

立法會
Legislative Council

LC Paper No. CB(2)649/13-14
(These minutes have been
seen by the Administration)

Ref : CB2/PS/1/12

Panel on Welfare Services and Panel on Health Services

Joint Subcommittee on Long-term Care Policy

**Minutes of the seventh meeting
held on Monday, 24 June 2013, at 4:30 pm
in Conference Room 1 of the Legislative Council Complex**

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

Members absent : Hon TANG Ka-piu (Deputy Chairman)
Hon Albert HO Chun-yan
Hon Ronny TONG Ka-wah, SC
Hon CHAN Han-pan

Public Officers attending : Item I

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

Action

Miss Cecilla LI
Assistant Director (Elderly)
Social Welfare Department

Mr TAN Tick-yee
Chief Social Work Officer (Elderly) 1
Social Welfare Department

**Attendance by : Item I
invitation**

Mr CHAN Wing-yin

Carer Alliance for People with Dementia

Ms CHEUNG Yuet-kam
Chairman

Labour Party

Mr LAM Cho-ming
Representative

Senior Citizen Home Safety Association

Ms Daisy KWAN
General Manager

長者社區照顧服務關注組

Ms TONG Choi-ying
Representative

The Federation of Hong Kong and Kowloon Labour Unions

Mr KONG Yat-fung
Secretary for Social Services

The Elderly Services Association of Hong Kong

Mr LO Wei-kai
First Vice Chairman

Action

Care Takers Concern Group

Ms CHU Moon-chun
Member

Elderly Welfare Concern Group

Mr LAI Ming-lai
Member

Grassroots Development Centre

Mr NG Kin-wing
Committee Member

Civic Party

Mr Zico MAN
Representative

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

Mr KAM Cheuk-kin

The Democratic Party

Mr Ricky OR

Lion Rock Institute

Miss Sarah Joan PEMBERTON
Research Assistant

安老服務關注組

Mr KWOK Chin-yin
Committee Member

Action

長者社區服務關注組

Ms CHAN Mu-zhen
Committee Member

Elderly Rights League (HK)

Ms MAK Bick-sum
Committee Member

Society for Community Organization

Ms Angela CHAN Yuen-man
Community Organizer

Harmonic Recreation Society

Mr LI Wai
Vice Chief Coordinator

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

Staff in attendance : Miss Karen LAI
Council Secretary (2) 4

Ms Judy TING
Council Secretary (2) 6

Miss Maggie CHIU
Legislative Assistant (2) 4

Action

I. Pilot Scheme on Community Care Service Voucher for the Elderly

[LC Paper Nos. CB(2)1397/12-13(01) to (06), CB(2)1447/12-13(01) and CB(2)1858/11-12(04)]

Action

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

II. Any other business

2. The Chairman said that the planning for provision of residential care, home care and community care services and quality of such services would be discussed at the next meeting to be held on 2 July 2013.

3. There being no other business, the meeting ended at 6:44 pm.

Council Business Division 2
Legislative Council Secretariat
10 January 2014

**Proceedings of the seventh meeting of the
Joint Subcommittee on Long-term Care Policy
on Monday, 24 June 2013, at 4:30 pm
in Conference Room 1 of the Legislative Council Complex**

Time marker	Speaker(s)	Subject(s)	Action required
<i>Agenda item I – Pilot Scheme on Community Care Service Voucher for the Elderly</i>			
000226 - 001023	Chairman Administration	Opening remarks Briefing by the Administration on the progress of preparation and implementation details of the Pilot Scheme on Community Care Service Voucher for the Elderly ("Pilot Scheme"). [LC Paper No. CB(2)1397/12-13(01)]	
001024 - 001335	Mr CHAN Wing-yin Chairman	Presentation of views that – (a) the scope and capacity of the First Phase of the Pilot Scheme were restrictive as it would only be implemented in eight districts and the number of vouchers to be issued was limited to 1 200; (b) the suicide rate among elderly people was high, and the contributory causes of elderly suicide included emotional problems and financial difficulties, and (c) the implementation of the Pilot Scheme would give rise to the privatization of community care services ("CCS"), thereby increasing the costs of services.	
001336 - 001613	Carer Alliance for People with Dementia Chairman	Presentation of views [LC Paper No. CB(2)1397/12-13(03)] (a) different voucher values should be set to cater for the specific needs of voucher holders, and eligibility for CCS vouchers should not be subject to means test; (b) the coverage of the First Phase of the Pilot Scheme should be extended to elderly people with low impairment and under the age of 60; and (c) the Administration should set up designated day training centres for people with dementia and a task force to look into the specific needs of these people and their carers.	

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001614 - 001930	Labour Party Chairman	<p>Presentation of views that –</p> <ul style="list-style-type: none"> (a) the Administration should continue its provision of subvented residential care homes for the elderly ("RCHEs") while implementing the Pilot Scheme; (b) it was necessary to carry out long-term planning on CCS for elderly people and increase RCHE places; (c) the salary and working condition of front-line care workers should be improved so as to alleviate the long-standing problem of manpower shortage; and (d) case managers should assist voucher holders in choosing the Recognized Service Provider ("RSP") that best suit their needs, and the Administration should monitor the work of case managers to ensure their impartiality in drawing up care plan for voucher holders. 	
001931 - 002052	Senior Citizen Home Safety Association Chairman	Views that needy elderly people would not benefit from the Pilot Scheme as they could not afford CCS under the co-payment arrangement of the Pilot Scheme; and request for the Administration to put in place a quality assurance mechanism to monitor the quality of the services to be offered by RSPs.	
002053 - 002339	長者社區照顧服務關注 組 Chairman	<p>Presentation of views [LC Paper No. CB(2)1397/12-13(04)]</p> <ul style="list-style-type: none"> (a) it was necessary to increase the manpower of RSPs; (b) CCS under the Pilot Scheme could not take the place of the provision of long-term care services for elderly people, and there was an urgent need for the Administration to increase such services; (c) case managers responsible for drawing up care plan for voucher holders should be independent of RSPs so as to avoid conflict of interests, and (d) due to the lack of front-line care workers, voucher holders might not find CCS that met their needs. 	
002340 - 002642	The Federation of Hong Kong and Kowloon Labour Unions Chairman	<p>Presentation of views [LC Paper No. CB(2)1858/11-12(04)]</p> <ul style="list-style-type: none"> (a) the scope of the Pilot Scheme should be expanded to include elderly people with low 	

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		<p>impairment;</p> <p>(b) eye and dental health services that were most relevant to elderly people should be included in the Pilot Scheme;</p> <p>(c) a comprehensive mechanism should be put in place to monitor the quality and fees of services to be provided by RSPs; and</p> <p>(d) it was important to implement universal retirement protection and formulate long-term care policy to address the needs of the elderly population.</p>	
002643 - 002908	The Elderly Services Association of Hong Kong Chairman	<p>Presentation of views that –</p> <p>(a) the Elderly Services Association of Hong Kong supported the implementation of the Pilot Scheme to bring into effect the funding concept of "money-follows-the-user";</p> <p>(b) the exclusion of private operators from the First Phase of the Pilot Scheme ran contrary to the aim of the Pilot Scheme, which was to strengthen CCS through a more flexible and diverse mode of service delivery to provide better support to the elderly who aged at home;</p> <p>(c) the Administration should look into the pressing problem of manpower shortage of the elderly care sector; and</p> <p>(d) consideration should be given to launching a residential care service ("RCS") voucher scheme for the elderly to alleviate the shortage of subsidized RCHE places.</p>	
002909 - 003223	Care Takers Concern Group Chairman	<p>Presentation of views [LC Paper No. CB(2)1463/12-13(02)]</p> <p>(a) the supply of RCHE places fell far short of demand;</p> <p>(b) it was suggested to publicize daily on the internet the situation of waiting for RCHE places in every district;</p> <p>(c) comprehensive support should be provided for carers to help them look after the needy elderly people; and</p> <p>(d) emergency residential care services should be made available for elderly people with serious impairment who aged at home.</p>	

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003224 - 003558	Elderly Welfare Concern Group Chairman	Views that – (a) the Elderly Welfare Concern Group did not support the Pilot Scheme which was, in the Group's view, a means by which the Administration forced elderly people to receive subsidized CCS thereby delaying the provision of RCS; (b) eligibility of elderly people for various elderly care services should not be subject to means test; and (c) universal retirement protection scheme should be introduced to facilitate elderly people in choosing a retirement life that suited them best.	
003559 - 003943	Grassroots Development Centre Chairman	Presentation of views [LC Paper No. CB(2)1397/12-13(05)] (a) Grassroots Development Centres objected to the implementation of the Pilot Scheme as the focus of elderly care should be increasing RCS places rather than providing piecemeal CCS for elderly people; (b) it was important to formulate long-term policy on elderly care services; (c) elderly people should not be subject to means test to become eligible for elderly care services; and (d) the introduction of a universal retirement protection scheme would facilitate elderly people in choosing a retirement life that met their needs.	
003944 - 004250	Civic Party Chairman	Presentation of views [LC Paper No. CB(2)1463/12-13(01)] (a) while supporting the phased implementation of the Pilot Scheme, the Civic Party suggested the Administration assess the affordability of elderly people to meet the costs of CCS under the Pilot Scheme; (b) the adoption of co-payment under the Pilot Scheme was not desirable, given the substantial financial reserve of the Government; (c) the proposed inclusion of private service providers in the Second Phase of the Pilot	

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		<p>Scheme would give rise to the problem of quality control of elderly care services;</p> <p>(d) additional resources should be allocated to increasing the places of day care centres for the elderly ("DE") as well as care and attention homes; and</p> <p>(e) it was important to introduce carer allowance to provide support for carers.</p>	
004251 - 004519	<p>全港長者及護老者權益 聯席 Chairman</p>	<p>Presentation of views that –</p> <p>(a) the introduction of the Pilot Scheme would bring about the increase of service costs, and it was undesirable for the Administration to launch the Pilot Scheme before putting in place a mechanism to monitor such costs;</p> <p>(b) the Administration failed to address the problem of shortage of care workers;</p> <p>(c) the Administration was not committed to regularly financing elderly care services as most of the relevant funding was allocated from the Lotteries Fund; and</p> <p>(d) it was important for the Administration to carry out planning and formulate policy to improve welfare services.</p>	
004520 - 004848	<p>將軍澳長者民生關注會 Chairman</p>	<p>Views that the means test under the Pilot Scheme to assess the household income of voucher holders was discriminatory, and it was important for the Administration to implement friendly policy to address the needs of elderly people.</p>	
004849 - 005115	<p>The Democratic Party Chairman</p>	<p>Views that the Administration should ensure that adequate information was provided for voucher holders to facilitate them in choosing appropriate CCS, introduce a reliable mechanism to monitor the quality of services, regularly review the voucher value, and formulate long-term policy to tackle the ageing problem.</p>	
005116 - 005434	<p>Lion Rock Institute Chairman</p>	<p>Views that the arrangements of co-payment and means test under the Pilot Scheme helped ensure that public resources were distributed to the needy rather than the well-off elderly people; and effective distribution of public resources not only encouraged young persons to seek employment as it assured them the prudent use of tax revenue by the Administration, but also helped solve the problem of disparity between the rich and the poor.</p>	

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005435 - 005757	安老服務關注組 Chairman	Concern that the existing elderly care services could not meet the specific needs of elderly people as they were not planned from the perspective of the elderly.	
005758 - 010135	長者社區服務關注組 Chairman	Views that it was a prevalent practice among private service providers that they usually brought in temporary workers whenever the Social Welfare Department ("SWD") conducted random checks on them so as to cover up their inadequate provision of manpower; and request for the introduction of an annual health check on elderly people aged 65 and above.	
010136 - 010251	香港老人權益聯盟 Chairman	Presentation of views [LC Paper No. CB(2)1447/12-13(01)] Views that the organization objected to the implementation of the Pilot Scheme; and request for the Administration to provide support for elderly people living alone.	
010252 - 010626	Society for Community Organization Chairman	Presentation of views [LC Paper No. CB(2)1447/12-13(01)] (a) Society for Community Organization did not support the Pilot Scheme on the grounds that it would give rise to irregularities in service quality and costs; (b) a number of questions remained unanswered about the Pilot Scheme, such as whether voucher value could be carried forward to the next month and the competency of case managers in drawing up care plans for elderly persons; (c) the Pilot Scheme failed to address the shortage of care workers; and (d) it was important for the Administration to formulate long-term policy on elderly care services.	
010627 - 010928	Harmonic Recreation Society Chairman	Views that the Administration should invite private service providers to join the Pilot Scheme, given the poor track records of the existing service providers, and the Administration failed to face squarely the shortage of care workers; and request for the implementation of a qualifications framework for employees of the elderly care sector.	
010929 - 012303	Chairman Administration	The Administration's response to deputations' views as follows –	

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		<p>(a) the Administration was committed to providing subsidized CCS to the elderly in need;</p> <p>(b) to follow up the Elderly Commission's recommendations, that the responsibility of care services should be shared among service users, their family and the Government. And that the Administration should ensure that the elderly who were most in need should have priority in using subsidized services; the Administration had put in place a sliding scale of co-payment with five levels of government subsidy, so that the less the user could afford, the more the Administration would pay;</p> <p>(c) means test would be conducted to assess the household income of voucher holders under the Pilot Scheme; the asset value of the voucher holder and his/her household was not subject to such means test;</p> <p>(d) both the co-payment and means test arrangements were not new practices and were being adopted in subsidized CCS; the means test of the Pilot Scheme aimed only to determine the co-payment level of the service users, and such means test would not exclude eligible elderly from using the services;</p> <p>(e) voucher holders on Comprehensive Social Security Assistance ("CSSA") might apply for a special grant under CSSA to cover part of the co-payment under the Pilot Scheme; during the First Phase of the Pilot Scheme, eligible CSSA recipients needed to pay a monthly co-payment of \$500 but might receive reimbursement of either \$207 (under mixed mode of service) or \$149 (under single mode of service) per month from Social Security Field Units of SWD;</p> <p>(f) due to the constraints of public resources, eligible participants of the First Phase of the Pilot Scheme were those elderly people living in the selected districts who had been assessed as moderately impaired and were waiting for subsidized CCS and/or RCS on the Central Waiting List ("CWL") of the Long Term Care ("LTC") Services and not receiving any kind of RCS or subsidized CCS. The First Phase of the Pilot Scheme would last for two years. The Administration would review the number of vouchers to be provided in the first phase,</p>	

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		<p>taking into account the capabilities of the RSPs;</p> <p>(g) the introduction of the Pilot Scheme would not affect the existing provision of subsidized CCS under the conventional funding mode;</p> <p>(h) SWD would conduct review visits to and random checks on RSPs to audit all relevant records and files, such as service hours for individual voucher holders and fee-charging;</p> <p>(i) the service quality of RSPs would be reflected in the feedback from voucher holders; if a voucher holder find the services of an RSP unsatisfactory, he or she could change to another RSP;</p> <p>(j) to increase manpower of the welfare sector, student intakes of the Master in Physiotherapy programme and Master in Occupational Therapy programme, as well as the places for enrolled nurse training programmes had been increased;</p> <p>(k) a draft Specifications of Competency Standards under the Qualification Framework for employees of the elderly service sector should be completed by 2013; and</p> <p>(l) the subject matter of a pilot scheme on carer allowance for the elderly ("carer allowance") was at the initial stage of study. Details, including coverage of the pilot scheme, had not yet been worked out.</p>	
012304 - 012822	Mr POON Siu-ping Administration Chairman	<p>Enquiries of Mr POON Siu-ping that –</p> <p>(a) whether those elderly people who were not on CWL of the LTC Services would be invited to join the Pilot Scheme;</p> <p>(b) how SWD would ensure the adequacy of care workers to cope with the service demand to be brought about by the Pilot Scheme; and</p> <p>(c) whether there was a comprehensive mechanism in place for SWD to monitor the service fees to be charged by RSPs.</p> <p>The Administration's response that –</p> <p>(a) the eligible participants of the First Phase of the Pilot Scheme were those elderly people living in the eight (note: RSPs in Sham Shui</p>	

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		<p>Po district would also serve elderly living in Kowloon City and Yau Tsim Mong districts) selected districts who had been assessed by the Standardized Care Need Assessment Mechanism for Elderly Services of SWD as moderately impaired and were waiting for subsidized CCS and/or RCS in CWL of the LTC Services and not receiving any kind of RCS or subsidized CCS;</p> <p>(b) currently there were some 8 500 eligible elderly people on CWL;</p> <p>(c) eligible RSPs were required to sign a Service Agreement which specified, among others, the manpower provision of RSPs;</p> <p>(d) on average, each of the 62 RSPs would provide 10 to 20 places for voucher holders of the Pilot Scheme; and</p> <p>(e) the manpower provision committed by the 62 eligible RSPs was adequate to meet the service demand of 1 200 voucher holders.</p>	
012823 - 013239	Mr CHEUNG Kwok-che Administration Chairman	<p>Concern of Mr CHEUNG Kwok-che about the adequacy of the voucher value (i.e. \$5,800 per month) to meet the costs of CCS by voucher holders, and RSPs' operational sustainability when each RSP would only provide service for 10 to 20 voucher holders.</p> <p>The Administration's response that the voucher value was set at \$5,800 having regard to the respective unit costs of the subsidized DE and Enhanced Home and Community Care Services in 2013-2014.</p>	
013240 - 013937	Mr LEUNG Yiu-chung Administration Chairman	<p>Views and concerns of Mr LEUNG Yiu-chung that –</p> <p>(a) it was undesirable to conduct means test to assess the household income of a voucher holder to determine his or her level of co-payment;</p> <p>(b) the supply of CCS and RCS places was inadequate to meet the growing demand; and</p> <p>(c) the introduction of the Pilot Scheme would affect the provision of subsidized CCS and RCS places for those elderly people who were waiting for such places on CWL.</p> <p>The Administration's response that –</p>	

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		<p>(a) it would continue the efforts in providing more subsidized CCS and RCS places funded by the conventional financing mode, such as acquiring RCHE places from private providers under the Enhanced Bought Place Scheme;</p> <p>(b) from the 2013-2014 to 2015-2016 financial years, seven new contract RCHEs would commence operation; sites had also been earmarked in another eight development projects for the construction of new contract RCHEs; and</p> <p>(c) some 1 200 additional subsidized RCS places would be provided from the 2013-2014 to 2015-2016 financial years.</p>	
013938 - 014624	Mr LEUNG Kwok-hung Administration Chairman	<p>Enquiry of Mr LEUNG Kwok-hung on whether the Administration would commit resources to expanding the CCS voucher scheme to cover all the elderly people waiting for subsidized CCS and RCS places upon the expiry of the Second Phase of the Pilot Scheme.</p> <p>The Administration responded that whether and how the CCS voucher scheme would be expanded depended upon the acceptance of the mode of service voucher by elderly people, the operational capacity of service providers; and preferences of the elderly on CCS over RCS. Past experience showed that some elderly people did prefer RCS to CCS.</p>	
014625 - 015336	Dr Joseph LEE Administration Chairman	<p>View of Dr Joseph LEE that the co-payment arrangement under the Pilot Scheme was confusing and concern about the sustainability of the operation of RSPs.</p> <p>The Administration's reply that –</p> <p>(a) the amount to be charged by RSPs for each voucher holder per month was \$5,800, i.e. the voucher value;</p> <p>(b) under the co-payment arrangement, while an elderly person, for example, paid \$500 (i.e. the lowest level on the sliding scale) for CCS, the Administration would subsidise the service voucher by \$5,300; similarly, when an elderly person paid \$2,500 (i.e. the highest level on the sliding scale) for CCS, the amount to be subsidise by the Administration would be \$3,300;</p>	

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		<p>(c) SWD would also conduct briefing to responsible workers ("RWs") to enhance their understanding on the Pilot Scheme, so as to help them to explain the scheme to potential voucher users;</p> <p>(d) SWD conducted the Expression of Interest exercise in August 2012 where non-governmental organizations ("NGOs") and social enterprises ("SEs") were invited to indicate their interest in becoming RSPs under the Pilot Scheme, and the 62 eligible RSPs confirmed that they had the service capacity and financial support required for the provision of CCS; and</p> <p>(e) as an illustration, a mixed mode service package to be provided by an RSP per week could include two days of day care and nine hours of home care services, or one day of day care and 18 hours of home care services; such home care services ranged from personal care services, rehabilitation exercise to nursing care.</p>	
015337 - 015943	Dr Helena WONG Administration Chairman	<p>Enquiries and views of Dr Helena WONG –</p> <p>(a) whether voucher holders were allowed to receive day care services from one RSP and home care services from another;</p> <p>(b) whether the voucher value could be adjusted having regard to the health condition of a voucher holder;</p> <p>(c) how elderly people on CWL would be notified of their eligibility for the Pilot Scheme; and</p> <p>(d) it was important to monitor the quality of CCS to be provided by RSPs.</p> <p>Concern of the Chairman about the impartiality of RWs in helping voucher holders to select CCS, given the employment relationship between RWs and RSPs.</p> <p>The Administration's response that –</p> <p>(a) in the First Phase of the Pilot Scheme, one single voucher value, i.e. \$5,800, would be offered to all voucher holders, and the voucher value was the amount for procuring services in a month from one RSP;</p>	

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		<p>(b) to prepare for the Second Phase, SWD had commissioned the University of Hong Kong to conduct a Case Mix Study on Community Care Service for the Elderly to examine the service needs of elderly people at moderate to severe levels of impairment and different care needs of groups of elderly people within the same impairment level; the result of the study would assist the Administration in determining the suitable level of different voucher values for the Second Phase of the Pilot Scheme;</p> <p>(c) each elderly person on CWL was being taken care of by an RW regarding his or her LTC service application; based on the application dates for LTC services, SWD would, in mid-2013, invite eligible elderly persons via their RWs to join the Pilot Scheme;</p> <p>(d) during the implementation of the First Phase of the Pilot Scheme, the Administration would examine whether RWs would act in favour of his or her employers in helping voucher holders to select CCS; and</p> <p>(e) RSPs under the Pilot Scheme would be operated by experienced NGOs and SEs which had been offering elderly care services, and the services of RSPs would be monitored by SWD according to the established service standards.</p>	
015944 - 020842	Chairman Administration	<p>Views and concerns of the Chairman that –</p> <p>(a) the service capacity of NGOs and SEs to operate RSPs under the Pilot Scheme was questionable, given that the resources of these NGOs and SEs such as manpower and space had been stretched to the limit by providing services for existing service users;</p> <p>(b) the Administration might impose means test on other subsidized welfare services; and</p> <p>(c) having regard to the application of mixed mode of services under the Pilot Scheme, consideration should be given to changing the existing arrangement to allow service users to receive both subsidized DE and home care services.</p> <p>The Administration responded that one of the objectives of the Pilot Scheme was to test out the demand for and effectiveness of mixed mode.</p>	

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		The Administration would review this aspect during the evaluation process.	
020843 - 021146	Mr CHEUNG Kwok-che Administration Chairman	Concern of Mr CHEUNG Kwok-che about the unhealthy competition for manpower between subsidized and private service providers to be brought about by the Pilot Scheme; suggestion that independent social workers rather than the RWs employed by NGOs and SEs should be assigned to draw up care plan for voucher holders to ensure impartiality. The Administration's response that it would consider Mr CHEUNG's suggestion in the planning of the Second Phase of the Pilot Scheme.	
021147 - 021456	Chairman	Views of the Chairman that CCS under the Pilot Scheme was not comprehensive and the Administration was not sincere in providing long-term care services for elderly people; and suggestion that the Joint Subcommittee should continue monitoring the provision of elderly care services.	
<i>Agenda item II – Any other business</i>			
021457 - 021517	Chairman	Date and discussion item for next meeting.	