

Legislative Council
Panel on Welfare Services
Subcommittee on Issues Relating to the
Future Development of Elderly Services Schemes

Residential Care Services for the Elderly

Purpose

This paper sets out the current provision of subsidised residential care services (RCS) for the elderly and various initiatives to enhance such provision. It also briefs Members on the new and on-going measures to enhance the quality of RCS.

Overview

2. As at end-January 2016, there were 739 residential homes providing RCS for elderly persons in Hong Kong, including 121 subvented residential care homes for the elderly (RCHEs), 26 contract RCHEs, 6 subvented nursing homes (NHs), 39 self-financing RCHEs / NHs and 547 private RCHEs, offering a total of 73 992 residential care places for the elderly, of which about 27 200 were subsidised places. The current provision of subsidised places by service types, the number of applicants on the waiting lists and average waiting time are tabulated at **Annex 1**.

Provision of Subsidised RCS

3. It is the Government's policy to promote "ageing in place as the core, institutional care as back-up". While most elderly persons cherish the wish of ageing in place, some frail elderly persons would need institutional care for health or family reasons. To this end, the Government has been striving to increase the supply of subsidised RCS places for the elderly (i.e. NH places and care-and-attention (C&A) places) under a multi-pronged approach. Details are set out in paragraphs 4 - 11 below:-

(a) Development of new contract RCHEs and optimising use of space in existing contract RCHEs

4. Since 2001, the Social Welfare Department (SWD) has been

awarding contracts through open tenders to non-governmental organisations (NGOs) or private operators in respect of 28 contract RCHEs. As at end-January 2016, 26 of these contract RCHEs (including two which commenced service in 2015-16) were in operation, providing a total of 1 991 subsidised places (about 90% are NH places and 10% are C&A places upon admission) and 1 382 non-subsidised places. From now to 2018-19, seven more new contract RCHEs/RCHEs with day care units (DCUs) are expected to commence service. They will altogether provide a total of 502 new subsidised places (of which 90% are NH places and 10% are C&A places upon admission) and 211 non-subsidised places. Details are at **Annex 2**.

5. The Government will continue to identify suitable sites for new RCHEs to meet the demand. As at end-January 2016, SWD earmarked sites in 13 development projects (including conversion of vacant school premises) for the setting up of contract RCHEs or contract RCHEs with DCUs. It is estimated that about 1 400 additional residential care places (including both subsidised and non-subsidised places) could be provided progressively from 2019-20 onwards. The number of places to be provided is just a preliminary estimate and is subject to change as the details of the projects are worked out. Details are at **Annex 3**.

(b) Conversion programme to increase C&A places with a continuum of care (COC)

6. Since 2005-06, SWD has been launching a conversion programme to convert, in phases, self-care hostel and home for the aged places without a long-term care element into C&A places providing COC. In the process, SWD has been taking the opportunity to use the surplus area of these homes to provide additional places. Work will continue in this regard.

(c) Special Scheme on Privately Owned Sites for Welfare Uses

7. The Labour and Welfare Bureau (LWB) and NGOs are actively pursuing some 60 projects under the Special Scheme on Privately Owned Sites for Welfare Uses whereby some 40 participating NGOs will, through expansion, redevelopment or new development on their sites, provide more elderly and rehabilitation service facilities and other service facilities supported by SWD. Based on the rough estimation of the participating NGOs, in respect of elderly services alone, about 9 000 additional elderly service places, including 7 000 RCS places and 2 000 day care places for the elderly, would be provided and upon full

implementation of all the proposals.

(d) Enhanced Bought Place Scheme and Nursing Home Place Purchase Scheme

8. In 1998, SWD launched the Enhanced Bought Place Scheme (EBPS) with a view to increasing the provision of subsidised places and encouraging private RCHEs to upgrade their standard of service. There are two categories of homes under EBPS, i.e. EA1 homes and EA2 homes. While both have exceeded the licensing standards in terms of staffing and bed spacing, EA1 homes have even higher requirements than EA2 ones. A major characteristic of EBPS is that once a private RCHE has participated in the scheme, the same enhanced standards will apply to the entire home (including non-subsidised places), thus making the scheme an effective means of enhancing the service quality of private RCHEs. In the past few years, additional resources were provided for purchasing additional EA1 places and upgrading EA2 places to EA1 level. As at end-January 2016, 142 (26%) of the 547 private RCHEs were participating in EBPS and providing 8 017 subsidised places (including 4 609 EA1 places and 3 408 EA2 places).

9. Since 2010, SWD has been implementing the Nursing Home Place Purchase Scheme (NHPPS) to purchase NH places from self-financing NHs operated by bona fide non-governmental and non-profit-making organisations with a view to increasing the supply of subsidised NH places. As at end-January 2016, 6 NHs were participating in NHPPS providing 242 subsidised NH places.

(e) Pilot Residential Care Services Scheme in Guangdong

10. In June 2014, SWD launched the Pilot Residential Care Services Scheme in Guangdong to provide another option for elderly persons on the Central Waiting List for subsidised C&A places to choose to live in the two Hong Kong NGO-run RCHEs namely, the Hong Kong Jockey Club Shenzhen Society for Rehabilitation Yee Hong Heights and the Hong Kong Jockey Club Helping Hand Zhaoqing Home for the Elderly. As at end-January 2016, a total of 100 elderly persons had participated or were participating in the scheme and resided in the two RCHEs. LWB/SWD will conduct a review of the pilot scheme after two years of implementation.

(f) More Immediate Planned Provision

11. Through a multi-pronged approach, about 2 000 additional subsidised residential care places have commenced or will commence operation from 2014-15 to 2018-19. In view of the ageing population and the acute demand for subsidised RCS places, the Government will continue to make every effort to increase the provision of such places in future years.

Measures to Enhance the Quality of RCS

12. The Government has all along been attaching great importance to the quality of RCS. New and on-going measures on this front are set out in paragraphs 13 to 19 below.

(a) Increasing higher quality subsidised places under EBPS

13. Starting from 2016-17, the Government will progressively convert 1 200 EA2 places under EBPS to EA1 places so as to increase the supply of higher quality subsidised places and improve the overall quality of private RCHEs. The number of EA1 places is expected to increase from about 4 600 at present to about 5 800 after the upgrading exercise.

(b) Enhancing the level of care of subsidised RCS places

14. In 2013-14, additional resources were allocated to increase the subvention for about 7 000 C&A places with COC under the conversion programme mentioned in paragraph 6 above, and upgrade some 7 850 ordinary C&A places in subvented RCHEs to places providing COC. These RCHEs may make use of the additional allocation to enhance their manpower for the care needs of the elderly residents whose health conditions have deteriorated and reached a higher level of impairment. Starting from 2014-15, the COC concept has been extended to subsidised NH places through the upgrading of all of the 1 574 subvented NH places to provide enhanced care services for frail elderly persons. Since 2014-15, additional funding has been allocated to raise the unit subsidy of bought places under EBPS and NHPPS with a view to strengthening the care and support of these homes for the elderly residents concerned. Starting from 2015-16, all new contract RCHEs and existing contract RCHEs upon contract extension or re-tendering will provide COC and end-of-life care services.

(c) Dementia Supplement (DS)

15. DS has been provided as additional support for elderly persons

with dementia in subvented RCHEs and private RCHEs participating in EBPS. With the DS allocation, the RCHEs concerned may employ additional professional staff, including occupational therapists, nurses and social workers, etc., or purchase relevant professional services. In 2016-17, DS amounting to \$228.9 million will be provided for 262 eligible RCHEs in respect of about 5 700 beneficiaries.

(d) Infirmiry Care Supplement (ICS)

16. ICS is also provided as an additional resource to support frail elderly persons living in subvented RCHEs and private RCHEs participating in EBPS who have been medically assessed to be in need of infirmiry care. The eligibility of elderly persons for ICS is confirmed by the Community Geriatric Assessment Teams of the Hospital Authority. ICS is to be used as an allowance for existing staff (including physiotherapists, occupational therapists, nurses, health workers, care workers and workmen) or for the employment of qualified staff, including the purchase of professional services. In 2016-17, ICS amounting to \$108.6 million will be provided for 130 eligible RCHEs in respect of about 1 570 beneficiaries.

(e) Training for RCHE operators, management and staff

17. To enrich the knowledge and skills of RCHE staff in taking care of elderly residents, SWD's Licensing Office of Residential Care Homes for the Elderly (LORCHE) has since 2008 been collaborating with the Department of Health to provide training for RCHE staff. Training topics include drug safety, infection control, fall prevention, dementia care, prevention of elderly abuse, handling of accidents, management of work stress, etc. From 2008 to end-December 2015, about 13 060 RCHE staff attended the training workshops. To enhance the management skills of operators and home managers of RCHEs and to promote good corporate governance, SWD, in collaboration with the Qualifications Framework Secretariat and the Hong Kong Association of Gerontology, organised a seminar on RCHE management in October 2015 with around 260 participants from the elderly residential care sector. SWD organised another management training workshop in February 2016 with around 300 RCHE operators and management staff attended. Feedback on these two training programmes was positive. The Employees Retraining Board will launch, in 2016-17, a new course titled "Certificate in Operation Management for Residential Care Home for the Elderly (Part-time)" under its "Skills Upgrading Scheme Plus" for current RCHE management staff to enhance their knowledge and skills on RCHE

operation management.

Licensing, Inspection and Monitoring of RCHEs

18. The operation of RCHEs in Hong Kong is governed by the Residential Care Homes (Elderly Persons) Ordinance (Cap. 459) (the RCHE Ordinance) and its subsidiary legislation, complemented by the Code of Practice for Residential Care Homes (Elderly Persons) issued under section 22(1) of the RCHE Ordinance. The Code of Practice sets out the principles, procedures, guidelines and standards for the operation, keeping, management or other control of RCHEs. It also sets out detailed requirements in relation to the licence, building and accommodation, safety and fire precautions, floor space, furniture and equipment, management, staffing, health and care services, infection control, nutrition and meals, cleanliness and sanitation, social care, etc.

19. The Government is committed to strengthening the monitoring of RCHEs. The priority at this stage is to further strengthen the monitoring mechanism of RCHEs under the existing legal framework with a view to ensuring their service quality. It is SWD's plan to merge SWD's LORCHE with the Licensing Office of Residential Care Homes for Persons with Disabilities (RCHDs) in 2016-17. The merged offices, with a large increase in manpower of about 50%, will be able to comprehensively strengthen the inspection and monitoring of RCHEs and RCHDs. A dedicated inspectorate team will be set up to closely supervise RCHEs with unsatisfactory performance; strategies for effective monitoring of these RCHEs will be formulated by senior officers; more audit inspections will be conducted by supervisory staff; training for private RCHE managers and staff will be strengthened; prosecution of non-compliant RCHEs will be duly instituted; and transparency of service information of RCHEs will be enhanced. At the same time, SWD will set up a dedicated team to handle complaints against RCHEs. SWD will also continue to implement and expand the work of the Service Quality Group Scheme on RCHEs under which community personalities pay regular visits to different types of RCHEs.

Residential Care Service Voucher for the Elderly (RCS Voucher)

20. As announced in the 2014 Policy Address, the Government has tasked the Elderly Commission (EC) to study the feasibility of introducing RCS Voucher. With the assistance of a consultant team, EC came up with some preliminary findings and recommendations on the design of a pilot scheme in early 2015. A public engagement exercise

was conducted in February 2015 to gather the views of stakeholders on the preliminary recommendations. In June 2015, in view of the public concern over the quality of private RCHEs, EC asked the consultant to further study the detailed design of RCS Voucher with a view to enhancing the service quality assurance mechanisms of the proposed pilot scheme. The consultant has been carrying out the additional analysis and will provide its recommendations to EC for deliberation shortly.

Long-term Service Planning

21. The Government has tasked EC to formulate the Elderly Services Programme Plan (ESPP), and a consultant team was engaged to assist EC in the task. The latest progress of the preparation of ESPP is set out in LC Paper No. CB(2)1033/15-16(04) which was recently discussed by the Legislative Council Panel on Welfare Services on 14 March 2016.

Conclusion

22. The Government is conscious of the immense challenges posed by the rapidly ageing population in Hong Kong. The Government will endeavour to promote the well-being of the elderly persons in all aspects of their life by making available the services suited to their varying needs.

**Labour and Welfare Bureau
Social Welfare Department
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Annex 1

Provision of Subsidised Residential Care Places (as at end-January 2016)

| Type of Residential Care Places | Number of Subsidised Places | Number of Elderly Persons on the Waiting List | Average Waiting Time (months) |
|--|-----------------------------|---|-------------------------------|
| Nursing Home Places (including Nursing Home Place Purchase Scheme) | 3 610 | 6 079 | 26 |
| Care-and-attention Places (overall) | 22 796 | 27 206 | 20 |
| ➤ Subvented/Contract /Conversion Home Places | 14 779 | N/A | 37 |
| ➤ Enhanced Bought Place Scheme Places | 8 017 | N/A | 8 |
| Self-care Hostel and Home-for-the-aged Places | 821 | N/A | N/A |
| Total | 27 227 | 33 285 ^{Note} | N/A |

Note : Including about 3 164 elderly persons who were using subsidised community care services as at end-January 2016 while waiting for subsidised residential care services, but excluding 9 165 elderly persons with inactive status on the waiting list.

**Additional Residential Care Places Provided
in New Contract RCHEs/RCHEs with DCUs
(from 2015-16 to 2018-19)**

From 2015-16 to 2018-19, in addition to two contract RCHEs which commenced service in 2015-16, seven more new contract RCHEs/RCHEs with DCUs are expected to commence service progressively. These seven new contract RCHEs/RCHEs with DCUs will altogether provide a total of 713 residential care places. Details are as follows –

| | District | Location | Number of Subsidised Residential Care Places ^{Note} | | Number of Non-subsidised Residential Care Places |
|--------------|--------------|--|--|---------------------------|--|
| | | | Nursing Home Places | Care-and-attention Places | |
| 1. | Sham Shui Po | Pratas Street (Contract awarded in May 2015) | 72 | 8 | 20 |
| 2. | Wan Chai | Cross Street (Contract awarded in October 2015) | 50 | 6 | 37 |
| 3. | Tsuen Wan | Wing Shun Street | 86 | 10 | 24 |
| 4. | Sha Tin | Shui Chuen O | 54 | 6 | 40 |
| 5. | Islands | Tung Chung Area 56 | 63 | 7 | 30 |
| 6. | Sham Shui Po | Un Chau Street / Hing Wah Street / Fuk Wing Street | 54 | 6 | 40 |
| 7. | Kwun Tong | Anderson Road | 72 | 8 | 20 |
| Total | | | 451 | 51 | 211 |
| | | | 713 | | |

Note: Including one designated residential respite care place.

Annex 3

13 Sites Earmarked for the Construction of New Contract RCHEs/RCHEs with DCUs (as at end-January 2016)

| | Location and District | Estimated number of residential care places (including both subsidised and non-subsidised places) ^{Note 1} |
|----|---|--|
| 1 | Ex-Kwai Chung Police Married Quarters, Kwai Chung ^{Note 2} | 100 |
| 2 | Shek Mun Estate Phase II, Sha Tin ^{Note 3} | 150 |
| 3 | Fo Tan, Sha Tin Areas 16 & 58D ^{Note 4} | 100 |
| 4 | West Rail Long Ping Station (North), Long Ping, Yuen Long ^{Note 5} | 125 |
| 5 | North West Kowloon Reclamation Area Site 6, Sham Shui Po | 100 |
| 6 | Choi Yuen Road, Sheung Shui ^{Note 6} | 100 |
| 7 | Ex-Kwong Choi Market, Tuen Mun ^{Note 7} | 100 |
| 8 | Government Joint User Complex at Lei King Wan, Sai Wan Ho, Eastern | 100 |
| 9 | Queen's Hill, Fanling | 100 |
| 10 | Tuen Mun Area 29 West | 100 |
| 11 | Ex-CCC Kei Leung Primary School site, Leung King Estate, Tuen Mun | 100 |
| 12 | Ex-CCC Kei Ching Primary School site, Fu Shin Estate, Tai Po | 130 |
| 13 | Ex-Sai Kung Central Primary School site, Sai Kung | 100 |
| | Total | 1 405 |

- Note 1: The number of places to be provided is a preliminary estimate and is subject to change as we continue to work out the details of the projects. One designated residential respite care place will be included in the subsidised places of each project.
- Note 2: Lotteries Fund allocation for meeting the construction cost of the project was approved by the Finance Committee (FC) in July 2014.
- Note 3: Lotteries Fund allocation for meeting the construction cost of the project was approved by FC in April 2015.
- Note 4: Lotteries Fund allocation for meeting the construction cost of the project was approved by FC in April 2015.
- Note 5: Lotteries Fund allocation for meeting the construction cost of the project was approved by FC in January 2013.
- Note 6: Lotteries Fund allocation for meeting the construction cost of the project was approved by FC in July 2015.
- Note 7: Lotteries Fund allocation for meeting the construction cost of the project was approved by FC in December 2013.