

ITEM FOR ESTABLISHMENT SUBCOMMITTEE OF FINANCE COMMITTEE

**HEAD 141 – GOVERNMENT SECRETARIAT :
LABOUR AND WELFARE BUREAU
Subhead 000 Operational expenses**

Members are invited to recommend to the Finance Committee the creation of the following permanent post in the Labour and Welfare Bureau with immediate effect upon approval of the Finance Committee –

1 Administrative Officer Staff Grade C
(D2) (\$171,200 - \$187,150)

PROBLEM

We need staffing support at the directorate level in the Labour and Welfare Bureau (LWB) to head a dedicated policy team for the newly established Commission on Children (the Commission) and take forward its agenda for the interest of children by providing secretariat support to the Commission; providing policy inputs on cross-bureau and cross-department child-related policies and measures; and coordinating relevant bureaux/departments (b/ds) in taking relevant follow-up actions on issues discussed by the Commission.

PROPOSAL

2. We propose to create one Administrative Officer Staff Grade C (AOSGC) (D2) post, designated as Principal Assistant Secretary (Commission on Children) (PAS(CoC)), on a permanent basis with immediate effect upon approval of the Finance Committee (FC).

/JUSTIFICATION

JUSTIFICATION

Background

3. Children's growth and development is one of the priority policy areas of the current-term Government. The Chief Executive promulgated in her Policy Address in October 2017 that the Government would set up the Commission to amalgamate the efforts made by relevant b/ds and children concern groups, and focus on addressing children's issues as they grow. The Commission, chaired by the Chief Secretary for Administration, with the Secretary for Labour and Welfare as the Vice-chairperson, as well as Members comprising various bureau secretaries/department heads (i.e. Secretary for Education, Secretary for Food and Health, Secretary for Home Affairs, Secretary for Constitutional and Mainland Affairs, Director of Social Welfare, Director of Health and Director of Home Affairs) and 21 experts on child-related issues (including healthcare, education, social welfare, legal, academia, ethnic minorities and parent representatives, etc.), was established on 1 June 2018. The Commission is an on-going, action-oriented, responsive and high-level advisory body that provides overall steer, sets policy directions, strategies and priorities, and translates them into the Government policy agenda, so as to drive and monitor b/ds to take forward policy initiatives related to children and to safeguard children's interests and well-being. The terms of reference and membership list of the Commission are at Enclosure 1.

Encl. 1

4. At present, the Commission has started work, and is committed to addressing a number of priority areas, including enhanced support for children with special needs, enhanced inclusion of ethnic minority children into the community, improved physical and mental health of children, improved services for children at risk and school social work services in primary schools and kindergartens, consideration of a mechanism for addressing the issue of absentee students, as well as other systemic issues with particular regard to the requests in the community for developing a central databank on children and children-related indices.

5. Meanwhile, to take forward other important work areas, the Commission agreed to set up four Working Groups, namely (a) Working Group on Research and Public Engagement, (b) Working Group on Promotion of Children's Rights and Development, Education and Publicity, (c) Working Group on Children with Special Needs, as well as (d) Working Group on Children Protection, so as to address the diversified issues related to children. The scopes of work of the four Working Groups are as follows –

/(a)

- (a) *Working Group on Research and Public Engagement* focuses on conducting research and mapping out engagement programmes for children and public participation. More specifically, this Working Group will kick start and oversee two important research studies on developing a central databank on children and children-related indices; advise on review of child policies, legislation and services in order to identify areas for improvement and bridge service gaps; consider effective avenues/forums to facilitate children participation to listen to their views on various child-related issues, as well as promote public engagement with relevant stakeholders; and manage a new funding scheme for children groups and non-governmental organisations, etc. to organise publicity activities or community projects on children-related issues.
- (b) *Working Group on Promotion of Children's Rights and Development, Education and Publicity* will focus on promoting children's rights and interests through public education, publicity and children participation. It will formulate publicity strategy and organise a variety of public education and promotional campaigns and activities, so as to enhance the community's awareness and understanding on children's rights and interests. In promoting the importance of children's interests and matters related to children's well-being and development, it will encourage the direct participation of children.
- (c) *Working Group on Children with Special Needs* will focus on matters concerning children with special needs, including the needs of ethnic minority children and their inclusion into the community, as well as children with special education needs/needs for residential child care services or those at risk of developmental delay. In this regard, this Working Group needs to address enormous relevant issues urgently including matters concerning ethnic minority children's learning of Chinese as second language and their university admission, children's mental health, as well as matters related to the Hong Kong Children's Hospital.
- (d) *Working Group on Children Protection* will focus on matters concerning children at risk, including but not limited to children suffering from domestic violence, child abuse, student suicide, education development and academic pressure, absentee students, as well as children of divorced/single-parent families, etc. In this regard, this Working Group needs to urgently address the related issues including strengthening parent education and family support

/for

for children, enhancing support for children of divorced/single-parent families, mechanism for dealing with absentee students, as well as the optimal use of additional resources earmarked for school social work service at primary schools and kindergartens, etc.

6. LWB is responsible for the secretariat work of the Commission and its four Working Groups. In view of the urgent need to commence the work on research and funding scheme management overseen by the Working Group on Research and Public Engagement as well as various public education and promotional campaigns overseen by the Working Group on Promotion of Children's Rights and Development, Education and Publicity, we have first established these two Working Groups in the first quarter of 2019 under the tight manpower constraint. After the approval of the proposal to create a permanent AOSGC post and the full establishment of the dedicated Secretariat, we hope to set up the remaining two Working Groups in the second and third quarters of 2019 respectively as soon as practicable, so as to focus on the priority and urgent proposals on children with special needs and child protection, as well as to support the Commission's work and follow up on the Commission's work plan.

The Urgent Need for Creation of an AOSGC Post

7. The Government is deeply concerned about the healthy growth of children, both physical and psychological. The setting up of the Commission is an important initiative in taking forward this policy of children's growth and development. The vision of the Commission is to ensure that Hong Kong is a place where all children's rights, interests and well-being are respected and safeguarded, their voices are heard, and where all children enjoy healthy and happy growth and optimal development so as to achieve their fullest potentials. Members of the Commission and the public have earnest expectations for the work of the Commission. The Commission also has on-going and heavy work commitment that needs to be implemented. To ensure that the Commission can effectively perform its duties, the Commission needs a dedicated team led by a directorate officer to provide policy advice and secretariat support. Taking into account the nature, scope, complexity of the tasks as well as the cross-bureau/cross-department issues to be handled by the Commission, we propose the team to be headed by a directorate AOSGC officer, who will be supported by ten non-directorate staff (comprising one Chief Executive Officer (CEO), one Administrative Officer, two Senior Executive Officer (SEO), four Executive Officer I (EOI), one Personal Secretary I and one Assistant

/Clerical

Clerical Officer posts) as the secretariat to support the work of the Commission^{Note}. The major responsibilities of the proposed dedicated policy team as the secretariat include –

- (a) providing policy support for the Commission and its four Working Groups, conducting research and coordinating cross b/ds child-related policies and measures, writing discussion papers and other information papers, managing a funding scheme amounting to about \$7,000,000 per year, formulating public engagement programmes, organising various large-scale territory-wide and individual district-based publicity activities as well as activities targeting at specific groups, such as schools, etc.;
- (b) conducting review on child welfare policy as appropriate and providing relevant policy proposals. These include effectively implementing two important consultancy study reports, viz. the Pilot Scheme on On-site Pre-school Rehabilitation Services and the Consultancy Study on the Long-term Development of Child Care Services; exploring the expansion of the existing after school care services and extending the coverage to pre-school children as well as formulating relevant policies and overseeing the implementation; exploring measures to strengthen residential child care services; and supporting children's healthy development to the interest of children, etc.;
- (c) coordinating the efforts of b/ds for enhancing cross-bureau and cross-department collaboration in areas of concerns raised by the Commission as well as implementing appropriate follow-up measures, such as strengthening cooperation between Education Bureau, Food and Health Bureau/Hospital Authority (HA) and Social Welfare Department (SWD) to provide more suitable bridging and support services for children with special needs in kindergartens and when they proceed to primary and secondary schools; coordinating the efforts of SWD, HA, Police, etc. in providing protection measures and welfare plans as appropriate for children who are suspected to have been subjected to abuse; and conducting follow up improvement measures on the school social work service in primary schools and kindergartens provided for children at risk;

/(d)

^{Note} The Government created one CEO, one SEO and one EOI posts to support the work of the Commission in 2018-19. In view of the expanding scope of work of the Commission, including the establishment of four Working Groups in addressing a series of issues, the Government will allocate additional resources to the Commission from 2019-20 onwards to enhance the support to the secretariat.

- (d) coordinating efforts for and assisting in overseeing relevant research studies conducted by the Commission, especially the two important researches on developing a central databank on children and children-related indices, including defining the scope, framework, objectives and deliverables etc. of the researches and commissioning consultants to conduct the researches; encouraging public engagement by relevant stakeholders, as well as formulating plans to facilitate public engagement, for example, considering collecting children and public views on the development of a central databank on children through organising focus groups and meetings with stakeholders, especially children, and exploring ways to take forward and implement the relevant work; and
- (e) overseeing the publicity and implementation of funding schemes, promoting participation by stakeholders, especially children; as well as formulating publicity strategy to organise various public education and promotional activities, for example, considering the production of promotional videos to introduce the Commission and promote children's interests, conducting promotion through social media, organising competitions that could encourage children's participation and unleash their potential in creativity, etc. Besides, we also plan to organise, through concerted efforts with different stakeholders and cross-b/ds, a large-scale territory-wide campaign with the theme of "Caring for Our Kids", so as to increase public awareness and understanding on safeguarding children's rights and promoting children's interests.

Encl. 2 The proposed organisation chart of the dedicated policy team headed by the proposed AOSGC post (PAS(CoC)) is at Enclosure 2.

8. Given the breadth, diversity and complexity of the coverage of children issues which involve various b/ds, we consider that the aforementioned dedicated policy team needs to be led by a directorate officer with rich experience in policy formulation, implementation and management, so as to effectively coordinate relevant b/ds in taking forward the Commission's recommendations and implementing relevant follow-up actions, and to address a series of priority issues as soon as practicable for the early benefits of children. Therefore, we propose to create with immediate effect, on a permanent basis an AOSGC post in LWB to enhance support for the Commission's secretariat and to provide policy advice in respect of issues discussed by the Commission. The officer will serve as the secretary of the Commission and, apart from managing and overseeing the

/secretariat

secretariat support provided by his/her dedicated policy team to the Commission, coordinate all relevant b/ds in taking forward child-related work. When conducting public engagement activities for the establishment of the Commission, there were views that the Commission should formulate the child policy. Since the child policy covers a wide range of policy issues including education, health and welfare, etc., the directorate AOSGC officer and his/her dedicated policy team could start work to formulate the child policy by first looking into and examining policy issues related to child welfare (including residential child care services and support for children of divorced families, etc.) as appropriate. Following the expanding scope of work of the Commission arising from doubling the number of Working Groups from the original plan of two to four, and the corresponding increase in workload (such as research on new issues, coordination and writing papers, etc.), the directorate AOSGC officer will need to handle the Commission's work in full strength. The proposed job description of the AOSGC post is at Enclosure 3, and he/she will report to the Deputy Secretary (Welfare)1 of LWB who assumes responsibilities over, among other things, child welfare policy. An organisation chart of LWB showing the proposed creation of the AOSGC post is at Enclosure 4.

ALTERNATIVES CONSIDERED

9. The secretariat work of the Commission is temporarily supported by Principal Assistant Secretary (Welfare) 1 (PAS(Welfare)1) on top of the officer's existing portfolios. Even though the work of PAS(Welfare)1 is partially related to child issues, especially on the formulation of policy in respect of the management of the Child Development Fund (CDF) under the supervision and monitoring of the Steering Committee on the CDF, the major policy purview of PAS(Welfare)1 is to provide secretarial support to the Social Welfare Advisory Committee; oversee the management of the Community Investment and Inclusion Fund (CIIF) and provide secretarial support to the CIIF Committee; oversee the Special Scheme on Privately Owned Sites for Welfare Uses; assist in overseeing SWD's review and follow-up work on the enhancement of the Lump Sum Grant Subvention System; oversee policies covering the welfare services for children and youth; oversee the planning of social welfare facilities, training and manpower planning on social welfare workers; coordinate the Chief Executive's Community Project List; oversee relevant policy matters on the Lotteries Fund and the Partnership Fund for the Disadvantaged; implement the Financial Assistance Scheme for Family Members of Those Who Sacrifice their lives to Save Others; as well as oversee the implementation and review of the Short-term Food Assistance Service, etc.

10. Since the Chief Executive promulgated in the Policy Address in October 2017 that the Government planned to set up the Commission in mid-2018, PAS(Welfare)1 has all along been working hard in performing duties related to

/the

the work of the Preparatory Committee and the subsequent reporting and follow-up tasks in addition to PAS(Welfare)1's own duties. However, due to the heavy workload and insufficient manpower resources, the work of the Commission itself and the four Working Groups under it could only be in full operation after the establishment of the dedicated Secretariat. For the time being, we have endeavoured to first set up two of the Working Groups in the first quarter of 2019. We hope that the proposal to create a permanent AOSGC post and establish a dedicated Secretariat to coordinate the important duties of the Commission and child policy could be approved, so that we can set up the two remaining Working Groups of the Commission in the second and third quarters of 2019 respectively.

11. We have also critically examined the possibility of redeploying the other Principal Assistant Secretaries (PASs) in LWB to share out the responsibilities of the proposed PAS(CoC) post but find this not feasible. As all the directorate staff in LWB are fully engaged with their own schedules of duties, it is operationally not possible for them to take up the extra tasks without adversely affecting the discharge of their current duties. The main responsibilities of the existing PASs are set out in Enclosure 5.

Encl. 5

FINANCIAL IMPLICATIONS

12. The additional notional annual salary cost of the proposed permanent AOSGC (D2) post at mid-point is \$2,179,800, and the full annual average staff cost, including salaries and staff on-cost, is \$3,074,000. As for the ten non-directorate permanent posts as mentioned in paragraph 7 above, the additional notional annual salary cost at mid-point is \$8,316,540 and the full annual average staff cost, including salaries and staff on-cost, is about \$11,278,000.

13. We have included the necessary provision in the Draft Estimates of 2019-20 and the subsequent years to meet the cost of the relevant proposed posts.

PUBLIC CONSULTATION

14. We briefed the Legislative Council Panel on Welfare Services on 10 December 2018 on the proposed creation of the AOSGC post. Members supported the submission of the proposal to the Establishment Subcommittee.

/ESTABLISHMENT

ESTABLISHMENT CHANGES

15. The establishment changes in LWB for the past two years are as follows –

Establishment (Note)	Number of Posts		
	Existing (as at 1 April 2019)	As at 1 April 2018	As at 1 April 2017
A*	11 [#]	11	11 + (2)
B	33	31	31
C	78	73	74
Total	122	115	116 + (2)

Note:

A - ranks in the directorate pay scale or equivalent

B - non-directorate ranks, the maximum pay point of which is above MPS Point 33 or equivalent

C - non-directorate ranks, the maximum pay point of which is at or below MPS Point 33 or equivalent

* - excluding supernumerary post created under delegated authority

() - number of supernumerary directorate posts created with the approval of the Establishment Subcommittee and FC

- as at 1 April 2019, there was no unfilled directorate post in LWB

CIVIL SERVICE BUREAU COMMENTS

16. The Civil Service Bureau supports the creation of the proposed AOSGC post. The grading and ranking of the proposed post are considered appropriate having regard to the level and scope of responsibilities required.

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

17. The Standing Committee on Directorate Salaries and Conditions of Service has advised that the grading proposed for the permanent AOSGC post is appropriate.

Labour and Welfare Bureau
April 2019

Commission on Children (the Commission)

Terms of Reference

With a vision of ensuring that Hong Kong is a place where all children's rights, interests and well-being are respected and safeguarded, their voices are heard, and where all children enjoy healthy and happy growth and optimal development so as to achieve their fullest potentials, the Commission will –

1. develop policies, set strategies and priorities related to the development and advancement of children, and oversee their implementation;
2. enhance and monitor integration and rationalisation of children-related policies and initiatives under different bureaux/departments and with advisory bodies;
3. review children-related services by the Government and non-governmental organisations, foster cross-sector collaboration, and identify areas for better integration and improvement;
4. promote and promulgate children's rights as articulated in the United Nations Convention on the Rights of the Child, and engage with children on matters that affect them;
5. manage funding schemes for promotional and public educational projects which should have children's and stakeholders' participation, and organise other promotional activities; and
6. develop a framework with indicators to monitor and evaluate the extent to which the vision is achieved.

/Membership.....

Membership

Chairperson

Chief Secretary for Administration

Vice-chairperson

Secretary for Labour and Welfare

Non-official Members

Mr Peter Au Yeung Wai-hong

Miss Bakar Fariha Salma Deiya

Miss Cheng Hui-kiu

Ms Janus Cheng

Mr Chow Wai-chung

Ms Kathy Chung Lai-kam

Mr Dennis Ho Chi-kuen

Dr Patrick Ip

Dr Sanly Kam Shau-wan, MH

Mr Edwin Lee

Mrs Priscilla Lui Tsang Sun-kai, BBS

Ms Shalini Mahtani

Mr Kenny Ng Kwan-lim

Dr Halina Poon Suk-han, MH

Ms Susan So Suk-yin

Ms Michelle Tam Chi-yun

Dr Sandra Tsang Kit-man, JP

Mr Gary Wong Chi-him

Dr Lilian Wong Hiu-lei

Ms Kathy Wong Kin-ho

Dr Wong Kwai-yau, MH

Ex-officio Members

Secretary for Education

Secretary for Food and Health

Secretary for Home Affairs

Secretary for Constitutional and Mainland Affairs

Director of Social Welfare

Director of Health

Director of Home Affairs

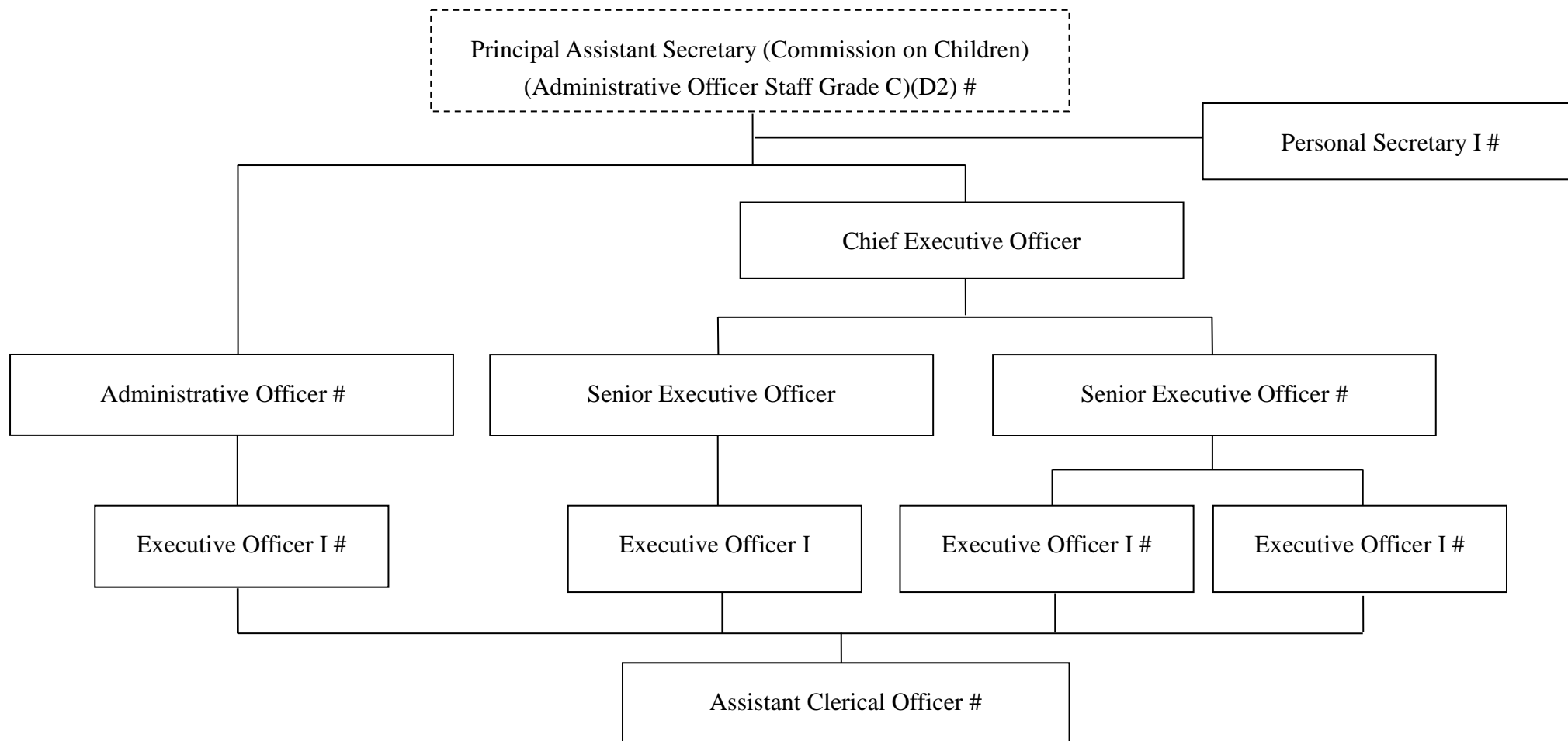
Chairperson of Family Council

Chairperson of Women's Commission

Secretary

Principal Assistant Secretary for Labour and Welfare (Welfare) 1

Proposed Organisation Chart of the Commission on Children Secretariat, Labour and Welfare Bureau



 Directorate post proposed to be created

Posts planned to be created in 2019-20

**Proposed Job Description for
Principal Assistant Secretary (Commission on Children)**

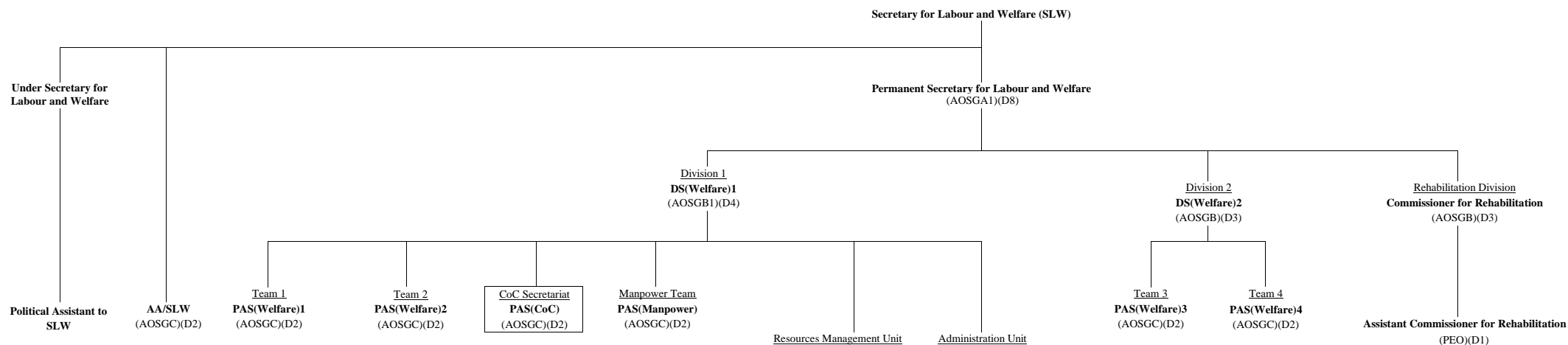
Rank : Administrative Officer Staff Grade C (D2)

Responsible to : Deputy Secretary for Labour and Welfare (Welfare)1

Major Duties and Responsibilities –

1. To support the work of the Commission on Children (the Commission) by providing policy input and coordinating contribution from bureaux/departments (b/ds) in relation to the Commission's discussion of children-related issues.
2. To conduct policy review on child policy on welfare as appropriate.
3. To liaise with relevant b/ds on children-related policies and measures for the Commission, in particular on areas which cut across different policy bureaux, and identify areas for improving collaboration.
4. To assist the Commission in overseeing research studies on children issues as well as formulating and planning for the overall strategy in respect of public engagement and children engagement with relevant stakeholders, promotion and publicity.
5. To coordinate relevant b/ds to take forward the Commission's agendas and other follow-up actions.
6. To provide policy input to the working groups under the Commission and assist the working groups in overseeing the follow up actions of relevant b/ds.

Organisation Chart of Labour and Welfare Bureau



- Legend**
- | | | | | | |
|--------|---|---------------------------------------|-----|---|--|
| AA | - | Administrative Assistant | CoC | - | Commission on Children |
| AOSGA1 | - | Administrative Officer Staff Grade A1 | DS | - | Deputy Secretary |
| AOSGB1 | - | Administrative Officer Staff Grade B1 | PAS | - | Principal Assistant Secretary |
| AOSGB | - | Administrative Officer Staff Grade B | PEO | - | Principal Executive Officer |
| AOSGC | - | Administrative Officer Staff Grade C | | - | AOSGC (D2) post proposed to be created |

**Major Responsibilities of Current Principal Assistant Secretaries in
Labour and Welfare Bureau**

Post/Rank	Major Responsibilities/Policy Areas
Principal Assistant Secretary (Welfare) 1/ Administrative Officer Staff Grade C (AOSGC) (D2)	<ul style="list-style-type: none"> ● Social welfare subvention system ● Long-term social welfare planning ● Special Scheme on Privately Owned Sites for Welfare Uses ● Welfare services for families, children and youth ● Rehabilitation services for young offenders ● Social work training and manpower planning ● Legal Representation Scheme for Children/Juveniles involved in Care or Protection Proceedings ● Secretarial support to the Social Welfare Advisory Committee ● Exchange with the Mainland on welfare matters ● Community Investment and Inclusion Fund and social capital development ● Chief Executive's Community Project List ● Lotteries Fund, Partnership Fund for the Disadvantaged and Child Development Fund ● Financial Assistance Scheme for Family Members of Those Who Sacrifice their lives to Save Others ● Short-term food assistance
Principal Assistant Secretary (Welfare) 2/ AOSGC (D2)	<ul style="list-style-type: none"> ● Policy on combating domestic violence ● Policy on support for victims of sexual violence ● Secretarial support to the Women's Commission and its working groups ● Policy and strategies to promote the well-being and interests of women in Hong Kong ● Gender mainstreaming within the Administration ● Promotional and educational activities to enhance the awareness of public and civil service on women issues ● Research, studies and surveys on women issues ● Liaison and meetings with local women's groups and relevant international bodies

/Post

Post/Rank	Major Responsibilities/Policy Areas
	<ul style="list-style-type: none"> ● United Nations Convention on the Elimination of All Forms of Discrimination against Women ● Beijing Platform for Action ● United Nations Commission on the Status of Women ● Public Transport Fare Concession Scheme for the Elderly and Eligible Persons with Disabilities
Principal Assistant Secretary (Welfare) 3/ AOSGC (D2)	<ul style="list-style-type: none"> ● Policy matters relating to elderly with long-term care needs ● Allocation mechanism for subsidised long-term care services ● Home and community care services for elderly ageing in place ● Residential care services for frail elderly and continuum of care, including the licensing regime ● Carers' support and training ● Manpower supply and training of care staff in elderly care services ● Implementation of the recommendations of the Elderly Services Programme Plan
Principal Assistant Secretary (Welfare) 4/ AOSGC (D2)	<ul style="list-style-type: none"> ● The Comprehensive Social Security Assistance (CSSA) Scheme, including the Portable CSSA Scheme ● The Social Security Allowance Scheme <ul style="list-style-type: none"> - Old Age Allowance - Old Age Living Allowance - Disability Allowance - Guangdong Scheme and Fujian Scheme ● Coordination of retirement protection matters under the Bureau ● Working Family Allowance Scheme ● Promotion of active ageing, including lifelong learning and senior volunteerism ● Support for vulnerable elderly people, including matters related to elder abuse and elderly suicide ● Secretariat of the Elderly Commission ● Coordination of poverty alleviation matters under the Bureau, including input to the work of the Commission on Poverty and its Task Forces ● Coordination of Bureau's input relating to welfare-related initiatives under the Community Care Fund

Post/Rank	Major Responsibilities/Policy Areas
Principal Assistant Secretary (Manpower)/ AOSGC (D2)	<ul style="list-style-type: none">● Manpower statistics and projections● Vocational training and retraining● House-keeping of the Employees Retraining Board and the Clothing Industry Training Authority● Continuing Education Fund● Apprenticeship Scheme and Adult Education Subvention Scheme● APEC Human Resources Development Working Group● Talent List
