

立法會
Legislative Council

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Panel on Welfare Services and Panel on Health Services

Joint Subcommittee on Long-term Care Policy

**Minutes of the second meeting
held on Tuesday, 29 January 2013, at 9:30 am
in Conference Room 1 of the Legislative Council Complex**

Members present : Dr Hon Fernando CHEUNG Chiu-hung (Chairman)
Hon TANG Ka-piu (Deputy Chairman)
Hon TAM Yiu-chung, GBS, JP
Dr Hon Joseph LEE Kok-long, SBS, JP
Hon CHEUNG Kwok-che
Hon LEUNG Kwok-hung
Hon POON Siu-ping, BBS, MH

Members absent : Hon Albert HO Chun-yan
Hon LEUNG Yiu-chung
Hon Ronny TONG Ka-wah, SC
Dr Hon LEUNG Ka-lau
Hon CHAN Han-pan
Dr Hon Helena WONG Pik-wan

Members attending : Hon Michael TIEN Puk-sun, BBS, JP
Hon WU Chi-wai, MH

Public Officers attending : Item I

Mrs Elina CHAN
Principal Assistant Secretary (Welfare) 3
Labour and Welfare Bureau

Mr Stephen SUI
Commissioner of Rehabilitation
Labour and Welfare Bureau

Miss Cecilla LI
Assistant Director (Elderly)
Social Welfare Department

Mr LAM Ka-tai
Assistant Director (Rehabilitation and Medical Social
Services)
Social Welfare Department

Ms Angela LEE
Principal Assistant Secretary (Health) 2
Food and Health Bureau

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

Dr Christina MAW
Senior Manager (Elderly & Community Care)
Hospital Authority

**Attendance by : Item I
invitation**

The Elderly Services Association of Hong Kong

Mr Kenneth CHAN
Chairman

The Against Elderly Abuse of Hong Kong

Mr Thomas TSANG
Community Officer (Policy & Legal Support Unit)

殘疾人士私營院舍新界西

Mr CHEUNG Kin-wah
Representative

香港區私營院舍聯會

Ms NG Yuet-yee
Vice Chairman

Labour Party

Mr YIP Wing
Representative

The Association of Parents of the Severely Mentally
Handicapped

Mr LEE Chi-yung
Chairman

Hong Kong Spinocerebellar Ataxia Association

Mr HO Lap-ming
Chairman

Hong Kong Association of Gerontology

Ms CHEUNG Yuk-har
Executive Director

智障人士老化關注組

Mrs Eva CHIU
Representative

長者服務大聯盟

Mr LO Wei-kai
Executive

Caritas Federation of Senior Citizens

Mr FUNG Hung
First Vice-chairperson

SME Global Alliance Limited Elderly Affairs Committee

Ms CHAN Fong-tai
Honourable Consultant

Hong Kong Private Nursing Home Owners Association

Mr Thomas KWONG
Vice Chairman

The Salvation Army Carer Association

Ms CHAN Fat-chuen
Chairperson

爭取私營院舍權益大聯盟

Ms WONG Yun-fong
Medical Superintendent

全港長者及護老者權益聯席

Mr KWONG Wing-tai

將軍澳長者民生關注會

Ms FUNG Miu-ha

西貢長者地區網絡代表委員會

Mr LEE Man-kit

全港認知障礙症照顧者聯盟

Mr NG Kwok-wah

Ms YAN Ming-kit

CRN, The Hong Kong Society for Rehabilitation

Miss SIN Wing-chiu
Social Worker

殘疾人士成人服務關注組

Mr Richard LEE Pak-ying
Consultant

The Hong Kong Council of Social Service

Miss CHAN Man-yee
Chief Officer (Elderly Service)

新界東私營復康院舍聯會

Mr TSANG Kim-kwong
Convenor

新界西私營復康院舍聯會

Ms CHAN Kwok-chun
Medical Superintendent

Democratic Alliance for the Betterment and Progress of
Hong Kong

Ms CHEUNG Fan-lan
Deputy Spokesperson of Welfare Services

Hong Kong Evergreen Association of the Elderly

Miss YAU Chit-yee
Chairman

Harmonic Recreation Society

Mr LI Wai

New People's Party

Mr KAM Man-fung
Chairman of the NPP Youth Committee

Ms CHENG Yuk-chun

爭取資助院舍聯席

Ms NG Fung-ching
Convenor

Mr LAM Lai-shing

The Forthright Caucus

Ms HO Bo-ching
Representative

Concord Mutual-Aid Club Alliance

Mr HUI Wai-chun
Executive Officer

Silence

Ms Maggie MAN Suet-yung
Executive Director

Clerk in attendance : Mr Colin CHUI
Chief Council Secretary (2) 4

Staff in attendance : Ms Catherina YU
Senior Council Secretary (2) 4

Miss Karen LAI
Council Secretary (2) 4

Miss Maggie CHIU
Legislative Assistant (2) 4

Action

I. Planning for provision of residential care services and inadequacy of such services

[LC Paper Nos. CB(2)548/12-13(01) to (06), CB(2)556/12-13(01), CB(2)571/12-13(01), CB(2)574/12-13(01), CB(2)575/12-13(01) to (07) and CB(2)587/12-13(01)]

Action

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

2. The Joint Subcommittee requested the Administration to provide the following information to facilitate members' discussion on the subject of "The planning for provision of residential care services and inadequacy of such services" at its next meeting on 26 February 2013 –

- (a) a paper on long-term care policy which should outline the direction, types of services to be provided, planning for the resources required for such services (e.g. site/premises, manpower, etc.) and the targets to be met;
- (b) factors impeding the Administration to set target time for admission to residential care homes ("RCHs"), the types of job in the welfare sector which had shortage of manpower and specific measures the Administration would take to address the problem;
- (c) the process of land planning for long-term care facilities;
- (d) the existing waiting time and the waiting time in the past three years for subsidized care-and-attention ("C&A") places and nursing home ("NH") places;
- (e) whether the Administration would consider allowing RCHs participated in the Enhanced Bought Place Scheme to import labour in proportion to the number of places purchased to solve the problem of manpower shortage;
- (f) the reasons for elderly applicants withdrawing their applications for residential care places;
- (g) whether the Administration would evaluate the impact of Old Age Allowance, Old Age Living Allowance and Guangdong Scheme on the services of RCHs;
- (h) how the Administration would meet the demand for C&A places given that a higher proportion would be allocated to NH places;
- (i) the number of special groups mentioned by the deputations (e.g. persons with dementia, persons with hearing impairment,

Action

etc.) who were waiting for and admitted to RCHs and the Administration's support to these groups; and

- (j) response to the views of members and deputations expressed at the meeting.

II. Proposed work plan of the Subcommittee

[LC Paper No. CB(2)548/12-13(07)]

3. Members noted the proposed work plan of the Joint Subcommittee. The Chairman said that members were welcome to propose discussion items when and where necessary.

4. The Chairman said that members would be notified of the schedule of meetings of the Joint Subcommittee from March to July 2013 shortly.

(Post meeting note: The next meeting of the Joint Subcommittee would be held on Tuesday, 26 February 2013 at 4:30 pm and members were informed of the schedule of meetings from March to July 2013 vide LC Paper No. CB(2)564/12-13 on 4 February 2013.)

III. Any other business

5. There being no other business, the meeting ended at 12:13 pm.

Council Business Division 2
Legislative Council Secretariat
14 March 2013

**Proceedings of the second meeting of the
Joint Subcommittee on Long-term Care Policy
on Tuesday, 29 January 2013, at 9:30 am
in Conference Room 1 of the Legislative Council Complex**

Time marker	Speaker(s)	Subject(s)	Action required
<i>Agenda item I – Planning for provision of residential care services and inadequacy of such services</i>			
000352 - 001142	Chairman Administration	Briefing by the Administration on the provision of subsidized residential care places for the elderly and persons with disabilities ("PWDs").	
001143 - 001508	The Elderly Services Association of Hong Kong Chairman	Views that the Administration lacked long-term planning in the provision of residential care services ("RCS"), given that the pressing need for subvented residential care places for the elderly had been pointed out by the Audit Commission for more than 10 years; and concerns had been raised about the service quality of private residential care homes for the elderly ("RCHEs") and the manpower shortage in the elderly service sector.	
001509 - 001812	The Against Elderly Abuse of Hong Kong Chairman	Views that the provision of 1 700 new subsidized RCHE places from 2012-2013 to 2014-2015 could not meet the pressing demand for RCHEs. The Administration should allocate more land and premises for the construction of RCHEs; and at the same time strengthen the community care services ("CCS").	
001813 - 002125	殘疾人士私營院舍新 界西 Chairman	Concerns about the operational difficulties faced by private residential care homes for persons with disabilities ("RCHDs"), especially after the implementation of the licensing scheme for RCHDs and the statutory minimum wage.	
002126 - 002238	香港區私營院舍聯會 Chairman	Request for visiting doctors and physiotherapists at private RCHDs for residents with disabilities to seek medical consultation. Private RCHDs lacked manpower to accompany their residents to public hospitals and clinics. Remarks of the Chairman that discussion be focused on the planning for provision of RCS.	
002239 - 002556	Labour Party Chairman	Presentation of views [LC Paper No. CB(2)575/12-13(02)] Disappointment at the inadequacy of the existing RCS. Giving views on the key role of the Government in: the provision of RCS for the elderly and PWDs, the monitoring of service quality of residential care homes ("RCHs") participating in the Bought Place Scheme ("BPS"), and the need for holistic planning in the provision of RCHEs and RCHDs.	

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002557 - 002850	The Association of Parents of the Severely Mentally Handicapped Chairman	Presentation of views [LC Paper No. CB(2)571/12-13(01)] Views that services rendered by private RCHDs and BPS homes should be better monitored; locations of RCHDs too remote causing inconvenience to parents and difficulties in employing staff; and no commitment and concrete measures in the 2013 Policy Address to enhance the services for PWDs.	
002851 - 003200	Hong Kong Spinocerebellar Ataxia Association Chairman	Views that RCHD places should be provided to patients suffering from Spinocerebellar Ataxia; urging the Government to increase RCHD places and enquiring on the arrangement for urgent institutionalization under the existing referral system.	
003201 - 003508	Hong Kong Association of Gerontology Chairman	Presentation of views [LC Paper No. CB(2)575/12-13(03)] Views on the need for long-term planning for RCS for the elderly, accessibility of data relating to long-term care services, review on the Enhanced Bought Place Scheme ("EBPS"), better planning on the ratio of subvented residential care places and non-subvented places, deployment of recurrent funding for employing additional staff at residential care homes/day care centres, and manpower planning, in particular for front-line care workers.	
003509 - 003823	智障人士老化關注組 Chairman	Presentation of views [LC Paper No. CB(2)575/12-13(07)] Elaborations on the inadequacies of RCS and CCS for persons with intellectual disabilities including: the lack of facilities and manpower, lack of good planning, spatial requirements of RCHs, and the need for carers' allowance.	
003824 - 004134	長者服務大聯盟 Chairman	Views that the lack of sites and shortage of manpower (especially front-line care workers) in RCHEs were attributed to the lack of long-term planning on the provision of elderly services.	
004135 - 004322	Caritas Federation of Senior Citizens Chairman	Suggestions on construction of more RCHEs, more training and better salaries to attract young people joining the welfare workforce, the provision of carers' allowance, and the introduction of universal retirement protection to alleviate the hardship of elders.	
004323 - 004635	SME Global Alliance Limited Elderly Affairs Committee Chairman	Concerns about the inadequacy of long-term RCS for the elderly in the context of difficulties faced by operators of private RCHEs, including soaring rentals, lack of sites, and shortage of manpower.	

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004636 - 004952	Hong Kong Private Nursing Home Owners Association Chairman	Presentation of views as follows – (a) the inadequacy of RCHEs was due to the lack of holistic planning by the Government and shortage of manpower; (b) the strengthening of CCS would drain the already limited manpower supply for RCS; and (c) many private RCHEs ran their business on a shoestring relying on home fees paid by residents who received the meagre Comprehensive Social Security Assistance.	
004953 - 005227	The Salvation Army Carer Association Chairman	Presentation of views [LC Paper No. CB(2)548/12-13(04)] Concerns about the role of the Government in the provision of RCS for the elderly, better planning on RCS in terms of manpower and identification of sites; the enhancement of CCS; the service quality of private RCHEs be better monitored; and the provision of a monthly allowance for carers.	
005228 - 005543	爭取私營院舍權益大聯盟 Chairman	Views on the niche of private RCHDs in the provision of RCS for PWDs; in support of the licensing scheme for RCHDs to enhance service quality; and request for more support for private RCHDs, for example, additional subsidies and commissioning of visiting doctors.	
005544 - 005735	全港長者及護老者權益聯席 Chairman	Expressing reservations on the means-tested Pilot Scheme CCS Voucher for the Elderly ("the Pilot Scheme") as follows – (a) the Government was shifting the responsibilities of providing CCS to the private sector, and the elders themselves as the users should pay part of the cost; (b) the implementation of the Pilot Scheme would drain manpower from RCHs, thereby aggravating the manpower shortage of RCHEs; and (c) the CCS Voucher, only implemented in selected districts, would not help alleviate the waitlisting situation for RCHEs.	
005736 - 010004	將軍澳長者民生關注會 Chairman	Request for more RCHE places to shorten the waiting time for subvented places under the Standardized Care Need Assessment Mechanism for Elderly Services ("SCNAMES") and more healthcare services for the elderly to prevent early institutionalization, thereby alleviating the pressing demand for RCHE places.	

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010005 - 010204	西貢長者地區網絡代表 委員會 Chairman	Concerns about the acute waitlisting situation for subvented RCHE places as many elders passed away while waiting; and suggestions that the Administration should increase RCHE places, develop a service pledge on the waiting time, and identify more sites for the construction of RCHs.	
010205 - 010525	全港認知障礙症照顧者 聯盟 Chairman	Presentation of views [LC Paper No. CB(2)548/12-13(05)] Concerns about the lack of government-run RCHEs, the location of most RCHEs too remote, the lack of facilities in RCHEs specially designed for demented elders, and request for more resources for the needs of people suffering dementia.	
010526 - 010754	Ms YAN Ming-kit Chairman	Presentation of views [LC Paper No. CB(2)587/12-13(01)] Views on the short- and long-term measures to solve the manpower shortage of RCHEs, including better salaries, more training, and improving the working environment.	
010755 - 010926	CRN, The Hong Kong Society for Rehabilitation Chairman	Views on the planning and allocation of manpower resources for the provision of RCS for the elderly, especially demented elders.	
010927 - 011231	殘疾人士成人服務關 注組 Chairman	Requesting the Administration to increase the supply of RCHD places, provide more support to help private RCHDs survive, reserve the lower floors of public housing estates for setting up RCHDs, and introduce a pilot voucher scheme for services to PWDs.	
011232 - 011534	The Hong Kong Council of Social Service Chairman	Presentation of views [LC Paper No. CB(2)575/12-13(04)] Views that the Administration should develop a long-term care policy; tighten its monitoring of the services provided by private RCHs; conduct review on the function and categorization of RCHEs; and cancel the dual option of RCS and CCS under SCNAMES to better deploy its resources for elderly services.	
011535 - 011847	新界東私營復康院舍 聯會 Chairman	Views that the Pilot Bought Place Scheme for Private RCHDs should be enhanced with a view to offering more subsidies for private RCHDs to upgrade their facilities and supporting PWDs' reintegration into the community.	

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011848 - 012148	新界西私營復康院舍 聯會 Chairman	Presentation of views [LC Paper No. CB(2)575/12-13(05)] Concerns about the difficulties faced by private RCHDs and request for increasing the purchase quota under the Pilot BPS for Private RCHDs and the provision of rent subsidies for private RCHDs.	
012149 - 012453	Democratic Alliance for the Betterment and Progress of Hong Kong Chairman	Views that the Administration should – (a) develop medium- and long-term measures on the provision of RCS and CCS for the elderly and PWDs, for example: making service pledge for the waiting time, facilitating elders aging on the Mainland, and introducing a pilot voucher scheme for RCS; (b) strengthen CCS to facilitate elders aging in place as per the wish of elders; and (c) address the issues of low staff morale and manpower shortage in the welfare sector which was a result of the Lump Sum Grant Subvention System.	
012454 - 012741	Hong Kong Evergreen Association of the Elderly Administration	Views that the Pilot Scheme proposed in the 2013 Policy Address could not meet the demand of the growing ageing population; and more community care and support should be offered to elders and their carers.	
012742 - 013049	New People's Party Administration	Views that the thrust of the problem in RCS was the family structure in Hong Kong and the lack of sites for RCHs. Suggestions that the Administration should increase RCHE places, enhance CCS to facilitate elders aging in place, and provide more education and training opportunities to enhance the prospect of elderly service practitioners.	
013050 - 013405	Harmonic Recreation Society Administration	Suggestions on how to increase the supply of nurses for the welfare sector, such as training and accreditation, better salaries, shorter working hours, and more publicity.	
013406 - 013713	Ms CHENG Yuk-chun Administration	Views that the Government lacked holistic planning on services for persons with intellectual disabilities; and casting of doubt on the effectiveness of the licensing scheme to enhance the service quality of private RCHDs as well as the provision of RCHD places by self-financing and newly built RCHs.	

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013714 - 014030	爭取資助院舍聯席 Administration	Views that the Administration should reserve lower floors at newly built public housing blocks for the construction of RCHEs and RCHDs to facilitate residents' interaction with the community, give the public access to information about the number of residential care places to be offered in these housing estates, and in longer term develop holistic planning for RCS.	
014031 - 014339	Mr LAM Lai-shing	Views that the Administration should develop long-term strategy in its elderly services and allocate more resources for: increasing subvented RCHD places, providing training programmes for welfare service practitioners; and set up a task force with representatives from the Development Bureau and Labour and Welfare Bureau to oversee the planning of government-built RCHDs.	
014340 - 014700	The Forthright Caucus	Presentation of views [LC Paper No. CB(2)575/12-13(06)] Disappointment at the lack of long-term commitment of the Government in its RCS for the elderly and PWDs.	
014701 - 014900	Silence	Request for RCHEs specially designed for elders with hearing impairment and a special queue under SCNAMES for admission to these homes.	
014901 - 015320	Concord Mutual-Aid Club Alliance Chairman	Relaying the concerns of the United Nations Committee on the Rights of Persons with Disabilities about the shortage of RCHs and the lack of community service centres to facilitate PWDs' living at home in their own community; and expressing the views that the Administration should consider reserving the lower floors at public housing blocks for setting up supported hostels for PWDs and providing carers' allowance.	
015321 - 020437	Administration Chairman	The Administration's response that – (a) under the Pilot Scheme which would be launched in September 2013, eligible elderly might choose the services that suit their needs with the use of service vouchers; (b) it would not be pragmatic to set a target time for admission to subvented/contract RCHs as the admission would be affected by various factors; (c) to increase the supply of subsidized nursing home ("NH") places, a higher proportion of NH would be provided in new contract RCHEs. The ratio of NH places to	

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		<p>care-and-attention ("C&A") places would be 9:1 in new contract RCHEs;</p> <p>(d) the Administration would make its best efforts to increase the supply of residential care places and secure suitable site/premises for RCHs. The Administration had been discussing with social welfare organizations ("SWOs") the feasibility of using the land owned by non-governmental organizations ("NGOs") through redevelopment or expansion to provide residential care places. Residential care places would also be provided in public rental housing estates as appropriate;</p> <p>(e) various training programmes on nursing, occupational therapy and physiotherapy were provided with a view to alleviating the shortage of manpower in the welfare sector ;</p> <p>(f) measures would be introduced to attract new blood, particularly young people, to work in the welfare sector. The Education Bureau was in the course of setting up a qualifications framework for the elderly care sector to establish an accessible articulation pathway to promote lifelong learning with a view to enhancing the quality of the local workforce;</p> <p>(g) special allowance would be provided under the Community Care Fund to persons with severe physical disabilities ("PWSPDs") for purchasing medical appliances and a one-stop case management programme for PWSPDs was under study; and</p> <p>(h) additional manpower would be deployed to RCHs and day training centres to cater for the needs of ageing service users. Rehabilitation Advisory Committee would set up a focus group to study specific measures to address issues surrounding the ageing of persons with intellectual disabilities.</p>	
020438 - 020755	Mr TAM Yiu-chung Chairman	<p>Mr TAM Yiu-chung's view that –</p> <p>(a) instead of imposing stringent conditions on SWOs when liaising with them on the use of the land owned by NGOs for residential care places, the Administration should give them incentive to run RCHs;</p> <p>(b) labour importation could be considered as a short-term measure to alleviate shortage of manpower in the welfare sector; and</p>	

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		(c) steps should be taken to encourage health care workers to stay in the industry and enhance the society's recognition of their contributions.	
020756 - 021127	Mr CHEUNG Kwok-che Chairman	Mr CHEUNG Kwok-che 's view that – (a) the Administration should formulate long-term care policies; (b) special arrangements should be made with SWOs to facilitate the redevelopment of their land for residential care places; (c) the Labour and Welfare Bureau should bid for "Government, Institution or Community" ("G/IC") sites for the construction of RCHs; and (d) assisting women in joining the workforce and increasing wages for frontline health care staff would help ease manpower shortage in the welfare sector.	
021128 - 021824	Dr Joseph LEE Chairman Administration	Dr Joseph LEE's view that the Administration should have comprehensive plans to address problems relating to manpower supply, service quality, long waiting time, etc. for residential care services. Dr Joseph LEE and the Chairman's request for the Administration to provide a paper on long-term care policy which should outline the direction, types of services to be provided, planning for the resources required for such services (e.g. site/premises, manpower, etc.) and the targets to be met.	Admin (paragraph 2 of the minutes)
021825 - 021933	Mr POON Siu-ping Chairman	Mr POON Siu-ping's request for the Administration to inform members of the factors impeding it to set target time for admission to RCHs, the types of job in the welfare sector which had shortage of manpower and specific measures the Administration would take to address the problem.	Admin (paragraph 2 of the minutes)
021934 - 022553	Mr WU Chi-wai Chairman Administration	Mr WU Chi-wai's view that – (a) the Administration should conduct a holistic review of the rehabilitation policies; and (b) SWD should play an active role and put up request for site for welfare facilities during the town planning stage. SWD was rather passive in this regard.	

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		<p>The Administration's response that –</p> <p>(a) The Hong Kong Rehabilitation Programme Plan published in 2007 had made recommendations on the future development of rehabilitation services; and</p> <p>(b) SWD would seek suitable sites including G/IC sites for welfare facilities, and G/IC sites were also suitable for other community facilities. Members noted that the Administration did not have information on the unsuccessful cases in this regard.</p>	
022554 - 023002	Mr LEUNG Kwok-hung Chairman	Mr LEUNG Kwok-hung's view that the privatization of Government land was one of the causes of land shortage. At the request of Mr LEUNG, the Administration undertook to provide information on the process of land planning for long-term care facilities.	Admin (paragraph 2 of the minutes)
023003 - 023644	Mr Michael TIEN Chairman Administration Harmonic Recreation Society	<p>Mr Michael TIEN's enquiry on –</p> <p>(a) the existing waiting time and the waiting time in the past three years for subsidized C&A places and NH places;</p> <p>(b) factors contributing to the substandard service quality of some of the private RCHEs for the elderly participated in EBPS; and</p> <p>(c) whether the Administration would consider allowing RHCEs participated in EBPS to import labour in proportion to the number of places purchased to solve the problem of manpower supply.</p> <p>Extension of meeting for fifteen minutes beyond the appointed ending time by the Chairman.</p> <p>The Administration's response that –</p> <p>(a) the Administration provided private RCHEs participated in EBPS subsidy amounting to around \$5,700 to \$8,400, and residents of such RCHEs (including CSSA recipients) only had to pay a monthly fee between \$1,600 and \$1,700;</p> <p>(b) the staffing and location requirements for RCHEs participated in EBPS far exceeded the statutory requirements; and</p> <p>(c) the Administration attached great importance to the quality of RCHEs participated in EBPS and would endeavor to disseminate such message to the public and obtain more</p>	

Time marker	Speaker(s)	Subject(s)	Action required
<i>Agenda item II – Proposed work plan of the Subcommittee</i>			
024304 - 024435	Mr CHEUNG Kwok-che Chairman	Members noted the proposed work plan of the Joint Subcommittee. Schedule of meetings from February to July 2013.	

Council Business Division 2
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14 March 2013