# 本地社會工作及社會發展議程 Local Agenda for Social Work and Social Development

# 優先行動綱領 Priority Actions

**2010 · 6** 

# 本地社會工作及社會發展議程

# 序

在 2010 聯合世界大會會議上,國際社會工作學院聯盟(IASSW)、國際社會福利協會(ICSW)及國際社會工作人員協會(IFSW)希望推動建立未來十年社會工作及社會發展工作綱領,勾劃重要發展議題,以面對二十一世紀社會危機和挑戰。同時,作為八個本地會議主辦單位,包括六間本地社會工作學院、香港社會服務聯會、香港社會工作人員協會,亦同步發起從專業實踐、社會政策及社工教育三方面提出社會工作及社會發展在未來十年的主要議程,目標是帶動業界就未來十年社會工作及社會發展工作議程進行理性討論、提升公衆及政策制訂者對議程的關注、動員業界及社會伙伴倡議和切實執行議程。

經過超過六個月在業界內的討論和諮詢,我們終於完成製作一份《本地社會工作及社會發展議程》, 並從議程中發展出這一份「優先行動綱領」。《優先行動綱領》是由 13 個議程小組與業界同工,透 過 2 次討論會及 13 個議程諮詢會的理性討論,從衆多的議題及可行方案中提煉出來的,旨在握要地 提出業界在未來 2-3 年有需要深入研究和落實跟進的一些行動。

在製作《本地社會工作及社會發展議程》的過程中,我們不斷強調是次工作的目標並不是要在短時間內就這 13 個議程達成共識,相反,我們強調集體參與、開放討論、多角度思考,希望把業界的不同關注、觀點都放進來。議程所載的觀點,代表著業界在這一階段的參與成果,彌足珍貴,我們全部保留,只作文字修飾。保留《本地社會工作及社會發展議程》的全文,是要讓業界知道在這個過程中出現過的所有觀點和意見,協助他們監察有關的跟進工作,業界同工及社會各界都可於本地議程的網頁下載。(http://jointforum.hkcss.org.hk/index.htm)

在諮詢的過程中,不少同工希望參與未來的跟進工作。我們亦為此作出即時回應,聯合大會的籌委會同意由聯合世界大會的八個本地主辦單位成立一個**社會工作及社會發展論壇**,並邀請有興趣的機構參與,我們期望藉此推動業界深入研究各行動綱領,提出更有建設性和具體的跟進行動。

最後,我們要鳴謝各參與製作《本地社會工作及社會發展議程》及《優先行動綱領》的機構及同工(名單見最後頁),在這個歷史時刻貢献心思、時間和精力,協助草擬及諮詢工作。我們亦特別鳴謝社會福利署對《本地社會工作及社會發展議程》的關注,並提供資料和意見,供業界參考,詳情可往本地議程的網頁內瀏覽。在此期間,社會福利諮詢委員會推出了《香港社會福利的長遠規劃》的第二期諮詢,業界甚表關注。我們認為《本地社會工作及社會發展議程》和《香港社會福利的長遠規劃》可互相補足,社會工作及社會發展論壇期望與政府就未來的社會工作及社會發展議程有更多的對話、交流和合作。

2010 聯合世界大會籌備委員會主席 方敏生



# 前言

#### 香港身處環境:

- 全球化趨勢導致國際和地區社會經濟發展,愈趨不平等和短視,競爭愈演愈烈,全球每個角落的 人民生活變得不穩定,缺乏生活保障。這是不可持續的發展,我們需要改變;
- 中國急速發展和區域融合,為本地社會發展帶來各種可預見和不可預見的轉變,旣可能為本地社會發展創造新機遇,亦將為我們帶來前所未有的衝擊和挑戰;
- 本地發展存在不少不穩定因素,整體經濟雖仍有增長,卻存在發展隱憂;社會發展進程中的各種 社會矛盾愈趨明顯,社會漸趨分化,缺乏信心和發展方向;
- 近年本地社會工作人員流失率持續高企,專業斷層經已出現。而社會工作的成效和專業問責,社會福利制度的承擔和方向,亦是社福界以及整個社會需回答的議題。如何確保我們的專業承傳與持續發展,已成為迫在眉睫的問題。

#### 邁向未來願景

在上述的環境挑戰下,我們確立以「推動社會、經濟均衡和可持續發展,建構一個多元共融、平等、公義、仁愛的社會」爲發展願景。

要達到上述發展願景,我們需要有使命感和無比的信心,更重要是重申社會各界都有其無可取替的角色:

- 首先,我們確信社會工作人員是社會發展的先鋒、倡導者,社會工作和福利服務是推動社會發展的重要平台和元素;對達至上述願景起著不可或缺的作用。
- 其次,我們相信社會需要有共同信守的價值(Core Values)和凝聚力(Solidarity);
- 我們確信在複雜和不斷轉變的社會環境中,不能單靠個人和家庭的力量,政府、市場、與及 民間各種力量,都必須參與,為達至上述社會發展願景,共同承擔責任。

# 社會工作所持理想

我們重申尊重人內在的價值、尊嚴及由此而引申的不可分割權利,維護及保障每個人在身體、心理、情緒和靈性上的健全和福祉,尊重自決,提倡參與權利。我們又重申人權尊嚴和社會公義作為社會工作和社會發展的基本價值觀。

我們呼籲社工們,增強信心,超越障礙,在多元、平等、互助的基礎上,團結業界力量,凝聚共識,以實際行動尋求方法和策略,應對下列各項未來的挑戰。

# 優先行動網領



#### 人口高齢化

由於歷史發展的背景,現時仍有不少長者生活在貧窮狀況,因此需要依賴公營服務,長遠構成政府財政壓力。高齡人口的增加,亦會增加對長期照顧服務的需求。但現時在數量和服務質素方面仍有待改善,尤其護老專業和支援行業的人手短缺和培訓方面。同時,家庭日趨核心化,家庭護老者照顧家中體弱長者壓力沉重,需要支援。長者患有長期病患亦會隨著人口老化增加,因而增加醫療服務的需求。長者參與制定政策的渠道和機會仍然有限,未能有效吸納長者的意見,因而未必足夠回應長者的需求。居住和社區環境仍未達到長者友善,妨礙長者社區參與。

政府需要制定政策應對人口高齡化,提供政策方向、具體措施和投放資源。設立專責部門並 提供長者參與機會,統籌跨部門和界別的政策和服務,計劃長者服務的融資方式。研究和檢 討退休保障制度以確保長者的經濟和就業權利、消除長者貧窮。政府亦需建立完善的保健醫 療和長期護理系統,以改善長者的身心精神健康,同時需要加強支援和培訓家庭護老者,增 加及提升護老專業和支援行業的人手。亦需建立長者友善計區和無障礙的居住環境。

#### 含距

本港貧窮問題持續、貧富懸殊加劇,過去十多年,貧窮問題不單未有解決,還有惡化跡象,而政府過往對貧窮問題的政策只是少修少補,沒有目標,無長遠/可持續的計劃。弱勢社群如沒有領取綜接的低收入人士生活困苦,未能受惠於現有安全網;老年貧窮情況嚴重,強積金的作用並不明顯,更多老年婦女處於貧窮狀態。另外,社會福利沒有適切回應每天 150 名新來港人士到港的政策;有不少新來港人士家庭往往同時面對貧窮;新來港婦女同時面對照顧兒童及就業難等問題。與此同時,就業人口危機加深,他們的失業危機增加,缺乏收入保障、受失業影響之階層擴闊;就業貧窮仍然存在;不少年青一代雖有工作,但因工資過低,或工種不多,面對難以養家及自立等問題。

面對這些挑戰,我們必須優先爭取政府重設扶貧機制,規劃長遠扶貧工作;動員民間力量向政府爭取訂定扶貧、滅貧目標及策略。其次,我們應推動發展其他協助低收入家庭及失業人士而又不具有標籤性的措施,例如負稅制、第二安全網及加強就業支援等。第三,應動員社會確認建立長者入息保障的需要,在未有具體保障計劃落實前,改善綜合社會保障援助計劃內對有需要長者的政策,例如領取資格。

#### 殘疾

聯合國《殘疾人權利公約》確立了一套國際認可範式,即殘疾議題乃人權議題,亦明確表達了殘疾議題已從福利角度轉為人權角度,從缺陷模式轉為發展及支援模式、及從被動的服務使用者轉向公民權利倡議者。國際社會的殘疾政策,視殘疾為一個自然和正常的人類生活經

驗,因此,殘疾議題不是一個少數人的議題,而政策目標在於社會共融、掃除環境障礙、促進平等機會、及改變功利的價值觀,而非只著重補救性的復康服務。面前有三大挑戰:(一)政府的思維如何作出相應的改變?(三)殘疾社會政策如何作出相應的改變?(三)社會工作者的角色如何作出相應的改變?

我們建議的優先行動綱領包括:(一)推動政府就現時的政策、法例及服務進行全面的檢討,並成立一個高層次的政策機制,制定一套符合聯合國《殘疾人權利公約》的殘疾政策,並設立一個高層次的政府部門或職位,有助跨部門統籌政策的執行;(三)推動政府採取一個更具願景、基於人權及社會平等原則的政策立場,而不是把殘疾議題局限在福利的範疇內;(三)推動政府全面檢討有關教育、住宿、社區支援及就業服務,讓殘疾人士在共融的社會環境中,享有真正的選擇及具質素的生活。

## 種族多元

要達至種族融和,除了要落實聯合國的人權標準外,我們還要一個平等的社會環境。香港的不同族裔人士,如本地少數族裔、外傭和難民等,正面對不同形式的歧視,不能享受平等機會。因此,政府及社會福利界應於政策制定及倡議時,堅持種族平等的原則,讓每人享有平等機會參與社會事務。

政府必須制定一個種族多元政策,以便於制定不同政策時有更明確目標和指引,達至種族平等。 平等機會委員會應與民間團體有更緊密合作,促使政府落實推行法定種族平等計劃,要求所有政府部門及公營機構在執行其職務時,不但確定其政策及職務不會違反種族平等原則,還要致力推動種族平等及進行定期評估和統計。為達至機會平等,政府應消除各族裔人士於教育及就業所面對的語言障礙。在教育方面,香港必須有以中文為第二語言教學政策及加強關於種族平等的公衆教育。而就業方面,政府應帶頭聘請少數族裔以及放寬對少數族裔入職公務員的中文要求。此外,政府應對少數族裔的社會服務履行長遠承諾,針對少數族裔的語言障礙提供足夠的翻譯服務。業界亦應加強同工對少數族裔的認識及確保少數族裔人士能得到相同的服務質素。

## 建立社會保障制度

面對全球經濟一體化對社會及經濟帶來的負面影響和愈來愈受重視的「工作福利」 (workfare) 的概念,社會保護比香港一直沿用的以綜接主的保障制度,無疑是較合理及人性化的回應。對於要促進有就業能力的綜接人士就業,自力更生,許多人 (包括領取綜接的人士) 都抱著支持態度,問題往往在於政府有沒有足夠配套及支援。強制性公積金計劃於 2000 年推行,但計劃並未能回應香港社會的急切需要,計劃的入息替代率低、手續費高昂、低收入人士難以受惠,而且要三、四十年才成熟,未能為已屆中老年、家務勞動者及殘疾人士提供退休後的基本生活保障。

# 本地社會工作及社會發展護程



為提升對普羅市民的生活保障及歸屬感,促進社會凝聚力和和諧,我們建議一個全面及普及的基本社會保護(Social Protection Floor)。為此,我們建議以下優先行動:(一)研究及倡議確立"全民入息保障",使不同工作能力、賺錢能力的人的需要得以滿足、其潛能得以發揮;(二)倡議確立最低社會服務水平(包括福利、醫療及房屋),使公衆得到足夠的生活支援,應付人生不同階段的挑戰;(三)研究如何發展和動員社區互助支援網絡,作為由政府提供的社會保護系統之補充。

#### 社區精神健康

香港市民面對急劇的經濟和社會轉變,身心及精神健康大受影響,近年使用精神科曰間診所、住院及外展服務的人次不斷增加,而服務及專業人手資源不足以應付需求,以致輸候服務時間長;同時香港亦欠缺一套促進全面社區健康的政策,精神健康服務以治療為主,加上醫社服務協調不足,病患者未能得到綜合的支援。為此,業界倡議以「社區」及「能力」為本之服務模式,加強中西醫社服務結合、社區照顧及支援家屬;並針對不同年齡、族群及不同程度病患者發展多元介入服務,然而最重要的是要訂定預防政策,提升個人抗逆力、支援康復者就業及融入社會,並制定關顧弱勢社群的政策,才能促進全民的社區精神健康。

面對這些挑戰,我們必須倡議制定一套全面的社區精神健康政策,旨在推行預防、及早辨識、介入、康復和消除歧視等服務和公衆教育。並倡議政府透過政策規劃,保障弱勢社群基本生活,減低無助感。另一方面,爲促進業界、跨專業和服務使用者之協作,有需要:(一)鼓勵在區內不同體系,包括家庭、青少年、長者及專責康復服務的社工,定期溝通,發展盡早及多元介入之支援網絡;(二)建立跨專業包括醫療、教育及社會服務人員之溝通平台,特別是與家庭醫生和老師,並針對華人社會文化,探討與中醫協作之模式;(三)協助康復者及家屬成立互助網絡,讓成員就服務訴求及制定政策而發聲。

#### 家庭功能、家庭解體與家庭暴力

中港融合造成的家庭解體問題漸受關注。婚外情、跨境婚姻、配偶間之差異均造成家庭解體。我們關注家庭功能的改變及家庭遇到的各種問題(包括家暴)及其多樣性、多重傷害性等。危機家庭一般較容易有暴力問題,有很多相關的課題值得討論,亦應考慮設立專門的服務(如積極甄別、家訪等)支援家庭,防止家暴。我們了解到有很多家暴的危機因素(如長工時)及保護因素(詳見網上版內附件二之框架)。基於綜合性理念和方針,相關的社會問題亦有需要應對,如人口高齡化、青年問題、貧窮、殘疾、衛生及精神健康、失業、跨代照顧、歧視和社會排斥等。社會上有不同的家庭類別和功能,我們不應強加任何主流家庭模式給它們,而是接納各種類型家庭的獨特性。我們有急切需要制訂家庭政策,並審視各公共政策對家庭功能的影響。

我們建議的優先行動包括:(一)進行家庭影響評估,審視現時的公共政策,同時倡導家庭友善政策;(二)加強對不同家庭的支援至為重要,這又包括:(i) 改變具傷害性的、與虐兒、虐偶和虐老有關傳統。(ii) 防止暴力。預防永遠是最重要的策略,我們需要一套完整及全面的反暴



力政策。甄別高危家庭及家訪是一些有效的預防方法。(iii) 發展家庭為本及個人為本的介入, 為家庭及個人(兒童、婦女、長者)充權,家長教育及校本服務均是有效的預防方法;(iv)動員 社區資源 (男性、女性、長者等),支援家庭發揮其功能。

### 年輕一代的全人發展 - 機會與選擇

社會的長遠發展,必須重視年靑一代的培育。年靑一代,不論種族、經濟、教育背景,在不同人生階段,都應享有全面發展的機會、選擇,以及對社會事務的公平參與。年靑一代面對的新挑戰,包括人口老化、家庭功能削弱、貧富懸殊加劇、社會階層的兩極化、網絡和新媒體影響社會溝通和聯繫、教育改革未見成效,加上急速的全球化。年靑一代要有所成就,慎思明辨、國際視野和穩固的處世態度均十分重要。香港欠缺全面的靑年政策,協調公共資源投放、及闡述社會對年靑一代的生存、尊重、發展、多元選擇、發言及參與權,急須改善。

年青一代的「平等機會」、「多元選擇」和「公平對話權」仍待開拓,建議改善包括:(i) 低下階層的機會和資源十分匱乏,資源分配必須更加公平;(ii) 青年培育須由幼兒時期開始,以保平等發展;(iii) 社會對殘障、病弱、違法犯事、發展落後者須有更多包容與關注;(iv) 多元才華、出路應有更廣闊的發展空間,教育及訓練機會應有多元入口、多元出路,以及再進入制度;(v) 社會應包容不同型態的發展及成長步伐,容讓年青一代選擇不向上游、平向流動,不單以經濟發展為主導;(vi) 年青一代與整體社會及建制的溝通不足,需開拓更多有效、互動的溝通機會,促進社會共融。

#### 可持續的社區發展

社會發展需兼顧經濟、環境及社會需要,可持續的社區能夠讓市民健康,維護社區生活及經濟模式。社會上市民普遍缺乏參與的機會,令市民對生活的掌握能力降低,無力感及負面感受增加,因此,有需要建立持續有效的社區網絡,鼓勵市民參與一些影響他們生活的共同議題,提升居民解決問題的能力,從而建立有活力及可持續發展的社區。目前政府對社區發展的資助,均以短期合約的形式為主,不同服務界別的社工為應付量化的服務指標而忽略社區與及社會事件,甚至與社區脫節,因而未能為社區的事務作出合適回應,實在需要社福機構的支持以促成社區內同工對社區的參與。

檢視社工界在推動可持續社區發展的角色,積極推動及協助居民參與關注社會事務。社工應更主動地介入社區規劃的過程,並設立恆常的地區服務隊,使有較長的時間與居民建立穩固的關係,這有助推動及協助成立居民組織,鼓勵居民參與地區的規劃及事務,促使他們表達對地區發展的意願,並能更主動地參與社區發展。另一方面,於每個社區內建立「社區發展對話平台」,讓地區內不同服務單位的社工共同關注社區及社會事務,參與制定社區發展的過程,使社區發展計劃更能切合社區人士的需要。



#### 服務使用者參與和專業的回應

在「充權」和「問責」等理念的推動下,政府及非政府機構愈來愈普遍地吸納服務使用者參與制定服務政策或提供機構管治意見;服務使用者參與服務的策劃、評核和推行,亦被認可為加強服務適切性及效能的有效方法。要進一步建立/加強福利服務使用者於服務規劃、管理、評核和推行方面的參與,社工人員和團體需關注如何加強服務提供者與用者之間的夥伴關係,使服務使用者的聲音得到應有的重視,並為服務使用者參與服務決策提供適切的支援。

我們建議的行動包括:鼓勵政府及非政府機構委任/推選服務使用者參與機構管治、鼓勵政府及非政府機構創建不同的溝通平台,讓服務使用者表達他們使用服務的經驗以及對服務的意見。此外,我們必須向服務使用者提供適當的支援,包括車馬費、文書翻譯、有關訓練等,讓他們不會因為經濟或其他文化背境而被排斥於機制以外。在社工課程方面,加強有關服務使用者參與的概念和實務操作的內容,亦非常重要。

#### 社會福利系統的融資與發展

人口高齡化加速、社會福利服務需求不斷增加;但政府資源增長有限而強積金要待一個較長時間才逐步成熟,社會福利的融資問題不可避免地影響社會福利服務的發展。首先,訂立長遠社會福利規劃及資源配備實有急切的需要;另外,在現行資源政策上,就加強其他的融資方法,例如捐贈與籌款、企業社會責任、「用者自付」及「能者多付」的措施、在社會福利引入代用券(voucher)及入息審查等問題,仍有需要進一步討論。

上述社會福利的另類融資方法,特別是「能者多付」及代用券的措施等,若將之成為常規的財務安排,將會為服務摸式和服務使用者帶來深遠的影響,業界必須作開放和深入的探討。與此同時,可以考慮活化獎券基金,促使其加強資助創新的社會福利服務及計劃。

## 社會工作教育與實踐及持續專業發展

面對二十一世紀不可預見的挑戰,社會工作的教育模式、實踐,以及持續專業發展的路向, 是改善服務素質不可或缺的一環。要關注的題目有:社工人才的供應與需求、社工課程的設 計與實習督導、教育與實踐的本土化、國際化及本地化的問題、社工專業斷層,以及推動社 工持續專業教育與發展的方法。

社會工作者面臨的挑戰包括: 社工人力的供應與需求達到質量的平衡、將宏觀與微觀的教育 並重,發揮社工倡導和維護社會公義的角色、發展實證為本的社工教育與實踐、以及發展本 土化的理論與實踐模式。就專業斷層問題,應制定機制,吸引及留住專業人才;注重社工信 念的教育與培養,培育優質的實務與研究人才;推行可持續的專業教育發展。



我們建議推行以下的方案:制定社工人力資源發展之長遠計劃、社工院校與機構合作研究和發展本土化的理論與實踐、社工團體向內地提供專業督導和實踐的機會、鼓勵本港社工與國外及中國內地進行社工教育的實踐和交流、制定社工教育及可持續專業教育發展之短期和長期計劃。

## 社會工作專業自主和委身

在業界推動上述對社工「專業自主」和「委身」的討論是十分重要。一些定期、公開透明、多元的討論平台必須在業界建立起來。此外,我們應探討如何促進業界前線同工與行政管理人員對社工專業的委身,並從專業價值觀和使命出發,探討改革和完善現有機構管治模式的方案。另一項重要工作,是制訂非營利服務項目撥款約章,使資助者不能無理干預機構執行其依據專業判斷所進行的工作。



# 後話

以上的優先行動綱領,以及本地社會工作及社會發展議程,代表這個時空下業界一些團體和個人的一些經驗和觀察的總結,我們不應只把它放進書櫃裏,成為歷史文獻,但也不應以此作為固步自封的藉口;業界應秉承諮詢過程中我們所堅持的多元、開放態度,繼續思考如何落實這些行動綱領,並按不同的時間和環境轉變,以批判的角度研究和補充文件的不足。當然,即使在此時此刻的背景而言,這兩份文件當中的遺漏、不足之處,亦希望業界同工指正。

在本地議程和行動綱領中,基於時間和資源的限制,我們只能對當下的社會環境和業界內的生態環境作一次初步的「掃描」,這只能算是我們為香港長遠社會發展而邁出的第一步,未來各項工作中,最重要的是以實証、數據支持,深入研究行動綱領內提出的議題、關注點及挑戰,並透過持續和深入的討論,從務實策略角度考慮落實行動綱領的優次,提出具體和可操作的行動方案,供業界內外不同的伙伴参考,又或凝聚集體力量一同推動某一些建議。

要進行這方面的工作,界內的機構和同工必須超越以往的思維架構,不能單期待某些中央機構的協調。不過,我們亦不應完全把責任推給個人或個別團體。策略上,我們必須兼備由上而下及由下而上的組織和行動模式。2010聯合世界大會主辦單位已發起籌組「社會工作及社會發展論壇」,並由社聯負責秘書處工作,論壇將領導和支援本地議程的長遠跟進工作,業界內的機構和同工亦可以從不同的途徑,發起或向論壇秘書處提出更多具體跟進建議。參與途徑包括:

- 1. 參與成爲論壇核心委員會機構成員
- 2. 参與成爲議程小組的成員,與現有的議程小組一同工作
- 3. 提供資訊或進行研究,協助豐富議程和行動綱領的深入討論和落實
- 4. 參與籌備日後論壇組織的討論或活動
- 5. 推動和實踐各議程,總結和與業界分享經驗

「社會工作及社會發展論壇」呼籲業界繼續參與這項對香港社會發展極具意義的工作。如有興趣參與上述任何工作,請發電郵到 anthony.wong@hkcss.org.hk 。

#### **Preface**

Through 2010 Joint World Conference, the International Association of Schools of Social Work (IASSW), International Council on Social Welfare (ICSW) and International Federation of Social Workers (IFSW) hope to identify the Global Agenda for Social Work and Social Development and to address the social challenges or risks that we will be facing in the 21<sup>st</sup> century. Entrusted with the same mission, the local Organizing Committee of the conference including the six local schools of social work, the Hong Kong Council of Social Service and the Hong Kong Social Workers' Association, initiated the drafting of the Local Agenda for Social Work and Social Development, exploring different topics along the dimensions of professional practice, social policy, and social work education. Our goals are to foster rational discussions within the sector for an action agenda for the next decade, to raise public as well as the policy makers' awareness and concern for the Local Agenda, and to mobilize the members of the welfare sector and our partners in the society to respond and address the Local Agenda.

After six months of consultations, we have finally identified nine key social development agenda and four related to the development of the social work profession. To respond to these concerns, a set of Priority Actions are worked out by thirteen Agenda Groups and fellow social workers in two discussion forums and thirteen extended consultation sessions. These feasible action outline the areas of action that need to be examined and implemented in the coming 2-3 years.

In the process of developing the Agenda, we emphasized that our goal is not to arrive at a sector-wide consensus in the short term.; rather, we emphasized engagement, open discussions, inclusive of different perspectives, hoping to bring in all concerns and opinions raised in the process. The Agenda therefore represents a fruitful outcome of collective participation of the sector. We try to keep all expressed views in their original form except for textual amendments, ensuring that all views and opinions are transparent to all in the sector to build ownership and for all to monitor and follow up. The full text is available on the Agenda's website. (http://jointforum.hkcss.org.hk/index\_en.htm)

During the consultation, many participants expressed the desire to take part in the follow-up work. In response to this expectation, the Organizing Committee of the Joint World Conference has agreed to form, based on the eight local hosts of the conference, a Joint Forum for Social Work and Social Development. We will be inviting other organizations to join in. We hope to leverage this platform to explore and pursue the Priority Actions to propose constructive and concrete actions.

Last but not least, we would like to take this opportunity to thank all those who have put their hearts and minds into the production of the Agenda, participating in the consultation and identifying the Priority Actions. Special thanks are due to Social Welfare Department for their contribution to the Agenda with their supplementary information and opinions, which are available on the Agenda's website. During this period, the Social Welfare Advisory Committee launched its second phase consultation on Long Term Social Welfare Planning of Hong Kong. The sector has expressed deep concern about it. Our Agenda, we think, has a lot to complement the Long Term Social Welfare Planning. The Joint Forum expects more dialogue, exchange and collaboration with the government for social work and social development of Hong Kong in the years ahead.

Christine Fang
Chairperson of the Organizing Committee
2010 Joint World Conference



#### **Preamble**

#### **Our Situation:**

- Globalization has produced inequalities and encouraged short-term behaviors in the course of international and regional socio-economic development. In every corner of the world, people's livelihood has become increasingly uncertain and insecure. This pattern of development is considered so unsustainable that it must be changed.
- Rapid development both in China and regional integration have brought about many expected and unexpected changes in social development. This may provide as many new opportunities to local social development as the new challenges which are unprecedented.
- Uncertainties abound in the path of local development. Although there is economic growth, hidden and undesirable development problems are still with us. In the course of social development, social conflicts emerge more prominently. Our society is increasingly divisive. Collectively, we lack confidence and are at a loss as to know what response to make.
- In recent years, the turnover rate of social workers stands at a very high level, and the problem of professional succession has already emerged. On the other hand, the effectiveness of social work and professional accountability as well as the commitment and future direction of our social welfare system are issues that the social welfare sector and the entire society have to address. How to ensure our professional inheritance and its sustainable development has become a pressing issue needing resolution.

#### **Towards Our Vision:**

Under the aforesaid environmental challenges, we affirm our vision as "promoting a balanced and sustainable social and economic development along with creating an inclusive, equal, just and caring society."

To realize this vision, we need strong commitment and confidence. More importantly, we need to affirm that each and every sector in the society has its unique and indispensable roles to play:

- Firstly, we firmly believe that social workers are pioneers and advocates of social development. Social work and social welfare are important means and elements in fostering social development. In realizing the above vision, their roles are indispensable.
- Secondly, we believe that our society thrives on common core values and solidarity.
- We also firmly believe that solely relying on individual or family effort is insufficient in this
  complex and ever-changing social environment. The government, the market, and the civil
  society will have to share their responsibility and take part in realizing the vision.

#### **Ideal of Social Work:**

We reaffirm the inherent value and dignity of human beings, and the inseparable rights extending from this premise. We seek to defend and protect the physical, psychological, emotional and spiritual health and well-being of every individual, respecting his or her self-determination, and advocating his or her rights to participate. We also reaffirm that human rights, dignity and social justice are the basic value premises of social work and social development.

We call upon our fellow social workers to strengthen our own confidence in overcoming all obstacles. We also ask our fellow workers to take action to organize ourselves for solidarity and consensus and to identify methods and strategies to face the challenges ahead on the bases of diversity, equality and mutual help.



#### **Priority Actions**

#### **Ageing Population and Societal Response**

Owing to historical background and development, there are still considerable numbers of senior citizens living in poverty. Their reliance on public services may, in the long run, create financial pressure on the government. Improvements in both the quantity and quality of long-term care services are needed because of the increasing service demands resulting from the growth of an aging population and the insufficient manpower and training for elderly care professionals and paraprofessionals. Additional support for carers would also be required to meet the rising stress on nuclear families. In addition, as the population ages, chronic illness among the elderly will become more prevalent, thus increasing the demand for medical care services. Constrained by limited opportunities and channels, the voice and demands of senior citizens often go unheard. Meanwhile, active community participation of the elderly is also hindered by under-developed elderly-friendly environments.

The government should formulate policies for the aging population, providing policy directives for specific measures and resource allocation. Also suggested is the setting up of a specialized body to coordinate cross-department and cross-sector service provisions and policies. Financing for elderly services has to be well-planned. In addition, studies and reviews on retirement protection should be conducted to enhance financial security and rights to employment, thereby helping to eradicate poverty among senior citizens. On the other hand, enhanced healthcare and long-term care systems are needed to improve the physical and mental health of the elderly. It is desirable to increase manpower and provide further support and training to family carers, professional carers and paraprofessionals. The provision of elderly-friendly and barrier-free living environments should not be overlooked.

#### **Poverty**

The problems of poverty and growing income disparity have remained unresolved in the past decade. There are even signs of deterioration. However, the Hong Kong government has only implemented piecemeal measures, and has shown little commitment to address the problems. Long-term and sustainable planning is absent. Deprived groups are not protected by social security if they do not apply for Comprehensive Social Security Assistance (CSSA). Poverty among the elderly, particularly the female senior citizens, has not been alleviated by the Mandatory Provident Fund Scheme. In addition, there is no specific policy that effectively responds to the daily 150 new arrivals from the mainland. Family poverty, employment difficulties and child care issues are prevalent in these families. At the same time, workers are facing greater job insecurity and lack of income protection. The problem of the working-poor has yet to be resolved. Many younger workers are either under-paid or forced to choose among limited choices of career. As a result, they have difficulty providing financial support to their families while living independently.

To address these issues, we should first lobby the government to re-establish mechanism for poverty alleviation and to plan for long-term strategies for poverty eradication. We should also

mobilize the public to lobby for the setting up specific poverty reduction and alleviation standards or strategies by the government. Then, we should advocate non-labelling supports to low-income families and the unemployed, e.g. negative tax system, second helping hand and enhanced employment assistance and so on. Thirdly, we should mobilize society to build consensus on the need for elderly income protection. Before relevant plans are implemented, we suggest improving the measures for the elderly within existing CSSA scheme, e.g. modifying the application criteria.

## Disability

The UN Convention of Rights for Persons with Disabilities has recognized a global paradigm in viewing disability as a human rights issue. The global paradigm of disability has therefore shifted from a deficiency model to a growth and support model, from normalization to quality of life and self-determination/choice, from the *service* to the *person*, and from passive to active service user roles. Internationally, disability policy has addressed disability as a natural and normal part of the human experience. The disability agenda is not just for disabled people. It should aim at social inclusion, removing disabling environments and social and attitudinal barriers, advocating equal opportunities and affirming social equality rather than pragmatism in social values. All in all, the disability agenda should move beyond the remedial focus on rehabilitation of the individuals. The disability agenda challenges policy makers in the following three directions: (1) How can the government change its mindset and respond to the human rights paradigm? (2) In what ways should disability policies adopt parallel changes under the new disability agenda? (3) In what ways should social worker roles be redefined and transformed in the disability agenda?

We propose the following priority actions: (1) The Hong Kong government should undertake a comprehensive review of existing policies, legislation and services related to disabilities. A high ranking government body should be set up for the formulation of the disability policy and coordination of related government bureaus to meet the goals and principles laid down by the UN Convention of Rights for Persons with Disabilities. (2) The government should firmly base the disability policy stance on the vision of social equality and human rights rather than confining it as a welfare issue. (3) The government should review the goals, service delivery strategies and design and quality assurance measures of existing services for people with disabilities (including education, residential services, community support and employment support services etc). Service and programs must meet its goals as well as ensure quality of life and community participation of people with disabilities.

#### **Ethnic Diversity**

To promote racial harmony, not only do we need to uphold the United Nation's human right standards, but we also need to make our local environment fair and equal for all. Vulnerable groups, such as local ethnic minorities, foreign domestic helpers, and refugees and asylum seekers, face different kinds of unequal treatments every day. In the light of this, different sectors, including the Government and the social service sector should uphold the principle of racial equality in policy making and advocacy to ensure equal participation in our society.



A comprehensive policy on ethnic diversity should be developed to guide long-term policymaking across government departments. It is necessary for the Government to make the duty of promoting racial equality statutory. The Equal Opportunities Commission should work closely with the Government and other public bodies to advocate mandatory administrative measures for public bodies to carry out their functions with due regard to the need for eliminating racial discrimination and to ensure racial equality in their practices. On the other hand, the government should remove barriers to education and employment for ethnic minorities. It is important to put in place a "Chinese as a Second Language" policy and to conduct public education for racial equality. To enhance ethnic employment opportunities, the Government should take the lead to employ ethnic minorities and also to relax the requirement of Chinese language for applicants of ethnic minority groups. In order to sustain and further develop good service practices, it is important for the Government to be committed to services for ethnic minorities and to guarantee sufficient resources for service development for them. Interpretation services should be provided for in public and social services. To prepare our future social work practitioners to be able to work with people of different ethnic backgrounds, training in cultural diversity and provision of bilingual services are essential. It is important to ensure that people of different ethnicity should not be barred from receiving social services and that services provided to them should be of equal quality.

#### **Building a Social Protection System**

In view of the negative impact of globalization and increased emphasis on "workfare", social protection floor is believed to be comparatively more reasonable and humane a response than our CSSA-based social security system. Many people (including CSSA recipients) agree that CSSA recipients with considerable employability should be encouraged to take up paid jobs and to be self-reliant. What is often lacking is adequate supportive measures by the government. The introduction of the Mandatory Provident Fund Scheme Hong Kong in 2000 has not adequately addressed the immediate needs of Hong Kong society. Low-income groups cannot benefit much from the scheme, since its income replacement rate is low and the administration fee is expensive. Moreover, the scheme will only be mature after 3 to 4 decades. It fails to provide basic income protection to the middle aged, family carers and people with disabilities.

A comprehensive and accessible social protection floor is needed for enhancing the sense of security and belonging of the general public, and is a critical element for social cohesion and harmony. The proposed actions include: (i) the study, establishment and advocacy of the concept of "income security for all" in which the needs and potential of people with low or high working capacity as well as those with low or high earning incomes could be addressed; (ii) establishment and advocacy of the minimum level of social services (including welfare, health and housing) that should be made available to the general public so as to ensure basic support to overcome various life course challenges; and (iii) assessment of how community mutual support network could be mobilized and developed, as a supplement to the government-provided social protection measures.

#### **Community Health**

When facing rapid economic and social changes, the physical and mental health conditions of Hong Kong citizens are greatly affected. Attendance at psychiatric day clinics, hospitals and outreaching services is increasing. However, due to insufficient service and professional manpower resources, the rising needs cannot be fully met, thus resulting in long waiting time for the affected persons before receiving the service. Hong Kong has not formulated its comprehensive policy on the promotion of community mental health. Mental health service still adopts a therapeutic model in service design and delivery. Since coordination of the medical and social services are still lacking; mentally ill people are unable to receive integrated support services. To tackle the problems, the welfare sector advocates the following: (1) building up a community-based and strength-based service model; (2) enhancing collaboration between medical professionals of both Chinese and Western medicine, and the social service profession; (3) promoting community care and strengthening service support for carers. It is proposed to develop multi-intervention services according to the specific needs of different age groups, ethnic minority and patients having different types of mental illness. However, what is most important is to develop a policy aimed at prevention and promotion of health, that is, to promote the resilience of a person and to provide employment support for the ex-mentally ill persons to ensure social integration. Lastly, the formulation of a caring policy to support the deprived will also contribute to the promotion of community mental health and well being for all people.

In view of the above-mentioned challenges, we suggest advocating for the formulation of a comprehensive policy on the promotion of community mental health, which aims at organizing service and public education for the prevention of mental illness, for early identification and intervention, rehabilitation and elimination of discrimination. At the same time it is necessary to advocate for policy planning to protect the basic living of the deprived so as to minimize their sense of helplessness. To promote collaboration among practitioners of the sector, practitioners of different professions and service users, we can: (i) encourage social workers of different service settings in the community including family, children and youth, elderly and rehabilitation services, to meet regularly to develop integrated networks that can provide prompt and multi-intervention support service; (ii) set up platforms to promote cross-professions sharing among the medical, education and social service sector, especially with family doctors and teachers. In addition, exploration on collaboration with the Chinese medicine practitioners could help address the cultural needs of the Chinese society; (iii) assist the ex-mentally ill and their families to establish mutual aid networks so as to enable the users to express their needs and aspirations regarding mental health policy.

#### Family Functioning, Disintegration and Domestic Violence

Extra-marital affairs, cross border marriages due to Mainland-Hong Kong integration, vast differences between spouses, have played an important part in family disintegration. We are very concerned about the changes in family functions and the problems, including domestic violence its polyvictimization, that families have been experiencing, . Families-at-risk are likely to have various



types of family violence and/or self-inflicted violence. A number of issues have to be discussed and specialized services (e.g. proactive screening, home visitation) should be considered to support these families and prevent violence. We have listed a number of risk factors (e.g. long working hours) and protective factors of family violence (see *Appendix 2: A framework of discussion* on the website). Holding an integrative approach, the associated social problems have to be tackled, e.g. ageing; youth problem; poverty; disability, health and mental health; unemployment; inter-generational care; discrimination and social exclusion. In view of the diversities of family functions and family forms, we should not impose "mainstream" type of family but accept various types of families as healthy and normal families. Family policy is urgently needed and we recommend assessment of the impact of existing policies on family functions.

Priority actions are recommended. First, it is important to conduct Family Impact Assessment to review existing policies and advocate family-friendly policies. Second, strengthening and supporting families is the key. This involves (i) changing harmful traditional practices, particularly those associated with elder abuse, child abuse and violence against women. (ii) Violence prevention is an important strategy from the public health point of view. A comprehensive and holistic anti-violence policy is needed. Universal screening for families at risk, as well as home visitation, is an important key prevention strategy. (iii) Family-based and individual-based intervention empowering families as well as individual members (including children, women, men, and elderly) are indeed necessary. Training in parenting and school-based programs are also widely applied preventive strategies. (iv) Mobilizing community resources (men, women, elderly etc.) to support the family.

#### Holistic Development of the Younger Generation – Opportunities and Choices

A sustainable development of a society relies very much on the nurturing to the younger generation. The younger generation, irrespective of ethnic, economic status or education background, during different stages of growth and development, should have opportunities and choices for holistic development, as well as fair participation in social issues. Challenges to the younger generation include ageing population, dysfunctional family system, extreme disparity between the rich and the poor, hurdles of social mobility, the new way of communication being influenced by the internet and new media, unsuccessful education reform and rapid changes caused by globalization. To have a healthy and holistic growth, the younger generation may need good preparation in independent thinking, global vision and firm values and beliefs. In Hong Kong, a specific Youth Policy is unavailable. To integrate public and social resources allocation, it is necessary to establish a Youth Policy in order to emphasize public concern for the survival, respect, development, pluralistic choices, freedom of expression and participation of young people.

The opportunities, choices and voices of the younger generation need to be developed. We propose that: (i) opportunities and resources be made available to the more deprived e.g. the distribution of social resources should offer chances of fair competition.; (ii) The nurture of the younger generation should start from infancy. The support to age 0-6 year is important for

promoting fair chances of development. (iii) Social investment in the disabled, sick and weak, as well as in offenders or those with developmental disorders, is insufficient. More social care and input are required. (iv) The younger generation possesses a high variety of talents and so needs wider choices for development. Education and training systems should offer flexible ways of entry and exit, as well as a system of re-entry. (v) The younger generation should be offered freedom to choose the pace of their growth and development, so that they can choose NOT to move upward, or NOT to develop themselves into economic production; (vi) The communication between the younger generation with social establishments at large is not effective. To facilitate an inclusive society, there is a need to build or re-build effective and interactive ways of communication.

#### **Sustainable Community Development**

Social development must take economic, environmental, and social needs into account. A community which is sustainable will enhance people's well being and health and enable them to protect their local economy and life style. Nevertheless, the general public does not have many effective channels to participate in community development. This weakens their sense of control but increases their helplessness and negative feelings. To build a vibrant and sustainable community, it is necessary to establish effective and sustainable community networks to encourage public participation in community issues and to enhance the problem solving capacities of residents. Currently, the subventions provided by the government in community development are short-term and project-based. Social workers are often preoccupied with meeting quantitative services standards while inevitably overlooking many community and social issues. Very often, they find themselves lagging behind the latest community development, which further disables them to make appropriate response to matters arising in the community. It is therefore important that welfare agencies support their social workers to engage in community development.

The sector is encouraged to review its role in promoting sustainable community development and to foster community participation in social affairs. Social workers should participate more actively in community planning. Service agencies should set up permanent district service teams in order to establish relationships with local residents. This may encourage residents to form resident associations, and to participate in district planning and community affairs, and to express their opinions towards community development. On the other hand, it is suggested that a "Community Development Platform" be established in every district to gather social workers to work on social/district issues of common concern and to take part in community development processes, thereby making each community development plan more responsive to the needs of its residents.

#### **User Participation and Response of the Profession**

Influenced by concepts like "empowerment" and "accountability", involvement of welfare service users in organizational governance is increasingly popular among governmental and non-



governmental organizations in Hong Kong. The involvement of welfare service users in service planning, evaluation and delivery is also recognized as imperative to designing relevant and effective welfare services. To further enhance user participation in planning, management and delivery of welfare services, the social work sector needs to consider how to build authentic partnership relationship between the welfare service providers and service users. Appropriate and timely support to the welfare service users is also necessary to enable the incorporation of users' voices in organizational decision making.

The suggested actions for the sector include: (i) encouraging governmental and non-governmental organizations to incorporate service users into their governance structure; (ii) encouraging governmental and non-governmental organizations to develop various platforms within the organizations to enable service users to communicate their service experiences and views without difficulty; to provide relevant support to welfare service users so that they would not be excluded from participation in organizational decision making because of financial or cultural reasons; and (iv) enhancing contents relating to concepts and operation of user participation in the social work curriculum.

#### **Financing and Development of Social Welfare System**

We face the challenge of an ageing population and increasing demand in social welfare service but with limited growth in public funding coupled with the fact that Mandatory Provident Fund has yet reached maturation. As social welfare service development depends on social welfare financing, long-term welfare planning and resource planning are urgently needed. Alternative financing modes such as donation, public fundraising, corporate social responsibility, "user-pay" and "ability-to-pay" measures, the voucher system, means-testing have yet been adequately discussed.

Among all the above alternative modes of welfare financing, some like "ability-to-pay" and voucher system would have long-term implications to the mode of service delivery and impact on service users. More open and in-depth exploration and discussion are needed. At the same time, we should consider a revitalization of the use of Lottery Funds to fund innovative social welfare services and programmes.

# Social Work Education and Practice, and Continuous Professional Development

In the face of numerous unpredictable challenges in the 21<sup>st</sup> century, improving social work education and practice, and continuously developing the profession are necessary, in order to make our service better. We have come up with some topics of concern, which include: keeping a balance between the supply of and demand for social workers; designing suitable curriculum for social work education and supervision; the localization and internationalization of social work education and practice; the professional succession plan for our profession and the continuous professional developments of social workers. The challenges social workers are facing now

include: striking a quantitative and qualitative balance between the supply of and demand for social workers; to put equal emphasis on both macro and micro social work education; to encourage social workers to play a role in advocating social justice; to develop evidence-based social work education and practice; and to develop indigenization of practice theory and social service models which can be promoted in the local community and also in the international arena. In view of the succession plan, we propose the following: the strengthening of the reflective capacity of social workers in professional ethics values; the training of competent social work practitioners and researchers; the development of mechanisms to attract and retain social work staff to contribute to social work development; and lastly, the provision of continuous professional development for social workers in Hong Kong.

We suggest the following actions to be taken: promote long-term planning for social work human resource development; build partnerships between universities and social welfare service agencies to research and develop more localized theories and social service models; encourage local social welfare service agencies to run social work courses and promote social service development in the mainland; encourage teachers and students to take part in social work education and practice in universities and social service agencies of other countries; and to establish continuous professional development plans, with both long-term and short-term planning for social work education and practice.

#### **Social Work Professional Autonomy and Personal Commitment**

The sector's concern for professional autonomy and commitment has been growing since the implementation of Lump Sum Grant policy. On the whole, social work profession is grounded on some universal value premises such as human rights, dignity, social justice as well as the trust in people's potential in resolving their problems and rights of self-determination. requirements of different settings give rise to different forms of professional practice. Some social workers work primarily for individual well being while others strive to advocate system reform. However, under the global trend of marketization of public service (including social welfare service), there emerges a new culture of accountability which put increasing emphasis on filing of documents, data reporting, and achievement of quantitative indicators. This may risk distorting the nature of social work practice, making it become more and more formulaic, standardized, error-avoidance, and void of professional essence. As a result, we may fail to attend to the needs of service users and to advocate reform on the ground of social justice. Tensions or conflicts within the sector thus arise out of this new context, including the confrontation between professional practice and new culture of accountability, tension or dilemma between mandatory continuous education and professional growth, conflict between the management and the frontline and so on. The new discourse of managerialism has to some extent alienated social work profession. Social workers thus have to spend considerable time to work on reports and documentations. Recognizing that public accountability is part and parcel the responsibility our profession shares, these practices of accountability may counteract social workers' commitment to the profession. It will therefore be a big challenge for Hong Kong social work sector in the future to strike a balance between upholding our basic professional values and establishing a reasonable culture of accountability, thereby redirecting our energy from internal conflicts to continuous dialogue and



exchange for a more diverse and healthy environment of professional practice.

It is important therefore to foster more discussion on the above issues regarding professional autonomy and commitment in the sector. Regular, open and diversified platforms of discussion have to be established. On the other hand, we should explore, based on professional values and mission, possible reforms of or improvement measures in the existing mode of corporate governance of NGOs that will enhance professional commitment of the frontline social workers and the management. The sector should also develop a charter of social service subvention, so that the implementation of programme based on professional social work judgments will not be unjustifiably interfered by the funding bodies.

# **Epilogue**

The Priority Actions listed above, together with the Local Agenda for Social Work and Social Development, represent some of the experiences and observations consolidated by a group of agencies and individuals up to this point in time. While it must not be shelved as an historical document, neither should it constitute a barrier to constant adjustment or amendment. We should adhere to the principles that we upheld during the process of consultation, namely, being open to and embracing multiple perspectives, and constantly reflecting on how these priority actions can be implemented. What's more, in different times and social environments, we should subject these priority actions to constant critical examination, and make necessary adjustments. Obviously, in its present form, the Local Agenda may still contain a lot of omissions or flaws. We look to fellow workers in the sector for further advice.

In the process of producing the agenda and priority actions, we were fully aware that what we can possibly do, with limited time and resources, is no more than to conduct an environmental scan of our society and our sector. This scan amounts to the first and most important step of all that is needed for the long term social development of Hong Kong, namely, to describe and explore, with detailed evidence and statistics, the topics, concerns and challenges raised in the priority actions. More in-depth discussion is needed too before we can strategically prioritize these actions and raise more concrete and operational plans. These plans can serve either as reference for our partners in the sector as well as other sectors or as a guide for us as a collective to put into action.

In order to implement these priority actions, agencies and fellow workers have to go beyond the old mindset of relying solely on a centralized coordinating agency. Yet, it is not fair to shift all the responsibility onto individual agencies and workers. Strategically, both top-down and bottom-up approaches to organization and action are required. With a view of this, the Organizing Committee of 2010 Joint World Conference has initiated the formation of a "Joint Forum for Social Work and Social Development" to lead the movement forward with the Council serving as its secretariat to provide the necessary support. Organizations and individual workers can also initiate or suggest ideas for the Joint Forum through different ways of participation including:

- Becoming an agency member of the Core Committee of the Joint Forum
- Participating as a member of the existing Agenda Groups
- Providing information and conduct research to help enrich further discussion and implementation of agenda and priority actions
- Helping to organize activities hosted by the Joint Forum
- Promoting and implementing the local agenda, consolidating or sharing of practice experiences

The Joint Forum for Social Work and Social Development is now calling for active participation of the sector in this meaningful movement for social development of Hong Kong. If you are interested in any of the work mentioned above, please send an email to <a href="mailto:Anthony.wong@hkcss.org.hk">Anthony.wong@hkcss.org.hk</a> to indicate your interest.



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