

立法會 *Legislative Council*

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Panel on Welfare Services

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

**Minutes of the fifth meeting
held on Monday, 28 June 2010, at 10:45 am
in the Chamber 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
Hon Alan LEONG Kah-kit, SC
Hon LEUNG Kwok-hung

Member attending : Hon Albert HO Chun-yan

Public Officers attending : Item I
Ms Betty HO
Principal Assistant Secretary for Labour and Welfare
(Welfare) 3

Mrs Kathy NG
Assistant Director of Social Welfare (Elderly)

**Attendance by : Item I
invitation**

The Elderly Services Association of Hong Kong

Ms LI Fai
Chairman

Hong Kong Evergreen Association of the Elderly

Mr LO Wei-guy
Vice Chief Secretary

Community Care and Nursing Home Workers
General Union

Ms CHEUNG Wai-ling
Chairperson

Hong Kong Confederation of Trade Unions Social
Service Unions Committee

Mr CHENG Ching-fat
Member

Hong Kong Association of Gerontology

Ms Stella CHEUNG
Executive Director

The Salvation Army Carer Association

Ms CHAN Fat-chun
Chairperson

Miss CHAN Man-sing
Social Worker

Hong Kong Psychogeriatric Association

Ms Anita WONG Yiu-ming
Vice President

Ms Winnie LUI Kwok-ying
Director

長者政策監察聯席

Mr HO Ping-chiu

Kwai Chung Estate Residents' Right Concern Group

Mr CHANG Biu
Chairman

Chinese Grey Power

Mr WONG Sing-yu
Committee Member

Ms CHEUNG Man-wai
Organiser

Alliance for Universal Pension

Mr AU YEUNG Kwun-tung
Organizer

Association for the Rights of the Elderly (A.R.E.)

Ms Brenda SO
Chairperson

Labour-welfare Group of Democratic Party

Mr LO Kin-hei
Member

The Hong Kong Council of Social Service

Miss Grace CHAN Man-yeo
Chief Officer (Elderly Service)

Grassroots Development Centre

Ms WONG Ling-hei
Member

Democratic Alliance for Betterment of Hong Kong and Progress of Hong Kong

Ms SIU Ka-yi
Deputy Spokesperson of Welfare Services

**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 the elderly

[LC Paper Nos. CB(2)1868/09-10(01) to (03), CB(2)1911/09-10(01) to (02),
CB(2)1928/09-10(01) and CB(2)1944/09-10(01) to (04)]

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

2. The Subcommittee received views from 12 deputations on the community care services for the elderly. Major views of the deputations are summarised as follows -

- (a) while supporting the Government's elderly care policy of ageing in place, most deputations were concerned that the provision of the residential care services and community care services for the elderly was far from adequate to meet an ever increasing demand arising from the ageing population. The Administration should step up its efforts in enhancing the services and relieving the waitlisting situation. It should also formulate a long-term strategy for the provision of community care services for the elderly according to the users' needs and ensure that the community care services should be allocated to those who were most in need of the services;
- (b) the Administration should further develop community care services for the elderly through the participation of the private sector, and consider introducing a voucher scheme for community care services so as to allow the elderly to choose the types of services that most met their needs;
- (c) the Administration should consider introducing a carers allowance so as to relieve the burden and stress of family carers of the elderly;
- (d) given that the impairment level and care needs of elders who were on the waiting list for subsidised residential care services were assessed under the Standardised Care Need Assessment Mechanism for Elderly Services ("SCNAMES"), some deputations urged the Administration to review SCNAMES expeditiously with a view to improving the assessment mechanism; and

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- (e) the Administration should take note of the increasing trend of employing temporary staff and casual workers in the provision of community care services, bearing in mind this would affect adversely the quality of services provided to the elderly.

3. Members generally agreed with the direction of promoting "ageing in place" and considered that the Administration should come up with measures to meet the long-term care needs of the elderly. Mr IP Wai-ming, Mr LEUNG Yiu-chung and Mr LEE Cheuk-yan urged the Administration to actively consider introducing a carers allowance so as to relieve the burden and stress of the family carers in taking care of the frail elders. Mr LEE Cheuk-yan and Mr LEUNG Kwok-hung further cautioned that the provision of residential care services for the elderly could not be replaced with the community care services and the Administration should step up its efforts to relieve the waitlisting situation of residential care services and community care services for the elderly.

4. In the light of the views of deputations and members, Principal Assistant Secretary for Labour and Welfare (Welfare)3 ("PAS(W)3") said that the Government provided a range of subsidised centre-based and home-based community care services to help elders with long-term care needs age in place. This apart, the Government had introduced a number of new initiatives to support elders to continue to live in the community, viz. the District-based Scheme on Carer Training, the Integrated Discharge Support Trial Programme for Elderly Patients, the Home Environment Improvement Scheme for the Elderly and the Pilot Scheme on Home Care Services for Frail Elders ("Pilot Scheme"). PAS(W)3 elaborated on the three-year Pilot Scheme which would provide a new package of intensive and tailor-made home care services for frail elders, so as to better serve their special needs and help relieve the pressure of their carers. There would be an interim review to be followed by an overall review upon the completion of the Pilot Scheme. If the review findings of the Pilot Scheme were encouraging, the Administration would consider financing the projects under recurrent funding and extending the scheme to other districts after the three-year pilot period.

5. PAS(W)3 said that while ageing in place was the Government's policy objective, residential care places would continue to be provided to those elders who were in need of such services. Further development of community care services would encourage elders to age in place and thus avoid premature and unnecessary institutionalisation. Issues relating to the feasibility of introducing a licensing scheme and a voucher scheme for community care services, and the need for a review of SC NAMES would be covered in the consultancy study led by the Elderly Commission in the context of possible service enhancement on community care services with a view to further encouraging elders to age in place and thus avoid premature and unnecessary institutionalisation.

Action

6. PAS(W)3 further said that the Government fully recognised that family carers played a crucial role in supporting elders who aged in place. Therefore, in designing the service model and content of the Pilot Scheme, the Administration would look at the needs of the elders and their family carers as a whole, so as to maximise the care capability of the carers, instead of allocating services to elders only according to their physical conditions and care needs. In addition, the launch of the District-based Scheme on Carer Training in October 2007 provided funding for District Elderly Community Centres to partner with community organisations in their districts in organising carer training programmes. The aim was to enhance carers' capability through training so as to alleviate their stress resulting from taking care of elders. As regards the proposal for providing an allowance to family carers, PAS(W)3 advised that this would require thorough and careful consideration in view of the fact that impaired elders required various kinds of care services which would better be met by care professionals of residential and community care services.

II. Any other business

7. The Chairman said that the Subcommittee would discuss the implementation of the Integrated Community Centre for Mental Wellness and the update on Pilot Scheme on Home Care Services for Persons with Severe Disabilities at the next meeting to be held on 13 July 2010.

8. The Chairman further said that the review of SC NAMES would be discussed in the next legislative session.

9. There being no other business, the meeting ended at 1:05 pm.

Council Business Division 2
Legislative Council Secretariat
11 August 2010

**Proceedings of the fifth meeting of the
Subcommittee on Residential and Community Care Services
for Persons with Disabilities and the Elderly
on Monday, 28 June 2010, at 10:45 am
in the Chamber of the Legislative Council Building**

Time marker	Speaker(s)	Subject(s)	Action required
<i>Agenda item I – Community care services for the elderly</i>			
000000 - 000811	Chairman	Opening remarks	
000812 - 001146	The Elderly Services Association of Hong Kong	<p>Presentation of views as detailed in the submission [LC Paper No. CB(2)1944/09-10(01)]</p> <p>The Administration should further develop community care services for the elderly through the participation of private operators. Specifically, private residential care homes for the elderly ("RCHEs") were considered appropriate to provide one-stop support services for the elderly given that such homes were equipped with the necessary skills and personnel in taking care of the elderly.</p> <p>The Administration should consider introducing a voucher scheme for residential and community care services</p>	
001147 - 001514	Hong Kong Evergreen Association of the Elderly	The Administration should consider engaging RCHEs in delivering community care services, set performance standards and fee levels for the services, as well as study the feasibility of introducing a voucher scheme for community care services	
001515 - 001832	Community Care and Nursing Home Workers General Union	Concerned that inadequate training and low pay for temporary staff engaged in the delivery of home care services had resulted in work-related injuries and substandard services	
001833 - 002127	Hong Kong Confederation of Trade Unions Social Service Unions Committee	<p>The Administration should ensure that community care services should be provided to those with genuine needs and prevent abuse of using such services.</p> <p>Concern about the increasing trend of engaging temporary staff in the delivery of community care services</p>	
002128 - 002439	Hong Kong Association of Gerontology	Suggestions to improve the Standardised Care Need Assessment Mechanism for Elderly Services ("SCNAMES") and the existing community care services for the elderly as detailed in the submission [LC Paper No. CB(2)1911/09-10(01)]	
002440 - 002749	The Salvation Army Carer Association	<p>Presentation of views as detailed in the submission [LC Paper No. CB(2)1868/09-10(03)]</p> <p>Suggestions for (a) introducing a carers allowance and ageing in place allowance, (b) enhancing the community care services such as extending the service hours and strengthening staff training, and (c) establishing a barrier-free society</p>	

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002750 - 003101	Hong Kong Psychogeriatric Association	<p>Presentation of views as detailed in the submission [LC Paper No. CB(2)1911/09-10(02)]</p> <p>In addition to the elderly care policy to enable ageing in place, the Administration should promote the principles of shared responsibility and co-payment in caring for the ageing population. The Administration should also study the introduction of a voucher scheme for community care services, the provision of carers allowance and outreaching home-based psychogeriatric care</p>	
003102 - 003453	長者政策監察聯席	<p>Presentation of views as detailed in the submission [LC Paper No. CB(2)1928/09-10(01)]</p> <p>The Administration should formulate a long-term strategy for elderly care and fully implement various community care services for the elderly to ensure that elders with long-term care needs could age in the community as well as increase the provision of subsidised RCHE places</p>	
003454 - 003655	Kwai Chung Estate Residents' Right Concern Group	Concern about the inadequate supply of subsidised RCHE places to meet the demand of the large number of waitlistees	
003656 - 004042	Chinese Grey Power	Urging the Administration to consider joint applications from "co-residing elders" for subsidised RCHE places and priority allocation of RHCE places to those with imminent needs	
004043 - 004410	Alliance for Universal Pension	<p>Presentation of views as detailed in the submission [LC Paper No. CB(2)1944/09-10(04)]</p> <p>Concerned that some elders were unable to age in the community due to a lack of financial means and urged for the introduction of a universal retirement protection scheme</p>	
004411 - 004725	Association for the Rights of the Elderly (A.R.E.)	<p>Presentation of views as detailed in the submission [LC Paper No. CB(2)1944/09-10(03)]</p> <p>The Administration should (a) review SC NAMES expeditiously; (b) formulate a long-term strategy for provision of community care services for the elderly according to the users' needs; (c) consider implementing a non-means-tested voucher scheme for community care services for the elderly; and (d) implement "ageing mainstreaming" in formulating policy</p>	
004726 - 005052	Labour-welfare Group of Democratic Party	The Administration should (a) allocate additional resources for the provision of community care services for the elderly; (b) provide carers allowance to relieve the burden and stress of family carers of the elderly; (c) review the requirement of the elderly to apply for Comprehensive Social Security Assistance on a household basis; and (d) promote active ageing	

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005053 - 005408	The Hong Kong Council of Social Service	<p>Presentation of views as detailed in the submission [LC Paper No. CB(2)1944/09-10(02)]</p> <p>The Administration should address the problems cited in the submission; diversify the service providers of community care services through the participation of social enterprises and private operators; adopt a case management approach in the provision of community care services for the elderly; and formulate the long-term strategy for provision of such services</p>	
005409 - 005626	Grassroots Development Centre	The Administration should allocate more resources to enhance the quality and standards of the community care services for the elderly	
005627 - 005926	Democratic Alliance for Betterment of Hong Kong and Progress of Hong Kong	The Administration should enhance the residential care services and community care services for the elderly to meet their specific needs and relieve the waitlisting situation for both services	
005927 - 010233	Chairman Administration	The Administration's elaboration on the existing community care services and the new initiatives introduced to support elders to continue to live in the community including the Pilot Scheme on Home Care Services for Frail Elders ("Pilot Scheme"), as detailed in the Administration's paper	
010234 - 010820	Chairman Mr IP Wai-ming Administration	<p>Mr IP Wai-ming's concern whether the Administration would consider introducing a carers allowance and providing complementary measures such as skills training and psychological support to the family carers of frail elders so as to relieve their burden and stress</p> <p>The Administration's response -</p> <ul style="list-style-type: none"> (a) family carers played a crucial role in supporting elders who aged in place. Therefore, in designing the service model and content of the Pilot Scheme, the Administration would look at the needs of the elders and their family carers as a whole, so as to maximise the care capability of the carers, instead of allocating services to elders only according to their physical conditions and care needs; and (b) the District-based Scheme on Carer Training launched in October 2007 provided funding for District Elderly Community Centres to partner with community organisations in their districts in organising carer training programmes. The aim was to enhance carers' capability through training so as to alleviate their stress resulting from taking care of the elders 	
010821 - 011623	Mr LEUNG Kwok-hung Administration Chairman	<p>Mr LEUNG Kwok-hung's enquiry about the unit cost of subsidised residential care places and community care services, and he cautioned that the provision of residential care services for the elderly could not be replaced with the community care services</p> <p>The Administration's response -</p>	

Time marker	Speaker(s)	Subject(s)	Action required
		<ul style="list-style-type: none"> (a) the unit cost of subsidised RCHE places was in the region of \$6,000 to \$8,000. The respective unit cost of centre-based day care services to frail elders and the Home Environment Improvement Scheme for the Elderly were \$5,500 and in the region of \$3,000 to \$4,000; and (b) while ageing in place was the policy objective, residential care places would continue to be provided to those who were in need of such services. Further development of community care services would encourage elders to age in place and thus avoid premature and unnecessary institutionalisation. SC NAMES was in place to assess the impairment level and care needs of elders who were on the waiting list for subsidised residential care services 	
011624 - 012316	Chairman Mr Alan LEONG Administration	<p>Mr Alan LEONG's enquiry about the criteria for assessing the effectiveness of the Pilot Scheme and the Integrated Discharge Support Trial Programme for Elderly Patients ("Trial Programme")</p> <p>The Administration's response -</p> <ul style="list-style-type: none"> (a) elders who joined the Pilot Scheme would remain on the waiting list for subsidised RCHE places. There would be an interim review to be followed by an overall review upon the completion of the Pilot Scheme. If the review findings of the Pilot Scheme were encouraging, the Administration would consider financing the projects under recurrent funding and extending the scheme to other districts after the three-year pilot period; and (b) the three-year Trial Programme was launched in collaboration with the Hospital Authority to provide timely support to elderly hospital dischargees and their carers so as to help the elders recuperate at home. Upon the completion of the Trial Programme, the Government and the Elderly Commission ("EC") would evaluate its effectiveness and consider the way forward 	
012317 - 012924	Mr LEUNG Yiu-chung Administration Chairman	<p>Mr LEUNG Yiu-chung's concern whether the Administration would consider introducing carers allowance to family carers to relieve their burden and stress</p> <p>The Administration's response that the proposal for providing an allowance to the family carers would require thorough and careful consideration in view of the fact that impaired elders required various kinds of care services which would better be met by care professionals of residential and community care services</p>	

Time marker	Speaker(s)	Subject(s)	Action required
012925 - 013550	Mr TAM Yiu-chung Chairman Administration	<p>Mr TAM Yiu-chung's views that the provision of community care services for the elderly was far from adequate to meet the demand, and the Administration should step up its efforts to enhance the services and relieve the waitlisting situation</p> <p>The Administration's response that a number of new initiatives had been introduced to support elders ageing in the community. Additional day care places and home-based care services would be provided, particularly in districts with relatively large number of elderly population. As for frail elders, they could make use of the Enhanced Home and Community Care Service and Integrated Home Care Services almost immediately if they so wished, and the average waiting time was about one month. There were currently 4 699 service places in total and some 4 400 frail elders were using such services</p>	
013551 - 014403	Mr LEE Cheuk-yan Chairman Administration	<p>Issues raised by Mr LEE Cheuk-yan -</p> <ul style="list-style-type: none"> (a) the provision of residential care services could not be replaced with community care services; (b) need for introducing three different pilot schemes for providing care services to frail elders to support them ageing in the community; and (c) training and support for carer-helpers to deliver the home-based care services for frail elders <p>The Administration's response that the various new initiatives in place sought to fill the service gap and complement each other. Specific home care services would be provided to frail elders having regard to their conditions and the level and intensity of care they required. An elderly-oriented case management service approach would be adopted, under which the responsible case manager and his multi-disciplinary team would draw up a personal care plan (including the types and number of hours of services) for each elder having regard to his actual conditions.</p>	
014404 - 015741	Chairman Administration	<p>The Administration's response to the Chairman's enquiries -</p> <ul style="list-style-type: none"> (a) issues relating to the feasibility of introducing a licensing scheme for community care services, the provision of carers allowance, and the need for a review of SC NAMES would be covered in the consultancy study led by EC in the context of possible service enhancement on community care services with a view to further encouraging elders to age in place and thus avoid premature and unnecessary institutionalisation; (b) the Administration would review the effectiveness of the pilot schemes, including the mode of service delivery and service hours, and then consider the way forward; 	

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		<ul style="list-style-type: none"> (c) it considered inappropriate to make public the waitlisting situation for community care services by districts given that the monthly turnover fluctuated greatly in individual districts, as this would disseminate incomplete information to the waitlistees. Nonetheless, the Administration was mindful of the demand of specific districts; (d) the Pilot Scheme would service about 300 frail elders in a year, and the unit cost would be higher than the existing Enhanced Home and Community Care Service and Integrated Home Care Services for frail elders; and (e) the staffing provision for community care services was deployed by the service operators according to individual elders' actual conditions 	
015742 - 020217	Chairman Mr LEUNG Kwok-hung Administration	<p>Extension of the meeting for 15 minutes</p> <p>Mr LEUNG Kwok-hung's views that the Administration should have a long-term plan to provide adequate training and support to the family carers of the elderly</p>	
020218 - 020538	Mr LEE Cheuk-yan Community Care and Nursing Home Workers General Union Chairman	Mr LEE Cheuk-yan's concern about the staffing establishment of the organisations which provided community care services for the elderly	
020539 - 020758	Chairman Chinese Grey Power	Reiteration of the dissatisfaction at the insufficient subsidised RCHE places and community care services for the elderly	
020759 - 020913	Alliance for Universal Pension Chairman	Reiteration of the need for a universal retirement protection scheme	
020914 - 021059	The Salvation Army Carer Association	Request for making public the waitlisting situation and reiteration of the need to introduce carers allowance	
021100 - 021202	Hong Kong Psychogeriatric Association	Need to integrate different types of community care services	
021203 - 021306	The Hong Kong Council of Social Service	Views on making public the waitlisting situation and introduction of a licensing scheme for community care services to regulate the services	
021307 - 021554	Chairman Administration	The Administration's advice that it would continue with its efforts in helping elders aged in place and strengthening the support for their carers. EC had also initiated an in-depth study on how to strengthen community care services for the elderly through a more flexible and diverse mode of service delivery	

Time marker	Speaker(s)	Subject(s)	Action required
021555 - 021740	Chairman	The Chairman's proposal to discuss the review of SC NAMES in the next legislative session Date and discussion items of the next meeting	

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11 August 2010