

立法會
Legislative Council

LC Paper No. CB(2)1232/13-14

(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 twelfth meeting
held on Tuesday, 14 January 2014, at 10:45 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
Hon Ronny TONG Ka-wah, SC
Hon CHEUNG Kwok-che
Hon LEUNG Kwok-hung
Hon POON Siu-ping, BBS, MH

Members Absent : Hon LEUNG Yiu-chung
Prof Hon Joseph LEE Kok-long, SBS, JP, PhD, RN
Hon WONG Yuk-man
Dr Hon Helena WONG Pik-wan

Public Officers Attending : Item I

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

Miss Cecilla LI
Assistant Director of Social Welfare (Elderly)
Social Welfare Department

**Attendance by
invitation**

Item I

Civic Party

Mr Zico MAN
HKI District Developer

Democratic Alliance for the Betterment and Progress of
Hong Kong

Ms CHEUNG Fan-lan
Deputy Spokesperson of Welfare Services

Mr Jose NG Kwok-wah

Carer Alliance for People with Dementia

Ms CHEUNG Yuet-kam
Chairperson

Ms LEUNG Fung-ping

Mr CHUNG Cham-nin

The Hong Kong Federation of Trade Unions – Social
Affairs Committee

Mr MOK Kin-wing
Committee Member

Miss LEE Siu-ying

The Forthright Caucus

Miss LAM Ling

Concern Group on Elderly Community Care Services

Mr NG Ming-wai
Representative

The Hong Kong Council of Social Service

Ms CHAN Man-yee
Chief Officer (Elderly Service)

Labour Party

Mr YIP Wing
Representative

Mr Michael LEE, Member of Eastern District Council

將軍澳長者民生關注會

Ms CHEUNG Ngan-yip

全港長者及護老者權益聯席

Mr KWONG Wing-tai

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

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

Miss Maggie CHIU
Legislative Assistant (2) 4

Action

I. Integrated Home Care Services for the elderly

[LC Paper Nos. CB(2)643/13-14(01) to (04) and CB(2)686/13-14(01)]

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

2. The Joint Subcommittee requested the Administration to provide –

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(a) more detailed information on the funding allocation for the Integrated Home Care Services ("IHCS") (Ordinary Cases) and the number of service places offered since the re-engineering

Action

of the services in 2003; and

- (b) the level of subsidies provided for subvented service operators regarding the unit cost for meals offered under IHCS.

II. Item(s) for discussion at the next meeting

[LC Paper No. CB(2)272/13-14]

[Due to time constraint, the Joint Subcommittee had not discussed this subject. As advised by the Chairman, the agenda item for the next meeting scheduled for 21 February 2014 was "Mental health case management".]

III. Any other business

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

Council Business Division 2
Legislative Council Secretariat
2 April 2014

**Proceedings of the twelfth meeting of the
Joint Subcommittee on Long-term Care Policy
on Tuesday, 14 January 2014, at 10:45 am
in Conference Room 1 of the Legislative Council Complex**

Time marker	Speaker(s)	Subject(s)	Action required
<i>Agenda item I – Integrated Home Care Services for the elderly</i>			
000435 - 000800	Chairman	Opening remarks	
000801 - 001105	Civic Party Chairman	<p>Views that the Administration should accord high priority to strengthening its elderly care services to meet the service demand from the ageing population. Specific suggestions for the enhancement of the Integrated Home Care Services ("IHCS") are as follows –</p> <ul style="list-style-type: none"> (a) Chinese medicine therapy services should be provided for persons with long-term care needs; (b) service content of IHCS should be enriched with more social and learning activities to enable elderly persons to lead a more fulfilling life in their twilight years; (c) a caring culture should be developed in the provision of home-based support services to enhance the physical and psychological wellness of elderly persons; and (d) training workshops on elderly care skills should be organized for carers, and their inputs should be invited for the environmental risk assessment and home modification services. 	
001106 - 001420	Democratic Alliance for the Betterment and Progress of Hong Kong Chairman	Expressing concerns about the long waiting time for, and inadequate service places offered under IHCS; and urging the Administration to conduct a comprehensive review of the various fragmented home-based elderly care service schemes to enhance co-ordination among service providers and promote efficient deployment of resources. Service mechanism should be devised to enhance communication among service providers, users, and family members of the elderly persons to improve service quality.	

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001421 - 001710	Mr Jose NG Kwok-wah Chairman	Views that day respite services and home-based support services for elderly persons with dementia should be strengthened.	
001711 - 001954	Carer Alliance for People with Dementia Chairman	Views that home-based care services for elderly persons with dementia should include cognitive training, memory training and reminiscence therapy; and the hours of respite services would preferably be extended to allow carers to have respite during weekends and public holidays.	
001955 - 002320	Ms LEUNG Fung-ping Chairman	Views that "ageing in place", instead of institutionalization, was a better option for elderly persons with dementia and the Administration was urged to strengthen the home-based care and support for persons with dementia and their carers.	
002321 - 002627	Mr CHUNG Cham-nin Chairman	Urging the Administration to improve its community care and support services for elderly persons with dementia. Specific suggestions are as follows: offering more residential respite places; setting up counselling centres territory-wide to alleviate the pressure of carers of persons with dementia; and offering places dedicated to persons suffering from dementia at public hospitals and residential care homes for the elderly ("RCHEs").	
002628 - 002936	The Hong Kong Federation of Trade Unions – Social Affairs Committee Chairman	Expressing the view that the thresholds on means test and impairment level for IHCS were rather high. The Administration was urged to consider inviting more voluntary support from the community in the provision of IHCS and reviewing the subsidy level and service boundaries of IHCS to expand the service coverage.	
002937 - 003246	Miss LEE Siu-ying Chairman	Presentation of views – (a) the unit cost for services under IHCS remained unchanged over the years, for instance, the cost for meals under IHCS remained at \$11; and (b) under the Lump Sum Grant ("LSG") subvention system, a substantial amount of funding for subvented non-governmental organizations ("NGOs") were deployed for staff salary. NGOs operating IHCS had been working on a shoestring in view of inflation and pressing service demand from the community.	

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003247 - 003558	The Forthright Caucus Chairman	<p>Presentation of views –</p> <ul style="list-style-type: none"> (a) the Administration should address the problems of service duplication and mismatch between IHCS (Ordinary Cases) ("IHCS(OCs)") and IHCS (Frail Cases) ("IHCS(FCs)"). Currently, many elderly persons assessed with moderate level of impairment and recommended for IHCS(FCs) kept using the meal delivery services under IHCS(OCs), thereby aggravating the manpower shortage of IHCS (OCs) Teams; (b) the deputation was against setting any age or means test requirements for IHCS; and (c) the Administration was requested to accord high priority to reviewing its long-term care policy, in particular manpower planning. 	
003559 - 003917	Concern Group on Elderly Community Care Services Chairman	<p>Presentation of views [LC Paper No. CB(2)643/13-14(04)]</p> <ul style="list-style-type: none"> (a) IHCS(OCs) and IHCS(FCs) should be an integral part of the Government's long-term care measures to cope with the growing demand for home-based support services due to the ageing population; (b) some 1 100 IHCS(OCs) users (more than 20%) were elderly persons with moderate and severe levels of impairment under the Standardized Care Need Assessment Mechanism for the Elderly Services ("SCNAMES"). In view of the excessive demand for basic care support such as meal delivery and escort services for medical appointments, the Administration should inject more resources to strengthen related manpower and streamline the existing IHCS (OCs), IHCS(FCs) and the Enhanced Home and Community Care Services ("EHCCS") to suit the needs of users; (c) the acute shortage of care staff for elderly services should be addressed through raising the salary level and introducing a hardship allowance to attract more new entrants; (d) Dementia Supplement should also be given to service providers of IHCS so that they could 	

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		<p>introduce a wide variety of home-based services such as physiotherapy for persons with dementia; and</p> <p>(e) the unit costs and fees for meals under IHCS should be increased.</p>	
003918 - 004259	The Hong Kong Council of Social Service Chairman	<p>Presentation of views/suggestions which included the following: [LC Paper No. CB(2)686/13-14(01)]</p> <p>(a) Recommendations put forward by the Hong Kong Council of Social Service ("HKCSS") after consultation with the welfare sector including the IHCS Teams and EHCCS Teams that –</p> <p>(i) the welfare sector agreed-in-principle that the factors for consideration in the provision of long-term care services to elderly persons included: the impairment level of the elderly persons, level of support from families, and special needs (such as suffering from dementia and terminal diseases);</p> <p>(ii) home-based support services should be offered for needy elderly persons aged 80 or above, especially those singleton elderly, even though they had not gone through the assessment under SCNAMES;</p> <p>(iii) applicants for IHCS should be categorized with a view to giving priority to elderly persons aged 80 or above, singletons, and those without self-care capabilities; and</p> <p>(b) the welfare sector would have a more in-depth discussion with the Administration on the above recommendations.</p>	
004300 - 004607	Mr Michael LEE, Member of Eastern District Council Chairman	<p>In support of the Administration's plan to revamp IHCS, with specific suggestions that more service teams should be deployed for basic home-based services in response to the needs of elderly persons; more publicity on IHCS should be launched to alert elderly persons of the service availability; and tax exemption should be introduced for carers of elderly persons to alleviate their financial burden.</p>	

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004608 - 004904	將軍澳長者民生關注會 Chairman	Presentation of views – (a) long-term care services should be provided for elderly persons according to individual needs regardless of their age, family or financial background; and (b) the Administration should address the difficulties encountered by NGOs running IHCS by injecting additional resources instead of raising the threshold for eligibility.	
004905 - 005208	全港長者及護老者權益聯席 Chairman	Views and concerns about the need to review the bundle service package of EHCCS and the overlapping of services between IHCS(OCs) and IHCS(FCs) to address the huge demand for basic care and support such as meal delivery and escort services.	
005209 - 005444	Labour Party Chairman	Presenting the views that – (a) long-term care services should be provided according to individual needs regardless of age, family background or financial status; (b) the level of subsidies for operating NGOs running IHCS should be raised to address the acute shortfall of manpower; and (c) a comprehensive review of IHCS should be conducted to enhance its service capacities in response to the long-term care needs of elderly persons.	
005445 - 010424	Chairman Administration	Summing up of deputations' views by the Chairman as follows – (a) the subsidized cost for IHCS remained unchanged for many years since the re-engineering of the services in 2003. NGOs running IHCS faced operational difficulties in terms of budget control and manpower management; (b) the demand for IHCS(OCs) was huge because of its low threshold and the excessive need for basic home-based support such as personal care, meal delivery and escort services. To address the problem of service mismatch and duplication, the Administration should reintegrate the existing services under IHCS (OCs), IHCS (FCs) and EHCCS with a	

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		<p>view to alleviating the heavy workload of the service teams for IHCS (OCs); and</p> <p>(c) home-based service for persons with dementia should be strengthened; and more respite places should be offered to allow their carers to have temporary relief.</p> <p>Response of the Administration that –</p> <p>(a) an additional funding of \$20 million was allocated to IHCS in 2007. The Administration would continue to allocate additional resources to elderly services to meet the service needs arising from the growing ageing population;</p> <p>(b) IHCS (OCs) provided holistic care and support for a wider scope of users (including elderly persons, persons with disabilities and individuals and families with social need), who were not required to go through SCNAMES; whereas eligible users of IHCS (FCs) should be elderly persons assessed under SCNAMES as having moderate or severe level of impairment;</p> <p>(c) service content of IHCS was designed to ensure that limited public resources were deployed to serve the elderly persons most in need. As its target users were elderly persons with moderate or severe level of impairment, IHCS(FCs) provided a comprehensive package covering care management and rehabilitation exercise;</p> <p>(d) NGOs operating EHCCS were given more flexibility in the design of service package for the service users after the contract variation in August 2011;</p> <p>(e) the Social Welfare Department ("SWD") and HKCSS had been working closely on the improvement on service provision of IHCS(OCs) which was an integral part of subsidized CCS to facilitate the elderly persons to age in place. One of the important issues was to facilitate the more needy elderly persons to receive timely IHCS(OCs) services; and</p> <p>(f) the suggestion on service priority for elderly persons aged above 80 and singleton elderly</p>	

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		<p>persons for IHCS(OCs) put forward by HKCSS aimed to align the deployment of resources in different service boundaries, and had no implications on raising the age limit for subsidized CCS.</p>	
010425 - 011714	Mr CHEUNG Kwok-che Administration Chairman	<p>Mr CHEUNG Kwok-che's concerns about the lack of manpower support for IHCS; overlapping of service content between IHCS (OCs) and IHCS (FCs); lack of publicity for the availability of IHCS (OCs) for persons with disabilities; and his reservations on setting age limit and financial thresholds as eligibility criteria for subsidized CCS.</p> <p>The Administration's reply that it would follow up the case of manpower shortage in the delivery of IHCS mentioned by deputations and consider allocating additional resources, if necessary. To ensure proper deployment of public funding, IHCS(OCs) had been provided to serve those from a disadvantaged background (including elderly persons). The proposal on service priorities for elderly persons aged 80 or above had no implications on raising the age limit for subsidized CCS.</p> <p>The Chairman's concern about the timetable for conducting a review of IHCS in the context of the overall infrastructure of long-term care services.</p> <p>Reply of the Administration that in its future planning on services under IHCS, it would address, among others, reasons for the users' reluctance to take a more holistic service package with rehabilitation exercise offered under IHCS(FCs) or EHCCS. Upon having a better understanding of the needs of service users, the Administration would educate the elderly persons or revamp the service content with a view to maintaining service users' health status and facilitating their ageing in place.</p>	
011715 - 012110	Mr POON Siu-ping Administration Chairman	<p>Mr POON Siu-ping's concerns and enquiries about the Administration's plans to inject additional funding for IHCS and details about the proposal to identify service priority under IHCS (OCs) by HKCSS.</p> <p>Reply of the Administration that it would study the demand and provision of the service, which might vary in different geographic boundaries of</p>	

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		<p>IHCS. The Administration noted the need to re-examine the utilization of resources under IHCS (OCs) and would have more discussion on the need of the elderly persons and co-ordination of services under IHCS(OCs), IHCS(FCs) and EHCCS at the work meeting with HKCSS and the welfare sector scheduled for June 2014.</p>	
012111 - 012633	Deputy Chairman Administration Chairman	<p>The Deputy Chairman's enquiries and concerns about the funding allocated to, and places offered by IHCS(OCs) since the re-engineering of services in 2003; the exclusion of elderly persons with mild-level of impairment and persons with dementia from using IHCS(FCs); and details on the proposal to reintegrate IHCS put forward by HKCSS.</p> <p>The Administration's reply that it allocated more than \$500 million per year to IHCS and currently about 17 300 elderly persons receiving services of IHCS(OCs). Moreover, IHCS(OCs) could address the needs of persons under 60 with dementia.</p> <p>At the request of the Chairman, the Administration would provide more detailed information on the funding allocation for IHCS (OCs) and the number of service places offered since the re-engineering of the services in 2003.</p>	Admin
012634 - 013107	The Hong Kong Council of Social Service Chairman	<p>Elaboration by HKCSS that –</p> <p>(a) its proposal to re-examine the services under IHCS(OCs) and IHCS(FCs) aimed to align the eligibility criteria for home-based care services in different service boundaries and enhance the transparency of service referral and matching mechanism;</p> <p>(b) the proposal on service priorities for elderly persons aged 80 or above under IHCS(OCs) aimed to show respect for the elderly and had no implications on raising the age limit for subsidized CCS; and</p> <p>(c) both operating NGOs and users of IHCS (OCs) would be consulted on the proposal. Views collected would be relayed to the Administration at the coming working meeting scheduled for June 2014. HKCSS would suggest what further information would be required to facilitate more in-depth</p>	

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		discussion on improvement of service coordination.	
013108 - 013513	Chairman Administration	The Chairman's enquiries and the Administration's response that the work meeting in June would be an annual occasion for the Administration to exchange views with HKCSS and its member organizations on the priorities of welfare services and related funding allocation for the coming year. As for the proposal for setting service priorities for IHCS (OCs) initiated by the service operators, it was one of the issues discussed in the Specialized Committee on Elderly Service convened by HKCSS.	
013514 - 013731	Miss LEE Siu-ying Chairman	Views of Miss LEE Siu-ying that many elderly persons with moderate level impairment preferred IHCS(OCs) to IHCS(FCs) or EHCCS since the former provided more flexibility, and her concerns about the lack of funding support for NGOs to run the services.	
013732 - 013920	Chairman	Views of the Chairman that the number of cases, i.e. 5 100, on the waiting list for IHCS(OCs) mentioned in the Administration's paper [LC Paper No. CB(2)643/13-14(01)] did not reflect the actual demand which was far greater. The Administration should conduct a review of IHCS and allocate funding for additional service places in response to the huge service demand for personal care and meal delivery.	
013921 - 014714	Mr LEUNG Kwok-hung Administration Chairman	Mr LEUNG Kwok-hung's question and the Administration's response that it would look into the genuine needs of the target recipients of IHCS (OCs) and IHCS(FCs). More inputs would be invited from HKCSS and other relevant stakeholders to improve service provision.	
014715 - 015830	Mr CHEUNG Kwok-che Administration Chairman	<p>Mr CHEUNG Kwok-che's concerns about service duplication and system rigidity of the existing home-based elderly care services. His enquiries about whether the Administration would consider improving the services under IHCS (OCs) and IHCS(FCs) for better service matching, increasing the unit cost for meals under IHCS, and setting up more community canteens to alleviate the pressing demand for meal delivery services.</p> <p>The Administration's reply that it was now working with HKCSS on identifying the service needs of IHCS(OCs); and its explanation that</p>	

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		<p>under the LSG subvention system, subvented organizations had discretion in deploying funding under "Other Charges" efficiently for its operating expenses. The Administration would consider Mr CHEUNG's suggestion of setting up more community canteens.</p> <p>Views of the Chairman that the Administration should provide a concrete timetable for a comprehensive review of IHCS (including its service content, operating costs, and coordination among service providers), and different stakeholders in particular service users, should be invited to give views for the way forward.</p>	
015831 - 020250	Miss LEE Siu-ying Administration Chairman Mr CHEUNG Kwok-che	<p>Remarks of Miss LEE Siu-ying that many NGOs were running IHCS on a shoestring to provide meals at a very low price to service users.</p> <p>Enquiries of the Chairman and Mr CHEUNG Kwok-che about the level of subsidies provided for subvented service operators regarding the unit cost for meals offered under IHCS and the Administration's reply that it would provide supplementary information.</p>	Admin
020251 - 020330	Concern Group on Elderly Community Care Services Chairman	<p>Remarks of the deputation that according to information from HKCSS, the operating cost for IHCS was drawn from the "Other Charges" under the LSG subvention system. The funding allocation for "Other Charges" marked an accumulated increase of 6.3% from 2003-2004 to 2012-2013, which could by no means catch up with the increase in the Composite Consumer Price Index over the years.</p>	
020331 - 020519	Miss LEE Siu-ying Chairman	<p>Further remarks of Miss LEE Siu-ying on the very low unit cost (as low as \$11) for the meals offered under IHCS.</p>	
<i>Agenda item II – Item(s) for discussion at the next meeting</i>			
020520 - 020530	Chairman	Closing remarks	