

**For discussion  
on 16 April 2012**

**Legislative Council Panel on Health Services  
Subcommittee on Health Protection Scheme**

**Strategic Review on Healthcare Manpower Planning  
and Professional Development**

**PURPOSE**

This paper briefs Members on the conduct of a strategic review on healthcare manpower planning and professional development and the latest development of the strategic review.

**BACKGROUND**

2. In October 2010, we put forth the Health Protection Scheme (HPS), a voluntary and government-regulated health insurance scheme, for public consultation through the Second Stage Public Consultation on Healthcare Reform. The HPS is meant to complement public healthcare services which have been and will continue to be the cornerstone of our healthcare system, acting as the healthcare safety net for all and remaining strong and robust through continued investment and commitment from the Government.

3. The Second Stage Public Consultation on Healthcare Reform revealed broad-based community support for the Government's healthcare reform direction, i.e. strengthening public healthcare as the cornerstone of our healthcare system while reforming private healthcare for greater competition, transparency and consumer protection with a view to enhancing the long-term sustainability of our healthcare system. There was general support for the HPS as a positive and important step to harness private healthcare – both service provision and health insurance – with discipline and supervision. It was widely accepted that the HPS should be developed and implemented in conjunction with efforts to ensure the adequacy of our healthcare manpower and facilitate the development of healthcare services with increased service capacity and better quality assurance.

4. Based on the outcome of the Second Stage Public Consultation on Healthcare Reform, we are adopting a three-pronged approach to take forward the HPS, namely, (a) developing detailed proposals for the HPS including supervisory and institutional frameworks as well as implementation arrangements; (b) facilitating healthcare service development, mainly through development and regulation of private hospitals; and (c), which is the subject of this paper, conducting a strategic review on healthcare manpower planning and professional development through a high-level steering committee.

## **LATEST DEVELOPMENT**

### **Establishment of a Steering Committee on Strategic Review on Healthcare Manpower Planning and Professional Development**

5. Against the above backdrop, the Steering Committee on Strategic Review on Healthcare Manpower Planning and Professional Development was established in January 2012 to conduct a strategic review on healthcare manpower planning and professional development in Hong Kong. Chaired by the Secretary for Food and Health, the Steering Committee is tasked to formulate recommendations on how to cope with anticipated demand for healthcare manpower, strengthen professional training and facilitate professional development having regard to the findings of the strategic review, with a view to ensuring the healthy and sustainable development of our healthcare system.

6. Given the complexity of the task and the wide range of issues involved, the Steering Committee is supported by a Coordinating Committee in carrying out its work. Chaired by the Permanent Secretary for Food and Health (Health), the Coordinating Committee comprises six Steering Committee representatives from the non-healthcare background as non-official members, who in turn convene six consultative sub-groups (namely the Medical Sub-group, the Dental Sub-group, the Nursing and Midwifery Sub-group, the Traditional Chinese Medicine Practitioners Sub-group, the Pharmacists Sub-group and the Other Healthcare Professionals Sub-group) to hear and consolidate views from the healthcare professions covered by the strategic review. The terms of reference for the Steering Committee, the Coordinating Committee and the sub-groups are set out in Annex A, and their membership is listed in Annex B.

## Scope and Coverage of the Review

7. The strategic review will assess manpower needs in the various healthcare professions, taking into account the healthcare needs of an ageing population, changes in the delivery models of healthcare services, new and additional demands brought about by service reforms in the healthcare sector, potential increase in demand for private healthcare services including those arising from known and planned private hospital developments and implementation of the HPS, as well as potential increase in demand for private healthcare services from clientele outside Hong Kong, etc.

8. The assessment of manpower needs aside, the strategic review will also recommend measures on professional development to upkeep the professional qualities of the various healthcare professions. It will cover the regulatory structure for the healthcare professions, including the functions and composition of the existing regulatory bodies for healthcare professionals. It will also examine the existing mechanisms for setting and upholding professional standards in different professions, and consider possible tools to further strengthen the professional standards of the services they provide.

9. As the healthcare industry engages a considerable number of personnel coming from a wide range of disciplines, the strategic review does not attempt to look into each and every one of them within the tight timeframe allowed. For the purpose of the present review, we will focus on the 13 healthcare disciplines that are subject to statutory regulation. They are covered and represented in the six consultative sub-groups, as follows –

### Medical Sub-group

- Medical practitioners registered under the Medical Registration Ordinance (Cap. 161)

### Dental Sub-group

- Dentists registered under the Dentists Registration Ordinance (Cap. 156)
- Dental hygienists enrolled under the Ancillary Dental Workers (Dental Hygienists) Regulations (Cap. 156B)

#### Nursing and Midwifery Sub-group

- Nurses registered and enrolled under the Nurses Registration Ordinance (Cap. 164)
- Midwives registered under the Midwives Registration Ordinance (Cap. 162)

#### Traditional Chinese Medicine Practitioners Sub-group

- Chinese medicine practitioners registered and listed under the Chinese Medicine Ordinance (Cap. 549)

#### Pharmacists Sub-group

- Pharmacists registered under the Pharmacy and Poisons Ordinance (Cap. 138)

#### Other Healthcare Professionals Sub-group

- Chiropractors registered under the Chiropractors Registration Ordinance (Cap. 428)
- Medical laboratory technologists registered under the Medical Laboratory Technologists (Registration and Disciplinary Procedure) Regulations (Cap. 359A)
- Occupational therapists registered under the Occupational Therapists (Registration and Disciplinary Procedure) Regulations (Cap. 359B)
- Optometrists registered under the Optometrists (Registration and Disciplinary Procedure) Regulation (Cap. 359F)
- Radiographers registered under the Radiographers (Registration and Disciplinary Procedure) Regulation (Cap. 359H)
- Physiotherapists registered under the Physiotherapists (Registration and Disciplinary Procedure) Regulation (Cap. 359J)

10. The 13 disciplines alone engage over 83 000 healthcare professionals. A breakdown of the 13 disciplines by the number of healthcare professionals registered under the relevant legislation is at Annex C. For disciplines currently not subject to statutory regulation and hence not covered in paragraph 9 above, the Other Healthcare Professionals Sub-group may nevertheless provide a platform for views on future development of the relevant professions to be suitably reflected through the consultative process.

## **Commissioning of Studies**

11. To assist the Steering Committee in making informed recommendations to the Government on the means and measures to ensure an adequate supply of healthcare professionals and strengthen professional development of the healthcare professions concerned, we have commissioned the University of Hong Kong (HKU) and the Chinese University of Hong Kong (CUHK) to provide professional input and technical support to the review. HKU will conduct a comprehensive projection on the manpower needs and demand for healthcare professionals from the designated disciplines based on objective data collated from a wide range of sources within the community to be analysed and aggregated through statistical methods and scenario modelling, taking into account all known and potential factors and considerations. CUHK will conduct a comparative review of the regulatory frameworks in local and overseas contexts governing registration, licensing, qualifications and professional conduct of the healthcare professions concerned, as well as mechanisms for setting and upholding professional standards and maintaining continuing competence. The two universities are expected to complete the independent studies for the Steering Committee's consideration by the first half of 2013.

## **Review Timeframe**

12. The Steering Committee convened its first meeting on 31 January 2012. The six sub-groups are meeting for the first round in April and May 2012. We aim to complete the strategic review in mid-2013. Subject to the outcome of the review, we will follow up on its recommendations with a view to putting them into action as soon as practicable.

## **ADVICE SOUGHT**

13. Members are invited to note the content of this paper.

**Food and Health Bureau**  
**April 2012**

**Steering Committee on Strategic Review  
on Healthcare Manpower Planning and Professional Development**

**Terms of Reference**

1. To advise and make recommendations to the Government on –
  - (a) the means and measures to ensure an adequate supply of healthcare professionals that could meet the current and projected demands for various healthcare services on a sustainable basis; and
  - (b) an overall plan for strengthening the professional standards and qualities of the various healthcare professions, including necessary and justified changes to the relevant regulatory regime, improvement to training and development arrangements, and introduction of measures that could better align the operation and regulation of our healthcare professions with global best practices.
2. When projecting the demands for healthcare services in its review, the Steering Committee should take into account all possible and likely factors, including, but not limited to, demands arising from an ageing population such as an increasing need for long-term care and mental health services, changes in the delivery models for healthcare services, new and additional demands brought about by service reforms, potential increase in demand for private services in view of the impending implementation of the Health Protection Scheme, known and planned private hospital developments, as well as potential increase in demand for private services of clientele outside Hong Kong.
3. A Coordinating Committee and suitable number of sub-groups should be set up under the Steering Committee to tender views and provide advice to the Steering Committee to facilitate deliberation and formulation of recommendations.
4. The Secretary for Food and Health shall appoint members he deems fit and suitable to the Steering Committee, Coordinating Committee, and its sub-groups.

**Coordinating Committee on Strategic Review  
on Healthcare Manpower Planning and Professional Development**

**Terms of Reference**

1. To assist the Steering Committee in steering discussions at sub-groups by providing the necessary support and guidance, including setting broad agenda, defining scope and parameters of discussions, and providing background materials of relevance to facilitate discussion at sub-groups.
2. To examine and consolidate views, comments and suggestions from sub-groups in a systematic and structured manner, including, but not limited to, identifying commonalities, highlighting differences and assessing implications having regard to financial, legislative, practical and any other relevant considerations.
3. To provide advice to the Steering Committee on issues of a technical nature (e.g. manpower projection exercise).
4. To facilitate deliberation of the Steering Committee by formulating preliminary proposals on how best to ensure an adequate and sustainable supply of healthcare professionals and strengthen development of the relevant healthcare professions, having regard to the consolidated views, comments and suggestions from all sub-groups as well as the opinions of members on the Coordinating Committee, outcome of the manpower projection exercise and global best practices.

## **Sub-groups under the Steering Committee on Strategic Review on Healthcare Manpower Planning and Professional Development**

### **Terms of Reference**

1. To provide views, comments and suggestions to the Steering Committee via the Coordinating Committee on Strategic Review on Healthcare Manpower Planning and Professional Development on matters concerning –
  - (a) the supply and demand of healthcare professionals, including the conduct of a manpower projection exercise, possible means and measures for ensuring an adequate supply of healthcare professionals that could meet the current and projected demands for healthcare services on a sustainable basis; and
  - (b) the professional standards and qualities of healthcare professionals, including proposals on possible changes to the relevant regulatory regime, possible improvement to training and development arrangements, and possible introduction of measures that aim to better align the operation and regulation of healthcare professionals with global best practices.
2. The Sub-groups need not reach a consensual view on matters put to it for discussion. Where there are differences in view among its members, all views, comments and suggestions should be submitted to the Steering Committee via the Coordinating Committee for consideration.



**Membership  
of the Steering Committee on Strategic Review  
on Healthcare Manpower Planning and Professional Development**

Chairman

Dr. York CHOW Yat-ngok  
Secretary for Food and Health

Members\*

Prof. Alfred CHAN Cheung-ming  
Dr. Moses CHENG Mo-chi  
Prof. The Hon. Anthony CHEUNG Bing-leung  
Prof. Stephen CHEUNG Yan-leung  
Prof. FOK Tai-fai  
Mr. Ambrose HO Pui-him, S.C.  
Mr. Andy LAU Kwok-fai  
Prof. LEE Sum-ping  
Mrs. Margaret LEUNG KO May-yee  
Prof. Raymond LIANG Hin-suen  
Prof. Felice LIEH-MAK  
Mr. PANG Yiu-kai  
Mr. Philip TSAI Wing-chung  
Prof. Maurice YAP Keng-hung  
Prof. Andrew CHAN Chi-fai  
*(Chinese Medicine Council of Hong Kong)*  
Prof. Joseph LAU Wan-yee  
*(The Medical Council of Hong Kong)*  
Dr. LEUNG Pak-yin  
*(Hospital Authority)*  
Prof. Samantha PANG Mei-che  
*(The Nursing Council of Hong Kong)*  
Dr. Kathleen SO Pik-han  
*(Supplementary Medical Professions Council)*  
Dr. Homer TSO Wei-kwok  
*(The Dental Council of Hong Kong)*

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\* For members appointed in their official capacity, the organizations which they represent are put in brackets. Others without their background specified are members appointed on an ad personam basis.

### Ex-officio Members

Permanent Secretary for Food and Health (Health)

Permanent Secretary for Labour and Welfare (or representative)

Permanent Secretary for Education (or representative)

Director of Health

Head, Healthcare Planning and Development Office, Food and Health Bureau

### Overseas Experts

Prof. Sir Cyril Chantler

Prof. Harvey Fineberg

Prof. Desmond Francis Gorman

**Membership  
of the Coordinating Committee on Strategic Review  
on Healthcare Manpower Planning and Professional Development**

Chairman

Mr. Richard YUEN Ming-fai  
Permanent Secretary for Food and Health (Health)

Members

Prof. Alfred CHAN Cheung-ming  
Dr. Moses CHENG Mo-chi  
Prof. The Hon. Anthony CHEUNG Bing-leung  
Prof. Stephen CHEUNG Yan-leung  
Mr. Ambrose HO Pui-him, S.C.  
Mr. Philip TSAI Wing-chung  
Dr. LEUNG Pak-yin

Ex-officio Members

Director of Health  
Head, Healthcare Planning and Development Office, Food and Health Bureau

## Membership of the Medical Sub-group

### Chairman

Prof. The Hon. Anthony CHEUNG Bing-leung

### Alternate Chairman

Head, Healthcare Planning and Development Office, Food and Health Bureau

### Members\*

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Mr. Holden CHOW Ho-ding

Mr. Franklin LAM Fan-keung

Dr. LAM Pun-lee

Mr. Michael Neale SOMERVILLE

Mr. Ivan SZE Wing-hang

Mr. Jackson WONG Fan-foung

Mr. Marco WU Moon-hoi

Mr. Stephen YAU How-bao

Dr. Samuel YUNG Wing-ki

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Dr. CHEUNG Hon-ming

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Dr. Henry YEUNG Chiu-fat

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Director of Health (or representative)

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### Alternate Chairman

Head, Healthcare Planning and Development Office, Food and Health Bureau

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Miss Bonnie CHAN Jo-ying

Mrs. Viola CHAN MAN Yee-wai

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### Alternate Chairman

Head, Healthcare Planning and Development Office, Food and Health Bureau

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Ms. Connie LAU Yin-hing

Mr. Raymond LEUNG Cheong-ming

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Alternate Chairman

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Ms. LI Siu-hung

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Mr. Adrian YIP Chun-to

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Mr. WONG Shui

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### Alternate Chairman

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Ms. Rita LI Oi-ching

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## Membership of the Other Healthcare Professionals Sub-group

### Chairman

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### Alternate Chairman

Head, Healthcare Planning and Development Office, Food and Health Bureau

### Members\*

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Dr. LAM Ching-choi

Ms. Angela K.W. NG

Mr. POON Kwok-fan

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Mr. HO Wing-yin

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Mr. KWOK Chi-lim

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Prof. Kenneth LAM Chung-wing  
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Dr. David LAM Tat-yin  
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Mr. LAU Siu-on  
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Mr. Joseph LEE Wing-yiu  
*(Hong Kong Association of Radiation Therapists)*

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Mr. Alex YIM Kwok-bun  
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Prof. Benjamin YUNG Yat-ming  
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Ex-officio Member

Director of Health (or representative)

**Healthcare Professionals Covered in the Strategic Review**

<b>Sub-group</b>	<b>Number of registered/enrolled/listed practitioners as at 31.12.2011</b>		
<b>Medical Sub-group</b>	<b>Medical Practitioners</b>	Full Registration	12,818
		Provisional Registration	261
		Limited Registration	162
		Temporary Registration	68
<b>Dental Sub-group</b>	<b>Dentists</b>		2,215
	<b>Dental Hygienists</b>		319
<b>Nursing and Midwifery Sub-group</b>	<b>Nurses</b>	Registered Nurses	31,123
		Enrolled Nurses	10,187
	<b>Midwives</b>		4,655
<b>Traditional Chinese Medicine Practitioners Sub-group</b>	<b>Chinese Medicine Practitioners (CMPs)</b>	Listed CMPs	2,746
		Registered CMPs	6,414
		CMPs with limited registration	70
<b>Pharmacists Sub-group</b>	<b>Pharmacists</b>		2,050
<b>The Other Healthcare Professionals Sub-group</b>	<b>Medical Laboratory Technologists</b>		2,954
	<b>Occupational Therapists</b>		1,455
	<b>Optometrists</b>		2,046
	<b>Physiotherapists</b>		2,340
	<b>Radiographers</b>		1,809
	<b>Chiropractors</b>		154
<b>TOTAL :</b>			<b>83,846</b>