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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 eighth meeting
held on Friday, 12 November 2010, at 10:45 am
in Conference Room A of the Legislative Council Building**

Members present : Hon CHEUNG Kwok-che (Chairman)
Hon LEUNG Yiu-chung
Hon Ronny TONG Ka-wah, SC
Hon WONG Sing-chi
Hon IP Wai-ming, MH
Hon Alan LEONG Kah-kit, SC

Members absent : Hon LEE Cheuk-yan
Hon TAM Yiu-chung, GBS, JP
Dr Hon PAN Pey-chyou
Hon LEUNG Kwok-hung

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

Dr Daisy DAI
Chief Manager (Primary and Community Services)
Hospital Authority

Ms Margaret TAY
Chief Manager (Integrated Care Programs)
Hospital Authority

Dr CHAN Wai-man, JP
Assistant Director of Health
(Family and Elderly Health Services)

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

**Attendance by : Item II
invitation**

Hong Kong Psychogeriatric Association

Dr LI Siu-wah
President

The Hong Kong Council of Social Service

Ms Grace CHAN
Chief Officer (Elderly Service)

Ms Alice LEE
Chairperson, Specialized Committee on Elderly Service

The Salvation Army Carer Association

Ms CHAN Fat-chun
Chairperson

Miss CHAN Man-sing
Social Worker

Hong Kong Alzheimer's Disease Association

Ms Elsie CHUNG
Executive Director

Hong Kong Sheng Kung Hui Welfare Council

Ms Esther HUI
Assistant Director

Ms Elsa LEE
Service Director

Jockey Club Centre for Positive Ageing

Dr Timothy KWOK
Director

Carer Alliance of Dementia

Ms Judy LI Pui-yan
Chairlady

St. James' Settlement

Ms Winnie LUI Kwok-ying
Professional Service Manager

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. Election of Chairman and Deputy Chairman (if required)

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

2. Members agreed that there was no need to re-elect a Chairman for the 2010-2011 session. Members also agreed that election of a deputy chairman was not required.

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II. Provision of support services for demented elders

[LC Paper Nos. CB(2)2369/09-10(02), CB(2)188/10-11(01) to (03), CB(2)261/10-11(01) and CB(2)270/10-11(01)]

3. The Subcommittee received views from eight deputations on the provision of support services for demented elders. Major views of the deputations are summarised as follows -

- (a) given that there was an increasing number of elders suffering from dementia, the Administration should step up publicity to arouse public awareness and enhance early identification of dementia;
- (b) the Administration should consider introducing a carer allowance to family carers of demented elders so as to relieve their burden and stress in taking care of the demented elders;
- (c) the Administration should consider setting up dedicated service units in residential care homes for the elderly ("RCHEs") and day care centres for elderly to provide specialised services for demented elders;
- (d) the Administration should enhance the training for carers of demented elders so as to improve their caring skills and alleviate their stress in taking care of demented elders;
- (e) the Administration should consider adopting the concept of "money following users" such that demented elders and their family carers could make their own choice of services that would better suit their needs; and
- (f) the Administration should formulate a long-term policy on the provision of support services for demented elders.

4. While appreciating that support services for demented elders and their carers were being provided by the Social Welfare Department ("SWD"), the Department of Health ("DH") and the Hospital Authority ("HA"), members generally shared the views of deputations that the provision of such services was limited and inadequate to meet the demand in the light of the ageing population. Members considered that more resources should be allocated to strengthen the services at day care centres/units for the elderly and to provide relevant training programmes for staff of elderly service units and family carers. Consideration should also be given to setting specific targets and

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formulating a long-term plan for the support services for demented elders. This apart, the Administration should consider introducing a carer allowance so as to relieve the burden and stress of family carers. It was also suggested that the Administration should provide funding under the Community Care Fund to subsidise the patronage of support services for demented elders provided by non-subvented organisations.

5. In response to the views of deputations and members, Principal Assistant Secretary for Labour and Welfare (Welfare) 3 ("PAS(W)3") advised that in the light of great demand for suitable premises for setting up various types of welfare facilities, it might not be feasible to identify suitable venues for setting up new dedicated service units for demented elders in every district in the short run. Members' attention was drawn to the fact that SWD had been continuously allocating resources to improve the facilities of RCHEs and day care centres/units for the elderly, including over \$30 million from the Lotteries Fund in 2009 for subsidised elderly service units to purchase bed monitoring systems, anti-wandering systems, facilities for multi-sensory therapy, etc. To facilitate easy accessibility of service users, it was considered appropriate to make use of the existing day care centres/units for the elderly to provide an integrated and continuum of services for demented elders in order to meet their care needs at different stages.

6. Assistant Director of Social Welfare (Elderly) ("ADSW(E)") supplemented that SWD had commissioned a 3-year consultancy study in 1999-2002 to evaluate the pilot projects of setting up dedicated service units for demented elderly. It was considered more desirable for demented elders to be served in an integrated manner in one care facility, in the same environment where the elders were familiar with, to meet their needs at different stages of care level and conditions. ADSW(E) said that SWD had been providing regular training programmes on care for demented elders for staff of elderly service units so as to enhance their knowledge of dementia and strengthen their relevant skills. Carers of demented elders were welcome to attend those training programmes. This apart, SWD had been providing a Dementia Supplement ("DS") to subvented RCHEs since 1999 and it had further extended the coverage of DS to include all private RCHEs participating in the Enhanced Bought Place Scheme since the 2009-2010 financial year. The annual allocation for DS had been increased from \$7 million in 1998-1999 to \$42.5 million in 2009-2010 and the number of demented elders benefited had been increased from 400 to about 4 200 in the corresponding period. As announced in the 2010-2011 Policy Address, for the first time, DS would be provided to day care centres/units for the elderly.

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7. PAS(W)3 said that the Administration was fully aware of the stress of carers of demented elders. To this end, the Administration had implemented measures to support the carers, for example, the District-based Scheme on Carer Training was launched in 2007 to teach participants basic knowledge of elderly care, including the skills in caring for demented elders. To date, over 2 400 carers had been trained and some 4 000 carers were now receiving training under the Scheme. Moreover, all subvented RCHEs, contract RCHEs and day care centres/units for the elderly provided residential respite or day respite services, so that carers could take a break or attend to other businesses, thereby relieving their stress.

8. Assistant Director of Health (Family and Elderly Health Services) said that according to a study conducted jointly by DH and the Chinese University of Hong Kong in 2006, 10% of elders aged 70 or above were suffering from different levels of dementia. If adequate support services were provided to demented elders, premature institutionalisation could be avoided and those elders would be able to remain in the community and age in place. The implementation of the three-year Elderly Health Care Voucher Pilot Scheme would enable elders including demented elders and their carers to choose their own private primary health care services in their local communities that best suit their needs. In addition, the Elderly Health Service of DH had all along been promoting public awareness of dementia and teaching skills in taking care of demented elders through various channels.

9. Chief Manager (Primary and Community Services)/HA said that the community geriatric assessment teams and psychogeriatric outreach teams of the seven clusters under HA had been providing elders in need (including patients with dementia) with timely healthcare services and support. Some patients with dementia would be referred to the psychiatric departments or the memory clinics of the medical departments of public hospitals for assessment, treatment and monitoring of disease progress.

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10. Owing to time constraint, the Chairman requested the Administration to provide a written response to the following after the meeting as far as practicable -

- (a) the plan and timetable for extending memory clinics to all the 18 districts over the territory;
- (b) the feasibility of providing services for demented elders at both dedicated service units and day care centres/units for the elderly;

Action

- (c) whether the Administration would spearhead the collaboration between the medical and welfare sectors in providing support services for demented elders;
- (d) whether the Administration would allocate more resources to the District Elderly Community Centres and expand their membership with a view to enhancing early identification of dementia;
- (e) in addition to studying the proposal of providing a cash allowance for family carers of demented elders, whether the Administration would enhance other support services for carers to provide relief for carers;
- (f) provision of training programmes on caring for demented elders specifically for domestic helpers who were taking care of demented elders; and
- (g) provision of DS to all demented elders living in RCHEs.

III. Any other business

11. The Chairman suggested that the Subcommittee would discuss and receive views on the regulation of residential care homes for the elderly at the next meeting to be held on 10 December 2010 at 10:45 am. Members agreed.

12. There being no other business, the meeting ended at 12:57 pm.

Council Business Division 2
Legislative Council Secretariat
5 January 2011

**Proceedings of the eighth meeting of the
Subcommittee on Residential and Community Care Services
for Persons with Disabilities and the Elderly
on Friday, 12 November 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 – Election of Chairman and Deputy Chairman (if required)</i>			
000000 - 000245	Chairman Mr WONG Sing-chi	Election of Chairman	
<i>Agenda item II – Provision of support services for demented elders</i>			
000246 - 000912	Administration	Briefing on the various kinds of services for demented elders being provided by the Government for demented elders [LC Paper No. CB(2)188/10-11(01)]	
000913 - 001444	Chairman Hong Kong Psychogeriatric Association	Presentation of views as detailed in the submission [LC Paper No. CB(2)270/10-11(01)] The Administration should implement a comprehensive dementia care policy to achieve the following objectives - (a) enhancing early identification of dementia; (b) strengthening the psychogeriatric service for people suffering from dementia; and (c) collaboration with community partners on the provision of comprehensive dementia care	
001445 - 001844	Chairman The Hong Kong Council of Social Service ("HKCSS")	(a) 40% of the elderly were suffering from dementia, but only 0.3% of them received day care services specifically for demented elders. Moreover, the staffing requirement and schedule of accommodation of day care centres for the elderly were outdated and due for a review. There was room for further enhancing the services provided to demented elders having regard to the ageing population; and (b) as a result of the stringent eligibility criteria for Dementia Supplement ("DS"), residential care homes for the elderly ("RCHEs") were provided with DS for about 30% of demented elders living therein. Hence, RCHEs could not employ adequate professional staff to provide care services for demented elders. It called for a review of the eligibility criteria for DS	

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001845 - 002356	Chairman The Salvation Army Carer Association	<p>Presentation of views as detailed in the submission [LC Paper No. CB(2)188/10-11(03)]</p> <p>Proposals for -</p> <ul style="list-style-type: none"> (a) stepping up publicity to arouse public awareness of dementia so as to enhance early identification; (b) enhancing day care services and improving home care services for demented elders, such as providing night care services and increasing subsidies for day care centres; and (c) formulating a policy on providing support for carers of demented elders 	
002357 - 002925	Chairman Hong Kong Alzheimer's Disease Association	<p>Presentation of views -</p> <ul style="list-style-type: none"> (a) the Administration should set up dedicated service units for demented elders and specialised service units for demented elders should also be provided in the District Elderly Community Centres ("DECCs"); (b) overseas experience showed that the care costs for demented elders were soaring, and thereby the Administration should allocate more resources for early identification to save medical care costs in the long run; (c) proposal of introducing a 6-step model for continuous dementia care; and (d) the Administration should strengthen support for family carers of demented elders e.g. introducing a carer allowance to relieve the burden and stress of family carers 	
002926 - 003428	Chairman Hong Kong Sheng Kung Hui Welfare Council	<ul style="list-style-type: none"> (a) the Administration should make reference to the experience of the pilot projects to set up dedicated service units for demented elders in 1999 and reconsider providing specialised services for demented elders; and (b) the Administration should step up publicity on dementia so as to enhance early identification and timely treatment 	
003429 - 003929	Chairman Jockey Club Centre for Positive Ageing	<ul style="list-style-type: none"> (a) the Administration should enhance the training for carers on skills in taking care of demented elders and provide an allowance for employment of domestic helpers to take care of demented elders at home; 	

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		<p>(b) as half of the users of day care centres were demented elders, it welcomed the new initiative to provide DS to day care centres/units for the elderly. No prescribed quota should be set for the amount or number of target recipients of DS; and</p> <p>(c) called for the adoption of the Chinese rendition of dementia as "腦退化症" to enhance the public understanding of the illness</p>	
003930 - 004420	Chairman Carer Alliance of Dementia	<p>Presentation of views as detailed in the submission [LC Paper No. CB(2)2369/09-10(02)]</p> <p>The Administration should -</p> <p>(a) enhance training on drugs intake and skills in taking care of demented elders;</p> <p>(b) consider adopting the concept of "money following users" such that the demented elders and their family members could make their own choices of quality services;</p> <p>(c) consider setting up specialised day care centres for demented elders;</p> <p>(d) provide a carer allowance to family carers such that they could use the subsidy for purchasing drugs and employment of domestic helpers; and</p> <p>(e) step up publicity on dementia to enhance understanding of the symptoms and early identification</p>	
004421 - 004936	Chairman St. James' Settlement	<p>Presentation of views as detailed in the submission [LC Paper No. CB(2)261/10-11(01)]</p> <p>(a) as shown from the experience of the pilot projects of setting up dedicated service units in 1999, specialised care should be provided to demented elders according to their specific level of care so required;</p> <p>(b) the Administration should enhance cognitive training for demented elders and support services for their carers as this would help them age at home and prevent premature and unnecessary institutionalisation;</p> <p>(c) arrangement should be made for different professionals to visit day care centres to provide their staff with training on caring for demented elders; and</p>	

Time marker	Speaker(s)	Subject(s)	Action required
		(d) public education on enhancing awareness and early identification of dementia should be stepped up	
004937 - 011042	Chairman Administration Hospital Authority ("HA")	<p>The Administration's responses to deputations' views -</p> <p>(a) in the light of great demand for premises for setting up various welfare facilities and the consideration of easy accessibility of service users, it considered that day care centres/units for the elderly could provide an integrated and continuum of services for demented elders in order to meet their care needs at different stages;</p> <p>(b) the Social Welfare Department ("SWD") had continuously allocated resources to improve the facilities of RCHEs and day care centres/units for the elderly, including over \$30 million from the Lotteries Fund in 2009 for subsidised RCHEs and day care centres/units for the elderly to purchase bed monitoring systems, anti-wandering systems, facilities for multi-sensory therapy, etc;</p> <p>(c) all subvented RCHEs and day care centres/units for the elderly provided dementia-specific training for demented elders, including cognitive training, memory training, reality orientation, reminiscence therapy, etc;</p> <p>(d) SWD had provided regularly a series of training programmes on caring for demented elders for staff of elderly service units so as to enhance their knowledge of dementia and strengthen their skills in caring for demented elders. Carers of demented elders were welcome to attend these training programmes;</p> <p>(e) the Administration had also implemented measures to support the carers, for example, the District-based Scheme on Carer Training launched in 2007 had taught participants basic knowledge of elderly care, including the skills in caring for demented elders. To date, over 2 400 carers had been trained and another some 4 000 carers were now receiving training under the Scheme;</p> <p>(f) all subvented RCHEs, contract RCHEs and day care centres/units for the elderly provided relief for carers through their residential respite or day respite services, so that carers could take a break or attend to other businesses, thereby relieving their stress;</p>	

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		<p>(g) according to a study conducted by the Department of Health ("DH") and the Chinese University of Hong Kong, 10% of elders aged 70 or above were suffering from different levels of dementia. If adequate support services were provided to demented elders, premature institutionalisation could be avoided and those elders could still remain in the community and age in place;</p> <p>(h) the Elderly Health Care Voucher Pilot Scheme had been implemented from January 2009 and would last for three years to provide five health care vouchers of \$50 each to elders aged 70 or above annually to partially subsidise their use of private primary healthcare ("PHC") services. These vouchers could enable demented elders and their carers to choose their own private PHC services in their local communities that suit their needs most;</p> <p>(i) the Elderly Health Service of DH had all along been promoting public awareness of dementia and teaching skills in taking care of demented elders through various channels;</p> <p>(j) the community geriatric assessment teams and psychogeriatric outreach teams of the seven clusters under HA had provided needy elders (including patients with dementia) with timely healthcare services and support;</p> <p>(k) some patients with dementia would be referred to the psychiatric departments or the memory clinics of the medical departments of public hospitals for assessment, treatment and monitoring of rehabilitation progress;</p> <p>(l) SWD had been providing a DS to subvented RCHEs since 1999 and it had further extended the coverage of DS to include all private RCHEs participating in the Enhanced Bought Place Scheme since the 2009-2010 financial year. The annual allocation for DS had been increased from \$7 million in 1998-1999 to \$42.5 million in 2009-2010 and the number of demented elders benefited had been increased from 400 to about 4 200 in the corresponding period. As announced in the 2010-2011 Policy Address, for the first time, DS would be provided to day care centres/units for the elderly; and</p> <p>(m) in October 2010, the Property Vetting Committee had approved to increase the space</p>	

Time marker	Speaker(s)	Subject(s)	Action required
		<p>standard of day care centres for the elderly by about 25%, and the expansion works of individual centres would be carried out subject to the availability of suitable additional premises in the vicinity</p>	
011043 - 013021	<p>Chairman Mr Ronny TONG Jockey Club Centre for Positive Ageing HKCSS Hong Kong Alzheimer's Disease Association Hong Kong Psychogeriatric Association St. James' Settlement Carer Alliance of Dementia</p>	<p>Mr Ronny TONG sought views from deputations on whether and how funding from the Community Care Fund ("CCF") could be used to enhance the support services for demented elders and their carers</p> <p>Jockey Club Centre for Positive Ageing elaborated its experience of providing day care services and residential care services for demented elders on a self-financing basis</p> <p>HKCSS' reiteration that the eligibility criteria for DS were too stringent and view that support and respite services for family carers should be enhanced</p> <p>Hong Kong Alzheimer's Disease Association's view that funding from CCF would subsidise the use of services for demented elders provided by non-subsided organisations</p> <p>Hong Kong Psychogeriatric Association's view that consideration could be given to forming an alliance of organisations which provided services for demented elders, with a view to putting forward a consolidated application for CCF to enhance the services</p> <p>St James' Settlement's support of providing DS to enhance the support services for demented elders, and view that a joint application for CCF could be further discussed by the organisations concerned</p> <p>Carer Alliance of Dementia's reiteration that a carer allowance should be introduced and the concept of "money following users" should be adopted</p>	
013022 - 013835	<p>Chairman Mr WONG Sing-chi</p>	<p>Views of Mr WONG Sing-chi that the Administration should consider -</p> <p>(a) allocating more resources to non-governmental organisations to facilitate their collaboration with the Administration to promote public education on dementia;</p> <p>(b) allocating more resources to DECCs, Neighbourhood Elderly Centres and Social Centres for the Elderly to strengthen manpower for providing specific services for</p>	

Time marker	Speaker(s)	Subject(s)	Action required
		<p>demented elders and to facilitate early identification of dementia;</p> <p>(c) providing a carer allowance under CCF; and</p> <p>(d) collaborating with social enterprises and studying the feasibility of providing Global Positioning System device to demented elders so as to assist their carers in taking care of the elders</p>	
013836 - 015712	Mr LEUNG Yiu-chung Administration Chairman	<p>Issues raised by Mr LEUNG Yiu-chung -</p> <p>(a) urged for the introduction of a carer allowance;</p> <p>(b) while the Administration and HA were providing support services for demented elders, the provision of such services was limited and inadequate to meet the demand;</p> <p>(c) the Administration should set specific targets and formulate a long-term plan for increasing the provision of support services for demented elders; and</p> <p>(d) the Administration should step up its efforts to identify suitable sites for setting up RCHEs for demented elders with residential care needs</p> <p>The Administration's response -</p> <p>(a) the provision of community care services by professionals would better meet the specific care needs of demented elders, although it was more costly than the employment of domestic helpers;</p> <p>(b) it would significantly increase the home care services to help the elderly age in place. Details of the enhanced services would be made available after the announcement of the forthcoming Budget; and</p> <p>(c) the Administration's elaboration on the constraints in securing suitable sites for setting up RCHEs and efforts in increasing the provision of residential care places</p>	
015713 - 020520	Chairman Administration	The Chairman's enquiry about the implementation plan for area expansion of the existing 59 day care centres. The Administration's response that expansion plan for individual centre would be immediately implemented depending on availability of suitable premises	

Time marker	Speaker(s)	Subject(s)	Action required
		<p>The Chairman's request for a written response from the Administration on the following as far as practicable -</p> <ul style="list-style-type: none"> (a) the plan and timetable for extending memory clinics to all the 18 districts over the territory; (b) the feasibility of providing services for demented elders at both dedicated service units and day care centres/units for the elderly; (c) whether the Administration would spearhead the collaboration between the medical and welfare sector in providing support services for demented elders; (d) whether the Administration would allocate more resources to and expand the membership of DECCs with a view to enhancing early identification of dementia; (e) in addition to studying the proposal of providing a cash allowance for family carers of demented elders, the Administration should enhance the support services for carers to provide relief for carers and thereby relieving their stress; (f) provision of training programmes on caring for demented elders specifically for domestic helpers who were taking care of demented elders; and (g) provision of DS to all demented elders living in RCHEs 	<p>Admin</p>
020520 - 020541	Hong Kong Sheng Kung Hui Welfare Council	Request for setting specific targets for increasing the provision of support services for demented elders	
<i>Agenda item III – Any other business</i>			
020542 - 021114	Chairman Administration	Date and discussion item of next meeting	