

**立法會**  
**Legislative Council**

LC Paper No. CB(2)1858/18-19  
(These minutes have been  
seen by the Administration)

Ref : CB2/PL/WS

**Panel on Welfare Services**

**Minutes of meeting**  
**held on Monday, 20 May 2019, at 10:45 am**  
**in Conference Room 2 of the Legislative Council Complex**

**Members present** : Hon KWONG Chun-yu (Chairman)  
Hon LEUNG Yiu-chung  
Hon Michael TIEN Puk-sun, BBS, JP  
Hon CHAN Chi-chuen  
Dr Hon KWOK Ka-ki  
Hon KWOK Wai-keung, JP  
Dr Hon Fernando CHEUNG Chiu-hung  
Hon POON Siu-ping, BBS, MH  
Hon Alvin YEUNG  
Hon Andrew WAN Siu-kin  
Hon CHU Hoi-dick  
Hon Wilson OR Chong-shing, MH  
Hon YUNG Hoi-yan  
Dr Hon Pierre CHAN  
Hon LUK Chung-hung, JP  
Dr Hon CHENG Chung-tai

**Members absent** : Hon SHIU Ka-chun (Deputy Chairman)  
Hon LEUNG Che-cheung, SBS, MH, JP

**Public Officers attending** : Items III & IV

Dr LAW Chi-kwong, GBS, JP  
Secretary for Labour and Welfare  
Labour and Welfare Bureau

Item III

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

Mr Alex WONG Kwok-chun  
Assistant Director (Subventions)  
Social Welfare Department

Ms Rebecca CHEUNG Pui-ling  
Acting Principal Assistant Secretary for Labour and  
Welfare (Welfare) 1  
Labour and Welfare Bureau

Item IV

Mr KOK Che-leung  
Assistant Director (Rehabilitation and Medical Social  
Services)  
Social Welfare Department

**Clerk in attendance** : Ms Wendy JAN  
Chief Council Secretary (2) 4

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

Miss Alison HUI  
Legislative Assistant (2) 4

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Action

**I. Information paper(s) issued since the last meeting**  
[LC Paper No. CB(2)1341/18-19(01)]

Members noted that a referral from the Public Complaints Office on policy issues relating to increasing the supply of subsidized hostel places and building transitional housing for the homeless had been issued since the last meeting.

**II. Items for discussion at the next meeting**  
[LC Paper Nos. CB(2)1428/18-19(01) to (02)]

Regular meeting

2. Members agreed to discuss at the next meeting scheduled for 10 June 2019 the following items:

- (a) Purchase of premises for the provision of welfare facilities; and
- (b) Emergency welfare measures and community services for handling typhoons.

*(Post-meeting note: On the advice of the Chairman, item (b) above would be replaced with "Review of measures to encourage employment under the Comprehensive Social Security Assistance Scheme" to be discussed at the next meeting scheduled for 10 June 2019.)*

Special meeting

3. The Chairman referred members to a joint letter from the Deputy Chairman and Dr Fernando CHEUNG (LC Paper No. CB(2)1490/18-19(01)) and a letter from Hon Andrew WAN (LC Paper No. CB(2)1490/18-19(02)) requesting the Panel to discuss "Updating of the Standardised Care Need Assessment Mechanism for Elderly Services" as soon as possible. The Chairman invited members to give a brief account of their concerns about the subject matter to facilitate the consideration of holding a special meeting on the matter.

4. Dr Fernando CHEUNG said that according to some media reports, elderly persons who were assessed under the Standardised Care Need

Assessment Mechanism for Elderly Services ("SCNAMES") to be eligible for long-term care ("LTC") services could no longer wait for community care services ("CCS") and residential care services ("RCS") at the same time ("the revised arrangement") under the updated SCNAMES. Dr CHEUNG, Mr Andrew WAN and Mr LUK Chung-hung opined that elderly persons should be allowed to wait for RCS while they were receiving CCS so that they might not have to wait for a long time for RCS when their health condition deteriorated. They considered that the Panel should hold a special meeting to discuss and receive stakeholders' views on the updated SCNAMES as soon as possible. Mr LUK also said that the Secretary for Labour and Welfare ("SLW") should attend the special meeting to explain the updated SCNAMES.

5. Mr Andrew WAN and Dr CHENG Chung-tai said that there was a view that the revised arrangement sought to reduce the number of waitlistees for both CCS and RCS. Dr CHENG was of the view that the Administration should clarify whether there would be changes to the existing arrangement, and if so, it should explain the objective of the change and the transitional arrangements for elderly persons affected by the revised arrangement. Mr LEUNG Yiu-chung said that the Administration should also advise members whether there would be an extensive public consultation exercise on the revised arrangement and how the Administration would handle the views collected.

6. The Chairman then invited SLW to respond to members' concerns. SLW said that under the existing arrangement, a "dual option" was available for matching elderly applicants to both CCS and RCS. Around 27% of waitlistees of care and attention places (i.e. RCS) had decided not to accept the offer even when RCS places were available to them. The updating of SCNAMES sought to enhance the technical tool, thereby demarcating more precisely the CCS and RCS needs of the elderly.

7. SLW clarified that the existing waitlisting mechanism for LTC services would not be affected by the updated SCNAMES. He explained that under the existing or updated SCNAMES, for an elderly person who was matched to CCS only and was receiving CCS, if his/her health condition had deteriorated, a reassessment on his/her health condition would be conducted. Subject to the reassessment results, the elderly person concerned might be placed on the waiting list for RCS. On the other hand, for an elderly person who was matched to both CCS and RCS under the "dual option" of the existing arrangement, or to RCS only under the updated SCNAMES, he/she could still wait for and accept CCS, while turning his/her RCS cases as "inactive". He/she might request at any time

to re-activate his/her application for RCS with his/her waiting position resumed according to the original application date.

8. The Chairman concluded that notwithstanding the Administration's explanation, a special meeting would be held to discuss and receive deputations' views on "Updating of the Standardised Care Need Assessment Mechanism for Elderly Services". Dr Fernando CHEUNG requested the Administration to provide the Panel with a paper setting out the impact of the revised arrangement on the supply and waitlisting situation of RCS and CCS as early as possible. SLW undertook to provide the Panel with a paper on updated SCNAMES before the special meeting.

*(Post-meeting note: The special meeting was originally scheduled for 22 June 2019 at 9:30 am. It was subsequently re-scheduled to a later date on the instruction of the Chairman.)*

**III. Special Scheme on Privately Owned Sites for Welfare Uses**  
[LC Paper Nos. CB(2)1428/18-19(03) to (04), CB(2)1470/18-19(01) and CB(2)1487/18-19(01)]

9. At the invitation of the Chairman, SLW briefed members on the launch of Phase Two of the Special Scheme on Privately Owned Sites for Welfare Uses ("Special Sites Scheme") and the latest position of Phase One of the Special Sites Scheme. SLW also took members through the Administration's response to the Deputy Chairman's letter dated 16 May 2019 on the Special Sites Scheme (LC Paper No. CB(2)1470/18-19(01)), which was tabled at the meeting.

Implementation progress of the Special Sites Scheme

10. Noting that only five projects under the Special Sites Scheme had been completed since its implementation in November 2013, Mr POON Siu-ping and Mr Wilson OR urged the Administration to speed up the implementation progress. Mr POON asked whether the slow progress was due to shortage of manpower and whether additional manpower would be deployed to support the implementation of Phase Two of the Special Sites Scheme. Ms YUNG Hoi-yan enquired about the difficulties encountered by the Administration in expediting the projects.

11. SLW responded that the implementation of the projects would be affected by factors such as the location and surrounding environment of the sites concerned, feedback received from local consultations, time

required to complete the necessary development and planning procedures (e.g. outline zoning plan amendment, lease modification, etc.) and the time taken by non-governmental organizations ("NGOs") to revise their proposals. As the aforementioned process could be lengthy, it might take several years or longer to implement the projects.

12. SLW further said that the Administration had briefed members in January 2019 on the proposal to create the post of Assistant Director (Planning and Development) to head a new Planning and Development Branch of the Social Welfare Department ("SWD"). Upon creation of the post, the planning, coordination and implementation of capital works projects of welfare premises would be strengthened and the necessary procedures could be implemented more smoothly. The Administration would keep in view the staffing requirements having regard to the number of applications received under Phase Two of the Special Sites Scheme.

13. Ms YUNG Hoi-yan asked about the target completion date of the projects under Phase One of the Special Sites Scheme. SLW responded that technical feasibility studies for a number of the projects under Phase One of the Special Sites Scheme would commence within the 2019-2020 financial year. These projects were expected to be completed in phases after the 2019-2020 financial year subject to their technical feasibility. As regards Ms YUNG's enquiry about the commencement of Phase Two of the Special Sites Scheme, SLW said that the Administration had already invited applications from NGOs in April 2019. The Administration would discuss with NGO applicants their preliminary proposals and proceed with the required procedures without waiting for the completion of the projects under Phase One of the Special Sites Scheme. Dr Fernando CHEUNG opined that the Administration should provide assistance for NGOs in making decanting arrangements for their redevelopment projects.

14. Expressing concern that some NGO applicants might not have the expertise in preparing proposals, Mr LUK Chung-hung suggested that the Administration should provide these NGOs with the technical and professional support. SLW responded that some NGOs would engage pro-bono professional services in preparing their proposals.

#### Services to be provided under the Special Sites Scheme

15. Dr CHENG Chung-tai said that it might give an impression that the Special Sites Scheme was facilitating expansion of the business of NGOs by allowing their projects under the Special Sites Scheme to provide self-financing services only. Dr CHENG called on the Administration to

increase the ratio of subsidized services to self-financing services ("the ratio") under the Special Sites Scheme from 6:4 to 8:2.

16. Dr Fernando CHEUNG considered that as the sites of some NGO applicants which were public resources were granted by the Government at nil or nominal premium, they should only provide subsidized services under the Special Sites Scheme. Pointing out that the fees of some self-financing services ranged from around \$16,000 to more than \$30,000 a month and some 6 000 elderly persons passed away while waiting for LTC services, Dr KWOK Ka-ki shared the view that only subsidized services should be provided under the Special Sites Scheme. Dr CHENG Chung-tai further asked whether the Administration would take steps to encourage NGOs to provide more subsidized services under Phase Two of the Special Sites Scheme.

17. SLW responded that the ratio of 6:4 was adopted for contract homes for the elderly as a general guideline and there were cases under which a ratio of 8:2 was adopted. The Administration would take into account the supply of and demand for subsidized services and self-financing services on a district basis and adjust the ratio to suit the circumstances of individual districts if necessary.

18. SLW further said that to encourage NGOs to use their own sites for provision of welfare facilities, they should be allowed to provide both subvented and self-financing services under the Special Sites Scheme. Having regard to the needs for non-subsidized RCS, the Administration had launched the Pilot Scheme on Residential Care Service Voucher for the Elderly which would be enhanced so that elderly persons from the middle class would also be able to procure non-subsidized RCS with the service vouchers.

19. Dr KWOK Ka-ki expressed concern that the provision of early education and training centres ("EETCs") had not been included in Phase Two of the Special Sites Scheme. SLW responded that around 3 000 additional EETC service places would be provided under Phase One of the Special Sites Scheme and some of SWD's planned projects, including public housing development projects. Furthermore, the number of places of on-site pre-school rehabilitation services had been increased from about 3 000 to about 5 000, which would be further increased to 7 000 in October 2019. These additional service places had resulted in a drop in the number of waitlistees for EETC service from around 5 000 to around 2 000.

20. SLW further explained that although EETC service was not on the list of welfare facilities to be provided under Phase Two of the Special Sites Scheme ("Shopping List"), the Administration would explore the inclusion of EETCs in future public housing projects and also consider NGOs' proposals for provision of EETC services under the Special Sites Scheme. SLW added that since the waiting time for services of special child care centres ("SCCCs"), which targeted for children with moderate or severe disabilities, could not be reduced substantially within a short period of time, SCCC had been included in the Shopping List.

21. Mr LUK Chung-hung was of the view that youth services should be included in the Shopping List under Phase Two of the Special Sites Scheme. SLW responded that the demand for youth services had dropped by one-third over the past 20 years. While youth services were not on the Shopping List, the Administration would consider NGOs' proposals of providing youth services under the Special Sites Scheme.

22. Dr CHENG Chung-tai asked how the Administration would ensure the safety and quality of child care centres ("CCCs") if the height requirement for CCCs under the Special Sites Scheme was relaxed. SLW clarified that the height requirement for welfare facilities would not be relaxed. He said that on safety consideration, welfare facilities were generally placed not more than 24 metres above the ground level. To better utilize land resources, the Administration would consider, in consultation with the Fire Services Department, permitting some facilities of elderly centres and EETCs under the Special Sites Scheme to be placed at a level slightly exceeding 24 metres above the ground level on a project-by-project basis.

#### Increasing the provision of welfare facilities

23. Mr LUK Chung-hung took the view that the Administration should consider inviting non-profit making organizations to participate in Phase Two of the Special Sites Scheme so as to increase the supply of privately owned sites for welfare uses. Relevant bureaux or departments should assist in obtaining support for relaxing the plot ratio for projects under the Special Sites Scheme, if necessary. SLW responded that the Administration welcomed sites donated by private land owners to charitable organizations for welfare uses under the Special Sites Scheme but lease modifications or land exchange would be required.

24. Noting that 13 proposals which were unable to proceed further had been removed from Phase one of the Special Sites Scheme, Mr Wilson OR



and Ms YUNG Hoi-yan enquired whether the Administration would invite the relevant NGOs to participate in Phase Two of the Special Sites Scheme. Mr OR also asked whether NGOs which had attended the briefing session conducted by SWD in May 2019 had submitted applications under Phase Two of the Special Sites Scheme.

25. SLW responded that the Administration welcomed NGOs to submit applications under Phase Two of the Special Sites Scheme. As the closing date of application was 30 August 2019, information on the applicants was not yet available. At Mr Wilson OR's request, SLW undertook to provide information on how the Administration would actively encourage NGOs to participate in the Special Sites Scheme and assist participating NGOs in taking forward their projects.

*(Post-meeting note: The Administration's response was issued to members vide LC Paper No. CB(2)1726/18-19(01) on 24 June 2019.)*

26. The Chairman opined that apart from launching the Special Sites Scheme, the Administration should secure more sites for provision of welfare facilities. Mr POON Siu-ping said that the Administration should address the needs for welfare services in the districts where no additional service places would be provided under the Special Sites Scheme.

27. SLW responded that the Administration had adopted a multi-pronged approach to identify suitable premises (including vacant premises in public housing estates and vacant school premises) for provision of welfare services. In December 2018, the Administration reinstated the population-based planning ratios in respect of elderly services and facilities in the Hong Kong Planning Standards and Guidelines ("HKPSG"). The Administration planned to incorporate the population-based planning ratio for the provision of child care centre places into HKPSG in 2019-2020. The relevant planning ratio for certain rehabilitation facilities would be stipulated into HKPSG upon completion of the projections on the demand for rehabilitation services and the facilities required to meet such demand. These planning ratios would facilitate the planning and reservation of suitable premises for the provision of various welfare facilities.

28. In response to the Chairman's enquiry about the Administration's view on the current waitlisting situation of various welfare services, SLW said that it would be a big challenge to meet the demand for elderly services in the light of the ageing population. The Administration would

implement medium and long-term measures to increase the supply of elderly services. As for other welfare services, the Administration aimed to shorten the waiting time gradually in the next few years.

#### Provision of home care services

29. Opining that provision of home care services ("HCS") should be increased to meet the great demand, Mr LEUNG Yiu-chung worried that the Special Sites Scheme might thin out the resources for the provision of HCS. SLW responded that 2 000 additional service quota under the Enhanced Home and Community Care Services ("EHCCS") would be provided in the 2019-2020 financial year. The Administration planned to commence the rationalization of EHCCS and Integrated Home Care Services and review the mode of subvention for these services in 2020. In the light of the tight supply of manpower for care services, HCS would be increased progressively and additional resources would be allocated to support the provision of such services.

30. Dr Fernando CHEUNG opined that HCS and day care service ("DCS") for the elderly should complement one another to enable elderly persons to age in the community. SLW responded that the amalgamation of HCS and DCS would be very difficult given the wide scope of these services and the substantial number of service providers involved. It would be more effective to address elderly persons' needs for HCS and DCS through a case management approach.

#### **IV. Redevelopment of the site for Factory for the Blind in To Kwa Wan**

[LC Paper Nos. CB(2)854/18-19(01), CB(2)1428/18-19(05) and CB(2)1470/18-19(02)]

31. At the invitation of the Chairman, SLW briefed members on the redevelopment project proposed by the Hong Kong Society for the Blind ("HKSB") to redevelop its site of the Factory for the Blind ("the Factory") in To Kwa Wan under the Special Sites Scheme.

#### Consultation on decanting arrangements

32. Dr Fernando CHEUNG pointed out that while HKSB had already submitted the redevelopment proposal of the Factory to the Administration in 2013, workers and trainees of the Factory were only informed of the relocation of the Factory to Tuen Mun until a very late

stage. Although it was envisaged that the relocation would cause them much inconvenience, the Administration did not attempt to identify another decanting site for the Factory until the matter was brought up in the Chief Executive's Question and Answer Session recently.

33. Dr Fernando CHEUNG further said that it was pivotal to inform the stakeholders of the decanting arrangements at an early stage of the redevelopment project, so that their concerns could be taken into consideration and adequately addressed. He called on the Administration to review the entire process of redevelopment projects and decanting arrangements, particularly in relation to the early involvement of stakeholders in the process, so as to avoid recurrence of similar incidents. He also urged the Administration to monitor NGOs' consultation work on their redevelopment projects and require NGOs to report the progress to the Administration, so that the Administration could provide the necessary assistance in a timely manner.

34. SLW responded that as considerable time was required to decide the decanting arrangements for some projects and there were often changes before such arrangements could be finalized, some NGOs were concerned that it might cause unnecessary worries if stakeholders were informed of relevant arrangements prematurely. With respect to the decanting arrangements of the Factory, SLW said that having considered the stakeholders' concerns, the Administration had assisted HKSB in identifying a possible decanting site in Kwun Tong for the Factory.

35. Mr Wilson OR expressed grave concern that the Kwun Tong District Council and the local community were not consulted on the decanting site for the Factory. He asked whether the Administration would apologize for not consulting various stakeholders on the decanting arrangements of the Factory in a timely manner.

36. SLW responded that there was only a very short time span between the decanting site for the Factory being identified and HKSB's acceptance of the decanting site being confirmed. He apologized for not consulting the Kwun Tong District Council and relevant community groups in the district on the decanting arrangements beforehand due to things evolving rapidly within a short period of time. Mr Wilson OR called on the Administration to go through the established consultation process at the district level as a remedy.

37. The Chairman, Dr Fernando CHEUNG, Mr Wilson OR and Dr CHENG Chung-tai opined that the Administration should improve the

communication with the stakeholders of development projects. Dr CHENG further took the view that the Administration should be proactive in understanding the needs of the stakeholders.

38. SLW responded that the role of the Administration in the Special Sites Scheme was to assist participating NGOs in taking forward their projects and NGOs should communicate with various stakeholders on the decanting arrangements. In view of the large number of stakeholders involved in the Special Sites Scheme, it would be difficult for the Administration to deploy additional manpower to take up the consultation work. That said, the Administration would render assistance to NGOs if necessary. The Administration would also consider members' views on facilitating the communication with stakeholders in future redevelopment projects.

#### Employment support for workers of the Factory

39. Dr Fernando CHEUNG expressed concern that the number of workers employed by the Factory might be reduced after the completion of the redevelopment project. In his view, the Factory should move towards the direction of providing more employment opportunities for persons with disabilities. In this connection, he asked whether the proportion of workers to trainees in the Factory would be increased in a progressive manner in the future.

40. SLW responded that HKSB was prepared to continue the employment of the existing workers upon completion of the redevelopment project. Although the Administration would not give direction to HKSB on the Factory's future development, it would provide HKSB with necessary assistance to operate the Factory after its redevelopment. SLW further said that the primary consideration of the Administration was to encourage persons with disabilities to seek employment in the open market. To this end, the review of the Hong Kong Rehabilitation Programme Plan had covered the development of sheltered workshops ("SWs") with a view to strengthening the ability of trainees of SWs to find jobs in the open market.

#### Ancillary facilities of the decanting site of the Factory

41. Mr Wilson OR was concerned about the safety of the workers and trainees of the Factory as barrier free facilities for persons with visual impairment was not available along the road from the MTR station to the decanting site of the Factory. He added that, as there was no loading area

inside the decanting site, goods would have to be loaded or unloaded at Clear Water Bay Road, which would have an adverse impact on the traffic flow in the vicinity. He added that some workers of the Factory had reflected to him that they would not be able to handle heavy materials such as paper boxes without a loading area inside the decanting site. He called on the Administration to address these concerns.

42. Given that some workers of the Factory might incur additional expenses, e.g. meal or transport expenses, to go to the relocated Factory in Kwun Tong, Dr CHENG Chung-tai enquired whether they would be provided with subsidies during the decanting period.

43. SLW responded that the Administration would impress upon HKSB to provide necessary assistance for workers and trainees of the Factory after its relocation to the decanting site. HKSB was also welcomed to contact the Administration for assistance.

#### **V. Any other business**

44. There being no other business, the meeting ended at 12:52 pm.

Council Business Division 2  
Legislative Council Secretariat  
7 August 2019