

AGEING and LONG-TERM CARE

| National
Policies
in the
Asia-Pacific

The **Asian Development Research Forum (ADRF)** is a development research management / policy research networking group focused on East, Southeast and South Asia, now managed by the Thailand Research Fund (TRF) with major support from the International Development Research Centre (IDRC), Canada. Since the ADRF's establishment in 1997, its focus has been to strengthen Policy Synthesis in three main areas; (1) Ageing Asian Populations; (2) Asian Economic and Financial Governance; and (3) Asian Conflict Management. Its working group manages each main area. In July 2002, the ADRF broadened this focus to include the areas of Policy Synthesis and Community Empowerment in Environmental Management. The ADRF is unique in that it provides an Asian, cross-national (regional) view and is forward-looking.

The **International Development Research Centre (IDRC)** is a public corporation created by the Parliament of Canada in 1970 to help developing countries use science and technology to find practical, long-term solutions to the social, economic, and environmental problems they face. Support is directed towards developing an indigenous research capacity to sustain policies and technologies developing countries need to build healthier, more equitable, and more prosperous societies. IDRC's catalogue of publications is available at <www.idrc.ca/booktique>.

The **Institute of Southeast Asian Studies (ISEAS)**, Singapore, was established as an autonomous organization in 1968. It is a regional research centre for scholars and other specialists concerned with modern Southeast Asia, particularly the many-faceted problems of stability and security, economic development, and political and social change. The Institute's research programmes are the Regional Economic Studies (RES, that includes ASEAN and APEC), Regional Strategic and Political Studies (RSPS), and Regional Social and Cultural Studies (RSCS). ISEAS' catalogue of publications is available at <www.iseas.edu.sg/pub.html>.

AGEING and LONG-TERM CARE

National
Policies
in the
Asia-Pacific

Edited by

David R. Phillips & Alfred C.M. Chan

**Institute of
Southeast Asian Studies**
Singapore

**International Development
Research Centre**
Canada

Published in cooperation with the
Asian Development Research Forum
and the
Thailand Research Fund
Thailand

Published jointly by the
Institute of Southeast Asian Studies
30 Heng Mui Keng Terrace, Pasir Panjang
Singapore 119614
<www.iseas.edu.sg/pub.html>
ISBN 981-230-173-9

and the
International Development Research Centre
PO Box 8500
Ottawa, ON K1G 3H9
Canada
<www.idrc.ca>
ISBN 1-55250-005-5

in cooperation with the
Asian Development Research Forum
<www.adrf.org>

© 2002 Thailand Research Fund
<www.trf.or.th>

ISEAS Library Cataloguing-in-Publication Data

Ageing and long-term care: national policies in the Asia-Pacific / edited by
David R. Phillips and Alfred C.M. Chan.
(Social Issues in Southeast Asia)

1. Ageing—Government policy—Asia.
2. Aged—Care—Asia.
 - I. Phillips, David R. (David Rosser), 1953-
 - II. Chan, Alfred C. M.
 - III. Series.

HQ1064 A9A261

2002

sls2002023106

ISBN 981-230-173-9 (soft cover)

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted, in any form or by any means, electronic, mechanical, photocopying, or otherwise, without the prior permission of the Thailand Research Fund (TRF), the International Development Research Centre (IDRC) and the Institute of Southeast Asian Studies (ISEAS). The views expressed herein are those of the authors and do not necessarily reflect the views of TRF, IDRC or ISEAS. Mention of a proprietary name does not constitute endorsement of the product and is given only for information.

Typeset by International Typesetters Pte. Ltd.
Printed and bound in Singapore by Bestprint Printing Co.

Contents

<i>List of Figures</i>	vii
<i>List of Tables</i>	viii
<i>List of Contributors</i>	xiii
<i>Preface</i>	xv
1. National Policies on Ageing and Long-term Care in the Asia–Pacific: Issues and Challenges <i>David R. Phillips & Alfred C. M. Chan</i>	1
2. Policies on Ageing and Long-term Care in Hong Kong <i>Alfred C. M. Chan & David R. Phillips</i>	23
3. National Policies on Ageing in Korea <i>Sung-Jae Choi</i>	68
4. Ageing in Malaysia: A Review of National Policies and Programmes <i>Ong Fon Sim</i>	107
5. National Policies on Ageing and Long-term Care in Singapore: A Case of Cautious Wisdom? <i>Kalyani K. Mehta</i>	150

6. National Policies on Ageing and Long-term Care Provision for Older Persons in Thailand <i>Sutthichai Jitapunkul, Napaporn Chayovan & Jiraporn Kespichayawattana</i>	181
<i>Bibliography</i>	214
<i>Index</i>	233

List of Figures

Figure 2.1	Hong Kong: Population Projections, 1997–2016	28
Figure 3.1	Korea: Physical Health Status of Older Persons	72
Figure 4.1	Malaysia: A Model of Social Performance Levels Among Older Persons	137
Figure 4.2	Malaysia: A Model of Services Available to Older Persons	138
Figure 5.1	Singapore: Persons Aged 65 and Above as a Percentage of the Total Population	151
Figure 5.2	Singapore: The Concept of Step-Down Care	159
Figure 6.1	Thailand: Number and Percentage of Population Aged 60 Years and Over, 1960–2020	182
Figure 6.2	Thailand: Total, Child and Aged Dependency Ratios, 1950–2050 (per hundred)	183
Figure 6.3	Thailand: Age-Specific Prevalence by Sex of Dementia Among Older Persons	201

List of Tables

Table 1.1	Demographic Characteristics of the Five Countries, 2001	10
Table 2.1	Hong Kong: Growth of the Population Aged 65 and Above, 1971–2016	27
Table 2.2	Hong Kong: Mid-year Population by Age Group	28
Table 2.3	Hong Kong: Expectation of Life at Selected Ages, 1977–2016	29
Table 2.4	Hong Kong: Elderly Dependency Ratios, 1997–2016	29
Table 2.5	Hong Kong: Health Problems of the Elderly Population	49
Table 2.6	Hong Kong: Distribution of Chronic Diseases by Age and Sex (percentages)	50
Table 2.7	Hong Kong: Prevalence of Common Illnesses Among the Older Population	50
Table 2.8	Hong Kong: Living Arrangements of the Population Aged 60 and Above, 2001	53

Table 2.9	Hong Kong: Marital Status of Persons Aged 65 or Above, 1994	53
Table 2.10	Hong Kong: Single Households Living in Poverty or Abject Poverty	53
Table 2.11	Hong Kong: Types of Residential Care Available, 2001	56
Table 2.12	Hong Kong: Provision of Residential Care, 2000	57
Table 2.13	Hong Kong: Waiting Time and Waiting List for Residential Care, 2000	58
Table 2.14	Hong Kong: Provision of Community-based Services, June 2000	59-60
Table 3.1	Korea: Actual and Estimated Life Expectancy at Birth, 1960–2020	69
Table 3.2	Korea: Actual and Estimated Numbers and Proportions of Elderly Population, 1960–2030	70
Table 3.3	Korea: Prevalence Rate of Senile Dementia among Elderly Koreans	72
Table 3.4	Korea: Estimated Proportions of Older Persons Who Need Long-term Care	74
Table 3.5	Korea: Estimated Numbers of Older Persons Who Need Long-term Care	75
Table 3.6	Korea: Long-term Care Service Utilization Rates for Older People under LTC	95

Table 4.1	Malaysia: Persons Aged 60 and Above by Ethnic Group and Residence, 1991, 2000 and 2020	110
Table 4.2	Malaysia: Sex Ratio Among People Aged 60 and Above by Age Group and Ethnic Group, 1970–2020	111
Table 4.3	Malaysia: Older Persons' Marital Status by Sex and Age Group, 1991 and 2000 (percentages)	112
Table 4.4	Malaysia: Education Levels of Older Persons, 1970–2020 (percentages)	113
Table 4.5	Malaysia: Labour Force Participation Rates (LFPR) of Older Persons by Sex and Age Group, 1970, 1980 and 1991	114
Table 4.6	Malaysia: Average Household Size and Rate of Household Types by Stratum, 1980 and 1991	115
Table 4.7	Malaysia: Number of Employees' Provident Fund (EPF) Members, 1995–99	121
Table 4.8	Malaysia: Number and Percentage per Age Group of Older Persons Unable to Perform Activities of Daily Living (ADL)	124
Table 4.9	Malaysia: Number and Percentage per Age Group of Older Persons Who Have Mental Problems	125
Table 4.10	Malaysia: Available Trained Health-Care Personnel for Older Persons	128

Table 4.11	Malaysia: Sources of Payment for Health Care, 1996 (percentages)	130
Table 4.12	Malaysia: Expenditure and Number of Older Persons Receiving Government-Allocation Financial Aid, 1995–99	135
Table 4.13	Malaysia: Recipients of Home-Help Service Provided by the MPKSM, 2000	139
Table 5.1	Singapore: Number and Proportion of Older Persons	151
Table 5.2	Singapore: Percentage Rates of Central Provident Fund (CPF) Contributions for Employers and Employees (January 2001)	157
Table 5.3	Singapore: Changes in Household Structure, 1980–2000	164
Table 5.4	Singapore: Projected Needs for Health Services for Older Persons, 2000–30	171
Table 5.5	Singapore: Education Profile of Persons Aged 65–74, 1995 and Estimates to 2030	177
Table 6.1	Thailand: Characteristics of Elderly Women and Men Indicating a Vulnerable Situation for Elderly Women (percentages)	185
Table 6.2	Thailand: Long-term Disability, Total Disability and Dependency in Self-Care Activities (percentages)	186
Table 6.3	Thailand: Severity of Long-term Disability by Age and Sex (percentages)	186

Table 6.4	Thailand: Life Expectancy and Disability-free Life Expectancy by Age and Sex (percentages)	187
Table 6.5	Thailand: Ratios of Health Expectancy to Life Expectancy by Age and Sex	187
Table 6.6	Thailand: Projected Numbers (and Percentage of Total Elderly Population) of Disabled Older Persons	203
Table 6.7	Thailand: Residential Status of Older Persons by Age and Sex (percentages)	204
Table 6.8	Thailand: Distribution of Homes for Older Persons and the Number (percentage) of Residents by Region	210

List of Contributors

Alfred Chan Cheung-ming

Asia-Pacific Institute of Ageing Studies and
Department of Politics and Sociology
Lingnan University
Hong Kong

Napaporn Chayovan

College of Population Studies
Chulalongkorn University
Bangkok
Thailand

Sung-Jae Choi

Department of Social Welfare
Seoul National University
Seoul
Korea

Sutthichai Jitapunkul

Faculty of Medicine
Chulalongkorn University
Bangkok
Thailand

Jiraporn Kespichayawattana

Faculty of Nursing
Chulalongkorn University
Bangkok
Thailand

Kalyani K. Mehta

Department of Social Work and Psychology
Faculty of Arts and Social Sciences
National University of Singapore
Singapore

Ong Fon Sim

Faculty of Business and Accountancy
University of Malaya
Kuala Lumpur
Malaysia

David R. Phillips

Asia-Pacific Institute of Ageing Studies and
Department of Politics and Sociology
Lingnan University
Hong Kong

Preface

This book is the result of a three-year collaboration under the Asian Development Research Forum's (ADRF) Ageing Research Network. It represents the collaborative efforts of researchers in gerontology in five countries in the Asia-Pacific region, the first stage of a continuing review of national policies on ageing and older persons in the region. The ADRF is a network of researchers based primarily in the Asia-Pacific region and Canada and was established under the auspices of Canada's International Development Research Centre (IDRC) in 1997. A number of meetings have been hosted since 1997 to focus on the various sub-groups' interests, held in Hong Kong, Seoul, Kuala Lumpur, Singapore, the Philippines and Thailand. From 2002 to 2005, the Thailand Research Fund (TRF) is managing the ADRF with major funding support from the IDRC. We wish to warmly acknowledge the IDRC's help and support in all these ventures for the ADRF and the TRF's continuing management of the Forum. The ADRF brings together researchers, policy-makers, research managers, government organizations and NGOs in the region, to focus on interconnected, interdisciplinary research areas of policy relevance to the region and its constituent member states. The forum's overall aim is "to increase the impact of development research in Asia through collaboration, policy innovation and balancing the social, economic and environmental imperatives". Three principal areas of interest have evolved: economic and financial governance, conflict resolution, and the socio-economic and political impacts of ageing. More details may be seen on the ADRF's website <www.adrf.org>.

As editors, we owe a great deal to the promptness of the contributors to this volume and to other members of the ADRF

Ageing Research Network, whose country studies will appear in future publications. In the wider context, we particularly wish to acknowledge the wisdom of Dr Randy Spence, then Regional Director of IDRC in its Singapore office, who founded the ADRF. The Forum's development has continued under the guidance of his successor, Dr Stephen McGurk. Many IDRC staff have been involved and we would like particularly to thank Tan Say-Yin and Martin Bazelwych of the IDRC Singapore Office who have given invaluable input to the administration of the ADRF. Elsewhere, Professor Chia Siow Yue, Director of the Institute of Southeast Asian Studies (ISEAS), deserves special mention for her support of the meeting of the ADRF in June 2001, when the plans for the book were finalized, and for her support for its publication by ISEAS in Singapore. The previous Chair of the ADRF, Professor Sieh Mei-ling of the University of Malaya and her successor as Chair, Dr Vicharn Panich, Special Adviser to the Thailand Research Fund (TRF), have been very supportive of the Forum as a whole and of the Ageing Research Network in particular. Many other people have contributed to the appearance of this volume, including our colleagues in the Asia-Pacific Institute of Ageing Studies, Lingnan University, especially Fanny Fung, Luk Kit-ling and Helen Lau.

In terms of content, this book was written by members of the ADRF's Ageing Research Network, which is coordinated from the Asia-Pacific Institute of Ageing Studies in Lingnan University, Hong Kong. It focuses on five case-study countries, which feature alphabetically in the contents: Hong Kong, Korea, Malaysia, Singapore and Thailand. These countries have a considerable range in population sizes (from Thailand's 63 million to Singapore's 4 million in 2001) and also in geographical area. Nevertheless, they share certain regional and cultural features, especially their philosophies of family support and the value of older persons in society. They are also all facing the similar phenomenon of demographic ageing (whereby populations age gradually, mainly from falling fertility rates and longer expectation of life). The ageing of populations poses challenges to governments, families and societies the world over. This is especially so in certain countries of the Asia-Pacific region, as

Asia has over half of the world's people aged 65 and above (Population Reference Bureau 2001). Many of these people live in countries in the Asia-Pacific area of the Asian region. The book therefore focuses on fundamental questions related to the development, or non-development, of coherent national policies on ageing and the long-term care for older persons. These questions and the major issues to be addressed in the book are outlined in Chapter 1.

As editors, we would also like to give a few notes on the terminology used in the book. First, we refer to the five case studies as "countries", although strictly speaking this applies to only four, as Hong Kong since July 1997 has been a Special Administrative Region (SAR) of the People's Republic of China. Singapore, too, is more generally referred to as a city-state, although it is an independent sovereign entity. Second, we generally refer to "older persons", "senior citizens" or "elderly people", which are today more accepted appropriate terms than "the elderly". We tend to use "the elderly" only when it refers to population segments such as cohorts aged (say) 65 and over, or to legislation or specific titled services in the countries in question.

David R. Phillips and Alfred Chan Cheung-ming
Asia-Pacific Institute of Ageing Studies (APIAS)
Lingnan University
Hong Kong
March 2002

Please visit the following web sites:

APIAS: <www.LN.edu.hk/apias>

Asian Development Research Forum: <www.adrf.org>

Thailand Research Fund: <www.trf.or.th>