

立法會 *Legislative Council*

LC Paper No. CB(2)182/14-15

(These minutes have been
seen by the Administration)

Ref : CB2/PL/WS

Panel on Welfare Services

Minutes of meeting held on Friday, 25 July 2014, at 10:00 am in Conference Room 1 of the Legislative Council Complex

Members present : Hon CHAN Yuen-han, SBS, JP (Chairman)
Hon CHEUNG Kwok-che (Deputy Chairman)
Hon Albert HO Chun-yan
Hon Frederick FUNG Kin-kee, SBS, JP
Hon Alan LEONG Kah-kit, SC
Hon LEUNG Kwok-hung
Hon Frankie YICK Chi-ming
Hon Gary FAN Kwok-wai
Hon CHAN Chi-chuen
Dr Hon KWOK Ka-ki
Dr Hon Fernando CHEUNG Chiu-hung
Dr Hon Helena WONG Pik-wan
Hon POON Siu-ping, BBS, MH
Hon TANG Ka-piu, JP

Members absent : Hon LEUNG Yiu-chung
Hon TAM Yiu-chung, GBS, JP
Hon Ronny TONG Ka-wah, SC
Dr Hon LEUNG Ka-lau
Hon CHAN Han-pan, JP
Hon LEUNG Che-cheung, BBS, MH, JP

Public Officers attending : Item II

Mr LAM Ka-tai, JP
Deputy Director of Social Welfare (Services)
Social Welfare Department

Mr Peter NG
Assistant Director of Social Welfare (Youth and
Corrections)
Social Welfare Department

Ms Wendy CHAU
Chief Social Work Officer (Corrections)
Social Welfare Department

Items III and IV

Mrs Elina CHAN
Principal Assistant Secretary for Labour and Welfare
(Welfare) 3
Labour and Welfare Bureau

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

Item IV

Mr Stephen SUI, JP
Commissioner for Rehabilitation
Labour and Welfare Bureau

Mr FONG Kai-leung
Assistant Director of Social Welfare (Rehabilitation &
Medical Social Services)
Social Welfare Department

**Attendance by : Item IV
invitation**

關注家居照顧服務大聯盟

Mr YIP Kin-keung
Representative

1st Step Association

Ms ZHAO Gui-ying
Service User

天水圍長者權益關注組

Ms LEUNG Choi-kam
Community Organizer

全港長者及護老者權益聯席

Mr KWONG Wing-tai

將軍澳長者民生關注會

Ms FUNG Miu-ha

The Forthright Caucus

Miss LAM Ling

Hong Kong Social Security Society

Miss CHEUNG Nga-lam
Community Organizer

長者社區照顧服務關注組

Mr NG Ming-wai
Representative

全港認知障礙症照顧者聯盟

Ms YAN Ming-kit
Representative

Neighbourhood and Workers Service Centre

Mr CHOW Kam-pui
Organizer

Mr WONG Yun-tat, Member of Kwai Tsing District
Council

葵涌長者權益關注組

Ms LO Lai-ping
Member

Caretakers Concern Group

Ms CHU Moon-chun
Member

Labour Rights Commune

Ms Florence CHEUNG
Organizer

Kwai Chung Estate Residents' Rights Concern Group

Mr CHEUNG Gai-bing
Secretary

Grassroots Development Centre

Mr NG Kin-wing
Organizer

Concern Group for Elderly Welfare

Mr LAI Ming-lai
Member

Kwai Chung Elderly Concern Group

Mr TSANG Hoi-pang
Member

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

Staff in attendance : Ms Catherina YU
Senior Council Secretary (2) 4

Miss Kay CHU
Council Secretary (2) 4

Miss Maggie CHIU
Legislative Assistant (2) 4

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I. Information paper(s) issued since the last meeting
[LC Paper No. CB(2)2016/13-14(01)]

Members noted that a referral from the Public Complaints Office on support services for street sleepers (LC Paper No. CB(2)2016/13-14(01)) had been issued since the last meeting.

II. Proposed injection of further funding into the Partnership Fund for the Disadvantaged
[LC Paper Nos. CB(2)2077/13-14(01) to (02)]

2. The Chairman drew members' attention to Rule 83A of the Rules of Procedure ("RoP") regarding personal pecuniary interest to be disclosed. She reminded members to declare interests in the matter under discussion, if any.

3. At the invitation of the Chairman, Deputy Director of Social Welfare (Services) ("DDSW(Services)") briefed members on the updated progress of implementation of the Partnership Fund for the Disadvantaged ("PFD") and the proposed injection of \$400 million to PFD, of which \$200 million was dedicated to providing more after-school learning and support programmes for primary and secondary school students from grassroots families.

Views of the welfare sector on PFD and other public funds

4. In support of the proposed injection of further funding into PFD, Mr TANG Ka-piu said that many public funds did not allow applicant non-governmental organizations ("NGOs") to deploy part of the grants for manpower enhancement for implementing funded projects. The extra workload so resulted adversely affected not only the performance of existing staff members of applicant NGOs, but also the outcome of funded projects. He urged the Administration to relax the aforesaid restriction.

5. DDSW(Services) responded that the PFD grants to applicant NGOs would be calculated in accordance with contributions from business

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partners, in cash or in kind, on a dollar-to-dollar basis. On the premise that the PFD grants should benefit the disadvantaged directly, about 30% to 50% of the total budget (i.e. the PFD grants plus contributions from business partners) could be used to cover administrative expenses, including staff costs, while the remaining 50% to 70% was for project implementation. The Administration would keep reminding interested NGOs to take account of the staff and administrative support required for the proposed projects when they prepared the proposals to apply for PFD grants.

6. Dr Fernando CHEUNG said that the welfare sector was reluctant to apply for PFD as they considered that the implementation of public-funded projects was always hindered by the rigid administrative regulations which did not permit the spending on funded projects to slightly deviate from the amounts of money approved. He urged the Administration to allow flexibility in the utilization of public funds.

7. DDSW(Services) responded that the successful rate of the past eight rounds of the PFD application was 94%. With an aim to help the disadvantaged through PFD, the Administration had all along provided flexibility when it discussed with applicant NGOs their proposed projects.

After-school learning and support programmes under PFD

8. The Deputy Chairman noted that the Government proposed to provide PFD another \$200 million, on top of the original funding of \$200 million, to launch more after-school learning and support programmes for primary and secondary students from grassroots families. Pointing out that the Education Bureau ("EDB") was currently implementing the School-based and Community-based After-school Learning and Support Programme ("ASLSP") with similar objectives, he wondered how the Government avoided redundancy and wastage of resources.

9. DDSW(Services) responded that the provision of an additional \$200 million for PFD aimed to further encourage the business sector and NGOs to work with schools to facilitate the whole-person development of students mainly from grassroots families. Projects under PFD and ASLSP had different objectives. The Social Welfare Department ("SWD") and EDB would keep in view the implementation of projects under PFD and ASLSP respectively, and might consider project integration wherever appropriate.

10. Dr Fernando CHEUNG noted that the After School Care Programme ("ASCP") under SWD would extend service hours to cater for the needs of

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grassroots parents who still need to work during such periods. Nevertheless, most of the school-based after-school learning and support projects did not provide services on weekends, public and school holidays. This would hinder grassroots parents from joining the labour market to improve their living. He urged the Administration to set out clearly in the PFD application guidelines that NGOs should provide after-school learning and support services on weekends, school and general holidays. He also requested the Administration to provide information on the objective(s) of promoting after-school learning and support programmes through PFD.

11. DDSW(Services) responded that service hours of ASCP under SWD would be extended in the second half of 2014. For those after-school learning and support projects under PFD, the Administration would encourage the NGOs concerned to consider providing services on weekends, school holidays and general holidays.

Effectiveness of PFD

12. Mr Alan LEONG noted that the Administration had commissioned the Hong Kong Polytechnic University to conduct a study on "An Evaluative Study of the Partnership Fund for the Disadvantaged for the Social Welfare Department" in September 2010. One of the conclusions drawn up in the study report, which was released in February 2012, was that it was important to develop a comprehensive evaluation system for examining the outcomes and impacts of PFD and the projects. He wondered why the Administration's paper did not mention the aforesaid conclusion and the related recommendations. Mr LEUNG Kwok-hung expressed concern about how the Administration measured the effectiveness of after-school learning and support programmes under PFD.

13. DDSW(Services) responded that according to the Application Guide of PFD, applicant NGOs were required to submit an evaluation report and final audited financial statements to the Secretariat of PFD upon completion of each project. For projects lasting over a year, applicant NGOs would be required to submit progress reports and annual audited accounts at intervals. In addition, representatives of the Advisory Committee of PFD ("ACPF") and the Secretariat of PFD would arrange visits to some applicant NGOs to meet service operators and service users to collect their views on the PFD projects. ACPF would consider whether the PFD projects were delivered effectively with the expected outcome.

14. Mr CHAN Chi-chuen said that according to the Annex to the

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Administration's paper, when the figures of the 7th round was compared to that of the 8th round, the number of PFD applications increased from 148 to 152 while the number of applicant NGOs dropped from 91 to 63. He requested the Administration to provide information on its observations about the decrease in the number of applicant NGOs.

15. DDSW(Services) responded that the significant rise in the number of applicant NGOs in the 7th round was, in his view, mainly attributed to the adoption of a streamlined procedure for processing applications involving PFD grants at \$100,000 or below since the 7th round. When comparing the applications in the 5th round to 8th round with those in the first four rounds, the average number of applicant NGOs per round had increased by 118% from 33 to 72. In fact, the number of applicant NGOs depended very much on whether the NGOs concerned could secure donations from business partners.

16. The Deputy Chairman queried how many NGOs submitted applications for PFD for repeated projects and whether any repeated projects were regularized by the Government in the past few years. DDSW(Services) responded that SWD would not accept applications for PFD for repeated projects unless they had new target beneficiaries and/or new elements.

Review of PFD and ACPFD

17. Noting that PFD had benefited over one million disadvantaged persons, Dr Helena WONG called on the Administration to collect and examine data on gender and race of the PFD beneficiaries so as to consider whether PFD was promoting gender-equality in the community. She also took the view that the PFD applications were not examined from a gender perspective. As a result, many women in need who were new-arrivals and ethnic minorities were not able to benefit from PFD. DDSW(Services) responded that the Administration would collect data on the gender and race of the beneficiaries for the PFD projects in the next round of application. It would also review the operation of PFD from a gender perspective.

18. Pointing out that the Community Care Fund ("CCF") and PFD had a common objective to help the disadvantaged, Dr Helena WONG wondered why the Administration decided to separately set up PFD instead of making use of CCF to achieve the same objective. She requested the Administration to provide information on the target beneficiaries of PFD. DDSW(Services) stressed that PFD was set up to promote tripartite

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partnership among the welfare sector, business community and the Government through providing grants to match the value of donations made by the business partners to support NGOs running welfare projects for the disadvantaged.

19. Dr Helena WONG was concerned about the composition of ACPFD and asked about the reason why there was no representative of the pan-democratic camp appointed to ACPFD. Mr LEUNG Kwok-hung urged the Administration to appoint representatives of service users to ACPFD.

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20. DDSW(Services) responded that ACPFD, which was formed upon the commencement of PFD in 2005, was chaired by the Director of Social Welfare and comprised 12 non-official members from the welfare, business and academic sectors. In the process of appointing non-official members to ACPFD, the Government would take into account the abilities, expertise and experience of the persons under consideration. At the request of Dr Helena WONG, DDSW(Services) undertook to provide information on the political affiliations of the non-official members of ACPFD.

21. In response to the Chairman's invitation of view, members supported in principle the submission of the relevant funding proposal to the Finance Committee ("FC") for consideration.

III. Review of Social Welfare Department's Standardised Care Needs Assessment Mechanism for Elderly Services
[LC Paper Nos. CB(2)2077/13-14(03) and (04)]

22. At the invitation of the Chairman, Assistant Director of Social Welfare (Elderly) ("ADSW(Elderly)") briefed members on the implementation of the Standardised Care Needs Assessment Mechanism for Elderly Services ("SCNAMES") and the review of the assessment tool under SCNAMES.

Scope of the assessment under SCNAMES

23. The Deputy Chairman said that some demented elderly persons did not pass the care needs test under SCNAMES because the existing assessment tool focused on testing the physical functioning of applicants and allocated very low weighting to mental conditions. He hoped that the assessment for dementia would be included in the updated assessment tool.

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24. Pointing out that the prevalence rate of dementia was one-ninth in Hong Kong (i.e. at least 110 000 elderly persons aged 65 or above had dementia), Dr Fernando CHEUNG said that the existing assessment tool was ineffective in assessing the care needs for people with dementia. Following up on the issue, Dr KWOK Ka-ki enquired about the time required by the Administration to complete the assessment for these 110 000 elderly persons. Noting that the Administration would increase the provision of long-term care ("LTC") services by 1 800 places a year, he asked how these additional places could meet the additional demand for LTC services in terms of percentage.

25. ADSW(Elderly) responded that not all elderly persons with impairment or with dementia required LTC services. The elderly persons requiring LTC services would have applied for assessment under SCNAMES. There were currently some 29 000 applicants for LTC services and their need for institutionalization might be deferred if they were provided with suitable community support services. To help elderly persons to age in place, the Administration had strengthened the services at elderly centres and day care centres. To enhance the support for carers, the Community Care Fund had launched a pilot scheme for providing a living allowance for carers of elderly persons from low income families.

26. Dr Fernando CHEUNG said that as mildly impaired elderly persons were not covered by SCNAMES, they could only wait for Integrated Home Care Services ("IHCS"). Given that these elderly persons had to wait for a long time before they could receive the required IHCS, their impairment level would become serious and might end up requiring LTC services. He took the view that the assessment tool for LTC needs should cover all impairment levels.

27. Mr Albert HO said that the Administration should pledge to provide assessment under SCNAMES and strengthen the assessment services to cope with ageing population.

28. ADSW(Elderly) responded that the average waiting time for assessment under SCNAMES was 35 days and an applicant's position on the waiting list for LTC services would not be affected by the waiting time for assessment.

29. Dr Fernando CHEUNG reiterated that as the existing assessment tool was ineffective in assessing cognition, it had rendered many demented elderly persons unable to be listed on the waiting list for LTC services, not

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to mention receiving the necessary services. Expressing concern about the inadequacy of the existing assessment tool in assessing social support for mildly demented persons, he hoped that the updated assessment tool could be more comprehensive in this respect. He suggested that SCNAMES should also cover applicants for IHCS, mildly impaired elderly persons and persons with dementia.

30. ADSW(Elderly) responded that applicants for IHCS were not required to undergo assessments under SCNAMES. Instead of including mildly impaired elderly persons under SCNAMES, the Administration considered it more beneficial to them if they were provided with the necessary services as soon as practicable. To this end, the Administration was working with the Hong Kong Council of Social Service and the IHCS teams on compiling a standardized checklist for identifying the elderly persons who were in need of IHCS only.

31. Pointing out that IHCS applicants who were moderately or severely impaired also had LTC needs, Dr Fernando CHEUNG took the view that IHCS applicants should not be excluded from SCNAMES and the same assessment tool should be used for applicants for IHCS and LTC services. Noting Dr CHEUNG's view, ADSW(Elderly) said that currently LTC services covered residential care services ("RCS"), day care centres, IHCS (frail cases) and Enhanced Home and Community Care Services ("EHCCS").

32. Noting that the standardized care needs assessment for the elderly and persons with disabilities were conducted under different mechanisms, the Deputy Chairman took the view that the Administration should consider using the same assessment mechanism for these applicants to avoid the need for the elderly persons with disabilities to go through different assessments.

Collecting views on the assessment tool

33. Noting that the updated assessment tool would strengthen the assessment of cognition and social support, Dr Fernando CHEUNG called on the Administration to brief the social welfare sector in this regard. He also suggested that apart from the social welfare sector, service users and family members of applicants should also participate in the review of the assessment tool.

34. ADSW(Elderly) responded that a working group comprising representatives from the social welfare sector and professionals had been

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formed to oversee the three-year Project on Enhancement of the Infrastructure of LTC in Hong Kong, the tasks of which included a review of the assessment tool. Relevant information would be provided for the sector, and workshops on the updated assessment tool would be conducted for the staff concerned nearer the implementation of the updated assessment tool.

35. ADSW(Elderly) further said that as the assessment tool was a professional tool, it would be more appropriate to collect the views of service users and family members of applicants through focus groups. Disagreeing with the Administration, Dr Fernando CHEUNG opined that as service users and family members of applicants knew best about their needs, they would be able to point out the loopholes in the assessment tool. Sharing a similar view, the Chairman said that the Administration should be more open-minded in collecting views.

Lead time for the review of the assessment tool

36. Noting that the Administration commissioned the Sau Po Centre on Ageing of The University of Hong Kong in 2013 to review the assessment tool but the review could only be completed in 2016, Dr KWOK Ka-ki said that the Administration should speed up the process having regard to the large number of applicants waiting for assessment under SCNAMES.

37. ADSW(Elderly) responded that time would be required for translating the manuals, updating the computer programmes, consulting service providers, assessors and service users, etc. The preliminary translation work and the updating of computer programmes were expected to be completed in end-2014 and early 2016 respectively. Workshops on the updated assessment tool would be conducted in mid-2016.

Appeal mechanism

38. In response to Mr Albert HO's enquiry about the appeal mechanism under SCNAMES, ADSW(Elderly) said that an appeal mechanism was in place for the applicants or service providers who disagreed with the assessment results or service recommendations. A pre-appeal mediation would be arranged under which the staff member(s) handling the application, with the assistance of the assessor, would first discuss with the elderly person and the service provider concerned in an attempt to resolve disagreement. If the applicant was not satisfied with the mediation, he or she might lodge an appeal. The appeal would be considered by the Regional Appeal Committee ("RAC") which was composed of doctors,

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nurses, community representatives and District Council members. ADSW(Elderly) said that there was no great dispute over the assessment results and there was only one appeal case so far. RAC had ruled that the appeal was not substantiated and its decision was final. Dr Fernando CHEUNG opined that it was unrealistic to have only one appeal case against the assessment results under SCNAMES in the past 13 years and the Administration should reflect on it.

Increasing the supply of assessors

39. Noting that some assessments under SCNAMES were delayed because of shortage of assessors, the Deputy Chairman enquired about the Administration's actions in addressing the manpower problem. Mr Albert HO and Dr KWOK Ka-ki took the view that the Administration should strengthen the assessment services to cope with ageing population and plan ahead for expanding the assessment capacity.

40. ADSW(Elderly) responded that in 2014-2015, additional resources would be allocated to increase the manpower and enhance the functions of elderly centres. District Elderly Community Centres would start to provide services for demented elderly persons. Additional manpower would be deployed to each of the 211 elderly centres for carrying out care needs assessment under SCNAMES. About 50 staff members of elderly centres had completed the relevant training programme and become assessors in May 2014. Another training programme for assessors would be conducted in October 2014. On-going training programmes would be conducted to increase the supply of assessors. It was anticipated that there would be an additional 80 to 90 assessors a year. These measures would help reduce the waiting time for assessments under SCNAMES.

Setting admission target for residential care homes for the elderly

41. Mr Frederick FUNG said that it was unreasonable to have a pledge for allocation of public rental housing ("PRH") but not for admission to residential care homes for the elderly ("RCHEs"). He urged the Administration to set target admission time for RCHEs.

42. Principal Assistant Secretary for Labour and Welfare (Welfare)3 ("PAS(LW)(Welfare)3") responded that the waiting time for subsidized residential care places was affected by a number of factors such as the specific preference of applicants regarding the location of RCHEs. There were cases in which an elderly person had changed his/her mind after being offered a subsidized place. It was therefore difficult to set a target time

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for admission to RCHEs. While admission target had not been set, the average waiting time for subsidized RCS places was less than three years. For nursing home ("NH") places, care and attention ("C&A") home places and residential care places under the Bought Place Schemes, the average waiting time was 31 months, 21 months and seven months respectively.

43. Mr Frederick FUNG said that the Administration should evaluate the waitlisting situation and set different admission targets for RCHEs in different districts. Admission pledges based on the current waiting time could be made if they were generally considered acceptable. The Administration should then draw up plans to fulfil these pledges. PAS(LW)(Welfare)3 responded that the Administration would look into the provision of LTC services holistically.

Planning for the provision of long-term care services

44. Mr TANG Ka-piu opined that the existing assessment tool of SCNAMES failed to progress with time as many elderly persons who were diagnosed with dementia by the Hospital Authority were assessed as ineligible for LTC services under SCNAMES. As the updated assessment tool should be able to assess more accurately the level of impairment of demented elderly persons, the applicants who could pass the care needs test under the updated assessment tool might increase. He expressed concern about whether the Administration would be able to cope with the increase in the demand for LTC services after the implementation of the updated assessment tool.

45. ADSW(Elderly) responded that it would be difficult to tell whether there would be a large number of applicants who were assessed to be eligible for LTC services by the updated assessment tool but not the current one. She said that SCNAMES was not used to suppress the demand for LTC services, but to ascertain the elderly persons' eligibility for LTC services so that eligible elderly persons could receive suitable services as soon as practicable. In the past three years, 68% of the some 10 000 elderly persons who were diagnosed with Alzheimer's disease were, based on the assessment results under SCNAMES, recommended for being placed on the waiting list for C&A home places or CCS. 17% of them were on the waiting list for NH places or CCS, 2.8% were on the waiting list for C&A home places and 2% were on the waiting list for CCS.

46. The Chairman said that a review of the assessment tool under SCNAMES had been dragged on for too long. A lot of elderly persons who were in need of LTC services could not receive the required services

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because they were excluded from the existing assessment mechanism. She took the view that the Administration should plan ahead to address the problem and enquired about the interim measures the Administration would take in this regard.

47. PAS(LW)(Welfare)3 responded that the Administration would strive to provide more effective assessments with the updated assessment tool. The Administration had taken steps to increase the provision of CCS and RCS. In addition to the 1 500 new EHCCS places which would be provided before the launch of the updated assessment tool, new places for day care centres and RCS would be provided. And, under the Special Scheme on Privately Owned Sites for Welfare Uses ("the Special Scheme"), social welfare organizations were encouraged to provide the necessary welfare facilities through in-situ expansion or redevelopment. Based on the initial rough estimation by the welfare organizations concerned, some 7 000 RCS places and 2 000 day care places could be provided in the next five to 10 years.

48. In response to the Chairman's enquiry about whether the Administration would consider allocating a certain percentage of the total floor area of new PRH projects to RCHes, PAS(LW)(Welfare)3 said that the Elderly Commission ("EC") was tasked to formulate the Elderly Services Programme Plan ("the Programme Plan"). While EC was discussing the scope of the Programme Plan, it was envisaged that the provision of premises for welfare facilities would be an area for study. The suggestion could be looked into during the course of formulating the Programme Plan.

49. Mr Frederick FUNG said that the Administration should project the age at which an elderly person would normally require RCS and the percentage of such persons in the total elderly applicants for drawing up a service provision plan. ADSW(Elderly) responded that the average age of the waitlistees for subsidized NH places and C&A home places were 82.7 years old and 82 years old respectively. The percentage of waitlistees who were aged 75 or above was 83% for NH places and 84% for C&A home places. The Administration would keep in view the waitlisting situation when drawing up service provision plans.

50. The Chairman said that the Administration should face up to the problem and change its mindset in solving the inadequacy of LTC services. She urged the Administration to seriously consider increasing RCS places by providing RCHes in new PRH projects. The Administration should also adopt measures to deal with the shortage of LTC services in the run-up

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to the launch of the updated assessment tool.

51. Acknowledging that there was room for improvement in the provision of LTC services, PAS(LW)(Welfare)3 reiterated that in formulating the Programme Plan, EC would look into the medium and long-term development of elderly services up to 2030. In considering the long-term development of elderly services, the consultant team engaged by EC would examine the impact of the growing elderly population on the existing services and explore measures for a sustainable development. It would also look into the demand and supply of LTC services, taking into account the welfare facilities to be provided under the Special Scheme. The Programme Plan was expected to be ready in 2016. In the interim, the Administration would continue to bid for resources to enhance the provision of LTC services.

52. The Chairman said that the Administration should not use the review of the assessment tool as an excuse to circumvent the review of land policy. She said that the Panel would follow up the subject matter in the next session.

IV. Service scope and planning of home and community care services for the elderly and persons with disabilities

[LC Paper Nos. CB(2)2077/13-14(05) to (09)]

53. At the invitation of the Chairman, PAS(LW)(Welfare)3 and Commissioner for Rehabilitation briefed members on the existing home care and community support services for the elderly and persons with disabilities provided by the Administration.

54. The Chairman then invited the deputations to express their views. A summary of major views and concerns of the deputations is in the **Appendix**.

(The Deputy Chairman took the chair in the temporary absence of the Chairman. To allow sufficient time for discussion, the Deputy Chairman extended the meeting for 30 minutes beyond the appointed ending time.)

Inadequate provision of services for the elderly and persons with disabilities

55. Dr Fernando CHEUNG said that with the huge fiscal surplus, the Government could have provided better services for the elderly and persons

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with disabilities but the inadequacy of these services had persisted for many years. He expressed great disappointment about the Administration's inaction in making improvements in this regard. He criticized the lack of sufficient resources to meet the demand for institutional care services, home and community care services ("HCCS") and IHCS. Notwithstanding the long waiting time for these services, the Administration was still unable to set targets for their provision. In his view, LTC service plans should be drawn up according to the needs rather than the age of recipients.

56. Dr Fernando CHEUNG further said that the special care subsidy for persons with severe disabilities would discontinue following the regularization of the Pilot Scheme on Home Care Service for Persons with Severe Disabilities ("HCS for PSD") and users were required to pay \$988 a month for the services under the regularized scheme. He requested the Administration to explain on this and respond to the deputations' views on setting up community canteens and the content of EHCCS.

57. PAS(LW)(Welfare)3 responded that the expenditure for elderly services had been increased every year. The Administration had proposed to, starting from 2014-2015, increase the annual expenditure with an additional recurrent funding of more than \$660 million to enhance the standard of existing elderly services and provide additional service places. To formulate a long-term plan for addressing the needs for elderly services arising from the increase in the elderly population, the Programme Plan to be formulated by EC was expected to study, among others, the premises and manpower required for the services as well as the feasibility and suitability of different modes of services. Deputations' views expressed at the meeting would also be taken into account in the formulation of the Programme Plan.

58. Mr LEUNG Kwok-hung said that the Administration always used lack of land and manpower resources as an excuse for the inadequate provision of services for the elderly and persons with disabilities. The Administration should draw up a road map for allocating resources to different kinds of services for the elderly and persons with disabilities.

Home and community care services

59. Pointing out that land supply was not a cause of concern for home-based care services, Mr TANG Ka-piu enquired about the difficulties the Administration encountered in making progress for the provision of such services. PAS(LW)(Welfare)3 responded that the Administration

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had strived to increase the service places and explore new modes of CCS in the past years to facilitate the elderly persons to age in the community, thereby reducing the burden on institutional care services. The Administration would continue to work towards this direction.

60. In response to Mr TANG Ka-piu's enquiry about the latest arrangements for the 7 100 EHCCS places (5 600 existing places and 1 500 new places), PAS(LW)(Welfare)3 said that the existing 24 EHCCS contracts, which were due to expire on 28 February 2015, would be extended for 24 months. The Administration would review the contract arrangements at an appropriate time.

61. In response to the concerns of members and some deputations that elderly persons were not allowed to choose their preferred services under EHCCS, ADSW(Elderly) said that flexibility would be provided for the service mix in the extended EHCCS contracts and the contracts for the 1 500 new EHCCS places so as to better meet needs of the elderly persons. In response to the Deputy Chairman's question about whether the bundled service approach for EHCCS would be abolished, PAS(LW)(Welfare)3 said that rehabilitation services were included in EHCCS because users were frail elderly persons assessed to be at moderate or severe level of impairment. Suitable exercise or rehabilitation services were necessary to maintain the users' health condition or slow down their deterioration. She further said that as the service needs of the elderly persons would change with their health conditions, the scope of elderly services should be considered in a holistic manner. In this connection, the Programme Plan formulated by EC would study the viability and desirability of different modes of elderly services.

62. Pointing out that in the United Kingdom, home-based nursing care services were provided for frail elderly persons in the evening, Dr Helena WONG asked whether the Administration would consider providing similar services to relieve the carers' burden. PAS(LW)(Welfare)3 said that the Administration would look into the said service.

63. The Deputy Chairman said that some deputations had expressed concern about the progress of establishing a waiting mechanism for EHCCS and whether the resources allocated to the 7 100 EHCCS places would be adjusted. Concerns were also raised about the provision of home-making and meal delivery services for persons with severe disabilities, and the development of IHCS having regard to the fact that the number of IHCS teams had not been increased in the past 10 years. He invited the Administration to respond to those concerns.

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64. Assistant Director of Social Welfare (Rehabilitation & Medical Social Services) said that the Administration had regularized the three-year Pilot Scheme on HCS for PSD upon the completion of the pilot period in March 2014. As most of the persons with severe disabilities lived with their family members, there were only a small number of requests for meal delivery services during the pilot period. Although there were no kitchen facilities under the HCS for PSD Scheme, under the co-ordination of case managers, home-making and meal delivery services would be arranged upon the users' requests. According to the latest figures, four users had used meal delivery services for a total of 33 times. He added that the HCS for PSD Scheme was intended to serve 3 250 persons and as at end-June 2014, some 700 persons had used the services. The Administration would step up the publicity for the HCS for PSD Scheme, with a view to benefitting more persons with severe disabilities. The Administration welcomed views on the Scheme and would make improvements as appropriate.

65. Regarding resources for EHCCS, PAS(LW)(Welfare)3 said that the Administration would increase the recurrent expenditure by \$172 million to provide 1 500 new EHCCS places from March 2015 onwards. The service content of EHCCS would also be enhanced.

Setting up of community canteens

66. In response to the request for setting up community canteens for the provision of meals for able-bodied elderly persons, ADSW(Elderly) said that interested parties were encouraged to apply for funds to set up canteens in districts where there was a demand for such services.

67. In view of the call of many deputations for setting up community canteens, Mr LEUNG Kwok-hung took the view that the Administration should draw up plans and reserve resources to provide canteen services in all elderly centres and expand the canteen services currently provided in some elderly centres.

68. Sharing a similar view, the Deputy Chairman said that the Administration should promote the setting up of community canteens at the districts where such services were most needed. The Administration should assist interested parties to provide canteen services through the Lotteries Fund or PFD.

Comprehensive review of elderly care and long-term care policies

Action

69. Dr Fernando CHEUNG said that the Administration should first make efforts to understand the needs of the elderly before it could provide them with suitable services. He took the view that the existing elderly care and LTC policies should be reviewed comprehensively. Noting that different case management systems were adopted for HCS for PSD, Integrated Support Service Programme for Persons with Severe Physical Disabilities and District Support Centres for Persons with Disabilities, he opined that case management for rehabilitation services should be centralized to facilitate the filling of service gaps.

70. Mr LEUNG Kwok-hung said that the Administration should earmark the financial and manpower resources required for the implementation of the new initiatives or enhancements proposed for HCCS.

71. While understanding that the Administration would not be able to address all the concerns of members and deputations instantly, the Deputy Chairman said that additional resources should be allocated for the provision of IHCS so as to shorten the waiting time for such services. He said that the Panel would keep in view the development of elderly services planning and requested the Administration to brief the Panel on its proposed improvements to IHCS in the next session.

V. Any other business

72. There being no other business, the meeting ended at 1:27 pm.

Panel on Welfare Services

Meeting on Friday, 25 July 2014 at 10:00 am

Service scope and planning of home and community care services for the elderly and persons with disabilities

Summary of views and concerns expressed by deputations/individuals

No.	Name of deputation	Major views and concerns
1.	關注家居照顧服務大聯盟	<ul style="list-style-type: none"> • Presentation of views as detailed in the submission [LC Paper No. CB(2)2077/13-14(07)]
2.	1 st Step Association	<ul style="list-style-type: none"> • The Administration should allocate additional resources to increase the number of Integrated Home Care Services ("IHCS") teams so as to shorten the waiting time of the persons with severe disabilities for IHCS. • Consideration should be given to setting up community canteens to allow persons with disabilities to have meals and establish their community network in the vicinity of their residence, as well as save the resources of community care services for those most in need.
3.	天水圍長者權益關注組	<ul style="list-style-type: none"> • The deputation was gravely concerned that only two non-governmental organizations ("NGOs") providing IHCS in Yuen Long and Tin Shui Wai could not cater for the huge service demand of the elderly and persons with disabilities as well as families with special needs in the districts. The Administration should grant more subsidies to NGOs to strengthen their IHCS teams.
4.	全港長者及護老者權益聯席	<ul style="list-style-type: none"> • The Enhanced Home and Community Care Services ("EHCCS") adopted a bundled service approach to offering home care services to the needy elderly. For example, if the elderly wanted to have meal delivery, they had to use physiotherapy service regardless of their genuine needs. Such an arrangement led to a wastage and mismatch of resources. • While a bidding exercise for nearly 7 100 EHCCS places would be conducted shortly, the Administration should take the opportunity to consider reviewing the operation of EHCCS,

No.	Name of deputation	Major views and concerns
		abolishing the bundled service approach, and offering basic personal care services under EHCCS with more flexibility for the elderly to choose services that best suited their individual needs.
5.	將軍澳長者民生關注會	<ul style="list-style-type: none"> • To alleviate the manpower shortage of the meal delivery service, the Administration should provide subsidies to motivate women and the able-bodied elderly in the community to take part in the aforesaid service on a part-time basis. • Community canteens should be set up in Neighbourhood Elderly Centres ("NECs") so that the elderly and persons with disabilities could have meals nearby and take the opportunity to foster personal networks.
6.	The Forthright Caucus	<ul style="list-style-type: none"> • While meal delivery and household cleaning services were necessary for persons with severe disabilities, the Home Care Service for Persons with Severe Disabilities which was regularized in March 2014 did not provide the aforesaid services. The Administration should take steps to address their needs for basic personal care. • Community canteens should be set up in NECs and District Elderly Community Centres to cater for the needs of the elderly and better utilize limited resources. • The Administration should review the operation of IHCS and have long, medium and short-term planning on elderly services taking into consideration the ageing trend and specific needs of individual districts.
7.	Hong Kong Social Security Society	<ul style="list-style-type: none"> • The Administration should review community care services, in particular IHCS which lacked resources to provide adequate services for the ageing population.
8.	長者社區照顧服務關注組	<ul style="list-style-type: none"> • Presentation of views as detailed in the submission [LC Paper No. CB(2)2077/13-14(08)]
9.	全港認知障礙症照顧者聯盟	<ul style="list-style-type: none"> • Presentation of views as detailed in the submission [LC Paper No. CB(2)2077/13-14(09)]

No.	Name of deputation	Major views and concerns
10.	Neighbourhood and Workers Service Centre	<ul style="list-style-type: none"> Some elders said that they still did not receive IHCS after waiting for several years. The Administration should allocate more resources to enhance elderly services to address the problems arising from the ageing population.
11.	Mr WONG Yun-tat, Member of Kwai Tsing District Council	<ul style="list-style-type: none"> Among the some 40 households in Kwai Chung interviewed in July 2014, half of them were receiving community care services while one-fourth of them had no idea of the aforesaid services. The deputation also requested the Administration to strengthen the elderly services in Kwai Chung district.
12.	葵涌長者權益關注組	<ul style="list-style-type: none"> In the face of inadequate IHCS, the Administration should set up community canteens to provide healthy diet for the elderly so as to upgrade their quality of life.
13.	Caretakers Concern Group	<ul style="list-style-type: none"> While the Administration always said that there was a lack of resources to improve the existing welfare services, it earmarked huge amount of resources for setting up the "Future Fund". The Administration should give priority to providing assistance for those in need at present.
14.	Labour Rights Commune	<ul style="list-style-type: none"> Presentation of views as detailed in the submission [LC Paper No. CB(2)2138/13-14(01)]
15.	Kwai Chung Estate Residents' Rights Concern Group	<ul style="list-style-type: none"> Presentation of views as detailed in the submission [LC Paper No. CB(2)2138/13-14(02)]
16.	Grassroots Development Centre	<ul style="list-style-type: none"> The Administration should increase the number of residential care places, implement the universal retirement protection system as soon as possible and relax the thresholds of subsidies for carers.
17.	Concern Group for Elderly Welfare	<ul style="list-style-type: none"> The poor co-ordination between welfare policies and other policies, such as those relating to the medical system, left the needy unattended.
18.	Kwai Chung Elderly Concern Group	<ul style="list-style-type: none"> The Administration should grant more subsidies to NGOs which were providing community care services for the elderly to improve their services.

Council Business Division 2
Legislative Council Secretariat
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