

**For discussion  
on**

**EC(1999-2000)xx**

**ITEM FOR ESTABLISHMENT SUBCOMMITTEE  
OF FINANCE COMMITTEE**

**HEAD 92 – DEPARTMENT OF JUSTICE  
Subhead 001 Salaries**

Members are invited to recommend to Finance Committee the creation of the following permanent post in the Legal Policy Division of the Department of Justice with effect from 1 March 2000 -

1 Deputy Principal Government Counsel  
(DL2) (\$116,650 – \$123,850)

**PROBLEM**

The existing supernumerary post of Deputy Principal Government Counsel (DPGC) (DL2) created to head the Basic Law Unit in the Legal Policy Division of the Department of Justice (the Department) will lapse on 1 March 2000. The work involved in providing advice on the Basic Law and related constitutional issues will however continue beyond that date.

## PROPOSAL

2. The Secretary for Justice (SJ) proposes to create a permanent post of DPGC in the Legal Policy Division with effect from 1 March 2000 in order to provide continued directorate support to cope with the increasing demands for advice on the Basic Law and other constitutional issues.

## JUSTIFICATION

### *The Basic Law Unit*

3. We established a Basic Law Unit in the Legal Policy Division in March 1997 to provide specialised advice on the Basic Law to both the Administration and internally within the Department. The Basic Law Unit is headed by a supernumerary post of DPGC, designated as DPGC/Basic Law (DPGC/BL). Through internal redeployment of non-directorate posts, DPGC/BL is currently supported by two Senior Government Counsel (SGC) and four Government Counsel (GC) (including one temporary GC), compared with the original establishment of two SGC in March 1997. The Unit provides advice on new policies and legislative proposals initiated by the Administration, as well as amendments to existing laws and regulations, so as to ensure that they are consistent with the Basic Law. With the growing volume and complexity of bills and subsidiary legislation in the last few years, clearance of such bills, etc from the Basic Law angle (in conjunction with the Human Rights Unit) demands continuous specialist input at the DPGC level. DPGC/BL is also required to handle the more sensitive and complicated legal issues arising under the Basic Law.

### *Increase in Workload*

4. Since the coming into effect of the Basic Law in the Hong Kong Special Administrative Region (HKSAR) on 1 July 1997, there has been a growing demand for specialised advice on the Basic Law. As shown in the statistics below, the number of pieces of written advice provided by the Basic Law Unit has increased sharply by 130% (from 212 to 487) from 1997 to 1998. Judging from the quantity of advice given in the first two quarters of 1999, we expect that the number of advice will increase by another 75% (from 487 to the

estimated figure of 850 for 1999) from 1998 to 1999 -

<b>Year</b>	<b>Pieces of Written Advice on the Basic Law</b>	<b>Percentage increase over previous year</b>
1997	212	NA
1998	487	130%
1999 (estimate)	850	75%

5. Volume aside, the number of complicated legal issues dealt with by the Basic Law Unit has also increased significantly. These include the right of abode issues under Article 24; the provisions relating to public servants under Articles 99 to 103; the economic provisions under Chapter V; the external affairs power of the HKSAR under Chapter VII; and the mechanism for amending the Basic Law under Article 159. Consideration of these issues requires detailed research from a comparative law angle into the law and practice of other jurisdictions.

6. In addition to advice, DPGC/BL also assists policy bureaux in attending Legislative Council (LegCo) panel meetings to explain to Members the views and research results of the Administration on those complicated issues, such as conflicts of jurisdiction between the HKSAR and the Mainland, and amendment of the Basic Law under Article 159. Moreover, as a member of the Basic Law Litigation Committee of the Department, DPGC/BL regularly advises on issues arising out of litigation involving the Basic Law, which has been on the increase. These litigation include those on the right of abode issues under Article 24, and in relation to the national flag law under Article 18 and its relationship with the human rights guarantees under Article 39 of the Basic Law.

7. Apart from providing Basic Law advice and support in litigation, DPGC/BL also renders significant assistance to the Administration in promoting greater understanding of the Basic Law both within the civil service and in the community. In this regard, DPGC/BL is responsible for overseeing the compilation and revision of Basic Law materials (including self-learning booklets, the Basic Law Information Note and other training materials) in conjunction with the Civil Service Training and Development Institute (CSTDI). He is also responsible for conducting Basic Law seminars primarily for civil

servants and relevant departments jointly with the CSTDI. Twenty-five seminars were conducted in 1998 and 14 were organised in the first eight months of 1999. The themes of these seminars range from a general introduction to the Basic Law to specialist topics such as fundamental rights, economic provisions and external affairs power of the HKSAR under the Basic Law. We anticipate that the demand for Basic Law seminars will continue in future, particularly on topical issues and regular updates of the Basic Law principles laid down by the HKSAR courts.

8. Besides, DPGC/BL has also the overall responsibility to oversee the establishment of a comprehensive database on legal opinions and background materials relating to the Basic Law for reference of counsel in the Department. This involves not only a systematic compilation of legal opinions on specific matters already given to government bureaux and departments, but also the gradual preparation of research papers on topics under various Basic Law provisions, the interpretation and application of which the HKSAR courts have not yet had an opportunity to give guidance on. This requires detailed research into international and comparative jurisprudence by a dedicated team under the close supervision and guidance of DPGC/BL.

### *Need for a Permanent DPGC Post*

9. The Basic Law is the yardstick for measuring the constitutionality of the HKSAR laws passed by the HKSAR legislature and of the policies and practices adopted by the HKSAR Government. Being the supreme law of the HKSAR passed in accordance with Article 31 of the People's Republic of China Constitution, the Basic Law forms the basis upon which the constitutional principle of "one country two systems" is implemented. Indeed, Article 11 of the Basic Law has stipulated that the systems and policies practised in the HKSAR, including the social and economic systems, the system for safeguarding the fundamental rights and freedoms of its residents, the executive, legislative and judicial systems, and the relevant policies, shall be based on the provisions of this Law. It is therefore essential that the Basic Law is correctly applied by the HKSAR Government and the courts. Given the importance of the Basic Law and the legal complexities associated with this constitutional instrument, the Basic Law Unit, which is primarily responsible for advising the HKSAR Government on Basic Law matters, must therefore be headed by a directorate officer.

10. Having regard to the above and in light of the experience of the supernumerary DPGC/BL post over the past two years, SJ considers that there is a functional need for a DPGC post on a permanent basis to -

- (a) head a dedicated team of lawyers providing specialist advice on the Basic Law on a regular basis (e.g. scrutiny of legislative proposals) to meet the huge and rising demand for such advice in the coming years;
- (b) provide legal advice on sensitive and complex issues or projects on Basic Law issues which require input at the directorate level;
- (c) assist the Administration in handling Basic Law issues, in responding to enquiries raised by LegCo Members and in attending meetings of LegCo panels and committees;
- (d) provide directorate support to the SJ on important Basic Law issues arising from Basic Law litigation and mutual legal assistance with the Mainland and overseas;
- (e) promote greater understanding of the Basic Law within the civil service and to the community; and
- (f) oversee the maintenance and expansion of the legal databases initiated by the Basic Law Unit.

11. Given the high volume and level of complexity of work of the other dedicated units in the Legal Policy Division, SJ considers it not possible to redeploy resources from within the Division, or indeed the Department, to meet the increasing demand for Basic Law advice and assistance. SJ therefore proposes the creation of a permanent DPGC post with effect from 1 March 2000 when the existing supernumerary DPGC/BL post will lapse. We set out the main duties and responsibilities of the proposed permanent DPGC post and the proposed organisation chart of the Legal Policy Division at Enclosures 1 and 2 respectively.

## **FINACIAL IMPLICATIONS**

12. The additional notional annual salary cost of this proposal at MID-POINT is \$1,443,000. The full annual average staff cost of the proposal, including salaries and staff on-costs, is \$2,582,544.

13. We have included the necessary provision in the 1999-2000 Estimates to meet the cost of this proposal.

14. This proposal has no direct consequence on the non-directorate establishment of the Department of Justice.

## **BACKGROUND INFORMATION**

15. We first put forward the proposal to create a permanent DPGC post in the Basic Law Unit to the Establishment Subcommittee in June 1996 vide paper EC(96-97)22. However, Members expressed reservations about the permanent need for the post. Having considered Members' views, we considered it prudent to create a DPGC post on a supernumerary basis first, and to review the continued need for the post at a later stage. On 14 February 1997, the Finance Committee approved Members' recommendation (vide EC(96-97)50) for the creation of a supernumerary post of DPGC in the Legal Policy Division to head the Basic Law Unit for a period of three years with effect from 1 March 1997. The Department has recently reviewed the work of the Basic Law Unit and considers that there is a continued need for the post. Far from reducing after re-unification, the volume of Basic Law advice is increasing and, given the nature and complexity of constitutional issues, will require the dedicated attention of a directorate officer on a permanent basis.

## **CIVIL SERVICE BUREAU COMMENTS**

16. Having regard to the increasing volume and complexity of work in relation to provision of advice on Basic Law, the Civil Service Bureau supports the creation of the proposed permanent directorate post in the Basic Law Unit of the Legal Policy Division. The grading and ranking of the proposed post are considered appropriate.

**ADVICE OF THE STANDING COMMITTEE ON DIRECTORATE  
SALARIES AND CONDITIONS OF SERVICE**

17. [To be advised by CSB.]

-----

Department of Justice  
November 1999

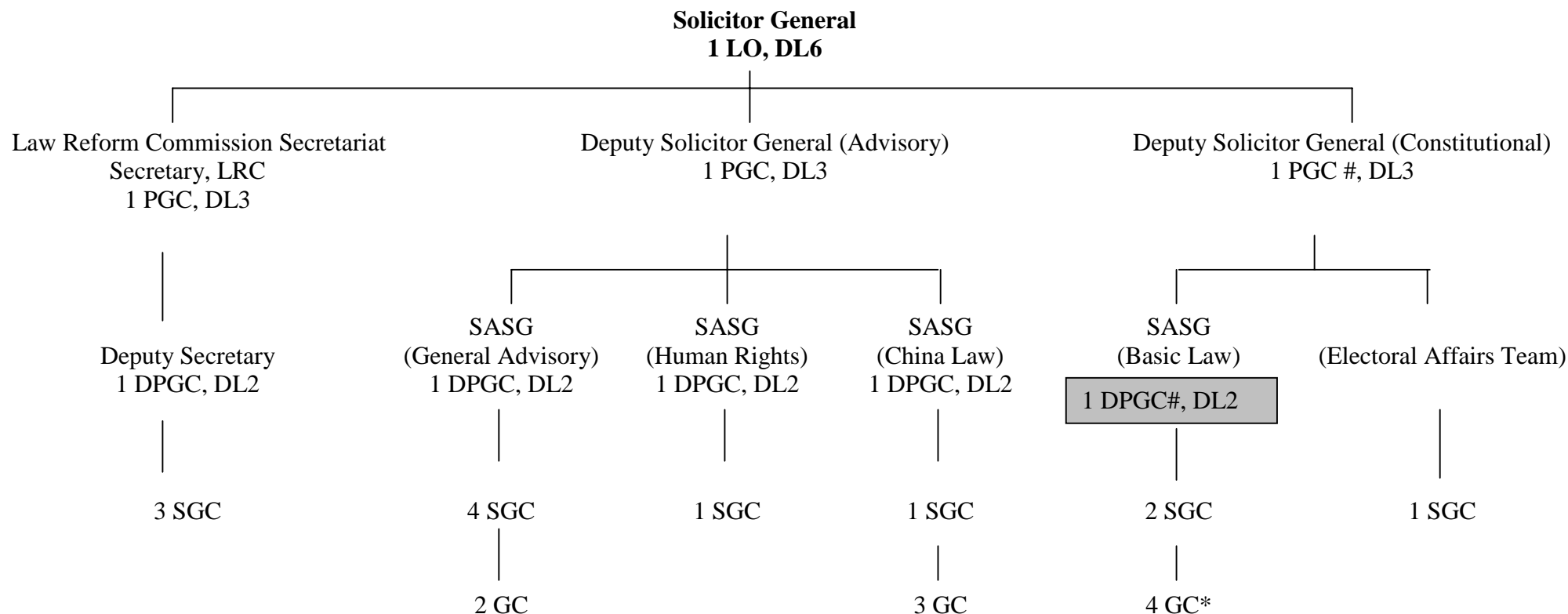
**Main duties and responsibilities of the  
Deputy Principal Government Counsel (DL2)  
(Senior Assistant Solicitor General (Basic Law))**

Responsible to the Deputy Solicitor General (Constitutional) for –

- (1) advising policy bureaux and Government departments on matters relating to the Basic Law;
- (2) providing support, at the directorate level, to the Secretary for Justice and the Administration on sensitive and complex issues or projects on the Basic Law, in responding to enquiries raised by LegCo Members and in attending meetings of LegCo panels and committees ;
- (3) advising on Basic Law litigation and acting as a member of the Basic Law Litigation Committee;
- (4) establishing a comprehensive database on legal opinions and other materials relating to the Basic Law;
- (5) conducting seminars and compiling training materials on the Basic Law for civil servants of different ranks;
- (6) establishing and maintaining contact with counterparts in the Mainland;
- (7) directing and supervising the day-to-day work of the Basic Law Unit; and
- (8) performing such other duties as may be assigned from time to time by the Deputy Solicitor General (Constitutional).



### Existing and Proposed Organisation Chart of the Legal Policy Division



- Legend :
- LO = Law Officer
  - PGC = Principal Government Counsel
  - DPGC = Deputy Principal Government Counsel
  - SGC = Senior Government Counsel
  - GC = Government Counsel
  - SASG = Senior Assistant Solicitor General
  - # = Supernumerary post
  - = Proposed creation of DPGC post on a permanent basis
  - \* = Including 1 Temporary GC and 3 GC on loan from other divisions