

立法會 *Legislative Council*

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Panel on Health Services

**Updated background brief prepared by the Legislative Council Secretariat
for the meeting on 12 March 2021**

The first and second 10-year Hospital Development Plan

Purpose

This paper provides background information and summarizes the concerns of members of the Panel on Health Services ("the Panel") on issues relating to the first and second 10-year Hospital Development Plan ("HDP").

Background

2. The first 10-year HDP was announced in the 2016 Policy Address for the purpose of facilitating timely commencement, progression and completion of major public hospital development projects for meeting future service needs. A dedicated provision of \$200 billion was earmarked for the implementation of the first 10-year HDP which covers (a) the construction of a new acute public hospital at Kai Tak Development Area ("KTDA"); (b) the redevelopment or expansion of 11 existing public hospitals; (c) the construction of three new Community Health Centres; and (d) the construction of one new Supporting Services Centre. The projects would provide, among others, some 5 000 additional public hospital beds, over 90 new operating theatres, as well as around 2 800 000 additional annual capacity of specialist outpatient clinic attendances and 430 000 additional annual capacity of general outpatient clinic attendances. According to the Administration, a mid-term review of the first 10-year HDP will be conducted in 2021. A summary of the projects under the first 10-year HDP with the planned additional beds for each project is in **Appendix I**.

3. It was announced in the 2018 Policy Address that in parallel with the implementation of projects under the first 10-year HDP, the Administration had

invited the Hospital Authority ("HA") to commence planning for the second 10-year HDP. A total of 19 projects involving about \$270 billion would be covered. Upon completion of the whole plan, there would be over 9 000 additional beds and other hospital facilities that would largely meet the projected service demand up to 2036. A summary of the projects under the second 10-year HDP with the planned additional beds for each project is in **Appendix II**.

Deliberations of the Panel

4. The Panel discussed issues relating to the first and second 10-year HDP at four meetings held between 2016 and 2019. The deliberations and concerns of members are summarized in the following paragraphs.

Hospital bed provisions and manpower requirements

5. Members were concerned whether there would be adequate provision of hospital beds. Despite an addition of 6 000-odd and 9 000-odd beds upon completion of the first and second 10-year HDP respectively, the overall number of hospital beds still fell short of the planning standard of 5.5 beds per 1 000 persons set out in the Hong Kong Planning Standards and Guidelines ("HKPSG") in meeting the service demand arising from growing and ageing population. Pointing out the current shortage of hospital beds in the Kowloon East ("KE") Cluster and the New Territories East Cluster, members enquired whether HA had taken into account relevant statistics, particularly demographic characteristics of the projected population of different clusters in the coming 20 years when drawing up the first and second 10-year HDP, and reasons why the projected hospital beds provision still fell short of the standards set out in HKPSG.

6. The Administration advised that upon the completion of the first and second 10-year HDP, the general bed capacity would be increased to 4.8 beds per 1 000 persons by 2036. While the standards set out under HKPSG included all types of hospital beds in public and private hospitals, the figure of 4.8 beds per 1 000 persons quoted above did not include infirmary, psychiatric and mentally handicapped beds in HA or the beds in private hospitals. It was the Administration's target to provide 5.5 beds per 1 000 persons in the long run, but the ratio could be applied with flexibility to meet the medical needs of different districts. In preparing the development plans of public hospitals, HA would consider a host of factors including population growth and demographic changes in various districts, increasing prevalence of chronic disease, organization of services of clusters and hospitals as well as the service utilization across the spectrum of HA services. HA would also regularly review its service capacity and conditions of its healthcare facilities so as to

better plan for the redevelopment or expansion of existing hospitals and the development of new hospitals. Upon completion of the first and second 10-year HDP, there would be additional bed capacity and hospital facilities that would largely meet the projected service demand up to 2036.

7. On members' concern about whether the manpower planning could tie-in with the increased healthcare service capacity, the Administration advised that there had been an increase in the number of University Grants Committee ("UGC")-funded first-year-first-degree places for the medical discipline in the past two trienniums. In addition, the Administration had planned for the expansion of relevant healthcare training capacity of UGC-funded universities, and commenced a new round of manpower projection exercise. HA would continue to put in place measures to attract and retain talents to meet service needs.

Hospital service needs of the Kowloon Central ("KC") Kowloon West ("KW") and KE Clusters

KC Cluster

8. Referring to the media reports that a day rehabilitation and ambulatory centre would be constructed at the vacated site of the Queen Elizabeth Hospital ("QEH") at the King's Park area under the second 10-year HDP, members sought clarification as to whether the role of QEH as an acute general hospital in the KC Cluster would be taken over by the new acute hospital at KTDA.

9. HA advised that its initial thought was to develop the vacated site of QEH into a major ambulatory centre which would not only partner with the Kwong Wah Hospital ("KWH") and the Kowloon Hospital to serve the catchment population of the KC Cluster, but also provide a range of territory-wide day services given its central and accessible location to patients. As regards the provision of the accident and emergency ("A&E") services, it should be noted that QEH was in close proximity to KWH. Hence, part of the A&E service needs currently being taken care of by QEH could be met by the expanded A&E Department of the redeveloped KWH, of which the redevelopment works were underway. Having regard to the scheduled completion of the new acute hospital at KTDA, the detailed planning of the vacated site of QEH would commence according to the service demand projection of individual service units in the KC Cluster.

10. Some members suggested developing a new hospital at the King's Park site where QEH was currently located after the trans-location of most of the services of QEH to the new acute hospital in KTDA. The Administration advised that the service planning for the redevelopment at the vacated site would be commenced some two years later. The planned redevelopment would

provide day services as well as inpatient services to the public. Pointing out that it might take years to redevelop a new healthcare facility, a member opined that HA should make use of the existing premise of QEH for the provision of services after the trans-location of the existing services of QEH to the new acute hospital in KTDA.

11. There were views that the Administration and HA should include the redevelopment of Tung Wah Group of Hospitals Wong Tai Sin Hospital in the second 10-year Development Plan to cater for the rising healthcare demand of the growing and ageing population in the Wong Tai Sin district, and the demolition of the residential care home for the elderly in close proximity to the Hospital should be considered together with the redevelopment in one go. The Administration advised that the issue would be examined under the planning of the second 10-year HDP.

KW Cluster

12. Enquires were made on the redevelopment of Princess Margaret Hospital ("PMH") and Yan Chai Hospital ("YCH"). The Administration advised that for the in-situ redevelopment of PMH, HA would ensure that there would be minimal disruption of clinical service provision during the redevelopment and that PMH would remain functional at all times throughout the project duration. It was planned that some clinical services of PMH would be decanted to the expanded Lai King Building during the redevelopment. As regards YCH, a new building would be constructed to provide additional hospital beds using the existing open car park next to the community health and wellness centre so as to maximize the scale of expansion of YCH under the second 10-year HDP.

KE Cluster

13. Members enquired about the types of services to be provided in the integrated carer support centre to be set up in the expanded Haven of Hope Hospital ("HHH"), and the differences in functions of the Community Health Centre ("CHC") under HA proposed in the first 10-year HDP vis-à-vis the District Health Centres ("DHC") under the Food and Health Bureau set up in 18 districts. The Administration advised that the integrated carer support centre of HHH would be operated under medical-social collaboration. The centre would strengthen the role of HHH as the key provider of sub-acute, convalescent, rehabilitation and infirmary services to the KE Cluster. As regards the difference in functions of CHC vis-à-vis DHC, CHC currently provided medical consultation and multi-disciplinary services to complement doctors' management and promote patient empowerment, whereas DHC would focus on raising public awareness on personal health management and enhancing disease prevention.

Hospital service needs of the New Territories West ("NTW") Cluster

14. Members expressed concern that there was no hospital project in NTW Cluster under the first 10-year HDP and that the general bed capacity per 1 000 geographical population of catchment districts of the cluster in 2026 which stood at 2.4 would be the lowest among the seven hospital clusters. They urged the Administration to address the hospital service demand of the population in the cluster under the second 10-year HDP. In their view, it was necessary to expand the clinical service capacity of Tuen Mun Hospital ("TMH") by increasing the number of its convalescent or rehabilitation beds as well as acute beds.

15. HA advised that the increase in the number of beds in the Pok Oi Hospital in recent years and the commencement of operation of the Tin Shui Wai Hospital ("TSWH") had helped alleviating the service pressure of the NTW Cluster. Additional beds would also be opened at the Rehabilitation Block of TMH to meet the growing demand for rehabilitation services. In anticipation of significant growth in demand for healthcare services in the New Territories region arising from the rapid population growth and ageing in the Tuen Mun and Yuen Long districts, HA intended to expand the capacity of TSWH in the longer term. In addition, as it was estimated that around 40% of the future population in the Tuen Mun and Yuen Long districts would live in the Hung Shui Kiu New Development Area ("NDA"), a site was intended to be reserved for the construction of a new hospital to complement the acute services of TSWH. Some members suggested that the Administration and HA should consider making use of the adjacent site of TSWH, which was currently a car park of the Food and Environmental Hygiene Department, for the future expansion of the Hospital.

16. At the Panel meeting on 15 April 2019, members expressed disappointment that the redevelopment of TMH was included in the second but not the first 10-year HDP, and that no additional beds would be provided in the Phase 1 redevelopment of TMH. They cast doubt on whether the 2 600 additional beds to be provided by the expanded TSWH, expanded Pok Oi Hospital and the new hospital to be constructed in Hung Shiu Kiu NDA under the second 10-year HDP would be adequate to meet the service demand of the rapid growing population of the NTW Cluster. A motion was passed at the meeting requesting the Administration to expedite the implementation of the expansion projects for TSWH, PMH, Yan Chai Hospital and North Lantau Hospital to meet growing demand. The wording of the motion is in **Appendix III**.

17. On TMH and TSWH, the Administration advised that a planning study was already underway to explore whether accessibility for emergency vehicles to the expanded TSWH could be enhanced. It was planned that the

redevelopment of TMH would be carried out in three phases, with Phase 1 being covered by the second 10-year HDP for demolition of some existing hospital buildings and construction of a new block. Additional beds would be provided in Phases 2 and 3 of the redevelopment project.

Relevant papers

18. A list of the relevant papers on the Legislative Council website is in **Appendix IV**.

Council Business Division 4
Legislative Council Secretariat
8 March 2021

Summary of Projects under the First Ten-year Hospital Development Plan

Hospital Cluster	Proposed Projects	Planned Additional Beds #	
Hong Kong West	Redevelopment of Grantham Hospital, Phase 1	-	
	Redevelopment of Queen Mary Hospital, Phase 1 - main works	-	
Kowloon East	Expansion of Haven of Hope Hospital	160	
	Expansion United Christian Hospital - main works (superstructure and remaining works)	560	
Kowloon Central	Redevelopment of Our Lady of Maryknoll Hospital	56	
	New Acute Hospital at Kai Tak Development Area	2 400	
	Redevelopment of Kwong Wah Hospital - main works	520	
	Community Health Centre (site to be confirmed)	-	
Kowloon West	Redevelopment of Kwai Chung Hospital	Phase 1	-
		Phases 2 and 3	80
	Expansion of Lai King Building in Princess Margaret Hospital	400	
	Hospital Authority Supporting Services Centre	-	
	Community Health Centre in Shek Kip Mei	-	
New Territories East	Redevelopment of Prince of Wales Hospital, Phase 2 (Stage 1)	450	
	Expansion of North District Hospital	1 500	
	Development of a Community Health Centre in North District	-	
New Territories West	Extension of Operating Theatre Block for Tuen Mun Hospital	-	
Total		6 126	

Actual number of additional beds of individual projects may be varied subject to detailed planning and design.

Souce: Annex A to LC Paper No. CB(2)1167/18-19(07)

Summary of Projects under the Second Ten-year Hospital Development Plan

Hospital Cluster	Proposed Projects	Planned Additional Beds #
Hong Kong East	Ambulatory Care Block at Pamela Youde Nethersole Eastern Hospital	500
Hong Kong West	Redevelopment of Grantham Hospital, Phase 2	550
	Redevelopment of Queen Mary Hospital, Phase 2	350
Kowloon East	Tseung Kwan O Hospital Extension	700
	Extension of United Christian Hospital	500
	Extension of Haven of Hope Hospital	340
Kowloon Central	New Hospital at King's Park Site *	-
	Redevelopment of Wong Tai Sin Hospital	300
Kowloon West	Redevelopment of Princess Margaret Hospital	710
	Expansion of Caritas Medical Centre	500
	North Lantau Hospital, Phase 2	320
	Expansion of Yan Chai Hospital	300
New Territories East	Redevelopment of Prince of Wales Hospital, Phase 2 (Stage 2)	850
	Expansion of Tai Po Hospital / Alice Ho Miu Ling Nethersole Hospital	800
New Territories West	Redevelopment of Tuen Mun Hospital, Phase 1	-
	New Hospital in Hung Shui Kiu New Development Area	1 500
	Expansion of Tin Shui Wai Hospital	800
	Expansion of Pok Oi Hospital	300
	Community Health Centre in Yuen Long	-
Total		9 320

Actual number of additional beds of individual projects may be varied subject to detailed planning and design.

* The current beds in Queen Elizabeth Hospital will be reprovided.

衛生事務委員會
Panel on Health Services

在 2019 年 4 月 15 日的會議上就議程第 V 項
"第二個 10 年醫院發展計劃的籌備工作"通過的議案
Motion passed at the meeting on 15 April 2019 under agenda item V
"Planning for the second 10-year Hospital Development Plan"

鑒於新界西人口將大幅增長，加上人口急速老化，本委員會要求政府加快落實天水圍醫院、瑪嘉烈醫院、仁濟醫院及北大嶼山醫院擴建計劃，以應付需求。

動議人：陳恒鑞議員

和議人：麥美娟議員

(Translation)

Given that there will be a significant population growth in New Territories West, coupled with a rapidly ageing population, this Panel requests the Government to expedite the implementation of the expansion projects for Tin Shui Wai Hospital, Princess Margaret Hospital, Yan Chai Hospital and North Lantau Hospital, in order to meet the demand.

Moved by : Hon CHAN Han-pan

Seconded by : Hon Alice MAK Mei-kuen

**Relevant papers on the first and second
10-year Hospital Development Plan**

Legislative Council ("LegCo")/Committee meetings	Date of meeting	Paper
Panel on Health Services	18.1.2016 (Item IV)	Agenda Minutes CB(2)546/16-17(01)
	15.5.2017 (Item IV)	Agenda Minutes CB(2)1589/16-17(01)
	19.3.2018 (Item IV)	Agenda Minutes CB(2)1261/17-18(01)
	15.4.2019 (Item V)	Agenda Minutes CB(2)451/19-20(01)
LegCo meetings	13.6.2018	Question 15 - Plans for increasing public hospital beds
	24.10.2018	Question 17 - Public works projects on public hospitals
	30.10.2019	Question 6 - Development of general hospitals