

Singapore's Ageing-Related Public Policies

NUS Research on Ageing-Related Policies
23 July 2022



Outline of Presentation

- Overview of Singapore's Ageing story
- How Shall We Sustain Ourselves? Singapore's Age-Related Social Support System
- Paying for Age-Related Policies
- Age-Related Policies: Health, Care, Housing, Retirement Income and Transport





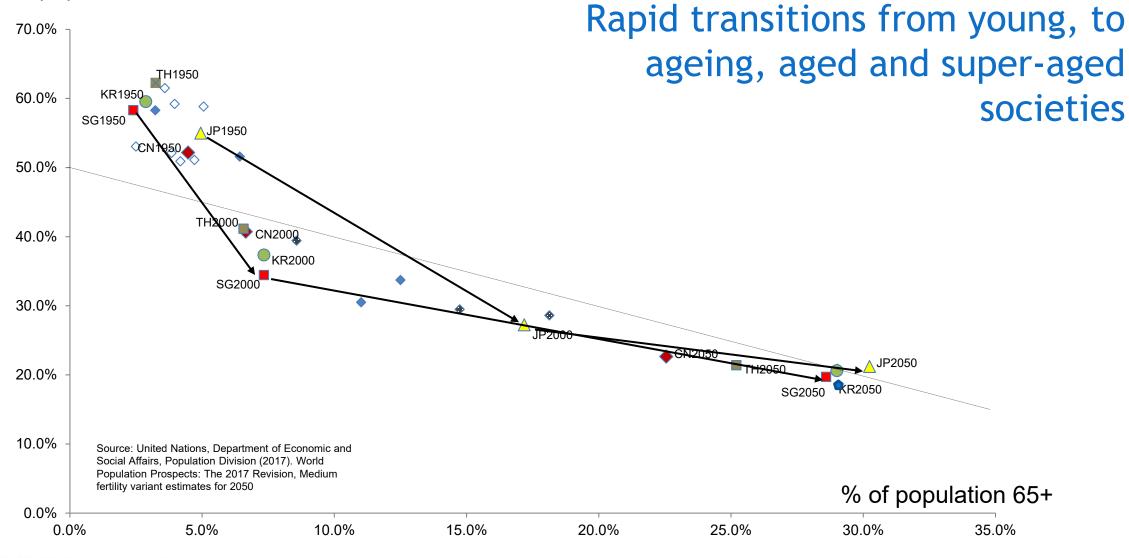
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Overview of Singapore's Ageing Story





% of population below 25

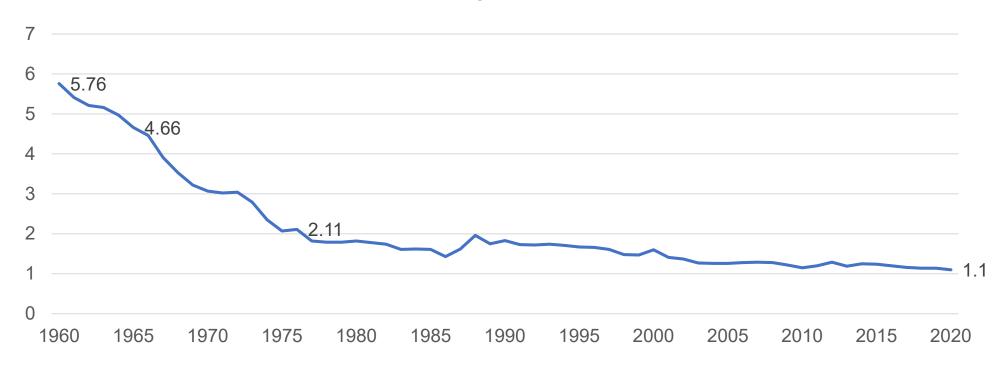






Rapid ageing caused by ultra-low fertility

Total Fertility Rate 1960-2020



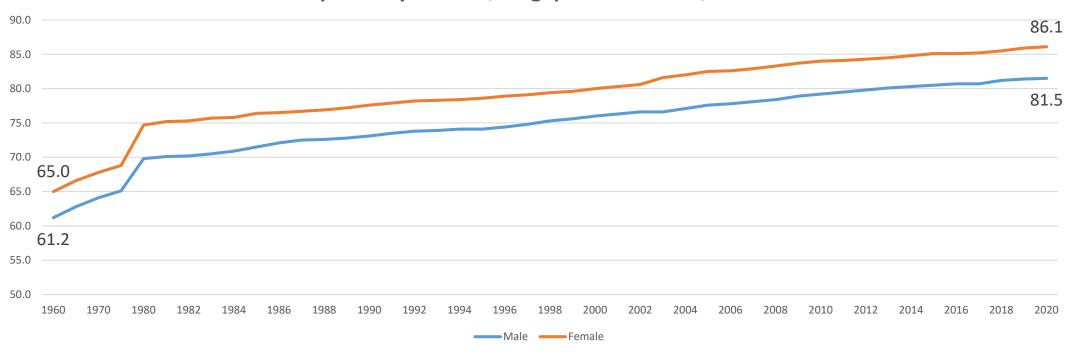






Life expectancy rising 3 years in every decade

Life Expectancy at Birth, Singapore Residents, 1960-2020



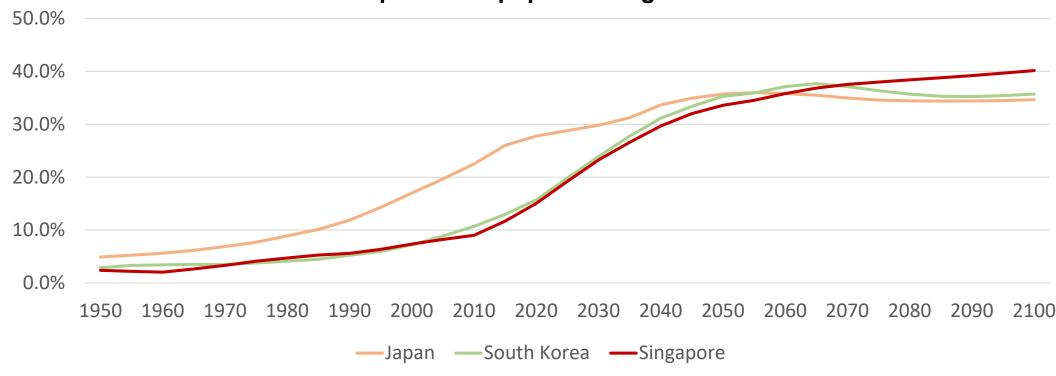
Source: Population Trends 2021, Department of Statistics





Demographic transitions: Rapid ageing

Proportion of population aged 65+



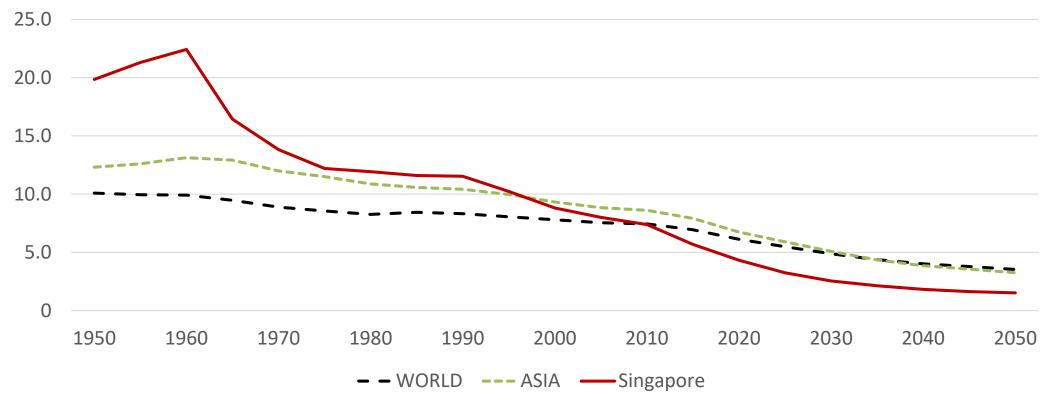




Source: United Nations, Department of Economic and Social Affairs, Population Division (2017). World Population Prospects: The 2017 Revision, Medium fertility variant estimates for 2020-2100

Demographic transitions: Rapid ageing

Potential support ratio (ratio of population 20-64 per population 65+)

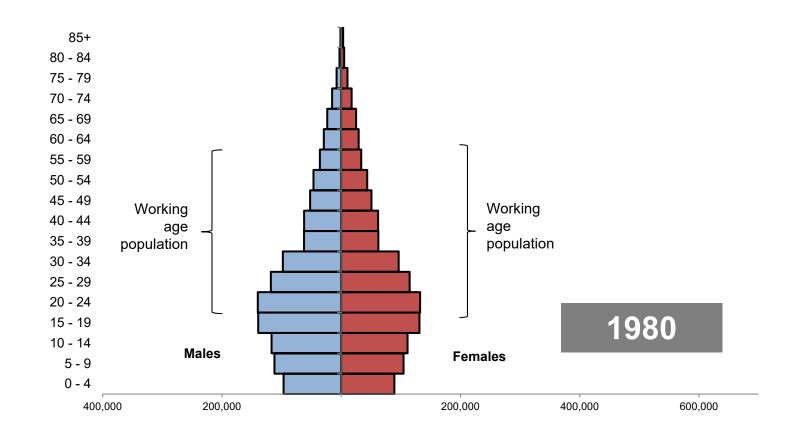






Source: United Nations, Department of Economic and Social Affairs, Population Division (2017). World Population Prospects: The 2017 Revision, Medium fertility variant estimates for 2020-2050

Singapore's Resident Population (1980-2100)

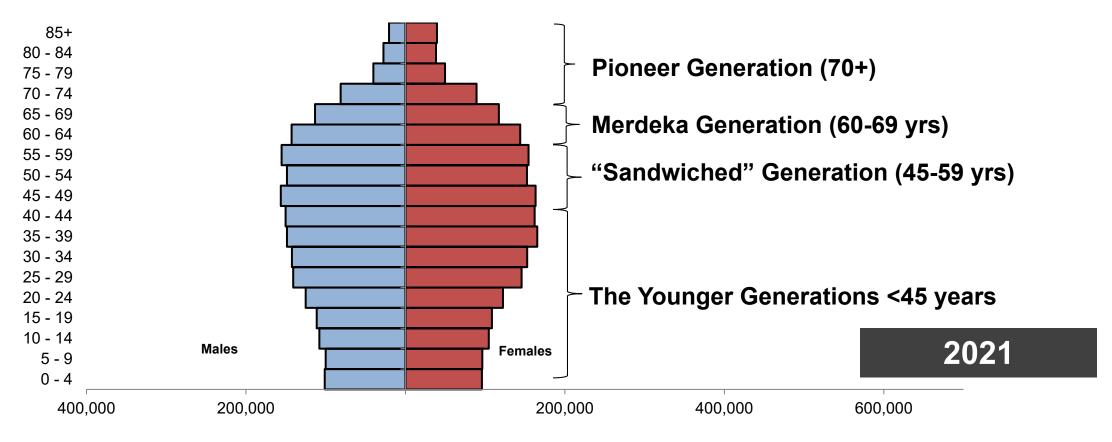






The different generations

Singapore Population age structure, 2021



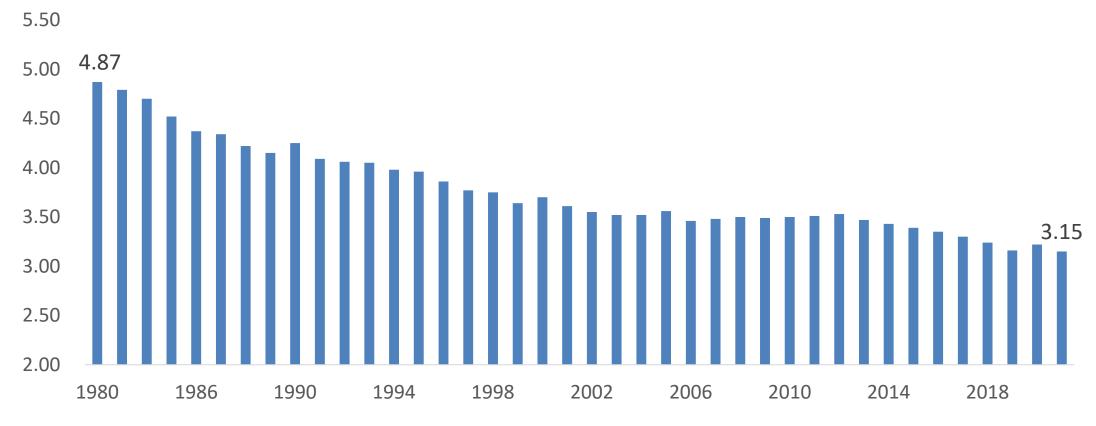




Source: Institute of Policy Studies

Shrinking households, families

Resident Households By Household Size, number of persons



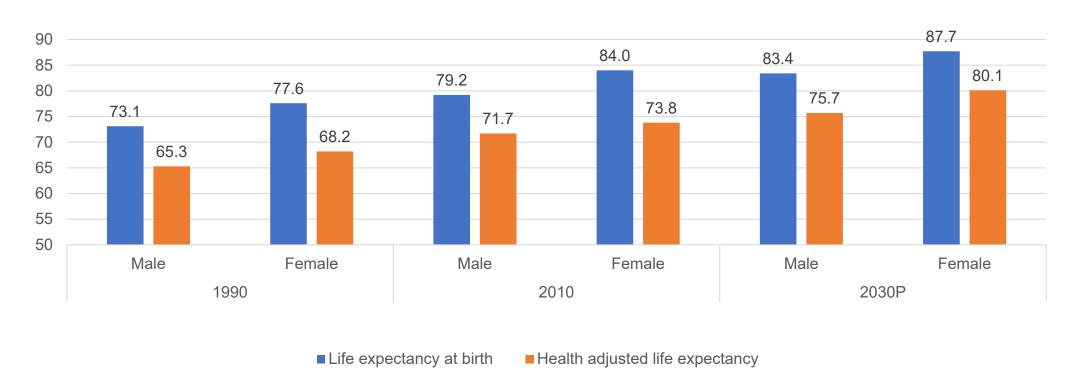




Source: Department of Statistics, Population Trends 2021

Living longer, healthier lives

Life expectancy and health-adjusted life expectancy (1990, 2010 and 2030)

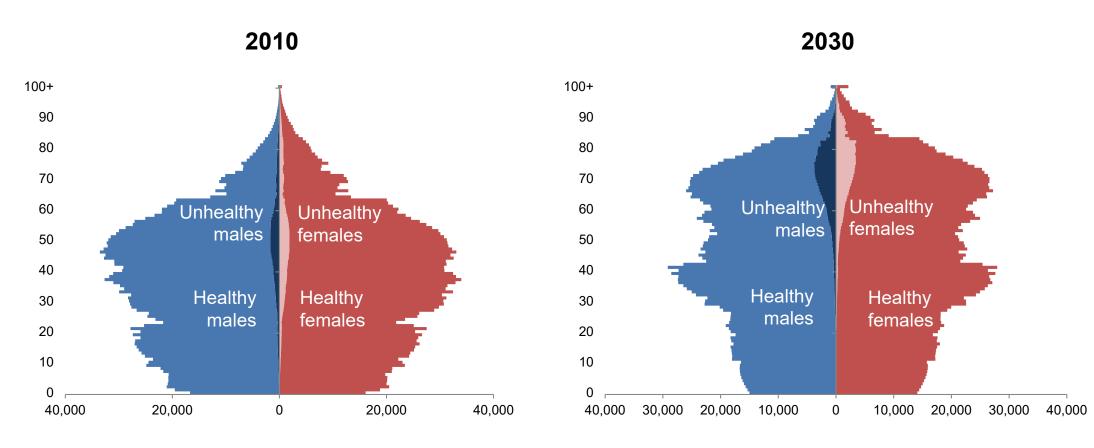


Source: Department of Statistics, Population Trends 2021, Ministry of Health for historical data on HALE, IPS projections for 2030





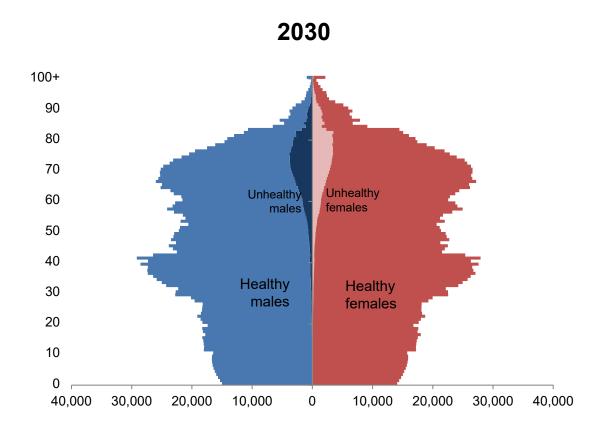
More healthy and unhealthy older persons in the future







More <u>healthy</u> and unhealthy older persons in the future



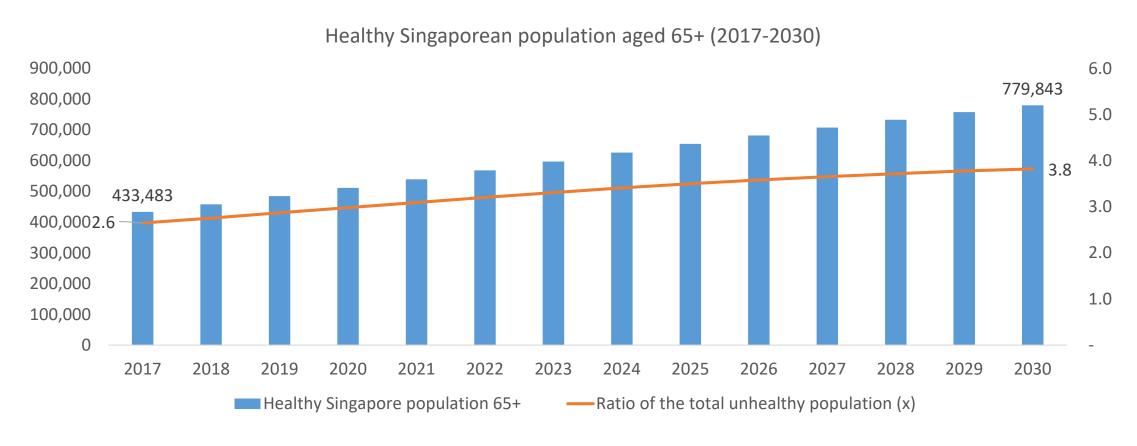
- Tapping on the social capital of a larger pool of healthy older persons
- Older persons in good health are a resource pool adding to the community's helping hands

Source: IPS projections





Many more healthy, productive helping hands







Source: Institute of Policy Studies projections

Longevity dividend: ageing well together







Source: Wikimedia commons

Singapore's Ageing Population Preparedness

- 1980s Report of the Committee on the Problems of the Aged
- 1990s Inter-Ministerial Committee on the Ageing Population (1999)
- 2000s Eldercare Masterplan (AY2001-2005) Report;
 Committee on Ageing Issues report (2006)
- 2016 Action Plan for Successful Ageing





Action Plan For Successful Ageing



Ten Focal Areas:

- 1 EMPLOYABILITY Ageless workplaces, lifelong employability
- 2 LIFELONG LEARNING
 Never too old to go
 back to school
- 3 SENIOR VOLUNTEERISM Helping others, fufilling lives
- 4 HEALTH AND WELLNESS
 Healthy seniors,
 happy seniors
- 5 SOCIAL ENGAGEMENT AND INCLUSION Connecting people of all ages

- 6 AGED CARE SERVICES
 Ageing-in-place,
 remaining independent
- 7 HOUSING Supporting changing needs
- 8 TRANSPORT Re-defining the travel experience
- 9 PUBLIC SPACES Making our urban infrastructure more senior-friendly
- 10 RESEARCH ON AGEING Understanding needs, encouraging innovation





Sustaining, Living and Caring themes







Picture source: mom.gov.sg



Picture source: rikvin.com



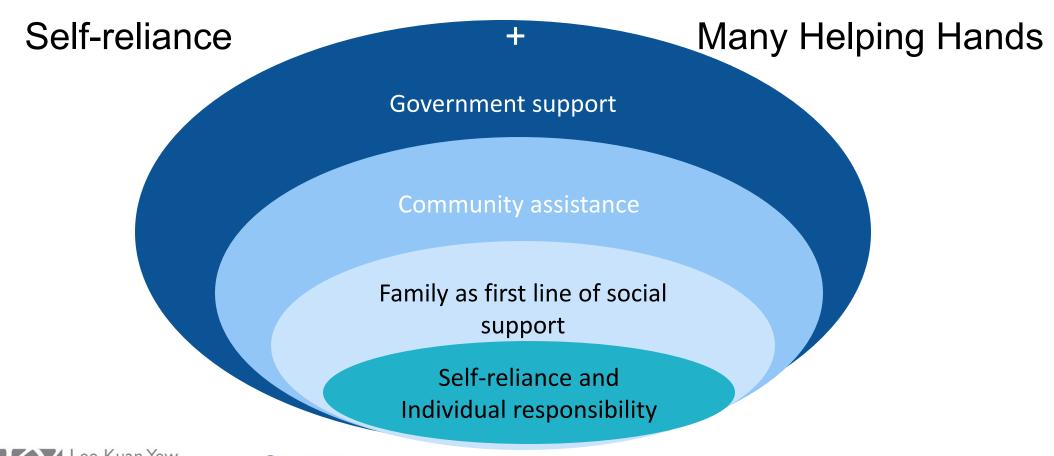
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How Shall We Sustain Ourselves? Singapore's Social Support System





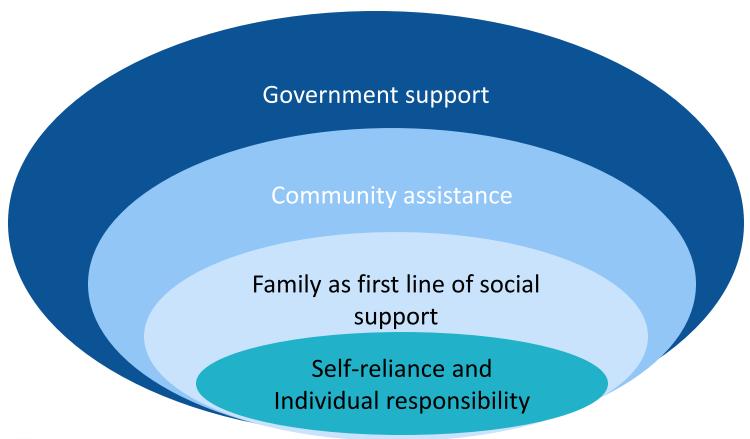
Principles of Singapore's social support system







Principles of Singapore's social support system

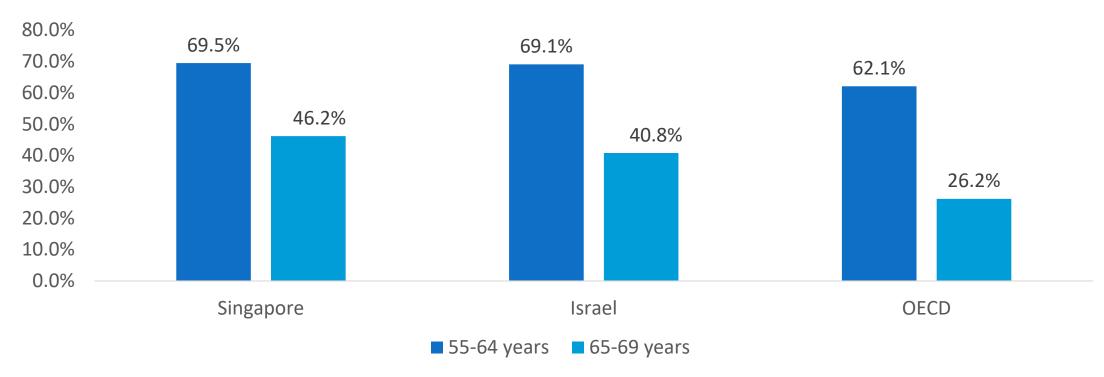






Retaining High Labour Force Participation Rates

Labour Force Participation Rates (55-64 and 65-69 year olds)



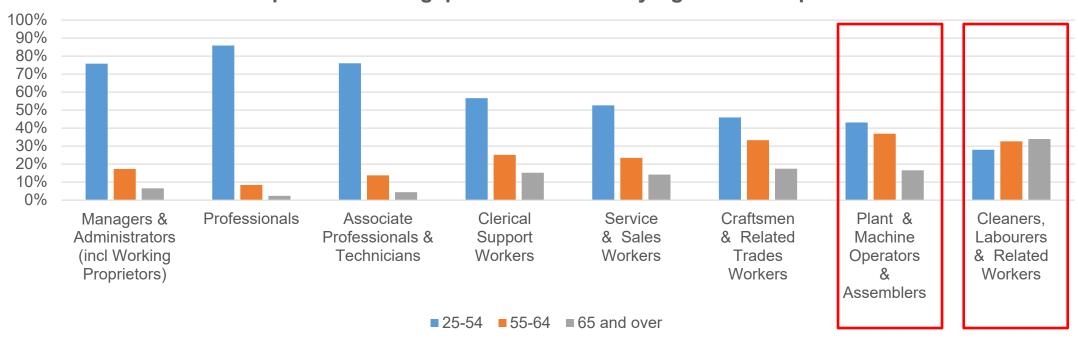




Source: OECD Data 2016, Singapore data from Department of Statistics, and Labour Force Survey 2017

But older workers tend to be in lower skilled occupations

Composition of Singapore's Workforce by Age and Occupation



Source: Ministry of Manpower, Labour Force in Singapore 2021





How shall we sustain ourselves?

Promoting Employability

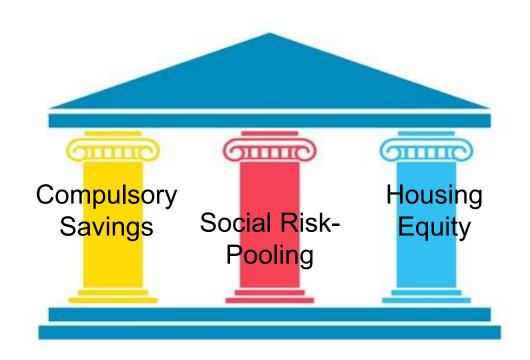


Picture source: yourvoice.asia





Income Security in Old-Age



More flexibility for re-employment

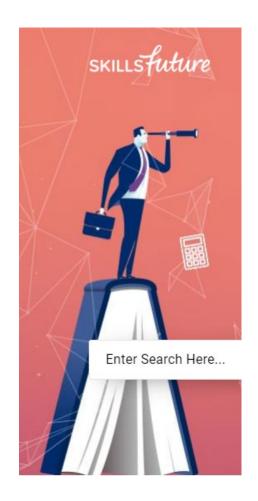
Singapore's retirement and re-employment age thresholds since the 1950s

55 63 65 67 7





Employability: Skills Upgrading



SkillsFuture Scheme

 Raising the resilience of the workforce through a general training fund

Adapt & Grow Scheme

Smoothening the transition of workers into new jobs and industries

Professional Conversion Programme

Helping professionals prepare for new jobs in new industries





Retaining and hiring older workers



Senior Employment Credit

 Employers hiring workers above the age of 55 and earning up to S\$4k receive a wageoffset subsidy

WorkPro



WorkPro Grants

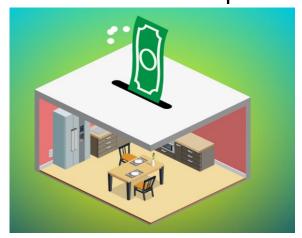
 Grants to facilitate job redesign, flexible work arrangements and adopt best agemanagement practices



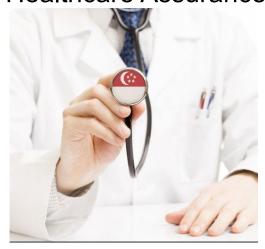


Pillars of Old-Age Social Security

Home Ownership



Healthcare Assurance



Workfare Income Supplement



≤ \$2,000



Income Supplement for bottom 20-30% of elderly





Singapore's savings institution



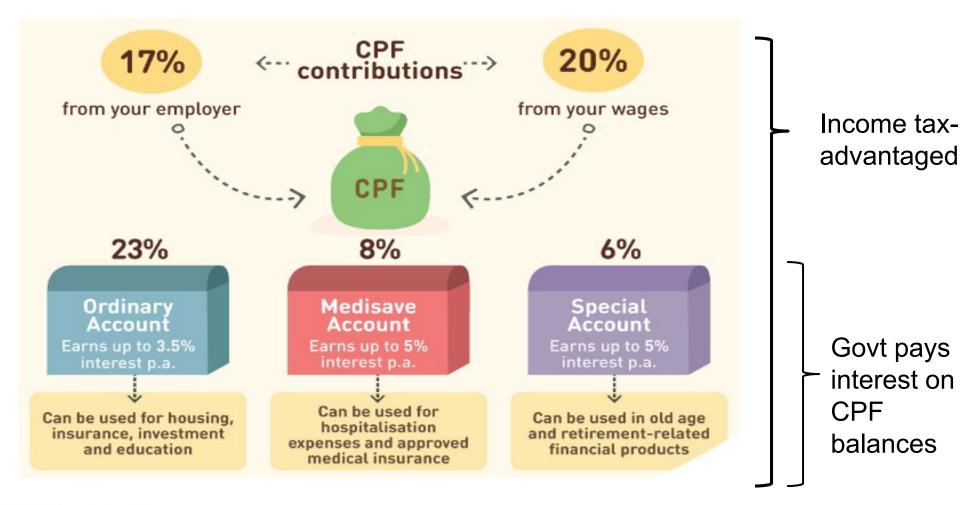
The Central Provident Fund (CPF)

- Underpins how Singaporeans finance:
 - Home ownership
 - Medical bills and healthcare
 - Retirement expenditure





The Central Provident Fund system

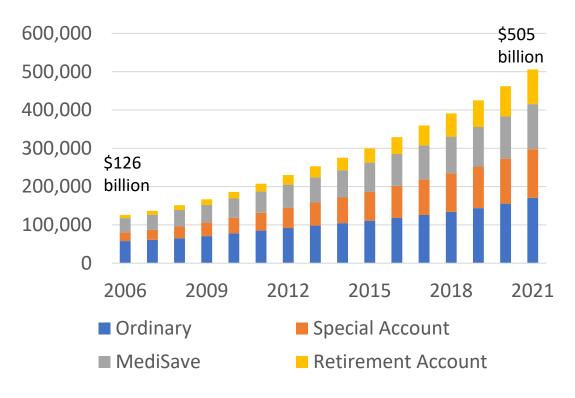




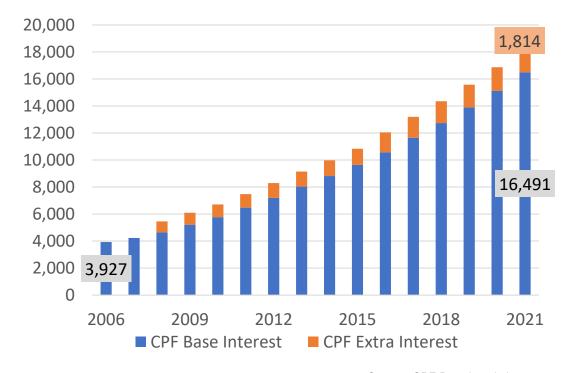


Savings accumulation

CPF Account Balances (\$M)



CPF Base and Extra Interest (\$M)



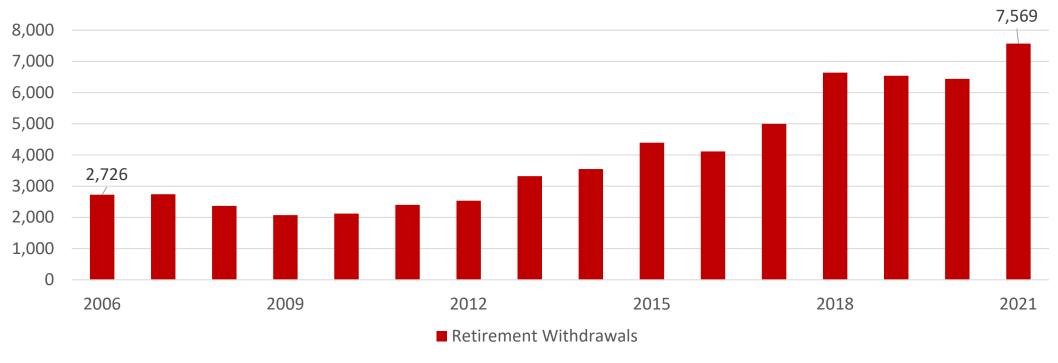
Source: CPF Board statistics





Savings decumulation

CPF Retirement Withdrawals (\$M)

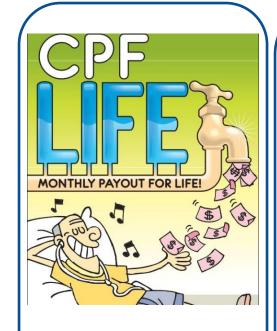




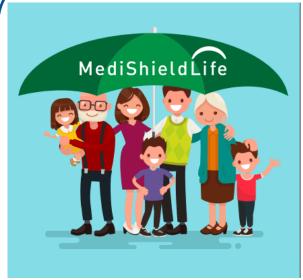




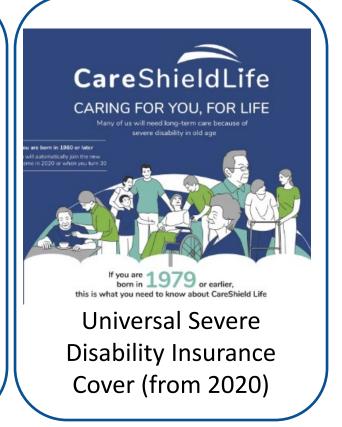
Social Risk Pooling: Retirement, Health and Disability



Retirement income (annuities)



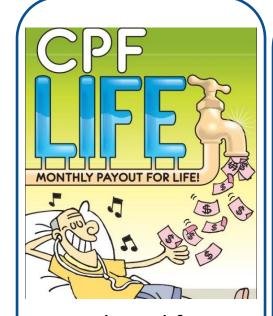
Universal Medical Insurance Cover







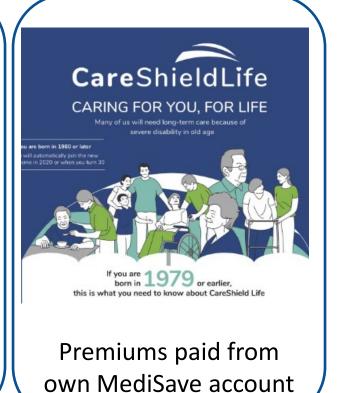
Social Risk Pooling: Retirement, Health and Disability



Purchased from own retirement savings (CPF)



Premiums paid from own MediSave account







Picture source: second beginnings, Lien Foundation



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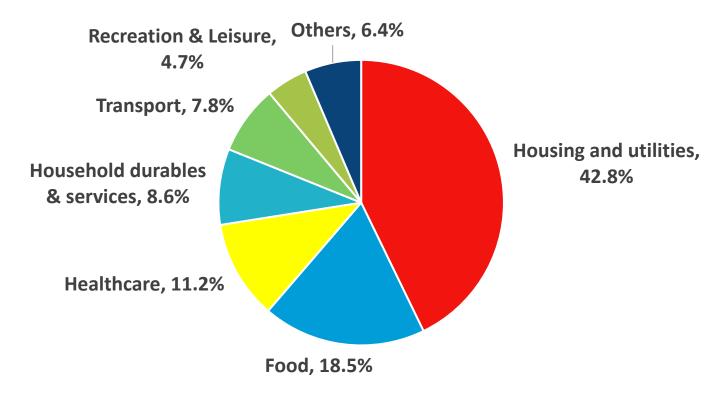
How Shall We Age Successfully?

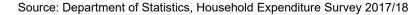




Expenses of retiree households

2018 Consumption basket for Retiree Households









Comparative Long-Term Care Statistics

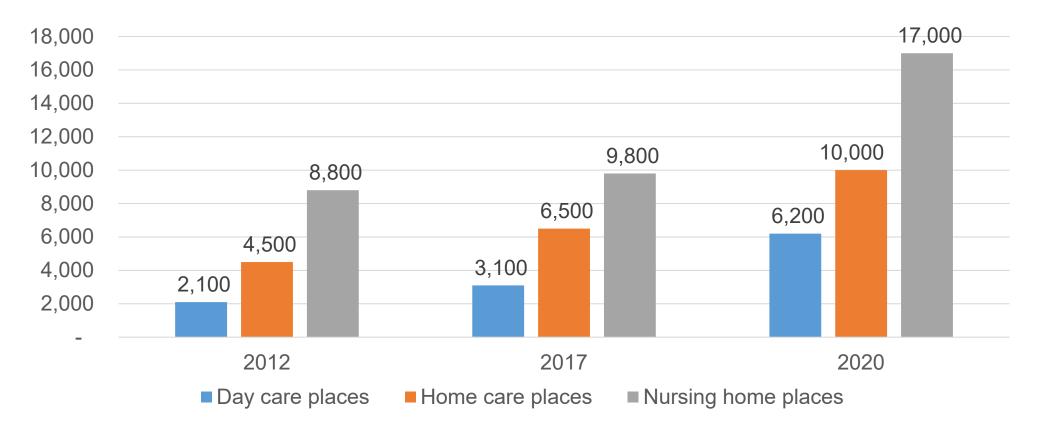
		Singapore	Australia	Japan	Korea
Population	Elderly population (aged 65+) in millions	0.5	3.6	33.1	6.6
	Elderly as % of population	12%	15%	26%	13%
	Total Capacity (beds/places) per 1,000 elderly	51	76	136	72
LTC Capacity	Institutional beds per 1,000 elderly	27	55	24	24
	Non-residential places per 1,000 elderly	24	21	112	48
LTC Workforce	Total LTC workers per 1,000 elderly	40	71	59	33

Note: Singapore data is 2016, other countries are 2015. * Israel data on Institutional beds per 1,000 elderly is 2008 (Brodsky et al, 2010) Source: OECD Health Statistics 2018, United Nations, Department of Economic and Social Affairs, Population Division (2017). World Population Prospects: The 2017 Revision.





Ramping up Long-Term Care capacity







From treating medical episodes to care in the community and at home



Younger population Acute, episodic healthcare needs



- Acute-centric care







Acute care as focus of healthcare delivery



Ageing population Chronic and long-term healthcare needs

- Patient-centric care
- **Primary care as focus** of healthcare delivery
- Greater focus on preventive and longterm care

From treating medical episodes to care in the community and at home



Moving from being tertiary care-centricity to care in the community and at home





Kampung Admiralty: a vision of the future?



Integrated housing for the elderly with a wide range of social, healthcare, communal, commercial, and retail facilities, completed in November 2017.

- 100 apartments for the elderly
- 2-storey medical centre with specialist out-patient care
- Active Ageing Hub, colocated with a childcare centre, dining and retail outlets
- 900-seat food centre





HDB's Community Care Apartments







Community Care Apartments @ Bukit Batok West Avenue 9

Launched in February 2021, designed to offer seniors aged 65+ an affordable housing option integrating senior-friendly features and care services scaled according to their needs.

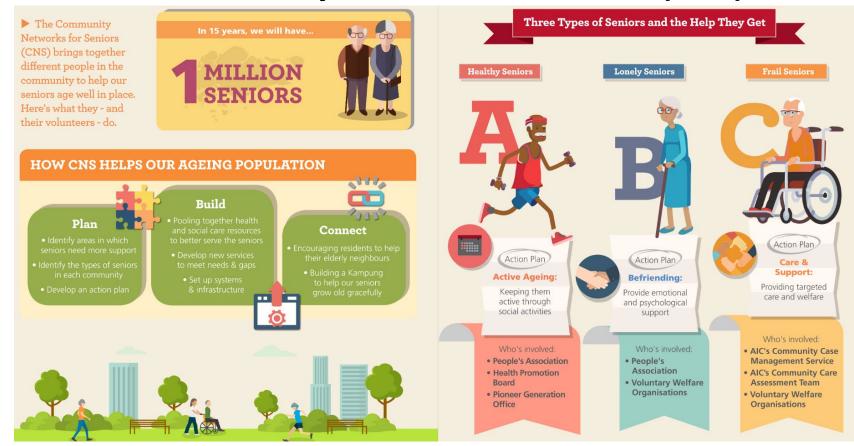




Source: HDB

Care infrastructure in the community

Community Network for Seniors (CNS)







Picture source: shutterstock.com



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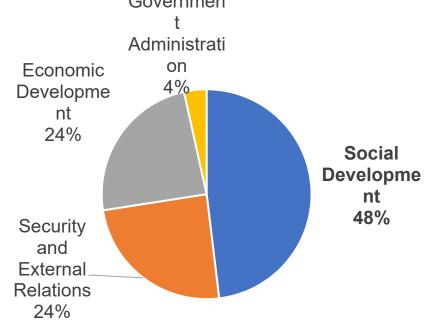
Paying for Age-Related Policies and Programmes



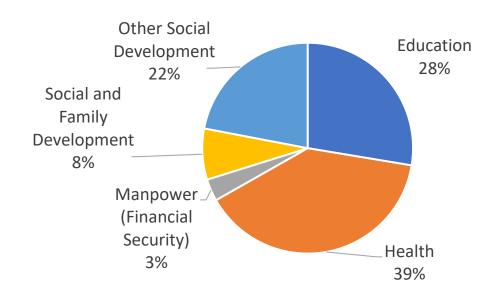


Government Expenditure - Overall

Share of Total Government Expenditure 2022Governmen



Share of Government Social Development Expenditure 2022



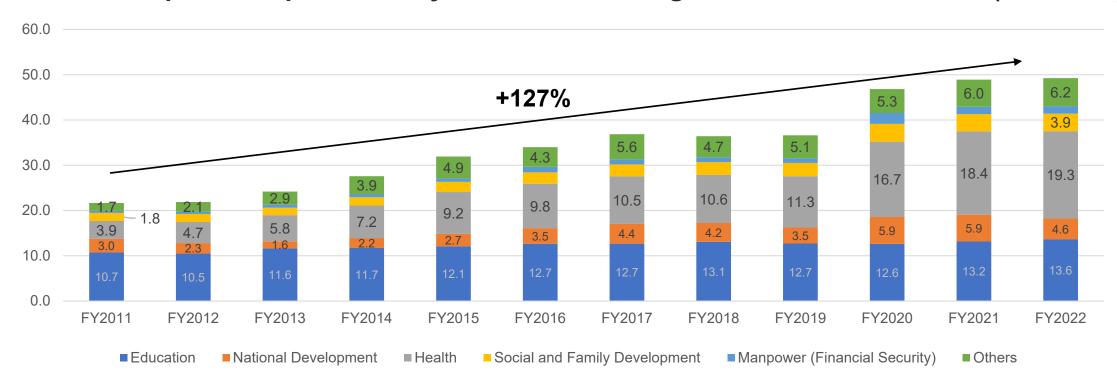




Source: Ministry of Finance, www.singaporebudget.gov.sg

Government Expenditure - Overall

Social Development Expenditure by Government Budgets 2011, 2019 and 2022 (\$ billions)



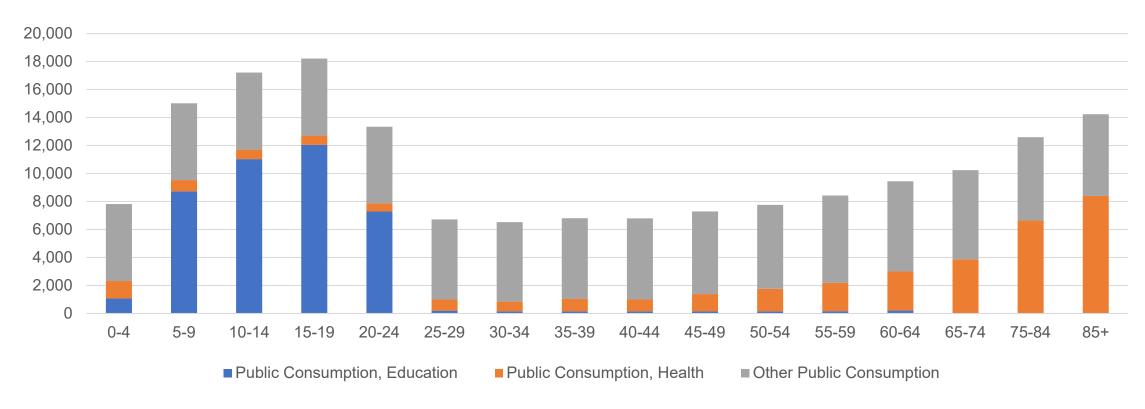




Source: Ministry of Finance, www.singaporebudget.gov.sg

Government Expenditure by Age Group

Public Consumption (Expenditure) per capita by age group, 2013 (\$)



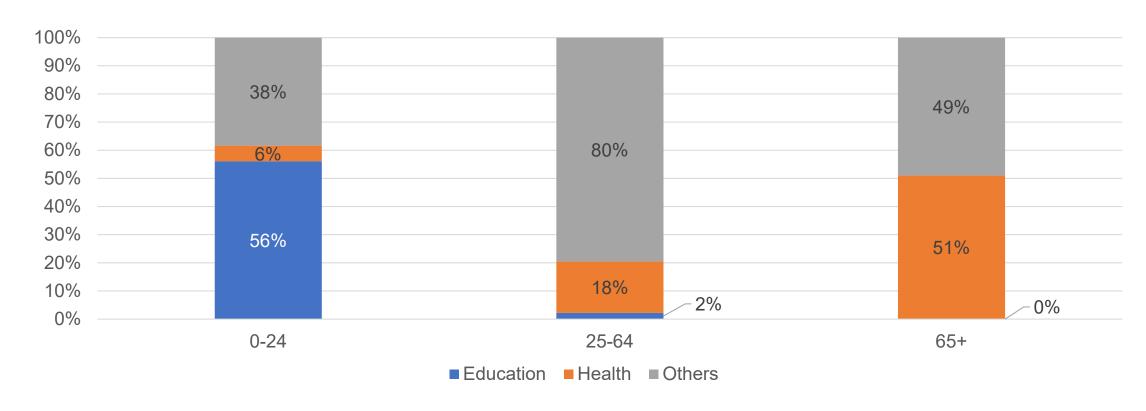




Source: Institute of Policy Studies, NTA 2013 project

Government Expenditure by Age Group

Public Consumption (Expenditure) per capita by age group, 2013 (%)



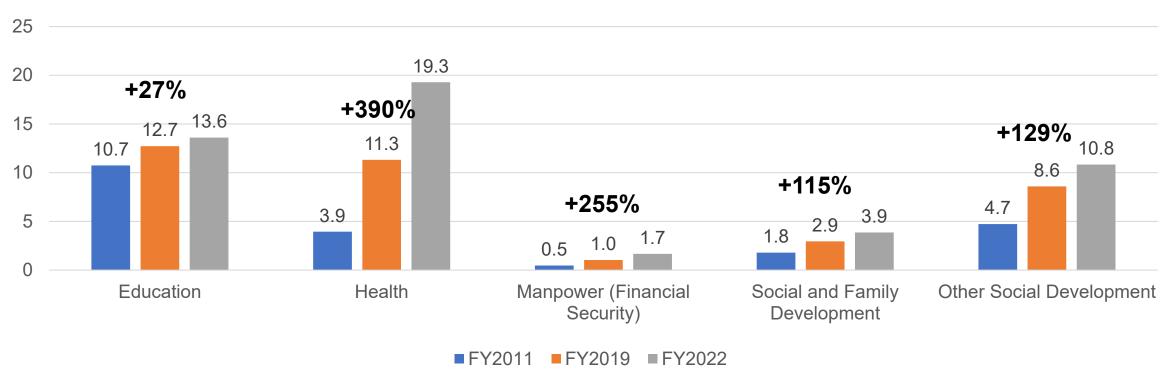




Source: Institute of Policy Studies, NTA 2013 project

Government Expenditure on Ageing-Related Policies

Social Development Expenditure by Government Budgets 2011, 2019 and 2022 (\$ billions)







Source: Ministry of Finance, www.singaporebudget.gov.sg



AGE-RELATED POLICIES

Policy Domains:



HEALTH



CARE



HOUSING



RETIREMENT INCOME





POLICY	ELIGIBILITY	BENEFITS	COST
Pioneer Generation Package	Citizens born before 31 Dec 1949 OR Obtained citizenship before 31 Dec 1986	\$150-250 cash per monthSubsidies for outpatient careMediSave top-upsDisability Assistance	\$9 billion (2014)
Merdeka Generation Package	Citizens born from 1 Jan 1950 to 31 Dec 1959	 Passion Silver Card Top-Up Subsidies for outpatient care MediSave top-ups MediShield Life premium subsidies 	\$8 billion (2019)
Community Health Assist Scheme (CHAS)	Tiered according to per capita household monthly income or Annual Value of home	Medical subsidies at CHAS approved clinics and hospitals	\$5.1 billion (2019)
MediShield Life (MSHL) Premium	All Singaporeans and Permanent Residents	Insurance policy that pays for large hospital bills and selected costly outpatient treatments (i.e. dialysis/chemotherapy)	\$2.2 billion (2021) to subsidise middle and lower income individuals



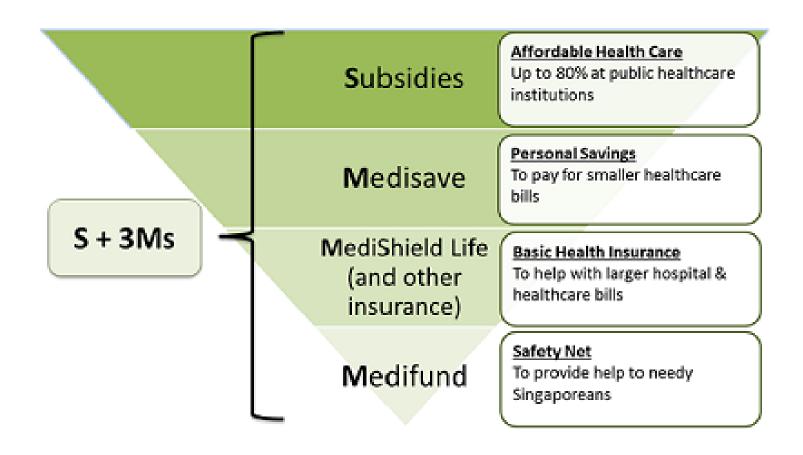
CARE

POLICY	ELIGIBILITY	BENEFITS	COST
Enhancement for Active Seniors (EASE)	Households with someone >65 OR someone between 60-64 who needs help with Activities of Daily Living	Subsidised installation of slip resistant floor, grab bars or ramps	No information
Caregivers Training Grant	Care recipient >65 or certified to have a disability	\$200 subsidies for training courses to care for the physical and emotional needs of care recipient	No information
Those who need help to around, and have no car or whose caregiver is un provide support because own health and phys condition		Transportation and/or someone to accompany clients to travel to and from their homes for medical appointments and treatments	No information
Home Caregiving Grant	Household income of <\$2800 Individual requires assistance of at least 3 of 6 Activities of Daily Living	Cash payout of \$200 to defray costs of caregiving	No information
Foreign Domestic Worker Levy Concession for Aged Persons and Persons with Disabilities	Hires foreign domestic worker Individual aged > 67 or requires assistance with at least 1 of 6 Activities of Daily Living	Lowers foreign domestic worker levy from \$300 to \$60 per month	No information

HEALTH AND CARE

PROJECTS	COST
Subsidised medical and aged care services	\$8.3 billion (43% of 2022 healthcare budget)
Taman Jurong Nursing Home	\$4.8 million (2022) Total projected cost: \$54 million
Ang Mo Kio Nursing Home	\$0.2 million (2022)
	Total projected cost: \$36 million
Senja Polyclinic, Senior Care and Nursing	\$2.3 million (2022)
Homes	Total projected cost: \$86 million

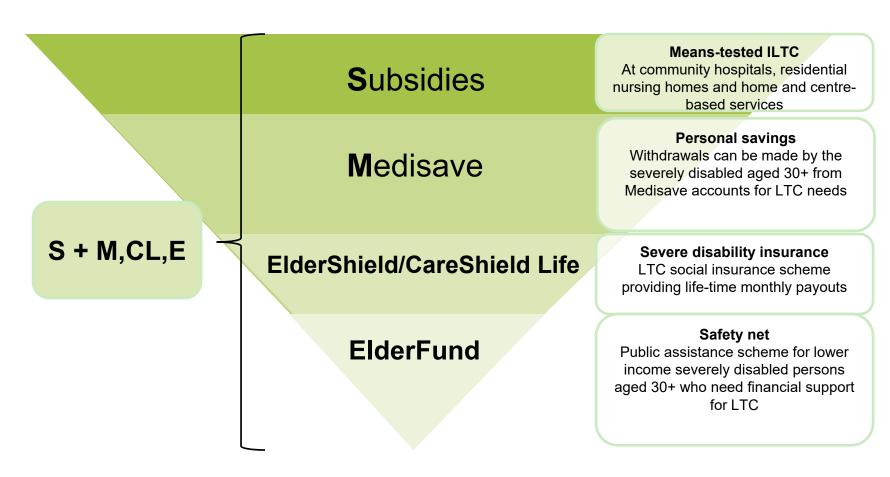
Healthcare financing







Long-term care also organised on a S+3M funding model







Co-payments are a major feature in the social care system

Estimation of proportion of LTC cost (after subsidy deduction) on household per capita income

	Low		Afforda	bility		→ High
	Resident	tial Home	Communi	ty Hospital	Community I	Health Center
Household per capita monthly income	Subsidy level	Proportion of Cost on income (after subsidy deduction)	Subsidy level	Proportion of Cost on income (after subsidy deduction)	Subsidy level	Proportion of Cost on income (after subsidy deduction)
\$0 - \$700	75%	43%	75%	30%	80%	18%
\$701 - \$1,100	60%	53%	60%	37%	75%	18%
\$1,101 - \$1,600	50%	44%	50%	31%	60%	19%
\$1,601 - \$1,800	40%	42%	45%	32%	50%	19%
\$1,801 - \$2,600	20%	44%	40%	27%	30%	27%
Above \$2,601	0%	37%	20%	24%	0%	14%





Source: Gove, Loo and Soontornwipart, 2016

Minding the Generational Gap

- Large cohort disparities in savings accumulation, especially for medical expenditure
- Two generational packages announced to help (in part) with health and medical costs
- Pioneer Generation Package (2016, announced 2013)
- Merdeka Generation Package (2019, announced 2018)





Pioneer Generation Package



- S\$8.27bn endowment fund established in Budget 2014
- Singaporean citizens born on or before 31 December



Outpatient Care

Pioneers will receive additional subsidies on top of existing subsidised services and medication at polyclinics & Specialist Outpatient Clinics.

Enjoy subsidies at participating GP and dental clinics under CHAS.



Medisave Top-ups

Pioneers will receive Medisave top-ups in their Medisave Accounts annually for life.



Disability Assistance

Cash of \$1,200 a year for those with moderate to severe functional disabilities under the Pioneer Generation Disability Assistance Scheme.



MediShield Life

Support for all Pioneers' MediShield Life Premiums with special premium subsidies and Medisave top-ups.

All Pioneers will pay less premiums for MediShield Life than Medishield.



CareShield Life

Additional \$1,500 participation incentive for Pioneers who join CareShield Life when it becomes available to them in 2021. This will be spread over ten years and used to offset annual CareShield Life premiums.





Merdeka Generation Package



S\$6.1bn endowment fund established in Budget 2019

Singaporean citizens born from 1 January 1950 to 31 December

1959, ha

 As well became receive



Benefit #2







ber 1996 ion and not

PAssion Silver Card Top-up

Benefit #1

 A one-off \$100 top-up for your
 \$200 top-up every July, from PAssion Silver Card

Annual MediSave Top-ups

2019 to 2023

Additional Subsidies for Outpatient Care

- Special CHAS subsidies at CHAS GP and dental clinics, which are higher than CHAS Blue subsidies
- Additional 25% off subsidised bill at polyclinics and Public Specialist Outpatient Clinics

Additional CareShield Life **Participation**

 Additional \$1,500 participation incentive if you sign up for CareShield Life when it becomes available from 2021

Incentive

Additional MediShield Life **Premium Subsidies**

· Additional 5% subsidy for your annual premiums, increasing to 10% after you turn 75 years





PGP and MGP are endowment funds specific to defined cohorts

- Pre-funding of some medical and long-term care financing needs for specifically defined cohorts
- Not permanent schemes to which future cohorts are entitled
- PGP payouts estimated at S\$560 million in fiscal year to March 2018 (IPS estimates)

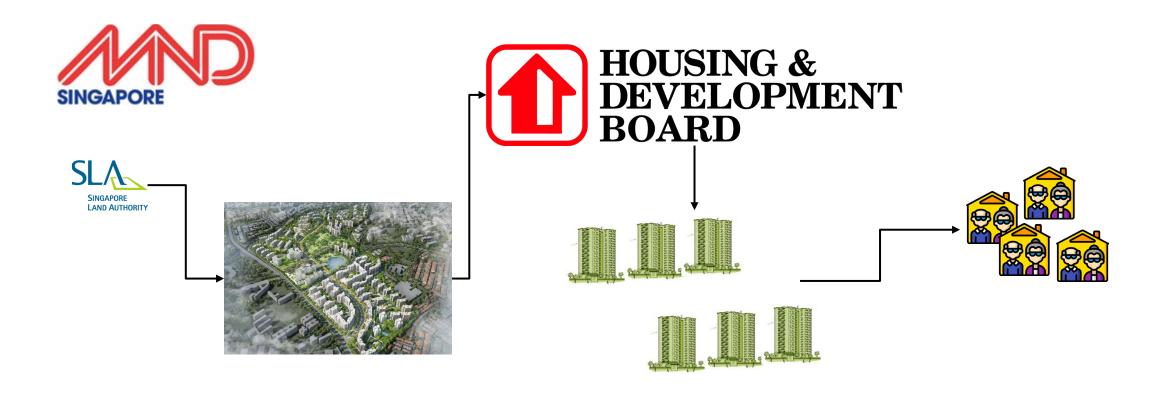






POLICY	ELIGIBILITY	BENEFITS	COST
Shelters and Senior Group Homes	Aged >60 and fit for independent community living	Rental flats with community- based services	No information
Lease Buy Back	Aged >65 with gross monthly household income <\$14,000 HDB lease of at least 20 years remaining Aged ≥45 and affected by the Selective En Bloc Redevelopment Scheme (SERS)	 Monetise flat to top-up CPF Retirement Account (RA) in CPF Life while still able to live in current flat Able to purchase a replacement flat with only a 50-year lease 	No information
Silver Housing Bonus	Aged >55 with gross monthly household income <\$14,000 Buying a 3-room or smaller HDB and join CPF LIFE	 Receive lifelong monthly income through CPF LIFE Able to keep balance proceeds after CPF top-up 	No information

Public Housing Development Financing







Source: Institute of Policy Studies, NTA 2013 project

Public Housing Development Financing



Sale proceeds

Cost of sales before net increase in provision fo foreseeable loss

Gross loss on sales

Net increase in provision for foreseeable loss

Gross loss after net increase in provision for foreseeable loss

Income
Finance expenses
Operating expenses
Other expenses

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2010/2020

				2020/2021			2019/2020	
1				Other			Other	
		<u>Notes</u>	Housing \$'000	Activities \$'000	*7000	Housing \$'000	$\frac{Activities}{\$'000}$	*7000
	Sale proceeds	26	2,772,566	0	2,772,566	3,449,872	0	3,449,872
)) 	Cost of sales before net increase in provision for foreseeable loss	22	(3,130,578)	0	(3,130,578)	(4,173,993)	0	(4,173,993)
	Gross loss on sales	26	(358,012)	0	(358,012)	(724,121)	0	(724,121)
	Net increase in provision for foreseeable loss	22	(712,450)	0	(712,450)	(818,340)	0	(818,340)
	Gross loss after net increase in provision for foreseeable loss		(1,070,462)	0	(1,070,462)	(1,542,461)	0	(1,542,461)

2020/2021

The accompanying accounting policies and explanatory notes form an integral part of the financial statements.

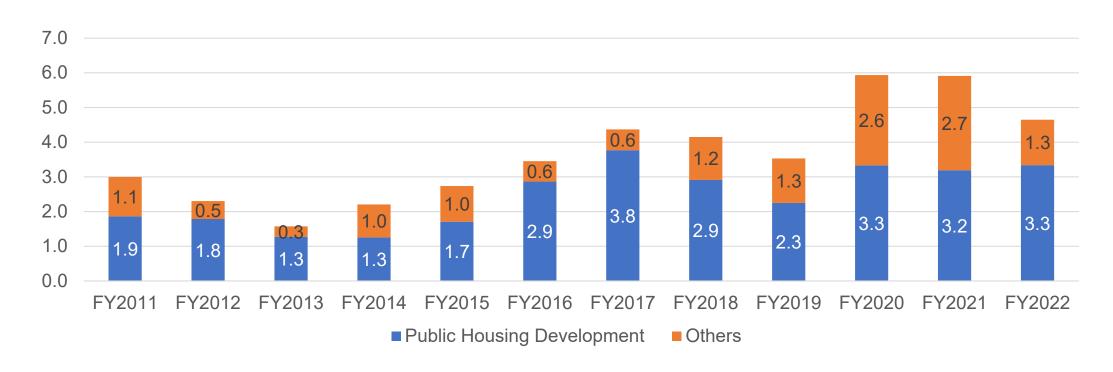




Source: HDB Annual Report 2021

Public Expenditure on Public Housing

Ministry of National Development Budget, 2011-2022 (\$ billions)

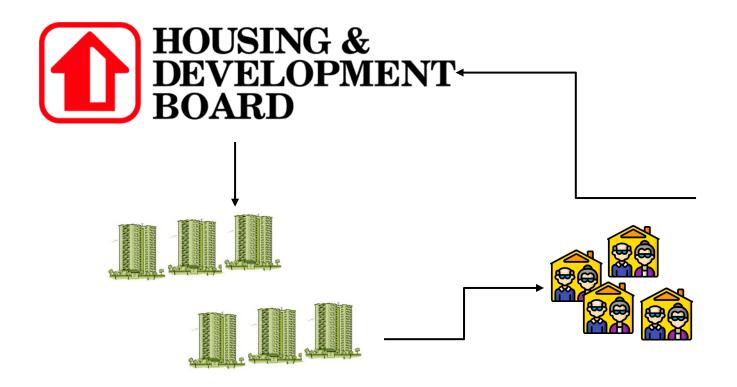


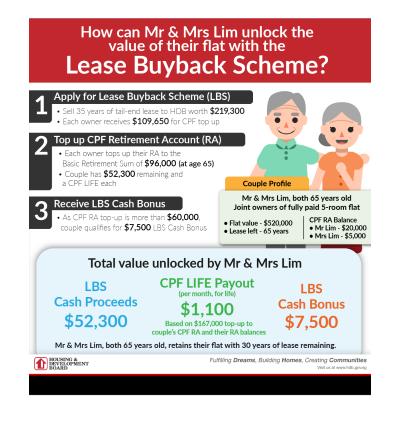




Source: Ministry of Finance Budget Archives

Lease Buy Back (LBS) for Public Housing





Source: https://www.hdb.gov.sg/cs/infoweb/residential/living-in-an-hdb-flat/for-our-seniors/monetising-your-flat-for-retirement/lease-buyback-scheme/how-it-works





LBS example

Step 1. Applies for Lease Buyback Scheme (LBS)

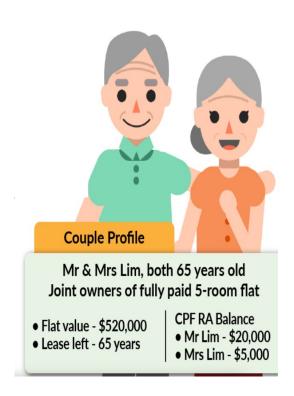
• Sells 35 years of tail-end lease back to HDB for \$219,300

Step 2. Applies for Lease Buyback Scheme (LBS)

- Mr and Mrs Lim each receives \$109,650 in a top-up to their CPF Retirement Account (RA)
- They each top up their RA to the Basic Retirement Sum of \$96,000, and will have \$52,300 over and above unlocked from their home equity (LBS cash proceeds)

Step 3. Receive LBS Cash Bonus

• As CPF Top-up is more than \$60,000, the couple qualifies to receive a \$7,500 LBS Cash Bonus.



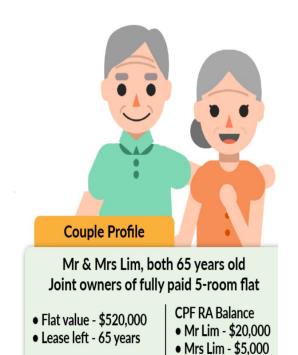
Source:

https://www.hdb.gov.sg/cs/infoweb/residential/living-in-an-hdb-flat/for-our-seniors/monetising-your-flat-for-retirement/lease-buyback-scheme/how-it-works





LBS example



Total value unlocked by Mr & Mrs Lim

LBS
Cash Proceeds

\$52,300

CPF LIFE Payout (per month, for life)

\$1,100

Based on \$167,000 top-up to couple's CPF RA and their RA balances

LBS

Cash Bonus

\$7,500

Mr & Mrs Lim, both 65 years old, retains their flat with 30 years of lease remaining.

Source:

https://www.hdb.gov.sg/cs/infoweb/residential/living-in-an-hdb-flat/for-our-seniors/monetising-your-flat-for-retirement/lease-buyback-scheme/how-it-works





Silver Housing Bonus Example

Mr and Mrs A are selling their 5-room flat in Yishun (bought from HDB) and are buying a 2-room Flexi BTO flat in Sembawang. Based on their proceeds, they are required to top up \$60,000 to their CPF RA. They will receive Silver Housing Bonus of \$30,000.

Selling price of existing property	\$470,000
Less	
Outstanding loan on existing property	\$100,000
Purchase price of next flat	\$141,000
Resale levy	\$45,000
Proceeds	\$184,000
Top-up required to be eligible for SHB	\$60,000
Silver Housing Bonus (Cash)	\$30,000





Source: https://www.hdb.gov.sg/residential/living-in-an-hdb-flat/for-our-seniors/monetising-your-flat-for-retirement/silver-housing-bonus



INCOME AND RETIREMENT ADEQUACY

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	POLICY	ELIGIBILITY	BENEFITS	COST
	Silver Support Scheme Aged >65, living in 5-room HDB flat or smaller; CPF less than \$140,000 by 55		Tiered quarterly payouts	\$620 million (2021)
	ComCare Assistance Scheme	< \$1,900 per capita household income and unable to support their aged parents	 Tiered cash assistance (based on household size) Additional assistance for other expenses including medical bills, hygiene consumables 	\$151 million (2019)
•	CPF Matched Retirement Savings Scheme	Aged 55 to 70 and average monthly income <\$4000; Retirement account savings less than Basic Retirement Sum (BRS)	Dollar-for-dollar matching grant for top- ups in Retirement Account of \$600	No information
`	Norkfare Income Supplement	Aged >35, with a gross monthly income of <\$2,300 Resides in a property <\$13,000	 Cash supplement of \$1,500 per month CPF top-ups 	No information



INCOME AND RETIREMENT ADEQUACY

		``\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\	
POLICY	ELIGIBILITY	BENEFITS	COST
Senior Employment Credit Scheme (SEC)	Employers hiring older workers or persons with disability	Provides wage offsets to employers	\$100 million
Senior Worker Early Adopter Grant and Part-time Reemployment Grant	Any company registered in Singapore, with at least 1 senior worker aged 60 and above	 \$125,000 for employers to raise both their internal retirement and re-employment ages by 3 years above minimum statutory 	No information

More flexibility for re-employment

Singapore's retirement and re-employment age thresholds since the 1950s

55 63

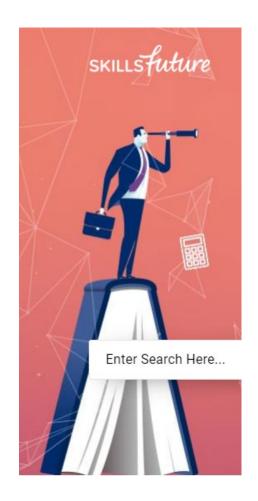
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72?





Employability: Skills Upgrading



SkillsFuture Scheme

 Raising the resilience of the workforce through a general training fund

Adapt & Grow Scheme

Smoothening the transition of workers into new jobs and industries

Professional Conversion Programme

Helping professionals prepare for new jobs in new industries





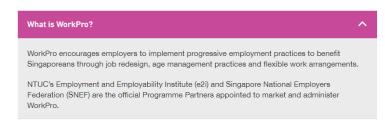
Retaining and hiring older workers



Senior Employment Credit

 Employers hiring workers above the age of 55 and earning up to S\$4k receive a wageoffset subsidy

WorkPro



WorkPro Grants

 Grants to facilitate job redesign, flexible work arrangements and adopt best agemanagement practices





Silver Support Scheme Example



LOW LIFETIME WAGES

Total CPF contributions* of not more than \$140,000 by age 55. Self-employed persons should also have an average annual net trade income of not more than \$27,600 when they were between the ages of 45 and 54; and



HOUSING TYPE

Live in a 1- to 5-room HDB flat; and do not own, or have a spouse who owns, a 5-room or larger HDB flat or private property or multiple properties; and



LOW HOUSEHOLD SUPPORT

Live in a household with a monthly income per person of not more than \$1,800.

	Payout Per Quarter			
HDB flat type	Household earns ≤\$1,300 per person	Household earns \$1,301-\$1,800 per person		
1- and 2-Room	\$900	\$450		
3-Room	\$720	\$360		
4-Room	\$540	\$270		
5-Room*	\$360^	\$180		

*Live in and do not own a 5-room HDB flat

^All Singaporeans aged 65 and above who are ComCare Long Term Assistance (LTA) recipients will receive a Silver Support payout of \$360 per quarter, regardless of their flat type.

There is no need to apply for SS. The CPF Board will automatically review each senior's eligibility for SS every year.



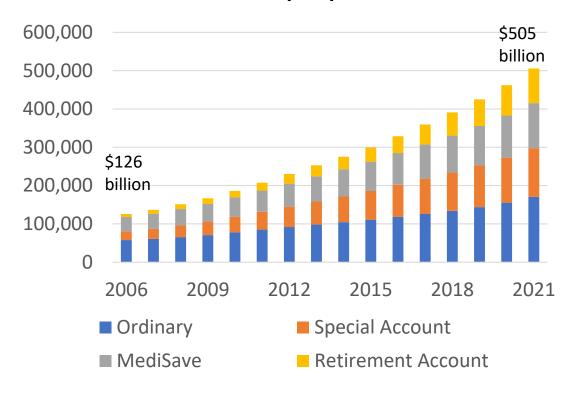


The Central Provident Fund system

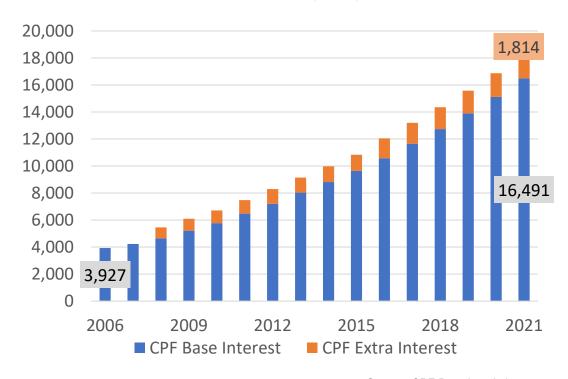


Savings accumulation

CPF Account Balances (\$M)



CPF Base and Extra Interest (\$M)



Source: CPF Board statistics



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POLICY	ELIGIBILITY	BENEFITS	COST
Senior Citizens Concession	Citizen or PR aged >60	Concessionary fares on basic train and bus services	No information
Medical Escort and Transport	Those who need help to move around, and have no caregiver, or whose caregiver is unable to provide support because of their own health and physical condition	Transportation and/or someone to accompany clients to travel to and from their homes for medical appointments and treatments	\$50 million (2013)



END

Please contact Mr Christopher Gee at christopher.gee@nus.edu.sg or 6601-1418 if you have any questions.

