



# 2014年施政報告 安老助弱

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勞工及福利局局長記者會  
2014年1月17日

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# 安老

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## 理念

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- 敬老、愛老、護老
- 提供全方位的支援
- 謀求服務多元化
- 務實而具前瞻性的規劃

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## 人口老齡化的挑戰

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- 2012年長者人口約100萬人；推算到2041年，將增至256萬人，佔人口三成
- 老齡化為各方面帶來挑戰

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## 多層次安老服務

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因應長者不同程度需要提供三個層次的安老服務：

- 積極樂頤年
- 居家安老為本
- 院舍照顧為後援

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## 策略性新思維

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以策略性新思維加強安老服務的軟硬件供應：

- 突破固有資助模式
- 加強中長期規劃
- 推動跨界別協作
- 延續家庭支援的美德

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## 積極樂頤年

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- 2007年開始，與安老事務委員會合作推出長者學苑計劃
- 鼓勵長者終身學習，積極參與社區事務，活出豐盛人生
- 現時全港各大專院校及中小學共設立108間長者學苑
- 建議向長者學苑發展基金注資5千萬元，令計劃持續發展及探討新領域

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## 積極樂頤年(續)

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- 「長者及合資格殘疾人士公共交通票價優惠計劃」推出至今，每日平均受惠乘客約67萬人次，當中約59萬人次為65歲或以上人士
- 由2015年第一季開始，分階段把計劃擴展至綠色專線小巴

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## 居家安老

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- 增撥資源，增加各社區照顧服務的資助名額
- 向長者中心增撥資源，以加強資訊、輔導、處理護理需要評估及申請等服務
- 提升長者地區中心對患有老年癡呆症的長者及其護老者的支援

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## 居家安老(續)

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- 加強對護老者的支援
  - 把「護老培訓地區計劃」常規化
  - 關愛基金專責小組正研究推行一項護老者津貼試驗計劃

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## 居家安老(續)

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- 長者社區照顧服務券試驗計劃
  - 2013年9月推出第一階段，為期兩年
  - 8個試驗地區，合共發出1 200張服務券
  - 62個認可服務提供者
- 截至2014年1月16日，共有817名長者參與試驗計劃

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## 提供選擇

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- 尊重香港長者回鄉養老的選擇
- 繼續為長者提供協助：
  - 綜援長者廣東及福建省養老計劃
  - 廣東計劃

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## 院舍照顧

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### 方式

- 多管齊下，增加安老宿位及探討新模式

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## 院舍照顧(續)

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- 向香港復康會營運的香港賽馬會深圳復康會頤康院購買宿位
- 讓正在中央輪候冊上輪候入住資助安老宿位的長者，自願選擇入住
- 今年第二季邀請長者申請；第三季安排入住
- 與另一間位於肇慶並由非政府機構營運的院舍商討類似安排

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## 院舍照顧(續)

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- 委託安老事務委員會探討引入院舍住宿照顧服務券的可行性
- 一年內提交報告
- 政府已預留資源共約8億元，用以在2015-16至2017-18年度這三年內分三期合共發出3 000張服務券

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## 院舍照顧(續)

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### 院舍住宿照顧服務券的目標：

- 錢跟老人走
- 為有需要的長者提供綜援以外的選擇，以獲得合資格私營或自負盈虧院舍住宿服務
- 有能力的長者及其家庭可按能力支付部分費用
- 為合資格長者提供更多安老宿位選擇，藉以善用私營院舍的宿位，及改善私營院舍質素
- 整體提高私營安老院舍及自負盈虧院舍參與安老服務的意欲，中長期在市場上提供更多優質宿位供長者選擇

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## 院舍照顧(續)

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- 透過：
    - 增建合約院舍
    - 買位計劃
    - 善用津助院舍空間
    - 院舍住宿照顧服務券
- 增加約5 000個資助安老宿位
- 推廣持續照顧安排至護養院宿位

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## 中長期規劃

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- 透過「私人土地作福利用途特別計劃」，提供額外長者服務名額
- 為未來5至10多年提供具體依據，規劃服務設施及人手

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## 中長期規劃(續)

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- 委託安老事務委員會籌劃「安老服務計劃方案」
- 兩年完成


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## 助弱

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## 理念

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- 落實聯合國《殘疾人權利公約》，貫徹香港康復政策的發展方向
- 致力實現無障礙環境
- 讓殘疾人士在個人成長、教育、就業和社交生活方面，享有平等機會，全面參與
- 支援殘疾人士的家人或照顧者

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## 提升康復專員職能

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- 康復專員職責
  - 制訂整體殘疾人士康復政策
  - 協調政府決策局及部門實踐聯合國《殘疾人權利公約》
- 提升康復專員的職級及增加其屬下編制，加強協調各決策局和部門。

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## 把三個關愛基金項日常規化

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- 一項為低收入家庭殘疾兒童提供學前康復訓練津貼
- 兩項資助在社區生活的嚴重肢體傷殘人士添置醫療器材和消耗品，並按他們的需要由個案經理統籌，提供一站式的綜合支援服務

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## 日間訓練和職業康復服務

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- 增加殘疾人士日間訓練中心的人手，以加強照顧和支援高齡服務使用者
- 提高庇護工場／綜合職業康復服務中心獎勵金的每日金額，進一步鼓勵殘疾人士參與職業康復訓練

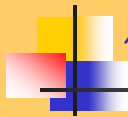
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## 加強為殘疾人士提供的社區支援

- 加強為殘疾人士提供的短期日間和住宿照顧服務
- 增加殘疾人士地區支援中心人手、引入個案管理模式
- 為聽覺受損人士綜合服務中心和相關的殘疾人士社交及康樂中心增加人手，加強為聽障人士提供的手語翻譯服務
- 增加殘疾人士／病人自助組織資助計劃的撥款金額，以加強支援自助組織的運作和發展

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## 促進殘疾人士就業

- 繼續推廣去年9月推出的《有能者·聘之約章》及共融機構嘉許計劃，鼓勵更多僱主為殘疾人士提供實習和就業機會，促進殘疾人士就業

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## 擴展長者及合資格殘疾人士 公共交通票價優惠計劃

- 計劃推出至今，每日平均受惠乘客約67萬人次，當中約59萬人次為65歲或以上人士，另外約8萬人次為12-64歲合資格殘疾人士
- 於今年上半年將「長者及合資格殘疾人士公共交通票價優惠計劃」擴展至12歲以下合資格殘疾兒童，讓他們以2元乘搭港鐵一般路線、專營巴士和渡輪
- 由2015年第一季開始，分階段把計劃擴展至綠色專線小巴

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## 「私營殘疾人士院舍買位先導計劃」

- 把「私營殘疾人士院舍買位先導計劃」常規化，每間院舍可獲買位數目的上限由55%調高至70%。

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## 增加康復服務名額

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- 在本屆政府任期內，增加6 200個康復服務名額，包括：
  - 2 016個日間訓練和職業康復服務
  - 2 713個住宿照顧服務
  - 1 471個學前康復名額

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## 中長期規劃

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- 透過「私人土地作福利用途特別計劃」，提供額外康復服務名額。
- 為未來5至10多年提供具體依據，規劃服務設施及人手

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## 福利服務規劃

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## 私人土地作福利用途特別計劃

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- 靈活運用獎券基金
- 善用社福機構擁有的土地
- 地盡其用，特別是增加安老及康復設施
- 涉及約40間社福機構，約60個原址擴建或重建項目

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## 私人土地作福利用途特別計劃 (續)

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- 按機構粗略估算，可合共增加約17 000個長者和殘疾人士的服務名額
- 將向獎券基金轉撥額外款項100億元及為社福機構提供所需協助

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## 護理工作人力資源

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- 應對社福界對護理工作人手需求
- 讓年青人有更多就業選擇及長遠發展
- 2013年開展了一項先導計劃
  - 招募年青人在安老院舍擔任護理工作
  - 「先聘用後培訓」形式
  - 政府資助入讀公開大學課程
  - 按事業發展階梯向前邁進

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## 護理工作人力資源(續)

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- 先導計劃反應正面
- 預留資源擴大計劃
  - 更多安老服務單位參與
  - 延伸至康復服務
  - 未來數年為中五或中六畢業的青年人提供共1 000個額外名額

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## 優化整筆撥款津助制度

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- 增加非政府機構的全年經常撥款：
  - 加強機構的中央行政人手支援，提升管治能力
  - 增強督導支援，以提升前線服務質素
  - 增加對「其他費用」的津助，以應付包括食物費用的其他營運開支
  - 協助機構有效招聘及挽留輔助醫療人員或購買輔助醫療服務
- 上述各項措施在2014-15年度涉及約4億7,000萬元額外經常開支

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## 優化整筆撥款津助制度(續)

- 允許機構從其定影員工公積金儲備調撥餘款至其非定影員工公積金儲備，以改善機構對後者的公積金供款

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## 總結

- 多管齊下，加強及改善現有服務，包括增加長者日間及住宿照顧服務名額，以及康復服務名額
- 試行新的服務模式，例如長者院舍住宿照顧服務券及廣東院舍住宿照顧服務試驗計劃
- 著重中、長期規劃(特別是服務設施及人手規劃)

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# **2014 Policy Address**

## **Care for the Elderly and Support for the Disadvantaged**

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**Press Conference by the Secretary  
for Labour and Welfare**

17 January 2014

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# **Care for the Elderly**

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## Vision

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- Respect, love and care for the elderly
- Provide a full range of support
- Promote service diversity
- Pragmatic and forward-looking planning

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## Challenges Arising from an Ageing Population

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- Elderly population in 2012: around 1 million; projected population in 2041: 2.56 million (around one third of Hong Kong's total population)
- Rapidly ageing population poses various challenges

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## Multi-faceted Elderly Services

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- Provide three levels of elderly services to meet various needs of our senior citizens:
  - Active Ageing
  - Ageing in place as the core
  - Institutional care as back-up

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## Strategic and new thinking

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- Enhance the hardware and software of elderly services with strategic and new thinking:
  - Explore innovative subsidy modes
  - Enhance medium and long-term planning
  - Foster cross-sectoral collaboration
  - Preserve our cherished virtue of family support

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## Active Ageing

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- Implement the Elder Academy (EA) Scheme together with the Elderly Commission since 2007
- Encourage lifelong learning and active participation in community affairs by the elderly so that they may lead a more fulfilled life
- At present, a total of 108 EAs have been set up in primary and secondary schools and tertiary institutions
- Propose to inject \$50 million into the Elder Academy Development Foundation to sustain the development of the Scheme and explore new areas of development

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## Active Ageing (Con't)

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- Since the launch of the Public Transport Fare Concession Scheme for the Elderly and Eligible Persons with Disabilities, the number of average daily passenger trips so far is 670 000, with around 590 000 trips made by elderly aged 65 or above
- Extend the Scheme to green minibuses in phases starting from the first quarter of 2015

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## Ageing in Place

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- Provide additional resources to strengthen subsidised Community Care Service
- Provide additional resources to elderly centres to enhance information dissemination and counselling services, care needs assessment and processing of care services applications
- Enhance support services by District Elderly Community Centres to elderly persons with dementia and their carers

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## Ageing in Place (Con't)

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- **Strengthening support for carers**
  - Regularise the District-based Scheme on Carer Training
  - Community Care Fund Task Force is considering a pilot scheme on a carer allowance for the elderly

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## Ageing in Place (Con't)

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- Pilot Scheme on Community Care Service Voucher for the Elderly
  - The First Phase of the Pilot Scheme, which lasts for two years, has been implemented since September 2013
  - 8 selected districts; 1 200 vouchers
  - 62 Recognised Service Providers
- As at 16 January 2014, a total of 817 elderly persons have participated in the Pilot Scheme

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## Provision of Choices

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- Respect the wish of those Hong Kong elderly persons who choose to retire on the Mainland
- Continue to provide support for those elderly :
  - Portable Comprehensive Social Security Assistance (CSSA) Scheme
  - Guangdong Scheme

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## Institutional Care

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### Approach

- A multi-pronged approach to increase residential care places and explore new service modes

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## Institutional Care (Con't)

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- Purchase residential care places from Hong Kong Jockey Club Shenzhen Society for Rehabilitation Yee Hong Heights run by Hong Kong Society for Rehabilitation
- Provide option for elderly persons who are on Central Waiting List for subsidised residential care places to live in the home concerned
- Invite eligible elderly persons in Q2 2014 and arrange placements in Q3 2014.
- Explore similar arrangements with another home run by a Hong Kong NGO in Zhaoqing

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## Institutional Care (Con't)

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- Task the Elderly Commission to explore feasibility of introducing vouchers for residential care service (RCS) for the elderly
- Submit a report to the Government in a year's time
- The Government has earmarked a total of \$800 million to meet the expenses for issuing 3 000 RCS vouchers in three phases from 2015-16 to 2017-18

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## Institutional Care (Con't)

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### **Objectives of the RCS Voucher:**

- Money-following-the-users
- Provide the elderly in need with financial support other than CSSA so that they may receive RCS from eligible private or self-financing residential care homes for the elderly (RCHEs)
- Allow those elderly and their families with means to share part of the service costs in accordance with their financial ability
- Offer the eligible elderly a wider choice of residential care places, thereby better utilising the capacity of private RCHEs and enhancing their service quality
- Encourage the overall participation of private and self-financing RCHEs in the provision of elderly services, with a view to making available more quality care places in the medium to long term

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## Institutional Care (Con't)

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- Through:
  - building new contract homes
  - purchasing places
  - making better use of space in subvented homes
  - RCS vouchers

to provide about 5 000 additional subsidised residential care places

- Promote the continuum of care in nursing home places

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## Medium and Long-term Planning

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- Launch the Special Scheme on Privately Owned Sites for Welfare Uses to provide additional service places for the elderly
- Provide a concrete basis for the planning of welfare facilities and manpower requirements in next 5 to 10 years or more

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## Medium and Long-term Planning (Con't)

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- Task the Elderly Commission to prepare an Elderly Services Programme Plan
- Complete in two years' time

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## Supporting the Disadvantaged

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## Vision

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- Implement the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD) and take forward initiatives along the development direction of Hong Kong rehabilitation policy
- Build barrier-free environment
- Ensure that persons with disabilities enjoy equal opportunities and participate in full in their personal growth, education, employment and social life
- Support the families and carers of persons with disabilities

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## Strengthening the capacity of Commissioner for Rehabilitation

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- Responsibilities of Commissioner for Rehabilitation (C for R)
  - formulate overall rehabilitation policy for persons with disabilities
  - co-ordinate government bureaux and departments in the implementation of UNCRPD
- Upgrade C for R's ranking and strengthen the establishment of his/her team to enhance co-ordination among various bureaux and departments

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## Regularising Three Programmes under Community Care Fund

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- One programme provides a pre-school rehabilitation training subsidy for children with disabilities from low-income families
- The other two provide a subsidy for persons with severe physical disabilities living in the community to cover their expenses to purchase medical equipment and consumables, and for one-stop integrated support services coordinated by case managers in accordance with their needs

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## Day Training and Vocational Rehabilitation Services

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- Increase the manpower of day training centres for persons with disabilities to strengthen the care and support for ageing service users
- Raise the daily rate of incentive payment for Sheltered Workshops and Integrated Vocational Rehabilitation Services Centres to further encourage persons with disabilities to participate in vocational rehabilitation training

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## Strengthening Community Support for Persons with Disabilities

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- Enhance short-term day and residential care services for persons with disabilities
- Increase manpower of the District Support Centres for Persons with Disabilities to introduce a case management service approach
- Strengthen manpower of the Multi-service Centres for Hearing Impaired Persons and relevant Social and Recreational Centres for the Disabled to enhance sign language interpretation services for persons with hearing impairment
- Increase funding to better support the operation and development of the Financial Support Scheme for Self-help Organisations for Persons with Disabilities/Chronic Illnesses

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## Promoting Employment of Persons with Disabilities

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- Continue to promote the Talent-Wise Employment Charter and Inclusive Organisations Recognition Scheme launched in September 2013 to encourage more employers to provide internship and employment opportunities for persons with disabilities and actively participate in promoting the employment of persons with disabilities

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## **Extending the Public Transport Fare Concession Scheme for the Elderly and Eligible Persons with Disabilities**

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- Since the launch of the Scheme, the number of average daily passenger trips so far is 670 000, with around 590 000 trips made by elderly aged 65 or above and around 80 000 trips by eligible persons with disabilities aged between 12 and 64
- Extend the Scheme to eligible children with disabilities aged below 12 in the first half of this year to enable them to travel on general MTR lines, franchised buses and ferries at \$2 per trip
- Extend the Scheme to green minibuses in phases starting from the first quarter of 2015

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## **Pilot Bought Place Scheme for Private Residential Care Homes for Persons with Disabilities**

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- Regularise the Pilot Bought Place Scheme for Private Residential Care Homes for Persons with Disabilities, with the cap of subsidised places in each home raised from 55% to 70%.

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## Provision of Additional Places for Rehabilitation Services

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- Provide 6 200 additional places for rehabilitation services during the term of this Government, including :
  - 2 016 day training and vocational rehabilitation service places
  - 2 713 residential care service places
  - 1 471 pre-school rehabilitation places

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## Medium to long-term planning

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- Launch the Special Scheme on Privately Owned Sites for Welfare Uses to provide additional service places for persons with disabilities
- Provide a concrete basis for the planning of welfare facilities and manpower requirements in the next 5 to 10 years or more

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## Social Welfare Planning

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### Special Scheme on Privately Owned Sites for Welfare Uses (Special Scheme)

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- Use Lotteries Fund in a flexible manner
- Better utilise the land owned by social welfare organisations
- optimise land use to increase facilities for elderly and rehabilitation services in particular
- About 40 organisations involving about 60 in-situ expansion or redevelopment projects

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## Special Scheme on Privately Owned Sites for Welfare Uses (Con't)

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- Based on the rough estimation of these organisations, the Special Scheme will provide about 17 000 additional service places in total for the elderly and persons with disabilities
- Arrange for the transfer of funds of \$10 billion into the Lotteries Fund and provide the necessary assistance to social welfare organisations

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## Human resources in care services

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- Cope with the demand for care personnel in the social welfare sector
- Provide the younger generation with more employment options and long-term development in their career paths
- Launched a pilot scheme in 2013
  - Recruit young people to provide care services at residential care homes for the elderly
  - “First-hire-then-train” mode
  - Subsidies from the Government to pursue a course offered by the Open University of Hong Kong
  - Move up the career ladder progressively

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## Human resources in care services (Con't)

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- The response to the pilot scheme is positive
- The Government will allocate additional resources to expand the pilot scheme -
  - To cover more elderly services units
  - To extend the coverage to rehabilitation services as well
  - To provide an additional 1 000 places for young people who have graduated from Secondary 5 or Secondary 6 level in the coming few years

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## Enhancement of the Lump Sum Grant Subvention System

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- Increase annual recurrent funding for NGOs to:
  - strengthen central administrative support to enhance their corporate governance
  - strengthen supervisory support to enhance the quality of frontline service
  - increase the provision of “Other Charges” to cope with other operating expenses such as food costs
  - enable NGOs to recruit and retain paramedical staff more effectively or to hire paramedical services
- The above measures will incur additional recurrent expenditure of about \$470 million in 2014-15.

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## Enhancement of the Lump Sum Grant Subvention System (Con't)

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- Allow NGOs to transfer surplus of their Provident Fund reserve for Snapshot Staff to their Provident Fund reserve for non-Snapshot Staff, so as to improve NGOs' contributions to the latter's Provident Fund

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## Conclusion

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- Enhance and improve existing services by adopting a multi-pronged approach, including the increase in the number of day care and residential care places for the elderly and the number of rehabilitation services places
- Experiment new service modes, such as the residential care service voucher for the elderly and the pilot residential care service scheme in Guangdong
- Emphasise medium to long-term planning (particularly on the planning for service facilities and manpower)

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Thank you

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