

立法會
Legislative Council

LC Paper No. CB(2)2088/09-10
(These minutes have been
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 fourth meeting
held on Monday, 31 May 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 Alan LEONG Kah-kit, SC
Hon LEUNG Kwok-hung

Member absent : Hon IP Wai-ming, MH

Public Officers attending : Item I

Mr Stephen SUI Wai-keung
Commissioner for Rehabilitation
Labour and Welfare Bureau

Mrs Cecilia YUEN
Assistant Director of Social Welfare
(Rehabilitation and Medical Social Services)

Ms PANG Kit-ling
Chief Social Work Officer
(Rehabilitation and Medical Social Services)¹
Social Welfare Department

**Deputations
by invitation** : Item I

The Forthright Caucus

Mr Fernando CHEUNG
Chairperson

Concord Mutual-Aid Club Alliance

Mr HUI Wai-chun
Executive Officer

Hong Kong Federation of the Blind

Ms HO Suet-fun
Chairwoman

Mr TSANG Chun-yuk
Organizer

The Association of Parents of the Severely Mentally
Handicapped

Ms CHENG Yee-man
Chairman

Hong Kong PHAB Association

Ms WU Lai-man
Director, PHAB Institute

Disable Group

Mr LAM Tat-chi
Organizer

Mr LEE Ho-kan

1st Step Association

Mr LEUNG Choy-yan
Chairperson

Ms NG Yan-yee
Centre-in-charge

Hong Kong Association for Parents of Persons with Physical Disabilities

Ms HO Bo-ching
Deputy Chairman

殘疾人士成人服務大聯盟

Mr LEE Pak-ying

香港殘疾人士成人服務促進會

Mr CHAN Hok-man

殘疾人士成人服務關注組

Ms CHO Shing-yuk

殘疾之友 —— 成人服務跟進小組

Ms HO Mei-lan

Tung Wah Group of Hospitals

Mr Allan HO Kam-cheung
Assistant Superintendent

The Hong Kong Joint Council of Parents of the Mentally Handicapped

Mr CHOW Tat-pang
Social Worker

The Parents' Association of Pre-School Handicapped Children

Mrs TAN CHEUNG Kwok-chun
Executive Committee

Direction Association for the Handicapped

Mr LEE Yuen-tai
Chairman

Po Leung Kuk

Mr LAM Muk-kwan
Assistant Principal Social Services Secretary

The Hong Kong Council of Social Service

Ms Kimmy LAM
Officer

Amity Mutual Support Society

Mr CHENG Chung-yan
Honorary Advisor

Hong Kong Rehabilitation

Mr Stanley NG
Executive Director

Hong Kong Federation of Handicapped Youth

Mr Allen CHAN Kam-yuen
Vice Chairperson

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

Action

I. Community care services for persons with disabilities

[LC Paper Nos. CB(2)1618/09-10(01) to (02), CB(2)1648/09-10(01) to (03) and CB(2)1688/09-10(01) to (07)]

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

2. The Subcommittee received views from 21 deputations on the community care and support services for persons with disabilities ("PWDs"). Major views of the deputations are summarised as follows -

- (a) the Administration should formulate a long-term strategy for provision of community care and support services for PWDs;

Action

- (b) the Administration should extend the pilot scheme on home care service for persons with severe disabilities to cover all districts across the territory and persons with different types of disabilities. Some deputations expressed grave concern about the support services for adult PWDs and urged the Administration to increase the number of places of day activity centres and sheltered workshops to facilitate the adult PWDs' continued living in the community;
- (c) of the 16 District Support Centres for PWDs ("DSCs"), only two had been in operation. The slow progress was largely due to the difficulties in finding suitable premises for setting up the centres and recruiting the relevant professionals, such as clinical physiologists and physiotherapists for service delivery. Some deputations considered that the Administration should reserve sites for setting up of DSCs during the planning and development stage, provide rent allowance or rates concession to facilitate DSCs' operation in commercial buildings, and provide more training courses to increase the supply of professionals in the welfare sector;
- (d) the Administration should review the level of Disability Allowance ("DA"), including the eligibility criteria of Higher DA and the arrangement of deducting the amount of Higher DA if the recipients had been hospitalised for more than 28 days;
- (e) the Administration should review the requirement for PWDs to apply for Comprehensive Social Security Assistance ("CSSA") on a household basis; and
- (f) the Administration should consider introducing the carers allowance, providing counselling service and establishing support centres for family carers of PWDs and enhancing respite service so as to relieve the burden and stress of family carers of PWDs.

3. Members generally shared the issues of concern raised by deputations and expressed concern about the Government's plan and efforts in place to increase the provision of subsidised residential care places and community care and support services for PWDs. Having regard to the slow progress in implementing the 16 DSCs, members considered that the Administration should identify and reserve suitable sites for setting up of welfare facilities and project staffing requirement, in particular professional personnel, prior to the implementation of new service initiatives. Additional provision should be sought from the Lotteries Fund for enhancing the support services for PWDs. To enable PWDs to fully integrate into the community, members also appealed to the Administration to expedite the implementation of Integrated Community Centres for Mental Wellness ("ICCMWs") service mode throughout the territory and extend the pilot scheme on

Action

home care service for persons with severe disabilities to persons with different types of disabilities in all districts across the territory.

4. In the light of the financial burden of non-CSSA PWDs and their family carers, Mr LEUNG Yiu-chung urged the Administration to review the levels of DA and the requirement for PWDs to apply for CSSA on a household basis.

5. The Administration made the following responses -

- (a) it planned to introduce the Residential Care Homes (Persons with Disabilities) Bill into the Legislative Council within the 2009-2010 legislative session to provide for the control of residential care homes for PWDs through a licensing system. In tandem with the legislative proposal, the Administration would seek funding allocation from the Lotteries Fund to introduce the Pilot Bought Place Scheme for private RCHDs in 2010-2011 to encourage the private RCHD operators to enhance their service quality, prior to the implementation of the statutory licensing system;
- (b) it would endeavour to secure premises for setting up of 16 DSCs expeditiously to provide PWDs and their family members/carers with one-stop community support services which aimed at enhancing the domestic and community living skills of PWDs, and thereby facilitating their integration into the community. DSCs also provided training and support services to the family members/carers of PWDs so as to strengthen their caring capacity and to relieve their stress. Two DSCs had been in operation on premises secured since May 2010, five centres were under renovation, sites for three centres had been earmarked in the public housing estate development projects and the remaining six were under planning;
- (c) in light of the successful experience of the pilot operation of ICCMW in Tin Shui Wai, the Social Welfare Department ("SWD") had secured additional annual provision of about \$70 million to expand the integrated service mode across the territory within 2010-2011;
- (d) an interim review and a final review would be conducted to consider whether the pilot scheme on home based services for severe disabilities should be extended to other districts and other service targets in the light of its operational experience;
- (e) a total of some 16 400 places were provided for day training and vocational rehabilitation services. There would be an additional 290 places of day training and 420 places of vocational rehabilitation services in the coming two years;

Action

- (f) DA was non-means-tested, which aimed to meet the specific needs of PWDs and not their basic needs. If PWDs faced financial hardship, they could apply for CSSA. As to non-CSSA disabled persons with financial difficulties, they could apply to the Hospital Authority ("HA") for medical fee waiver, and funding schemes such as the Yan Chai Tetraplegic Fund;
- (g) under the Enhancing Employment of People with Disabilities through Small Enterprise Project, seed money was provided to non-governmental organisations to set up small social enterprise projects with a view to creating job opportunities for and enhancing the employment of PWDs. As at end of May 2010, some \$36 million had been granted and about 500 jobs had been created for PWDs; and
- (h) to alleviate the shortage of nurses in the welfare sector, SWD, in collaboration with HA, had been funding and launching the Enrolled Nurse (General) / Enrolled Nurse (Psychiatric) Training Programme for the Welfare Sector (the Training Programme) since 2006. The trainees of the Training Programmes were required to work in the welfare sector for not less than two years after graduation. A total of six batches of the Training Programmes had been organized.

II. Any other business

Discussion items of the next meetings

6. The Chairman said that the Subcommittee would discuss the community care and support services for the elderly at the next meeting in June 2010. Owing to time constraints, the Subcommittee might consider discussing the following issues raised at the meeting at the meeting scheduled for 13 July 2010 –

- (a) support services for family carers of PWDs;
- (b) identification of suitable premises for setting up of welfare facilities for PWDs;
- (c) support services for low-income families, such as fees and charges for community care and support services for PWDs;
- (d) progress of the implementation of ICCMWs and the pilot scheme on home care service for persons with severe disabilities; and
- (e) review of the level of DA and the requirement of PWDs to apply for CSSA on a household basis.

Action

7. There being no other business, the meeting ended at 1:04 pm.

Council Business Division 2
Legislative Council Secretariat
16 July 2010

**Proceedings of the fourth meeting of the
Subcommittee on Residential and Community Care Services
for Persons with Disabilities and the Elderly
on Monday, 31 May 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 – Community care services for persons with disabilities</i>			
000000 - 000448	Chairman	Welcoming remarks	
000449 - 000829	The Forthright Caucus	<p>Presentation of views as detailed in its submission [LC Paper No. CB(2)1688/09-10(01)]</p> <p>Concerns raised including the long waiting time for subsidised community care services, the concrete timetable for full implementation of the 16 District Support Centres for PWDs ("DSCs"), and lack of long-term policy and communication with service users in delivering support services to meet their actual needs</p>	
000830 - 001212	Chairman Concord Mutual-Aid Club Alliance	View that the Administration lacked long-term mental health policy and measures to facilitate ex-mentally ill persons to integrate into the community, not to mention support services for their family carers; the Administration should reserve sites for DSCs and RCHDs during the planning stage in the light of difficulties in identifying suitable premises for the purpose, and review the requirement of PWDs to apply for CSSA on a household basis	
001213 - 001550	Chairman Hong Kong Federation of the Blind	<p>Presentation of views [LC Paper No. CB(2)1688/09-10(01)]</p> <p>Concern about the completion date of the review of the system for processing Disability Allowance ("DA") application; urged for a review of the rates of DA and the eligibility criteria for Higher DA ("HDA")</p>	
001551 - 001936	The Association of Parents of the Severely Mentally Handicapped	<p>Presentation of views [LC Paper No. CB(2)1663/09-10(01)]</p> <p>Request for extending the pilot scheme on home care service for persons with severe disabilities to all districts and PWDs with different types of disabilities. To facilitate PWDs' continued living in the community, the Administration should consider relaxing the approving criteria for the Hospital Authority ("HA") medical fee waiver, introducing a special grant under DA for meeting the specific caring needs of PWDs and providing financial support for family carers. It also objected to the arrangement of deducting the amount of HDA if the recipients had been hospitalised for more than 28 days</p>	
001937 - 002318	Hong Kong PHAB Association Chairman	Request for establishing an interdepartmental working group to formulate a comprehensive plan for community care services for PWDs and their family carers, increasing the places of day care centre and residential respite service, as well as introducing a carers' allowance	

Time marker	Speaker(s)	Subject(s)	Action required
002319 - 002711	Chairman Disable Group	Elaboration of the difficulties faced by adult tetraplegic patients in hiring personal carers under the Enhanced Care and Attention Allowance of the CSSA Scheme, such as leave relief, and the limited residential respite service places	
002712 - 003237	Chairman 1 st Step Association	Concern about the opening and service details of the 16 DSCs, the quality and service delivery mode of existing community care services in meeting the specific needs of PWDs, and SWD frontline staff's inadequate knowledge of the Enhanced Care and Attention Allowance of the CSSA Scheme Elaboration of financial burden of non-CSSA PWDs e.g. expenses for escort service and transportation fares	
003238 - 003647	Hong Kong Association for Parents of Persons with Physical Disabilities	Presentation of views [LC Paper No. CB(2)1688/09-10(02)] Elaboration of the difficulties faced by persons with physical disabilities to live in the community; Call upon a review of the DA system, in particular the arrangement of deducting the amount of HDA after the hospitalisation of the recipients, the requirement for PWDs to apply for CSSA on a household basis and the eligibility criteria for medical fee waiver	
003648 - 003959	殘疾人士成人服務大聯盟	Presentation of views [LC Paper No. CB(2)1688/09-10(03)] Concern that the existing community care services were inadequate for adults with intellectual disability to facilitate them to live in the community, and the services and activities to be provided by DSCs Request for increasing the places of sheltered workshops, setting up parents support centres to provide emotional support and counselling service for family carers of PWDs and providing outreaching physiotherapy services to PWDs	
004000 - 004301	香港殘疾人士成人服務 促進會	Presentation of views [LC Paper No. CB(2)1688/09-10(04)] The Administration should come up with a long-term strategy for the provision of support services for PWDs, increase the places of Day Activity Centres ("DACs") and sheltered workshops for adult PWDs, assist NGOs to carry out social enterprise projects to enhance employment of PWDs, and provide outreaching services to PWDs' families to relieve their stress	
004302 - 004711	殘疾人士成人服務關注 組	Presentation of views [LC Paper No. CB(2)1688/09-10(05)] Request for increasing the places and enhancing services of DACs and sheltered workshops, early implementation of the 16 DSCs, and extending the service hours and increasing the places of DSC in Yuen Long and Tin Shui	

Time marker	Speaker(s)	Subject(s)	Action required
		Wai, as well as increasing the places of residential respite service so as to relieve the stress of family carers	
004712 - 004949	殘疾之友 —— 成人服務跟進小組	<p>Presentation of views [LC Paper No. CB(2)1688/09-10(06)]</p> <p>Request for increasing the places of DACs and sheltered workshops for adult PWDs, increasing outreaching occupational therapy services and providing outreaching employment support for PWDs</p>	
004950 - 005345	Tung Wah Group of Hospitals	Highlights on the difficulties faced by DSC operators in identifying suitable premises and recruiting professionals such as clinical psychologists and physiotherapists. The Administration should provide service providers with complementary support measures including premises, manpower and subventions in implementing new service initiatives.	
005346 - 005551	The Hong Kong Joint Council of Parents of the Mentally Handicapped	The service hours and activities of DSCs did not suit the need of those PWDs who were working. Request for adopting case management approach to look after the specific needs of persons with mental disabilities staying in the community	
005552 - 005917	The Parents' Association of Pre-School Handicapped Children	<p>Presentation of views [LC Paper No. CB(2)1648/09-10(01)]</p> <p>Strongly request the Subcommittee to follow up on the provision of day care and support services for adult PWDs to relieve the stress of family carers</p>	
005918 - 010244	Direction Association for the Handicapped	<p>Presentation of views [LC Paper No. CB(2)1688/09-10(07)]</p> <p>Concern about the slow progress in implementing the 16 DSCs as a result of the complicated local consultation process on the location of DSCs. The Administration should reserve venues for setting up DSCs during the planning stage</p> <p>Request for extending the service hours and frequencies of home care service for PWDs to facilitate them to live in the community; providing emergency support; reviewing the requirement of applying for CSSA on a household basis and the eligibility criteria for medical fee waiver</p>	
010245 - 010546	Po Leung Kuk	Highlights on the difficulties faced by service operators in (a) recruiting professional e.g. clinical psychologists and physiotherapists to provide community care and support services for PWDs; and (b) identifying suitable premises in the light of the local consultation process involved and site constraints. Consideration be given to offering rent assistance in the short term while the operators were finding suitable venues	
010547 - 010912	The Hong Kong Council of Social Service	Presentation of views [LC Paper No. CB(2)1663/09-10(02)]	

Time marker	Speaker(s)	Subject(s)	Action required
		<p>The Administration should (a) provide more assistance to DSCs, e.g. stepping up public education to arouse general acceptance of the centres, and identifying suitable premises for setting up DSCs and providing rent allowance/rates concessions to facilitate DSCs' operation in commercial buildings; (b) provide more training courses so as to increase the supply of nurses, clinical psychologists and physiotherapists for the welfare sector; (c) enhance community care services e.g. providing such services at night time and extending the pilot scheme on home based services for severe disabilities; and (d) formulate a long-term strategic planning for PWD services</p>	
010913 - 011220	Amity Mutual Support Society	<p>Presentation of views [LC Paper No. CB(2)1648/09-10(02)]</p> <p>The Administration should enhance long-term support services for ex-mentally ill persons and fill the existing service gap so as to facilitate them to live in the community, e.g. the provision of supported housing</p>	
011221 - 011414	Hong Kong Rehabilitation	The Administration should enhance home care services for adults with physical disabilities	
011415 - 011813	Hong Kong Federation of Handicapped Youth	Urging the Administration to expedite the introduction of the Residential Care Homes (Persons with Disabilities) Bill ("the Bill") and the Pilot Bought Place Scheme to enhance the quality of private RCHDs and increase the supply of RCHD places; to enhance the community care services for PWDs while they were waiting for subsidised RCHD places	
011814 - 013502	Chairman Administration	<p>The Administration's responses -</p> <p>(a) it planned to introduce the Bill into the Legislative Council within the 2009-2010 legislative session, and would seek funding allocation from the Lotteries Fund ("LF") for implementing the Pilot Bought Place Scheme for private RCHDs in 2010-2011;</p> <p>(b) it would endeavour to secure premises for set up of 16 DSCs expeditiously through the re-engineering of existing community support services to better cater for the needs of persons with different types of disabilities and provide them with services in a one-stop manner;</p> <p>(c) in light of the successful experience of the pilot operation of Integrated Community Centre for Mental Wellness ("ICCMW") in Tin Shui Wai, SWD had secured additional annual provision of about \$70 million to expand the integrated service mode across the territory within 2010-2011;</p> <p>(d) DA was non-means-tested, which aimed to meet the specific needs of PWDs and not their basic needs. If PWDs faced financial hardship, they could apply for CSSA. As to non-CSSA disabled persons with financial difficulties, they could apply to HA for</p>	

Time marker	Speaker(s)	Subject(s)	Action required
		<p>medical fee waiver, and funding schemes such as the Yan Chai Tetraplegic Fund;</p> <p>(e) an interim review and a final review would be conducted to consider whether the pilot scheme on home based services for severe disabilities should be extended to other districts and service targets in the light of its operational experience;</p> <p>(f) a total of some 16 400 places were provided for day training and vocational rehabilitation services. There would be an additional 290 places of day training and 420 places of vocational rehabilitation services in the coming two years;</p> <p>(g) under the Enhancing Employment of People with Disabilities through Small Enterprise Project, seed money was provided to NGOs to set up small social enterprise projects with a view to creating job opportunities for and enhancing the employment of PWDs; and</p> <p>(h) to alleviate the shortage of nurses in the welfare sector, SWD, in collaboration with HA, had been funding and launching the Enrolled Nurse (General) / Enrolled Nurse (Psychiatric) Training Programme for the Welfare Sector (the Training Programme) since 2006. The trainees were required to work in the welfare sector for not less than two years after graduation. A total of six batches of the Training Programmes had been organized.</p>	
013503 - 013535	Chairman	Extension of the meeting for 15 minutes	
013536 - 014146	Chairman Mr Alan LEONG Administration	<p>Mr Alan LEONG's concern about the resources and manpower for providing adequate care and support services for PWDs to integrate into the community, notwithstanding that a series of such services were provided to PWDs and their family carers</p> <p>The Administration's advice that the policy objectives were to make available training and support to PWDs according to their needs, enable them to continue living independently at home and integrate into the community. It would endeavour to bid for additional resources for such services and maintain close contact with other relevant bureaux and the University Grant Committee on manpower projection for professional personnel in the welfare sector</p>	
014147 - 014639	Mr TAM Yiu-chung Administration	<p>Issues raised by Mr TAM Yiu-chung -</p> <p>(a) the viability of providing training courses by the Vocational Training Council for paramedical staff in the welfare sector;</p> <p>(b) additional provision from LF should be sought for enhancing support services for PWDs; and</p> <p>(c) in view of the difficulties encountered in soliciting local support for setting up RCHDs and DSCs,</p>	

Time marker	Speaker(s)	Subject(s)	Action required
		<p>SWD should take the initiative to identify suitable sites at the planning and development stage</p> <p>The Administration's responses -</p> <p>(a) apart from the recurrent funding, \$163 million had been earmarked under LF to launch the pilot scheme on home based services for severe disabilities and \$64 million for the implementation of the Pilot Bought Place Scheme for RCHDs; and</p> <p>(b) the Administration would continue to step up its efforts in identifying new resources and suitable sites for setting up new RCHDs and DSCs. Apart from converting vacant premises into residential care homes, SWD had earmarked sites in development projects (including public housing estate development projects, projects undertaken by the Urban Renewal Authority) for the setting up of welfare facilities, including RCHDs and DSCs in the long run</p>	
014640 - 015148	Mr LEUNG Kwok-hung	Views of Mr LEUNG Kwok-hung that the provision of community care and support services for PWDs was far from adequate to meet the actual demand	
015149 - 015752	Mr LEUNG Yiu-chung Administration Chairman	<p>Issues raised by Mr LEUNG Yiu-chung -</p> <p>(a) specific targets should be in place for shortening the waiting time for various types of residential care services for PWDs; and</p> <p>(b) reviews should be conducted in respect of the requirement for PWDs to apply for CSSA on a household basis and the levels of DA to relieve the financial burden of family carers</p> <p>The Administration's responses -</p> <p>(a) while the Administration endeavoured to increase the supply of subsidised residential care places, it was no easy task to set specific targets as the provision of subsidised residential care places was affected by various factors; and</p> <p>(b) members' views on (b) above would be conveyed to the relevant teams for consideration</p>	
015753 - 020240	Mr LEE Cheuk-yan	The Administration should demonstrate its commitment in increasing the provision of residential care places and support services for PWDs by earmarking sites for welfare facilities at the development stage and providing more training courses to increase manpower supply in the welfare sector. Consideration should also be given to extending the Pilot Bought Place Scheme for RCHDs and the pilot scheme on home care service for persons with severe disabilities to all districts across the territory and persons with different types of disabilities	

Time marker	Speaker(s)	Subject(s)	Action required
020241 - 020418	Chairman Hong Kong Association for Parents of Persons with Physical Disabilities	Concerns about the inadequate supply of RCHD places, the high wastage rates of RCHD staff and the requirement of PWDs to apply for CSSA on a household basis	
020419 - 020536	The Parents' Association of Pre-School Handicapped Children	Eligibility criteria for the pilot scheme on home care service for persons with severe disabilities	
020537 - 020647	1 st Step Association	Concern about the services to be provided by DSCs, the requirement of PWDs to apply for CSSA on a household basis and the inadequate home care services for PWDs	
020648 - 020752	Concord Mutual-Aid Club Alliance	Request for more communication platforms among PWDs, stakeholders and the Administration	
020753 - 020827	The Forthright Caucus	Concrete timetable for the full implementation of the 16 DSCs, the 18 ICCMWs and clearing the waitlisting situation of subsidised RCHD places	
020828 - 021155	Administration	The Administration's reiteration of the new service initiatives for PWDs	
021156 - 021441	Chairman	Suggestions made by the Chairman - (a) SWD should seek allocation from LF to provide additional resources for NGOs to employ paramedical staff to implement DSCs and ICCMWs, so that the operators could offer more competitive salaries to recruit staff; and (b) SWD should conduct consultation to collect views from the service providers, users and self-help groups on the services and activities to be provided by DSCs, ICCMWs and the pilot scheme on home care service for persons with severe disabilities	
021442 - 021715	Chairman	Issues to be followed up at future meetings	