

接納精神病患者

香港多個弱勢群體之中，以精神病患者最備受誤解。他們常被視為具有暴力和自殺傾向、行為難以預測，並且沒有能力作出理性決定。這些負面標籤令精神病患者飽受孤立；但其實，社會的接納與包容，是促進身心健康的先決條件。由於精神病患者的決斷能力往往備受懷疑，故他們經常非自願地接受藥物治療，甚或遭受禁閉。

2002/03年間，委員會仍然致力為精神病患者提倡平等機會。政府統計署估計，2000年香港約有50,000名精神病患者；但由專上學院進行的調查顯示，市民患精神病的比率可能遠較這數字為多。香港的人口中，約有五分之一於不同時間，以不同方式和程度，受到精神病的影響。

「本港精神健康服務使用者對歧視的看法及體會」研究委員會於2002年11月發表了一份由委員會、香港中文大學精神科學系與浸會大學社會工作系合作的研究報告。調

Accepting Persons with Mental Illnesses

Of the many vulnerable groups in Hong Kong, perhaps those with mental illnesses are the most misunderstood. They are generally perceived to be violent, suicidal, unpredictable and incapable of rational decision. Stigmatization has resulted in their isolation when acceptance and inclusion are most needed to promote wellness. Doubts regarding their decision-making abilities have also made them vulnerable to possible non-consensual medical treatment and confinement.

In 2002/03, the EOC continued to advocate equal opportunities for persons with mental illnesses. The Census and Statistics Department estimated that there were about 50,000 people with mental illnesses in Hong Kong in 2000. Other surveys by tertiary institutions, however, indicated that there might be a much higher occurrence of mental



消除歧視 — 制度及政策檢討



Eliminating Discrimination — System & Policy Reviews

查訪問了來自28間中途宿舍和一間公立精神科門診診所的757名受訪者，搜集他們對受歧視的看法和切身感受。研究涵蓋了受訪者生活上多個層面，除了醫療和護理外，還包括工作、家庭和社交關係等。

研究結果顯示，精神病患者面對的負面標籤，較患上精神病更為可怕。病人一般曾隱瞞病歷，亦曾被社會孤立，因而阻礙他們及早察覺病情，並及時接受治療。委員會認為，要抗衡負面標籤，必需釐定一套有系統而貫徹的教育、支援及糾正計劃，內容須包含在社區和家庭照顧層面的推廣工作，以及尊重精神病患者權利的原則。精神病患者的身心健康和權利的體現，有賴社會的接納和法律的保障；而為他們提供服務的機構，亦必須認同這些權利是可以付諸實行的。

illness among the general public. Mental illness can affect one in five of our population at different times, in different forms and with varying degrees of severity.

A Study of Mental Health Service Users' Perception and Experience of Discrimination in Hong Kong

The EOC released the results of a joint study with the Department of Psychiatry of The Chinese University of Hong Kong and the Department of Social Work of the Baptist University in November 2002. The Study focused on the first-hand experiences and perceptions of discrimination of 757 respondents from 28 halfway houses and a public psychiatric out-patient clinic. The Study covered multiple domains in life, such as work, family and social relationships in addition to medical treatment and health care.

該研究只是一個開始，往後仍需就與精神病患者有關的醫療及護理服務、其法律地位及市民一般觀念等幾方面，進行更大型的研究。儘管為精神病患者而設的服務，大多超越了委員會的工作範疇，不過這些服務互為關連，實在需要以協調及全面的方式推行。

患上精神病的婦女，面對的雙重不利困境更為明顯。《世界衛生組織2001年報告》指出，社會期望婦女身兼妻子、母親和家庭成員照料者等多重角色，令她們易於罹患各類精神失調症。事實上，患上抑鬱症的女性較男性多一倍。

提高公眾和醫護人員對精神病的意識，對及早察覺病情、作出評估和介入治療大有幫助。病患者的家庭成員應得到精神病的知識和照顧病者的技巧。此外，社區和專業人士提供的支援服務，如親子技巧和小組輔導等，對建立社區為本的護理系統亦至為重要。

This Study shows that stigmatization attached to mental illness can be regarded as worse than having the illness itself. Typically there is a history of concealment and social exclusion, which prevents early detection and timely treatment. To counter stigmatization, the EOC calls for a committed and coherent programme of education, support and redress. Such a programme must encompass the promotion of community and family care, and the respect for the rights of the mentally ill. The well being of the mentally ill and the realization of their rights require acceptance from the community as well as the entrenchment of their rights in law, and the recognition of these rights as enforceable values by the institutions providing services to them.

This Study is but a first step, and must be followed by larger studies on the provision of medical and health care services to those with mental illness, their legal position and the perception of the public. Many of the services required to help those with mental illness are beyond the remit of the work of the EOC, but they are inter-related and require a coordinated and holistic approach.



The double disadvantages faced by women with mental illness were also evident. The World Health Organization Report of 2001 points out that the multiple roles expected of women to fulfill, as wives, mothers and carers of other family members, put them at greater risk of experiencing mental disorders. Twice as many women than men suffer from depression.

Raising the awareness level of the public and the medical profession can help improve early detection, assessment and intervention. Families need to be educated in the knowledge and skill of caring for individuals with mental illness. Community and professional support to families, such as parenting skills and group counseling, is essential to create a wider community-based care system.

我們一直提倡方便殘疾人士使用銀行的各種服務。香港銀行公會與本委員會就此組成工作小組，並作出了建議；銀行公會據有關建議制訂了一套方便殘疾人士使用電子銀行服務的指引，讓會員可以按指引安裝新的自動櫃員機或搬遷舊機。

委員會亦繼續派出代表參與政府的資訊網頁跨部門委員會，研究政府網頁的易讀性，又參考民政事務總署的「推廣婦女使用資訊科技」中央統籌委員會，就婦女使用資訊科技的平等機會提供意見。

有關保險問題的公眾諮詢

壽險、醫療保險和退休保險並非奢侈品，而是重要的個人保障。購買保險的目的，是讓投保者和家人在遇上災難或意外時有所保障。保險彌補了公共健康服務和退休計劃的不足，有其不容忽視的社會功能，是具備社會意義的獨特行業。

During the year, the EOC continued to work closely with the IT industry. We fully supported the Web Care Campaign launched by the Internet Professionals Association (IPA) in promoting awareness and the use of IT among women and persons with disabilities. We provided input to the development of the "Easy Guide to Build No Barrier Web Sites", published by the IPA.

Another issue we have been advocating is accessible banking services. Based on the recommendations of the working group, formed with the Hong Kong Association of Banks (HKAB), a set of guidelines to enhance accessibility was issued by HKAB for its members when installing new ATMs or relocating old ATMs.

Our representative continued to participate in the government's inter-departmental committee on issues



健康權利涉及四個範疇：有否提供所需的護理服務、該等服務是否易於享用、服務水平是否可以接受，以及服務和護理的質素等。委員會建議，若傳統的精神科藥物對某一位病者的日常生活造成較大困擾，便應轉用新一代的精神科藥物。新藥物的副作用較少，所以精神病患者也不會因負面標籤，而隱瞞病情和拒絕就診。

資訊科技 人人共享

香港已漸轉型為資訊為本的社會、互聯網及其他資訊科技的應用，以前所未有的速度廣為流傳。在資訊革命的大勢下，我們必須確保殘疾人士及婦女不會落後於人。獲取資訊的能力，能打開通向人生多項選擇的大門（包括教育和工作機會），可改變一生，因此讓每個人都有機會掌握資訊科技和互聯網的應用極為重要。

委員會繼續與資訊科技行業緊密合作；我們全力支持由互聯網專業人員協會推行的「網絡無障礙運動」，目的是提高婦女及殘疾人士對資訊科技的認識及使用。我們亦就互聯網專業人員協會的「無障礙網絡指南」提供了意見。

Four dimensions need to be considered in respect of the right to health: availability, accessibility, acceptability and quality of service and care. The EOC recommends that the new generation psychiatric drugs be used when conventional drugs create greater disruption to the daily activities of an individual. These drugs create fewer side effects making those with mental illness less of a hostage to stigmatization, which leads to concealment and non-treatment.

Access to Information Technology (IT)

Our society has become information-oriented and the use of the Internet and other information technology is spreading at an unprecedented speed. It is extremely important that persons with a disability and women are not left behind in this information revolution. It is crucial to make information technology and the Internet accessible to all, because access to information can open the door to many life-changing choices, such as education and career opportunities.

可是，委員會過去幾年卻接獲相當數量的查詢及投訴，涉及保險業慣常做法，主要為業界拒絕提供保險服務、基於投保人的性別或殘疾情況提高保費，以及因原先存在的健康狀況拒絕提供保障。

為了加強市民對保險業內平等機會事宜的關注和認識，並探討目前常規以外的其他做法，委員會在2002年12月發表了《與反歧視法例有關的保險問題討論文件》。



related to web accessibility for government homepages, and the Home Affairs Department's Central Co-ordinating Committee on the Promotion of IT to Women, to provide our perspective on the equal opportunities aspects of women and IT.

Public Consultation on Insurance Issues

Life, medical and pension insurance are not luxuries, but essential aspects of personal security. The purpose of buying insurance is to protect policyholders and their families when disasters strike. There is a social purpose behind insurance that cannot be ignored, often acting as a useful supplement to public health services and pension schemes, and insurance is uniquely poised to make social purpose a business.

However, over the past few years, the EOC has received a number of inquiries and complaints on insurance practices, mainly on the refusal to provide insurance coverage, charging increased premiums on the ground of sex or disability and exclusion of coverage in respect of pre-existing conditions.

截至2003年3月底，委員會共接獲25份來自保險業、精算業、非政府組織、相關組織和個別人士的意見書。我們會與保險業合作，將各界的回應，納入行將制定的《保險業指引》內，供從業員使用。

香港保險業聯會已成立專家工作小組，協助委員會制定《保險業指引》，以及處理因討論文件及有關回應而衍生的議題。此外，保險業聯會亦已釐訂《殘疾歧視實務聲明》，並會不時更新。

香港精算師學會亦已知會委員會，願意發出《指引說明》，列出精算師在反歧視條例下的責任。

In an effort to promote awareness and understanding of equal opportunities issues, and examine alternatives to current practices in the insurance industry, the EOC released the *Discussion Paper on Insurance under the Anti-discrimination Legislation* in December 2002.

By the end of March 2003, over 25 submissions from the insurance industry, actuarial profession, NGOs, stakeholder groups, and individuals were received. The response will be used, in collaboration with the insurance industry and other stakeholders, to prepare a set of Insurance Guidelines for practitioners in the insurance industry.

The Hong Kong Federation of Insurers (HKFI) has established a specialist Task Force to assist the EOC on the formulation of Insurance Guidelines, and to deal with the issues arising from this Discussion Paper and the responses. HKFI has also established a Statement of Best



確保人人有機會享用公平的保險保障十分重要。目前保險業的慣常做法，往往是根據商業或精算方面的準則行事，但部分常規卻引發一定的問題和關注。讓更多人得以投保，能拓展保險業的市場，因此制定沒有歧視的保險政策，不但切合新的市場需要，亦符合社會的期望，讓保險業及消費者同時受惠。

有關全納教育的指引

教育的要素，是啟發個人潛能，讓個人全面參與社會生活。歷史一再印證教育能促進社會平等，帶動改革，亦能為生活帶來徹底的改變。

去年，委員會繼續推廣《殘疾歧視條例教育實務守則》（《守則》），就《殘疾歧視條例》在教育範疇上的法律要求，為教育工作者、家長和學生提供清晰和實用的教育指引。

Education Guidelines for Inclusion in Schools

Education is fundamental to the development of human potential and to an individual's full participation in society. Throughout history, education has proved to be the most powerful equalizer and agent of change. It can make all the difference to an individual's life.

Last year, the EOC continued to promote the Code of Practice on Education (the Code) under the Disability Discrimination Ordinance (DDO), which provides clear and practical guidelines for educators, parents and students on the legal requirements of the DDO in education.

A Working Group consisting of representatives from the Government, education professionals and parents was formed to monitor the Code and its implementation. The EOC also continued to participate in the Task Group on the Integrated Education Programme.



Practices on Disability Discrimination, which it will update from time to time.

The Actuarial Society of Hong Kong has advised the EOC that it would be prepared to issue a Guidance Note outlining the responsibilities of actuaries under the anti-discrimination legislation.

Fair access to insurance is a significant matter. Many of the current insurance practices may be justified by business and actuarial standards, but some raise questions and concerns. Increasing access to insurance also means widening the market for insurers. New non-discriminatory approaches could be developed to respond to new market needs, and societal expectations for the benefit of both insurers and consumers.

我們邀請了政府、教育界專業人士和家長組成工作小組，以監察《守則》及其推行工作。同時，委員會亦繼續參與「融合教育工作小組」的活動。

部分教育工作者對學校面對的各種問題表示關注，包括校園通道、器材及輔助裝置等設施問題、教師欠缺有關經驗及培訓、校方缺乏適當的課程及評估制度等。這些均是重要的問題，而法例規定了校方必須為每名殘疾學生提供合理的調適及安排。

按《殘疾歧視條例》，「特殊學習障礙」與腦部功能障礙有關，是一種「殘疾」。由於「特殊學習障礙」在外表上並無病徵，故又被稱為「看不見的殘疾」。只要加以合適的診斷和恰當的學習方法，有「特殊學習障礙」的學生也能如其他學生般，獲取良好的學業成績，甚或更為出色。根據《殘疾歧視條例》，獲得合理的調適安排是殘疾學生應有的權利，故學校必須加以提供。

為了推廣公眾認識殘疾學童的特殊需要及享有平等教育機會的權利，委員會於2002年6月舉辦了「共同學習 各展所長」教育研討會。

Some educators were concerned about the physical accessibility problems faced by schools, the availability of equipment and assistive devices, the lack of experience and training for teachers, the lack of appropriate curriculum and assessment for students. All these are very important questions. The law requires reasonable accommodation to be provided in each case.

The definition of "disability" under the DDO covers Specific Learning Disability (SLD), a disability associated with brain functions. As SLD does not show any signs of physical disability, it is sometimes called the "invisible disability". Given the correct diagnosis and appropriate learning strategy, students with SLD perform just as well as other students without SLD, and sometimes better. Reasonable accommodation in education is a right under the DDO which must be provided to students with SLD.

To promote public understanding of the special needs of students with disabilities and their right to equal education opportunities in Hong Kong, a seminar titled Learning Together: Accommodating Different Needs was held in June 2002.

同值同酬

根據國際公約，香港的公營及私營機構均有責任遵守「同值同酬」原則。不過，現時香港兩性之間的薪酬，仍存在一定的差距。

委員會決心推廣「同值同酬」原則，一直致力研究於本港實施「同值同酬」的最有效方法。

委員會設立同值同酬專責工作小組，目的就是按同值同酬原則，探討公營機構是否存在薪酬差距的情況。委員會在這方面的工作將增進香港在同值同酬範疇的專業知識及擴展能力，並致力提高公眾對同值同酬原則的認識。

提倡平等機會觀念

年內，委員會為促進平等機會，在多方面提出了建議及書面意見。我們曾對政府就《消除對婦女一切形式歧視公約》

Equal Pay for Work of Equal Value

Hong Kong is bound by international treaties to implement the principle of "equal pay for work of equal value" (EPEV) in both the public and private sectors. In Hong Kong today, substantial wage gaps still exist between women and men.

The EOC is committed to the principle of EPEV and has been working hard to understand how it may be best implemented in Hong Kong.

The EOC's Task Force on Equal Pay for Work of Equal Value was established to study if there are pay differentials with regard to EPEV in the public sector. The EOC has also been helping to build up capacity and expertise in EPEV and to raise public awareness.



We also provided information to the government for its preparation of a country report in respect of the implementation of the International Covenant on Civil and Political Rights in Hong Kong.

We gave our response to the government on the consultation paper "Sports Policy Review Report: Towards a More Sporting Future". We advocated a long-term strategy, which would mainstream gender and disability perspectives into new sports policy, and included measures to enhance full participation of persons with a disability in sports.

The EOC also responded to the Buildings Department's Questionnaire on Barrier Free Access and Facilities for Persons with Disabilities. This questionnaire seeks stakeholders' views on the existing "Design Manual of 1997: On Barrier Free Access". The EOC's response emphasized the



的推行而撰寫的國家報告提出意見。此國際公約禁止歧視婦女，並致力提高婦女的地位。委員會的意見書促請政府正視婦女面對的各種問題，以及協助女性增強自身的能力，提高女性在社會的地位。

政府為《亞洲及太平洋殘疾人十年行動議程》的落實情況擬備報告時，委員會亦曾就我們的工作提交報告。

此外，我們亦向聯合國亞洲及太平洋經濟社會委員會提交了一份非政府組織主題報告，匯報該行動議程在香港實施的情況。

另外，政府在撰寫《公民權利和政治權利國際公約》在香港的推行情況國家報告時，我們亦提供了資料。

委員會亦就「體育政策檢討小組報告書：生命在於運動」諮詢文件提交意見，倡議了長遠的策略。我們建議在新的體育政策中，納入性別及殘疾觀點，以及實施提高殘疾人士全面參與體育活動的措施。

Advocating Equal Opportunities

During the year we made a number of proposals and suggestions to enhance the equal opportunities environment. We provided the government with our views to facilitate its preparation of a country report in respect of the implementation of the International Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). This international convention prohibits discrimination against women and seeks to advance the status of women. The submission from the EOC called for the government to address issues faced by women and foster the empowerment and advancement of women.

During the government's preparation of a report on the implementation of the "Agenda for Action for the Asian and Pacific Decade of Disabled Persons", the EOC also submitted a report on our work. In addition, we submitted an alternative thematic report to the UN Economic and Social Commission for Asia and the Pacific in respect of the implementation of the Agenda Action in Hong Kong.

對建築署發出專為殘疾人士而設的無障礙通道及設施問卷，委員會亦作出了回應。這份問卷的目的是就現行的《設計手冊：暢通無阻的通道1997》徵詢相關團體的意見；委員會在回應中強調必須為殘疾人士提供更理想的通道和設施。

為了保障和推廣母乳餵哺的權利，委員會曾去信政府，表示有需要於建築物的設計規格內，加入嬰兒護理設施，特別是供公眾使用的建築物。

我們亦繼續呼籲當局在制定政策時，必須納入性別和殘疾觀點，以促進社會的持續發展。

need for better access and facilities for persons with disabilities.

To protect and promote the right to breastfeed, the EOC wrote to the government on the need to make baby care facilities a mandatory requirement in building plans, particularly for buildings used by a significant number of families or the general public.

We continued to advocate the importance of gender and disability perspectives in policy making to achieve sustainable development for the community.