

**For discussion on  
14 March 2016**

## **Legislative Council Panel on Welfare Services**

### **Elderly Services Programme Plan**

#### **Purpose**

This paper reports on the progress of the preparation of the Elderly Services Programme Plan (ESPP) and briefs Members on our proposal to retain one supernumerary post of Administrative Officer Staff Grade C (AOSGC) (D2) in the Labour and Welfare Bureau (LWB) for a further period of 12 months with effect from 11 July 2016 or upon approval of the Finance Committee (FC), whichever is the later, to continue providing support to the formulation and implementation of the ESPP.

#### **The ESPP: Background and Methodology**

2. The Hong Kong population is ageing fast and is forecast to continue to age fast. There will be a pressing need for the Government to enhance its medium and long-term planning for elderly services. Against this background, the Chief Executive announced in his Policy Address in January 2014 that the Government would task the Elderly Commission (EC) to formulate the ESPP. To take forward the task, EC has since set up a dedicated working group entitled “Working Group on Elderly Services Programme Plan” (WGESPP)<sup>1</sup> and has engaged a consultant team from the Department of Social Work and Social Administration of The University of Hong Kong<sup>2</sup>. With the support and approval from the Legislative Council (LegCo), a supernumerary AOSGC (D2) post, designated as Principal Assistant Secretary (Special Duties) (PAS(SD)), has been created from 11 July 2014 for two years until 10 July 2016 to provide dedicated support to EC and WGESPP for the formulation of the ESPP and another study<sup>3</sup>.

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<sup>1</sup> Apart from inviting members of EC to join the WGESPP, EC also co-opted five outside members to join the working group. The terms of reference and membership list of the WGESPP are at **Annex A**.

<sup>2</sup> The consultant team is led by Dr CHUI Wing-tak, Ernest and Dr LAW Chi-kwong of The University of Hong Kong, and comprises members of other universities. The composition of the consultant team is set out at **Annex B**.

<sup>3</sup> EC was tasked to conduct a feasibility study on residential care service voucher (RCSV) for the elderly. EC originally planned to report its findings to the Government in mid-2015. Owing to the need for further work to be conducted in the process, EC now plans to submit its findings around mid-2016.

3. In the formulation of the ESPP, EC and WGESPP will take into account the current and planned provision of elderly services, and make reference to the relevant studies, reports, initiatives and demographic/service statistics relating to elderly services and consider factors such as the long-term development and sustainability of elderly services.<sup>4</sup>

4. As reported to Members of this Panel on 8 December 2014 vide LC Paper No. CB(2)381/14-15(08), the formulation of the ESPP is structured into three stages, namely Scoping, Formulation and Consensus Building. Members of EC and WGESPP have decided that a public engagement exercise will be arranged in each stage. The Scoping Stage is to open up the discussion with stakeholders and solicit their views in defining the scope of the ESPP. After defining the scope and identifying the key issues that need to be addressed, stakeholders will be consulted on the directions and possible alternatives for handling these issues, to enable EC and WGESPP to draw up at the end of the Formulation Stage the preliminary recommendations to be put forward in the ESPP. At the Consensus Building Stage, EC will engage stakeholders with a view to finalising and building consensus on the recommendations. When EC and WGESPP first discussed the subject in early 2014, it was suggested that a preliminary timeline could be as follows: Scoping (from July 2014 to February 2015); Formulation (from March to November 2015); and Consensus Building (from December 2015 to May 2016). EC then aimed to submit its report to the Government around July 2016, though members of EC and WGESPP fully realised that this preliminary timetable would be extremely and almost unrealistically tight.

## **The ESPP: Progress**

### *The Scoping Stage*

5. The Scoping Stage commenced in July 2014 as envisaged in the preliminary timetable (referred to in paragraph 4 above). The public engagement exercise of the Scoping Stage was carried out from October to November 2014. Five engagement sessions were conducted to gather views of stakeholders including elderly services providers, user groups, interest groups, professional bodies, community representatives, etc. In total, some 220 participants representing over 80 organisations participated in these engagement sessions. Altogether 17 written submissions were received during the Scoping Stage. In addition, LWB and the consultant team attended two meetings of this Panel held

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<sup>4</sup> As recommended by the Director of Audit in its Report No. 63 on Government's provision of long-term care services for the elderly published in October 2014, the Audit Report was provided to EC and the consultant team on 20 November 2014.

on 8 December 2014 and 20 January 2015 to listen to the views of Members and deputations.

6. Having considered the views gathered from the above channels and the consultant team's analysis, the scope of discussion of the ESPP was identified in March 2015. The scope, which includes six discussion themes, is at **Annex C**. A report summarising the views gathered from the Scoping Stage and the agreed scope of the ESPP was published on the ESPP's website<sup>5</sup>.

### *The Formulation Stage*

7. After defining the scope by identifying the key issues that need to be addressed under the ESPP (under the Scoping Stage), the Formulation Stage was commenced in March 2015 in accordance with the preliminary timetable referred to in paragraph 4 above. A round of public engagement exercise was conducted from June to August 2015. Altogether six public forums, as well as 30 focus group discussion sessions in the form of 15 half-day sessions, were held. In total, 535 stakeholders participated in the focus group discussions and 362 stakeholders joined the public forums. The consultant team also attended five discussion sessions organised by The Hong Kong Council of Social Services to gather the views expressed on various topics pertinent to the ESPP. As at end-February 2016, a total of 35 written submissions were received.

8. The consultant team has completed analysing the views gathered in the public engagement exercise of the Formulation Stage, as well as gathering information and statistics that should be taken into account in drawing up the preliminary recommendations of the ESPP (which have been organised into 19 discussion topics over the six discussion themes mentioned in paragraph 6 above). So far, WGESPP has considered 11 discussion topics. Further meetings will be conducted in the coming months to deliberate on the remaining eight topics, as well as to prepare the report of the Formulation Stage.

9. In the meantime, a Subcommittee on Issues Relating to the Future Development of Elderly Services Schemes (Subcommittee) was set up by this Panel in January 2016 to, inter alia, follow up on the work of the ESPP. At its meeting held on 16 February 2016, the Subcommittee discussed issues relating to community care and support services for the elderly and invited deputations to express their views. The views expressed by deputations invited to the meeting and members of the Subcommittee have been conveyed to the consultant team for consideration. Four further meetings have been scheduled until June 2016. The views expressed at these meetings will continue to be

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<sup>5</sup> The report is available at "[espp.socialwork.hku.hk/images/scopingreport/ScopingReportFinal.pdf](http://espp.socialwork.hku.hk/images/scopingreport/ScopingReportFinal.pdf)".

conveyed to the consultant team.

10. In the preliminary timetable referred to in paragraph 4 above, it was expected that the Formulation Stage engagement and discussions would be completed in November 2015. However, the Formulation Stage has taken longer time than originally envisaged, mainly owing to the adoption of a more extensive approach in the public engagement exercise (in addition to focus group sessions, six public forums were organised to meet the request of stakeholders), the large amount of views received (around 900 stakeholders participated in the engagement events and detailed submissions were received from some stakeholders) and the complexity of the issues involved (e.g. transitional care, case management, imbalance between CCS and RCS, and assessment tool etc.). Account has been taken of the views expressed and regard will be given to the views to be further expressed at the Subcommittee as referred to in paragraph 9 above. It is now estimated that the formulation of the preliminary recommendations could be completed by July 2016.

### *Consensus Building Stage and Report Submission*

11. Upon drawing up the preliminary recommendations, EC and WGESPP will consider the format and arrangements of the public engagement exercise of the Consensus Building Stage. The Consensus Building Stage is expected to take place from August 2016 at the earliest till, say, January 2017. Taking into account the time needed for report drafting and possible fine-tuning of the preliminary recommendations, EC is expected to submit the report of the ESPP in the second quarter of 2017, barring any unforeseen developments.

### **Need to retain the Post of PAS(SD)**

12. The PAS(SD) post was created on 11 July 2014 for two years till 10 July 2016 to support EC in formulating the ESPP<sup>6</sup>. During the past 18 months, supported by two non-directorate staff (one Senior Administrative Officer (SAO) and one Personal Secretary I (PS(I))) of the Special Duties Team, PAS(SD) has been providing dedicated policy input and secretariat support to EC and WGESPP in formulating the ESPP<sup>7</sup>. The support provided by PAS(SD) included collaborating with the consultant team in conducting literature review; collecting and analysing relevant data and service statistics; drawing up proposals; organising focus groups, briefings and engagement sessions;

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<sup>6</sup> And in studying the feasibility of introducing a RCSV scheme, as referred to in Footnote 3 above.

<sup>7</sup> And conducting the feasibility study on RCSV.

preparing papers for and taking minutes of WGESPP meetings; as well as participating in other related activities.

13. As explained in paragraph 11 above, it is expected that the Consensus Building Stage will commence in August 2016 at the earliest, while the final report of the ESPP is scheduled for completion in the second quarter of 2017. The remaining tasks would be crucial steps to be taken by EC and WGESPP in the formulation of the ESPP, which would have far-reaching implications on the long-term development of elderly services. Given the complexity of the issues involved and the large number of stakeholders and interested groups to be engaged, PAS(SD)'s post need to be retained to provide continued support to assist EC and WGESPP in devising suitable engagement plans of the Consensus Building Stage and drafting the report for submission to the Government. The workload arising from these tasks is expected to increase significantly as the formulation process draws to an end and recommendations need to be finalised. Upon the submission of the ESPP from EC, LWB will require directorate support in drawing up implementation plans of the recommendations put forward in the ESPP. This would require an in-depth understanding of the recommendations and some cross-subject coordination. PAS(SD) would be best placed to undertake this task. In view of the above, we propose retaining the supernumerary post of PAS(SD) for a further 12 months upon its expiration on 10 July 2016 or upon FC's approval, whichever is the later. The proposed job description of PAS(SD) is at **Annex D**.

14. PAS(SD) will continue to be supported by two non-directorate staff, i.e. one SAO and one PS(I). To strengthen the support provided to EC and WGESPP, an additional non-directorate Executive Officer II post will be created in LWB, starting from 2016-17. The proposed organisation chart of PAS(SD)'s team (i.e. the Special Duties Team) is at **Annex E**. An organisation chart of LWB showing the extension of the PAS(SD) post is at **Annex F**.

### **Alternatives Considered**

15. We have critically examined the possibility of redeploying existing directorate posts to take up the work of the current PAS(SD) post in the period post July 2016. As all other Principal Assistant Secretaries (PASs) in LWB are fully engaged in their own schedule of duties, it is operationally not possible for them to take up the duties of PAS(SD) without adversely affecting the discharge of their current duties. The major responsibilities of other PASs in LWB are given at **Annex G**.

## **Financial Implications**

16. The additional notional annual salary cost of the proposed AOSGC (D2) post at mid-point is \$1,973,400. The full annual average staff cost, including salaries and staff on-cost, is \$2,779,704. We will include the necessary provision in the Estimates of 2016-17 and 2017-18 to meet the cost of this proposal.

## **Advice Sought**

17. Members are invited to note the latest progress in formulating the ESPP, and the proposal to retain the PAS(SD) post for a further 12 months from 11 July 2016 or upon FC's approval whichever is the later. Subject to Members' views, we will submit the staffing proposal to the Establishment Subcommittee for endorsement and FC for approval in the 2015-16 LegCo session.

**Labour and Welfare Bureau**  
**March 2016**

**Elderly Commission  
Working Group on Elderly Services Programme Plan**

**Terms of Reference**

To assist the Elderly Commission in the formulation of the Elderly Services Programme Plan.

**Membership**

	<b><u>Name</u></b>	<b><u>Background</u></b>
<b>Chairman:</b>	Prof CHAN Cheung-ming, Alfred	Academic
<b>Member:</b>	Dr LAM Ching-choi	Medical and Social Service
	Miss CHAN Man-yee, Grace	Social Service
	Mrs CHAN LUI Ling-yee, Lilian	Education and Social Service
	Mr SHIE Wai-hung, Henry	Commercial and Social Service
	Dr TSE Man-wah, Doris	Medical
	Mr WONG Fan-foung, Jackson	Commercial
	Mrs WONG WONG Yu-sum, Doris	Social Service
	Dr YEUNG Ka-ching	Academic
<b>Co-Opt Member:</b>	Dr Crystal CHENG Lai-ling	Social Service
	Ms Anita WONG	Social Service
	Ms CHOW Mee-tim	Social Service
	Mr Kenneth CHAN Chi-yuk	Commercial and Social Service
	Mr LEE Pak-ying Richard	Commercial and Social Service

**Official** Secretary for Labour and Welfare or representative  
**Representative:** Secretary for Food and Health or representative  
Secretary for Transport and Housing / Director of Housing or representative  
Director of Social Welfare or representative  
Director of Health or representative  
Chief Executive, Hospital Authority or representative  
**Secretary:** Principal Assistant Secretary for Labour and Welfare (Special Duties)



**Membership of the Consultant Team**

	<b><u>Name</u></b>	<b><u>University</u></b>
<b>Principal Investigators:</b>	Dr CHUI Wing-tak, Ernest	University of Hong Kong
	Dr LAW Chi-kwong	University of Hong Kong
<b>Team Members:</b>	Dr CHOW Oi-wah, Esther	City University of Hong Kong
	Prof Daniel LAI	Hong Kong Polytechnic University
	Dr MA Hok-ka, Carol	Lingnan University
	Mrs TSIEN WONG Bik-kwan, Teresa	Hong Kong Polytechnic University
	Dr BAI Xue	Hong Kong Polytechnic University
	Dr DAI Lok-kwan, David	Chinese University of Hong Kong

**Scope of the Elderly Services Programme Plan  
and Discussion Topics<sup>8</sup> of the Formulation Stage**

- A. Definition of “elderly” people and target service users of elderly services
  - status and role of elderly persons
  - definition of “elderly” persons and target service users of elderly services
- B. Existing services
  - active ageing
  - Standardised Care Need Assessment Mechanism for Elderly Services
  - community care and support services
  - respite and emergency placement services
  - carer support
  - case management
  - residential care services and quality assurance
  - private-public partnership for elderly services
- C. Manpower and training issues
- D. Premises and space
- E. Sustainable financing of elderly services
- F. Interfacing and other issues
  - interfacing between various disciplines, policy bureaux and departments
  - planning mechanism and review of Elderly Services Programme Plan
  - technology and information
  - services for elderly people with dementia
  - support to ethnic minorities
  - end-of-life care

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<sup>8</sup> The report of the Scoping Stage included an additional topic on “role of private charitable funding bodies in supporting new and innovative initiatives”. To facilitate the discussion of the Working Group on Elderly Services Programme Plan, analysis and recommendations on this topic have been combined with the other 19 discussion topics listed above.

**Proposed Job Description for  
Principal Assistant Secretary (Special Duties)**

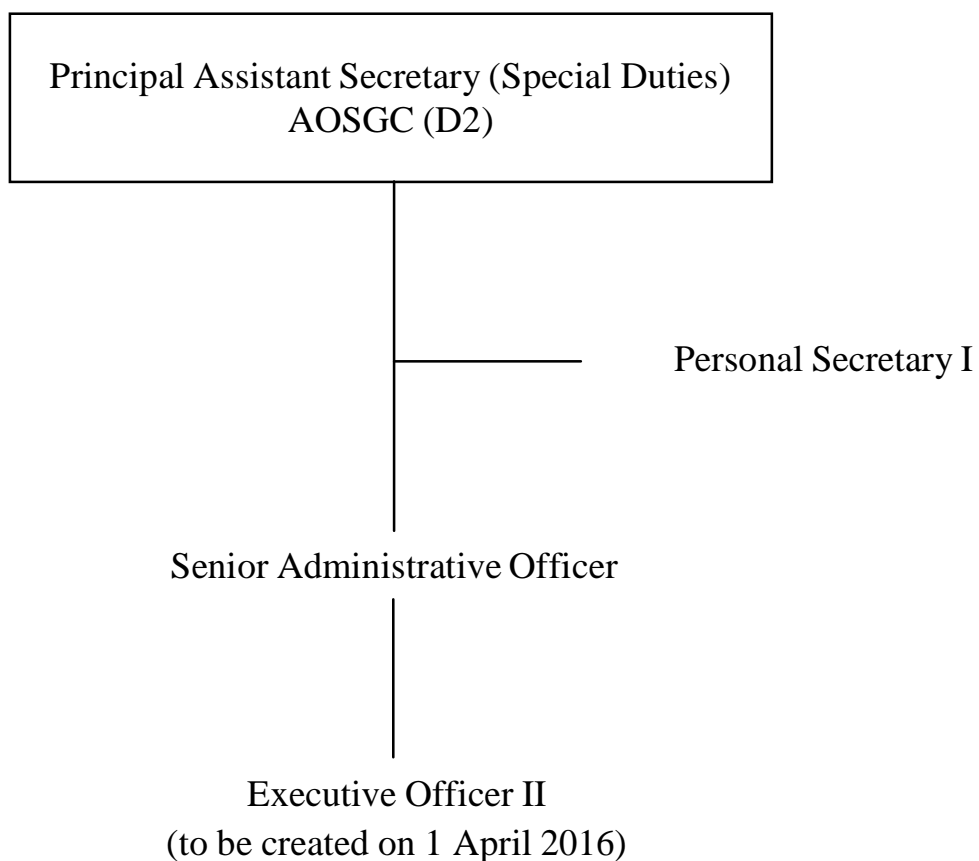
**Rank:** Administrative Officer Staff Grade C (D2)

**Responsible to:** Deputy Secretary for Labour and Welfare (Welfare) 2

**Main Duties and Responsibilities –**

1. To provide policy input to the formulation of the Elderly Services Programme Plan (ESPP) and to coordinate contributions from parties concerned to facilitate the Elderly Commission (EC)'s deliberation and discussion of the issue.
2. To assist in drawing up engagement plans and arranging engagement sessions with the stakeholders and interested groups on the Programme Plan.
3. To serve as the secretary to the Working Group on Elderly Services Programme Plan (WGESPP) under the EC, and to assist EC and WGESPP in preparing papers and reports.
4. To assist in drawing up implementation plans arising from the ESPP.
5. To help respond to public/media enquiries on matters related to the ESPP.

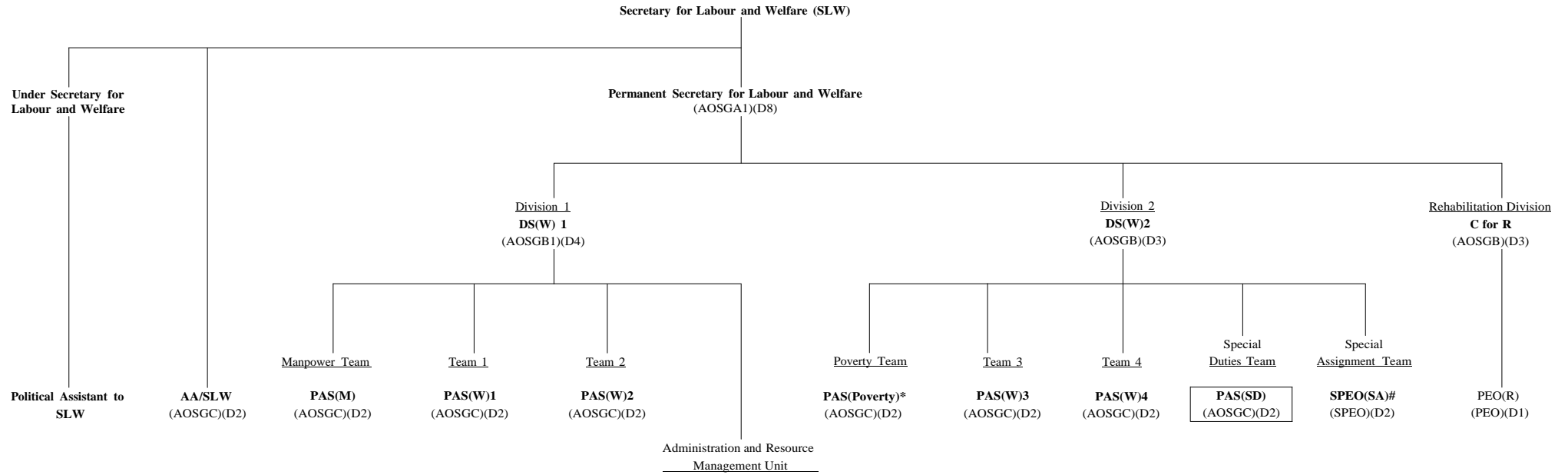
**Proposed Organisation Chart of the Special Duties Team**



AOSGC      Administrative Officer Staff Grade C

     Supernumerary post proposed to be extended

## Proposed Organisation Chart of the Labour and Welfare Bureau



**Legend**

DS	Deputy Secretary	AOSGA1	Administrative Officer Staff Grade A1
AA	Administrative Assistant	AOSGB1	Administrative Officer Staff Grade B1
PAS	Principal Assistant Secretary	AOSGB	Administrative Officer Staff Grade B
C for R	Commissioner for Rehabilitation	AOSGC	Administrative Officer Staff Grade C
SPEO	Senior Principal Executive Officer	PEO	Principal Executive Officer
<span style="border: 1px solid black; display: inline-block; width: 1em; height: 1em; vertical-align: middle;"></span>	Supernumerary AOSGC (D2) post proposed to be extended.		
*	Supernumerary post up to 30.6.2017		
#	Supernumerary post up to 31.3.2016		

**Major Responsibilities of Other Principal Assistant Secretaries  
in the Labour and Welfare Bureau**

<b>Post / Rank</b>	<b>Major Responsibilities</b>
Principal Assistant Secretary (Welfare)1/ AOSGC (D2)	<ul style="list-style-type: none"><li>• Social welfare subvention system</li><li>• Special Scheme on Privately Owned Sites for Welfare Uses</li><li>• Long-term social welfare planning</li><li>• Welfare services for families, children and youth</li><li>• Rehabilitation services for young offenders</li><li>• Social work training and manpower planning</li><li>• Legal Representation Scheme for Children/Juveniles involved in Care or Protection Proceedings</li><li>• Social Welfare Advisory Committee</li><li>• Welfare exchange with the Mainland</li><li>• Community Investment and Inclusion Fund and social capital development</li><li>• Chief Executive's Community Project List</li><li>• Lotteries Fund and other welfare-related funds</li><li>• Financial Assistance Scheme for Family Members of Those Who Sacrifice their lives to Save Others</li></ul>
Principal Assistant Secretary (Welfare)2/ AOSGC (D2)	<ul style="list-style-type: none"><li>• Policy on combating domestic violence</li><li>• Policy on support for victims of sexual violence</li><li>• Secretarial support to the Women's Commission and its working groups</li><li>• Policy and strategies to promote the well-being and interests of women in Hong Kong</li><li>• Gender mainstreaming within the Administration</li><li>• Promotional and educational activities to enhance the awareness of public and civil service on women issues</li><li>• Research, studies and surveys on women issues</li><li>• Liaison and meetings with local women's groups and relevant international bodies</li><li>• United Nations Convention on the Elimination of All Forms of Discrimination against Women</li><li>• Beijing Platform for Action</li><li>• UN Commission on the Status of Women</li><li>• Public Transport Fare Concession Scheme for the Elderly and Eligible Persons with Disabilities</li></ul>

<b>Post / Rank</b>	<b>Major Responsibilities</b>
Principal Assistant Secretary (Welfare)3/ AOSGC (D2)	<ul style="list-style-type: none"> <li>● Policy matters relating to elderly with long-term care needs</li> <li>● Allocation mechanism for subsidised long-term care services</li> <li>● Home and community care services for elderly ageing in the community</li> <li>● Residential care services for frail elderly and continuum of care, including the licensing regime</li> <li>● Carers' support and training</li> <li>● Manpower supply and training of care staff in elderly care services</li> </ul>
Principal Assistant Secretary (Welfare)4/ AOSGC (D2)	<ul style="list-style-type: none"> <li>● The Comprehensive Social Security Assistance Scheme</li> <li>● The Social Security Allowance Scheme - <ul style="list-style-type: none"> <li>- Old Age Allowance (including the Guangdong Scheme)</li> <li>- Old Age Living Allowance</li> <li>- Disability Allowance</li> </ul> </li> <li>● Promotion of active ageing, including lifelong learning and senior volunteerism</li> <li>● Support for vulnerable elderly people, including matters related to elder abuse and elderly suicide</li> <li>● Secretariat of the Elderly Commission</li> </ul>
Principal Assistant Secretary (Poverty)/ AOSGC (D2)	<ul style="list-style-type: none"> <li>● Co-ordinate the poverty alleviation work of the Labour and Welfare Bureau</li> <li>● Policy matters relating to the Low-income Working Family Allowance</li> <li>● Service the Social Security and Retirement Protection Task Force; Education, Employment and Training Task Force; and Special Needs Groups Task Force under Commission on Poverty</li> <li>● Child Development Fund</li> <li>● Short-term food assistance service projects</li> <li>● Employment in One-stop</li> <li>● Employment assistance programmes under the Comprehensive Social Security Assistance Scheme</li> <li>● Provide policy input and co-ordinate contribution in relation to social welfare initiatives of the Community Care Fund</li> </ul>
Principal Assistant Secretary (Manpower)/ AOSGC (D2)	<ul style="list-style-type: none"> <li>● Manpower statistics and projections</li> <li>● Vocational training and retraining</li> <li>● Housekeeping of the Employees Retraining Board and the Clothing Industry Training Authority</li> <li>● Continuing Education Fund</li> </ul>

<b>Post / Rank</b>	<b>Major Responsibilities</b>
	<ul style="list-style-type: none"><li>• Manpower Development Committee</li><li>• Apprenticeship Scheme and Adult Education Subvention Scheme</li><li>• APEC Human Resources Development Working Group</li></ul>