

**立法會**  
**Legislative Council**

LC Paper No. CB(2)1727/09-10  
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seen by the Administration)

Ref : CB2/PS/1/09

**Panel on Welfare Services**

**Subcommittee on Residential and Community Care Services  
for Persons with Disabilities and the Elderly**

**Minutes of the third meeting  
held on Tuesday, 27 April 2010, at 10:45 am  
in Conference Room A of the Legislative Council Building**

**Members present** : Hon CHEUNG Kwok-che (Chairman)  
Hon LEE Cheuk-yan  
Hon LEUNG Yiu-chung  
Hon TAM Yiu-chung, GBS, JP  
Hon Ronny TONG Ka-wah, SC  
Hon WONG Sing-chi  
Hon IP Wai-ming, MH

**Public Officers attending** : Item I

Ms Betty HO Siu-ping  
Principal Assistant Secretary for Labour and Welfare (Welfare) 3

Mr CHEUNG Hing-wah  
Deputy Director of Social Welfare (Services)

Mrs Kathy NG MA Kam-han  
Assistant Director of Social Welfare (Elderly)

**Clerk in attendance** : Miss Betty MA  
Chief Council Secretary (2) 4

**Staff in attendance** : Ms Yvonne YU  
Senior Council Secretary (2) 5

Miss Maggie CHIU  
Legislative Assistant (2) 4

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**I. Long-term strategy for increasing the provision of subsidised residential care places for the elderly**  
[LC Paper Nos. CB(2)1345/09-10(01) to (02)]

The Subcommittee deliberated (index of proceedings attached at **Annex**).

2. Deputy Director of Social Welfare (Services) briefed members on the Government's long-term strategy for increasing the provision of subsidised residential care places for the elderly as detailed in the Administration's paper.

3. Members expressed grave concern about the waitlisting situation of subsidised residential care services for the elderly. Having regard to an ageing population and the fact that not all elders were suitable to age in place due to individuals' health conditions and living environment, the demand for residential care services would continue to increase. Members generally considered that it was the Government's responsibility to provide adequate residential care places for those elders who had long-term care needs. In this connection, the Administration should project the demand for residential care services, formulate a long-term policy on the provision of quality subsidised residential care places at affordable fee levels. This apart, the Administration should set specific targets for shortening the waiting time for various types of residential care places. To address the waitlisting situation, members expressed the following views -

- (a) Mr WONG Sing-chi said that the Administration should consider setting up small group homes for the provision of various residential care services for the elderly;
- (b) in view of the difficulties encountered in identifying suitable sites for setting up residential care homes for the elderly ("RCHEs"), Mr LEUNG Yiu-chung, Mr LEE Cheuk-yan and Mr IP Wai-ming considered that the Social Welfare Department ("SWD") should take the initiative to identify potential suitable sites at the development stage, and earmark sites/premises in all new public housing estate development projects for the construction of new contract RCHEs; and
- (c) the Chairman said that the Administration should make reference to the Hong Kong Housing Society's Integrated Elderly Community Project in Tin Shui Wai and study the viability of establishing a large-scale integrated nursing care home for the elderly in the remote district, as well as consider adopting the concept of "money following users" such that elders and their family members could make their own choices of quality private RCHEs.

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4. The Administration made the following responses -

- (a) with a rapidly ageing population and a longer life expectancy, increasing the supply of subsidised residential care services alone would not be sufficient to meet the ever-growing demand for long-term care services for the elderly. The Government would target limited public resources at providing subsidised residential care services to the elderly most in need, and further develop community care services to help the elderly age in place. In line with the policy of supporting "ageing in place as the core, institutional care as back-up", the Government had been providing elders with subsidised community care services. These included centre-based day care services and home-based services for elders who had difficulties in taking care of themselves;
- (b) in view of the relatively long waiting time for subsidised nursing home ("NH") places and the limited supply of places which could cater for the needs of frail elders requiring nursing care in the private market, the Government had decided to focus its efforts on increasing the provision of NH places and long-term care places offering a continuum of care ("COC"). To this end, the Government would adopt a multi-pronged approach and introduce the following new initiatives -
  - (i) increase the proportion of NH places in existing contract RCHEs;
  - (ii) purchase vacant NH places from self-financing homes; and
  - (iii) make full use of the places in existing subvented RCHEs to provide more long-term care places with COC under the conversion programme;
- (c) it was difficult to set targets for admission to subsidised residential care places as the provision of subsidised residential care places was affected by various factors;
- (d) it was worth noting that many elders on the central waiting list for subsidised residential care places were receiving different types of government subsidy/subsidised services. These subsidy and subsidised services provided elders with the necessary support and helped relieve the burden and stress of their carers. As at February 2010, of the 6 300 elders waiting for subsidised NH places, 700 elders were receiving subsidised community care services, 170 elders were staying in subvented RCHEs, 2 800 elders were staying in private/self-financing RCHEs and receiving Comprehensive

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Social Security Assistance ("CSSA"), and some 200 elders, being CSSA recipients, stayed at home and had not used any subsidised community care services;

- (e) where the elders had no specific preference for RCHEs, for instance, in terms of their location or religious background, the average waiting time for subsidised Care and Attention ("C&A") places in subvented/contract RCHEs was 14 months; and the average waiting time for subsidised C&A places under the Enhanced Bought Place Scheme was two months only;
- (f) the Social Welfare Department ("SWD") would continue to identify suitable sites for the construction of new contract RCHEs, and discuss with the contract RCHE operators the implementation plan to raise the proportion of NH places in existing contract RCHEs from 50% on average to 90% upon contract renewal or re-tendering. Apart from this, SWD had earmarked sites in 11 development projects for the construction of new contract RCHEs in the long run. These included public housing estate development projects, projects undertaken by the Urban Renewal Authority, private development projects and the development of joint-user complexes;
- (g) as stipulated under the Residential Care Homes (Elderly Persons) Ordinance (Cap. 459), no part of an RCHE should be situated at a height more than 24 metres above the ground floor owing to fire safety consideration. This imposed restrictions on site selection and the capacity of RCHEs;
- (h) the proposal of setting up small group homes for providing residential care services for the elderly required further study from the cost-effectiveness perspective. In addition, a residential care home accommodating more than five elderly residents was subject to the licensing requirements stipulated under the Residential Care Homes (Elderly Persons) Ordinance; and
- (i) as revealed in the findings of the consultancy study on residential care services for the elderly initiated by the Elderly Commission, the implementation of a voucher scheme for residential care services was likely to induce substantial demand for residential care places, resulting in premature or unnecessary institutionalisation. The Government had no intention to introduce a voucher scheme before the mature development of community care services when elders would be able to make the most appropriate choice according to their needs.

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**II. Any other business**

5. Members agreed that the next meeting would be held on 31 May 2010 to discuss the provision of community care services for persons with disabilities. Members further agreed that deputations would be invited to give views on the subject matter.

6. There being no other business, the meeting ended at 12:43 pm.

Council Business Division 2  
Legislative Council Secretariat  
4 June 2010

**Proceedings of the third meeting of the  
Subcommittee on Residential and Community Care Services  
for Persons with Disabilities and the Elderly  
on Tuesday, 27 April 2010, at 10:45 am  
in Conference Room A of the Legislative Council Building**

Time marker	Speaker(s)	Subject(s)	Action required
<i>Agenda item I – Long-term strategy for increasing the provision of subsidised residential care places for the elderly</i>			
000000 - 000735	Chairman Administration	Briefing by the Administration on the provision of subsidised residential care places for the elderly [LC Paper No. CB(2)1345/09-10(01)]	
000736 - 001439	Chairman Mr TAM Yiu-chung Administration	<p>Views of Mr TAM Yiu-chung that having regard to an ageing population and the fact that not all elders were suitable to age in place due to individuals' health conditions and living environment, the demand for residential care services would continue to increase. The Administration should formulate a long-term policy on the provision of quality subsidised residential care places at affordable fee levels, and review the unbalanced mix of different types of residential care services</p> <p>The Administration' responses -</p> <p>(a) with a rapidly ageing population and a longer life expectancy, increasing the supply of subsidised residential care services alone would not be sufficient to meet the ever-growing demand for long-term care services for the elderly; and</p> <p>(b) the Government would target limited public resources at providing subsidised residential care services to the elderly most in need, and further develop community care services to help the elderly age in place. These included centre-based day care services and home-based services for the elders who had difficulties in taking care of themselves</p>	
001440 - 002345	Mr LEUNG Yiu-chung Administration Chairman	<p>Mr LEUNG Yiu-chung's concern about the inadequate supply of and the long waiting time for subsidised residential care places for the elderly</p> <p>Mr LEUNG and the Chairman's enquiry on the specific implementation table in respect of the new initiatives set out in the Administration's paper</p> <p>The Administration's responses -</p> <p>(a) at present, the Government was providing about 26 000 subsidised places in residential care homes for the elderly ("RCHEs"), serving about 44% of all elders staying in RCHEs throughout the territory. Compared with about 16 000 subsidised places in 1997, this represented an increase of 60%. The Government's expenditure on elderly services had also risen from \$1,620 million to \$3,900 million over the period, representing an increase of 140%; and</p>	

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		(b) a table showing the projected supply of subsidised residential care places for the elderly in the coming four years was at Annex 2 of the Administration's paper	
002346 - 003234	Mr WONG Sing-chi Administration	<p>Issues raised by Mr WONG Sing-chi -</p> <p>(a) setting specific targets for admission to various types of subsidised residential care services; and</p> <p>(b) viability of setting up small group homes for providing residential care services for the elderly having regard to the difficulties in identifying suitable premises for RCHEs</p> <p>The Administration's elaboration on its multi-pronged approach to increase the provision of subsidised residential care places</p> <p>The Administration's advice that -</p> <p>(a) it was difficult to set targets for admission to subsidised residential care places as the provision of subsidised residential care places was affected by various factors. In tandem with the provision of additional places, the Administration would enhance the community care services for the elderly;</p> <p>(b) as stipulated under the Residential Care Homes (Elderly Persons) Ordinance (Cap. 459), no part of an RCHE should be situated at a height more than 24 metres above the ground floor owing to fire safety consideration. This imposed restrictions on site selection and the capacity of RCHEs; and</p> <p>(c) the proposal of setting up small group homes for providing residential care services for the elderly required further study from the cost-effectiveness perspective. In addition, a residential care home accommodating more than five elderly residents was subject to the licensing requirements stipulated in the Residential Care Homes (Elderly Persons) Ordinance</p>	
003235 - 004839	Mr IP Wai-ming Administration	<p>Mr IP Wing-ming's concern about a lack of long-term plan and targets for providing various types of residential care places for the elderly, and the provision of non-subsidised places in the new contract RCHEs</p> <p>The Administration's elaboration on the multi-pronged approach and new initiatives to increase the provision of subsidised residential care places, and the mixed modus operandi of new contract RCHEs in providing subsidised and non-subsidised places</p>	
004840 - 005806	Chairman Administration	Views of the Chairman that the Administration should project the demand for community care services and NH places so as to better plan for the additional number of residential care places to be provided in the coming years	

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		<p>The Administration's elaboration on the findings and recommendations in the consultancy study on residential care services for the elderly initiated by the Elderly Commission ("EC"), and EC's further study on possible service enhancement on community care services</p>	
005807 - 010606	Mr WONG Sing-chi Administration	<p>Mr WONG Sing-chi's reiteration on the need to set specific targets for admission to and shortening the waiting time for various types of residential care places, and his proposal of setting up small group homes for providing residential care services for the elderly</p> <p>The Administration's responses -</p> <p>(a) it was worth noting that many elders on the central waiting list for subsidised residential care places were receiving different types of government subsidy/subsidised services. These subsidy and subsidised services provided elders with the necessary support and helped relieve the burden and stress of their carers; and</p> <p>(b) as at February 2010, of the 6 300 elders waiting for subsidised NH places, 700 elders were receiving subsidised community care services, 170 elders were staying in subvented RCHEs, 2 800 elders were staying in private/self-financing places and receiving Comprehensive Social Security Assistance ("CSSA"), and some 200 elders, being CSSA recipients, staying at home and had not used any subsidised community care services before admission to NH places</p>	
010607 - 011910	Mr LEUNG Yiu-chung Administration	<p>Issues raised by Mr Leung Yiu-chung -</p> <p>(a) setting targets for allocation of additional resources for increasing the number of subsidised residential care places, particularly the provision of NH places for a specified percentage of the elderly population;</p> <p>(b) formulating a long-term plan to increase the number of and shorten the waiting time for subsidised residential care places; and</p> <p>(c) identifying suitable sites for the exclusive use of RCHEs during the development stage</p> <p>The Administration's elaboration on the efforts to increase the provision of subsidised residential care places and the current provision of subsidised residential care places. The Administration's advice that it would focus on increasing the provision of NH places and long-term care places offering a continuum of care ("COC") in the light of the relatively long waiting time for and limited supply of such places in the private market. Where the elders had no specific preference for RCHEs, for instance, in terms of their location or religious background, the average waiting time for Care and Attention ("C&amp;A") places in subvented/contract RCHEs was 14 months; and the average waiting time for subsidised C&amp;A places under the Enhanced Bought Place</p>	

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		Scheme was two months. The Social Welfare Department would liaise with the Housing Authority to earmark sites in the latter's development projects for developing welfare facilities	
011911 - 012733	Chairman Administration	<p>The Chairman's enquiry on the location and number of additional places to be provided upon the completion of the 11 development projects for the construction of new contract RCHEs</p> <p>The Administration's response that the additional provision of RCHE places under planning was subject to the progress of project planning and preparation works. As the 11 new contract RCHEs were under planning, further details would be made available in due course</p> <p>The Administration's elaboration on the progress of increasing the proportion of NH places in existing contract RCHEs and maximising surplus areas in subsidised elderly homes to provide places with COC in 2010-2011</p>	
012734 - 013424	Mr IP Wai-ming Administration	<p>Mr IP Wai-ming's concern about the implementation details of the 11 new contract RCHEs under planning</p> <p>The Administration's advice that SWD had earmarked sites in development projects (including public housing estate development projects, projects undertaken by the Urban Renewal Authority, private development projects) for the construction of new contract RCHEs. On site selection for the construction of RCHEs, accessibility was an important consideration so as to facilitate family members to pay more visits to the elders</p>	
013425 - 014743	Mr LEE Cheuk-yan Chairman Administration	<p>Mr LEE Cheuk-yan's concern about the plan for providing NH and C&amp;A places in the light of the new initiatives to increase the proportion of NH places in existing contract RCHEs</p> <p>The Administration's advice that it had decided to focus its effort on increasing the provision of NH places and long-term care places offering a COC having regard to the relatively long waiting time for subsidised NH places and the limited supply of places which would cater for the nursing needs of frail elders in the private market. Given that C&amp;A places were available in the market, the Administration would increase the proportion of NH places in existing contract RCHEs from 50% on average to 90% upon contract renewal or re-tendering</p> <p>Mr LEE's proposal for earmarking sites/premises in all new public housing development projects for the construction of new RCHEs to meet the ever-increasing demand</p> <p>The Administration's response that -</p> <p>(a) SWD maintained regular communications with the Housing Department and other relevant departments on earmarking sites and identifying vacant premises available for the provision of social welfare facilities; and</p>	

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		(b) the 11 development projects for the construction of new contract RCHEs under planning were located at Hong Kong Island (2 projects), Tsuen Wan (1 project), Yuen Long (1 project), Kwun Tong (1 project), Sha Tin (1 project) and West Kowloon (5 projects)	
014744 - 015512	Chairman Administration	<p>The Chairman's proposal for studying the feasibility of establishing a large-scale integrated nursing care home for the elderly by making reference to the Hong Kong Housing Society's Integrated Elderly Community Project in Tin Shui Wai</p> <p>The Administration's advice that accessibility of RCHEs was a primary factor for identifying suitable sites for the construction of new RCHEs, and therefore the Administration had yet to study the proposal of setting up an integrated elderly home in the remote district such as Tin Shui Wai</p> <p>The Chairman's enquiry whether the Administration would consider adopting the concept of "money following users" such that the elders and their family members could make their own choices of quality private RCHEs</p> <p>The Administration's advice that as revealed in the findings of the consultancy study on residential care services for the elderly initiated by EC, the implementation of a voucher scheme for residential care services was likely to induce substantial demand for residential care places, resulting in premature or unnecessary institutionalisation. The Administration had no intention to introduce a voucher scheme before the mature development of community care services when elders would be able to make the most appropriate choice according to their needs</p>	
015513 - 015814	Chairman Mr LEE Cheuk-yan	Date and discussion item of the next meeting	