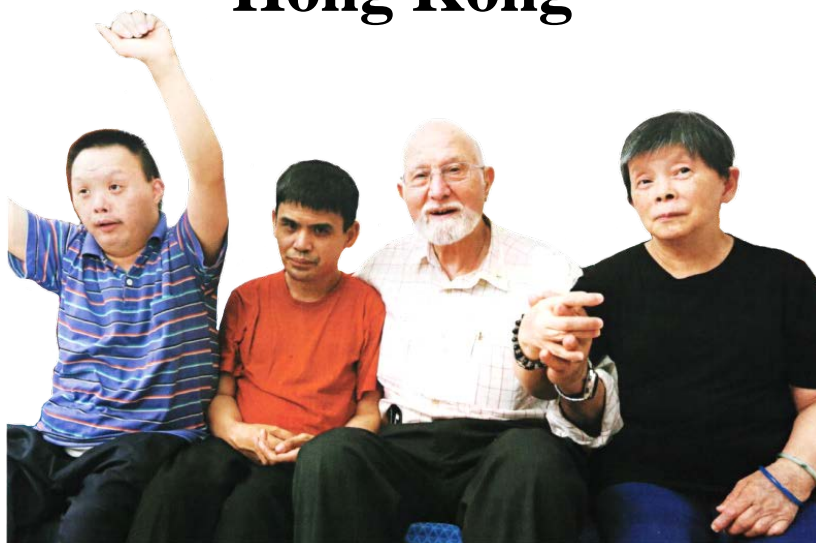


A Comparative Study on Family Care Home (FCH) for Persons with Intellectual Challenges: Implications for Policies and Practice in Hong Kong



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Executive Summary

This paper aims to identify useful Family Care Home (FCH) practice models relevant to Hong Kong and propose legislative and government policies to support FCH in Hong Kong by making reference to FCH practices of selected countries and cities, as well as relevant research studies. It reveals that small residential care home and FCH have many common features, such as community-based, small in size and with caring and efficient staff support, case management, and promotion of rights of persons with disabilities. FCHs are also considered as an effective service alternative relative to large institutions. They facilitate the improvement in quality of life and social inclusion of persons with disabilities. Drawing on the findings, it is apparent that FCH meets the world trend for small size residential care homes as well as the requirements of the United Nations Convention on the Rights of Persons with Disabilities (UNCPRD) which states that persons with disabilities have the opportunity to choose their home on the basis of equality with others, to choose where and who to live with and to live and integrate into the community.

The provision of FCH is a unique service in Hong Kong with the aim to provide family care to persons with intellectual disabilities in an inclusive community. The general planning of a FCH is to accommodate up to 8 adults with intellectual disabilities ranged from moderate to mild intellectual disabilities living together as family members, with 24-hour staff support. They are engaged meaningfully in the daytime with support for respective case manager. The core staff of the FCH are the Housemothers who work shift to provide daily care and personal guidance to family members. The Elder Brothers act as a father figure to offer guidance socially and spiritually in each Family.

Apart from providing a safe and comfortable environment for the residents, FCH enables residents get more individual attention through close contact with other residents, Housemothers and Elder Brothers.

At present, there is no governmental policy supporting small-sized and family-like residential care homes for persons with intellectual disabilities. It is difficult to find suitable location to setup the FCH due to the lack of welfare premises, and most private residential units cannot fulfill the strict licensing requirements for residential care homes. The provision of FCH as proposed in this paper would demonstrate the commitment and determination of HKSAR Government in implementing the UNCRPD. Noting the estimated waiting time for hostels for persons with intellectual disabilities was around 10 years or even longer, FCH would therefore provide a choice for parents with children on the waiting list.

FHS submits to the HKSAR Government the following concrete proposal: i) the Rehabilitation Program Plan Review Steering Group to study FCH with a view to promulgating concrete and supportive policies for FCH in Hong Kong; ii) the Residential Care Homes (Persons with Disabilities) Ordinance Review Working Group to review and recommend appropriate licensing requirements and care audit for all FCHs of less than 9 adults; and iii) the Social Welfare Department to be the lead department in liaising with relevant government departments and statutory bodies, including the Housing Authority, to identify and mobilize suitable premises for FCHs.

I. Purpose

1. This paper aims to:
 - 1.1 examine similar models and operation of FCH in Hong Kong, Mainland China, and overseas communities;
 - 1.2 identify useful FCH practice models relevant to Hong Kong;
 - 1.3 discuss the challenges encountered by Fu Hong Society in the operation of FCH in Hong Kong; and
 - 1.4 propose legislative and government policies to support FCH in Hong Kong, including providing input to the Working Group on the Review of Ordinances and Codes of Practice for Residential Care Homes set up by the Director of Social Welfare (DSW) in June 2017.

II. Residential Care Homes for Persons with Disabilities (RCHDs) in Hong Kong: Recent developments and opportunities for improvement

2. Social Welfare Department issued a Code of Practice for Residential Care Homes for Persons with Disabilities first in March 2002², which sets out principles, procedures, guidelines and standards for the operation, keeping, management or other control of residential care homes for persons with disabilities. This Code referred “Residential Care Homes for Persons with Disabilities” (RCHDs) as any premises at which more than 8 persons with disabilities over the age of 15 are habitually received for the purpose of care while resident therein. The Code of Practice sets out the minimum standards and guidelines for hygiene, fire, building safety, and the level of care required, which aims at ensuring that residents in these homes receive services of acceptable standards that are of benefit to them physically, emotionally and socially.
3. The Residential Care Homes (Persons with Disabilities) Ordinance (Cap. 613) was enacted in June 2011. It came into operation on 18 November 2011 and was fully implemented on

² Social Welfare Department. Code of Practice for Residential Care Homes for Persons with Disabilities (March 2002). Retrieved from https://www.swd.gov.hk/doc/download/doc/code_rchpd.pdf on 27 December 2017.

10 June 2013³. Under section 2 of the Residential Care Homes (Persons with Disabilities) Ordinance, a residential care home for persons with disabilities is defined as any premises at which more than 5 persons with disabilities, who have attained the age of 6 years, are habitually received for the purpose of residential accommodation with the provision of care.

4. A new code, The Code of Practice for Residential Care Homes (Persons with Disabilities) (2011)⁴, was issued by the DSW under section 23 of the Residential Care Homes (Persons with Disabilities) Ordinance, setting out principles, procedures, guidelines and standards for the operation, keeping, management or other control of RCHDs for compliance by operators. All RCHDs with a capacity of more than 5 persons with disabilities should obtain a License or Certificate of Exemption (COE) under the Licensing Scheme for Residential Care Homes for Persons with Disabilities. The operators of RCHDs should comply with the requirements in Building and Accommodation, Fire Safety and Precautions, Management, Health Care Services, and Staffing referring to the Code of Practice of RCHDs.
5. As of May 2017, 242 RCHDs in Hong Kong did not obtain the License. In the past years, reported cases of abuse and harassment in RCHDs have aroused the concern of the Legislative Councilors and general public. In response to community concern, Social Welfare Department (SWD) has implemented various measures to expedite the licensing process with a view to facilitating all RCHDs to be licensed by the end of 2019⁵. Further, a Working Group on the Review of Ordinances and Codes of Practice for Residential Care Homes convened by the DSW was set up in June 2017⁶.
6. Both Codes (2002 and 2011) apply same requirements and standards to all RCHDs under its definition. One major difference between the two is that Code 2002 covers RCHDs with more than 8 persons, while Code 2011 covers RCHDs with more than 5 persons. Another major difference is the age coverage, in which Code 2002 was 16 and above, and Code

³ Social Welfare Department. Licensing Scheme for Residential Care Homes for Persons with Disabilities. Retrieved from https://www.swd.gov.hk/en/index/site_pubsvc/page_lr/sub_rchdtop/id_rchd/ on 27 December 2017.

⁴ Social Welfare Department. Code of Practice for Residential Care Home (Persons with Disabilities) 2011. Retrieved from https://www.swd.gov.hk/doc/LRB/LORCHD/CoP%20Eng_a.pdf on 27 December 2017.

⁵ Legislative Council Paper No. CB(2)1975/16-17(01) “福利事務委員會需要跟進事項的進展”. Retrieved from <https://www.legco.gov.hk/yr16-17/chinese/panels/ws/papers/ws20161212cb2-1975-1-c.pdf> on 27 December 2017.

⁶ Social Welfare Department. Working Group on the Review of Ordinances and Codes of Practice for Residential Care Homes. Retrieved from https://www.swd.gov.hk/en/index/site_pubsvc/page_lr/sub_working/ on 27 December 2017.

2011 is 6 and above. However, no explicit reasons are given as to the change of applicable accommodation size of defined RCHDs.

7. In practice, it is well recognized that there are significant differences in service operation requirements between very small and very large residential homes. A differential treatment in stipulating quality of care and other licensing requirements between the large and small residential homes should be beneficial to support small homes, which is the preferred model in developed countries.
8. Further, for protection of persons with disabilities in need of residential care, quality of care of small homes outside the boundary of Chapter 613, should also be duly monitored by the Government through other effective measures.

III. Global Trend on Residential Services for Persons with Intellectual / Developmental Disabilities (IDDs)

9. Article 19 of the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD) states that⁷, “persons with disabilities have the opportunity to choose their home on the basis of equality with others, to choose where and who to live with, not to be forced to live in a particular living arrangement, to obtain access to a variety of home, shelter and other community support services, including the necessary personal assistance, in the community to live and integrate into the community, to avoid isolation or isolation from the community”. Article 23 Respect for home and the family states that, “1. States Parties shall take effective and appropriate measures to eliminate discrimination against persons with disabilities in all matters relating to marriage, family, parenthood and relationships, on an equal basis with others. ... 5. States Parties shall, where the immediate family is unable to care for a child with disabilities, undertake every effort to provide alternative care within the wider family, and failing that, within the community in a family setting.”

⁷ United Nations. The United Nations Convention on the Rights of Persons with Disabilities. Retrieved from <https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities/the-convention-in-brief.html> on 27 December 2017.

10. Long before the adoption of the UNCRPD, de-institutionalization of residential care homes for IDD has already become a major trend in most western countries⁸. Many institutions had been closed down and IDDs moved into small group homes in the community. Studies in Australia⁹ and Canada¹⁰ respectively reported that community settings are more preferable to institutional ones for most IDDs. In a systematic review of 69 international studies, Kozma, Mansell and Beadle-Brown (2009)¹¹ concluded that IDDs presented better adaptive behaviors in the community settings. There were also improvement in community participation, social networks and friends, family contact, self-determination and choice, quality of life, and greater satisfaction for IDDs and their families.
11. In many countries and cities such as Taiwan, New York State, Australia and North Carolina, policies and regulations have been enforced to facilitate the development of small residential care homes. Concerned policies and regulations have been established to support the setting up of small and family-like residential care homes. A variety of small residential care homes for persons with intellectual disabilities have been set up in order to fulfill their needs for social inclusion.

IV. A Review of Small Residential Care Homes in Selected Countries and Areas

Regulating Adult Home Facilities by Care Quality Commission¹² in England

12. Care Quality Commission (CQC) is the independent regulator of health and adult social care in England.

⁸ Kim, Sheryl A., Larson K., & Charlie Lak, S. (2001). Behavioural outcomes of deinstitutionalisation for people with intellectual disability: a review of US studies conducted between 1980 and 1999. *Journal of Intellectual and Developmental Disability*, 26(1), 35-50.

⁹ Young, L., Sigafoos, J., Suttie, J., Ashman, A., & Grevell, P. (1998). Deinstitutionalisation of persons with intellectual disabilities: A review of Australian studies. *Journal of Intellectual and Developmental Disability*, 23(2), 155-170.

¹⁰ Lemay, R. A. (2009). Deinstitutionalization of people with developmental disabilities: a review of the literature. *Canadian Journal of Community Mental Health*, 28(1), 181-194.

¹¹ Kozma, A., Mansell, J., & Beadle-Brown, J. (2009). Outcomes in different residential settings for people with intellectual disability: a systematic review. *American Journal on Intellectual and Developmental Disabilities*, 114(3), 193-222.

¹² Source of information for this section is based on (a) Dr. Joseph Kwok's interview on 12 December 2017 with Mr. James Bryant, Interim Government Engagement Manager, Parliamentary, Government and Stakeholder Engagement Team, Care Quality Commission in his London Office; and (b) websites: Legal information/overview: <http://www.cqc.org.uk/guidance-providers/regulations-enforcement/legislation> ; handbooks and frameworks: <http://www.cqc.org.uk/guidance-providers> .

- 12.1 Its purpose is to make sure health and social care services provide people with safe, effective, compassionate, high-quality care and encourage care services to improve. Its role is to monitor, inspect and regulate services to ensure they meet fundamental standards of quality and safety and publish what it finds, including performance ratings to help people choose care services.
- 12.2 It works independently of politics and the system, regulates across all sectors, clinically driven with expert teams, evidence-based judgement, not regulatory compliance, highlights excellence and exposes poor care with transparent ratings, and always on the side of people who use services.
- 12.3 Scope of CQC's remit: care homes and domiciliary care, hospitals and clinics, primary medical services, ambulances, and primary dental care. England has a population of 55 million, and 25,500 care homes are under the regulation of CQC.
- 12.4 CQC's journey is to move away from regulatory compliance to fundamental standards. Fundamental standards include: professional and intelligence-based judgements; ratings - clear reports about safe, effective, caring, well-led and responsive care; five key questions (with key lines of enquiry); expects all providers to continuously improve; providers and commissioners clearly responsible for improvement; specialist inspectors with teams of experts; focus on services, groups, pathways; individuals at board level also held to account for the quality of care.
- 12.5 Key lines of enquiry for adult social care services operated by organizations prompts and sources of evidence in this section help our inspectors to answer the five key questions: is the service safe, effective, caring, responsive and well-led?
- 12.5.1 Is it safe? Safeguarding and protection from abuse, managing risks, suitable staff and staff cover, medicines management, infection control, learning when things go wrong;
- 12.5.2 Is it effective? Assessing needs and delivering evidence-based treatment, staff skills and knowledge, nutrition and hydration, how staff teams and services work together, supporting people to live healthier lives, accessible premises, consent to care and treatment;
- 12.5.3 Is it caring? Kindness, respect and compassion, involving people in decisions about their care, privacy and dignity;

- 12.5.4 Is it responsive? Person-centred care, concerns and complaints, end of life care;
- 12.5.5 Is it well-led? Vision and strategy, governance and management, engagement and involvement, learning, improvement and innovation, working in partnership.
- 12.6 CQC regulates adult homes based on the fundamental standard and merits and characteristics of each organization. As small adult homes are the norms across England with varieties of characteristics, CQC's approach allows flexibility and ensures quality of care.
- 12.7 CQC reported in 2010 that "the average size of a care home is growing despite larger homes offering lower quality care. The average size of a residential care home or nursing home increased from 23 beds in 2004 to 25 beds in 2010. However, care homes with 10 beds or less are more likely to be rated as good or excellent than those with 40 beds or over. In April 2010, 15% of homes with 40 beds or more had a rating of one or zero stars under the CQC's star quality ratings system, while only 10% of small homes had the same."¹³
- 12.8 CQC's approach will provide very helpful references to Hong Kong in supporting and developing small residential care homes and family care homes, where such facilities are not operated on purpose built premises.

United States of America

13. In USA, a number of residential options for persons with intellectual/developmental disabilities (IDD) are available. The Individualized Residential Alternative (IRA) in New York State¹⁴ and Group Home in North Carolina¹⁵ are comparable services for inclusion in this paper.

¹³ Vern, P. (November 8, 2010). Adults, Domiciliary care, Inspection and regulation, Older people, Residential care. Retrieved from <http://www.communitycare.co.uk/2010/11/08/cqc-report-reveals-care-home-size-is-increasing/> on 25 December 2017.

¹⁴ Office for People with Developmental Disabilities, New York State. Individualized Residential Alternative. Retrieved from https://opwdd.ny.gov/opwdd_services_supports/residential_opportunities/individualized_residential_alternative on 27 December 2017.

¹⁵ Adult Care Licensure Section, NC Division of Health Service Regulation. License a Family Care Home (2-6 Beds). Retrieved from <https://www2.ncdhhs.gov/dhsr/acls/flofch.html> on 27 December 2017.

Individualized Residential Alternative (IRA) in New York State of USA¹⁶

14. The IRAs are one of the community residential options licensed by the Office of People with Developmental Disabilities (OPWDD). They are operated by the OPWDD or non-profit making agencies. The IRAs provide 24-hour staff support and supervision for up to 14 residents per unit. Day services are also available for residents living in IRAs which may include day habilitation, prevocational services and supported employment depending upon their level of skill. Some of them may enroll in open employment. Residents are usually living in a house which is owned by a non-profit making agency. Able2 is one of the service providers of IRA in New York State.

15. OPWDD is monitoring the operation of the IRAs, ensuring their fiscal monitoring, agency governance, and the compliance to the regulations in the program level. Most residents living in the IRA Program are supported by a Medicaid Service Coordinator (MSC). MSCs provide a vital link to information about service options. MSCs also work with individuals and their families in developing the care plan so as to ensure that these individuals and families can access to the services of OPWDD whenever eligible.

Group Homes in North Carolina¹⁷

16. The Group Homes in North Carolina are licensed and monitored by the North Carolina Division of Health Service Regulation (DHSR). These group homes provide 24-hour personal care and rehabilitation programs for adults with intellectual/developmental disabilities. The services include the development of self-help skills, enhancement of work capacity, and participation in community activities. Group homes are usually owned or leased by the welfare agencies. The provision of the residential services is bounded by their service contract with Alliance Behavioral Healthcare. In general, each group home accommodates 3-6 residents. The fee charged is generally paid by a combination of the resident's Social Security Income (SSI/SSDI) and a Medicaid service called Special Assistance granted by the local Department of Social Services.

¹⁶ One of the service providers is ABLE2 ENHANCING POTENTIAL, INC. 1118 Charles Street Elmira, NY 14904. Executive Director: Mark Peters, Agency Phone: (607)734-7107; Agency Website: <http://www.able-2.org/what-we-do/our-residences.html>

¹⁷ One of the service providers is Building Independence - Raleigh, NC which is providing safe, affordable housing for nine low-income adults with intellectual and/or developmental disabilities. For more information, please visit the websites of Habitat for Humanity of Wake County (<https://www.habitatwake.org/>) and the Serving Cup (<http://www.servingcup.org/building-independence/>).

17. The strengths of the IRAs and Group Homes lie in their capacity in addressing the residents' abilities rather than their deficiencies. Residents of these programs are empowered to engage and contribute to community life. The values of individual independence, interdependence, community inclusion, individuality and productivity are highly emphasized. These core values in service provision all contribute to the resident's quality of life and life satisfaction.

Mainland China

18. In Mainland China, the Huiling Guangzhou (廣州慧靈) was established in 1990, which is one of the pioneering philanthropic organizations. Its family care home was first launched in Guangzhou, Guangdong Province in 2000. The promotion of community integration is the core mission of Huiling's Family Care Home. As of April 2017, a total of sixteen family care homes were established in Guangzhou¹⁸. Each home accommodates 5 to 6 residents under the care of the house-mothers. Staff and residents in each home are treated as family members, and they share the household chores, such as house cleaning, meal preparation, etc. It is useful to note that Huiling Guangzhou has a close collaboration in professional exchange with FCH of Fu Hong Society since its founding, and has benefitted from making reference from the family care home practices of our FCH. Huiling's Family Care Home is now well recognized by local authorities and has been expanding to meet the needs of people in need.
19. The operation of Family Care Home is governed by a government license. No explicit or specific fire safety and building regulations are issued as requirements for licensing. The residential fee collected is around RMB 3,000 / month¹⁹, and accounts for about 20% of total costs. Financial support from local government accounts for 10%. The remaining 70% of costs are covered by fundraising. Huiling Guangzhou is seeking an increase in government subvention from 10% to 30%.

¹⁸ 嚴蓉(2017年4月10日)。慧靈獨創“家庭管理”模式幫助心智障礙者重新融入社會。網易新聞。檢自：
<http://news.163.com/17/0410/00/CHKELL3K00018AOP.html>

¹⁹ 中評社北京(2017年3月24日)。大齡自閉症家庭焦慮：我死了，孩子怎麼辦。中國評論通訊。檢自：
<http://hk.crntt.com/crn-webapp/touch/detail.jsp?coluid=209&kindid=9572&docid=104622381>

20. The Council and staff of Fu Hong Society visited Ark-Nanjing Special Education Centre (南京方舟啟智中心)²⁰ in Nanjing, Mainland China in January 2018. The Ark-Nanjing Special Education Centre has started a small family care home service in a residential community in Wuxi city (無錫市), Jiangsu Province (江蘇省) since 2017. Its service model and operation is making reference to family care home of Fu Hong Society. This is a pioneer project in Nanjing. There are 5 family members with intellectual challenges and with self-care abilities living together as a family unit under the care of a social worker. All of the family members engage in meaningful daily vocational activities in a rehabilitation facility also operated by the Ark-Nanjing Special Education Centre, and return home after work in the evening to enjoy family life. The monthly charge is around 1,600 RMB per person.

Taiwan - The Community Housing Program (社區居住方案)

21. In Taiwan, the Community Housing Program was first implemented in 2004²¹. It provides support for persons with physical and psycho-social challenges, and aims to facilitate their independence. It accommodates a maximum of 6 residents in each unit. In 2014, the Community Housing Program was enforced as one of many types of residential services by law.
22. Local social welfare organizations interested in launching a Community Housing Program can apply for the operation after securing a residential flat available for the program, either in a rental flat or self-owned property. Once the application is approved, the Program is eligible to receive the subvention of the Central Government. The subvention system adopts a “money-following-the-user” approach. The income of the operating organizations is determined by the number of residents admitted to the Community Housing Program.
23. Service operators may apply for funding support from the local government by means of rental subsidy or staffing subvention. Local government will conduct assessment on the service quality (grade) of the Community Housing Program annually to decide on the level of subsidy.

²⁰ Official website of Ark-Nanjing Special Education Centre: <http://njark.cn/>

²¹ 李婉萍 (2008)。臺灣「社區居住與生活」服務發展歷程。社區發展季刊，121，147-159。

24. As of October 2015, there were around 100 community housing units in Taiwan where more than 400 persons with physical and psycho-social challenges were benefitted from the Community Housing Program. The municipal governments of Taichung and Hsinchu participate actively in this project and operate most of the community housing units in Taiwan.

Australia – Supported Accommodation

25. Supported Accommodation is community residential support to provide around the clock support in a small group home setting with services tailored to meet unique requirements of each individual²². The location is usually accessible to services and supports to meet their needs, including education, medical, employment and recreational facilities. The staffing level is based on the assessed need of the group of people living in the home.

26. WA Blue Sky is an organization providing licensed group homes and community support to people with disabilities in West Australia. Each resident of the group homes is granted ASD\$200,000 per year under the National Disability Insurance Scheme (NDIS) to support his/her living in the community with the aims to offer people with disabilities the opportunity and support to live independently, to contribute and participate fully in society and to live a life of choice.

27. The service is with policy and legislation support. Service operators should comply with Accommodation Support Policy and Person Centred Guiding Principles which align with the principles of the United Nation's Convention on the Rights with Disabilities with the aim to guide the planning and provision of support to people who are eligible for accommodation support. The Disability Inclusion Act is the significant legislation to govern the Policy and Principles.

²² Retrieved from website : <https://www.lifestylesolutions.org.au/disability-supports/wa/Pages/Supported-Accommodation.aspx>

V. Common Features of Family Care Homes (FCHs) and Findings on Their Care Quality

28. Small residential care home and family care home have many common features, except that family care home puts strong emphasis on forming a “family” with concerted efforts from all members: people with disabilities, staff and volunteers. Key features of family care home will be presented in the section on Family Care Home operated by Fu Hong Society. For purpose of this section, family care home includes also small residential care home. The common features are presented below.

Community-based

29. All the modalities of FCHs are community-based and home-like oriented which aims at enhancing the mutual support among the family members (residents) and promoting the social integration in a natural setting.

Small in size and with caring and efficient staff support

30. The size of the homes ranges from 3 to 14 residents, depending on the mode of service delivery and cultural context. House parent(s) and/or health worker(s) of the home will help the service users to take care of themselves and cultivate their independent living skills.

Case Management

31. A case management approach is adopted in some service modalities. For example, the Medicare Service Coordinator of IRA program in New York State acts as a case manager in developing individual care plan for persons with developmental/intellectual disabilities and linking up their needs with the community resources.

Promotion of rights of persons with disabilities

32. Most of the service modalities promote and practice the Articles 19 and 23 of UN CRPD²³.

²³ ECCL European Coalition for Community Living (2009) FOCUS REPORT 2009 - Focus on Article 19 of the UN Convention on the Rights of Persons with Disabilities. Retrieved from <http://community-living.info/wp-content/uploads/2014/02/ECCL-Focus-Report-2009-final-WEB.pdf> on 27 December 2017.

Findings on care quality of Family Care Homes

33. Generally, FCHs are considered as an effective service alternative relative to large institutions. They facilitate the improvement in quality of life and social inclusion of IDD.
34. In England, Care Quality Commission reported in 2010 that “Care homes with 10 beds or less are more likely to be rated as good or excellent than those with 40 beds or over. In April 2010, 15% of homes with 40 beds or more had a rating of one or zero stars, under the CQC’s star quality ratings system while only 10% of small homes had the same. In its report, Market profile, quality of provision and commissioning of adult social care services, the CQC acknowledged that smaller homes prove particularly advantageous for residents with dementia or learning disabilities. This achievement is made stronger by the fact that smaller homes are unlikely to have the resource of quality assurance managers to help improve services... It also remarked that smaller care homes may not necessarily be more expensive than larger ones, which achieve economies of scale.”²⁴ CQC reported a similar finding in 2017, that “Our [CQC] analysis of our inspections shows that there is variation in performance depending on the size of services. Generally, smaller services that are designed to care for fewer people were rated better than larger services. In both nursing and residential homes, there is a trend that smaller homes are rated better than larger homes, with 89 per cent of both small (1-10 beds) nursing and small residential homes rated as ‘good’ or ‘outstanding’, compared with just 65 per cent of large (50+ beds) nursing homes and 72 per cent of large residential homes. Services that care for smaller numbers of people often found it easier to demonstrate a good level of responsiveness – for example, by being able to offer activities that are based on people’s individual interests.”²⁵
35. In US, Maisto and Hugues (1995)²⁶ reported as early as the beginning of the 1990s that IDDs experienced a significant increase in overall adaptive functioning subsequent to a placement in FCH. Qian et al. (2015)²⁷ confirm that IDDs living in community group

²⁴ Vern, P. (November 8, 2010). Adults, Domiciliary care, Inspection and regulation, Older people, Residential care. Retrieved from <http://www.communitycare.co.uk/2010/11/08/cqc-report-reveals-care-home-size-is-increasing/> on 25 December 2017.

²⁵ Angeline, A. (July 6, 2017). Size matters in care homes with small doing better than large, says CQC. Retrieved from <https://www.carehome.co.uk/news/article.cfm/id/1586130/Size-matters-in-care-homes-and-home-care-with-too-many-people-getting-care-thats-not-good-enough> on 25 December 2017.

²⁶ Maisto, A. A. & Hugues, E. (1995). Adaptation to group home living for adults with mental retardation as a function of previous residential placement. *Journal of Intellectual Disability Research*, 39(1), 15-18.

²⁷ Qian, X., Ticha, R., Larson, S. A., Stancliffe, R. J. & Wuorio, A. (2015). The impact of individual and organization factors on engagement of individuals with intellectual disability living in community group homes: a multilevel model. *Journal of Intellectual Disability Research*, 59(6), 493-505.

homes could achieve significant higher levels of social engagement, domestic and recreational skills while competent staff are provided to support the services.

36. In Taiwan, Chou et al. (2011)²⁸ reported a significant improvement in quality of life and family contacts, and a decrease of maladaptive behaviors in IDD's after two years' accommodation in FCH.
37. The work satisfaction of staff working in FCH was also addressed. A study in Australia clearly reported that frontline staff felt that they were valuable contributors in FCH who knew the service settings and IDD's well (Quilliam, Bigby, & Douglas, 2017)²⁹. The role of government in service provision was also examined. The feasibility for contracting-out the FCH services was addressed (Bigby, 2006)³⁰.
38. In a recent analysis conducted by Shipton and Lashewicz (2017)³¹, it was concluded that social inclusion and self-determination are the central constituents of quality home care. FCH is considered to be a better choice of service provision while it allows the IDD's to be understood in a family setting. Moreover, the experience of security and freedom in FCH could further promote the social inclusion of IDD's.

VI. Family Care Home Operated by Fu Hong Society (FHS)

39. In FHS, "Casa Famiglia" is the service name for family care homes. Casa Famiglia is an Italian phrase, literally means "House" (casa) "Family" (famiglia). People with special needs (disabled, street children, drug addicts etc.) are welcomed, in small numbers, into a house where they are cared and treated as family members, rather than as service users inside an institutional hostel, as in the case of group-home hostels. In 1997, when FHS

²⁸ Chou, Y. C., Pu, C., Kroger, T., Lee, W. & Chang, S. (2011). Outcomes of a new residential scheme for adults with intellectual disabilities in Taiwan: a 2-year follow-up. *Journal of Intellectual Disability Research*, 55(9), 823-831.

²⁹ Quilliam, C., Bigby, C., & Douglas, J. (2017). Being a valuable contributor on the frontline: the self-perception of staff in group homes for people with intellectual disability. *Journal of Applied Research in Intellectual Disabilities*, 00: 1-10. Retrieved from <https://doi.org/10.1111/jar.12418>.

³⁰ Bigby, C. (2006). Shifting models of welfare: issues in relocation from an institution and the organization of community living. *Journal of Policy and Practice in Intellectual Disabilities*, 3(3), 147-154.

³¹ Shipton, L., & Lashewicz, B. M. (2017). Quality group home care for adults with development disabilities and/or mental health disorders: yearning for understanding, security and freedom. *Journal of Applied Research in Intellectual Disabilities*, 30, 946-957.

started the first FCH, the “Encounter Family”, the overarching name of the family care home service was named “Casa Famiglia”, so as to avoid the confusion with hostel and residential care institutions; and with the aim to provide family care to persons with intellectual disabilities in an inclusive community. The provision of the FCH is a unique service in Hong Kong, and without government subvention.

40. The service objectives of the FCHs are: i) to enable adults with intellectual disabilities who are orphans, or with aging parents who cannot take care of them to enjoy family life; ii) to enhance the community’s understanding and acceptance of persons with intellectual disabilities, and better integration through increased daily contacts with community members.
41. As of November 2017, FHS has three FCHs, namely: Encounter Family, Splendor Family and Radiance Family, with a combined capacity of 27 family members. The “Concordia Family”, which used the vacant staff quarters of Prince Wales Hospital, was temporary closed due to the retrieval of the premises by the Government Property Agency in March 2017.
42. Radiance Family was licensed in 2017, while Splendor is undergoing the building and fire safety improvement works. Radiance and Splendor Families are both situated in premises on concessionary rate offered by the Housing Authority. Encounter Home is located in private residential unit owned by FHS.
43. The general planning of a FCH is to accommodate up to 8 adults³² with intellectual disabilities living together as family members, with 24-hour staff support throughout the year. They are engaged meaningfully in the day time, such as day rehabilitation services, workshop training and supported employment, depending upon the individual’s ability; some may be in open employment.
44. The core staff of the FCH are the Housemothers who work shift to provide daily care and personal guidance to family members. During the leisure time at weekends and on

³² Each FCH accommodated up to 8 adults with intellectual disabilities in the past, but now it has increased to 10 - 12 to provide extra accommodation for members of Concordia Family affected by the recall of premises by the Government Property Agency.

holidays, family members enjoy various activities, such as community walk, Sunday school and afternoon tea, with the company of regular volunteers. In addition to providing daily care by the Housemothers within a family setting, the Elder Brothers act as a father figure to offer guidance socially and spiritually in each Family. An individual rehabilitation and development plan is formulated and followed up by a designated social worker of FHS.

45. FCH is a self-financed service, without government subvention. 38% income source is from fee charging, 27% from the donations of Hong Kong Jockey Club (HKJC) Charities Trust, and the remaining 35% from fund-raising. The HKJC Charities Trust has been the major donor of FCH through its Community Project Grant since 2005. The HKJC Charities Trust continues to support Casa Famiglia project for a further three-year term from 2017 to 2020 with a total sum of around HK\$3,721,000.

Findings on the care quality of FCH operated by FHS

46. Eria et al. (2005)³³ reported that resident members of FCH liked the living environment as it was quiet, safe and comfortable and they could get more individual attention compared to those residential units under government subvention with a standard capacity of 50. They also had close interaction with other residents, Housemothers and Elder Brothers and they liked this kind of stable relationship where they could get appropriate level of social and emotional support.
47. High functioning residents had helped the other resident members who had lower functional capacity and they enjoyed this kind of helping and caring relationship.
48. Comments from natural family members of residents indicated that the FCH were able to provide home-like living environment for the residents and they appreciated the variety of community activities arranged by the Families.
49. Appendix I gives the statements from various stakeholders affirming the care quality of FCH of FHS at the 20th Anniversary of Family Care Home Service.

³³ Eria P.Y. Li, Jenny M.C. Hui-Lo, & Maria P.Y. Chik (2005). *Psychosocial Wellbeing and Social Inclusion of Fu Hong Society Casa Famiglia Residents in Hong Kong*. Hong Kong: Fu Hong Society.

VII. Challenges Encountered in Operating Family Care Home in Hong Kong

Lack of policy and government support

50. At present, there is no governmental policy supporting small-sized and family-like residential care homes for persons with intellectual disabilities. For example, the Concordia Family of FHS was temporarily closed because of the recall of premises by Government Property Agency (GPA). FHS had been trying hard, but failing to find alternative premises for relocation. The Social Welfare Department (SWD) is not offering solutions or assistances in locating government premises and/or welfare premises in public housing estates for the relocation of Concordia Family.

Difficulty in locating suitable site in public sector

51. A reduction in construction of public housing units in the past decade results in limited provision of vacant premises from Housing Authority for welfare purposes. Instead of public housing estates, SWD has turned to reconstruct vacant primary schools, used boy homes and institutions for integrated rehabilitation services complex, such as the Ex-Siu Lam Project. As expected, large scale rehabilitation residential care institutions will continue to be dominating in the future development of rehabilitation service. However, this direction of service development is against the world trend in deinstitutionalization, community integration and social inclusion.

Size of flat in the private sector and the Deed of Mutual Covenant of residential flats

52. Most of the flats in private residential buildings are relatively small in size (range from 40 to 80m²), and therefore difficult or costly to find a suitable location in private buildings for a family care home. Besides, the use of residential flats is bounded by the Deed of Mutual Covenant (DMC). The DMC is a document containing terms that are binding on all flat owners of a multi-unit or multi-storey building. Some of the terms in a DMC may include clauses that restrict residential flats for welfare and commercial activities. FHS has been trying hard to look for residential flats that can be used for welfare and commercial activities, but failed. Though some proposed flats can be used for commercial activities under their DMC, the physical conditions, such as the means of escape, ventilation and

barrier free access etc. cannot meet the building regulations and licensing requirements. Because of these restrictions and price affordability, residential flats in private premises are not the feasible alternative for installing Family Care Home.

53. Further, the Residential Care Homes (Persons with Disabilities) Ordinance (Cap. 613) requires strict licensing requirements for residential care homes with more than 5 persons. Self-financed FCH cannot be financially viable for a home just with 5 and less persons. Under this circumstance, most private residential units in Hong Kong would be excluded because of the licensing requirements.

VIII. Opportunities in Operating Family Care Home in Hong Kong

54. *Enforcement of UN's Convention on the Rights of Persons with Disabilities (UNCRPD):* Provision of FCH would demonstrate the commitment and determination of HKSAR Government in implementing the UNCRPD, and also offering a residential care home alternative model with better care and higher efficiency.
55. *Flexibility in Establishment of New Services:* The residential service model for persons with disabilities in Hong Kong has remained unchanged for many years. Institutionalization remains the major service delivery models, with around 40-50 IDD living in a highly structured social service institution. FCH provides more flexibility in daily routine and training activities. It provides a home-like living environment and organizes various activities to promote social inclusion. Its small-sized feature also gives a flexibility to locate suitable premises to set up the services.
56. *Shorten the Waiting List for Residential Services:* There are approximately 70,000 to 100,000 persons with intellectual/developmental disabilities (IDDs) in Hong Kong³⁴. At present, around 7,800 placements are provided by NGOs under the subvention of the Social Welfare Department³⁵. As at 30 September 2017, there were at least 4,660 persons with

³⁴ Legislative Council Paper No CB(2) 90/16-17(01) “建議就長期護理政策成立聯會三組委員會” Retrieved from <https://www.legco.gov.hk/yr16-17/chinese/panels/ws/papers/ws20161114cb2-90-1-c.pdf> on 27 December 2017.

³⁵ Social Welfare Department. Residential Care. Retrieved from

IDDs on the waiting list for corresponding services³⁶. The estimated waiting time for Hostel for Moderately Mentally Handicapped Persons (HMMH) as well as Hostel for Severely Mentally Handicapped Persons (HSMH) was around 10 years or even longer³⁷. FCH would therefore provide a choice adequately responsive to the needs of parents with children on the waiting list.

57. *Demand for FCH as indicated by FHS admission statistics:* Due to the long waiting time for residential services, there were 2,188 applicants waiting for the Hostel for Moderately Mentally Handicapped Persons (medium care level home like FCH) with reference to the recent statistics of SWD (as at September 2017). Telephone enquiries on possible vacancies of FCH are also received by FHS staff, averagely five telephone calls per month. Most of them in need of a residential placement will go the private RCHDs finally. In some districts, SWD is still proceeding with the applications submitted in 2003. Though the above figures cannot accurately illustrate the huge demand for FCH, they clearly reflect that the existing supply of HMMH services is far from adequate to meet the service demand. As mentioned in the foregoing paragraph, FCH would be a feasible alternative and hope for parents with children on the waiting list.

58. *Response to double aging, aging of Persons with Intellectual Disabilities, and aging of their parents:* Persons with intellectual disabilities as well as their care givers (parents) are now faced with the aging issue. More and more persons with intellectual disabilities will become orphans while their aged parents deceased. Other aging parents may also face the difficulty in taking care of their children with intellectual disabilities. The FCH is one of the residential alternatives responding to the needs induced by the aging problem. Through living in FCH, persons with intellectual disabilities can continue to enjoy their family life and their self-care ability can be sustained by sharing housework together. This can greatly reduce their demand for costly institutionalized residential services.

59. *Public trust services for persons with special needs:* Some of middle-income parents are

https://www.swd.gov.hk/en/index/site_pubsvc/page_rehab/sub_listofserv/id_residcare/ on 27 December 2017.

³⁶ Social Welfare Department. Information on Cases Selected for Services through Central Referral System for Rehabilitation Services (excluding CRSRehab-PS) as at 30.9.2017. Retrieved from https://www.swd.gov.hk/storage/asset/section/687/tc/Annex_I_Eng_20170930.pdf on 27 December 2017.

³⁷ 香港社會服務聯會(2017)。妥善規劃復康服務，還殘疾人士一個選擇。社情，頁 10-11。

concerned that after their passing, the care for their children with special needs, particularly those with intellectual disabilities, would be upset³⁸. This initiative is again emphasized in the 2017 Policy Address that the Labour and Welfare Bureau would set up a “special needs trust” to provide affordable trust services for parents with special needs³⁹. A recent study conducted by the University of Hong Kong⁴⁰ revealed that there is a strong demand for a Special Needs Trust (SNT) to be established in Hong Kong and the parent respondents’ top priority is to have the Government acting as the trustee of the SNT. One of the expected features of the SNT is that funds will be available to maintain the beneficiaries’ basic and extra spending in accordance to the care plan under the monitoring of a designated case manager after their parents passed away. FCH will be one of the residential care home options for those middle-income parents who have joined the SNT.

60. *Service Voucher*: In September 2013, Social Welfare Department launched the First Phase of the Pilot Scheme on Community Care Service Voucher for Elderly. It adopts a new funding mode, namely the “money-following-the-user” approach, where eligible elderly persons may choose community care services (CCS) that suit their individual needs with the use of Community Care Service Voucher. With the initiate success of the scheme, another phase of the scheme has been launched in October 2016.⁴¹ There is no reason why this approach cannot be extended to cover residential care homes for people with disabilities. If realized, FCH will be a choice for some parents.

61. *Bought Place Scheme*: In October 2010, a four-year Pilot Bought Place Scheme was launched to encourage private RCHDs to upgrade their service quality by enhancing the staffing ratio and per capita space standards. As at 31 December 2017, there were ten private RCHDs participating in the Bought Place Scheme (BPS), providing a total of 600 bought places. The estimated average cost per place per month is HK\$8,759.00. The pilot

³⁸ Hong Kong SAR. (2016). *2016 Policy Address*. Retrieved from <https://www.policyaddress.gov.hk/2016/eng/p155.html> on 27 December 2017.

³⁹ Hong Kong SAR. (2017). *2017 Policy Address*. Retrieved from https://www.policyaddress.gov.hk/2017/eng/pdf/Agenda_Ch6.pdf on 27 December 2017.

⁴⁰ Hong Kong Law Society. *HKU Study Reveals Strong Demand for a Special Needs Trust for People with Intellectual Disability*. Retrieved from <http://www.hk-lawyer.org/content/hku-study-reveals-strong-demand-special-needs-trust-people-intellectual-disability> on 27 December 2017.

⁴¹ Social Welfare Department. *Second Phase of Pilot Scheme on Community Care Service Voucher for the Elderly (Pilot Scheme)*. Retrieved from https://www.swd.gov.hk/en/index/site_pubsvc/page_elderly/sub_csselderly/id_pscsv/ on 27 December 2017.

BPS has become a regular service since October 2014. It is strongly recommended that the Social Welfare Department should consider extending the BPS to self-financing homes operated by Non-governmental organizations with proven experience in providing residential services for persons with disabilities with a view to offering an option for those waitlisted in the Central Referral System for Rehabilitation Services (CRSRehab).

IX. A Choice for Persons with Intellectual Disabilities and their Families – A Recommended Model of FCH in Hong Kong

62. FCH should be community-based and home-like oriented. The family members live in the local communities as equal citizens, with the support that they need to participate in everyday life as to enhance social integration.
63. The FCH is to operate with a medium care level for family members ranged from moderate to mild intellectual disabilities, with a view to cultivating independent living skills and fostering mutual cohesiveness among family members. In deciding on the size of a FCH, a balance has to be made between individual and personalized care and service financial viability. The experience of FHS is that a size of not more than 8 resident family members would be financially viable without affecting care quality. Appendix 3 details 2017/18 annual budget for FCHs of FHS for reference.
64. To allow round the clock service for a family care home with medium care level and to meet operational needs, the core staffing establishment shall include 0.5 Health Worker (HW), 4.5 Housemothers (HM), while the Manager of FCH service and the Clerk are from the central administration to support the service operation. The HW as the home warden not only provides appropriate health and daily care for family members with ID but also assists the Manager to supervise the HM in daily operations and monitor drug administration. In addition, the HW shall train up the Housemothers the knowledge on basic health care and proper documentation keeping.
65. Projected annual expenditure and fee charging strategy options for a typical family care home (FCH) operated by FHS are set out in Appendix 2.

66. Each resident family member should have a case manager to take care of their welfare needs and to work with individuals and their families to develop a plan of care, particularly to refer them for alternative residential service when necessary.
67. To accommodate 8 male and female residents and care staff, the premises should have at least 4 partitions: 1 bed room for four males, 1 bed room for four females, 1 bedroom for care staff, and a sitting and dining partition. The premises should also have space for common facilities including laundry and a kitchen. Making reference to private residential premises, a flat with a saleable area of around 120 square meters may suit the purpose.
68. The FCH, to be exempted from Chapter 613, will have to comply with care quality regulations issued by the SWD, for all adult residential care homes of not more than 8 persons. Once registered with the SWD, the FCH will be eligible to apply for welfare premises, to admit users receiving government support. The Care Quality Commission London would offer a good reference for the SWD.
69. Relative small vacant premises on ground floor of public housing estate blocks are recommended for establishment of FCH due to the following reasons:
- Stable tenancy agreement with affordable monthly rental
 - Cost savings in property maintenance
 - Greater promotion of social inclusion
 - Under the Deeds of Covenant of private buildings, the chance of success in seeking suitable premises is rather bleak.
70. FCH should devote vigorous efforts to develop networks of volunteers. Apart from promoting the spirit of mutual assistance, it is also a process of community education. Participation of volunteers is crucially important to the sustainable development of FCH. Volunteers from all walks of life, who regularly visit and care for the family members, would definitely serve as extra manpower resources supporting FCH and develop genuine friendship with the family members.

X. FHS Submission to HKSAR Government to Enlist Support for FCH

FHS humbly requests that:

- 71. The Rehabilitation Program Plan Review Steering Group to study FCH with a view to promulgating concrete and supportive policies for FCH in Hong Kong;**
- 72. The Residential Care Homes (Persons with Disabilities) Ordinance Review Working Group to review and recommend appropriate licensing requirements and care audit for all FCHs of less than 9 adults;**
- 73. The Social Welfare Department to be the lead department in liaising with relevant government departments and statutory bodies, including the Housing Authority, to identify and mobilize suitable premises for FCH.**

XI. Conclusion

74. This paper analyses residential care homes from selected countries and areas in the world, and makes references to research studies and care quality audit reports. In conclusion, FCH meets the world trend for small size residential care homes as well as the requirements of the UNCRPD. The paper also discusses the relevance of implementing FCH in Hong Kong, the challenges encountered and opportunities available. The paper submits concrete proposals as contained in Sections IX and X to the HKSAR Government for consideration.
75. FHS has been operating FCH for more than 20 years. FHS submits that this unique service model has proven effectiveness in enabling persons with intellectual disabilities to enjoy family-like living environment where their capacity can be fully developed through their contribution in the family and participation in the community. They can also enjoy high quality of life while care and love are witnessed in the FCH. The service model of FCH should be advocated and supported as a choice for needy families with children with disabilities, and also as a means for the public to participate in the building of an inclusive community by being regular friends of FCH members.

Appendix 1

Statements from Stakeholders at the 20th Anniversary Celebration Ceremony of Family Care Home Service

持分者的話

引言

2017年12月2日是扶康關愛家庭成立20周年慶典。當日，不同的持分者皆分享了他們的心聲及感受。家屬的分享反映了扶康關愛家庭是有效協助智障成員成長，減輕了家屬的照顧壓力；家姆認為扶康關愛家庭不單是一個工作的地方，更是一個大家在愛內互相學習、互相幫助下成長的家庭；義工朋友在參與服務時，理解到與智障成員的相聚不單是一項社會服務，而是建立一份互相關懷、互相學習、向對方開放的雙向友誼關係。本文記錄了部份持分者的精華內容。

(圖中前排左四為當日出席嘉賓陳日君樞機、後排左四是本會主席郭鍵勳博士、後排左六為本會神師暨扶康關愛家庭兄長方叔華神父。)



余先生(關愛家庭成員的父親)

(余先生現年 82 歲，有一子一女，其妻子已去世。兒子余國偉現年 46 歲，因家人未能照顧他，故於 2008 年入住超瑩軒。圖中為余先生。)



我的兒子不經不覺在「超瑩軒」住了九年了。有一次，去完彌撒之後，我和家人請扶康關愛家庭成員去飲茶，每個人可揀選自己想食的食物。家姆安排兩位成員坐於她的身旁。其後，我知道其中一位成員有糖尿病；另一位成員最近肚子不舒服。我見家姆先洗過食物的油膩，才給肚子不舒服的朋友吃；而有糖尿病的成員則食少少，照顧得非常細心！在扶康關愛家庭做工作的職員，除了要帶鎖匙、銀包、電話之外，還要帶幾個心。壹個是好大的愛心；壹個好細

的細心；壹個是忍耐心；還有包容之心；憐憫之心。他們非常之專業。晚上職員安排家庭成員服藥時，務必核對清楚服食藥物的份量和時間，並記錄簽名。朋友門，如有親戚朋友，或家人在扶康會接受服務，大家大可放心。

呂女士(關愛家庭成員的姐姐)

(呂女士現年約 60 歲，有一位妹妹及一位弟弟，父母已去世。妹妹呂容貞現年 59 歲，因家人未能照顧她，故於 1997 年入住邂逅軒。圖中為呂女士。)



我妹妹亞貞入住扶康關愛家庭「邂逅軒」已經 20 年。邂逅軒提供一個如家庭般的家舍：有兄長，弟兄姊妹，家姆一同生活。辛苦晒一腳踢的家姆們！多謝你們盡心盡力，特別對亞貞的照顧及包容。

沒有人比我更清楚我妹妹入住邂逅軒前的分別，以前她沒什麼笑容，十分自卑，沒有什麼信心。當亞貞為成邂逅軒成員一刻開始，不單為亞貞帶來了人生最大的改變，我和我弟弟的兩個家庭也是受惠者。

亞貞失去了父母，方神父為她安排了另一個家庭，為她提供體貼的照顧，教識了她與人相處，自從亞貞入住邂逅軒，我們覺得她笑容多左，信心大左，比以前「醒目」，有時還會主動幫助人。方神父又因應亞貞情況，給予她很大的自由度。方神父還帶她到香港以外不同地方遊歷、見識，令她增廣見聞，開闊視野，這些一切一切，是我們未曾想過會發生的，都在亞貞身上發生了。

亞貞以前的牙齒很差，吃東西都有困難，多謝邂逅軒轉介給劉德華醫生，義務幫亞貞整牙，她牙齒外觀漂亮了許多，食野食得好開心滋味，連講說話都比以前清楚。又多謝扶康會介紹一份半日清潔工給亞貞，工作令她更有自信，覺得自己有工作能力，她好鍾意返工，佢返 9 時，每日早上 6:30 就起床準備。

母親大概在 30 年前去世，她好錫我妹妹好保護她，她在生時常掛在口邊的一句話：「第日我死左，就有人理亞貞。」講時語帶擔心。我想今日如果她在，見到亞貞改變，她一定感到非常安慰，並會多謝每一個曾幫助過我妹妹的人。二十年過去，因邂逅軒成立，方神父盡心盡力的付出，在他身上我們看到了基督之大愛，他用愛改寫了很多生命，幫助了受患者背後很多家庭，亦感動了無數人的心！謹代表我們已離世的雙親，向方神父說聲多謝！

在此，再次多謝扶康關愛家庭一班義工和上上下下工作人員！多謝大家，你們的付出非常有價值，值得表揚。

梁先生(關愛家庭成員的哥哥)

(梁先生現年 52 歲，有 2 兄 2 姊 1 弟，父母已去世。弟弟梁兆才現年 50 歲，因家人未能照顧他，故於 2011 年入住超瑩軒。圖中為梁先生。)



回想 2010 年，我弟弟亞才剛接受完大腸手術，需要休養。因為父母親已經過身，亞才當時是獨居的，沒有合適的人可以照顧他，為此我們家人都感到十分徬徨。我唯有按照社署給我們的殘疾人士院舍資料篩選出一些服務提供者，然後逐一打電話及造訪他們。首先去了一些大機構、大院舍，外面就像一間小型醫院，先嗅到的是一陣強烈的漂白水氣味，然後就看到一個個穿着白色制服的工作人員，穿梭於一系列又一系列坐著或躺臥著的院友。詢問之下，原來這些宿舍都已全部爆滿，要輪候的話也是以年來計的。看完大型院舍，就去看一些小規模的。朝着地址去找，原來是鬧市之中隱蔽的舊樓。按門牌找到，門一打開，內裡的境況就像落後國家的臨時收容所。幾百尺的地方，放滿了碌架床，一排椅子上坐滿了面無表情的人，他們的眼光，就像向我發出求救的訊號。心想，怎麼樣也沒可能要呀才在這裏「接受服務」。

之後陸陸續續看了遠遠近近、大大小小的院舍，結果都是失望而回。直至我打電話聯

絡上扶康關愛家庭——超瑩軒，幸運的事情似乎要發生在我身上。我道明亞才的情況，對方說剛好有一個男生的床位，着我到超瑩軒一看。照地址找到了，一踏進大廳，就看到兩張大沙發 L 型排開，然後是一張 10 人的大圓枱，一陣陣餸菜的香味還由廚房裏傳出來。我立時明白為什麼這裏不叫「宿舍」、不叫「中心」，而是叫「家舍」，它們甚至有「家姆」，有「兄長」提供服務。我深深明白到，亞才在超瑩軒可以得到的不單止是康復的服務、醫療上的照顧，而是像一個普通人在普通的家庭所得的溫暖，而且可以融入社區生活。我想，這甚至是我作為哥哥也未必可以給予亞才的，因為扶康關愛家庭有着很多專業人員，對服務弱智人士有很好的經驗。希望扶康關愛家庭可以繼往開來，設立更多家舍，令更多有需要的人受惠。

湯女士(家姆)

(湯女士已為人母親及祖母，並曾於和諧軒參與義工服務多年。現時，她於超瑩軒擔任全職家姆工作。她的工作理想是把對親人的關愛，同樣地，去關心扶康家庭成員。圖中為湯女士。)



五年前，剛退休的我，開始在沙田「和諧軒」做義工。主要安排及陪同學員外出活動及參與彌撒。多年來，不知不覺間種下深厚的感情。由於家舍要搬遷，擔心學員未能適應新環境，毅然應徵擔任家姆一職。在這個轉變中，其實很感恩，也是天主的安排，引導我加入扶康關愛家庭。為

了更加深入了解扶康會，徹夜不眠地看完整本書《用愛啟航家是岸》。閱讀後，被扶康會家庭的理念及精神深深地感動，尤其會徽的三個[H]及「以求為導」。當中尤其欣賞欣賞扶康會的信念是以人為本，以愛為綱，就算細微的地方也關顧週到。

擔任家姆的工作與做媽媽的角色分別不大，但同樣視家庭成員如親人及孫兒，要愛護及照顧他們，亦會想想給什麼他們才是最好的。偶然成員間相處時會鬧情緒，我會擁抱安慰她們。溫暖的感覺令她們容易平復情緒。有時她們因開心便走過來攬攬我。她們將快樂

傳遞給我，使我很窩心。有時她們又會哭著找我。我便拿張紙巾幫她抹眼淚，再錫錫攬攬，再給她一杯暖水，然後靜靜聽她申訴。

我個人也從家庭成員身上體會到簡單就是美。一句簡單的讚美，他們已開心了半天，流露出純真的性情。在一個充滿溫暖的家，自己會明白到，只要有「關愛」、「感恩」，便可融化很多問題。與他們相處中，自己也學識忍耐和包容，在扶康關愛家庭工作，不單讓我感到滿足、開心和健康，更豐盛我的人生！

Julia (義工朋友)

(Julia 女士是在婉明軒參與義工服務，是一位天主教徒。她除了協助成員參加彌撒聚會外，亦協助他們參加不同的社區活動。圖中為 Julia)



修女的介紹，讓我有機會接觸扶康關愛家庭。在參與義工計劃前，一位曾經在婉明軒做義工的教會姊妹告訴我：扶康家庭的成員各自有本身的生活習性，較難與人相處。因此囑咐我要有心理準備，因家舍成員對我的態度不會太友善。

當上義工之初，發覺扶康關愛家庭的成員雖然有自己的脾氣，但他們卻能完全融入家舍的生活。家姆告訴我，他們日常的反叛、過激的行為，只是因為當天心情不好罷了。起初我以為要把自己的身段放下，去作出遷就，但其實是他們在遷就我，雖然有些事情我做得不合他們心意，除非真的接受不了，否則他們都願意配合。

當上家舍的義工，有喜亦有擔心。家舍成員樂意與我分享每天發生的事情（特別是另一個成員秘密），毫不吝嗇與我分享食物，還替我按摩呢！在排練表演項目的時候，他們顯得特別興奮，亦十分聽話。何來這麼大的信心呢？我相信這是家姆、家兄給他們最大的支持。他們亦會像我們一般，為自己爭取自身的福利，這亦是一件好事。另一方面，家姆告訴我，很多家舍成員以前可以做這做那，但現在他們年紀漸長，很多動作或自理能力已

大不如前。我雖然當上義工不太久，亦已看到他們的能力與年齡不相稱，有心有餘而力不足之慨。雖然如此，他們仍盡力去做好自己的事。

在扶康關愛家庭有家姆、家兄悉心照顧家舍的成員，加上我們義工的輔助，這份義務工作十分有義意，所以我是會繼續的。香港作為一個共融的社會，大家何妨走訪家舍，去探望家舍的成員，從而認識和接納他們。

Appendix 2
Projected Annual Expenditure and Fee Charging Strategy Options
For a Typical Family Care Home (FCH) Operated by
Fu Hong Society

Assumptions:

1. Number of resident family members per FCH: 8
2. Admission criteria: resident members require not more than medium care level support based on SWD assessment scheme
3. Annual average occupancy: 95%
4. Staff cost based on mid-point of the FHS pay scale

Projected Annual Expenditure for a typical FCH (HK\$)

I. EXPENDITURE:

A. Personnel emolument

1. 0.5 Health Worker (Act as the Home Supervisor, and working 22 hours per week) =
\$17,645 x 12 x 0.5 = 105,870
2. 4.5 Housemothers = \$13,000 x 12 x 4.5 = 702,000
3. Provident fund: 5% 40,394

Subtotal for item A = 848,264

B. Other Charges:

1. Programmes expenses
 - 1.1 Elder Brother allowance: \$150 x 365 days = 54,750
 - 1.2 Programmes activities: 15,250
2. Utilities (electricity, water and gas): 42,000
3. Food for users, Housemothers: \$7,500 x 12 = 80,000
4. Repair & maintenance: 18,000
5. Minor stores: cleaning materials, P&S, etc. : 20,000
6. Administrative expenses
 - 6.1 Telephone & broadband: 9,000
 - 6.2 Central administrative support cost: 61,700 (Note 1)
 - 6.3 Audit fee: 2,000
 - 6.4 Staff medical check-up, recruitment expenses, etc: 1,000
 - 6.5 Insurance (workmen compensation): 33,000

- 6.6 Insurance (public liability): 1,000
 - 6.7 Staff medical subsidy (out-patient + hospitalization): 6,000
 - 6.8 Transportation and travelling: 1,500
 - 6.9 Sundries (including medical supplies, escort expenses, staff development etc.): 4,456
- Subtotal for Item B = 349,656**

C. Rent & rates based on welfare premises:

- 1. Rent: \$55 x 120 sq. m. x 12 months = 79,200
- 2. Government rent: \$680 x 12 months = 8,160
- 3. Rates: \$810 x 12 months = 9,720

Subtotal for Item C = 97,080

Gross Total for Items A, B and C = 1,295,000

II. Cost per resident per month based on 95% occupancy: 14,200

II. Options for monthly fee charging strategies

- A. Full fee charging for residents members with affordable family support: 14,200
- B. Resident members on CSSA receiving around \$6,000 per month
 - Fees charged: 6,000
 - Subsidy from FHS fund raising: 8,200
- C. If FCH is admitted to the SWD Bought Place Scheme and based on current scheme subsidy at around \$8,759
 - Fees charged: 8,759
 - Subsidy from FHS fund raising: 5,400
- D. If supported by Family Trust through the new Disability Public Trust
 - Fees charged: 14,200 or less, and balance to be subsidized by FHS
- E. Resident members NOT on CSSA and with weak family support
 - Fee charged: 14,200 or less, and balance to be subsidized by FHS

Note 1: The Head Office will provide support such as human resources, finance, IT and general administration. To avoid cross-subsidization of the subvented central administration to self-financed services, apportion of the central administration for self-financed services is calculated according to SWD's formula, i.e. Central Administration cost x self-financed services cost / Society's total cost. 5% is the average based on past figures.

Appendix 3

Annual Budget and Forecast of 3 family care homes (FCH) in 2017/18

Assumptions:

1. Number of resident family members per FCH: 27
2. Admission criteria: resident members require not more than medium care level support based on SWD assessment scheme
3. Annual average occupancy : 95%
4. Staff cost based on FHS new pay scale

			Budget HK\$	Forecast HK\$	per 1 FCH HK\$
I. EXPENDITURE:					
A. Personnel emolument					
	1 Manager \$31,855 x 12	382,260			
	2 Health Workers \$16,065 x 12 x 2	385,560			
	13 Housemothers: \$13,000 x 12 x 13	2,028,000			
	1 clerk \$11,610 x 12	139,320	2,935,140	2,984,846	
	Provident fund: 5%		146,757	149,242	
			3,081,897	3,134,088	1,044,696
B. Other Charges:					
b.1	Programmes expenses				
	Elder Brother allowance: \$150 x 365 days x 2	120,000		114,975	
	Programmes activities	78,000	198,000	70,000	
b.2	Utilities: electricity, water and gas		137,100	144,000	
b.3	Food for users, Housemothers		312,000	330,000	
b.4	Repair & maintenance, minor purchases		152,400	150,000	
b.5	Minor stores: cleaning materials, P&S etc		44,400	48,000	
b.6	Administrative expenses				
	Telephone & broadband	26,100		30,000	
	Central administrative support cost	150,000		135,000	
	Cleaning charges	13,200		12,000	
	Audit fee	2,000		2,000	
	Staff check up, recruitment expenses, etc	5,000	196,300	5,000	
b.7	Insurance				
	Insurance: workmen compensation	119,000		119,249	
	Insurance: property, money etc	4,800		4,825	
	Insurance: public liability	5,000	124,000	5,000	
b.8	Medical subsidy (out-patient + hospitalization)		24,000	24,000	
b.9	Transportation and travelling		6,000	8,400	
b.10	Sundries:				
	Dining & kitchen utensils	6600		5,400	
	Bedding & clothings	3600		8,000	
	Medical expenses	4200		7,800	
	Staff development	5000		4,800	
	Others	6223	25,623	7,388	
			1,219,823	1,235,837	411,946
C. Rent & rates based on welfare premises:					
	Rent: \$55 x 280 sq. m. x 12 (SP & RD)		184,800	184,800	
	Government rent:		8,300	8,300	
	Management fee		24,840	25,400	
	Rates:		30,340	31,575	
			248,280	250,075	83,358
	Total expenditure (a)		4,550,000	4,620,000	1,540,000
D. Cost per resident per month based on 95% occupancy					
			14,782	15,010	
		say:	14,800	15,000	

II.	INCOME:					
A.	Fee income			1,306,692	1,320,000	
B.	HKJC Charities Trust grant			1,240,373	1,240,373	
C.	Designated donation to FCH			448,000	650,000	
		(b)		<u>2,995,065</u>	<u>3,210,373</u>	
	Deficit	(c=b-a)		<u>(1,554,935)</u>	<u>(1,409,627)</u>	
III.	Options for fee charging					
				Fee charged	Subsidies from HKJC Charities Trust	Subsidies from FHS fund raising
				HK\$	HK\$	HK\$
A.	Full fee charging on cost recovery : no users			15,000	0	0
				100%		
B.	Fee charges for 23 users at \$4,030 per month			4,030	3,828	7,142
				26.87%	25.52%	47.61%
C.	Fee charges for 2 users at Radiance with \$4,600 per month			4,600	3,828	6,572
				30.67%	25.52%	43.81%
D.	Fee charges for 1 user at Radiance with \$5,000 per month			5,000	3,828	6,172
				33.33%	25.52%	41.15%
E.	Fee charges for 1 user at Radiance with \$6,000 per month			6,000	3,828	5,172
				40.00%	25.52%	34.48%

Remark: The staff cost is based on actual salary of current staff.