

1. 引言

1.1 香港於 2013 年約有 285 000 名無償照顧者("照顧者")，在家照顧殘疾或長期病患家人；而隨着社會人口急速老化，本港照顧者的數目預計未來將會大幅增長。雖然本港關愛基金已於 2014 年推出生活津貼計劃，為照顧者提供支援，但現時計劃下的每月津貼金額只有 2,400 港元，而整體名額僅為 8 500 個。社會對該等照顧者的關注近年持續增加，他們面對的艱難處境包括(a)**經濟挑戰**，因本地勞動市場的工時安排欠缺彈性，令不少照顧者未能受聘工作，而一般認為上述生活津貼僅屬杯水車薪；(b)支援照顧者的**暫顧及相關服務不足**，資助暫託名額於 2019 年只有 1 015 個；及(c)由於多達四分之一的照顧者每周需要照顧親人超過 60 小時，不少照顧者承受龐大的**身心壓力**。是故，近年不時出現涉及照顧者不幸事件的報導。

1.2 應梁志祥議員的委託，資料研究組就 6 個被視為對照顧者有較佳政策支援的選定地方進行研究。它們一半位於亞太區(即日本、台灣和澳洲)，餘下則位於歐洲/美洲(即英國、加拿大和瑞典)。有關文件經整理後收納於一個資料套，下文概述主要研究結果。

2. 選定地方的照顧者支援政策

2.1 **選定地方全皆增撥資源用於長期護理，部分甚且為此專設特定制度**。以日本為例，當地在 2000 年成立專門的長期護理保險制度，當中一半經費來自政府撥款，另一半則來自 40 歲以上人士繳付的保費。長期護理保險的賠款在 2017 年高達日本國內生產總值 1.8%，有助衍生龐大的家居照顧服務市場，減輕照顧者的負擔。台灣於 2017 年成立長照服務發展基金，財源來自預留稅款(如遺產及贈與稅和菸稅)及政府補助。其他選定地方方面，大部分以一般稅收支付長期護理服務，而有關開支在 2017 年亦高佔各地生產總值 1.3%至 3.2%區間，遠高於香港的 0.5%相應數值。由於這些地方在長期護理服務投入更多資源，當地的照顧者亦獲得更多支援。

2.2 至於支援照顧者的具體政策，過去 10 年間，4 個選定地方(即台灣、澳洲、瑞典和英國)已為此**立法，確認照顧者接受政府各類支援服務的法定權利**。

2.3 **財政支援方面**，除日本外的 5 個選定地方為**通過入息審查的全職照顧者提供收入補助，名額不限**。各地每月補助款項差距甚大，介乎台灣的 5,000 元新台幣(1,280 港元)至澳洲的 1,822 澳元(9,912 港元)。英國在 2018 年有多達 130 萬名照顧者領取有關款項，佔照顧者總數 20%。瑞典部分市政府雖然甚且向照顧者支付全額薪酬，但申領者不多，因大部分當地人傾向選用政府提供的照顧服務。

2.4 **為鼓勵照顧者繼續受聘，3 個選定地方的在職照顧者可享有至少 13 周的法定照顧者假期，相關開支由社會保障金承擔**。具體而言，日本的相關假期為 93 日，瑞典為 100 日，加拿大則為 26 周。澳洲的照顧者假期每年至少 10 日，但薪金由僱主支付。雖然有上述法定權利，各地照顧者確實領取假期的比率，明顯有別。以澳洲為例，多達一半(47%)的照顧者在 2015 年報稱領取了相關假期，但日本的相關比率在 2017 年只有 9%，部分歸因於當地企業文化及複雜的程序(例如須提供醫生證明)。儘管未設法定照顧者假期，但**英國在 2006 年已立法賦予照顧者要求彈性上班工作的權利**。

2.5 **為紓緩照顧者的身心壓力，所有選定地方均提供多類型的暫顧服務(家居、日間中心或院舍照顧)**。日本和澳洲甚且提供過夜家居或鄰舍暫顧服務，以幫助需要夜間照顧的病人。至於服務日數方面，台灣的合資格人士每年可獲最多 21 日住宅暫顧服務，加拿大為 60 日、澳洲為 63 日，日本則為 84 日。家居暫顧服務方面，瑞典和加拿大每月分別提供最多 25 及 40 小時的服務，日本與台灣則發放款項予每名合資格人士，用以購買相關服務。暫顧服務可緩減照顧者的壓力，從而推遲較昂貴的長期住宿照顧服務需求。

2.6 **其他支援照顧者的措施還包括輔導與培訓服務，以及加強資訊發放，協助照顧者物色適當服務**。以日本為例，每名接受照顧的人士均獲派一名照護經理，為其擬定特別的護理服務計劃。英國地方當局須就照顧者的需要進行評估，在 2019 年即有 27%照顧者曾接受該評估。

Policy support to carers in selected places

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