

**For discussion on
21 June 2021**

Legislative Council Panel on Welfare Services

Planning for social welfare facilities

Purpose

This paper sets out the Government's strategy to identify suitable sites or premises for the provision of more welfare services, and gives a brief account of the Government's arrangement on the provision of welfare services in new development projects (such as new districts and new public rental housing (PRH) estates).

Mechanism and strategy in providing welfare facilities

2. The Government has all along been adopting a multi-pronged approach with long, medium and short-term strategies to identifying suitable sites or premises for provision of welfare facilities. Under the existing mechanism, when a new development area or site is identified as having potential for housing or "Government, Institution or Community" (G/IC) development, relevant government departments will plan for and coordinate the relevant development and other community facilities (including recreational, education, welfare facilities, etc.), taking into account the views of the community during the process. Under this arrangement, the Social Welfare Department (SWD) may at the early planning stage explore comprehensively the provision of suitable welfare facilities (including family and child, elderly, youth, rehabilitation, social security services, etc.) in the development projects. In general, SWD will take into account the planning standards and guidelines for welfare facilities set out in the Hong Kong Planning Standards and Guidelines (HKPSG), the needs of the local community, the overall demand for welfare services, the floor area requirements of different welfare facilities, the location and accessibility of the site, as well as the advice received on site constraints, development potential and limitations (including environmental issues such as noise and air quality) in drawing up appropriate proposed welfare facilities to meet the service demand arising from

the development and to address the community demand at large.

Long-term strategy

3. The Government has in recent years formulated or is actively considering formulating planning ratios for various types of welfare facilities on a population basis for incorporation into HKPSG, so as to facilitate the relevant departments to reserve suitable premises during the planning process of new development projects for the construction of relevant welfare facilities to better meet the service demands in new communities. These include –

- (a) on elderly services, the Government, having taken into account the relevant recommendations in the Elderly Services Programme Plan, amended HKPSG in December 2018 by stipulating population-based planning ratios in respect of subsidised residential care services for the elderly, subsidised community care services for the elderly, district elderly community centres and neighbourhood elderly centres;
- (b) regarding child care services, the Government has, based on the relevant recommendations in the Consultancy Study on the Long-term Development of Child Care Services, incorporated the planning ratio and guidelines in respect of child care centres (CCCs) into the HKPSG in March 2020; and
- (c) as for rehabilitation services, the Government will, in accordance with the relevant recommendation of the Persons with Disabilities and Rehabilitation Programme Plan, incorporate the planning ratios for long-term residential care services, day rehabilitation services, pre-school rehabilitation services and community support services into the HKPSG to ensure the sustainable development of the services. The Government plans to complete the work in 2021-22.

The new planning ratios under (a) to (c) above are at **Annex**.

4. In addition, as a measure announced in the 2020 Policy Address, the Government has invited the Hong Kong Housing Authority and Hong Kong Housing Society to, in planning for future public housing projects, reserve about 5% of the total domestic gross floor area exclusively for welfare uses, in particular

residential care homes for the elderly which are in acute demand by the community, without affecting the supply of public housing and other ancillary facilities.

Medium-term strategy

5. SWD has been maintaining close contact with relevant departments to identify suitable sites in the development or re-development of PRH estates and urban renewal projects for providing welfare facilities. The Government is also monitoring closely if there are suitable vacant government sites or vacant G/IC premises (e.g. vacant government premises, vacant school premises, non-domestic vacant premises in PRH estates), and will, having regard to factors such as location, area, nearby environment, supply and demand for services in the local community, etc., explore the feasibility of converting, re-developing or developing the relevant premises or sites for long-term welfare uses. Examples include the Multi-welfare Services Complex in Area 29 of Kwu Tung North New Development Area, re-development of the Wong Chuk Hang Complex Site, re-development of the ex-Kai Nang Sheltered Workshop and Hostel in Kwun Tong, re-development of the ex-Siu Lam Hospital in Tuen Mun. The Government is also converting vacant school premises in Sai Kung, Tuen Mun and Tai Po for the provision of elderly and rehabilitation services facilities.

6. The Government is also making efforts to increase the supply of welfare facilities via the Special Scheme on Privately Owned Sites for Welfare Uses (the Special Sites Scheme). The Special Sites Scheme encourages non-governmental organisations to better utilise their sites, through expansion, re-development or new development, to provide or increase those welfare facilities considered by the Government as being in acute demand, in particular to increase elderly, rehabilitation and child care service places. An example of large-scale development project is the development of a residential care home for the elderly on a site at Fuk Hang Tsuen Road, Lam Tei, Tuen Mun by Pok Oi Hospital.

7. SWD also works with the Development Bureau to identify suitable land sale sites and require private developers through land sale conditions to design and construct bare-shell premises for proposed welfare facilities according to the specifications of SWD. Upon completion of the construction works, SWD will take over the facilities and select a suitable service operator through invitation for

proposals from service providers. A recent example is the successful tenderer of the site at Caroline Hill Road, Causeway Bay being required to construct specified welfare facilities (i.e. CCC and day care centre for the elderly). In the 2021-22 Land Sale Programme, the Government plans to require private developers of three land sale sites to construct welfare facilities.

Short-term strategy

8. On 30 June 2020, the Finance Committee of the Legislative Council approved an allocation of \$20 billion for the Government to purchase premises for the provision of welfare facilities. Our target is to purchase about 120 premises for the provision of about 160 welfare facilities, including at least one additional CCC in each district and the addition of a total of 15 day care centres for the elderly over the territory, etc. We have already kickstarted the purchase exercise. In mid-November 2020, SWD completed the consultation with the 18 District Councils on the lists of welfare facilities proposed in the relevant districts. The Government Property Agency (GPA) is currently assisting SWD to identify suitable non-domestic premises through different channels, including openly inviting owners with potentially suitable non-domestic premises available for sale in the 18 districts over the territory to submit sale proposals to GPA for consideration. SWD is in the process of assessing the suitability of potential premises offered.

Arrangement on the provision of welfare services in new development projects

9. The Government has always been concerned about the needs of residents of newly completed PRH estates. As announced in 2018 Policy Address, we have regularised the community support programmes for new PRH estates through the Community Investment and Inclusion Fund (CIIF). To ensure the availability of adequate and appropriate services to assist the residents of new PRH estates to establish support networks at the resident-intake of new PRH estates, we will plan for the community network building projects in a proactive matter and provide funding through the CIIF, so as to assist residents and their families to adapt to the new community as soon as possible. Since April 2019, CIIF has funded 21 community support projects for residents of new PRH estates

which benefitted residents of 17 new PRH estates. Considering the time required for resident-intake of new PRH estates, we have also lengthened the duration of funding for community support projects to a ceiling of four years, with the ceiling for other CIIF projects being three years. By implementing the community support projects, operating organisations encourage residents to build support networks in the community and provide appropriate support and community information to residents in need, so as to enhance their adaptability to new environment and to increase residents' sense of belonging to the community.

10. With regards the provision of welfare facilities in new development projects (such as new districts and new PRH estates), District Social Welfare Officers of SWD maintain close liaison with government departments such as the Housing Department, so as to provide appropriate welfare services to residents in a timely manner. SWD will invite service providers to submit service proposals prior to the issue of Occupation Permit for the welfare premises in new PRH estates concerned. Such arrangement will speed up the process of selecting suitable service providers and facilitate early commencement of fitting-out works at the premises concerned, thereby expediting the provision of welfare services in new PRH estates. SWD will also make flexible arrangements. For example, shortly after a PRH estate's completion, SWD may provide shuttle bus services so that residents could use the services of a nearby welfare service centre; provide casework service at the premises of a nearby centre temporarily; or promote services via outreach means, so as to provide residents with immediate support. SWD will also re-provision or re-demarcate service boundaries of existing service facilities (e.g. integrated family service centres, district elderly community centres, neighbourhood elderly centres, day care centres for the elderly, integrated children and youth services centres, day activity centres and social security field units) in new districts, with a view to meeting different welfare service needs of the community.

Way Forward

11. SWD will continue to maintain close liaison with relevant government departments. As far as government financial resources permit, SWD will identify suitable sites or premises using the aforementioned multi-pronged approach, with a view to providing welfare facilities. SWD will also continue to provide residents of new development projects with appropriate welfare

services in a timely manner.

**Labour and Welfare Bureau
Social Welfare Department
June 2021**

Planning ratios on elderly and child care services stipulated in the Hong Kong Planning Standards and Guidelines

Facility	Standard	Area Served
District Elderly Community Centres	One in each new development area with a population of around 170 000 or above.	district
Neighbourhood Elderly Centres	One in a cluster of new and redeveloped housing areas with a population of 15 000 to 20 000 persons, including both public and private housing.	district
Community Care Services Facilities (including – (i) Day Care Centres for the Elderly; (ii) Day Care Unit for the Elderly in Residential Care Homes for the Elderly; (iii) Day Care Unit for the Elderly in District Elderly Community Centres; and (iv) Integrated Home Care Services (Frail Cases) / Enhanced Home and Community Care Services)	17.2 subsidised places per 1 000 elderly persons aged 65 or above. ^{1 2}	district

¹ This is a long-term goal and the actual provision would be subject to the consideration of the Social Welfare Department in the planning and development process as appropriate.

² The planning standard of community care services (CCS) facilities (including both centre-based and home-based) is population-based. There is no rigid distribution between centre-based CCS and home-based CCS stated in the Elderly Services Programme Plan. Nonetheless, in general, 60% of CCS demand will be provided by home-based CCS and the remaining 40% will be provided by centre-based CCS.

Residential Care Homes for the Elderly	21.3 subsidised beds per 1 000 elderly persons aged 65 or above. ¹	Five-cluster basis
Child Care Centres	100 aided places per 25 000 persons. ¹	local

**Planning ratios of rehabilitation services recommended by
Persons with Disabilities and Rehabilitation Programme Plan**

Service	Recommended Planning Ratio
Residential Care Services ³	36 service places for every 10 000 persons aged 15 or above
Day Rehabilitation Services ⁴	23 service places for every 10 000 persons aged 15 or above
Pre-school Rehabilitation Services ⁵	23 service places for every 1 000 persons aged 0-6
Community Rehabilitation Day Centre	One centre for every 420 000 persons
District Support Centre for Persons with Disabilities	One centre for every 280 000 persons
Integrated Community Centre for Mental Wellness	One standard scale centre for every 310 000 persons

³ Including Long Stay Care Home, Care and Attention Home for Severely Disabled Persons, Hostel for Severely Physically Handicapped Persons, Hostel for Severely Mentally Handicapped Persons, Hostel for Moderately Mentally Handicapped Persons, Supported Hostel, and Care and Attention Home for the Aged Blind.

⁴ Including Integrated Vocational Rehabilitation Services Centre/Sheltered Workshop.

⁵ Including Early Education and Training Centre and Special Child Care Centre.