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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 seventh meeting
held on Wednesday, 6 October 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
Hon Alan LEONG Kah-kit, SC
Hon LEUNG Kwok-hung

Public Officers attending : Item I

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

Mrs Kathy NG, JP
Assistant Director of Social Welfare (Elderly)

Attendance by invitation : Item I

Hong Kong Chinese Women's Club,
Madam Wong Chan Sook Ying Memorial
Care & Attention Home for the Aged

Ms Anita WONG
Elderly Services Director

Elderly Rights League (HK)

Mr KWOK Chi-yin
Organizer

Society for Community Organization

Mr NG Wai-tung
Community Organizer

The Elderly Livelihood Concern Committee of TKO

Ms CHEUNG Ngan-yip
Elderly Representative

Ms KO Ming-hui
Social Worker

The Hong Kong Council of Social Service

Miss Grace CHAN
Chief Officer (Elderly Service)

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. Standardised Care Need Assessment Mechanism for the Elderly Services

[LC Paper Nos. CB(2)2315/09-10(01) to (03) and CB(2)2349/09-10(01)]

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

2. The Subcommittee received views from five deputations on the Standardised Care Need Assessment Mechanism for Elderly Services ("SCNAMES"). Major views of the deputations are summarised as follows -

- (a) even though if the elders were assessed to have long-term care needs and were eligible for subsidised residential care services and/or community care services, the existing provision of such services was far from adequate to meet the care needs. The Administration should allocate more resources for enhancing the services and relieving the waitlisting situation as well as formulate a long-term strategy for the provision of community care services for the elderly to meet their specific needs;
- (b) some deputations were worried that SCNAMES was used to suppress the demand on the provision of elderly services. Specifically, an elder, who was considered suitable for both residential and community care services after undergoing SCNAMES, would be asked to try community care services in the first place;
- (c) the Administration should review the service matching by SCNAMES expeditiously with a view to coping with the changing needs of the frail elders; and
- (d) the Administration should enhance the transparency of the assessment statistics and results by, say, uploading the relevant information on the Social Welfare Department's website such that the assessed elders would be aware of the waitlisting situation.

3. Members shared the view of the deputations that the provision of subsidised residential care services and community care services for the elderly was inadequate to meet the ever increasing demand arising from the ageing population. Members generally considered that the crux of the matter was whether the Administration would commit itself to allocating more resources for the elderly services with a view to relieving the waitlisting situation.

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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 had provided a range of subsidised centre-based and home-based community care services to help elders with long-term care needs to age in place. This apart, the Government had also introduced a number of 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.

5. PAS(W)3 further said that while ageing in place was the Government's policy, residential care places would continue to be provided to those elders who were in need of such services. In view of the relatively long waiting time for subsidised nursing home ("NH") places and the limited supply of such places in the private market, the Government had adopted a multi-pronged approach and introduced the following new initiatives to increase the provision of NH places and long-term care ("LTC") places offering a continuum of care ("COC") -

- (a) increase the proportion of NH places in existing contract RCHEs;
- (b) purchase vacant NH places from self-financing homes; and
- (c) make full use of the space in existing subvented RCHEs to provide more LTC places with COC under the conversion programme.

PAS(W)3 assured members that the Administration was fully aware of the rising demand for elderly services, in particular residential care services for the elderly, and would continue to put in significant resources to improve the waitlisting situation.

6. Assistant Director of Social Welfare (Elderly) ("AD(E)") added that the Government would continue to step up its efforts in identifying new resources and suitable sites for setting up new RCHEs. Apart from earmarking sites in the public housing estates such as the Un Chau Estate redevelopment project and the government complex of Tung Chung Municipal Services Building, SWD also earmarked sites in private development projects in Tai Kok Tsui, Sai Ying Pun and Sha Tin, etc. for the setting up of new RCHEs.

7. Regarding concerns about SCNAMES, AD(E) said that the service matching aimed at providing elders with the most suitable type of services according to the assessment results, and that elders would not be denied of the service on account of the tight provision of such service. Under SCNAMES, assessors would conduct comprehensive assessment in respect of the applicants' impairment level based on their abilities covering the elders' abilities in activities of daily living, physical functioning, memory, communication, behaviour and

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emotion, as well as the applicants' health conditions, living environment and how the elders coped with their daily living which included the capabilities of their family members in taking care of them. After assessment, the recommended services would basically be provided in order of priority according to the completion date of the assessment, but consideration would be given to individual assessed elders having regard to the special circumstances of each case. PAS(W)3 said that the need for a review of SCNAMES would be covered in the on-going consultancy study led by the Elderly Commission ("EC"), in the context of possible enhancement of community care services with a view to further encouraging elders to age in place. It was expected that the consultancy study would be completed in the first half of 2011. EC would report the study findings to the Panel on Welfare Services.

Admin

8. To facilitate members' better understanding of specific services being provided to those assessed to have long-term care needs and were eligible for subsidised community care services, the Chairman requested the Administration to provide the relevant Funding and Service Agreements with the service providers for day care and home care services, if available. Given that the care needs of elderly applicants for subsidised long-term care services were assessed with MDS-HC, and that they were matched with appropriate services based on the assessment results, the Chairman requested the Administration to provide members with details of the MDS-HC items. The Chairman added that the Administration should make use of the raw data collated from SCNAMES to facilitate building up an information base for better policy and service planning.

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II. Any other business

9. The Chairman said that the Subcommittee would discuss the community support services for demented elders and the day care services for the elderly at the next meeting to be held on 12 November 2010 at 10:45 am.

10. There being no other business, the meeting ended at 12:50 pm.

Council Business Division 2
Legislative Council Secretariat
12 November 2010

**Proceedings of the seventh meeting of the
Subcommittee on Residential and Community Care Services
for Persons with Disabilities and the Elderly
on Wednesday, 6 October 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 – Standardised Care Need Assessment Mechanism for the Elderly Services</i>			
000000 - 000912	Chairman Administration	Briefing by the Administration on the Standardised Care Need Assessment Mechanism for Elderly Services ("SCNAMES") [LC Paper No. CB(2)2315/09-10(01)]	
000913 - 001012	Chairman	Invitation of views from deputations	
001013 - 001536	Hong Kong Chinese Women's Club, Madam Wong Chan Sook Ying Memorial Care & Attention Home for the Aged	Presentation of views Background to and advantages of implementation of SCNAMES Difficulties faced by operators of residential care homes for the elderly ("RCHEs") in taking care of demented and infirm elders given that no revision had been made to the Dementia Supplement for RCHEs operating subsidised places in the past years	
001537 - 001835	Elderly Rights League (HK) Chairman	Presentation of views as detailed in the submission [LC Paper No. CB(2)2349/09-10(01)] Insufficient provision of community care services for the elderly to age in place	
001836 - 002415	Society for Community Organization ("SOCO")	Presentation of views as detailed in the submission [LC Paper No. CB(2)2349/09-10(01)] Concern about using SCNAMES to suppress the demand on the provision of elderly services and request for putting in adequate resources to improve the waitlisting situation of subsidised residential care places and community care services for the elderly	
002416 - 003029	The Elderly Livelihood Concern Committee of TKO ("The Concern Committee")	Presentation of views as detailed in the submission [LC Paper No. CB(2)2315/09-10(03)] Concern about the difficulties faced by those poor elders who were living in the community in coping with their daily living as a result of an inadequate home-based and day care services Calling for the Administration to formulate the long-term planning for elderly services	
003030 - 003522	The Hong Kong Council of Social Service	Presentation of views Request for enhancing the transparency of the assessment results of SCNAMES, in particular the waiting time for recommended services and the assessment statistics of SCNAMES for better care and service planning	

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003523 - 003957	Chairman Administration	<p>The Administration's responses to views of deputations -</p> <ul style="list-style-type: none"> (a) a Dementia Supplement had been provided to all subvented RCHEs and private RCHEs participating in the Enhanced Bought Place Scheme for providing better care for demented elders. The total allocation had been increased from \$14.3 million in 2004-2005 to \$42.5 million in 2009-2010 and the number of demented elders benefited had been increased from about 2 000 to some 4 000 in the corresponding period; (b) the Administration would closely monitor the waitlisting situation of the community care services for the elderly; and (c) responsible worker or referring worker ("RW") was responsible to explain the assessment result to the applicant and RW could make enquiries with the Standardised Care Need Assessment Management Offices (Elderly Services) about the assessment results and the waitlisting situation of specific services 	
003958 - 005428	Chairman Mr TAM Yiu-chung Administration SOCO The Concern Committee	<p>Views of Mr TAM Yiu-chung -</p> <ul style="list-style-type: none"> (a) the assessment results of SCNAMES showed that about 80% of elders (30.2% were recommended for residential care services and 48.8% were recommended for dual option) were in need of residential care services, this revealed a strong demand for residential care services for the elderly. The Administration should make use of the information and formulate the long-term planning of elderly services as well as commit itself to allocating more resources to alleviate the waiting situation of subsidised RCHE places; and (b) the arrangement of reducing the frequency of home care services provided to individual frail elders so as to serve more elders, as cited by some deputations, was unacceptable <p>Advice of the Administration -</p> <ul style="list-style-type: none"> (a) service matching aimed at providing the assessed elders with the most suitable type of services according to the assessment results; (b) elders would not be denied of service they required on account of a tight provision of such service; and (c) service providers and elders and/or their carers would work out the specific plan of day care or home care services for individual elder <p>The Chairman's request for the relevant Funding and Service Agreements with service providers for day care and home care services, if available</p>	Admin

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005429 - 010234	Chairman Hong Kong Chinese Women's Club, Madam Wong Chan Sook Ying Memorial Care & Attention Home for the Aged	<p>The Chairman's concern whether SCNAMES was effective in assessing the actual conditions and care needs of the elders</p> <p>Views of Ms WONG of Hong Kong Chinese Women's Club, Madam Wong Chan Sook Ying Memorial Care & Attention Home for the Aged that it was not advisable to revise the MDS-HC items as they were an internationally recognised assessment tool, but a review of the service matching could be conducted</p>	
010235 - 011946	Mr IP Wai-ming Chairman Administration	<p>Views of Mr IP Wai-ming -</p> <p>(a) the crux of the matter was whether the Administration was committed to allocating more resources for the elderly services;</p> <p>(b) in view of the difficulties encountered in soliciting local support for setting up RCHEs, SWD should take the initiative to identify potential suitable sites at the development stage and request the relevant bureaux/departments to earmark the sites for setting up new RCHEs; and</p> <p>(c) the inflexible service hours of day care centres and home care services could not meet the actual needs of the elders and their carers</p> <p>The Administration's responses -</p> <p>(a) it had provided a range of subsidised centre-based and home-based community care services for elders with long-term care needs to age in place. The Government had also introduced a number of 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;</p> <p>(b) the Administration and the Elderly Commission ("EC") would study the further development of community care services, including different modes of service delivery, with a view to further encouraging elders to age in place; and</p> <p>(c) the Government would continue with its efforts in identifying new resources and suitable sites for setting up new RCHEs. Apart from earmarking sites in public housing projects (e.g. the Un Chau Estate redevelopment project and the government complex of Tung Chung Municipal Services Building), SWD had also earmarked sites in private development projects in Tai Kok Tsui, Sai Ying Pun and Sha Tin, etc for the setting up of new RCHEs</p>	

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011947 - 012552	Mr WONG Sing-chi Administration	<p>Mr WONG Sing-chi's concern about the mechanism in place for the Administration to monitor the effectiveness of SCNAMES in matching the service needs of the assessed elders and whether the Administration would undertake to allocate sufficient resources for the elderly services</p> <p>The Administration's advice -</p> <ul style="list-style-type: none"> (a) a range of subsidised community care services were provided and new initiatives were introduced to support elders to continue to live in the community; (b) EC had commissioned a further consultancy study on the 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; and (c) 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 introduced the following initiatives to increase the provision of NH places and long-term care ("LTC") places offering a continuum of care ("COC") - <ul style="list-style-type: none"> (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 space in existing subvented RCHEs to provide more LTC places with COC under the conversion programme 	
012553 - 013438	Chairman Mr LEUNG Kwok-hung Administration	<p>Request of Mr LEUNG Kowk-hung that the Administration should set specific targets for shortening the waiting time for residential care services and community care services for the elderly and allocate adequate resources for the purpose</p> <p>The Administration's reiteration of its efforts to enhance the community care services and increase the provision of subsidised residential care places</p>	
013439 - 014546	Chairman Administration	<p>Concerns raised by the Chairman -</p> <ul style="list-style-type: none"> (a) whether the capability of family members in taking care of the elderly applicants would be assessed by MDS-HC; (b) whether the allocation for recommended services would be made to assessed elders according to the completion date of the assessment or the specific needs of individual elders; (c) whether the Administration would enhance the transparency of the relevant assessment statistics 	

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		<p>and results, e.g. uploading the information onto the SWD's website;</p> <p>(d) whether the case management approach would be adopted in respect of community care services; and</p> <p>(e) the expected completion date of the further consultancy study commissioned by EC on the possible enhancement on community care services</p> <p>The Administration's responses -</p> <p>(a) the assessment of SCNAMES covered the elderly applicant's abilities in carrying out activities of daily living, his physical functioning, memory, communication skills, behaviour and emotion, health conditions, living environment and how he coped with his daily living, etc. The elder's abilities in coping with daily living would include care and support of his family members;</p> <p>(b) the recommended services would basically be provided according to the completion date of the assessment, but consideration would be given having regard to the special circumstances of each case;</p> <p>(c) basic assessment statistics (such as the total number of assessment had been completed, the sources of referral, etc) were available on SWD's website for public access;</p> <p>(d) a case management approach was adopted for the delivery of community care services; and</p> <p>(e) the need for a review of SCNAMES would be covered in the on-going consultancy study led by the EC in the context of possible service enhancement of community care services with a view to further encouraging elders to age in place. It was expected that the consultancy study would be completed in the first half of 2011 and EC would brief the Panel on Welfare Services on the study findings</p> <p>The Chairman's request for the Administration to make use of the raw data collated from SCNAMES to facilitate building up an information base for better and policy and service planning</p>	
014547 - 014720	Chairman The Concern Committee	Need for formulating a long-term strategy for the provision of various types of community care services for the elderly	
014721 - 014940	Hong Kong Chinese Women's Club	Calling for the expeditious provision of subsidised community care services and residential care services for the elderly	

Time marker	Speaker(s)	Subject(s)	Action required
014941 - 015149	Chairman SOCO	View that the provision of community and residential care services for the elderly was lagged far behind the demand of the assessed elders	
015150 - 015526	Chairman Mr IP Wai-ming Administration	Mr IP Wai-ming's concern about the assessment of impairment level of an elderly applicant The Administration advised that under SCNAMES, MDS-HC(an internationally recognised assessment tool) was adopted to ascertain the care needs of the elders and match them with appropriate services Request of Mr IP Wai-ming and the Chairman for the Administration to provide details of the MDS-HC items under which the elders were assessed and recommended for specific services	Admin
<i>Agenda item II – Any other business</i>			
015527 - 020311	Chairman Mr IP Wai-ming Mr LEUNG Yiu-chung Administration	Date and discussion items of the next meeting Mr LEUNG Yiu-chung's proposal of discussing the long-term and overall strategy for provision of elderly services at a future meeting	