as the lump-sum grant is based on a mid-point salary Benchmark;
- (d) to set the Benchmark at mid-point salary level is to set the maximum salaries of NGO staff at the mid-point of their

individual salary scales;

(e) consideration should be given to upward adjustment of the Benchmark to 70 – 80% of the salary scale; and

(f) the Benchmark should be worked out based on a 5-year projection of the salary requirement for NGO staff.

Administration's Response

21. The Administration understands the Sector's concerns which have been exacerbated by low staff turnover rates over the past 12 months. However, it should be noted that as at 1 April 2000, of the 181^{Note 4} subvented NGOs, 111 NGOs were below the Benchmark and an estimated additional \$110 million would be required to bring these NGOs up to the Benchmark, if all join the new lump-sum grant arrangement in 2000/01.

22. The Administration does not consider it necessary to make any change to the mid-point salary Benchmark concept on the following grounds:-

(a) an analysis of the actual salary payments made vis-à-vis mid-point salary scale indicates that in the past 40 years, the Welfare Sector's actual salary bill has never reached the

Note 4 - Total number of NGOs has been reduced from 186 to 181 as 6 of them have been transferred to the Home Affairs Bureau's subvention system and 1 new NGO has become subvented since 1 April 2000.

mid-point; and

- (b) as explained in para. 6, we have taken a 'totality' approach in developing the LSG formula. We believe that taking into account normal wastage and the flexibility allowed for resource deployment, LSG will provide adequate funding to NGOs to meet their staff costs in the long run.

(D) Inclusion of vacant posts in calculation of the Snapshot

Sector's Views

23. A number of NGOs have suggested including vacant posts in calculating the Snapshot amount. They argue that as NGOs need to fill their vacant posts, the Snapshot should take account of these.

Administration's Response

24. The Administration does not accept this argument because:-
- (a) provision for all vacant posts has already been included in calculating the Benchmark provision, which means that NGOs (111 out of 181) whose Snapshot is below the Benchmark will receive this benefit; and
 - (b) the latest analysis shows that the vacancy rate amongst NGOs, who are above the Benchmark, is only 0.5%. The effect of

including these vacant posts for the purpose of calculating the Snapshot would be insignificant. Whilst these NGOs would receive a small short-term benefit, it would mean that the amount by which they have to reduce their expenditure in order to come down to the Benchmark, would be greater in the long-run.

(E) **Moving Down to the Benchmark**

Sector's Views

25. A number of NGOs have expressed concern about anticipated difficulties in moving down to the Benchmark starting in 2003/04, following full implementation of the Enhanced Productivity Programme. Their views are:-

- (a) some NGOs whose Snapshots are above the Benchmark will have great difficulties in moving down to the Benchmark, taking into account the Enhanced Productivity Programme factor and the need to meet contractual commitments to their Existing Staff;
- (b) NGOs should be given some breathing space after the Enhanced Productivity Programme exercise before they are required to start moving down to the Benchmark; and
- (c) the pace of moving down to the Benchmark should be slower

by reducing the incremental steps from 2% to 1% per annum.

Administration's Response

26. Having regard to the revised arrangement to pay the actual Provident Fund payment for all Existing Staff occupying recognized posts, the Benchmark for NGOs to achieve (whilst their Existing Staff remain in their employment) will comprise the mid-point salary component only. However, eventually when all their Existing Staff have ceased to be employed by them, NGOs will need to move to a Benchmark comprising both the mid-point salary and the 6.8% P.F. components.

27. Taking into account the Sector's views and having regard to the decision to extend the duration of the TOG period, the Administration has decided that NGOs should only be required to start to come down to the Benchmark at the end of the TOG period. In other words, the coming down will start in 2005/06 rather than 2003/04, as originally proposed. Such an arrangement will provide sufficient time for NGOs to make the necessary changes in their organizations to achieve the Benchmark. In the light of this relaxation, we do not consider it necessary to adjust the pace by which NGOs should achieve the Benchmark. The rate will therefore remain at 2% per annum.

(F) Maintaining the link between NGO pay and the Civil Service Master Pay Scale (MPS)

Staff Associations' Views

28. Staff Associations object to the arrangement of allowing NGOs flexibility to determine the pay scale for their staff. They argue that to adhere to the principle of equal pay for equal work, NGO staff's pay should be linked with the Civil Service's pay scale. The continuing linkage would be conducive to a stable workforce and would therefore help to maintain a high level of service quality.

Administration's Response

29. One of the key objectives of the reforms is to provide flexibility to NGOs in terms of resource deployment and management of their agencies. Under the lump sum grant arrangement, how staff are to be remunerated and how to ensure a stable and productive workforce are issues to be dealt with by individual agency's human resource management system. As such, we do not consider it logical to maintain the link between NGO pay and the Civil Service as to do so, would defeat one of the main objectives of the exercise.

(G) Central Administrative Support

Sector's Views

30. A number of NGOs have suggested that Government should bring

the level of central administrative support provided to NGOs up to the level outlined in the paper at Annex H. They argue that implementation of the various initiatives under the subvention reforms, including the Service Performance Monitoring System, will increase their administrative and managerial work.

Administration's Response

31. Whilst noting the concerns of NGOs, the level of central administrative support that can be provided to NGOs has always been subject to the availability of resources. To tie in with the implementation of the Service Performance Monitoring System, an additional \$27M was provided to NGOs in 1999/2000. In 2000/01, \$219M will be provided to NGOs for existing central administrative and accounting support. The Administration believes this to be adequate especially in the light of the added flexibility to be given under LSG. However, practical assistance and training will be provided to NGO management to help them effect the changes smoothly. In this connection, the Administration has already commissioned consultants to examine ways and means to assist NGOs to manage the changes. To begin with, a 2-3 year project is planned to provide practical assistance to NGOs in the following areas:-

- (a) provide training/seminars on change management for NGOs;
- (b) develop self-help kits and templates for use by NGOs in financial and human resource management as well as in

re-engineering and reorganization projects;

- (c) develop a mentoring system whereby NGOs who have proven to be successful in instituting the changes, share their experiences in a practical sense with other NGOs; and
- (d) set up a help centre to provide advisory services on management issues to NGOs; and in particular practical support services to smaller NGOs.

In addition, SWD will work closely with individual NGOs to ensure a smooth transition from the existing to the new subvention system.

(H) Rehabilitation Agencies:

Sub-standard Supervisory Staffing Levels

Sector's Views

32. Some Rehabilitation agencies, consumers' groups and staff associations have suggested that the supervisory support levels and 'other charges' in some sub-standard units should be raised. They argue that the provisions for these 20 sub-standard units were not brought in line with the improved staffing standards endorsed by the former Rehabilitation Development Co-ordinating Committee in 1989 because of financial constraints. This would place them in a difficult position in the new funding environment.

Administration's Response

33. Most of the sub-standard provision arose when an improved staffing standard was partially introduced. Full implementation to all existing units was not possible due to resource constraints. The Administration will give positive consideration to resolving this issue, subject to the availability of funds. Our intention is to seek to introduce improvement in phases and to link additional funding to improved services to clients.

(I) Maintaining Existing Manning Scales

Staff Associations' and Consumers' Groups' Views

34. Both groups have requested that the existing recognized rigid manning scales used in subvented welfare service units should be maintained. They are concerned that if NGOs are given flexibility to determine their own pay scales and staffing structure, the established manning scales will likely be abolished. As a result, service quality will deteriorate and staff will be laid off.

Administration's Response

35. With the introduction of lump-sum funding arrangements, an enhanced service performance monitoring system will be put in place. NGOs will be required to meet the standards spelt out in their Funding and Service Agreements including specific output/outcome indicators. As such, we do not consider it necessary nor desirable to require NGOs to

necessarily maintain their existing manning scales. However, we will examine the suggestion of stipulating in the Funding and Service Agreements, qualification requirements for certain core staff in some service units.

(J) Impact on Service Quality

Staff Associations' and Consumers Groups' Views

36. Both groups have expressed concern that in order to contain expenditure, NGOs might be compelled to take various measures including replacing experienced staff with less expensive new recruits, reducing their manning scales, cutting staff remuneration and benefits etc. Such measures would have a direct and negative impact on service quality. To ensure service quality, the detailed staff requirement for each type of service should be spelt out in the Funding and Service Agreements.

Administration's Response

37. Under the lump-sum grant arrangement, NGOs will be given sufficient resources to meet their contractual commitments to Existing Staff. There is therefore no need for NGOs to make drastic changes to their current staffing structure and staff remuneration arrangements. We envisage that changes in staff structure, if any, would take place in a gradual and evolutionary manner through natural wastage and service re-engineering. As such, we consider these worries to be unfounded. Moreover, as an integral part of the reform package, we will introduce an

enhanced system to monitor the performance of NGOs receiving subvention. This will include human resource management, accountability, one aspect of which, will be to encourage NGOs to remunerate staff according to the results achieved. Our intention is to involve service users in the monitoring process. As the Administration's focus will shift from input to output control, we believe that service quality should improve.

(K) Abuse of Subvention Money

Staff Associations' and Consumers' Groups' Views

38. Both front-line staff representatives and service users have expressed concern that some NGOs might abuse the flexibility given to them under the new system by channeling subvention money to other activities. As a result, service users will suffer.

Administration's Response

39. Whilst the reforms provide flexibility to NGOs in the deployment of resources, NGOs will be required to comply with certain accounting, financial reporting and auditing requirements. These requirements include the following:-

- (a) NGOs will be required to ensure that proper books of account and other accounting records are kept for all transactions, separately identified into Funding and Service Agreement and

non-Funding and Service Agreement activities. They must also ensure that annual financial statements are prepared in the format required;

(b) NGOs will be required to submit audited annual financial reports in respect of their Funding and Service Agreement activities, showing the receipt of Lump-Sum Grant/Tide-Over Grant, the expenditure on Funding and Service Agreement and related support activities, and utilization of their reserve funds; and

(c) NGOs will be required to have their FSA activities and supporting services audited annually by external auditors. They will also be encouraged to develop an internal auditing system. In addition, to strengthen the accountability of NGO Boards and management, NGOs will be encouraged to form their own Audit Committees. These Committees will deal with the risk and control of both financial as well as non-financial issues, and examine both external and internal audit matters.

Apart from the above measures, SWD will enhance the existing complaint system to facilitate the investigation of any alleged mis-use of subvention funds. Such measures should be sufficient to reduce the possibility of abuse.

(L) Fee Charging

Staff Associations' and Consumers' Groups' Views

40. Staff associations and consumer groups have suggested that in order to balance their books, NGOs may levy additional fees and charges for their services. Inevitably, only those who can afford the fees and charges would receive services. 'Poorer' service users would therefore be deprived.

Administration's Response

41. To avoid needy users being deprived of any services, it is important that NGOs continue to take into account the affordability of their clients in setting fees and act in accordance with the following guidelines:-

- (a) for those FSA units with CSSA related fees, NGOs will be required to follow strictly the fee charging scales set by SWD. Apart from those specific services required under a Funding and Service Agreement and those normally expected to be available, NGOs may collect charges for extra services. But they need to observe the principle outlined above;
- (b) for those FSA units charging non-CSSA related fees and fees for programmes/activities, NGOs should continue to manage these fees in accordance with the existing arrangement and practice;

- (c) if a NGO wishes to introduce new fees and charges in respect of FSA activities, it must ensure that such fees and charges:-
 - (i) do not affect their FSA activities; and
 - (ii) are not detrimental to the interests of users. In this respect, NGOs should pay particular attention to the affordability and needs of users;
- (d) for proposals to introduce fees related to FSA activities, NGOs will need to notify the Social Welfare Department through their Annual Plans and explain why this is necessary; and
- (e) NGOs will be required to display a full list of fees and charges for their services/activities at locations in areas accessible to service users, within their premises.

A summary of social welfare activities grouped under CSSA related and non-CSSA related fees is at Annex I.

(M)Enhanced Service Performance Monitoring System and Revised Planning Mechanism

Staff Associations' and Consumers' Groups' Views

42. Both staff unions and representatives of service recipients have suggested that the Government should set up an appropriate service planning mechanism and ensure that both the general public and service

users participate in the process.

Administration's Response

43. With the introduction of the Lump-Sum Grant, the enhanced Service Performance Monitoring System with its Funding and Service Agreements will become an integral component of the funding systems. The aim is to ensure that resources are targetted at meeting the changing needs of the community in the most cost-effective manner. To achieve this, a service planning mechanism will be built into the Funding and Service Agreements. It is intended that in consultation with the Sector, medium term plans of 3-5 years duration will be developed for each programme area. These will review and redefine the objectives, scope and priority of the services required to meet changing community needs. The revised service objectives, scope and priorities will be incorporated into Funding and Service Agreements which all subvented service units are required to sign. The basis of subvention to each unit, to deliver the agreed services and service outputs and outcomes and quality standards of the medium plan, would also be included. In each year of the medium term plan cycle, NGOs will be required to draw up annual plans under different programme areas, with reference to the Funding and Service Agreements corresponding to each programme area. The plans would provide details of the initiatives planned (taking into account in particular, local and demographic characteristics), which would enable the subvented service units to achieve the objectives and outcomes set out in the Funding

and Service Agreements. The 3-5 year medium term planning cycle will provide an opportunity to review on a regular basis, the objectives and priorities of each programme area, to ensure that any changes in community needs are met. The Welfare Sector will be actively involved in this process and in particular, representatives of service users will be invited to participate.

(N) Implementation

Sector's Views

44. Some NGOs have suggested that implementation of the reform package should be deferred until such time as all the details have been worked out and agreed with all parties concerned. In addition, staff associations have argued that to prevent NGOs taking pre-emptive action, the arrangement of allowing NGOs to opt for the new subvention system and to back-date implementation to 1 April 2000 should be cancelled.

Administration's Response

45. We consider that the proposed gradual approach in introducing the reforms, will provide valuable opportunities for both the Government and the Sector to work together to fine-tune and improve the subvention and planning systems. The backdating arrangement is necessary, since a number of NGOs have indicated their intention to join as early as possible in the current financial year.

WAY FORWARD

46. Following the announcement of the revised package on 20 June 2000, the Administration will explain the details to the Welfare Sector. Whilst the financial details of the package are fixed, views on the other aspects particularly on the operation of the LSG, TOG and PF guarantee will be welcomed.
47. In due course, SWD will invite NGOs to indicate their interest to joining the new subvention system. It is expected that these NGOs will already have financial and human resource management systems in place.
48. Other NGOs will be encouraged to join the new subvention mode since it remains the firm policy intent of the Administration to fund welfare services on this basis in future. However, we accept the enormity of the proposed changes and intend to work closely with all NGOs, taking account of their individual and practical difficulties, to implement the changes.
49. A first edition of the new Lump Sum Grant Manual will be issued shortly. Given the complexities associated with changing from the current subvention system, it is inevitable that many will require refinement with the passage of time and in the light of views expressed by the Sector. As such, the Administration proposes to work closely with the Sector on this document and welcomes written comments.

50. These reforms are but a tool to be used to achieve our prime goal of ensuring that the current welfare needs of our community are met. Greater flexibility must be introduced into the Sector over time and NGOs must be given the responsibility of managing and developing the services required by the community.

Health and Welfare Bureau

June 2000

Our ref. : SWD 1/128/73C V

10 February 2000

Chairpersons/Agency Heads of
All Subvented Non-governmental Organizations

Dear Sir/Madam,

Social Welfare Subvention Reform

The purpose of this letter is to inform you of the package of measures proposed by the Administration to improve the existing social welfare subvention system and related monitoring mechanisms.

BACKGROUND

The existing subvention system with its emphasis on input control has been criticised for creating inflexibility for NGOs to deploy resources, entrenching disincentives for efficiency, stifling innovation and being administratively cumbersome to operate. As early as 1994, the Department appointed Consultants to review the subvention system with a view to shifting the emphasis from input to output control, as well as devising monitoring mechanisms to enhance public accountability and cost-effectiveness in the delivery of welfare services.

The review was concluded in 1998. The recommendation of introducing a Service Performance Monitoring System received general support from the sector and starting in April 1999, is now being implemented by phases. However, the proposal on fixed funding arrangements was not accepted by the Sector. As a result, the

Administration continued to explore new options to improve the existing subvention system.

In October 1999, the Administration presented to the Social Welfare Advisory Committee (SWAC) initial proposals to change the existing subvention mode to a lump sum grant and enhance the Service Performance Monitoring System, with a view to –

- (a) streamlining procedures to achieve greater efficiency and effectiveness;
- (b) improving service quality and performance;
- (c) encouraging innovation in service delivery;
- (d) enhancing accountability; and
- (e) providing flexibility in the deployment of resources to meet evolving priorities and changing community needs.

Following internal deliberations by the Administration, we are now able to share with you details of the proposed package of improvement measures.

PROPOSED PACKAGE

We have taken a flexible approach in designing the lump sum subvention package, incorporating features to address NGO's concerns as regards different stages of maturity of agencies and their commitments to serving staff. As part of the package which is to be implemented as a whole, there are improved monitoring mechanisms to ensure quality of service and accountability of public funds.

(I) **LUMP SUM GRANT (LSG)**

Existing Service Units

For service units on standard and model cost subvention

Personal Emoluments (PE)

- (a) first of all, we will determine the benchmark lump-sum grant (Benchmark) of each NGO on the basis of the **mid-point salaries of the existing pay scales** (that is, the grant will be immune from the lower starting pay) of its **recognized establishment as at 1.4.2000** (that is, all approved posts are fully funded) plus the present sector-wide average PF employer's contribution of 6.8%;
- (b) we will take a snapshot of staff strength of each NGO as at 1.4.2000 and project its PE subvention for 2000-01 under the existing subvention mode;
- (c) we will then compare this projected PE subvention with the benchmark
 - for agencies with Snapshot above the Benchmark, they will receive the Snapshot as the LSG. There will be no top-up and no claw-back in the course of the financial year except for adjustment in line with the annual civil service pay award. Their lump-sum grant will be reduced annually to reach the Benchmark **in steps of 2% per annum** starting from 2003/04, i.e. **after the EPP period**;
 - for agencies with Snapshot below the Benchmark, they will receive the Benchmark as LSG **in one step** (that is, on Day One) provided that their service is already fully commissioned (otherwise in line with the agreed phased

commissioning of the facility/service). Likewise, there will be no top-up and no claw-back in the course of the financial year except for adjustment in line with the annual civil service pay award.

Other Charges (OC)

- (a) In the context of relaxing subvention rules to facilitate achieving EPP, it has already been agreed that OC subvention will be released in lump sum for all service units w.e.f. from 1.4.2000.
- (b) Rent and rates (including management fees and Government Rent) will be on an actual reimbursement basis.

For existing service units on lump sum mode, unit grant or 5% subsidy

The current subvention mode for these units will remain unchanged and the subvention amount will be incorporated into the respective agency's overall LSG.

For Allocated New Service Units

PE

For all new service units already allocated to NGOs and which are scheduled to start operation after 1 January 2000, we will provide a LSG calculated on the basis of the **new mid-point salary** (taking account of lower entry pay) of recognized establishment plus 5% Provident Fund (PF) contribution (in line with the new Mandatory Provident Fund Scheme).

OC

- (a) Subvention for OC is based on the lump sum allocation.
- (b) Rent and rates will be on an actual reimbursement basis.

The LSG will be **released in full on Day One** (despite the fact that agencies are likely to recruit new staff at entry pay) in line with the agreed phased commissioning schedule.

Flexibility of the LSG

The PE grant will be adjusted in line with the annual civil service pay award while the OC grant will be adjusted for inflation either on the basis of the Government-wide price adjustment factor or Composite Consumer Price Index (CPI). In addition, agencies under LSG will enjoy the following flexibility –

- (a) to retain unspent funds in their reserves to meet future liabilities. The level of cumulative reserves will be capped at **25%** of operating expenditure of subvented services for that year. Any sum above this cap may only be retained with DSW's approval;
- (b) to retain all donations and income other than subvented service fees (which will have already offset Government subvention). This means that agencies may generate and fully retain income from other miscellaneous services incidental to the operation of the subvented service, e.g. running a gift shop, providing photocopying services, etc. in a separate account; and
- (c) to determine their own staffing structure and remuneration, if necessary, provided that specified quality and professional standards are met and the "No better than the Civil Service" subvention principle is not breached.

According to the above parameters, the indicative amount of LSG, basing on the staffing position of your Agency as at 1.9.1999 is given at Annex. We shall write to you separately on the logistics of updating the position, to arrive at a snapshot figure as at 1.4.2000.

"TIDE-OVER" GRANT SCHEME

To address the Sector's concern that the lump sum grant might not provide sufficient funds to meet their commitments to existing staff, we propose to introduce a "Tide-Over" Grant Scheme for NGOs to address any possible problems in the first three years i.e. between 2000/2001 and 2002/2003 arising from meeting contractual obligations to serving staff for salary creep and Provident Fund contributions. The intention is to allow NGOs to have sufficient time to adjust to the changes. Under this scheme, NGOs who can demonstrate that they have insufficient funds to meet their salary creep/provident fund contributions for serving staff who are on their payroll as at 1 April 2000, may apply to SWD for a one-off grant to meet any proven needs in the period between 1 April 2000 and 31 March 2003. A set of criteria for applying for the grant would be worked out for NGOs to follow. A vetting committee will be set up to consider the applications.

(II) ENHANCED SERVICE PERFORMANCE MONITORING SYSTEM (SPMS)

With the introduction of the LSG, the SPMS with its Funding and Service Agreement (FSA) will become an integral component of the funding system to ensure that resources are targetted at meeting the changing needs of the community in the most cost-effective manner. To achieve this end, a service planning mechanism will be built into the FSA.

It is intended that in consultation with the Sector, medium term plans of 3 – 5 years duration will be developed for each programme area. These will review and redefine the objectives, scope and priority of the services required to meet changing community needs. The revised service objectives, scope and priorities will be incorporated into the Funding and Service Agreements which all subvented service units are required to sign. The basis of subvention to each unit, to deliver the agreed services and service outputs and outcomes and quality standards of the medium plan, would also be included.

It is also proposed that in each year of the medium plan cycle, an annual plan would be drawn up by each service unit, providing greater detail of the initiatives planned, taking into account in particular, local and demographic characteristics, which would enable the unit to achieve the objectives and outcomes set out in the Funding and Service Agreements. The annual subvention allocation would confirm the funding for each year based on the subvention parameters in the Funding and Service Agreements and taking into account any adjustments which may be required for the year.

The 3 – 5 year medium term planning cycle would provide an opportunity to review on a regular basis, the objectives and priorities of each programme area, to ensure that any changes in community needs are met. At the end of each review cycle, if no changes are required, the Funding and Service Agreements will be renewed. However, if changes are required such as the need to reconfigure or reprioritize services, the Funding and Service Agreement will, accordingly, need to be revised and renegotiated. And, as is the case at present, continuing subvention will be subject to the ongoing need for the service and satisfactory performance of the service unit. Assessment will continue to take the form of an annual self-assessment by the unit and an external assessment conducted by SWD every three years.

The above improvement measures i.e. LSG and enhanced SPMS will be introduced as an integrated package. The proposed package aims at enhancing accountability, efficiency and cost-effectiveness in public spending and ensuring that resources can be re-deployed to meet evolving service demands.

Subvented NGOs will have a two year period to join the Scheme starting from 1 April 2000 to 1 April 2002.

OTHER SUPPORTING MEASURES

We understand that the lump sum grant subvention will generate new demands on the administrative and managerial requirements of NGO

managers. As one of the measures to facilitate the sector in managing these changes, we intend to introduce a series of training workshops focusing on the considerations and skills required to operate effectively under the new funding arrangements. The possibility of setting up a support centre for smaller NGOs will also be considered.

CONSULTATION

The above represents our initial proposals and we envisage that many details remain to be worked out, in consultation with the Sector. To fully explain the proposed package, we are arranging briefing sessions for NGO representatives on the morning and afternoon of 17 February 2000. Details of these sessions will be the subject of a separate letter to be issued shortly. Should you wish to have our colleagues to explain the proposed package to your individual agency in greater detail, we would be pleased to do so. In parallel, the views of the Social Welfare Advisory Committee, Rehabilitation Advisory Committee, Elderly Commission and LegCo Welfare Panel will be sought. We will also meet with staff representatives to exchange views. Our target is to complete the consultation exercise in two months' time.

As it is important to reflect the views of front-line staff on the reform package, I would encourage you to consult your staff on the above proposals.

I have to apologise for this rather lengthy letter. However, I am sure you would agree with me that the importance of the subject matter warrants such detail.

Should you have any questions or wish us to visit your agency, please feel free to contact Mrs. June Sherry, Assistant Director (Subventions) at 2892 5101 or Mr. FU Tsun-hung, Senior Social Work Officer (Special Team) at 2119 9650 who would be pleased to explain any aspect of the proposed package. Meanwhile, comments on the proposals should be sent to the Secretary of the Working Group on Implementation of the 1999 Subvention Review Exercise Proposals whose address is given below :-

Mr. Stephen PANG, PAS(SD)
Health and Welfare Bureau
19/F, Murray Building
Garden Road
HONG KONG
Fax No.: 2905 1326
email address: passd@hwb.gcn.gov.hk

Your comments should reach him latest by 9 April 2000.

Yours sincerely,

(Andrew K. P. Leung)
Director of Social Welfare

Encl.

List of Key Consultation Activities

Date	Events
10 February 2000	Briefing Social Welfare Advisory Committee
15 February 2000	Briefing Subventions and Lotteries Fund Advisory Committee
17 February 2000	Two briefing sessions for all NGOs (attended by representatives of 160 NGOs)
2 March 2000	Briefing Elderly Commission
10 March 2000	Meeting with Hong Kong Social Workers' Association
11 March 1999	Briefing Chairmen of District Councils
13 March 2000	Briefing LegCo Welfare Panel
28 March 2000	Briefing Rehabilitation Advisory Committee
28 March 2000	Meeting with Hong Kong Council of Social Service representatives
6 April 2000	Meeting with the Hon Yeung Sum, C.K. Law, Michael Ho and Representatives of the Fighting for Social Welfare Alliance
7 April 2000	Meeting with the Hon Lau Chin Shek and Representative of the Fighting Social Welfare Alliance
15 April 2000	Meeting with 8 Consumers Groups co-ordinated by the Parents Association of Pre-School Handicapped Children
17 April 2000	Meeting with the Hon Chan Yuen Han and Representatives of small NGOs

Annex C

List of NGOs visited/met with

(During the period 20.2.00 – 28.4.00)

1. Aberdeen Kai Fong Welfare Association Social Service Centre
2. Against Child Abuse Ltd
3. Alice Ho Miu Ling Nethersole Hospital
4. American Baptist Mission
5. Asbury Methodist Social Service
6. Asia Women's League Ltd
7. Asian Outreach HK Ltd
8. Assn. of Baptists for World Evangelism, Inc
9. Assn. of Evangelical Free Churches of HK(The)
10. Baptist Oi Kwan Social Service
11. Boys' Brigade, HK (The)
12. Boys' & Girls' Club Association
13. Caritas - HK
14. Chi Lin Nunnery
15. China Peniel Missionary Society Inc
16. Chinese Evangelical Zion Church Ltd
17. Ching Chung Toaist Association of HK Ltd
18. Christian & Missionary Alliance Church Union HK Ltd
19. Christian Family Service Centre
20. Chuk Lam Ming Tong Ltd
21. Church of United Brethren In Christ HK Ltd(The)
22. Diocesan Welfare Council
23. Endeavourers HK (The)
24. Free Methodist Church of HK(The)
25. Fung Kai Public School
26. Fung Ying Sin Koon
27. Hans Anderson Club
28. Harmony House
29. Haven of Hope Christian Service
30. Heep Hong Society
31. Heung Hoi Ching Kok Lin Association
32. HK Lutheran Social Service, the Lutheran Church - HK Synod Ltd
33. HK & Kowloon Kai Fong Women's Association
34. HK Buddhist Association (The)
35. HK Children & Youth Services
36. HK Evangelical Church Social Service Ltd

37. HK Federation of Youth Groups
38. HK Juvenile Care Centre
39. HK Macao Conference of 7-th Day Adventists
40. HK Mutual Encouragement Association Ltd
41. HK Society for Rehabilitation
42. HK Society for the Blind
43. HK Society for the Deaf
44. HK Society for the Protection of Children
45. HK Sport Association for the Mentally Handicapped
46. HK Student Aid Society
47. HK Women Foundation Ltd
48. HK Young Women's Christian Association
49. Hong Chi Association
50. Hong Kong Christian Service
51. Hong Kong Family Welfare Society
52. Hong Kong Society for the Aged
53. Hop Yat Church, the Church of Christ in China
54. Industrial Evangelistic Fellowship Ltd
55. International Buddhist Progress Society
56. International Social Service, HK Branch
57. Jordan Valley Kaifong Welfare Association
58. Kowloon City Baptist Church
59. Kowloon Women's Welfare Club(The)
60. Kwun Tong Methodist Social Service
61. Lam Tin Estate Kai Fong Welfare Association Ltd(The)
62. Light & Love Home
63. Mental Health Association of HK
64. Methodist Ap Lei Chau Youth Centre (The)
65. Methodist Centre (The)
66. Mission Covenant Church Ltd (The)
67. Neighbourhood Advice-Action Council(The)
68. Pok Oi Hospital
69. Precious Blood Children's Village
70. Richmond Fellowship of HK(The)
71. Society for the Aid & Rehabilitation of Drug Abusers (The)
72. Sik Sik Yuen
73. Sisters of the Good Shepherd
74. Society for the Rehabilitation of Offender, HK (The)
75. Society of Boy's Centre
76. Society of Homes for the Handicapped (The)

77. Spastics Association of HK (The)
78. Steward's Co. (HK) Ltd
79. Suen Mei Speech & Hearing Centre for the Deaf
80. Tsim Sha Tsui District Kai Fong Welfare Association
81. Tung Wah Group of Hospitals
82. United Christian Nethersole Community Health Service
83. Upper Wong Tai Sin & Fung Wong Sun Tsuen Centre for the Elderly
84. Women's Welfare Club, Western District
85. Yan Tin Baptist Church
86. Yuen Long Town Hall Management Committee Ltd
87. Zion Children & Youth Centre

**Membership of the Working Group on
Implementation of the 1999 Subvention Review Exercise Proposals**

Mr Robin C Gill, Deputy Secretary, HWB

[Chairman]

Ms Virginia Chan, Assistant Director, HK Council of Social Service

Mr Darwin Chen, Executive Director, The Community Chest

Mr Ng Shui Lai, Director, HK Christian Service

Ms Dorothy Lau, Director, SKH Diocesan Welfare Council

Prof. Diana Mak, The HK Polytechnic University

Mrs Cheung Ang Siew-mei, Executive Director, Christian Action

Mr Ng Man Sui, Representative of the Fighting for Social Welfare Alliance

(joined on 10.2.2000)

Mrs Justina Leung, Representative of the Hong Kong Social Workers Association

(joined on 29.3.2000)

Mrs Marion Lai, Deputy Director (Admin), SWD

Mrs Patricia Chu, Deputy Director (Services), SWD

Mrs June Sherry, Assistant Director (Subvention), SWD

Mr Stephen Pang, Principal Assistant Secretary, HWB

[Secretary]

Annex E

List of Customer Groups met

1. Hong Kong Down Syndrome Association Parents Committee
2. Hong Kong Joint Council of Parents of the Mentally Handicapped
3. The Association of Parents of the Severely Mentally Handicapped
4. St. James' Settlement Rehabilitation Division Family Club
5. Intellectually Disabled Education and Advocacy League
6. Fu Hong Parents' Club
7. The Parents' Association of Pre-school Handicapped Children
8. The Society for the Welfare of the Autistic Persons

Illustrative Calculation for PF Grant

NGO with 4 staff (W, X, Y, Z)

		2000-01 (= LSG)		2001-02	
	Staff	<u>Salary</u>	<u>PF</u>	<u>Salary</u>	<u>PF</u>
Left in 1.7.00	W	\$ 100	\$ 9	\$ 102	-
will leave on 1.8.01	X	105	7	108	7.5
	Y	<u>98</u>	5	101	5.5
	Z	123	8	124	8.5
Sub-total			<u>29</u>		<u>21.5</u>
PF for staff change	W#				6.8 [100*6.8%]
TOTAL			<u>29</u>		<u>28.3</u>

PF Grant for (01-02)

Projected PF requirement 28.3

Adjustment for known staff departure (X)

Less: \$7.5 * 8 months	(5.00)	
Add: \$105 * 6.8% * 8 months	<u>4.76</u>	
	(0.24)	(0.24)

Adjustment for underspent PF Grant for the previous year arising from Existing Staff leaving the NGO(W)

Less: \$9 * 9 months	(6.75)	
Add: \$100 * 6.8% * 9 months	<u>5.10</u>	
	(1.65)	(1.65)

TOTAL PF GRANT PAYMENT 26.41

Explanatory Notes

1. The midpoint salary will be used for calculating provision for any posts vacated by Existing Staff.
2. The Additional PF Grant will only cover PF payment for existing staff at their respective rank/grade as at 1.4.00 up to the maximum point of the relevant pay scale.

Illustrative Calculation for TOG*NGO with 4 staff (W, X, Y, Z)*

		2000-01 (= LSG)	2001-02
	Staff	<u>Salary</u>	<u>Salary</u>
Left in 1.7.00	W	100	102
will leave on 1.8.01	X	105	108
	Y	98	101
	Z	123	124
	Total	<u>426</u>	<u>435</u>

Tide-over grant for Salary for (01-02)

Projected Salary payment for existing staff still under the employ of the NGO as at <u>1.4.2001</u>	(A)	333	[= 435 – 102]
Less: provision for Salary included in LSG for these staff	(B)	(326)	[= 426 - 100]
Less: estimated saving from Salary for known departure	(C)	(2)	[= (108-105)*8 months]
Less: underspent TOG for the previous year	(D)	(0)	[= No TOG for (00/01)]
Additional Salary payment for (01-02)		<u>5.0</u>	(A) – (B) – (C) – (D)

Explanatory Notes

1. The Snapshot or midpoint figure will be adopted as the provision included in the LSG. For NGOs which are below Benchmark salary and are paid the benchmark in the LSG, all posts are assumed to be provided at the respective midpoint salary for TOG purpose, regardless of the actual pay of individual staff. For NGOs above the Benchmark salary, they are paid at the Snapshot and all posts are provided at the actual pay of respective staff.
2. The TOG will only cover salaries payment for existing staff at their respective rank/grade as at 1.4.00 up to the maximum point of the relevant pay scale.

Annex H

(October 1994
version up-dated
in March 1999)

Subvention for Central Administration

Subvention for central administration covers both staff costs and other charges, the makeup of each is described in more detail in the paragraphs below :-

A. STAFF COSTS

Provision of staff costs is calculated at the mid point salaries of the recognized posts as set out below :-

1. Co-ordination and Planning of Services

Staff for the coordination and planning of services will be provided according to the following scale :-

<u>Service Unit(s)</u>	<u>Co-ordinator</u>
1.0 - 4.9	0
5.0 - 9.0	1
9.1 - 19.0	2
19.1 - 29.0	3
29.1 - 39.0	4
39.1 - 49.0	5
49.1 - 59.0	6
59.1 - 69.0 etc.	7 etc.

A 'service unit' is a functional unit for the delivery of service. In respect of services for which field supervisors are provided for a group of service centres or teams, each group is treated as one service unit (e.g. 8 home help teams under one supervisor are treated as one service unit).

For a NGO with 3 or more field supervisors, one coordinator will be provided even though it has a total number of service units below 5.

The first co-ordinator will be ranked at the same level as a field supervisor/officer-in-charge, subject to the SWO rank being the highest level. Where an agency is provided with more than one co-ordinator, the first appointed is deemed to be the agency head. Depending on the merit of individual case, the agency head may be ranked at one or more levels higher than the other co-ordinators.

2. General Administration

- 2.1 Agencies will be provided with general administration staff according to the following scale :-

<u>Total staff establishment of subvented service units (excluding head office)</u>	<u>Staffing Support</u>			
	<u>EO I</u>	<u>EO II</u>	<u>CO II</u>	<u>CA/Typist</u>
1 - 50	-	-	1	1
51 - 100	-	1	-	1
101 - 250	-	1	1	1
251 - 400	-	2	2	2
401 - 550	1	1	2	2
551 - 700	1	1	3	2
701 - 900	1	2	2	3
901 - 1100	1	3	3	3

- 2.2 In addition, other supporting staff will be provided as follows :-

- (a) For agencies with agency head being ranked at the CSWO level, a deputy agency head will be provided by upgrading an existing co-ordinator to the SSWO level.
- (b) 1 Stenographer will be provided for each agency head ranked at CSWO or above.
- (c) 1 CO II will be provided for an agency with 2 or more co-ordinators at SWO level or above.
- (d) 1 OA will be provided for an agency with 10 or more staff for central administration.
- (e) 1 CO II will be provided for a small agency which operates 2 service units but is not eligible for subvention for central administration.
- (f) 1 CO II and 1 CA will be provided for a small agency which operates 3 or more service units but is not eligible for subvention for central administration.
- (g) Other staff such as artisan, telephone operator, driver, watchman, workman etc. will be considered on an individual basis.

3. Financial Control and Accounting

The level of staff support for accounting work will be at a level equivalent to about 1.8% of an agency's recognized expenditure (excluding head office). The subvention will be allocated in the form of a lump sum grant to agencies concerned

to employ accounting staff. Agencies will have flexibility in the employment of qualified accounting staff in terms of number and rank within the limit of the lump sum grant. Nonetheless, there will be no clawing back of surplus or topping up of deficit except for salary adjustment. Only supplementary subvention due to salary adjustment will be released to agencies concerned at the same time with other subvented services upon demonstration of needs. Where the sums involved are insufficient for a full-time accounting staff to be employed, fraction of a post or "contract-out" arrangement will be allowed to enable agency to engage the service of an accounting officer on part-time or piece-meal basis. Suggested ranking of accounting staff to be employed by agencies and the relevant post descriptions are available from the Department for reference.

4. Agency Heads

For the assessment of ranking of agency heads of subvented non-governmental organizations, the following ranking criteria (excluding head office) will apply :-

Rank of agency head (Note a)	No. of subvented staff	No. of independent service units (Note b)	No. of types of service provided (Note c)	Amount of Social welfare subvention (as at 1.3.99) (Note d)
CSWO	400 or more	50 or more	6 or more	\$87 million or more
SSWO	250-399	15-49	4 or more	\$56-86 million
SWO	60-249	8-14	4 or more	\$16-55 million
ASWO	less than 60	5-7	less than 4	less than \$16 million

Note : (a) All the above four criteria have to be considered together. Nevertheless, if there are agencies not satisfying all the criteria (e.g. only three out of the four) but are worthy of support, special consideration may be given in the light of their merits.

(b) In the context of the criteria for assessing agency head, 'independent service unit' refers to a functional social welfare unit which can stand on its own for the delivery of service. Hence, a Community Centre, a Small Group Home, a Sheltered Workshop can all be counted as 'independent service units'. The word 'independent' is added to clarify that it is not just a service component existing within a unit. On this basis, a C&A Home is regarded as an 'independent service unit' because it is capable of functioning by itself. However, this is not so when the service is incorporated as a component within a Combined Home (i.e. Home-cum-C&A Unit). In this case the combined Home is an 'independent service unit' but not the C&A Unit integrated with it.

(c) This refers to service types such as Family Life Education, Youth Centre, Care and Attention Home, Small Group Home, Sheltered

Workshop, etc. It does not refer to broad category of services like Family, Children, Youth, Elderly and Rehabilitation, etc.

- (d) With regard to the amount of social welfare subvention which is one of the ranking criteria, it will be adjusted annually by the Department, taking account of the PE (Personal Emolument) and OC (Other Charges) inflation factors.

B. OTHER CHARGES

After deduction of insurance premium for 'Employee's Compensation' which has been covered by the Department's Block Insurance Scheme since 1991/92, Other Charges for central administration will be provided at a flat rate of 4.6% of the subvention for staff cost. However, the provision will be increased by 2% (i.e. 6.6% of the recognized PE) for agencies with purpose built headquarters buildings to take account of the additional costs involved in their management and maintenance.

Social Welfare Department
March 1999

FEES and CHARGES

<u>PROGRAMME AREA / FSA</u>	<u>CSSA Related</u>	<u>Nature of Fees & Charges</u>	<u>Fee Level as at 1 April 2000</u> (monthly fees unless otherwise stated)	
(1) Family and Child Welfare				
(a) Occasional Child Care Service	x	Service charge	\$64 per full day \$32 per half day \$16 per 2 hours \$6.4 per meal	
(b) Extended (Hours) Child Care Service	x	Service charge	\$260 (5 hours a week) \$520 (10 hours a week)	
(c) Boys' Homes / Girls' Homes				
- <i>Halfway Home for Boys</i>	x	Residential fee	\$610	Note 1
(d) Inter-country Adoption	x	Adoption fee	US \$1,580 per case	
(e) Post-migration Service	x	Programme fee	\$29,760 per unit per annum	Note 2
(f) Temporary Shelter / Hostel for Street Sleepers	√	Residential fee	\$1,420	Note 2
(2) Social Security		Nil		

<u>PROGRAMME AREA / FSA</u>	<u>CSSA Related</u>	<u>Nature of Fees & Charges</u>	<u>Fee Level as at 1 April 2000</u> (monthly fees unless otherwise stated)
(3) Elderly Services			
(a) Hostel for the Elderly	√	Residential fee) \$502* for self-care place)
(b) Home for the Aged / Hostel for the Elderly (Meal)	√	Residential fee) \$1,429*/\$1,506** for) meal place
(c) Transit Shelter	√	Residential fee) \$1,605*/\$1,813** for) C&A place
(d) Home cum Care & Attention Unit	√	Residential fee)
(e) Combined Home	√	Residential fee) Note 3
(f) Care & Attention Home for the Elderly	√	Residential fee)
(g) Nursing Home	√	Residential fee	\$1,994
(h) Day Care Centre for the Elderly	x	Transportation fee	\$30 Note 2
Day Care Centre for the Elderly (with Meal Service Contracted out)	√	Service charge	\$901*/\$998** (with provision of meal service) \$166*/\$253** (with contracted out meal service)
(i) Home Help	√	Service charge	\$6,890 per team Note 2
(j) Social Centre for the Elderly	x	Membership fee	\$21 per annum
(k) Multi-service Centre for the Elderly	x	Membership fee	\$21 per annum

<u>PROGRAMME AREA / FSA</u>	<u>CSSA Related</u>	<u>Nature of Fees & Charges</u>	<u>Fee Level as at 1 April 2000</u> (monthly fees unless otherwise stated)
(l) Pool Bus Service for the Elderly	x	Service charge	\$850 per trip (with A/C) \$670 per trip (without A/C)
(m) Holiday Centre for the Elderly	x	Camp fee	\$158 for weekend overnight user \$131 for weekday overnight user \$56 for weekend day user \$45 for weekday day user

**(4) Rehabilitation and Medical Social
Services**

(a) C & A Homes for the Aged Blind	√	Residential fee)	
(b) Hostel for Moderately MH Persons	√	Residential fee)	\$1,429*/\$1,506**
(c) Sheltered Workshop cum Hostel	√	Residential fee)	
	x	Transportation fee		\$174
(d) Hostel for Severely MH Persons	√	Residential fee)	
(e) Hostel for Severely Physically Handicapped	√	Residential fee)	
(f) Hostel for Severely Physically Handicapped with MH	√	Residential fee)	\$1,605*/\$1,813**
(g) C & A Home for Severely Disabled	√	Residential fee)	

<u>PROGRAMME AREA / FSA</u>	<u>CSSA Related</u>	<u>Nature of Fees & Charges</u>	<u>Fee Level as at 1 April 2000 (monthly fees unless otherwise stated)</u>
(h) C & A Homes for the Aged Blind	√	Residential fee)	
(i) Long Stay Care Home	√	Residential fee)	
(j) Day Activity Centre cum Hostel	√	Residential fee)	
	x	Transportation fee	\$174
(k) Halfway House Service for Discharged Mental Patients	√	Residential fee	\$1,171
(l) Supported Housing	√	Residential fee	\$502*/\$553**
(m) Supported Hostel	√	Residential fee	\$853*/\$932**
(n) Occasional Child Care Service for Disabled Children (SCCC/EETC)	x	Service charge	\$64 per full day \$32 per half day \$16 per 2 hours \$6.4 per meal
(o) Social & Recreational Centre for Disabled	x	Membership fee	\$21 per annum
(p) Training and Activity Centre for Ex-mentally Ill Persons	x	Membership fee	\$21 per annum
(q) Early Education and Training Centre	x	Membership fee	\$146 per annum
(r) Special Child Care Centre			
- day	x	Service charge	\$354
	x	Transportation fee	\$87

<u>PROGRAMME AREA / FSA</u>	<u>CSSA Related</u>	<u>Nature of Fees & Charges</u>	<u>Fee Level as at 1 April 2000 (monthly fees unless otherwise stated)</u>
- residential	x	Residential fee	\$402 (5 days a week) \$534 (7 days a week)
(s) Parents/Relatives Resource Centre for Disabled Persons, Parents / Relatives Resource Centre for Mentally Ill Persons	x	Membership fee	\$21 per annum
(t) Commercial-hired Transport Service for People with Disabilities	x	Transportation fee	\$174
(u) Domiciliary Occupational Therapy Service	x	Service charge	\$51 per visit
(v) Halfway House Service for Ex-drug Abusers	x	Residential fee	\$13 per day
(w) Caritas - Lok Heep Club	x	Membership fee	\$10 per annum for member \$50 per annum for associate member
(x) Non-medical Voluntary Drug Treatment & Rehabilitation	√	Residential fee	\$1,429 Note 2

(5) Services for Offenders

- (a) Services for Ex-offenders and
Discharged Prisoners

- Hostel for Ex-offenders	x	Residential fee	\$39 per day
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<u>PROGRAMME AREA / FSA</u>	<u>CSSA Related</u>	<u>Nature of Fees & Charges</u>	<u>Fee Level as at 1 April 2000 (monthly fees unless otherwise stated)</u>
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(6) Community Development

(a) Community Centre	x	Membership fee	\$29 per annum
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(7) Young People

(a) Children and Youth Centre	x	Membership fee	\$29 per annum
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(b) Integrated Team	x	Membership fee	\$29 per annum
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(8) Support

(a) Integrated Services

- <i>Integrated Centre</i>	x	Membership fee	\$29 per annum	Note 2
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Note

1. The fee level is in line with SWD's Kwun Tong Hostel.
2. For subvention calculation purpose only. The actual fee level for service users may be different.
3. Self-care place is charged at \$917 for a couple. Meal section of Hostel for the Elderly is charged at \$1,429 for a single person and \$2,306 for a couple.

* The rate is for 50% disabled adult or single elderly.

** The rate is for 100% disabled adult / Disability Allowance recipient.

福利服務資助制度改革

目的

本文件匯報政府最近就改革方案進行諮詢的結果，並公布這套方案的修訂細則。

背景

2. 政府在本財政年度預留了 64 億元，用於資助非政府機構直接提供福利服務。
3. 現有的資助制度一直被批評為缺乏彈性、過於繁複和充滿官僚主義。根據這個制度，政府訂明了人手編制、薪酬水平和員工資格的標準，嚴格監管非政府機構的“資源運用”，但對於“服務成果”則甚少監察。這些繁複僵化的規則和程序，為社署和非政府機構增添了不少工作，例如須審核員工資格、發還購買認可物品的款項等。政府一旦撥款資助非政府機構營辦某項服務，即使服務需求有變或服務模式需要更改，也甚少調整資助額；這做法不能推動非政府機構尋求創新或重整服務，以切合社會不斷轉變的需要。現有的制度不但未能鼓勵非政府機構較妥善運用資源，藉以減低成本、提高成本效益和改善服務，而且導致資源必須硬性用於某些福利服務，不能盡快調撥作其他用途以應付社會的新增需求。這個情況也因為現行規劃機制過於僵化，而未能獲得改善。

4. 早於一九九四年，政府已委託顧問檢討資助制度，以期把這個制度由側重監察資源的運用改為着重服務成果，同時設立新的監察機制，以增加非政府機構提供福利服務的問責性和成本效益。經廣泛諮詢福利界後，顧問在一九九八年完成檢討，並提出了多項建議，其中有關實行服務表現監察制度的建議受到福利界普遍支持。因此，政府已由一九九九年四月起，分階段推行這個監察制度；在二零零零年十月或之前，各項《津貼及服務協議》會全部實行，而在二零零一至零二年度完結前，19項“服務質素標準”亦會全部付諸實施。不過，顧問建議的新資助(固定撥款)安排，卻遭到福利界反對。

5. 一九九九年十月，政府向社會福利諮詢委員會提出初步建議，希望把現有的資助制度改為一筆過撥款安排，同時加強服務表現監察制度，目的在於：

- (a) 簡化程序，以提高工作效率，增加成本效益；
- (b) 提升服務質素和改善表現；
- (c) 在提供服務方面鼓勵創新；
- (d) 增加問責性；
- (e) 靈活調配資源，以應付社會不斷轉變的需要和衍生的重點服務。

改革方案

6. 政府其後就初步建議的原則諮詢福利界，並根據所得意見擬訂了一套詳細的改革方案，內容包括實施一筆過撥款安排、改良服務表現監察制度，以及修訂規劃機制。鑑於各個非政府機構或會處於不同的發展階段，並須在薪津上履行對現職員工的承諾，政府制訂一筆過撥款安排時，採取了較靈活的做法，加入一些措施去協助機構解決這方面的困難。其間，政府曾分析個別機構目前的資助額，並按編制、現行薪級表、公積金供款等因素，計算他們在現有資助模式下的“應得資助額”，然後把目前的資助額與應得資助額作一比較。雖然租金和差餉的資助額會繼續以實報實銷方式發放，但同一機構轄下所有服務單位的“其他費用”和“薪金及與個人薪酬有關的津貼”資助額，則會一筆過發放。採用這種“整體”方式提供資助，同時又取消現行制度下繁複而官僚的規則和程序，便可讓非政府機構更靈活調配資源，有更多空間重整架構和運作程序，以便提高服務效率和成本效益。二零零零年二月十日，社會福利署署長致函(附件 A)全部 186 個受資助的非政府機構和其他有關團體，詳述改革方案的內容，並請他們提出意見。

諮詢工作

7. 政府為這套方案所訂的諮詢期歷時兩個月，至二零零零年四月九日結束。不過，在福利界要求下，政府於諮詢期結束後仍繼續聽取

意見，並與有關組織交流看法。擬備這份文件時，已顧及截至二零零零年五月三十一日為止所收到的各項意見。

8. 在諮詢期內，政府進行了以下工作：

- (a) 為非政府機構舉行一連串簡報會，並與多個公共機構、諮詢組織(包括立法會福利事務委員會、社會福利諮詢委員會、津貼及政府獎券基金諮詢委員會、安老事務委員會、康復諮詢委員會)、員工協會、個別立法會議員，以及有關團體舉行會議(主要諮詢工作一覽表見附件 B)；
- (b) 與 87 個非政府機構的代表舉行會議，詳細講解改革方案，並交流意見(曾探訪的非政府機構一覽表見附件 C)；
- (c) 出席多個電台和電視節目，並接受報刊的訪問，講解改革方案，以及回應公眾的查詢和評論；
- (d) 在“落實有關 1999 年福利津助檢討中的建議工作小組”每兩周一次的會議上，討論改革方案和福利界提出的意見(工作小組成員名單見附件 D)；
- (e) 與員工協會(包括香港社會工作人員協會、捍衛社會福利大聯盟等)以及其他團體交換意見；
- (f) 與服務使用者權益團體交換意見(有關團體的名單見附件 E)。

9. 此外，有 55 個非政府機構和多個組織提交了意見書，有關組織包括：香港社會服務聯會、捍衛社會福利大聯盟、香港社會工作人員協會、個別非政府機構的 7 個員工協會、10 個前線員工組織、3 個專業團體、15 個服務使用者權益團體、家長協會以及一個學生團體。政府亦接獲立法會議員、區議員和市民遞交的意見書。

所得意見的分析

10. 各個主要福利諮詢組織的成員，大都原則上支持改革方案，但也對撥款方案提出了改善建議，特別是關於提供足夠撥款的問題。這些諮詢組織包括社會福利諮詢委員會、津貼及政府獎券基金諮詢委員會、安老事務委員會和康復諮詢委員會。立法會福利事務委員會對方案有所保留，並強調須給予非政府機構足夠撥款，以確保這些機構可在新津上履行對現職員工的承諾。在非政府機構方面，許多董事局成員和管理人員都贊同改革方案的基本路向，有些更希望新的資助制度能夠盡快實行；不過，有些則與立法會福利事務委員會一樣，對建議中的詳細財政安排未盡完善表示關注。員工協會對改革方案，特別是一筆過撥款安排有所保留；一方面，他們擔心非政府機構管理層會濫用撥款、服務質素會有所下降，以及員工福利會遭到削減，因而要求暫不推行改革；另一方面，他們亦對如何改善改革方案，提出了多項切實的建議。服務使用者權益團體所表達的意見，與員工協會的看法相近。

11. 在傳媒方面，大多數報章的社論普遍認為改革措施有利於持續發展完善的福利服務，因此基本上表示支持，但報章登載的一些讀者來函，則反映公眾擔憂改革措施會影響非政府機構員工的福利，並引致服務質素下降。

各界的建議概要以及政府的回應

12. 下文各段概述各界在諮詢期間所表達的意見和關注的問題，並闡述政府的回應。

一筆過撥款安排的概要

13. 在談及撥款安排的個別環節之前，我們認為應首先說明有關的細則：

(a) 雖然政府是按非政府機構轄下的服務單位和提供服務所涉及的各種因素(例如員工薪酬、公積金供款、其他費用等)，去評定機構的資助水平，但根據這些因素所計得的資助額，則會以一筆過撥款的方式發放。有關機構只要能夠取得規定的服務成果和達到標準，便可自由運用這筆撥款；

(b) 政府知道，同一類服務單位實際上會由不同的非政府機構營辦，而各機構由於有不同的需要(因為處於不同的發展階段)，所得的資助水平亦有差異。不過，我們必須以統一資助水平作為目標，因此提出了釐訂撥款基準的方法；

(c) 在釐訂基準以便統一撥款水平時，我們必須採用一些計算準則，以便既可為非政府機構提供足夠撥款，又可使政府和社會的開支合乎經濟效益。個別非政府機構的一筆過撥款計算方法如下：把現行編制中所有認可資助職位數目（即整體編制），乘以中點薪金（我們建議在計算中點薪金時，不採用由二零零零年四月起向新入職公務員實施的較低薪級），再加上僱主按員工中點薪金的 6.8% 所支付的公積金供款。考慮到福利界僱主的員工薪酬開支，我們認為這個計算方法可說合理；

(d) 我們知道，非政府機構經過多年的營運，提供服務的成本基本上與本身員工的資歷息息相關。有鑑於此，對於所需資助額高於基準的機構，我們會給予他們一段時間作出調節，並會提供額外的過渡期補貼。對於現時所需資助額低於基準的機構以及已分配的新服務單位，我們會在他們參加新資助計劃後立即發給基準撥款，使他們能夠應付開支。

考慮到所接獲的意見，並為了解決員工特別關注的問題，我們建議對改革方案作出下文所述的進一步改善。

(A) 公積金供款比率

福利界的意見

14. 政府建議採用福利界僱主目前平均承擔的 6.8%供款率，作為計算公積金供款資助的準則，有若干非政府機構和所有員工協會都極力反對，所持意見如下：

- (a) 若按建議中的 6.8%供款率為現有服務單位提供資助，會使大部分非政府機構沒有足夠資金應付公積金供款的預計開支；
- (b) 對於已分配的新服務單位來說，建議中的 5%供款率實在太低，而且有違同工同酬的原則；
- (c) 應考慮把現有服務單位的公積金供款率提高至 8.5%；
- (d) 為確保非政府機構能夠在薪津上履行對現職員工的承諾，政府應根據這些機構的認可資助職位在二零零零年四月一日的在職員工情況，提供公積金供款額的資助；
- (e) 應要求非政府機構為公積金供款另行開立帳戶，帳戶內的款項不得轉作其他用途。

政府的回應

15. 考慮到福利界的意見和關注，政府決定對原來的建議作以下修改：

員工資料已經核實的單位

- (a) 為確保非政府機構有足夠資金承擔合約訂明的現職員工^{註 1}公積金供款，政府會按這些機構為現職員工實際支付的公積金供款提供資助，詳情如下：

- i) 非政府機構會向社署遞交關於二零零零年四月一日在機構內擔任認可資助職位的員工的記錄；
- ii) 政府會根據這些機構在推算薪酬資助額^{註 2}時提供的數據，計算二零零零至零一財政年度的公積金供款資助額，並會按二零零零年四月一日所進行的推算，向這些機構提供預計公積金供款的資助。公積金供款資助會納入一筆過撥款內，發給這些機構；

^{註 1} 現職員工是指二零零零年四月一日時，在“模擬成本資助”單位或在員工資料已經核實的“修訂標準成本資助”單位擔任認可資助職位，而且在非政府機構申請下年度的過渡期補貼／公積金供款資助時，仍受聘於同一個非政府機構者。

^{註 2} 根據每個非政府機構在二零零零年四月一日的實際員工人數，而推算在現有資助模式下，機構在二零零零至零一年度可得的薪酬資助。

iii) 由二零零零至零一年度起，這些機構須最遲在需要公積金供款資助的財政年度開始前六個月，把預計在下個財政年度須為現職員工承擔的公積金供款，以及據知會離任的員工詳情告知社署；

iv) 政府會根據這些機構提交的資料，計算所需的公積金供款資助額，以協助這些機構承擔現職員工和替任人員的公積金供款，所用的計算程式如下 —

	預計機構須為在該財政年度開始時仍在職的員工所承擔的公積金供款	=	A
加	估計機構每年須為現職員工離任後騰空的職位所承擔的公積金供款(中點薪金 × 每名員工 6.8% 公積金供款)	=	B
減	根據員工離職情況而調整的公積金供款額	=	C
減	上年度為現職員工提供的公積金供款資助中任何未用餘款	=	D
	公積金供款資助	=	<u>A+B-C-D</u>

計算公積金供款資助的舉例說明見附件 F；

- v) 按實際的公積金供款而提供資助的過渡安排，只適用於上文(a)段所指的現職員工。一旦這些員工不再受聘於現時的僱主，這個安排便會停止；

(b) 員工資料未經核實的“修訂標準成本資助”單位

我們會把這些服務單位的資助上限，由目前的中點薪金 104.5%提高至 106.8%，換言之，對於員工資料未經核實的所有服務單位，我們在計算一筆過撥款數額時，會把其認可編制乘以中點薪金的 106.8%。一筆過撥款會以 100 : 6.8 的比例，分為薪酬資助和公積金供款資助。非政府機構如有營辦員工資料未經核實的服務單位，可在二零零零年九月底或之前，選擇根據二零零零年四月一日進行推算時的員工情況遞交資料，以供核實。如果核實員工資料的過程順利，我們便會重新計算這些服務單位的一筆過撥款，而計算公積金供款資助(及過渡期補貼)時，亦會把這些服務單位的員工視作現職員工。重新計算上述一筆過撥款所用程式，與員工資料已經核實的“修訂標準成本資助”單位所適用者相同；

- (c) 對於 32 個在二零零零年一月一日起營運的已分配新服務單位，我們決定在計算公積金供款資助時，把供款比率由中點薪金的 5%調高至 6.8%；

- (d) 公積金供款資助只可作指定用途，如有任何未用餘款，均不得轉作其他用途，而非政府機構亦須詳細說明如何使用所得的公積金供款資助。為方便社署進行監察，非政府機構每年須在經審核的財務報告內，列明所得的公積金供款資助數額及已用的款項。

16. 正如上文第 13 段所解釋，按中點薪金的 6.8%，去計算一筆過發放的基準撥款內的公積金供款資助，符合成本效益和公平原則，可說是合理的做法。為了使非政府機構能夠向擔任認可資助職位的現職員工履行薪津上的承諾，如果機構沒有足夠資金為現職員工支付公積金供款，政府便會提供額外資助，以補不足。

(B) 過渡期補貼

福利界的意見

17. 關於擬推行的過渡期補貼計劃，雖然非政府機構同意過渡期補貼有助他們適應新的撥款安排，但有不少機構卻認為這項計劃的推行期太短。各員工協會也提出了類似的看法。福利界在這方面的關注和建議，現撮述如下：

- (a) 為協助非政府機構對現職員工履行合約訂明的承諾，過渡期補貼計劃應首先推行五年，然後再作檢討；
- (b) 應訂立客觀的申請準則，申請手續以簡便為宜；

(c) 應盡早宣布過渡期補貼安排的細節；

(d) 要鼓勵非政府機構重整架構，便不應規定他們須在儲備用罄後才申請這項補貼。

政府的回應

18. 經考慮福利界的意見和關注後，政府決定對建議的安排作下列修改：

(a) 政府同意有需要給予非政府機構更多時間，以便適應資助制度改革所帶來的種種轉變，因此會把過渡期補貼計劃的推行期由三年延長至五年；

(b) 過渡期補貼的安排會在二零零四至零五年度進行檢討；

(c) 這些機構在支付現職員工的公積金供款方面如有任何不足之數，都會按上文所述的另一項安排加以填補，因此，計算過渡期補貼時，無須把公積金供款包括在內。

19. 至於申請資格，政府有意盡量簡化申請和付款手續，詳情如下：

- (a) 申請資格 — 為符合過渡期補貼的申請資格，非政府機構必須證明，由於在現有的資助規則下須向現職員工^{註 3}支付合約訂明的薪酬遞增額，因此所得的一筆過撥款不足以應付預計的薪酬開支。這些機構在預計薪酬開支時，亦須顧及下個財政年度已知的員工離職情況；
- (b) 申請手續 — 在二零零零至零一年度發放的一筆過撥款，應足以讓這些機構應付現職員工實際薪酬的開支，因此，有關機構要到下一個年度或以後年度，才需要過渡期補貼。非政府機構如希望獲得補貼，應最遲在需要補貼的財政年度開始前六個月提出申請，屆時機構的總監／行政總裁須連同申請書付上有關員工的詳盡名單，以供社署辦理；
- (c) 過渡期補貼的計算程式 — 社署接獲申請後，會把申請書所載的資料與署方記錄互相對照，以核對申請機構在二零零零年四月一日的在職員工資料，並採用下列程式核實有關金額 —

^{註 3} 現職員工是指二零零零年四月一日時，在“模擬成本資助”單位或在員工資料已經核實的“修訂標準成本資助”單位擔任認可資助職位，而且在非政府機構申請下年度的過渡期補貼／公積金供款資助時，仍受聘於同一個非政府機構者。

預計申請機構須為在該財政年度開始
時在職的員工所支付的薪酬 = A

減 一筆過撥款內為這些員工所提供的薪
酬資助 = B

根據已知的員工離職情況而調整的薪
酬開支 = C

上年度的過渡期補貼中任何未用餘款 = D

過渡期補貼 = A-B-C-D

計算過渡期補貼的舉例說明見附件 G；

(d) 審核委員會 — 政府會成立一個審核委員會，由政府人員
和非官方人士組成，負責批核申請。

(e) 付款安排 — 過渡期補貼會在每個財政年度開始時全數發
放。

(C) 中點薪金的基準

福利界的意見

20. 雖然有部分非政府機構贊成按中點薪金計算撥款基準，但有些
機構則對這個做法表示關注，所持意見如下：

- (a) 把基準訂於中點薪金的水平似嫌過低，因為在二零零零年四月一日所作的推算顯示，有些非政府機構的薪酬開支已高於中點薪金的基準；
- (b) 一筆過撥款安排與資源增值計劃同步實行，等於把“中點薪金的基準減低 5%”；
- (c) 由於一筆過撥款是根據中點薪金的基準而計算，因此不足以讓非政府機構應付現職員工的薪津開支；
- (d) 把基準訂於中點薪金的水平，等於把非政府機構員工的頂薪訂於薪級表的中點水平；
- (e) 應考慮把基準調高至薪級表 70%至 80%的水平；
- (f) 基準應按非政府機構五年內的預計員工薪酬開支而釐訂。

政府的回應

21. 政府理解福利界的關注，而過去 12 個月員工變動率偏低，更增添了業界的憂慮。不過，值得注意的是，在二零零零年四月一日，181 個^{註 4}受資助的非政府機構當中，有 111 個機構的員工薪酬低於基準；如果這些機構全部在二零零零至零一年度參加一筆過撥款的新資

^{註 4} 非政府機構總數已由 186 個減至 181 個，因為其中 6 個轉往民政事務局的資助制度，另有一個新成立的非政府機構則由二零零零年四月一日起接受資助。

助計劃，則政府須向他們發放相當於基準的一筆過撥款，估計會因此而多耗 1.1 億元。

22. 政府認為，按中點薪金計算基準的構思無須修改，理由如下：

(a) 如把實際薪酬開支與有關的薪級表作一比較，便會發現過去 40 年間，福利界的實際薪酬開支從未達到中點薪金的水平；

(b) 正如上文第 6 段所述，我們採用了“整體”的方式訂定一筆過撥款的計算程式。我們相信，如能顧及非政府機構的正常員工流失率以及調配資源的靈活性，所提供的一筆過撥款，應足以讓這些機構長遠上承擔員工費用。

(D) 推算薪酬資助額應計及懸空的職位

福利界的意見

23. 有若干非政府機構建議，推算薪酬資助額時應計及懸空的職位。他們的論點是，有關機構需聘用人手填補職位空缺，故此政府作出上述推算時，應把這類職位計算在內。

政府的回應

24. 政府不接納這個論點，理由是：

(a) 釐訂撥款基準時已把所有懸空職位計算在內，換言之，推算額低於基準的非政府機構(181 個機構當中有 111 個屬這類情況)，全部都因而受惠；

(b) 根據最新的分析結果，推算額高於基準的非政府機構只有 0.5% 的職位空缺率，政府即使在推算時計及懸空的職位，結果亦沒有多大分別。雖然這些機構會在短期內得到些微好處，但長遠上卻須更大幅度地削減薪酬開支，才可使其下降至基準的水平。

(E) 一筆過撥款遞減至基準的水平

福利界的意見

25. 有若干非政府機構指出，在資源增值計劃全面推行後，一筆過撥款便隨即由二零零三至零四年度起遞減，下調至基準的水平，這個安排恐怕會為有關機構帶來困難。這些機構認為：

(a) 由於非政府機構既要推行資源增值計劃，又須在薪津上履行對現職員工的承諾，如果政府把一筆過撥款遞減至基準的水平，會使薪酬開支高於基準的一些機構處境極為困難；

(b) 資源增值計劃完結後，應給予機構一些喘息時間，才開始逐步減低撥款額，直至等同基準為止；

- (c) 把撥款額減至基準水平的步伐應放緩，每年的遞減比率應由 2%降低至 1%。

政府的回應

26. 鑑於政府會修訂有關安排，按非政府機構為擔任認可資助職位的所有現職員工實際支付的公積金供款而提供資助，因此，當機構的現職員工仍然在職時，適用於這些機構的撥款基準只包含中點薪金這個部分。不過，當機構的現職員工全部離職後，機構的撥款基準便會包含中點薪金和 6.8%的公積金供款。
27. 考慮到福利界的意見，以及延長過渡期補貼計劃推行期的安排，政府決定只會在這項補貼計劃結束時，才着手把非政府機構的一筆過撥款逐步減低至基準的水平。換言之，這項措施會延至二零零五至零六年度(而非原來建議的二零零三至零四年度)開始進行，讓機構有足夠時間對內部架構作出必要的更改，使薪酬開支與基準看齊。由於措施已經放寬，我們認為，把非政府機構的撥款下調至基準時，沒有必要放慢步伐。因此，每年的遞減比率仍然是 2%。

(F) 繼續使非政府機構員工薪酬與公務員總薪級表掛鉤

員工協會的意見

28. 容許非政府機構靈活決定員工薪級的安排，受到員工協會的反對；他們的理據是：為了貫徹同工同酬的原則，這些機構的員工薪酬

應該繼續與公務員的薪級表掛鉤，以助保持人手穩定，從而維持高水準的服務。

政府的回應

29. 改革資助制度的一個主要目的，是讓非政府機構靈活地調配資源和執行管理工作。至於在一筆過撥款安排下，如何釐定員工薪酬，以及如何確保人手穩定和效率良好等問題，則應由這些機構按本身的人力資源管理制度加以處理。因此，若繼續使機構的員工薪酬與公務員薪酬掛鉤，便有違改革的主要目的，未免於理不合。

(G) 中央行政人手

福利界的意見

30. 有一些非政府機構建議政府提高非政府機構的中央行政人手資助額，使之達到附件 H 的文件所述水平。他們的論點是，推行資助制度改革的各項措施，包括服務表現監察制度，會加重機構的行政和管理工作。

政府的回應

31. 政府了解非政府機構的關注，不過，撥給機構的中央行政人手資助額，須視乎資源而定。為配合服務表現監察制度的推行，我們已在一九九九至二零零零年度向非政府機構多撥 2,700 萬元，另會在二零零零至零一年度撥出 2.19 億元，讓這些機構應付現有的中央行政

和會計人手的開支。政府相信上述撥款足以應付所需，尤其是考慮到機構在一筆過撥款安排下，可更靈活運用所得資助這一點。不過，政府會為機構的管理人員提供切實的協助和訓練，使他們得以順利推行改革。為此，政府已委聘顧問研究如何協助非政府機構應付各種轉變，現打算首先實行一項為期兩、三年的計劃，提供以下方面的具體協助：

- (a) 舉辦訓練課程／研討會，向非政府機構講解如何應付各種轉變；
- (b) 編製有關財務與人力資源管理、重整運作程序、重組架構的自學教材套與範本，供非政府機構使用；
- (c) 建立導師制度，邀請在推行改革方面成績卓越的非政府機構人員現身說法，與其他機構分享心得；
- (d) 成立支援中心，向非政府機構提供有關管理問題的意見，並特別為規模較小的機構提供切實的支援服務。

此外，社署會與個別的非政府機構緊密合作，確保他們可由現行資助制度順利過渡至新的資助制度。

(H) 康復服務機構：

督導人手編制未達議定的標準

福利界的意見

32. 有部分康復服務機構、服務使用者權益團體和員工協會提議，對於人手編制未達議定標準的服務單位，政府應提高其督導人手和“其他費用”的資助。他們的理據是，以往由於財政緊絀，政府未能按前康復發展協調委員會在一九八九年所通過的較高人手編制標準，為 20 個未達該標準的服務單位提供資助，這個情況會令他們在新撥款安排下雪上加霜。

政府的回應

33. 政府未能按較高的人手編制標準提供資助，主要是由於這套標準只能局部實行所致。礙於資源所限，要為現有服務單位全部實行較高的人手編制標準並不可能。政府會視乎財政狀況，積極考慮如何解決這個問題。我們的構思是分階段作出改善，並按服務的改善情況增加撥款。

(I) 維持現有的人手比例

員工協會和服務使用者權益團體的意見

34. 這些協會和團體要求政府維持受資助福利服務單位現有的認可人手比例。他們擔心非政府機構一旦可靈活決定薪級和人手架構，便不會維持既有的人手比例，導致服務質素下降和員工被解僱。

政府的回應

35. 政府實施一筆過撥款安排後，便會推行經改良的服務表現監察制度，規定非政府機構必須達到《津貼及服務協議》訂明的標準，其中包括具體的服務成果／成效指標。在這個情況下，我們認為不必亦不宜規定這些機構維持現有的人手比例。不過，我們會按照建議，研究可否在《津貼及服務協議》內，訂明一些服務單位的某些核心員工須具備的資格。

(J) 對服務質素的影響

員工協會和服務使用者權益團體的意見

36. 這些協會和團體都擔心，非政府機構為了控制開支，可能會採取某些措施，包括以薪金較低的新聘職員取代資深職員、降低人手比例、削減員工薪酬福利等；凡此種種，都會直接影響服務質素。上述協會和團體因而建議在《津貼及服務協議》內詳列每類服務所需人手，以保證服務的質素。

政府的回應

37. 根據一筆過撥款安排，非政府機構會有足夠撥款來應付現職員工的薪津開支，故無須對現時的人手編制和薪津安排作重大改動。我們預料，這些機構即使更改人手編制，也會通過自然流失和重整服務的方式，循序漸進地實行。因此，有關協會和團體實在不必過慮。此外，我們的改革方案包含一個改良的制度，用以監察受資助非政府機構的服務表現；有關措施包括人力資源管理問責制(其中一項工作是鼓勵機構按員工表現而釐定薪酬)。我們打算邀請服務使用者參與監察過程。鑑於政府會由監控資源的運用轉為着重服務成果，我們相信服務質素實際上會提高。

(K) 濫用資助撥款

員工協會和服務使用者權益團體的意見

38. 前線員工的代表和服務使用者都擔心，在新的資助制度下，一些非政府機構會濫用靈活調配資源的權力，把資助撥款轉作其他用途，最終令服務使用者受害。

政府的回應

39. 雖然改革措施容許非政府機構靈活調配資源，但他們仍須遵守會計、財務報告和核數方面的某些規定，其中包括：

- (a) 非政府機構必須為所有收支妥為記帳和存備其他會計記錄，並把收支分為“津貼及服務協議項目”和“非津貼及服務協議項目”，另外亦須確保每年的財務報表均按照指定格式擬備；
- (b) 非政府機構每年須就“津貼及服務協議項目”提交經審核的財務報告，列明所收到的一筆過撥款／過渡期補貼金額、按照《津貼及服務協議》提供服務和有關支援服務的開支，以及動用儲備金的情況；
- (c) 非政府機構提供《津貼及服務協議》列明的服務和有關的支援服務，每年須由外聘的核數師審核。政府亦會鼓勵這些機構訂立內部審核制度，並成立審核委員會，以增加機構董事局和管理層的問責性。審核委員會應負責對財政和其他問題進行風險管理，以及審查機構對外和對內的核數事宜。

除了上述措施之外，社署也會加強現行的投訴機制，以便調查懷疑濫用資助撥款的事件。這些措施應足以減少濫用的情況。

(L) 收費

員工協會和服務使用者權益團體的意見

40. 這些協會和團體指出，為求收支平衡，非政府機構會增收服務費，此舉勢必造成有能力負擔費用者才獲得服務，而經濟條件較差者則被摒諸於外的現象。

政府的回應

41. 為免有需要的市民得不到服務，非政府機構在釐定收費時，必須繼續顧及服務對象的負擔能力，並須遵守下列指引：

- (a) 對於訂有《津貼及服務協議》而收費與綜援金額掛鈎的服務單位，負責營辦的非政府機構須嚴格按社署製訂的收費表徵收費用。除《津貼及服務協議》訂明須提供的服務和一般應有的服務外，機構還可就額外服務收取費用，但亦須遵守上述原則；
- (b) 對於訂有《津貼及服務協議》而服務和活動收費並非與綜援金額掛鈎的服務單位，負責營辦的非政府機構應繼續按現行安排和做法處理收費事宜；
- (c) 非政府機構如有意為《津貼及服務協議》訂明的服務增收新費用，必須確保這些費用：

(i) 不會影響他們按照《津貼及服務協議》所提供的服務；

(ii) 不會損害服務使用者的利益。為此，這些機構應特別注意服務使用者的負擔能力和需要；

(d) 非政府機構如建議就《津貼及服務協議》所述服務收取費用，必須事先在周年計劃中知會社署並作出解釋；

(e) 非政府機構須在服務單位的公眾範圍，展示各項服務／活動的費用。

收費與綜援金額掛鈎，以及收費並非與綜援金額掛鈎的社會福利項目摘要見附件 I。

(M) 經改良的服務表現監察制度和修訂的服務規劃機制

員工協會和服務使用者權益團體的意見

42. 員工協會和服務使用者代表建議，政府應訂立合適的服務規劃機制，並確保公眾及服務使用者均參與有關過程。

政府的回應

43. 一筆過撥款安排實施後，經改良的服務表現監察制度和有關的《津貼及服務協議》，便會成為資助制度的基本部分，確保各個非政府機構均能以最合乎成本效益的方法運用資源，去滿足社會不斷轉變的

需要。為達到這個目標，《津貼及服務協議》會加列條文，訂明將會實行服務規劃機制。我們打算在諮詢福利界的意見後，為每個服務範疇制定為期三至五年的中期計劃，目的是檢討和重訂服務目標、範圍和優先次序，以滿足社會不斷轉變的需要。經修訂的服務目標、範圍和優先次序會列入《津貼及服務協議》，而所有受資助的服務單位均須簽訂這類協議。《津貼及服務協議》也會列明每個單位可得資助的基準、提供議定服務的準則，以及中期計劃所訂的服務成果、成效和質素標準。在中期計劃周期內，非政府機構每年須根據適用的《津貼及服務協議》，為每個服務範疇制訂周年計劃，詳細說明打算推行什麼措施，使受資助服務單位達到《津貼及服務協議》所列目標和成效；擬推行的措施，尤其須顧及地區特色、人口特點等因素。採用三至五年的中期計劃周期，可讓政府有機會定期檢討每個服務範疇的目標和優先次序，確保服務能夠配合社會需要的轉變。政府會邀請福利界積極參與檢討過程，同時更會邀請服務使用者的代表參與。

(N) 推行改革方案

福利界的意見

44. 有些非政府機構建議，政府應押後推行改革方案，直至所有細節均已確定並獲各有關方面同意為止。此外，員工協會指出，為免非政府機構犯規，容許這些機構選擇是否參加新資助計劃，以及把計劃的實施日期追溯至二零零零年四月一日的安排應予撤銷。

政府的回應

45. 我們認為，以循序漸進方式推行改革的建議做法，可提供珍貴的機會，讓政府和福利界合力修訂和改善資助及規劃制度。至於把實施日期追溯至較早時間，也是有必要的，因為多個非政府機構已表示有意盡早在這個財政年度參加新資助計劃。

未來路向

46. 政府會在二零零零年六月二十日公布經修訂的方案，然後向福利界講解有關詳情。雖然方案內的財政細節已訂定，但政府仍歡迎各界對其他環節，特別是實施一筆過撥款、過渡期補貼、公積金供款資助方面提出意見。

47. 社署稍後會邀請非政府機構表明是否有意參加新的資助計劃，屆時這些機構相信已建立了財務和人力資源管理系統。

48. 我們會鼓勵其他非政府機構參加新資助計劃，因為在政策上，政府確實希望日後可採用這個模式資助福利服務。不過，我們明白這次改革涉及頗大的轉變，故此希望能與所有非政府機構緊密合作，在實行改革時，顧及機構本身所遇到的實際困難。

49. 新的《一筆過撥款指南》初版不久便會發表，以供參閱。由於改革現行資助制度所牽涉的問題相當複雜，隨着時間過去，有很多地方難免需要根據福利界的意見作出修改，因此，政府盼望與業界合力修訂這份指南，如有任何意見，歡迎以書面提出。

50. 我們提出這些改革措施，只是爲了達到一個重大目的，就是確保市民目前的福利服務需求獲得滿足。我們必須逐漸讓福利界可以更靈活地辦事，亦要讓非政府機構承擔責任，按照社會的需要營辦和發展服務。

衛生福利局

二零零零年六月

本署檔號：SWD 1/128/73C V

先生／女士：

社會福利津助制度改革

本信旨在向你講解當局就改善現行社會福利津助制度提出的一套方案，以及有關的監管機制。

背景

現行的津助制度側重於監察資源是否按照既定的準則運用，一直被批評為過於僵化，令非政府機構未能靈活調配資源、阻礙提高效率、遏制創意，以及涉及繁複的行政程序。社署早在一九九四年已委聘顧問檢討津助制度，目的是令制度由側重監察資源運用轉為着重服務成效，以及制定監察機制，加強非政府機構在提供服務的問責性和提高成本效益。

檢討於一九九八年完成。福利界普遍支持引入服務表現監察制度的建議，當局遂由一九九九年四月開始，分階段推行新監察制度。然而，固定津貼撥款安排的建議未獲業界接受，當局惟有繼續研究新方案，去改善現行的津助制度。

在一九九九年十月，當局向社會福利諮詢委員會提出初步建議，把現行的津助模式改變為一筆過撥款，以及進一步改善服務表現監察制度。目的是—

(a) 簡化程序，提高工作成效及成本效益；

(b) 改善服務質素及表現；



- (c) 鼓勵在提供服務的過程中，加入創意；
- (d) 增加問責性；以及
- (e) 加強資源調配的靈活性，以應付社會不斷轉變的需要及新衍生的重點服務。

當局經過內部審議後，現已落實改善措施的建議方案。下文詳述方案的內容。

建議方案

基於個別非政府機構或會處於不同的發展階段，並需要承擔對現職員工在薪津上的承諾，我們在設計一筆過津助方案時採取較靈活的方法，加入措施去協助機構解決有關的困難。同時，當局在推行新制度時，會一併加強「服務表現監察制度」，作為建議方案的其中一環，以確保提供優質服務和善用公帑。

(I) 一筆過撥款

現有服務單位

接受標準成本和模擬成本津助模式的服務單位

個人薪酬

- (a) 首先，我們會訂定每間非政府機構的一筆過撥款基準。基準的計算方法如下：按機構截至二零零零年四月一日的認可編制(即所有認可職位均會全面獲得撥款)，乘以現有薪級表的中點薪金(即撥款額不會受較低的新起薪點影響)，再加上業界僱主目前平均須承擔的 6.8%公積金供款；
- (b) 我們會按每間非政府機構截至二零零零年四月一日的實際在職員工，根據現有的津助模式，對該機構於二零零零至零一年度可獲得的薪酬津助額，作出推算；
- (c) 然後我們會把該機構薪酬津助推算與該機構的撥款基準比較：

- 對於推算高於基準的機構，他們獲得的一筆過撥款會等同推算款額。除跟隨公務員每年的薪酬調整金額外，該筆撥款於整個財政年度內不會再有補足。同時，餘款亦無須交還當局。該一筆過撥款額會由二零零三至零四年度開始(即資源增值計劃推行完畢後)，以每年 2%的比率逐年遞減，直至等同基準為止；
- 對於推算低於基準的機構，我們便會即時(由該財政年度的第一天)把相當於基準的一筆過撥款撥予機構。如機構的設施／服務是按照協定的時間表分期投入運作，撥款額則按所需比例發放。同樣地，除跟隨公務員每年的薪酬調整外，該筆撥款在整個財政年度內不會再有補足，餘款亦無須交還中央。

其他費用

- (a) 在放寬津助規則以便推行資源增值計劃的大前提下，當局已同意由二零零零年四月一日起，向所有服務單位一筆過發放其他費用津助。
- (b) 租金及差餉(包括管理費及地租)則會以實報實銷的方式，發還給有關機構。

接受整筆撥款、單位津助撥款或 5%津助的現有服務單位

這些單位的現行津助模式會維持不變，津助額會納入有關機構的一筆過整體撥款內。

已分配的新服務單位

個人薪酬

對於所有已分配予非政府機構營辦並預定於二零零零年一月一日後投入服務的新服務單位，我們發放的一筆過撥款的計算方法，是根據認可編制乘以新中點薪金(較低的入職薪酬)，另加 5% 的公積金供款(配合新的強制性公積金計劃)計算。



其他費用

(a) 其他費用津助會根據一筆過撥款的方式發放。

(b) 租金及差餉則會以實報實銷的方式發還給有關機構。

一筆過撥款會於服務開辦後首天按照該機構已協定的分期開辦服務時間表，全數發放所需撥款(雖然事實上機構可能會以入職薪酬聘請新員工)。

運用一筆過撥款的彈性

個人薪酬撥款會按照公務員每年的加薪額而調整，而其他費用的撥款則會根據政府整體價格調整因素或綜合消費物價指數而作出調整。此外，接受一筆過撥款的機構還可享有下列的彈性：

(a) 機構可保留未經使用的撥款，撥入本身的儲備，以應付未來的開支。累積儲備上限為受津助服務在該年度運作開支款額的 25%。若款額高出這個數目，機構必須取得社會福利署署長的同意才可繼續保留；

(b) 機構可保留受津助服務收費以外的所有捐款及收益，受政府津助的服務的收費，已在計算津助金額時互相抵銷，即機構可從營辦受津助服務時附帶提供的其他服務中(例如開設禮品店、提供影印服務等)，衍生收入，並全數儲存於一個獨立的帳戶內；以及

(c) 如有需要，機構可自行決定他們的人手架構及薪酬，不過，機構必須能夠達致指定的質素及專業標準，而且不會抵觸"不比政府機構更為佳"的津助原則。

根據以上的範疇及貴機構於一九九九年九月一日的人手狀況而推算的一筆過撥款額指標，載於附件。我們稍後將會另函通知你有關呈報最新人手狀況的安排，以供決定按二零零零年四月一日人手狀況的推算金額。

“過渡補貼”計劃

我們深明福利界關注一筆過撥款可能不足以讓非政府機構承擔現有員工的薪酬開支，為回應這些關注，我們建議推行“過渡補貼”計劃，協助非政府機構解決首三年(即在二零零零／零一年度至二零零二／零三年度期間)因為履行員工合約訂明的承諾，要向現職員工提供薪點遞增和公積金供款而引致的問題。”過渡補貼”計劃的目的是讓非政府機構有充足時間，適應轉變。在這個計劃之下，非政府機構若能證明他們未有足夠款項，為截至二零零零年四月一日仍在職的員工支付薪酬遞增點／公積金供款，便可向社署申請一次過撥款，以應付在二零零零年四月一日至二零零三年三月三十一日期間的需要。我們將會制定一套供非政府機構申請撥款的準則，又會成立一個審核委員會，審核撥款申請。

(II) 經改善的服務表現監察制度

引入一筆過撥款後，「服務表現監察制度」及《津貼及服務協議》便會成為津貼制度的基本組成部分，務求各非政府機構，均能以最合乎成本效益的方法運用資源，去滿足社會不斷轉變的需要。為達致這個目標，我們會在《津貼及服務協議》加入服務策劃機制。

我們計劃在諮詢業界的意見後，便會為每個服務範疇制定為期三至五年的中期計劃。中期計劃會檢討和重訂服務目標、範圍及優先次序，以滿足社會不斷轉變的需要。經修訂的服務目標、範圍及優先次序將列入《津貼及服務協議》內，而所有受津助服務單位均須簽署這類協議。《津貼及服務協議》的內容也會包括：每個單位所得津助的基準、提供協定服務的準則，以及中期計劃所訂定的服務成效、成果和質素標準。

另一項建議是要求個別服務單位須擬定在中期計劃周期內的年度計劃，就已策劃措施提供更多詳情，特別是要考慮有助單位達致《津貼及服務協議》內開列的目標及成果的因素，例如地區特色及人口組合的特點。每年進行分配津助撥款時，當局會根據《津貼及服務協議》內的津助準則，以及考慮該年所需的調整，決定該年的撥款額。



上述的中期計劃周期(三年至五年)能讓當局有機會定期檢討每個服務範疇的目標及優先次序，確保服務能迎合社會需要的轉變。在每個檢討周期完結時，若無需更改服務的目標、範圍或優先次序，機構只須續簽《津貼及服務協議》。然而，服務若需作出修改(例如需要更改服務或重定服務優先次序)，我們便需要相應修訂和重新商討《津貼及服務協議》。與目前的情況相若，機構繼續獲發津助撥款與否，是取決於需否持續提供有關服務及服務單位的表現是否令人滿意。有關評估工作單位每年須繼續作出進行自我評估，社署則會每三年對單位評估一次。

上述改善措施(即一筆過撥款及改善的服務表現監察制度)將以一套綜合方案形式推出。建議方案旨在增加公帑運用的問責性和提高效率及成本效益，並確保能調配資源，滿足新的服務需求。

受津助非政府機構可在二零零零年四月一日至二零零二年四月一日兩年期間內參加計劃。

其他支援措施

我們明白，一筆過撥款津助方案將會衍生新的行政及管理工作，需要由非政府機構的管理人員處理。作為一項幫助業界應付這些轉變的措施，我們將會推出一系列培訓計劃，集中探討各項必須兼顧的因素及必須學習的技巧，以幫助非政府機構在新的撥款安排下有效營辦服務。我們也會考慮成立一個支援中心，支援小規模非政府機構。

諮詢工作

上文闡述了我們的初步建議，然而，方案仍有不少細節，須在諮詢過業界的意見後才能落實。為了徹底解釋這項建議方案，我們將於二零零零年二月十七日的早上及下午舉行簡報會，邀請非政府機構派員出席。我們稍後將會另函通知各機構有關簡報會的詳情。如你希望本署的同事個別為貴機構闡述建議方案內容，我們也樂意作出安排。同時，我們也會徵詢社會福利諮詢委員會、康復諮詢委員會、安老事務委員會及立法會福利事務委員會的意見，並會與員工代表會面，交流意見。我們的目標是在兩個月內完成諮詢工作。



前線人員對改革方案的意見獲得反映，至為重要，因此請你就上述建議諮詢貴機構員工的意見。

本信比較冗長，祈為見諒。不過，相信大家也明白事關重要，本人不得不利用如此篇幅詳細解釋。

如你有任何疑問，或希望我們到訪貴機構，請隨時聯絡本署助理署長(津貼)石施群英女士(電話：2892 5101)，或高級社會工作主任(專責職務)符俊雄先生(電話：2119 9650)，他們均會樂意解釋建議方案的各項事宜。如你有任何意見或建議，也可送交「實施一九九九年津貼檢討建議工作小組」秘書，地址如下：

香港

花園道美利大廈 19 樓

衛生福利局

衛生福利局首席助理局長(專責職務)

彭景良先生

傳真號碼：2905 1326

電郵地址：passd@hwb.gcn.gov.hk

提交的意見最遲應於二零零零年四月九日送達上址。

社會福利署署長梁建邦

連附件

二零零零年二月十日



主要諮詢工作一覽表

日期	工作項目
2000 年 2 月 10 日	向社會福利諮詢委員會簡介撥款方案(並定期提交進度報告和進行討論)
2000 年 2 月 15 日	向津貼及政府獎券基金諮詢委員會簡介撥款方案
2000 年 2 月 17 日	為全部非政府機構舉行兩次簡報會(共有 160 個非政府機構的代表參加)
2000 年 3 月 2 日	向安老事務委員會簡介撥款方案
2000 年 3 月 10 日	與香港社會工作人員協會舉行會議
2000 年 3 月 11 日	向區議會主席簡介撥款方案
2000 年 3 月 13 日	向立法會福利事務委員會簡介撥款方案
2000 年 3 月 28 日	向康復諮詢委員會簡介撥款方案
2000 年 3 月 28 日	與香港社會服務聯會的代表舉行會議
2000 年 4 月 6 日	與楊森議員、羅致光議員、何敏嘉議員及捍衛社會福利大聯盟的代表舉行會議
2000 年 4 月 7 日	與劉千石議員及捍衛社會福利大聯盟的代表舉行會議
2000 年 4 月 15 日	與 8 個服務使用者權益團體舉行會議，這些團體由學前弱能兒童家長會統籌
2000 年 4 月 17 日	與陳婉嫻議員及小規模非政府機構的代表舉行會議

曾探訪的非政府機構一覽表
(二零零零年二月二十日至四月二十八日)

1. 香港仔街坊福利會社會服務中心
2. 防止虐待兒童會
3. 雅麗氏何妙齡那打素醫院
4. 美浸信會
5. 循道衛理亞斯理社會服務處
6. 亞洲婦女協進會
7. 香港亞洲歸主協會
8. 萬國宣道浸信會西差會
9. 香港基督教播道會聯會
10. 浸會愛群社會服務處
11. 香港基督少年軍
12. 香港小童群益會
13. 香港明愛
14. 志蓮淨苑
15. 中華便以利會
16. 中華錫安傳道會
17. 香港道教青松觀有限公司
18. 基督教宣道會香港區聯會
19. 基督教家庭服務中心
20. 竹林明堂有限公司
21. 香港基督教協基會

22. 聖公會教區福利協會
23. 香港勵志會
24. 香港循理會
25. 鳳溪公立學校
26. 蓬瀛仙館
27. 安徒生會
28. 和諧之家
29. 基督教靈實協會
30. 協康會
31. 香海正覺蓮社
32. 香港路德會社會服務處
33. 港九街坊婦女會
34. 香港佛教聯合會
35. 香港青少年服務處
36. 香港宣教會社會服務處有限公司
37. 香港青年協會
38. 香港青少年培育會
39. 基督復臨安息日會港澳區會
40. 香港互勵會
41. 香港復康會
42. 香港盲人輔導會
43. 香港聾人福利促進會
44. 香港保護兒童會

45. 香港弱智人士體育協會
46. 香港學生輔助會
47. 香港婦女基金會有限公司
48. 香港基督教女青年會
49. 匡智會
50. 香港基督教服務處
51. 香港家庭福利會
52. 香港耆康老人福利會
53. 中華基督教會合一堂
54. 工業福音團契
55. 佛香講堂
56. 香港國際社會服務處
57. 佐敦谷街坊福利會
58. 九龍城浸信會
59. 九龍婦女福利會
60. 循道衛理觀塘社會服務處
61. 藍田新區街坊福利會有限公司
62. 光愛中心
63. 香港心理衛生會
64. 循道衛理鴨脷洲青年中心
65. 循道衛理中心
66. 基督教聖約教會有限公司
67. 鄰舍輔導會

68. 博愛醫院
69. 寶血兒童村
70. 香港利民會
71. 香港戒毒會
72. 畚色園
73. 善牧會
74. 善導會
75. 香港扶幼會
76. 扶康會
77. 香港痙攣協會
78. 香港神託會
79. 宣美聾童語言訓練中心
80. 尖沙咀街坊福利會
81. 東華三院
82. 基督教聯合那打素社康服務
83. 黃大仙上邨及鳳凰新邨老人中心
84. 香港西區婦女福利會
85. 恩典浸信會
86. 元朗大會堂管理委員會有限公司
87. 錫安青少年中心

“落實有關 1999 年福利津助檢討中的建議工作小組”成員名單

喬樂平先生	衛生福利局副局長	[主席]
陳彩英女士	香港社會服務聯會助理總幹事	
陳達文先生	香港公益金總裁	
吳水麗先生	香港基督教服務處總幹事	
劉惠靈女士	香港聖公會福利協會總幹事	
麥萍施教授	香港理工大學	
張洪秀美女士	基督教勵行會總幹事	
吳文穗先生	捍衛社會福利大聯盟代表 (由二零零零年二月十日起)	
梁魏懋賢女士	香港社會工作人員協會代表 (由二零零零年三月二十九日起)	
黎陳芷娟女士	社會福利署副署長(行政)	
朱楊珀瑜女士	社會福利署副署長(服務)	
石施群英女士	社會福利署助理署長(津貼)	
彭景良先生	衛生福利局首席助理局長	[秘書]

政府人員會會見的服務使用者權益團體

1. 唐氏綜合症協會家長委員會
2. 香港弱智人士家長聯會
3. 嚴重弱智人士家長聯會
4. 聖雅各福群會復康部會員家屬聯會
5. 勵智協進會
6. 扶康家長會
7. 學前弱能兒童家長會
8. 自閉症人士福利促進會

計算公積金供款資助的舉例說明

以一個聘有 4 名員工 (W、X、Y、Z 君) 的非政府機構為例

		2000-01 年度 (=一筆過撥款)		2001-02 年度	
	員工	薪酬 (元)	公積金供款 (元)	薪酬 (元)	公積金供款 (元)
在 2000 年 7 月 1 日離職	W	100	9	102	-
在 2001 年 8 月 1 日離職	X	105	7	108	7.5
	Y	98	5	101	5.5
	Z	123	8	124	8.5
小計			29		21.5
員工變動後的公積金供款	W [#]				6.8 [100*6.8%]
合計			29		28.3
2001-02 年度公積金供款的資助					
預計須承擔的公積金供款					28.3
根據已知的員工離職情況(X)作出的調整					
減：7.5 元*8 個月			(5.00)		
加：105 元*6.8%*8 個月			4.76		
			(0.24)		(0.24)
由於現職員工離開該機構導致上年度公積金 供款資助出現未用餘款而作出的調整(W)					
減：9 元*9 個月			(6.75)		
加：100 元*6.8%*9 個月			5.10		
			(1.65)		(1.65)
公積金供款資助總額					26.41

計算公積金供款資助的舉例說明

以一個聘有 4 名員工 (W、X、Y、Z 君) 的非政府機構為例

2000-01 年度 (=一筆過撥款)			2001-02 年度		
	員工	薪酬 (元)	公積金供款 (元)	薪酬 (元)	公積金供款 (元)
在 2000 年 7 月 1 日離職	W	100	9	102	-
在 2001 年 8 月 1 日離職	X	105	7	108	7.5
	Y	98	5	101	5.5
	Z	123	8	124	8.5
小計			29		21.5
員工變動後的公積金供款	W [#]				6.8 [100*6.8%]
合計			29		28.3
2001-02 年度公積金供款的資助					
預計須承擔的公積金供款				28.3	
根據已知的員工離職情況(X)作出的調整					
減：7.5 元*8 個月		(5.00)			
加：105 元*6.8%*8 個月		4.76			
		(0.24)		(0.24)	
由於現職員工離開該機構導致上年度公積金供款資助出現未用餘款而作出的調整(W)					
減：9 元*9 個月		(6.75)			
加：100 元*6.8%*9 個月		5.10			
		(1.65)		(1.65)	
公積金供款資助總額				26.41	

註釋：

1. 現職員工騰空的職位的公積金供款資助，按中點薪金計算。
2. 釐定公積金供款的額外資助時，只會按照現職員工在 2000 年 4 月 1 日所屬職系／職級，而計算該機構須承擔的公積金供款，並會顧及有關薪級表直至頂薪為止的適用增薪點。

計算過渡期補貼的舉例說明

以一個聘有 4 名員工 (W、X、Y、Z 君) 的非政府機構為例

		2000-01 年度 (=一筆過撥款)	2001-02 年度
	員工	薪酬 (元)	薪酬 (元)
在 2000 年 7 月 1 日離職	W	100	102
在 2001 年 8 月 1 日離職	X	105	108
	Y	98	101
	Z	123	124
	合計	<u>426</u>	<u>435</u>

2001-02 年度員工薪酬的過渡期補貼

預計該機構須向 2001 年 4 月 1 日
在職的員工所支付的薪酬

(A) 333 [=435-102]

減：一筆過撥款內為上述員工提
供的薪酬資助

(B) (326) [=426-100]

減：根據已知的員工離職情況而
估計可節省的薪酬開支

(C) (2) [=(108-105)*8 個月]

減：上年度過渡期補貼的未用餘
款

(D) (0) [代表 2000-01 年度沒
有過渡期補貼]

2001-02 年度所增加的薪酬開支

5.0 (A)-(B)-(C)-(D)

註釋：

1. 一筆過撥款內的薪酬資助，會按推算額或中點薪金計算。非政府機構如果薪酬開支低於基準並獲發給等同基準的一筆過撥款，政府在計算其過渡期補貼時，會假定所有職位的薪酬資助都是按中點薪金計算，而不論員工的實際薪酬為何。非政府機構如薪酬開支超逾基準，所獲得的一筆過撥款會等同推算額，而所有職位的薪酬資助都按員工實際薪酬計算。
2. 釐定過渡期補貼時，只會按照現職員工在 2000 年 4 月 1 日所屬職系／職級，而計算該機構須支付的薪酬，並會顧及有關薪級表直至頂薪為止的適用增薪點。

(一九九四年十月版；
一九九九年三月修訂)

中央行政人手的資助

中央行政人手的資助包括員工薪酬及其他費用的資助，詳見下文：

A. 員工薪酬

員工薪酬的資助額按認可職位的中點薪金計算，詳情如下：

1. 統籌及規劃服務

負責統籌及規劃服務的人員編制如下：

<u>服務單位</u> (個)	<u>統籌人員</u> (名)
1.0 — 4.9	0
5.0 — 9.0	1
9.1 — 19.0	2
19.1 — 29.0	3
29.1 — 39.0	4
39.1 — 49.0	5
49.1 — 49.0	5
59.1 — 69.0(餘此類推)	7(餘此類推)

“服務單位”是提供服務的功能單位，由前線主管人員所管轄的一組服務中心或服務隊，即為一個服務單位(例如一名主管人員管轄 8 支家務助理隊，該 8 支隊伍便當作一個服務單位)。

一個非政府機構如果有 3 名或以上的前線主管人員，可開設一個統籌主任職位，即使該機構轄下的服務單位總數不足 5 個，亦會如此。

首名統籌主任的職級與前線主管人員／主管相同，但最高不超過社會工作主任的職級。假如某機構有多於一名統籌主任，首名獲聘用者便當作機構首長論。機構首長的職級可較其他統籌主任高一級或更多級，視乎情況而定。

2. 一般行政

2.1 機構的一般行政人手編制如下：

受資助服務單位 的總人手編制	<u>人手</u>			
(不包括總辦事處)	一級行政主任	二級行政主任	二級文員	助理文員/打字員
1-50	-	-	1	1
51-100	-	1	-	1
101-250	-	1	1	1
251-400	-	2	2	2
401-550	1	1	2	2
551-700	1	1	3	2
701-900	1	2	2	3
901-1 100	1	3	3	3

2.2 其他輔助人員的編制如下：

- (a) 機構的首長如屬總社會工作主任職級，則可由一名現有的統籌主任擔任助理，而該助理的職級則提高至高級社會工作主任的水平。
- (b) 一名機構首長如屬總社會工作主任或以上職級，可以有一名速記員協助。
- (c) 機構如有兩名或多於兩名屬社會工作主任或以上職級的統籌主任，可開設一個二級文員職位。
- (d) 機構如有 10 名或以上職員負責中央行政工作，可開設一個辦公室助理員職位。
- (e) 一個小規模機構如開辦兩個服務單位，但又沒有資格申請中央行政人手的資助，可開設一個二級文員職位。
- (f) 一個小規模機構如開辦三個或以上的服務單位，但又沒有資格申請中央行政人手的資助，可開設二級文員和助理文員職位各一。
- (g) 其他員工如技工、電話接線生、司機、看守員、工人等的編制，將按個別情況考慮。

3. 財務管理和會計

機構內處理會計工作的人手的資助額，大概相等於機構認可開支(不包括總辦事處)的 1.8%。政府會以一筆過撥款

的形式向有關機構提供資助，以供聘用會計人員。機構可根據撥款額，靈活地決定所聘用的合資格會計人員數目和職級；撥款如有未用之數，無須交還政府，而不足之數亦不會獲得填補，但薪酬調整則除外。在機構證明因薪酬調整而需要增補資助後，政府會在發放其他服務的資助時，一併發給該筆增補資助。假如資助額不足以聘請一名全職會計人員，機構可開設不足一個職位或安排把服務“外判”，以便聘用會計人員以兼職或件工形式提供服務。本署備有非政府機構會計人員的建議職級和職責的資料，可供參閱。

4. 機構首長

評定受資助非政府機構首長的職級(總辦事處除外)，應以下列準則為依據：

機構首長的 職級 (註 a)	受資助員工 人數	獨立的服務 單位數目 (註 b)	服務類型 (註 c)	福利服務資 助額 (截至 99 年 3 月 1 日止) (註 d)
總社會工作 主任	400 人或以上	50 個或以上	6 種或以上	8,700 萬元 或上
高級社會工 作主任	250 至 399 人	15 至 49 個	4 種或以上	5,600 萬至 8,600 萬元
社會工任主 任	60 至 249 人	8 至 14 個	4 種或以上	1,600 萬至 5,500 萬元
助理社會工 作主任	少於 60 人	5 至 7 個	少於 4 種	少於 1,600 萬元

註：(a) 上述四項準則須一併考慮。不過，如果機構未能符合所有準則(例如只符合其中三項)，但情況又值得支持，則可酌情予以特別考慮。

(b) 關於評定機構首長的職級所用準則，“獨立的服務單位”指能夠獨立提供服務的社會福利功能單位，換言之，社區中心、兒童之家、庇護工場等均屬於這類單位，而加上“獨立”一詞，是要表明這類單位並非從屬於其他服務單位。根據這個定義，護理安老院由於可獨立運作，故屬於“獨立的服務單位”。不過，護理安老服務如屬混合式安老院(即安老院暨護理單位)的其中一個環節，便不能當作“獨

立的服務單位”論；在這個情況下，混合式安老院而非其內的護理單位，才是“獨立的服務單位”。

- (c) 這是指服務的類型，例如家庭生活教育、青年中心、護理安老院、兒童之家、庇護工場等，而不是指家庭、兒童、青少年、安老、康復等各類服務。
- (d) 評定職級準則當中的“福利服務資助額”，會由本署按員工薪酬和其他費用的通脹率逐年調整。

B. 其他費用

由一九九一至九二年度起，“僱員補償”保險費由本署根據集體保險計劃所支付，在扣除該項保險費後，中央行政方面的“其他費用”資助額，一律按員工薪酬資助額的 4.6% 計算。不過，自設總部大樓的機構由於須另外支付大樓的管理和維修費用，因此所得的“其他費用”資助額會增加 2%(即相等於認可員工薪酬資助額的 6.6%)。

社會福利署
一九九九年三月

收費

服務範疇／ 津貼及服務協議	收費與 綜援金 額掛鉤	收費類別	在 2000 年 4 月 1 日的 收費水平 (除非另外註明，否則下 列收費均為月費)
(1) 家庭及兒童福利			
(a) 幼兒暫託服務	x	服務費	每日 64 元 每半日 32 元 每 2 小時 16 元 膳食每餐 6.4 元
(b) 延長服務時間(幼兒 中心)	x	服務費	260 元(每週 5 小時) 520 元(每週 10 小時)
(c) 男童院／女童院 - 男童中途宿舍	x	住宿費	610 元 註 1
(d) 海外領養	x	領養費	每宗個案 1,580 美元
(e) 新來港人士輔導服務	x	課程費用	每個單位每年 29,760 元 註 2
(f) 露宿者臨時收容中心 ／宿舍	√	住宿費	1,420 元 註 2
(2) 社會保障		無	
(3) 安老服務			
(a) 長者宿舍	√	住宿費)	低度照顧宿位 502 元 *
)	
(b) 安老院／長者宿舍 (供膳部)	√	住宿費)	安老院宿位 1,429 元 * / 1,506 元 **
)	
(c) 臨時收容所	√	住宿費)	護理安老宿位 1,605 元 * / 1,813 元 **
)	
(d) 安老院暨護理單位	√	住宿費)	
)	
(e) 混合式安老院	√	住宿費)	註 3
)	
(f) 護理安老院	√	住宿費)	
)	
(g) 護養院	√	住宿費	1,994 元

(h) 長者日間護理中心	x	交通費	30 元	註 2
	√	服務費	901 元* / 998 元** (提供膳食)	
膳食服務已外判的長者日間護理中心			166 元* / 253 元** (膳食服務已外判)	
(i) 家務助理服務	√	服務費	每支服務隊 6,890 元	註 2
(j) 長者活動中心	x	會員費	每年 21 元	
(k) 長者綜合服務中心	x	會員費	每年 21 元	
(l) 長者戶外康樂巴士	x	服務費	每程 850 元(空調) 每程 670 元(非空調)	
(m) 長者度假中心	x	營費	週末宿營費 158 元 平日宿營費 131 元 週末日間營費 56 元 平日日間營費 45 元	
(4) 康復和醫務社會服務				
(a) 盲人護理安老院	√	住宿費)	
)	
(b) 中度弱智人士宿舍	√	住宿費) 1,429 元* / 1,506 元**	
)	
(c) 庇護工場暨宿舍	√	住宿費)	
	x	交通費	174 元	
(d) 嚴重弱智人士宿舍	√	住宿費)	
)	
(e) 嚴重肢體傷殘人士宿舍	√	住宿費)	
)	
(f) 嚴重肢體傷殘兼弱智人士宿舍	√	住宿費) 1,605 元* / 1,813 元**	
)	
(g) 嚴重殘疾人士護理院	√	住宿費)	
)	
(h) 盲人護理安老院	√	住宿費)	
)	
(i) 長期護理院	√	住宿費)	
)	

(j) 展能中心暨宿舍	√	住宿費)	
	x	交通費		174 元
(k) 精神病康復者中途宿舍	√	住宿費		1,171 元
(l) 輔助房屋	√	住宿費		502 元* / 553 元**
(m) 輔助宿舍	√	住宿費		853 元* / 932 元**
(n) 殘疾幼兒暫託服務 (特殊幼兒中心 / 早期教育及訓練中心)	x	服務費		每日 64 元 每半日 32 元 每 2 小時 16 元 膳食每餐 6.4 元
(o) 殘疾人士社交及康樂活動中心	x	會員費		每年 21 元
(p) 精神病康復者訓練及活動中心	x	會員費		每年 21 元
(q) 早期教育及訓練中心	x	會員費		每年 146 元
(r) 特殊幼兒中心				
-日間	x	服務費		354 元
	x	交通費		87 元
-住宿	x	住宿費		402 元(每週 5 天) 534 元(每週 7 天)
(s) 殘疾人士家長 / 親屬資源中心、精神病患者家長 / 親屬資源中心	x	會員費		每年 21 元
(t) 為殘疾人士往返中心的租車服務	x	交通費		174 元
(u) 家居職業治療服務	x	服務費		每次 51 元
(v) 已戒除毒癖者中途宿舍	x	住宿費		每日 13 元
(w) 明愛樂協會	x	會員費		會員每年 10 元 附屬會員每年 50 元
(x) 自願接受的非醫療戒毒治療及康復服務	√	住宿費		1,429 元
註 2				
(5) 善導服務				
(a) 釋囚服務				
-釋囚宿舍	x	住宿費		每日 39 元
(6) 社區發展				
(a) 社區中心	x	會員費		每年 29 元

(7) 青少年服務

(a) 兒童及青年中心	x	會員費	每年 29 元
(b) 綜合服務隊	x	會員費	每年 29 元

(8) 支援服務

(a) 綜合服務

-綜合服務中心	x	會員費	每年 29 元
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註 2

註釋

1. 收費水平與社署營辦的觀塘宿舍相同。
2. 僅供計算資助用，服務使用者實際繳交的費用可能不同。
3. 低度照顧宿位每對夫婦收費 917 元。至於長者宿舍的供膳部，單身長者收費 1,429 元，夫婦收費 2,306 元。

* 殘疾程度達 50%的成人或單身長者的收費。

** 殘疾程度達 100%的成人／傷殘津貼受惠人的收費。

社會福利改革

由於社會結構及經濟的轉型，以及市民對服務日趨嚴緊的要求。我們實在須要一套適時的長遠策略，作為福利發展的綱領。因此我們必須改善現時過於著重資源投入管制的津助制度，使其更具彈性和創意。

而「一筆過撥款」只是整體津助制度改革的其中一個環節，旨在鼓勵更多服務使用者及提供者參與服務的計劃及監察，同時賦予非政府機構更大的靈活性及獨立性，以發揮其獨特角色。

我們明白要使改革成功，必須得到機構主管，前綫員工、服務受眾和市民的支持。故此我們於本年二月中展開連串的諮詢。在過程中，我深切感受到社福界對社工專業發展的熱切關注，和弱勢社群對政府的期望。故此次改革任重道遠，必須審慎行事，循序漸進，盡量顧及各方的關注和需要，才能好好利用這個契機，為社福界的發展，作出貢獻。

在融合了各方的寶貴意見及經過周詳的考慮後，我們對原有方案作出修改，強調以下幾個原則：

(一)為福利服務提供足夠資源

為確保非政府機構有足夠資源提供適切的服務，政府已慎重考慮各項服務和處於不同發展階段的機構的需要。在一筆過撥款的安排下，將有百分之六十的〔約110間〕機構，即時獲得更多津助。

同時，一筆過撥款只是改善現行撥款制度，並非為福利開支封頂。為應付福利服務的新需要，政府已

於今年額外撥款二億元，並在未來三年，預留了三億八千萬元作為開展新服務的資源。

(二)保障現職員工合約上的福利

所有已獲確認的現職員工，其公積金會按其現行合約上的公積金供款制度，以實報實銷的形式發放，直至該員工離開現職機構為止。同時，有關僱用機構，並不可把公積金津助作其他用途。

我們亦為機構提供過渡補貼，使機構有足夠資源，履行對現職員工合約上的薪酬承諾。鑑於部分機構表示未能於三年內完成服務重整，我們決定將過渡補貼由三年延長至五年。如個別機構於五年後仍有困難，我們會按需要，加以援助。同時，撥款高於基準的機構，亦只需於過渡期後(即五年後)，才開始逐步下調至撥款基準。

(三)保障服務質素

自一九九九年四月開始，我們已分階段推行服務表現監察制度。並透過服務質素標準及《津貼及服務協議》，清楚列明當局對服務水準的要求。同時，機構須定期向社署的「服務表現事務組」提交服務表現評估及改善建議，以持續提升服務水平。我們並鼓勵服務使用者參與監察機構的服務質素。

(四)加以適當監管，提高問責性

就機構主管，員工及服務使用者明白相互的權責，及運用一筆過撥款的重要原則，我們亦會發出指引，重點包括：

- 各非政府機構的管理委員會必須負責監管服務單位的運作，並須加強員工及服務使用者的參與。
- 維持受津助福利服務的現行收費制度。如機構考慮在現時認可的收費項目以外，另增收費項目，必須事先知會社署，並須確保不會有市民因經濟困難而被拒於門外。同時，各機構須公開其收費政策、項目及金額，並清晰指明服務使用者若對收費不滿，可聯絡機構主管或社會福利署職員。
- 各機構須有完善的會計及核數制度，並需按時提交年度報告。社署將會加強其津貼審核組的運作，以確保機構能妥善運用公帑。

(五)在策劃過程中，提供多元化參與

在規劃未來福利發展的過程中，政府會在不同的層面上，諮詢有關的組織和委員會，並會邀請非政府機構、學者及服務使用者參與討論，以達致多元化的參與。

(六)協助機構適應轉變

為協助機構適應「一筆過撥款」的安排，政府會提供連串涉及人力資源管理、財務管理、服務策劃及重整服務的技巧等的培訓課程。同時，政府亦會設立一個支援中心，為機構設計自學工具，提供實質及諮詢援助。

(七)循序漸進

在未來的日子裏，我們將與個別機構攜手合作，透過坦誠溝通和良好默契，詳細討論落實改革方案中可能遇到的問題，提供適當的協助，使機構能在一筆過撥款的安排下發揮最大的效益。

結語

這次津助制度改革，是一個改變社福界管理文化，加強問責性及鼓勵創意的契機。我衷心希望政府與社福界能並肩合作，為社會福利服務帶來更長遠及更具策略性的發展，為市民帶來更大的福祉。

社會福利署署長梁建邦

二零零零年六月二十六日



Our ref : SWD 1/128/73C

Tel. No. : 2892 5101

Fax No. : 2838 0757

26 June 2000

Chairpersons/Agency Head

Dear Sir/Madam,

**Lump Sum Grant Manual and
Provisional Amount of Lump Sum Grant for 2000-01**

----- Further to the announcement of the revised subvention reform package on 20 June 2000, I am now sending you the first edition of the Lump Sum Grant (LSG) Manual and the provisional figure of the Lump Sum Grant for 2000-01 of your Agency.

(I) LSG Manual (Hard and Soft copies)

This Manual sets out the operational guidelines for NGOs opting for LSG. It elaborates the contents of the LSG and states the interrelationship of the funding arrangement, the planning mechanism, service performance monitoring and public accountability. This is the first edition of the Manual, and there will be regular review and updating. Written comments for further improvement of the Manual are most welcome, and they should be directed to the Department at the following address :

Director of Social Welfare
(Attn: Mr. FU Tsun-hung)
Room 3006, 30th Floor, Wu Chung House,
213 Queen's Road East, Wanchai,
Hong Kong.

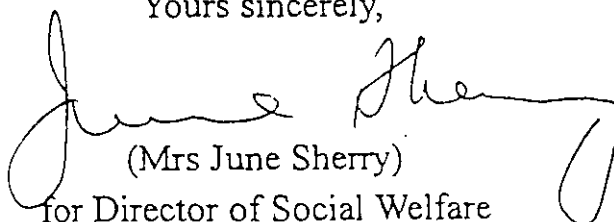
(II) Provisional Amount of LSG for 2000-01

The details of the Lump Sum Grant of your Agency are listed in the following attachments:

- (a) Total LSG analysis by
 - (i) Provident Fund
 - (ii) Salaries and OC;
- (b) Total LSG analysis by current Subvention Modes;
- (c) Calculations of Total LSG at service unit level;
- (d) Notes on bases and assumptions of Provisional LSG figures;
and
- (e) Agency Staff List of Model System and Modified Standard Cost System.

You and your staff have been invited to Briefing Sessions arranged for 28 and 29 June 2000 at which details of the revised subvention reform package and the LSG Manual will be explained. Meanwhile, should you need further clarification, please call at our Help Desk at the above-stated address or telephone 2892 0646 (Mr Ricky YU) or 2119 9650 (Mr H K MA).

Yours sincerely,


(Mrs June Sherry)
for Director of Social Welfare

c.c. The Hon. Eric LI Ka-cheung, JP, Chairman, HKCSS)with LSG Manual only
Fighting for Social Welfare Alliance)
Hong Kong Social Workers' Association)

**Notes on bases and assumptions of
Provisional Lump Sum Grant figures (position at 1.4.2000)**

I General

A. Scope

(i) Subvention modes covered:

- Model System
- Modified Standard Cost System
- Lump Sum Grant mode
- Unit Rate Subsidy except those remaining under the control of SWD
- New Allocated Service Units

(ii) Services/ items not included in Lump Sum Grant are given in Section II below.

B. Provision and Price Level

1. The total requirement for the full year operation of :

- a. All existing units i.e. those for which payment has been released in 1999-2000 and Subventions Branch (SB) has not given instruction to withhold subventions, are included in the Lump Sum Grant (LSG).
- b. Other units/ improvements which were to be implemented on or before 1.4.2000 per SLFAC papers regardless whether subventions have been actually released or not.
- c. For units undergoing phase implementation, the requirement corresponding to the phase has been included.
- d. However, for those allocated new units/ improvements/ phases which start intake after 1.4.2000 per the relevant SLFAC papers, they are excluded from the Lump Sum Grant figures at the moment but will be included later on when they are confirmed to be in operation.

2. At 2000-01 price level

C. EPP

1. After 1% EPP cut.
2. There are some items/ services included in LSG that are exempted from EPP. They are incentive allowance to sheltered workers, special child care centres, residential special child care centres, early education training centres, integrated programme and special provision for autistic children programme. They are included in full.

3. All service units of Wai Ji Christian Services are not subject to EPP cut in 2000-01 as the Organisation has achieved the EPP target of 2000-01.

II Services / items remaining under the control of SWD and excluded from LSG

The items listed below continue to be subvented under current subvention rules.

A. Services currently subvented under Unit Rate Subsidy

- S13 Helping Hand - C&A Home Places
- S56 Voluntary Drug Treatment Services

B. Designated purpose allowances

- S4E Infirmary Care Supplement for the Aged Blind Persons
- S19 Infirmary Care Supplement for Residential Elderly Services
- S4D Dementia Supplement for Elderly with Disabilities
- S20 Dementia Supplement for Residential Elderly Services
- S75 Replacement Grant
- Foster Care Allowance

C. Items under the control of SWD

- Block Insurance Scheme
- Secondment of NGO staff to SWD
- S33 Bought Place Scheme
- S97 Enhanced Bought Place Scheme
- Blister Programme for Pupil Nurses
- S74 Refund of Rent & Rates to Non-subvented units
- All services under 'Contract Payment' mode including Interim Meal Service

D. Rent, Rates, Government Rent and Other Rental items

E. Units under the 5% Subsidy subvention mode

III Model / Modified Standard Cost Systems

The provision for units subvented under these two financing modes is estimated as follows:

A. Salaries and Provident Fund

1. Model System units and vetted units of Modified Standard Cost System
 - Salary provision is provided on an agency basis. For each NGO, salary provision is based on higher of Benchmark and projected salary subvention for 2000-01 based on snapshot of staff strength at 1 April

2000. Benchmark of each NGO is determined on basis of the mid-point salaries of the pay scales as at 31 March 2000 of its recognised establishment as at 1 April 2000.

- Provident Fund provision is the projected full year requirement for 2000-01 based on snapshot of staff strength at 1 April 2000
 - Details of projection of salary and provident fund subvention for 2000-01 are given in the Appendix
2. Unvetted units of Modified Standard Cost System
 - Salary and Provident Fund are calculated at 106.8% of the mid-point salary of the recognized establishment as at 1 April 2000. Midpoint salaries are based on the pay scales as at 31 March 2000
 - For LSG payment purpose, the amount is split into salary and provident fund in the ratio 100:6.8

B. PE Allowances

The provision of PE Allowance is determined on the basis of existing formulae and the revised salary scales prevailing on 1 April 2000 where applicable.

1. Responsibility allowance to Registered Nurse (RN)
 - a fixed sum of \$22,440 per annum before EPP cut (i.e. 2 MPS points on top of initial point of RN) for specified homes for the elderly, and \$37,140 per annum before EPP cut (i.e. 2 MPS points on top of max. point of RN) for specified homes for the aged blind.
2. Hardship allowance to Welfare Workers (WW) of Long Stay Care Home
 - a fixed rate of \$656 per WW per month before EPP cut.
3. Cross charging to Hospital Authority for provision of meal and security services to TWGH's Wong Chuk Hang Complex for the Elderly
 - annual mid-point salary of 9 Cooks plus on-cost rate at 37.39% and annual mid-point salary of 5.4 Watchmen plus on-cost rate at 28.78%.
4. Relief worker allowance
 - Based on the 1999-2000 actual subvention paid to NGOs with adjustment from provisional to the actual requirement of the 4th quarter of 1999-2000 as reported by NGOs
5. Training Allowance
 - Subvention requirement is based on the projection per training status of eligible staff as at 1 April 2000

- For T0 status, i.e. staff who have not attended any training course before, no provision is made.
- For T1 & T2 status, i.e. staff who are undergoing training or have completed training, 12 months' provision of 2 additional salary points on top of the substantive salary point of the eligible staff is made

C. Lump Sum OC

Lump Sum OC includes Other Charges, Food, Recognised Fee Income and OC Allowances. Provision for 2000-01 is based on the existing recognised level.

1. Food and Recognised Fee Income are based on enrolment rate and/or other capacity as recognised by Subventions Branch. Recognised Fee Income is deducted from the LSG.
2. For those premises related OC items which were previously paid under Other Rental, such as lift maintenance, air-conditioning charge, fire services maintenance charge etc, they are regrouped under Other Charges in 2000-01 and provided at the recognised level for 1999-2000 with price adjustment.
3. OC Allowances

The provision for OC Allowances is determined on the basis of existing formulae and the revised salary scales prevailing on 1 April 2000 where applicable.

- a. Overtime allowance for drivers of Day Care Centre for the Elderly
1/3 of annual mid-point salary of a Motor Driver for one centre i.e. \$50,380 per annum before EPP cut.
- b. Special allowance on holidays for Home Help Team
a fixed sum of \$35,052 per annum per Home Help Team before EPP cut.
- c. House parent allowance for Small Group Home
1/3 of annual mid-point salary of a Welfare Worker for one Small Group Home i.e. \$68,400 per annum before EPP cut.
- d. Incentive allowance for sheltered workers
existing daily rate of \$20 x capacity of a sheltered workshop x no. of working days a year

IV Other Subvention Modes

- A. • For services units under Lump Sum Grant mode and Unit Rate Subsidy the total requirement is based on the existing subvention formulae and using the pay scales as at 31 March 2000 except for Allowances as specified in C. below, for which the new pay scales apply
- However, for the two Lump Sum Grant mode units viz. Unit 3800 Post Migration and Unit 2891 Centralised Programme Unit, which require reporting of staffing position, a snapshot of staff strength as at 1 April 2000

is also taken. The PE provision is higher of Benchmark PE and the projected PE subvention for 2000-01 based on the snapshot strength on the condition that the no. and rank of staff are in compliance with the recognised establishment. In case of any variation in the no. and rank of staff, the PE provision is barred at the Benchmark PE.

B. For New Allocated Service Units, the total requirement is based on the agreed subvention formulae. However, the salaries and provident fund are calculated on the basis of the mid-point salaries of the pay scales prevailing on 1 April 2000 of the recognised establishment plus 6.8% PF.

C. The following allowances are included in the LSG of specific services

1. Relief Special Child Care Worker allowance for Occasional Child Care Services for Disabled Children (S43)

- a fixed sum of \$11,032 per annum per unit before EPP cut

2. Relief Child Care Worker allowance for Occasional Child Care Services (S48)

- a fixed sum of \$5,516 per annum per unit before EPP cut

3. Special allowance for supervisor in child care centre

- Extended Hours Child Care Service (S12) – one MPS point on top of the initial point of Child Care Supervisor i.e. \$11,460 per annum before EPP cut.
- Occasional Child Care Services (S48) – half of the rate for S12
- Occasional Child Care Services for Disabled Children (S43) – 50% of one MPS point on top of the initial point of ASWO, i.e. \$5,490 per annum before EPP cut.

V Rent/ Rates/ Government Rent

- Continue to be subvented on actual basis and will not form a part of the Lump Sum Grant in 2000-01.

VI 5% Subsidy

- Continue to be subvented on current subvention system and will not form a part of the Lump Sum Grant in 2000-01.

Estimation of Salary and Provident Fund requirement for 2000-01

In determining the recognised Salary and Provident Fund for 2000-01, the following assumptions/ factors have been made or taken into account:

1. Existing subvention rules apply.
2. Staff reporting duty after 1 April 2000 are not included
3. Staff reporting duty on 1 April 2000, the revised salary scale applies.
4. The projection assumes no staff changes in the course of the year.
5. Staff who have not yet joined PF or the reported Join PF Date is after 1 April, are assumed to join the scheme w.e.f. 1 April 2000.
6. Staff holding total fractional posts exceeding 1 will be treated as 1 for calculating the provident fund contribution.
7. For model system units, post occupied by staff whose reported rank does not match the approved established post will be treated as vacant unless holding against approval has been given by Subventions Branch.
8. Staff on approved leave and with temporary staff filling the post, the snapshot includes the permanent staff instead of the temporary staff.
9. For units undergoing phase implementation, the approved establishment corresponding to the phase are included in the Benchmark.
10. Provident fund rate for Chinese YMCA and New Life Church of Christ are fixed at 5% in calculating the PE requirement for 2000-01



社會福利署

Social Welfare Department

20 July 2000

本署檔號 Ref: SWD 1/128/73c Pt 9

電話 Tel: 2892 5151

傳真 Fax: 2838 0757

Chairman/Agency Head
of all Subvented NGOs

Dear Sir/Madam,

Social Welfare Subvention Reform

As you know, having incorporated comments and suggestions from the Welfare sector, we on 20 June 2000, communicated the framework for developing the strategic direction for social welfare services, the planning mechanism and details of the revised new subvention arrangements.

We subsequently sent you the Report on the Consultation Exercise which outlined improvements to the reform package particularly, with regard to the financial aspects. You will also have received the provisional Lump Sum Grant (LSG) figures together with the first edition of the LSG manual. At the same time, we have also conducted a series of briefings for NGOs and answered questions raised through our Help Desk. We hope that you have had an opportunity to study the package and the LSG Manual and to consult your agency management and staff. As such you may now be in position to consider your agency's preferred timing for joining the new funding system.

It remains our intention that in due course, all NGOs should be subvented on a LSG basis. However, we recognise the complexity of the changes involved and accept that adequate time is required for agencies to undertake the necessary preparatory work and to establish appropriate structures and systems (e.g. financial and human resource management) to operate in the new LSG environment. We stand ready to offer practical support and advice and will work closely with individual NGOs during this transitional period. A number of NGOs have already expressed their readiness to join the new LSG system and we anticipate that the majority of NGOs will be able to follow suit within two to three years.

NGOs who are now ready may consider opting for LSG with retrospective effect from 1 April 2000. NGOs who are considering

exercising this option should indicate their intention before 15 September 2000. NGOs who are considering opting for LSG funding in 2001-02 are requested to apply before 15 November 2000. Upon receipt of NGOs' applications, we shall visit individual agencies to discuss the detailed preparatory arrangements.

To enable us to arrange our programme of work to suit your preferred timing, it would be most helpful if you could indicate your intentions on the enclosed proforma and return it to the Social Welfare Department for the attention of the Assistant Director (Subventions) by 15 September 2000 if you intend to opt for LSG funding from 1 April 2000, and by 15 November 2000 if you intend to opt for implementation of LSG in the next financial year 2001/2.

We shall soon write to you separately on matters of detail, including application procedures for the tide-over grant and regularisation of unvetted units.

If you wish to have further information on any point or have specific concerns which you would like to discuss with us, please do not hesitate to contact Mrs June Sherry, Assistant Director (Subventions) on Tel. 2892 5101 or Mr Fu Tsun Hung, Senior Social Work Officer (Special Team) on Tel. 2832 4307.

I would like to reiterate that the objective of the new subventions system is to enable NGO's to realise their individual missions and potential in making the future delivery of welfare services more flexible, more effective and responsive in addressing today's needs of our community.

Yours sincerely,



(Mrs Patricia Chu)
Ag. Director of Social Welfare

cc The Chairman, Hong Kong Council of Social Service

To : Director of Social Welfare
(Attn : Mrs. June Sherry, AD(S))

Dear Sir,

Lump Sum Grant (LSG) Subvention

With reference to your letter dated _____, I would like to indicate the intention of our agency as follows :-

(Please tick as appropriate)

- ☐ to opt for LSG in 2000/2001
- ☐ to opt for LSG in 2001/2002
- ☐ to opt for LSG in Year _____
(please put down the year)
- ☐ to be decided
- ☐ we would like to have a meeting with your staff to discuss the details

Signature : _____

Name : _____

Designation : _____

Agency : _____

Date : _____

Summary of Comments and SWD's Response on Lump Sum Grant (LSG) Manual Edition 1.0

(A) On specific issues stipulated in the LSG Manual

Subject	Comments	SWD's Response
Existing Staff and regularisation of unvetted units	<ul style="list-style-type: none"> • All staff taken in the Snapshot should be recognised as 'Existing Staff'. Staff of unvetted units, even if they are occupying positions that are not 'standard', should be protected in the context of 'existing contract'. • Vetting process and criteria should be made known to the sector. • If reported staff are deleted from the Snapshot list, full explanation and the appeal channel should be given to NGOs. 	<ul style="list-style-type: none"> • We have taken fully on board concerns of NGO management and staff about treatment of staff in "unvetted" units. We have devised and obtained Finance Bureau's agreement to a set of regularisation arrangements. Details are set out in the separate WG paper for discussion and in the Edition 2 LSG Manual. In a nutshell, through regularisation, all staff included in the 1.4.2000 snapshot of units under Model System and vetted Modified Standard Cost System will be regarded as Existing Staff and provided with incremental creep under TOG and actual PF payment. For staff in the 1.4.2000 snapshot of unvetted units that NGOs choose to remain unvetted, we will require the agencies concerned to give them the same protection through the agencies' own means as a condition of opting LSG. • The regularisation process is fully explained in the Edition 2 Manual through the help of a series of illustrations. • To further address staff anxiety, we will adopt the relaxed measure that no "penalty" would be instituted against agencies where "irregularities" are identified in the process of the regularisation of those unvetted units.

Subject	Comments	SWD's Response
Employment policy	<ul style="list-style-type: none"> 'One Employer Policy' should be applied in the context of 'Existing Staff'. It allows healthy and reasonable movement of social welfare personnel in the sector. 	<ul style="list-style-type: none"> Retaining the "One Employer Policy" will defeat the objective of allowing NGOs flexibility in the deployment of resources and management of their agencies. Under the LSG arrangement, how staff are to be remunerated and how to ensure a stable and productive workforce and retain/attract quality staff are matters for individual agencies in their human resource planning.
Calculation of LSG	<ul style="list-style-type: none"> Day Nursery should be included in LSG so as to simplify accounting system. The formula for Relief Worker Allowance which is based on the amount claimed in 99-00 does not reflect the actual requirement. It should be revised and NGOs should be allowed to appeal if there is disagreement. Severance Pay/Long Service Payment for Existing Staff should be provided by SWD. 	<ul style="list-style-type: none"> The formula for the current 5% subsidy for day nurseries is calculated on a completely different basis. Maintaining aided day nurseries outside of LSG would not complicate the calculation of LSG or financial control. Having re-examined the situation, the formula for calculating Relief Worker Allowance has been revised to use the actual expenditure on Relief Worker Allowance as reported in a NGO's Accompanying Financial Statements of 1999-2000 as the basis for calculation. This will better reflect the requirement of NGOs. Whether Government will provide additional funding for these statutory payments depends on the circumstances that trigger staff redundancy. In any case, implementation of LSG will not by itself give rise to redundancy. However, to assure management, we have included in the Edition 2 Manual, with the agreement of Finance Bureau, that the Government will consider providing additional funding for meeting statutory obligations where

Subject	Comments	SWD's Response
	<ul style="list-style-type: none"> Additional provision for central administrative support should be given to NGOs. 	<p>these are unforeseen by the agencies, beyond their control and not budgeted for in the original LSG.</p> <ul style="list-style-type: none"> Implementation of LSG is to improve current subvention system; not an occasion for seeking extra resources to meet service gaps or shortfalls. Existing subvention to NGOs for administrative support amounts to \$219 million in 2000-01. Assistance to NGOs operating under LSG in terms of administrative activities will be further provided through a help centre to be set up. We are near the final stage of a consultancy study on this initiative.
Payment of LSG	<ul style="list-style-type: none"> The Administration should consider payment on bi-monthly or quarterly basis. The Administration should consider advancing the date of the monthly payment to an earlier date of each month. 	<ul style="list-style-type: none"> Payment of Government subventions in advance would necessitate deduction of interest income earned by NGOs. This is the case in respect of subventions to Hospital Authority and the Vocational Training Council. We see little benefit for NGOs in the welfare sector to go down this route. Nonetheless, we will advance payment of LSG from 20th to 15th day of each month. This is in line with the current arrangement for PE payment.

Subject	Comments	SWD's Response
Fee charging and treatment of fee income	<ul style="list-style-type: none"> • The section to this subject appears too simplistic and may not adequately cover the whole fee charging issue. • The Manual should clarify what kind of fee income would be included in the calculation of the LSG and accounted for in the NGO's financial report. • It should be spelt out that SWD would only set the ceiling of the fees while NGOs would be allowed to charge fees at a level below the ceiling. • There is no need for SWD to approve fee charging since most NGOs have already built in a mechanism for monitoring and obtaining consent from service users. • The requirement for inclusion of new fees and charges in Annual Plan might delay the introduction of new fees, where such need arises amidst the financial year. 	<ul style="list-style-type: none"> • The edition 2 Manual now contains separate sections on "Treatment of Income", "Donations", "Reserve" and "Fees and Charges". By and large, only income to be generated from users fees and charges that are recognised for the purpose of offsetting subvention will need to be accounted for. For this source of income, where the fee levels (whether linked or unlinked to CSSA rates) are determined by SWD, we will top up or claw back subvention where there are un-budgeted changes to the fee levels. We will not however account for differences between the projected and actual income as a result of changes in volume of service usage. • SWD's approval is only required for user fees and charges for services for which Government subvention is provided.
Tide-over Grant (TOG)	<ul style="list-style-type: none"> • Re-engineering proposals should not be a condition for granting TOG. • TOG should cover staff promoted to a higher rank 	<ul style="list-style-type: none"> • Agree. The purpose of TOG is to enable NGOs to honour their contractual commitments to existing staff as in the snapshot of 1.4.2000 in granting salary increments. The granting of TOG has been made simple and straightforward in the Edition 2 Manual and fully illustrated in the various cases. Re-engineering proposal is NOT a prerequisite for TOG. • In the case of promotion to a higher rank, the staff

Subject	Comments	SWD's Response
	<p>in the same grade.</p> <ul style="list-style-type: none"> • SWD should spell out the conditions for the government's assistance to NGOs which still have difficulties to fulfil contractual commitments to Existing Staff after the 5-year TOG period. If re-engineering is a condition for extending TOG beyond the TOG period, 'no redundancy' should be one of the guiding principles of such re-engineering process. • If the whole process of approving TOG only involves straightforward calculation, Vetting Committee is considered not necessary. If there are other factors built in the assessment, the sector should be informed of these factors. 	<p>would normally start at the entry pay of that higher rank for which mid-point funding has been provided under LSG. NGOs should have the needed financial capacity to manage when this staff progresses beyond the mid-point of that higher rank.</p> <ul style="list-style-type: none"> • The 5-year TOG period will now start only in 2001-02. In other words, TOG is available up to 2005-06. With the improved arrangements for disbursing TOG, we believe that TOG beyond the 5-year period is unnecessary. Nonetheless, the Government will be prepared to consider further assistance to meet contractual obligations to existing staff under "exceptional circumstances" on a case by case basis. For example, NGOs may warrant exceptional assistance if during the preceding TOG period, they have already made full efforts in service re-engineering, they have been unable to obtain new services, they have little or no staff turnover and they have accumulated little reserves. It is important to stress that all relevant considerations would have to be taken into account in totality before exceptional assistance could be justified. • Agree. The granting of TOG is more or less a mechanical exercise based on increment requirement of eligible staff. No vetting committee will be put in place. NGOs will not be required to apply to the Lotteries Fund individually for TOG. SWD will submit an omnibus application in respect of TOG requirements for all NGOs annually to the Lotteries

Subject	Comments	SWD's Response
		Fund. Funds secured for the purpose will be disbursed by SWD to the needed NGOs.
"No-better-than" principle	<ul style="list-style-type: none"> While this principle has no practical value, it can lead to a lot of arguments between SWD and NGOs. This principle should be removed. Otherwise, more explanation, with examples, is necessary. If this principle is applied, the fringe benefits of civil servants should be included. 	<ul style="list-style-type: none"> Inclusion of the "No-better-than" principle in the Manual is necessary to reflect the Government's current overall subvention principle applicable to all organisations (including those operating on one-line vote or lump sum grant) in receipt of government subventions. We have however obtained an understanding with Finance Bureau that the principle would be interpreted in the wider sense of a total remuneration concept. In other words, NGOs would not be breaching the "no-better-than" principle if the total cost of any new package they offer their staff is not superior to the total cost (including fringe benefits) of the comparable civil servants. The civil service on-cost rates will be adopted as reference. NGOs will be advised on the on-cost rates as and when they consider introducing new pay package.
Reserve Fund	<ul style="list-style-type: none"> Surplus should not only be used on FSA activities and support services. Regarding usage of Reserve Fund, the definition of "FSA activities and their support services" are subject to interpretation. "Subvented units activities" may give NGOs more flexibility. 	<ul style="list-style-type: none"> Reserve Fund consists of funds previously disbursed under LSG for specific activities of the NGOs and hence can only be spent on activities so specified. The term "FSA activities" is preferred over "subvented activities" as it could cover essential activities relating to FSA services which may not be fully covered under current subvention as well as related administrative expenses.

Subject	Comments	SWD's Response
	<ul style="list-style-type: none"> • Surplus in excess of the 25% cap should be spent on the entire welfare services. • Intervention on how NGOs use the Reserve Fund within the 25% cap is micro-monitoring over NGOs. • Use of the Reserve Fund needs not to be approved by SWD. The Board will be responsible for proper use of the Fund. • There should be tightened internal control procedures to avoid abuse of Reserve Fund. • PF surplus should be kept separate and not be included in the 25%. 	<ul style="list-style-type: none"> • Surplus clawed back will be credited to General Revenue. We will consider sympathetically requests from NGOs seeking to retain or use surplus in excess of the cap where these will contribute to the social welfare cause. • The Edition 2 Manual now contains clear guidelines on the use of reserves. SWD has no intention to micro-manage. The Manual contains rules on external auditing to prevent abuse of public resources and advise on best practices on internal control. • Agree. NGOs are required to keep PF surplus for PF purpose only and it will not be included in the calculation of the 25% Reserve Fund level.
Welfare Planning Process (including Medium Term Plan and Annual Plan)	<ul style="list-style-type: none"> • The Manual should be a document of operational rules and regulations under the LSG environment. The chapter on Welfare Planning Mechanism, which is on policy and planning should be removed. To the utmost, only the part on Annual Plan should be included. • NGOs should be required to formulate a medium-term/long-term development plan to define clearly 	<ul style="list-style-type: none"> • We have included a Preamble to the Edition 2 Manual which sets out the inter-relationship between LSG and FSA/SQS as well as their relationship with social welfare planning. We are committed to working with the sector in putting in place an improved welfare planning process. The original chapter on planning has been removed from the revised Manual.

Subject	Comments	SWD's Response
	<p>their service development in 3-5 years' time. In the process of formulation of their plan, views of staff and users should be incorporated.</p> <ul style="list-style-type: none"> • There is an impression that a review of the Medium Term Plan would only lead to re-deployment of existing resources, and it seems to preclude seeking additional resources even if it could be justified. • The requirement for submission of Annual Plan is an additional burden. • Requiring a NGO not only to report on the subvented activities but also to provide an annual corporate plan has infringed on the autonomy of the NGO. This requirement should be removed. • Endorsement of a NGO's Annual Plan by SWD should not be a pr-requisite for approval of subvention. • The purpose, format of Annual Plan and Annual Report must be mutually agreed between the government and the NGO sector. 	<ul style="list-style-type: none"> • When an improved planning mechanism is put in place, we expect NGOs to come up with Annual Plans matching the Government's long term policy objectives and contributing to the key result areas to be achieved in medium-term plans.
Service Performance Monitoring System (SPMS)	<ul style="list-style-type: none"> • The FSAs should be revised in line with the implementation of LSG. • Service quality will be affected because there is too much paper work under existing SPMS. 	<ul style="list-style-type: none"> • The Working Group on Service Quality Standards/Performance Assessment/Funding and Service Agreements with membership from SWD and the NGO sector is considering the comments and will recommend appropriate measures.

Subject	Comments	SWD's Response
Financial Management Requirements	<ul style="list-style-type: none"> • SWD should consider strengthening the monitoring system by requesting NGOs to submit quarterly reports on their financial management (Appendix 7 of Chapter 5). • Training on financial management should be offered to NGOs. • There is doubt on how SWD interprets FSA and non-FSA activities. SWD should spell out how auditing will be carried out and what documentary proof will be required. • In the past the requirement is to keep financial record for 7 years. This is a new requirement for keeping some records permanently. If this is to be implemented, there should not be retrospective effect. • Analysis of personal emoluments in item 6 is unnecessary (Appendix 7 of Chapter 5). There is only a small no. of posts receiving annual salary above \$500,000. Analysis of Reserve Fund under item 8 is too detailed and unnecessary. 	<ul style="list-style-type: none"> • We recognised the need to help NGOs acquire better financial management skills. In the light of the consultancy recommendations, we will put in place common support services and "helpdesk". More importantly, we will in future in conjunction with the HKCSS, organise workshops for sharing of experience and best practices in financial management and service re-engineering. We have also been in discussion with the Hong Kong Society of Accountants to see how we could help auditors of NGOs comply with the various requirements. • We expect this area to be evolving and the post-implementation forum to be set up will be pleased to address any operational concerns. • We have clearly distinguished rules for compliance from best practices. Advice relating to corporate governance, human resource management, management accounting and internal auditing is now consolidated into the final chapter on best practices for NGOs' reference. • Expectation on the financial management requirements to be placed on NGOs varies from tight control to minimum rules. In Edition 2 of the Manual, we aim to strike a balance between upholding accountability and allowing flexibility for NGOs' management.

Subject	Comments	SWD's Response
	<ul style="list-style-type: none">• Annual Financial Report should not be required as an integral part of the NGO's overall Annual Report on its FSA activities.• There are too many unnecessary administrative procedures e.g. in relation to petty cash and payment procedure.• NGOs do not have the manpower for complying with the requirements of internal controls.• Mechanism for Internal Audit should be determined by individual NGO based on its size and management structure. Its suitability will be reflected in auditor's annual management reviews. SWD should not require a fixed format such as setting up Audit Committee.• It is a good practice to exercise management accounting, but SWD should provide adequate funding support for setting up the system.• SWD's audit requirements should be clearly spelt out. The existing practice of 'post to post' audit should be relaxed.• NGOs should be encouraged to conduct accounting as well as management audits.	

Subject	Comments	SWD's Response
	<ul style="list-style-type: none"> • The parts concerning Internal Audit and Audit Committees, which are suggestions for good practice only, should be removed from the Manual. Its practicability and applicability should be examined before it becomes a requirement. • The Audit Committee would require professional support and therefore be costly. Moreover, most of the Board members are serving on volunteer basis and will find it difficult to take up such responsibility. • The role differentiation between Executive Committee and Audit Committee should be explained. • Small NGOs will have difficulty to set up Audit Committee as required. 	
Authority of DSW	<ul style="list-style-type: none"> • It appears that DSW has been vested with great power to intervene in NGOs' business on an on-going basis. • The powers vested in DSW are too general. • If DSW is empowered to be formally represented on the executive or management committees of NGOs, it is inconsistent with the LSG spirit in allowing flexibility. DSW's representative, if sits on NGO's Executive or Management Committees, 	<ul style="list-style-type: none"> • It should be recognised that DSW is the controlling officer of all welfare subventions as required under the Public Finance Ordinance. She is responsible and accountable for the proper use of public funds. The provisions governing her powers and accountability are by and large taken from the existing Guide on Social Welfare Subventions. • The Edition 2 Manual has clarified that DSW may seek representation on NGOs' management committees as an observer, providing advice as needed.

Subject	Comments	SWD's Response
	<p>should be a non-voting observer. It is inappropriate for DSW to be formally represented in the Executive or Management Committees of the NGO if its activities are not limited to those subvented by SWD. The question of whether the agency's constitution allows for DSW's formal representation should be addressed.</p>	
Management Advice and Guideline	<ul style="list-style-type: none"> • It is suggested to delete the whole Chapter as it is not exclusively related to LSG. • The contents of the Manual should be limited to subvention matters, not to interfere with the NGOs' own management and operation. The suggestion that NGOs should allow staff and service users to participate in their Board or Management Committee is not warranted. On the other hand, as required by SQS, there are channels for them to express their views and give feedback at service level. • Yet, there is also call for greater accountability by requiring a NGO opting for LSG to have adequate representatives of the public, service users and staff in their Board of Directors. 	<ul style="list-style-type: none"> • This chapter now contains best practices which are meant for NGOs' reference and individual NGOs may wish to adapt as appropriate to meet the unique situation of their agency. • Suggestion of allowing staff and service users to participate in their Board on Management Committee is a suggested measure to encourage involvement of stakeholders and to enhance transparency of the agency's management.

(B) On general issues

Subject	Comments	SWD's Response
Structure of LSG Manual	<ul style="list-style-type: none"> The LSG Manual should only include those basic standards, requirements and operational procedures of the LSG funding system that NGOs need to follow. The LSG Manual contains elements that are confusing and not necessary e.g. the part on planning mechanism. These parts should be removed from the Manual. It is essential to separate good practice from required procedures. 	<ul style="list-style-type: none"> The comments are noted. The LSG Manual has been significantly re-structured and streamlined. It now consists of a <i>Preamble</i> setting out the purpose of the reform, the inter-relationship between the various aspects of it and the commitment to working with the sector in improving the current welfare planning process, <i>5 Chapters</i> and <i>7 Appendices</i>.
Revised Edition of LSG Manual	<ul style="list-style-type: none"> As substantial amendments are to be made, a new edition of the Manual should be issued before implementation of LSG. At least the supplementary information on the amendments should be made available, preferably before 15.9.2000. 	<ul style="list-style-type: none"> Edition 2 of the LSG Manual will be made available to NGOs before end October 2000. The longer time taken to produce this revised version is due to discussion with parties concerned over the unvetted units. NGOs who have already indicated their option to join LSG this year or next year are requested to re-confirm their intention by 15 November. Those which have yet to make up their minds are also requested to do so by that date.
Setting up Implementation Steering Committee	<ul style="list-style-type: none"> An Implementation Steering Committee, with participation of key stakeholders, should be formed to oversee the implementation of LSG which has introduced many systemic changes to both NGOs and SWD. 	<ul style="list-style-type: none"> A post-implementation monitoring mechanism involving SWD, NGOs and representatives of staff groups will be put in place.

Subject	Comments	SWD's Response
NGO management's obligation in joining LSG	<ul style="list-style-type: none"> • NGOs should set up a consultation mechanism, with high transparency, to obtain the views of staff and users. • Before joining LSG, NGOs should be required to consult their staff and to obtain support from the majority of them. • It would be appropriate for the government to require the NGOs to honour their contractual commitments to their own staff as a condition for joining the LSG. 	<ul style="list-style-type: none"> • Close staff consultation is of utmost importance before a NGO decides to opt for LSG. Opting for LSG should be a NGO's management decision, and it is not realistic for Government to require majority staff support as a pre-condition for the NGO joining LSG. That said, DSW will have to be satisfied that the NGO's management has conducted extensive consultation and attempted to address concerns, if any, raised by the staff side before she will accept NGO's option for LSG. • NGOs joining LSG are required to honour their contractual commitments to existing staff. The TOG and payment of actual PF to staff are designed to enable NGOs to honour the commitments. There is no reason for NGOs to introduce unilateral arrangements to the detriment of existing staff.
Strengthening Management of NGOs	<ul style="list-style-type: none"> • NGOs should be encouraged to register under the Companies Ordinance instead of the Societies Ordinance with a view to strengthening the management and administration of the agencies, in passing resolutions, preparing and keeping accounts and audit, requiring directors to disclose their material interests in contract, etc. 	<ul style="list-style-type: none"> • It is a management decision by NGOs on their legal form of registration. SWD would examine the issue further with a view to strengthening the concept of corporate governance.

Subject	Comments	SWD's Response
"Grievance System"	<ul style="list-style-type: none">• SWD should monitor NGOs to respect their contractual commitments to staff.• An independent body should be established to receive and investigate complaints arising from the implementation of LSG	<ul style="list-style-type: none">• SWD will closely monitor the implementation of LSG through the setting up of a post-implementation monitoring mechanism. The proposed post-implementation steering committee will be chaired by DSW personally, at least for the initial period. It will be tasked to receive representations from NGOs and staff with a view to mediating and resolving any disputes or operational matters in a timely and effective manner.• Service Quality Standard 18 under the SPMS stipulates that staff members and service users are free to raise, without fear of retribution, any complaints regarding the agency.

Social Welfare Department
October 2000

Liaison Officers and Respective NGO List

Liaison Officer : Mr. YIP Siu-bun, Stephen

Telephone No. : 2832 4341

1. American Baptist Mission
2. Asbury Methodist Social Service
3. Boys' & Girls' Clubs Association of HK (The)
4. Boys' Brigade, HK (The)
5. Cheung Chau Rural Committee Youth Centre
6. Chinese Young Men's Christian Association of HK
7. Christian Family Service Centre
8. Hans Andersen Club
9. HK Children & Youth Services
10. HK Christian Service
11. HK Federation of Youth Groups (The)
12. HK Playground Association
13. HK Young Women's Christian Association
14. Industrial Evangelistic Fellowship Ltd
15. Kwun Tong Methodist Social Service
16. Methodist Ap Lei Chau Youth Centre
17. Methodist Church, HK, MEVCC SW (The)
18. Salvation Army (The)
19. Society for Community Organization
20. Tai Hang Youth Centre

Liaison Officer : Miss Violet LAU

Telephone No. : 2832 4347

1. Alice Lan & Vera Shen Education Fund Ltd
2. Baptist Mid-Missions
3. Evangelical Free Church of China - Evangel Children's Home
4. Free Methodist Church of HK (The)
5. Gospels Debating Society Ltd
6. Harmony House Ltd
7. HK Juvenile Care Centre
8. HK Society for the Protection of Children
9. HK Student Aid Society
10. International Social Service HK Branch
11. Mission Covenant Church Ltd (The)
12. Mother's Choice Ltd
13. New Territories Women & Juveniles Welfare Association Ltd (The)
14. S.K.H. St. Simon's Social Services
15. Sisters of the Immaculate Heart of Mary
16. Society of Boys' Centres
17. Yang Memorial Methodist Social Service

Liaison Officers and Respective NGO List

Liaison Officer : Ms. CHOW Hau-wan

Telephone No. : 2832 4353

1. Aberdeen Kai Fong Welfare Association Social Service Centre
2. Chi Lin Nunnery
3. Chinese Rhenish Church HK Synod (The)
4. Ching Chung Taoist Association of HK Ltd
5. Chuk Lam Ming Tong Ltd
6. Chung Shak Hei (Cheung Chau) Home for the Aged Ltd
7. Haven of Hope Christian Service
8. Heung Hoi Ching Kok Lin Association
9. HK & Macau Lutheran Church
10. HK Chinese Women's Club
11. HK Lutheran Social Service, the Lutheran Church - HK Synod Ltd
12. HK Sheng Kung Hui Welfare Council
13. HK Society for the Aged (The)
14. HK Bodhi Siksa Society Ltd (The)
15. HK Tuberculosis, Chest & Heart Diseases Association (The)
16. Kowloon Women's Welfare Club (The)
17. Neighbourhood Advice-Action Council (The)
18. Service Coordination Office of ELCSS - HK
19. Tsung Tsin Mission of HK Social Service Division
20. Tung Sin Tan Home for the Aged
21. Women's Welfare Club (Eastern District) Hong Kong (The)

Liaison Officer : Ms. CHENG Wing-seung

Telephone No. : 2832 4354

1. Alice Ho Miu Ling Nethersole Hospital
2. Caritas - HK
3. China Peniel Missionary Society Inc
4. Christian Nationals' Evangelism Commission Aged People Centre
5. Endeavourers HK (The)
6. HK West Point Baptist Church
7. HK Women Foundation Ltd
8. Hop Yat Church, the Church of Christ in China
9. International Buddhist Progress Society
10. International Women's League Ltd
11. Jordan Valley Kaifong Welfare Association
12. Lam Tin Estate Kai Fong Welfare Association Ltd (The)
13. Light & Love Home
14. Methodist Centre
15. Mongkok Kai Fong Association Ltd (The)
16. Pok Oi Hospital
17. Tsim Sha Tsui District Kai Fong Welfare Association
18. United Christian Nethersole Community Health Service
19. Upper Wong Tai Sin & Fung Wong Sun Tsuen Centre for the Elderly
(Sponsored by the Maryknoll Sister)

本署檔號 Our : SWD 1/128/73C
Ref.

來函檔號 Your :
Ref.

電話 Tel. : 2892 5101
No.

圖文傳真 Fax : 2838 0757
No.

10 November 2000

Letter to Chairman and Executive of all Subvented Agencies

Dear Sir/Madam,

Lump Sum Grant (LSG) Subvention

Further to the letter of the Director of Social Welfare sent to you on 27 October 2000 and her Briefing Session with all subvented NGOs on 31 October, I am writing to inform you of the following arrangements related to the LSG implementation.

Deadline for option of LSG

NGOs who wish to join LSG in 2000-01 will have to adhere to the deadline of 15 November 2000 to allow us enough time to work out all the necessary arrangements for NGOs to switch to LSG operation within this financial year. However, for NGOs who wish to join LSG in 2001-02, we are prepared to extend the deadline to 30 November 2000 if NGOs concerned need more time to make their decision.

Regularisation of unvetted units

I would also like to take this opportunity to encourage all NGOs intending to join LSG to put forth all their unvetted units for regularisation such that the staff captured in the 1 April 2000 snapshot will receive the protection of Tide-Over Grant and Provident Fund actual payment as Existing Staff. Otherwise, as a condition for the NGO taking up LSG, the NGO will be required to honour the contractual commitment of the staff in these unvetted units in respect of salary increment and PF benefits through their own means.

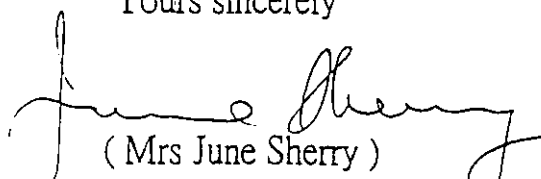
As we are working under a very tight schedule, I would urge NGOs joining LSG in 2000-01 and 2001-2002 to send in all applications for regularisation by the deadline of 15 November 2000 and 30 November 2000 respectively. Late applications will not be entertained unless there is strong justification.

Walk-through workshops on LSG Manual

In order to help NGOs familiarise with the operational procedures as detailed in the revised LSG Manual, we will conduct Walk-through Workshops around early or mid-December for NGOs already opted for LSG in 2000-01 and 2001-02. Details of the Workshops will be announced shortly in a separate letter. In the meantime, please let us know any issues and questions related to the operational procedures of LSG for our clarification at the Workshops.

We appreciate your co-operation in facilitating the process of implementation of LSG. Please feel free to contact me or my colleagues of the Subventions Section if you need further clarification or assistance at any time.

Yours sincerely


(Mrs June Sherry)
for Director of Social Welfare

c.c. The Hon. Bernard Chan, Chairman, HKCSS
Mr Y F HUI, OBE, JP, Director, HKCSS



社會福利署

Social Welfare Department

Encl. 12

Our ref : SWD 1/128/73C Pt. 11
Tel. No. : 2892 5151
Fax No. : 2838 0757

13 December 2000

Letter to Chairman and Executive of all subvented Agencies

Dear Sir/Madam,

Lump Sum Grant Subvention

Further to my letter of 27 October 2000 inviting you to join the Lump Sum Grant (LSG), I am writing to keep you abreast of the latest position.

I am much encouraged by the very positive response from the sector. A total of 95 NGOs have decided to join LSG in 2000-01, another 28 in 2001-02, four in 2002-03 and two in subsequent years. For those that have yet to make up their mind, we will continue to explain to them the merits of LSG. The 95 NGOs joining this year represent some 55% of the subvented NGOs invited to opt; they together account for some 75% of the total recurrent subvention allocation. I am also pleased to say that all the 95 NGOs have undertaken to honour contractual obligations to their existing staff and have conducted the necessary staff consultations.

In parallel, in response to the improved arrangements for the treatment of existing staff in "unvetted units" promulgated in the LSG Manual Edition 2, we have received hundreds of applications for regularisation of "unvetted units" from the NGOs which have opted for LSG. My colleagues in the Subventions and Finance Branches are working very hard with an aim to completing the exercise expeditiously.

Fifty-six of the 95 NGOs opting for LSG this year have their 2000-01 subvention allocation below the Benchmark. We have assessed the funding required

in order to bring them up to the Benchmark. In addition, the regularisation exercise and the provision for relief worker allowance and training allowance (as discussed below) will give rise to additional financial implications. The total assessed requirement amounts to \$109 million and we will make a submission to LegCo's Finance Committee on 15 December 2000 for the supplementary provision required. **Subject to Finance Committee's approval on 15 December 2000, we will formally put in place LSG from 1 January 2001.** In other words, for NGOs opting to join LSG in 2000-01, they will from that day onwards operate under the LSG environment and enjoy the given flexibility. Subject to the progress of the regularisation exercise, I hope to be in a position to advise them of the exact LSG allocation for 2000-01 by February 2001 and disburse the difference between the agency's LSG and its original subvention allocation for 2000-01 before end March 2001.

For NGOs joining LSG after 2000-01, we will advise them of the LSG funding in the context of the annual subvention allocation exercise. We will streamline the process relating to the annual subvention allocation. For the 2001-02 allocation, I shall write to you again separately in early January 2001 on the arrangements.

In calculating the LSG for individual NGOs, we have made the following improvements/refinements as necessary which I hope, would have addressed some of the remaining concerns of agencies -

(a) Training allowance

In the original formula, we have allowed for two additional salary points as training allowance under the non-salary PE expenses for eligible staff (i.e. Workshop Instructors and Certificated Masters working in rehabilitation units, Special Child Care Workers and Welfare Workers in residential child care units) who were undergoing or have completed training courses recognised by the Department at the time of the snapshot taken on 1.4.2000. Having considered the views expressed by concerned NGOs and the importance we accord to such in-service training to ensure service quality, we have now decided to provide the training allowance (i.e. the two additional salary points) for all such recognised posts regardless of whether the staff filling the post

has completed, is undergoing or has yet to undergo training and irrespective of whether they are existing staff in the snapshot. You will appreciate that this is a very liberal arrangement and in return, I would urge the concerned NGOs to work out plans to ensure that their staff will obtain the necessary training in a timely manner. We reserve the right to require submission of training plans by the NGOs concerned.

(b) Relief worker allowance

To reflect more accurately the actual requirement for relief worker allowance, we will determine the provision for the concerned NGOs based on their actual expenditure as reported in the 1999-2000 Accompanying Financial Statement. If a NGO envisages difficulties in managing within the provision so determined in respect of units newly set up, i.e. with less than one year's operation as at 1.4.2000, or units under phased implementation when the snapshot was taken, we will deal with the special need of the NGO concerned on a case-by-case basis. Subject to justifications from the NGOs concerned, we may consider working out a revised level of provision for relief worker allowance by drawing comparison to other units of similar size and nature.

I am also pleased to inform you that in view of funding for Provident Fund being regarded as designated expenditure, we have obtained Finance Bureau's agreement that the entire provision for Provident Fund will **not** be made subject to EPP gains. This means that through the across-the-board 1% reduction in 2000-01, the subvented welfare sector will have achieved an EPP gain slightly over 1%. I shall revert in due course to advise on how we intend to take forward EPP in the next two years.

As I have said on various occasions, the introduction of LSG is the beginning rather than the end of this funding reform. We fully recognise the increased accountability and responsibilities expected from the NGO management under the LSG environment. We will actively pursue the Help Centre initiative through which we hope to render continuous support, advice and assistance to NGOs. In this regard, we have just received the report from the Management

Services Agency which contains a package of recommendations to enhance NGOs' capability and efficiency in operating their business under the LSG. We will hold a sharing session with the sector on the detailed recommendations on the Help Centre once we have finished examining the report internally. At the same time, we are finalising proposals for the setting up of a Steering Committee to be chaired by myself to follow up on the implementation of the LSG. To make it a forum for all stakeholders to work together on this major reform, I intend to invite representatives from NGOs, staff unions, service users and the Hong Kong Council of Social Service to join the Steering Committee.

Finally, I cannot stress more that in the course of transition, open communication and consultation with all stakeholders is vital to ensure success. I would like to reiterate that the NGO management, in addition to honouring their contractual obligations to existing staff as provided for under the LSG package, should continue to maintain a direct and open dialogue with their staff in the process of change. NGO management are also reminded to adopt reasonable and responsible recruitment practices in engaging new staff. For example, in respect of provident fund for staff where the Government funding provision is designated for the sole purpose of provident fund, NGO management should not contemplate to avoid the employer's contribution under the Mandatory Provident Fund Schemes Ordinance.

I am sure I can count on your continued contribution and support in taking forward this important initiative. I would like to take this opportunity to thank you all for your understanding and co-operation.

Wishing you a very happy Christmas and a successful new year.

Yours sincerely,



(Mrs Carrie LAM)
Director of Social Welfare

c.c. Secretary for Health and Welfare
Secretary for the Treasury
Mr Peter H Y WONG, GBS OBE JP, Chairman, SWAC
Dr Raymond Wu, OBE JP, Chairman, RAC
The Hon. Bernard Chan, Chairman, HKCSS
Mr Y F Hui, OBE JP, Director, HKCSS



Our Ref.: SWD 1/128/73C

Tel. No.: 2892 5101

Fax No.: 2838 0757

1 March 2001

Dear Sir/Madam,

Lump Sum Grant (LSG) Subvention for 2000-01

As your agency has opted for joining the LSG in 2000-01, I am pleased to inform you the LSG allocation of the current financial year.

The LSG amount has taken into account the regularization result of the unvetted units. Details are set out in the enclosures as follow:

(a) Total LSG analysis by

- (i) Provident Fund,
- (ii) Salaries and OC;

(b) Calculations of Total LSG at service unit level;

(c) Notes on bases and assumptions of LSG figures; and

(d) List of Existing Staff for the purposes of determining the level of

- (i) LSG salary,
- (ii) Tide-Over Grant, and
- (iii) Provident Fund.

The Department has made arrangement to effect the payment of the difference of your agency's LSG and the original subvention provision of 2000-01 within March 2001. To further enhance your communication with the Department especially under the LSG environment, a liaison officer is designated to your agency for such purpose with effect from 15 March 2001. I hope the introduction of this one stop service



system will benefit both your agency and the Department in the long run. Please see the attached list at Enclosure (e).

I fully appreciate that the implementation of LSG has generated new demand and posed new challenges to both you and the Department. To ensure a smooth transition into the new system, the Department has commissioned to set up a Help Centre to offer advices and assistance to NGOs, which have opted for LSG. We will write to you separately on the details of this new set-up in the near future. In the meantime, you are welcome to contact me or Mr FU Tsun-hung, Senior Social Work Officer (Special Team) on 2832 4307 if you have any suggestions on the services that you may wish the Help Centre to offer.

I look forward to our continued joint effort in making the subvention reform a success, and once again, I thank you for your support and co-operation.

Yours sincerely

(LEE Wing-wai)
for Director of Social Welfare

c.c.	Secretary for Health and Welfare) w/o enclosure
	Secretary for the Treasury)
	The Hon. Bernard Chan, Chairman, HKCSS)
	Mr Y.F. Hui, OBE JP, Director, HKCSS)

**Notes on the
Lump Sum Grant (LSG) 2000-01**

General

1. The LSG subventions are determined in accordance with the principles detailed in paragraphs 2.2 to 2.13 and paragraphs 2.16 to 2.27 under Chapter 2 of the LSG Manual. In addition, the LSG subventions have also taken into account the following factors :-

- (a) All units existing as at 1 January 2001 and for which subventions have been released in 2000-01.
- (b) The implementation dates of new units and units undergoing phased implementation (However, approved new units/improvements/phases which commenced operation after 1 January 2001 are excluded).
- (c) The one-off allocation such as in-situ expansion places for rehabilitation in 2000-01 (which, however, will be excluded in the ensuing years).
- (d) Any confirmed reduction in subvention requirement due to closure of units, deletion/regarding of posts etc.
- (e) The provident fund provision in respect of all salaries and allowances due to the implementation of MPF Scheme effective from 1 December 2000.
- (f) For units involved in Fundamental Expenditure Review (FER) of Youth Services, the amount of Salaries and Provident Fund are calculated in accordance with the principles stated in the letter dated 2 November 2000 under ref : SWD 151/5000/65.
- (g) The relief worker allowance and training allowance are determined on the improved bases as detailed in the letter dated 13 December 2000 under ref : SWD 1/128/73C Pt. II.

Enhanced Productivity Programme (EPP)

2. The LSG subventions have taken into account: -

(a) 1% EPP savings for 2000-01.

(b) EPP savings proposals, according to the implementation dates, as submitted by NGOs for 2000-01.

3. There is no reduction of EPP for exempted items i.e. incentive allowance to sheltered workers, special child care centres, residential special child care centres, early education training centres, integrated programme and special provision for autistic children.

Liaison Officers and Respective NGO List

Enclosure (e)

Liaison Officer : Ms. Eliza LO

Telephone No. : 2832 4355

1. Baptist Oi Kwan Social Service
2. Heep Hong Society
3. HK Federation of Handicapped Youth
4. HK Federation of the Blind
5. HK Sports Association for the Physically Disabled
6. Hong Chi Association
7. HK Down Syndrome Association
8. HK Red Cross
9. Mental Health Association of HK
10. New Life Psychiatric Rehabilitation Association
11. HK Rehabilitation Power Ltd
12. Richmond Fellowship of HK
13. Fu Hong Society
14. Spastics Association of HK (The)
15. Stewards Ltd
16. Suen Mei Speech & Hearing Centre for the Deaf
17. Tung Wah Group of Hospitals
18. Watchdog Ltd