

**立法會**  
**Legislative Council**

LC Paper No. CB(2)420/16-17(01)

Ref : CB2/PL/1/16

**Panel on Welfare Services and Panel on Health Services**

**Joint Subcommittee on Long-term Care Policy**

**Background brief prepared by the Legislative Council Secretariat  
for the meeting on 16 December 2016**

**Issues relating to the Administration's long-term care policy**

**Purpose**

This paper provides background information and summarizes past discussions at the meetings of the Council and its committees on issues relating to the Administration's long-term care ("LTC") policy.

**Background**

2. According to the Administration, its LTC policy for the elderly is underpinned by the following three principles: (a) promoting "ageing in place as the core, institutional care as back-up"; (b) promoting a continuum of care in subsidized residential care services ("RCS"); and (c) offering assistance to most needy elderly citizens.

3. As regards the LTC policy for persons with disabilities, the Administration's policy objectives are:

(a) providing appropriate residential care and necessary training and support services for those persons with disabilities who cannot live independently and those who cannot be adequately cared for by their families, with a view to improving their quality of life and helping them develop independent living skills; and

(b) making available training and support to persons with disabilities in response to their needs, assisting them in developing their

potential, enabling them to continue to live independently at home and preparing them for full integration into the community; and strengthening the carers' caring capacity and relieving their stress so as to provide a better quality of life for persons with disabilities and themselves.

### Relevant subcommittees of the Fifth Legislative Council

#### *Joint Subcommittee on Long-term Care Policy*

4. In the Fifth Legislative Council ("LegCo"), the Panel on Welfare Services ("the WS Panel") and Panel on Health Services ("the HS Panel") jointly appointed the Joint Subcommittee on Long-term Care Policy ("the former Joint Subcommittee") in November 2012. According to its terms of reference, the former Joint Subcommittee would study the LTC policy and services (including home-based, community-based and RCS for the elderly, persons with disabilities and the chronically ill), discuss the policy concerned with the Administration and make timely recommendations. Upon completion of its work, the former Joint Subcommittee submitted its report to the two Panels in July 2014 on its deliberations and recommendations. A summary of the recommendations of the former Joint Subcommittee is in **Appendix I**.<sup>1</sup>

#### *Subcommittee on Issues Relating to the Future Development of Elderly Services Schemes*

5. On 8 June 2015, the WS Panel agreed to appoint the Subcommittee on Issues Relating to the Future Development of Elderly Services Schemes ("the Subcommittee") to study relevant policies and measures relating to the future development of elderly services, follow up the work of the Elderly Commission ("EC")'s Elderly Services Programme Plan ("ESPP"), discuss relevant policies with the Administration and make timely recommendations. The Subcommittee completed its work and submitted its report to the WS Panel in July 2016. Recommendations made by the Subcommittee are set out in **Appendix II**.<sup>2</sup>

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<sup>1</sup> The deliberations of the Joint Subcommittee on Long-term Care Policy of the Fifth Legislative Council ("LegCo") are detailed in its report (LC Paper No. CB(2)2154/13-14(01) Annex D), which is available at: <http://www.legco.gov.hk/yr13-14/english/panels/ltcp/reports/ltcpcb2-2154-1-a-e.pdf>.

<sup>2</sup> The deliberations of the Subcommittee on Issues Relating to the Future Development of Elderly Services Schemes of the Fifth LegCo are detailed in its report (LC Paper No. CB(2)1902/15-16), which is available at [http://www.legco.gov.hk/yr15-16/english/panels/ws/ws\\_fdes/reports/ws\\_fdescb2-1902-e.pdf](http://www.legco.gov.hk/yr15-16/english/panels/ws/ws_fdes/reports/ws_fdescb2-1902-e.pdf).

Joint Subcommittee on Long-term Care Policy of the Sixth Legislative Council

6. At the joint meeting of the WS Panel and the HS Panel on 14 November 2016, Members agreed to appoint the Joint Subcommittee on Long-term Care Policy with the same terms of reference of the former Joint Subcommittee set out in paragraph 4 above.

7. According to the work plan approved by the WS Panel and the HS Panel, the Joint Subcommittee will:

- (a) discuss the quality and monitoring of private residential care homes for the elderly ("RCHEs") and for persons with disabilities ("RCHDs"), with a view to coming up with recommendations for the relevant services and policies;
- (b) review the effectiveness of the RCS voucher for the elderly and the community care service ("CCS") voucher for the elderly;
- (c) discuss the report on ESPP and put forward improvement proposals; and
- (d) put forward improvement proposals in respect of the LTC policy.

**Members' deliberations**

Quality and monitoring of residential care homes

8. In his 2016 Policy Address, the Chief Executive ("CE") had announced that the Administration would comprehensively strengthen the monitoring of RCHEs and RCHDs, with measures including enhancing inspection and supervision, improving the regulatory mechanism and promoting staff training, etc. In addition, the Administration planned to re-organize the Licensing Office of RCHEs and Licensing Office of RCHDs under the Social Welfare Department ("SWD") in 2016-2017. The two Offices would be merged into a new branch for licensing and regulatory purposes, and manpower would be significantly increased by about 50% so as to enhance inspection and monitoring of residential care

homes ("RCHs") on all fronts.<sup>3</sup> Besides, the Administration would start working on a review of the relevant legislation taking into account the findings of the report on ESPP, which was expected to be submitted by EC to the Administration in the second quarter of 2017.

9. Some Members were of the view that the service quality problem of some private RCHs could not be resolved merely by stepping up inspection. These Members considered that the Administration should address the crux of the problem, i.e. manpower shortage and insufficient resources faced by many private RCHs. The Administration advised that it had launched the "first-hire-then-train" pilot project and the Navigation Scheme for Young Persons in Care Services to encourage young people to join the care service sector. In addition, the Master programmes in Occupational Therapy and Physiotherapy would continue to be implemented. SWD had collaborated with the Hospital Authority in offering the enrolled nurse training programme since 2006. SWD fully subsidized the tuition fees for the whole programme, provided that trainees of the programme met the requirement of working in the welfare sector for a continuous period of no less than two years after satisfactory completion of training.

10. Some Members considered it necessary to make public the names of RCHEs and RCHDs with poor track records, and require RCHs to sign a "Quality Service Charter" in order to strengthen the monitoring of RCHs and facilitate service quality enhancement. These Members also requested the Administration to appoint representatives from concern groups as members of the Service Quality Group ("SQG") on RCHEs and RCHDs, which paid regular visits to different types of homes to make observations and suggestions about their facilities and services.

11. The Administration advised that starting from April 2016, the SQG Scheme had been extended to the whole territory with all types of RCHEs and all licensed RCHDs covered. Family members of residents of RCHs were welcomed to join the SQG Scheme to monitor these homes. Members of SQG would conduct unannounced visits to RCHs participating in the Scheme for assessing their facilities and service provision, receiving and collecting views from residents, their relatives and/or home staff, as well as providing the home operators with feedback on their service delivery. The Administration would try to engage more local leaders, service users and their family members in the SQG Scheme. As regards the "Quality Service Charter", SWD's Tai Po and North District

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<sup>3</sup> The Administration briefed the Panel on Welfare Services ("the WS Panel") at its meeting on 12 December 2016 on its proposal to create a supernumerary post of Assistant Director of Social Welfare to head the proposed branch for licensing and regulatory purposes.

Coordinating Committee on Elderly Service organized a ceremony to launch the "Elderly Care Charter" in 2015. SWD planned to organize relevant activities throughout the territory in 2016-2017.

### Pilot Scheme on Residential Care Service Voucher for the Elderly

12. As announced by CE in his 2014 Policy Address, EC would conduct a feasibility study of introducing a voucher scheme on RCS for the elderly ("the Feasibility Study") and report to the Administration in a year's time. The Administration had earmarked about \$800 million ("the \$800 million allocation") for the implementation of the three-year Pilot Scheme on RCS Voucher for the Elderly ("the RCSV Pilot Scheme"), under which a total of 3 000 service vouchers would be issued in phases. Since July 2014, the EC's Working Group on Long Term Care Model ("WGLTCM") had commenced the Feasibility Study. The consultant team commissioned by EC made preliminary recommendations with respect to the Feasibility Study in January 2015 and conducted a public engagement exercise in February 2015 to consult stakeholders about their views on the preliminary recommendations.

13. While agreeing that the RCS voucher was an important mode for the provision of LTC services, the WS Panel noted with concern that the social services sector and many elderly persons opposed the implementation of the RCSV Pilot Scheme. Some Members were also concerned that according to the preliminary data provided by the Administration, only a tenth of the elderly persons on the Central Waiting List were willing to consider the RCS voucher and agreed to a means test. At its special meeting on 28 March 2015, the WS Panel passed a motion urging the Administration to temporarily suspend the implementation of the RCSV Pilot Scheme, reinstate an in-depth discussion and planning with the social services sector, elderly persons, their families and various stakeholders, and pre-empt the use of the \$800 million allocation by assigning them to CCS to enhance both home care and day care services, with a view to gearing the service direction towards ageing in place.

14. Regarding the WS Panel's suggestion of re-deploying the \$800 million allocation to enhance CCS, the Administration advised that it would continue to accord priority to elderly services, and take various measures to enhance CCS. For example, it had provided 1 666 additional places of the Enhanced Home and Community Care Services which had already commenced service from mid-2015. An additional 2 000 places would be provided under Phase II of the Pilot Scheme on Living Allowance for Carers of Elderly Persons from Low Income Families ("the Carer Allowance Scheme") to make a total of 4 000 beneficiaries for the two

phases of the Scheme, and the number of vouchers to be issued under the Pilot Scheme on Community Care Service Voucher for the Elderly ("the CCSV Pilot Scheme") would be increased from 1 200 vouchers in the first phase to 3 000 vouchers in the second phase. The Administration stressed that the \$800 million allocation was an additional resource earmarked for the implementation of the RCSV Pilot Scheme, which would provide an additional option for eligible elderly persons to choose RCS that suited their needs, but would not detract from the Administration's commitment to enhancing CCS.

15. According to the Administration, in the light of public's concern over the service quality of RCHEs arising mainly from an incident at a privately run RCHE in May 2015,<sup>4</sup> WGLTCM invited the consultant team to revisit the preliminary recommendations and further elaborate on the proposed design of the RCSV Pilot Scheme. Subsequently, the consultant team submitted the revised findings and recommendations to WGLTCM in March 2016, and then to EC in June 2016. After deliberation, EC endorsed the consultant's final report at its meeting on 7 June 2016.<sup>5</sup> According to the Administration, it generally agreed with the findings and recommendations of the consultant team, as endorsed by EC. SWD planned to launch the first phase of the RCSV Pilot Scheme around the fourth quarter of 2016 or first quarter of 2017, under which a total of 3 000 service vouchers would be issued in phases within the three-year pilot period.

16. At its meeting on 25 June 2016, the WS Panel passed a motion objecting to the implementation of the RCSV Pilot Scheme given that there was neither improvement in the monitoring system for RCHEs nor enhancement of staff and standard of service premises under the law. To address the quality problem of private RCHEs, some Members strongly urged the Administration to conduct a comprehensive review of the Residential Care Homes (Elderly Persons) Ordinance (Cap. 459) ("the RCHE Ordinance") and the Code of Practice for RCHEs.

17. The Administration reiterated that the implementation of the RCSV Pilot Scheme would provide an additional option for eligible elderly persons to choose RCS that suited their needs, and no elderly persons would be required to take up the RCS voucher mandatorily. In addition to

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<sup>4</sup> According to a news report in May 2015, the Tai Po Cambridge Nursing Home made some of its elderly residents wait naked on an open podium before showers.

<sup>5</sup> The final report on the Feasibility Study on Introducing a Voucher Scheme on Residential Care Services for the Elderly is available at: [http://www.elderlycommission.gov.hk/en/download/library/Report%20on%20RCS%20Voucher\\_2016\(ENG\).pdf](http://www.elderlycommission.gov.hk/en/download/library/Report%20on%20RCS%20Voucher_2016(ENG).pdf).

conducting the review of the relevant legislation mentioned in paragraph 8 above, the Administration would continue to strengthen the monitoring of private RCHEs as it attached much importance to the service quality of RCHEs.

#### Pilot Scheme on Community Care Service Voucher for the Elderly

18. In 2010, EC commissioned a consultancy study on CCS for the elderly to examine how CCS could be better provided through a more flexible and diverse mode of service delivery. The consultancy study report was released in July 2011. EC recommended, among others, that the Administration could introduce a voucher scheme to allow eligible elderly persons to choose CCS that suited their needs. Taking on board EC's recommendations, the Administration secured \$380 million from the Lotteries Fund to launch the first phase of the CCSV Pilot Scheme in September 2013.<sup>6</sup> The Scheme aimed at testing the viability of new funding mode whereby the Administration adopted the "money-following-the-user" approach and provided subsidy directly for service users (instead of service providers) in the form of a service voucher.

19. SWD had commissioned the Sau Po Centre on Ageing ("COA") of The University of Hong Kong to conduct an evaluation study on the first phase of the CCSV Pilot Scheme. A mid-term evaluation, which covered data collected from January to September 2014, has been completed.<sup>7</sup> Having regard to the recommendations in the consultancy study report on CCS for the elderly released by EC in 2011, the operational experience and the mid-term evaluation findings of the first phase of the CCSV Pilot Scheme, as well as the views gathered during consultations with Recognized Services Providers ("RSPs") of the first phase in November 2015 and with EC in December 2015, the Administration had proposed to introduce a number of enhancements in the second phase of the CCSV Pilot Scheme to facilitate more personalized choices for elderly persons to meet their diverse needs.

20. Whilst commending that enhancements had been made to the voucher value, district coverage and service types in the second phase of the CCSV Pilot Scheme, a majority of Members of the WS Panel had reservations about the Administration's proposal to include private

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<sup>6</sup> According to the Administration, as at 31 October 2015, a total of 2 650 elderly persons had participated in the Pilot Scheme on Community Care Service Voucher for the Elderly, with 1 368 being current voucher holders.

<sup>7</sup> According to the Administration, the mid-term evaluation report (English version only) has been uploaded to the website of the Social Welfare Department ([www.swd.gov.hk](http://www.swd.gov.hk)).

organizations in the pool of RSP under the CCSV Pilot Scheme. These Members took the view that private organizations aimed at making profit and their business needs would override public interests. At its meeting on 11 January 2016, the WS Panel passed a motion objecting to the extension of the second phase of the CCSV Pilot Scheme to private organizations in the absence of a monitoring system for private elderly service organizations.

21. The Administration advised that as recommended by COA, private organizations, more non-governmental organizations and social enterprises should be invited to become RSPs in the second phase of the CCSV Pilot Scheme so as to enhance service quality and diversity. Apart from having 12-month proven experience in providing CCS for the elderly, private organizations were required to satisfy other stringent requirements in order to become RSPs. Private organizations should also have experience in providing home care services for the elderly and be able to provide two out of the three core CCS, namely, rehabilitation services provided by physiotherapist/occupational therapist, special/basic nursing care provided by registered/enrolled nurse and personal care services provided by health worker/personal care worker. The Administration stressed that SWD would only consider applications by private organizations with proven quality and good track records. Same as the first phase, a monitoring mechanism would be put in place to monitor the service quality of individual RSPs. According to the Administration, the second phase of the CCSV Pilot Scheme, which lasted for two years and accepted qualified private organizations to be RSPs, had been implemented since 3 October 2016.

#### Elderly Services Programme Plan

22. In his 2014 Policy Address, CE announced that EC would be tasked to formulate ESPP within two years to strengthen the medium and long-term planning for elderly services. To take forward the task, EC had set up the Working Group on ESPP ("WGESPP"), while the Labour and Welfare Bureau ("LWB") had engaged a consultant team from the Department of Social Work and Social Administration of The University of Hong Kong to provide assistance.

23. According to the Administration, the formulation of ESPP had been structured into three stages, namely Scoping, Formulation and Consensus Building. EC and WGESPP conducted the first public engagement exercise under the Scoping Stage in October and November 2014 to open up the discussion with stakeholders and solicit their views in defining the



scope of ESPP.<sup>8</sup> A second public engagement exercise was conducted from June to August 2015 under the Formulation Stage for the purpose of soliciting stakeholders' views on the possible recommendations that could be included in ESPP for addressing the issues covered in the scope of ESPP.<sup>9</sup> In October 2016, EC and WGESPP launched the third public engagement exercise of the Consensus Building Stage to build up a consensus on the initial recommendations identified in the Formulation Stage. The third public engagement exercise is scheduled for completion by end-December 2016. Barring any unforeseen developments, EC was expected to submit the report of ESPP to the Administration in the second quarter of 2017.

24. Some Members considered that the existing provision of LTC services was fragmented with unnecessary categorization under "elderly persons" and "persons with disabilities", which was against the international trend of no distinct age limit. The Administration was urged to conduct a comprehensive review of its LTC policy with a view to offering services according to the needs of recipients, instead of their age. These Members also considered that ESPP should be prepared in tandem with the Hong Kong Rehabilitation Programme Plan, so that the Administration could map out holistically the direction of LTC policy according to the needs of recipients.

25. At its meeting of 11 June 2014, the Council passed a motion urging the Administration to:

- (a) immediately formulate a comprehensive elderly care policy, make detailed planning for elderly care services in the future and promote collaboration between the medical and welfare sectors; and
- (b) take the needs and LTC of the elderly persons as the basis, rather than adopting age as the sole criterion, to immediately formulate a comprehensive elderly care policy.

26. The Administration advised that it would continue to commit resources to elderly services, implement a host of new measures to provide more suitable services for elderly persons and enhance the planning of elderly services. When formulating ESPP, EC would look into the

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<sup>8</sup> The Report on Scoping Stage is available at:  
[espp.socialwork.hku.hk/images/scopingreport/ScopingReportFinal.pdf.pdf](http://espp.socialwork.hku.hk/images/scopingreport/ScopingReportFinal.pdf.pdf).

<sup>9</sup> The Report on Formulation Stage is available at:  
[espp.socialwork.hku.hk/images/ESPPConsensusBuilding/ReportonFormulationStageEngFinal.pdf](http://espp.socialwork.hku.hk/images/ESPPConsensusBuilding/ReportonFormulationStageEngFinal.pdf).

medium and long-term development of elderly services up to 2030 by taking into account a number of schemes together with the relevant information and data in the wider context of ESPP. For example, the Special Scheme on Privately Owned Sites for Welfare Uses, the CCSV Pilot Scheme, the Carer Allowance Scheme under the Community Care Fund and the Feasibility Study. In addition, the Administration would make reference to the issues highlighted in its past studies on LTC services for elderly persons,<sup>10</sup> and the views expressed by different stakeholders and concern groups on elderly care services.

27. The WS Panel was briefed on the progress of the preparation of ESPP at its meetings on 20 January 2015, 14 March 2016 and 14 November 2016.<sup>11</sup> Noting that policies under the purview of LWB would form the core of the consultant team's study, the WS Panel passed a motion at its meeting on 20 January 2015 urging EC to extend the scope of ESPP and press the consultant team to extend its scope of study to cover social welfare services, medical services, housing and needs after retirement.

28. Some Members took the view that the principle of "ageing in place as the core" was only a slogan given that the Administration did not have a sustainable policy on or allocate sufficient resources for the provision of CCS. Some other Members expressed grave concerns about the inadequacy of RCS and the Administration's inaction to address the problem. These Members considered that WGESPP should realistically forecast the demand for elderly services in the next five to 10 years, and make recommendations on how to enhance elderly services to cater for the growing demand in this regard for consideration by the Administration in formulating ESPP. The Administration advised that ESPP would not only take stock of the existing and planned elderly services, but also cover the longer-term projection on the demand for and supply of subsidized elderly services. Meanwhile, the Administration would continue to take measures to enhance elderly services.

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<sup>10</sup> The Elderly Commission released the report on the Consultancy Study on Residential Care Services for the Elderly in 2009 and the report on the Consultancy Study on Community Care Services for the Elderly in 2011.

<sup>11</sup> The WS Panel held a special meeting on 29 November 2016 to discuss with the Administration the subject of "Looking into the policy positioning of 'ageing in place as the core, institutional care as back-up' in light of the Elderly Services Programme Plan", and received views from 59 deputations/individuals.

**Relevant papers**

29. A list of relevant papers on the LegCo website is in **Appendix III**.

Council Business Division 2  
Legislative Council Secretariat  
15 December 2016

**Recommendations made by  
the Joint Subcommittee on Long-term Care Policy  
formed under the Panel on Welfare Services  
and Panel on Health Services of the Fifth Legislative Council**

The Joint Subcommittee recommended that the Administration should :

Policy and planning

- (a) conduct a comprehensive review of the Administration's long-term care ("LTC") policy with a view to offering services according to the needs of recipients, instead of their age. In this connection, in preparing the Elderly Services Programme Plan, the Administration should prepare the Hong Kong Rehabilitation Programme Plan in tandem, so that it can map out holistically the direction of LTC policy according to the needs of recipients;
- (b) have long-term planning, in terms of manpower and training, as well as funding for residential care services ("RCS") and community care services ("CCS"), with scientific data and analyses from the information collected under the Standardised Care Needs Assessment Mechanism for Elderly Services ("SCNAMES") and the central referral system for rehabilitation services, with a view to making a projection of LTC needs of the elderly and persons with disabilities in the next 10 to 20 years;

Residential care services

- (c) set target waiting time for subsidized places in residential care homes for the elderly ("RCHEs") and residential care homes for persons with disabilities ("RCHDs");
- (d) expeditiously increase the number of subsidized RCS places (including purchased places in private RCHEs);
- (e) provide an additional allowance, on top of the standard Comprehensive Social Security Assistance payments, for needy elderly persons residing in private RCHEs, so as to subsidize their expenditure on accommodation fee;
- (f) explore ways to attract people to work in private RCHEs;
- (g) develop service yardsticks and encourage private RCHEs to participate in accreditation programmes;
- (h) step up its monitoring measures against abuse of the elderly and people with disabilities, non-compliance of staffing requirements and other irregularities in private residential care homes;
- (i) address the problem of non-admission of elderly persons with HIV to RCHEs, so as to ensure that elderly persons receive the same level of care without unlawful discrimination;

- (j) review the Residential Care Homes (Elderly Persons) Ordinance (Cap. 459) and the Residential Care Homes (Persons with Disabilities) Ordinance (Cap. 613) with a view to upgrading the quality and stepping up the monitoring of private RCHEs and private RCHDs;

#### Community care services

- (k) strengthen the provision of home care and CCS to facilitate the elderly to age in place;
- (l) assign independent social workers to draw up care plans for voucher holders of the Pilot Scheme on CCS Voucher for the Elderly to ensure impartiality;
- (m) in respect of Integrated Home Care Services for the Elderly ("IHCS") :
  - (i) reintegrate the existing services under IHCS(Ordinary Cases), IHCS(Frail Cases) and Enhanced Home and Community Care Services with a view to alleviating the heavy workload of the service teams for IHCS(Ordinary Cases); and
  - (ii) provide a concrete timetable for a comprehensive review of IHCS (including its service content, operating costs, and coordination among service providers), and invite different stakeholders, in particular service users, to give views on the way forward;
- (n) set specific targets to reduce the waiting time for the training places in Day Activity Centres and sheltered workshops;

#### Care services for people with dementia

- (o) enhance the collaboration between the Food and Health Bureau/Hospital Authority ("HA") and the Labour and Welfare Bureau ("LWB") regarding the planning of services, assessment, and service referrals for persons with dementia;
- (p) develop a long-term policy on dementia with a view to addressing the special needs of persons with dementia;
- (q) enhance SCNAMES to provide for assessment of mental and cognitive conditions of persons with dementia;
- (r) shorten the waiting time for training and CCS for persons with dementia;
- (s) set up dedicated service units and Day Care Centres/Units for the Elderly for people with dementia;

#### Respite service

- (t) set up a computerized central platform providing latest updates on the availability of respite places for elderly persons and persons with disabilities in different districts;

- (u) offer recurrent funding for the continuation of provision of residential respite places for children with disabilities aged below 15 and increase the number of such places for children with severe disabilities;
- (v) offer stronger incentives to encourage private RCHEs to provide residential respite places;

#### Allowance for carers

- (w) extend the pilot scheme on carer allowance for the elderly to carers of persons with disabilities, chronic patients and people with dementia;
- (x) provide subsidized CCS for the elderly persons even though allowance has been granted to their carers;

#### Ageing of persons with intellectual disabilities

- (y) restore the psychiatric outreach services provided before 2003 for persons with intellectual disabilities in moderate and mild levels, provide psychiatric outreach services for persons with intellectual disabilities in RCHDs, and consider increasing funding to attract more psychiatric doctors from overseas to provide psychiatric outreach services in Hong Kong;
- (z) extend the scope of the Pilot Project on Dental Services for Persons with Intellectual Disability to cover those with severe intellectual disabilities;

#### Mental health case management

- (aa) initiate a joint review by HA, LWB and the Social Welfare Department on the Case Management Programme;
- (bb) improve the manpower supply of case managers, social workers and paramedical staff to meet future service needs;
- (cc) review the case manager-to-patient ratio to strengthen support for people with severe mental illness, promote public awareness and understanding of mental health, and identify permanent sites for the Integrated Community Centres for Mental Wellness in all districts for the provision of full-fledged service as soon as possible;
- (dd) collect views of different stakeholders and the public on the Service Manual on Mental Health Case Management and take them into account in finalizing the Manual by the end of 2014;

#### Guardianship system for mentally incapacitated persons

- (ee) explore whether the guardian's financial power can be expanded to cover management of property and other financial affairs of a mentally incapacitated person;

- (ff) review the eligibility of doctors for making guardianship application, with a view to safeguarding the best interest of mentally incapacitated persons in relation to receiving medical treatment;
- (gg) strengthen the Administration's support for mentally incapacitated persons through a case management system to provide advice on the procedures of making guardianship applications and coordinate different parties (doctors, medical social workers, and mentally incapacitated persons' family members) for matters concerning medical treatments;
- (hh) appoint an independent public trustee (or public advocate) to protect the interest of mentally incapacitated persons, and replace the existing model of "substitute decision making" by "supported decision making";

Financial assistance on medications and medical/rehabilitation appliances

- (ii) further relax the financial assessment criteria for Samaritan Fund ("SF") to benefit more needy patients and allow patients living with their family members to apply for assistance from SF on an individual basis;
- (jj) invite representatives of patient groups to sit on relevant drug committees of HA to enhance operational transparency of drug formulary management;
- (kk) draw up different levels of subsidies under the Disability Allowance ("DA") Scheme for the purchase of drugs and medical equipment/appliances. The amount of DA received by a person with disabilities should be in accordance with his/her degree of disabilities;

Hospice care services

- (ll) set up, under the purview of the Chief Secretary for Administration, an inter-departmental committee dedicated to formulate a comprehensive hospice care policy and coordinate the work of different bureaux/departments to improve hospice care services;
- (mm) allocate more resources to enhance and broaden the Administration's existing hospice care services to cover palliative care (including home visits), RCS and CCS for the elderly, bereavement care, life and death education, monitoring of funeral and columbaria services as well as guardianship orders for mentally incapacitated persons;

and

- (nn) request HA to evaluate whether there are adequate palliative care beds with reference to international benchmarks as well as the number of patients with chronic and terminal illness who have passed away in hospital.

*Source: Report of the Joint Subcommittee on Long-term Care Policy of the Fifth Legislative Council (Annex I of LC Paper No. CB(2)2154/13-14(01), pages 18 – 23)*



**Recommendations made by the Subcommittee on  
Issues Relating to the Future Development of Elderly Services Schemes  
formed under the Panel on Welfare Services  
of the Fifth Legislative Council**

The Subcommittee recommended that the Administration should :

Policy, planning and financing

- (a) set service targets for various kinds of elderly care services, in particular community care services ("CCS") and residential care services ("RCS");
- (b) spell out in the Elderly Services Programme Plan ("ESPP") the need for setting the aforesaid service targets and the basis for provision of long-term care ("LTC") services (i.e. based on service user needs instead of their age);
- (c) extend the six-month case management service to strengthen the support for service users;
- (d) conduct a comprehensive review of the provision of elderly services, draw up a service provision plan and make projection on relevant expenditure;
- (e) set aside a sum of money for implementing ESPP to signify the Administration's commitment to provision of elderly services;

Community care services

- (f) instruct the consultant team to assess the need for CCS, and explore the relationship among Integrated Home Care Services, Enhanced Home and Community Care Services, the Pilot Scheme on CCS Voucher for the Elderly and services provided by Day Care Centres/Units for the Elderly;
- (g) allocate more resources to increase provision of CCS and change the arrangement of meal delivery service during holidays from delivery upon request to automatic delivery unless advised otherwise by individual users;
- (h) further develop the Pilot Scheme on Living Allowance for Carers of the Elderly Persons from Low Income Families with increase in the amount of the monthly allowance;
- (i) engage female homemakers with income supplement for providing elderly care services in the community;

Residential care services

- (j) provide a specific timetable for strengthening the Administration's monitoring of private residential care homes for the elderly ("RCHEs");
- (k) make legislative amendments for enhancing manpower provision and spatial requirements of private RCHEs, as well as prescribing liability of private RCHE operators;
- (l) consider providing a wage supplement for frontline staff of private RCHEs to enhance their service quality;
- (m) introduce an evaluation system for RCHEs and allow public access to evaluation results of individual RCHEs;

Care services for elderly persons with special needs

- (n) set future direction of service provision for demented elderly and draw up relevant service provision plan to ensure adequate provision in this regard;
- (o) consider implementing a pilot scheme on provision of RCS for demented elderly;
- (p) review the policy on allocation of RCS places, and exercise due care to ensure that disparity of special needs of elderly persons residing in the same RCHEs would not be too great to defeat the purpose of the Administration's inclusive policy on provision of elderly services;
- (q) address the issue of identity recognition for elderly persons from sexual minorities;
- (r) consider accommodating elderly persons from sexual minorities in need of RCS in the same RCHEs and form small groups for them in these RCHEs;
- (s) collect information on population of elderly persons from sexual minorities during population census;
- (t) clarify whether elderly persons aged over 60 with disabilities are provided with elderly care services or rehabilitation services;
- (u) address the problem of service gap between elderly care services and rehabilitation services, so that elderly persons with disabilities could be properly taken care of;
- (v) work collaboratively among various government bureaux/ departments to address the deficiencies in elderly care services, including those for elderly persons with special needs, and set priority as appropriate;

Other issues

- (w) identify a suitable site in each of the 18 districts for providing an assembly place for elderly persons;
- (x) consider deputations' suggestion of implementing a subsidy scheme for low-floor green minibuses running to and from hospitals; and
- (y) address elderly persons' need for dental services and relax the age limit of participants of the Elderly Health Care Voucher Scheme.

2. The Subcommittee suggests that the Sixth Legislative Council should continue to follow up the provision of services by the Administration for elderly persons with chronic diseases, elderly persons with dementia, elderly persons with disabilities as well as elderly persons from ethnic minorities and from sexual minorities.

*Source: Report of the Subcommittee on Issues Relating to the Future Development of Elderly Services Schemes of the Fifth Legislative Council (LC Paper No. CB(2)1902/15-16, pages 10 – 12)*

## Appendix III

### Relevant papers on issues relating to the Administration's long-term care policy

Committee	Meeting date / Issue date	Papers
Legislative Council	11 June 2014	<a href="#">Official Record of Proceedings Pages 6-76</a>  <a href="#">Progress Report</a>
Joint Subcommittee on Long-term Care Policy	30 July 2014	<a href="#">Report LC Paper No. CB(2)2154/13-14(01) Annex I</a>
Panel on Welfare Services	11 January 2016 (Item III)	<a href="#">Agenda</a> <a href="#">Minutes</a>
Finance Committee	8 April 2016	<a href="#">Administration's replies to members' written questions in examining the Estimates of Expenditure 2016-2017 Pages 115-116</a>
Panel on Welfare Services	9 May 2016 (Item III)	<a href="#">Agenda</a> <a href="#">Minutes</a>
Panel on Welfare Services	25 June 2016 (Item II)	<a href="#">Agenda</a> <a href="#">Minutes</a>
Subcommittee on Issues Relating to the Future Development of Elderly Services Schemes	12 July 2016	<a href="#">Report LC Paper No. CB(2)1902/15-16</a>
Panel on Welfare Services	13 July 2016	<a href="#">Report LC Paper No. CB(2)1852/15-16</a>
Panel on Welfare Services	14 November 2016 (Item V)	<a href="#">Agenda LC Paper No. CB(2)149/16-17(05)</a>