

**For information
on 13 March 2017**

Legislative Council Panel on Welfare Services

**Implementation of Pilot Scheme on Home Care and Support
for Elderly Persons with Mild Impairment**

Purpose

This paper briefs Members on the Government's plan to invite the Community Care Fund (CCF) to consider funding a new pilot scheme to provide home care and support services for elderly persons with mild impairment.

Background

2. "Ageing in place as the core, institutional care as back-up" is the Government's elderly care policy. In fact, ageing in place is the cherished wish of most elderly persons, who would like to age in a familiar environment where they can continue to receive care and support from their families, friends and neighbours. The Government has all along been facilitating elderly persons to continue "ageing in place" through the provision of various community care and support services.

3. In January 2014, the Chief Executive announced in his Policy Address that the Government would task the Elderly Commission (EC) to formulate the Elderly Services Programme Plan (ESPP), so as to strengthen the medium-to-long-term planning of elderly services. Having completed the first two stages of public engagement, the EC has drawn up the initial recommendations of the ESPP and conducted the third stage of the public engagement from October 2016 to February 2017 to gather the views of stakeholders on various initial recommendations.

4. Views gathered from the public engagement exercise show that the public and stakeholders generally support the policy of "ageing in place as the core, institutional care as back-up" and consider that community care services (CCS) should be strengthened. In particular, some respondents note that existing CCS primarily focus on serving elderly persons assessed to be of moderate or severe impairment. They are of the view that support services for elderly persons with mild impairment are insufficient, and that the Government should enhance services in this aspect to prevent the health of elderly persons with mild impairment from deteriorating. Agreeing with the above view, the EC has proposed in the initial recommendations of the ESPP that provision of

suitable services for elderly persons with mild impairment should be strengthened.

5. As announced by the Chief Executive in his Policy Address in January 2017, before the scheduled completion of the report on the ESPP in the second quarter of 2017, the Government will seize each and every opportunity to improve elderly services, particularly CCS. One of the initiatives is to invite the CCF to consider implementing a new pilot scheme to support elderly persons with mild impairment.

The Existing Integrated Home Care Services (Ordinary Cases)

6. The Integrated Home Care Services (Ordinary Cases) (IHCS(OC)), funded by the Social Welfare Department (SWD), currently provides a range of CCS for elderly persons. These home-based care services are delivered by 24 non-governmental organisations (NGOs)¹ involving a total of 60 IHCS Teams across the territory, and cover provision of meals and home services, e.g. personal care, simple nursing care (e.g. taking body temperature and blood pressure, etc.), home-making (e.g. cleaning, etc.) and escort service, etc. SWD has drawn up, in collaboration with the welfare sector, a supplementary information sheet for use by frontline workers in processing applications since July 2015. This assists service providers in determining the priority of applications, with a view to providing suitable services for elderly persons with pressing needs as soon as possible. As at end-September 2016, there were about 17 200 elderly service users and around 4 000 waiting list cases. The existing fees of services are determined with reference to the household income of the elderly persons².

¹ The 24 NGOs are Aberdeen Kai-fong Welfare Association Social Service Centre, Association for Engineering and Medical Volunteer Services, Caritas – Hong Kong, Christian Family Service Centre, Evangelical Lutheran Church of Hong Kong, Hong Kong Children and Youth Services, Hong Kong Christian Service, Hong Kong Evangelical Church Social Service Limited, Hong Kong Family Welfare Society, Hong Kong Sheng Kung Hui Welfare Council Limited, Hong Kong Society for the Aged, Hong Kong Young Women’s Christian Association, Methodist Centre, Methodist Epworth Village Community Centre, Mongkok Kai-Fong Association Limited, Neighbourhood Advice-Action Council, Pok Oi Hospital, Salvation Army, Sik Sik Yuen, St. James’ Settlement, Tung Wah Group of Hospitals, United Christian Nethersole Community Health Service, Yan Oi Tong and Yang Memorial Methodist Social Service.

² The existing fees of IHCS(OC) are as follows –

Income Level (based on household income)	Comprehensive Social Security Assistance (CSSA) level or below [Note]	Between CSSA to 1.5 CSSA level	Exceeding 1.5 CSSA level
Meal delivery (per meal)	\$12.6	\$15.4	\$18.6
Laundry (per piece)	Small	\$0.7	
	Medium	\$0.9	
	Large	\$1.8	
Personal care, home-making and escort service (per hour)	\$5.4	\$11.7	\$19.0

Note:

A user receiving CSSA may apply for a special grant under CSSA to seek reimbursement of service fees from the Social Security Field Units under SWD. The service fees are \$2.5 per meal, \$0.4 for laundry service and \$5.4 per hour of personal services.

The New Pilot Scheme on Home Care and Support for Elderly Persons with Mild Impairment (Pilot Scheme)

7. The Government plans to invite the CCF to consider funding a new pilot scheme to provide home care and support services for elderly persons with mild impairment. The Pilot Scheme will entail the formulation of a simple and standardised assessment tool to identify elderly persons with mild impairment and their service needs. It aims to provide these elderly persons with suitable CCS and arrange them to participate in preventive activities. Eligible elderly persons can choose the service providers and service packages according to their own needs.

Implementation Details

8. The Labour and Welfare Bureau (LWB) plans to make an application to the CCF to seek the necessary funding for implementing the new Pilot Scheme. Details are set out below.

(a) Service Targets

The service targets of the Pilot Scheme are elderly persons living in the community who are assessed to be of mild impairment under the new assessment tool, and with a household income not higher than a specified percentage of the Median Monthly Domestic Household Income (MMDHI) (i.e. not exceeding 175% for one-person households and not exceeding 150% for two-or-more-person households).³ The Pilot Scheme aims at providing an additional choice for these elderly persons. It is our preliminary estimate that 4 000 places will be provided in three years under the Pilot Scheme.

(b) Service Providers

SWD proposes inviting all NGOs currently providing IHCS(OC) to participate in the Pilot Scheme as service providers.

(c) Case Management, Service Scope and Type

Under the Pilot Scheme, SWD will commission a consultant to design and launch a simple and standardised assessment tool and to provide training for assessors of service providers under the Pilot Scheme, with a view to identifying elderly persons with mild impairment and their service needs based on objective and comprehensive criteria. The Pilot Scheme will incorporate the case management approach under which

³ According to the data collected in May 2016, among the elderly persons on the waiting list for IHCS(OC), around 60% were receiving social security assistance, including CSSA (about 36%) and Old Age Living Allowance (about 25%). Separately, about 80% of the elderly persons were either living alone or with a spouse aged 60 or above.

service providers will be required to discuss with eligible elderly persons and formulate individualised care plans for them with reference to the assessment results. Eligible elderly persons can choose suitable service providers and service packages⁴ based on their needs to receive single or multiple home-based services. Each elderly person can, according to their actual needs each month, flexibly use suitable meal and/or home services (e.g. home cleaning service, escort service and shopping service, etc.). Service teams participating in the Pilot Scheme will be provided with additional resources for hiring appropriate staff (e.g. social worker and/or nurse, etc.) who will conduct simple and standardised assessments for elderly persons applying for the Pilot Scheme, and provide case management services.

Under the case management approach, service providers will be required to arrange eligible elderly persons, according to their physical health conditions, to receive services for preventing functional deterioration, such as physical exercises, personal health management, home safety advice, and participation in healthy activities in the community, etc.

Social workers of the service providers will be required to keep the cases under regular review to ensure that the elderly persons are provided with suitable services.

(d) Co-payment and Means Test

The Pilot Scheme will adopt five co-payment categories on a sliding scale. Specifically, the amount of co-payment payable by elderly persons for meals will be set at 20% (applicable to CSSA recipients only), 30%, 35%, 40% or 45% of the service value; whereas the amount of co-payment for home services will be set at 0% (applicable to CSSA recipients only), 9%, 15%, 21% or 27% of the service value. The remaining service value of meals and home services will be paid by the Government. Details are set out at **Annex A**. To provide more flexibility, elderly persons participating in the Pilot Scheme may choose to receive services on the basis of each meal or service hour according to their individual needs. Details are set out at **Annex B**.

⁴ The monthly service values under the Pilot Scheme involve meal and home services. There are nine different values for meal service (i.e. \$500, \$750, \$1,000, \$1,250, \$1,500, \$1,750, \$2,000, \$2,250 and \$2,500 per month) and five different values for home services (i.e. \$500, \$750, \$1,000, \$1,250 and \$1,500 per month), at 2016-17 price level. The combined total value of the two types of services used each month must not exceed \$2,500. The service values will be adjusted annually according to the Composite Consumer Price Index (CCPI). Details are set out at **Annex A**.

Elderly persons participating in the Pilot Scheme may also choose to receive services on the basis of each meal or service hour according to their individual needs. Details are set out at **Annex B**. The relevant fees will be adjusted annually according to CCPI. For elderly persons choosing to receive services on the basis of each meal or service hour, the total fees of using meal and home services each month must not exceed \$2,500 as well.

Implementation Timetable

9. LWB plans to submit the proposal to the CCF Task Force under the Commission on Poverty (CoP) in May 2017 for consideration. Subject to the views of the Task Force, the proposal will then be submitted to the CoP for endorsement. The Government proposes that the Pilot Scheme be rolled out in the fourth quarter of 2017 for a period of three years. The estimated funding requirement is around \$380 million (including subsidies for services, service providers' staffing costs, equipment expenses and administration costs, consultant fees for the formulation of the assessment tool and SWD's administration costs, etc.)

Monitoring and Evaluation

10. SWD will maintain contact with service providers in formulating the operational details of the Pilot Scheme, including the detailed arrangements for elderly persons to receive preventive services, etc. During the implementation of the Pilot Scheme, SWD will continue to keep in touch with service providers, monitor their service quality and explore room for optimisation of services through collection of service statistics from service providers, review of the individualised care plans for users formulated by service providers, visits to users and complaint investigations, etc.

11. SWD will commission a consultant to conduct an evaluation on the effectiveness of the Pilot Scheme, covering such areas as the effectiveness of the assessment tool, the usage pattern of services, the service needs of elderly persons with mild impairment and the effectiveness of various services in helping elderly persons age in place, etc. The evaluation is expected to be completed by end-2019. Long-term planning of the relevant services will be conducted in the light of the evaluation results.

Advice Sought

12. Members are invited to comment on the implementation of the Pilot Scheme.

**Labour and Welfare Bureau
Social Welfare Department
March 2017**

**Co-payment Categories for the Pilot Scheme
on Home Care and Support for Elderly Persons with Mild Impairment
(Price Level: 2016-17)**

Co-payment Category	I (Designated Co-payment Category for CSSA recipients) Note 1	II	III	IV	V						
Meal service											
Co-payment %	20%	30%	35%	40%	45%						
Home services (HS) Note 2											
Co-payment %	0%	9%	15%	21%	27%						
Household size Note 3	CSSA recipients	75% of MMDHI Note 4	> 75% - 100% of MMDHI Note 4	> 100% - 150% of MMDHI Note 4	> 150% - 175% of MMDHI Note 4						
1		≤ \$6,450	\$6,451 - \$8,600	\$8,601 - \$12,900	\$12,901 - 15,050						
2		50% of MMDHI Note 4	> 50% - 75% of MMDHI Note 4	> 75% - 125% of MMDHI Note 4	> 125% - 150% of MMDHI Note 4						
3		≤ \$9,500	\$9,501 - \$14,250	\$14,251 - \$23,750	\$23,751 - \$28,500						
4		≤ \$14,000	\$14,001 - \$21,000	\$21,001 - \$35,000	\$35,001 - \$42,000						
5		≤ \$19,000	\$19,001 - \$28,500	\$28,501 - \$47,500	\$47,501 - \$57,000						
6		≤ \$23,700	\$23,701 - \$35,550	\$35,551 - \$59,250	\$59,251 - \$71,100						
Service value											
Co-payment Amounts for Different Service Values											
Meal Note 5	HS Note 6	Meal	HS	Meal	HS	Meal	HS	Meal	HS	Meal	HS
\$500	\$500	\$100	\$0	\$150	\$45	\$175	\$75	\$200	\$105	\$225	\$135
\$750	\$750	\$150	\$0	\$225	\$65	\$260	\$110	\$300	\$155	\$335	\$200
\$1,000	\$1,000	\$200	\$0	\$300	\$90	\$350	\$150	\$400	\$210	\$450	\$270
\$1,250	\$1,250	\$250	\$0	\$375	\$110	\$435	\$185	\$500	\$260	\$560	\$335
\$1,500	\$1,500	\$300	\$0	\$450	\$135	\$525	\$225	\$600	\$315	\$675	\$405
\$1,750	-	\$350	-	\$525	-	\$610	-	\$700	-	\$785	-
\$2,000	-	\$400	-	\$600	-	\$700	-	\$800	-	\$900	-
\$2,250	-	\$450	-	\$675	-	\$785	-	\$900	-	\$1,010	-
\$2,500	-	\$500	-	\$750	-	\$875	-	\$1,000	-	\$1,125	-

Note 1 Category I is designated for CSSA users. They will not be required to apply for reimbursement of service fees from the Society Security Field Units under SWD.

Note 2 Home services include personal care, simple nursing care, physical exercise, home-making, escort, home safety assessment and health management, purchase and delivery of daily necessities, as well as other services such as support to carers of the service users, etc.

Note 3 Based on MMDHI of the third quarter of 2016.

Note 4 The monthly household income levels under various co-payment categories are the same as those for the Pilot Scheme on Community Care Service Voucher for the Elderly. However, the household income of eligible elderly persons participating in this new Pilot Scheme must not exceed 175% (for one-person households) or 150% (for two-or-more-person households) of MMDHI.

Note 5 There are a total of nine different service values for meal service, with the price per meal set at \$50. The service volume of the nine different values of meal service ranges from 10 to 50 meals.

Note 6 There are a total of five different service values for home services, with the price per service hour set at \$120. The service volume of the five different values of home services ranges from 4 to 12 hours.

**Fee Schedule for Services Received on the basis of Each Meal or Service Hour
under the Pilot Scheme on Home Care and Support for
Elderly Persons with Mild Impairment
(Price Level: 2016-17)**

Co-payment Category	I (Designated Co-payment Category for CSSA recipients)^{Note 1}	II	III	IV	V
Household size^{Note 2}	CSSA recipients	75% of MMDHI ^{Note 3}	> 75% - 100% of MMDHI ^{Note 3}	> 100% - 150% of MMDHI ^{Note 3}	> 150% - 175% of MMDHI ^{Note 3}
1		≤ \$6,450	\$6,451 - \$8,600	\$8,601 - \$12,900	\$12,901 - \$15,050
		50% of MMDHI ^{Note 3}	> 50% - 75% of MMDHI ^{Note 3}	> 75% - 125% of MMDHI ^{Note 3}	> 125% - 150% of MMDHI ^{Note 3}
2		≤ \$9,500	\$9,501 - \$14,250	\$14,251 - \$23,750	\$23,751 - \$28,500
3		≤ \$14,000	\$14,001 - \$21,000	\$21,001 - \$35,000	\$35,001 - \$42,000
4		≤ \$19,000	\$19,001 - \$28,500	\$28,501 - \$47,500	\$47,501 - \$57,000
5		≤ \$23,700	\$23,701 - \$35,550	\$35,551 - \$59,250	\$59,251 - \$71,100
Meal service	\$10.1	\$15.4	\$18.6	\$21	\$23.5
Home services^{Note 4}	\$0	\$11.7	\$19	\$28	\$37

^{Note 1} Category I is designated for CSSA users. They will not be required to apply for reimbursement of service fees from the Society Security Field Units under SWD.

^{Note 2} Based on MMDHI of the third quarter of 2016.

^{Note 3} The monthly household income levels under the various co-payment categories are the same as those for the Pilot Scheme on Community Care Service Voucher for the Elderly. However, the household income of eligible elderly persons participating in this new Pilot Scheme must not exceed 175% (for one-person households) or 150% (for two-or-more-person households) of MMDHI.

^{Note 4} Home services include personal care, simple nursing care, physical exercise, home-making, escort, home safety assessment and health management, purchase and delivery of daily necessities, as well as other services such as support to carers of the service users, etc.