

立法會
Legislative Council

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LC Paper No. CB(2)1722/14-15
(These minutes have been
seen by the Administration)

Panel on Welfare Services

**Minutes of special meeting
held on Saturday, 28 March 2015, at 9:00 am
in Conference Room 3 of the Legislative Council Complex**

- Members present** : Hon CHEUNG Kwok-che (Chairman)
Hon CHAN Yuen-han, SBS, JP (Deputy Chairman)
Hon LEUNG Yiu-chung
Hon TAM Yiu-chung, GBS, JP
Hon Alan LEONG Kah-kit, SC
Hon LEUNG Kwok-hung
Hon Frankie YICK Chi-ming
Hon CHAN Chi-chuen
Dr Hon Fernando CHEUNG Chiu-hung
Hon POON Siu-ping, BBS, MH
Hon TANG Ka-piu, JP
- Members absent** : Hon Albert HO Chun-yan
Hon Frederick FUNG Kin-kee, SBS, JP
Hon Ronny TONG Ka-wah, SC
Dr Hon LEUNG Ka-lau
Hon CHAN Han-pan, JP
Hon LEUNG Che-cheung, BBS, MH, JP
Dr Hon KWOK Ka-ki
Dr Hon Helena WONG Pik-wan
- Public Officers attending** : Item I
Miss Annie TAM, JP
Permanent Secretary for Labour and Welfare
Labour and Welfare Bureau

Mr Donald CHEN, JP
Deputy Secretary for Labour and Welfare (Welfare) 2
Labour and Welfare Bureau

Mr Steve TSE
Principal Assistant Secretary for Labour and Welfare (Special
Duties)
Labour and Welfare Bureau

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

Dr LAM Ching-choi, BBS, JP
Vice Chairman, Elderly Commission and
Chairman, Working Group on Long Term Care Model under the
Elderly Commission

Ms Maria LAU
Assistant Director of Social Welfare (Social Security)
Social Welfare Department

Dr Ernest CHUI
Principal Investigator
Consultant Team

Dr CK LAW
Principal Investigator
Consultant Team

Attendance by invitation : Item I

The Hong Kong Council of Social Service

Ms Crystal CHENG Lai-ling
Business Director (Service Development)

Working Group on Long Term Care Service

Ms CHOW Mee-tim
Convenor

Caritas – Hong Kong

Ms CHEUNG Wai-ling
Unit-in-Charge (Services for the Elderly)

Hong Kong S.K.H. Lady MacLehose Centre

Mr Benson NG Yuk-ming
Senior Service Coordinator

Chinese Young Men's Christian Association of Hong Kong Chai
Wan Neighbourhood Elderly Centre

Ms TANG Sze-wai
Centre-in-Charge

S.K.H. Holy Carpenter Church District Elderly Community
Centre

Mr CHOW Chiu-wah
Social Worker

Care for the Elderly Association Limited

Mr NG Ting-shan
Chairperson, Executive Committee

St. James' Settlement Central and Western District Elderly
Community Centre

Ms Yvonne LO Pui-fan
Senior Service Manager (Service Development)

Christian Family Service Centre

Ms Angel CHAN Fung-man
Programme Director (Elderly Care)

Mongkok Kai-Fong Association Limited Chan Hing Social
Service Centre

Ms Lisa LEUNG Sheung-ling
Programme Director (Integrated Elderly Service Division)

Baptist Oi Kwan Social Service

Ms YIP Wai-man
District Service Supervisor

Baptist Oi Kwan Social Service - Lai Yiu Neighbourhood Elderly
Centre

Mr TSANG Wai-nun
Centre-in-charge

明愛長者聯會

Mr FUNG Hing
常委代表

聖雅各福群會退休人士義務工作協會

Mr Joe CHENG Ping-fong
社關組副組長

The Hong Kong Association of Senior Citizens

Mr HO Ping-chiu
常委

Monitoring Alliance on Elderly Policies

Ms FUNG Miu-ha
Member

香港基督教服務處長者評議會

Mr PANG Fai-hang
常委

長者政策監察聯席之友

Mr CHEUNG Kie
委員

The Association of Evangelical Free Churches of Hong Kong

Mr Francis CHAU Yin-ming
Chief Supervisor

Hong Kong Christian Service

Ms Yvonne CHAK Tung-ching
General Manager (Elderly Core Business)

The Hong Kong Council of Social Service, Specialized
Committee on Elderly Service

Ms Anita WONG Yiu-ming
Chairperson

Ms WONG Ming-fung

Reclaiming Social Work Movement

Miss CHAN Shun-yi
Representative

Hong Kong Christian Service – Bliss District Elderly Community
Centre

Miss CHEUNG Yin-lam
Centre-in-charge

Civic Party

Mr Joshua LI Chun-hei
District Developer (KLW)

Miss MAK Wing-shan

Miss LEE Kit-lin

Miss POON Yim-ping

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

Staff in attendance : Ms Kay CHU
Council Secretary (2) 4

Miss Maggie CHIU
Legislative Assistant (2) 4

Miss LEE Wai-yan
Clerical Assistant (2) 6

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I. Pilot Scheme on Residential Care Service Voucher for the Elderly
[LC Paper Nos. CB(2)770/14-15(06) to (07), CB(2)820/14-15(01), CB(2)1134/14-15(01), CB(2)1144/14-15(01), CB(2)1164/14-15(01) to (04) and CB(2)1206/14-15(01)]

(At 9:11 am, the Deputy Chairman took the Chair in the absence of the Chairman.)

At the invitation of the Deputy Chairman, Permanent Secretary for Labour and Welfare ("PS(LW)") briefed members, with the aid of a powerpoint presentation, on the background and progress of the Elderly Commission ("EC")'s study on the feasibility ("Feasibility Study") of introducing a pilot scheme on residential care service ("RCS") voucher for the elderly ("RCS Voucher Scheme").

2. The Deputy Chairman invited deputations/individuals to present their views. A total of 28 deputations/individuals expressed their views which were summarized in the **Appendix**.

(At 9:35 am, the Chairman took the chair when deputations were giving their views.)

The Administration's response to deputations' views

3. PS(LW) thanked deputations and individuals for their views. She said that the Administration would continue to take measures to address the shortage of both community care services ("CCS") and RCS. To increase the supply of RCS, the Administration would continue its effort to secure suitable sites for the construction of contract homes and follow up on the projects under the Special Scheme on Privately Owned Sites for Welfare Uses. In addition, the RCS Voucher Scheme was proposed to be launched on a pilot basis to add flexibility

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to the provision of RCS and provide more choice of RCS for elderly persons. The effectiveness of the RCS Voucher Scheme would be assessed in the 3-year pilot period.

4. Dr CK LAW, Principal Investigator of the Consultant Team, advised that according to the preliminary findings of the questionnaire survey, 10.5% of elderly persons who were on the Central Waiting List ("CWL") for Long Term Care Services were willing to consider using RCS vouchers and agreed to the inclusion of a means test in the Scheme. Based on the aforesaid percentage and an estimation of the number of new applicants on CWL in the coming two years, he estimated that about 6 000 elderly persons on CWL were willing to opt for RCS vouchers. As the RCS Voucher Scheme would be a pilot scheme and would only issue 3 000 vouchers, he did not expect that it would help substantially shorten the waiting time for subsidized RCS places. The preliminary findings of the Feasibility Study also indicated that among the interviewed RCHEs, 63% of private residential care homes for the elderly ("RCHEs") with EA2 places and 33% of licensed RCHEs indicated interest in the RCS Voucher Scheme. These homes would likely need to improve their service quality to EA1 level before joining the scheme. Though the process would take time, he believed that the RCS Voucher Scheme would help upgrade RCHEs' service quality gradually. As proposed by the Consultant Team, all RCHEs which provided RCS places at EA1 level (i.e. including those operated by non-governmental organizations) could join the RCS Voucher Scheme and would be provided with additional resources to cater for the care needs of their residents who had joined the Scheme. Whilst elderly persons who joined the RCS Voucher Scheme were required to withdraw from the Comprehensive Social Security Assistance ("CSSA") Scheme, they could apply for the Old Age Living Allowance if they fulfilled the eligibility criteria. The Consultant Team would continue to explore the provision of case management services under the RCS Voucher Scheme by the Social Welfare Department ("SWD") or an NGO which had no conflict of interests.

Discussion

Suspending implementation of RCS Voucher Scheme

5. Noting that all deputations who attended the Panel meeting opposed to the RCS Voucher Scheme, Dr Fernando CHEUNG called on the Administration to temporarily suspend the implementation of the Scheme and reinstate discussions with stakeholders. He moved a motion -

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"鑒於長者院舍服務券是一項重要的長期護理服務模式，但社會服務界及不少長者皆反對有關的試驗計劃，而初步數據顯示，只有十分之一在中央輪候冊的長者願意考慮院舍券及贊成經濟審查，本委員會促請政府暫停推行此試驗計劃，重新與社會服務界、長者、家屬及各持份者從長計議及規劃，並將已撥出的資源先投放於社區照顧服務，增加家居及日間照顧服務，以促進居家安老的服務方向。"

(Translation)

"That, as the Residential Care Service ("RCS") Voucher for the Elderly is an important mode for the provision of long-term care services but the social services sector and many elderly people oppose the relevant pilot scheme, and preliminary data show that only a tenth of the elderly persons on the Central Waiting List are willing to consider the RCS voucher and agree to a means test, this Panel urges the Government to temporarily suspend the implementation of this pilot scheme, reinstate an in-depth discussion and planning with the social services sector, elderly people, their families and various stakeholders, and pre-empt the use of the allocated resources by assigning them to community care services to enhance both home care and day care services, with a view to gearing the service direction towards ageing in place."

6. The Chairman put the motion to vote. All members present voted for the motion. The Chairman declared that the motion was carried.
7. Mr POON Siu-ping called on the Administration to further consult stakeholders on the RCS Voucher Scheme and carefully consider the views and concerns of deputations and individuals who attended the Panel meetings on the Scheme. He added that there would be an adverse effect if the RCS Voucher Scheme was implemented in a hasty manner.
8. Mr TANG Ka-piu said that he did not oppose the "money-following-the-user" approach and would consider supporting the implementation of the RCS Voucher Scheme if the voucher value of the Pilot Scheme on CCS Voucher for the Elderly could be increased to that of the RCS Voucher Scheme. That said, as many stakeholders gave negative responses to the RCS Voucher Scheme, he urged the Administration to further consult stakeholders before proceeding with the implementation of the Scheme. He also called on the Administration to consider amending relevant legislation to show its determination to improve the service quality of private RCHes.

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9. Mr LEUNG Yiu-chung agreed that some elderly persons had a genuine need for institutionalization. However, as there was no clear direction on the way forward for the RCS Voucher Scheme after the 3-year pilot period and taking account of the views of members and deputations, he wondered if the Administration would consider suspending the implementation of the RCS Voucher Scheme. PS(LW) responded that the Administration would carefully consider stakeholders' views hitherto collected and welcome their further views on the RCS Voucher Scheme.

10. Mr LEUNG Kwok-hung held the view that instead of implementing the RCS Voucher Scheme on a pilot basis, the Administration should allocate sufficient resources to help RCHEs upgrade their RCS places at EA1 or a lower level to the service quality of subsidized places in subvented RCHEs.

11. Mr TANG Ka-piu noted that some elderly persons on CWL might not be able to decide on their own whether the RCS Voucher Scheme was suitable to them, such as elderly persons with dementia who did not have any family members and had already been admitted to private RCHEs. He wondered how the RCS Voucher Scheme could help them. PS(LW) responded that the Administration would make reference to the recommendations of the Consultant Team in the course of the design of the RCS Voucher Scheme, with an aim to facilitate elderly persons to choose services provided by private and self-financing RCHEs which might better suit their needs.

Implications of RCS Voucher Scheme on community care services

12. Dr Fernando CHEUNG was of the view that although the amount of resources deployed for RCS was much higher than that for CCS, the service quality of RCHEs had not been substantially improved. To enable elderly persons to enjoy their twilight years, he urged the Administration to accord priority to enhancing CCS and upgrading the quality of non-subsidized places to that of subsidized places or even better, instead of improving low quality RCS places to EA1 places.

13. Mr POON Siu-ping asked whether the Administration had assessed the impact on the waiting time for subsidized RCS places if the \$800 million earmarked for the RCS Voucher Scheme was deployed for enhancing CCS. He also wondered why the pilot period of the RCS Voucher Scheme had to take three years long. PS(LW) responded that the implementation of the RCS Voucher Scheme would not reduce the amount of resources allocated to CCS.

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The Administration would continue to liaise with stakeholders through different channels, and enhance CCS taking into account the demand for and supply of CCS as well as the resources allocated to CCS.

14. Mr TANG Ka-piu was of the view that the amount of resources allocated to CCS was too small and the provision of CCS should be substantially enhanced. PS(LW) stressed that the Administration had substantially increased the amount of resources allocated to CCS in recent years. The formulation of the Elderly Services Programme Plan would provide a comprehensive projection on the demand for and supply of subsidized elderly services.

15. Noting that the Administration had increased the amount of resources allocated to CCS in recent years, Mr LEUNG Yiu-chung said that deputations had reflected that the problem of shortage of CCS had not been addressed properly. Assistant Director of Social Welfare (Elderly) responded that in the past year, with the assistance of the Hong Kong Council of Social Service and the service providers concerned, SWD had closely monitored the provision of the Integrated Home Care Services ("IHCS"). It was found that there were differences in service needs among ordinary cases under IHCS. The Administration would keep in view the demand for and supply of IHCS.

Development of elderly services

16. The Chairman said that the provision of elderly services had many long-standing problems which should be addressed by the Administration. In the face of high rental, private RCHEs had to make profit by minimizing manpower expenses, leading to a low service quality. Even with the use of RCS vouchers to subscribe places in private RCHEs, the unit cost provided for the aforesaid private RCHEs was still lower than that for subsidized RCHEs. It was understandable that elderly persons had preference for subsidized RCHEs which were of higher quality. Noting some deputations' suggestions on deploying more resources for CCS and giving elderly persons flexibility in using vouchers for subscribing either CCS or RCS, he sought EC's views on the future development of elderly services in the light of the policy objective of "ageing in place".

17. Dr LAM Ching-choi, Vice Chairman of EC and Chairman of Working Group on Long Term Care Model under EC, responded that EC supported the policy objective of "ageing in place". Though the waiting time for CCS had been substantially shortened, he considered that more should be done to

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strengthen the provision of CCS and EC would continue to put forward recommendations in this regard for consideration by the Administration. Noting the long waiting time for subsidized RCS places, he said that it was worth trying to implement the RCS Voucher Scheme on a pilot basis to enable elderly persons, particularly those who had been admitted to private RCHEs and were receiving CSSA, to receive better services and provide incentives for private RCHEs to upgrade their service quality. In parallel, EC would continue to formulate the Elderly Services Programme Plan which would become a blueprint for the future development of elderly services.

II. Any other business

18. There being no other business, the meeting ended at 11:17 am.

Council Business Division 2
Legislative Council Secretariat
15 June 2015

Panel on Welfare Services

Special meeting on Saturday, 28 March 2015 at 9:00 am

Pilot Scheme on Residential Care Service Voucher for the Elderly

Summary of views and concerns expressed by deputations/individuals

| No. | Deputation/individual | Views |
|-----|--|--|
| 1. | The Hong Kong Council of Social Service | <ul style="list-style-type: none"> LC Paper No. CB(2)1206/14-15(01) |
| 2. | Working Group on Long Term Care Service | <ul style="list-style-type: none"> Objected to implement a pilot scheme on residential care service ("RCS") voucher for the elderly ("RCS Voucher Scheme") in a hasty manner. The Administration should give elderly persons flexibility in using vouchers for subscribing either community care services ("CCS") or RCS, enhance long-term care ("LTC") services as well as the Standardized Care Need Assessment Mechanism for Elderly Services ("SCNAMES"). |
| 3. | Caritas – Hong Kong | <ul style="list-style-type: none"> Opposed to the RCS Voucher Scheme. Expressed disappointment that the Administration did not address the problem of low service quality of private residential care homes for the elderly ("RCHEs") over the years. |
| 4. | Hong Kong S.K.H. Lady MacLehose Centre | <ul style="list-style-type: none"> The RCS Voucher Scheme should not be implemented before the review of the Pilot Scheme on CCS Voucher for the Elderly had been completed. The Administration should allocate sufficient resources to enhance CCS in the light of the policy objective of "ageing in places". |
| 5. | Chinese Young Men's Christian Association of Hong Kong Chai Wan Neighbourhood Elderly Centre | <ul style="list-style-type: none"> Opposed to the RCS Voucher Scheme as the objective of the Scheme was unclear. |
| 6. | S.K.H. Holy Carpenter Church District Elderly Community Centre | <ul style="list-style-type: none"> The RCS Voucher Scheme should not be implemented before the review of the Pilot Scheme on CCS Voucher for the Elderly had been completed. |
| 7. | Care for the Elderly Association Limited | <ul style="list-style-type: none"> The Administration should allocate more resources to improve the Enhanced Bought Place Scheme ("EBPS") before the launch of the RCS Voucher Scheme. |
| 8. | St. James' Settlement Central and Western District Elderly Community Centre | <ul style="list-style-type: none"> The staffing requirements stipulated in the Residential Care Homes (Elderly Persons) Ordinance (Cap 459) could not meet the care needs of elderly persons who had been admitted to RCHEs. The Administration should review and amend the Ordinance to upgrade the service quality of RCHEs before the launch of the RCS Voucher Scheme. |

| No. | Deputation/individual | Views |
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| 9. | Christian Family Service Centre | <ul style="list-style-type: none"> The Administration should temporarily shelve the implementation of the RCS Voucher Scheme. Elderly persons who had opted for the RCS Voucher Scheme should not be requested to withdraw from the Comprehensive Social Security Assistance ("CSSA") Scheme as the two schemes had different objectives. |
| 10. | Mongkok Kai-Fong Association Limited Chan Hing Social Service Centre | <ul style="list-style-type: none"> In recent years, District Elderly Community Centres and Neighbourhood Elderly Centres used too much manpower and resources for implementing various pilot schemes and assistance programmes on elderly services, thereby weakening their original function as a platform to help identify and refer needy elderly persons in the community to receive appropriate CCS. |
| 11. | Baptist Oi Kwan Social Service | <ul style="list-style-type: none"> Objected to implement the RCS Voucher Scheme at this stage. Before the launch of the RCS Voucher Scheme, the Administration should establish and be responsible for monitoring a case management mechanism, under which a code of practice should be formulated and qualification requirements of case managers should be clearly set out. The Administration should consider paying a case management fee to the service providers concerned. |
| 12. | Baptist Oi Kwan Social Service - Lai Yiu Neighbourhood Elderly Centre | <ul style="list-style-type: none"> Objected to implement the RCS Voucher Scheme at this stage. The Administration should accord priority to formulating LTC plan for the elderly, enhancing CCS as well as reviewing EBPS and staffing requirements for RCHEs. |
| 13. | 明愛長者聯會 | <ul style="list-style-type: none"> Opposed to the RCS Voucher Scheme. Expressed regret that the Administration and the Elderly Commission ("EC") did not consult stakeholders thoroughly on the RCS Voucher Scheme. |
| 14. | 聖雅各福群會退休人士義務工作協會 | <ul style="list-style-type: none"> Objected to implement the RCS Voucher Scheme at this stage. The Consultant Team should not set the RCS voucher value at the unit cost level of EA1 places of private RCHEs which was considered to be of unacceptable service quality. EC had not clearly explained the co-payment arrangement to elderly persons. |
| 15. | The Hong Kong Association of Senior Citizens | <ul style="list-style-type: none"> Objected to implement the RCS Voucher Scheme at this stage. The Administration should deploy the funds of the RCS Voucher Scheme to increase the number of recognized assessors of SCNAMES, and shorten the waiting time for day care and home care services to less than one month to avoid premature institutionalization. |
| 16. | Monitoring Alliance on Elderly Policies | <ul style="list-style-type: none"> Objected to implement the RCS Voucher Scheme at this stage. The design of the RCS Voucher Scheme could not benefit poor elderly persons who had a genuine need for institutionalization. If needy elderly persons used RCS vouchers, they had to withdraw from the CSSA Scheme. If they kept receiving CSSA, they had to stay in a poor quality private RCHEs until they were provided with subsidized RCS places. |
| 17. | 香港基督教服務處長者評 | <ul style="list-style-type: none"> Opposed to the RCS Voucher Scheme. The Administration should review EBPS and the licensing |

| No. | Deputation/individual | Views |
|-----|---|---|
| | 議會 | system for RCHEs, allocate more resources to upgrade the service quality and increase the supply of RCS places, and increase the provision of residential respite places in private and subvented RCHEs. |
| 18. | 長者政策監察聯席之友 | <ul style="list-style-type: none"> • Objected to implement the RCS Voucher Scheme at this stage. • Expressed regret that the Administration and EC disregarded stakeholders' negative views on the RCS Voucher Scheme. |
| 19. | The Association of Evangelical Free Churches of Hong Kong | <ul style="list-style-type: none"> • Objected to implement the RCS Voucher Scheme at this stage as the Scheme could not address special needs of elderly persons, in particular those with dementia. • The Administration should upgrade the quality of elderly services and regularize the subsidies which were provided for RCHEs to meet special needs of their residents with dementia. |
| 20. | Hong Kong Christian Service | <ul style="list-style-type: none"> • Opposed to the RCS Voucher Scheme. • The Administration should provide CSSA and LTC subsidy for poor elderly persons who had LTC needs. • The Administration should introduce a monitoring mechanism to help upgrade the service quality of private RCHEs which provided non-subsidized places for CSSA recipients. |
| 21. | The Hong Kong Council of Social Service, Specialized Committee on Elderly Service | <ul style="list-style-type: none"> • Objected to implement the RCS Voucher Scheme at this stage. • If the Administration did not take measures to enhance CCS and avoid premature institutionalization, increasing the supply of RCS places could not resolve the problem of long waiting time for subsidized RCS places. |
| 22. | Ms WONG Ming-fung | <ul style="list-style-type: none"> • LC Paper No. CB(2)1164/14-15(01) |
| 23. | Reclaiming Social Work Movement | <ul style="list-style-type: none"> • Opposed to the RCS Voucher Scheme which was considered ineffective in upgrading the service quality of private RCHEs and addressing special needs of elderly persons. • The Administration should formulate a holistic plan for the provision of elderly services. |
| 24. | Hong Kong Christian Service – Bliss District Elderly Community Centre | <ul style="list-style-type: none"> • LC Paper No. CB(2)1164/14-15(02) |
| 25. | Civic Party | <ul style="list-style-type: none"> • Under the RCS Voucher Scheme, case management services should be provided by the Social Welfare Department, and the voucher value should be increased so that the service quality of private RCHEs could be upgraded to that of subsidized RCHEs. • Elderly persons who used RCS vouchers should be provided with a 6-month cooling-off period. • The Administration should frequently meet with users of RCS vouchers and their family members to give information and consult their views on the RCS Voucher Scheme. • In the short run, the Administration should expedite the construction of RCHEs, and address the manpower shortage as well as enhance the training for health care workers in the elderly services industry. |
| 26. | Miss MAK Wing-shan | <ul style="list-style-type: none"> • The RCS Voucher Scheme should not be implemented in a hasty manner. • The Administration should introduce an effective monitoring |

| No. | Deputation/individual | Views |
|-----|-----------------------|--|
| | | mechanism to improve and maintain the service quality of private RCHEs. |
| 27. | Miss LEE Kit-lin | <ul style="list-style-type: none"> • The Administration should give elderly persons flexibility in using vouchers for subscribing either CCS or RCS. • The RCS Voucher Scheme did not address the special care needs of elderly persons who were waiting for nursing home places. • The launch of the RCS Voucher Scheme might trigger a fee rise in private RCHEs. |
| 28. | Miss POON Yim-ping | <ul style="list-style-type: none"> • The Administration should review and improve the service quality of private RCHEs which had participated in EBPS before proceeding with the implementation of the RCS Voucher Scheme. |

Council Business Division 2
Legislative Council Secretariat
15 June 2015