

## Head 141 — GOVERNMENT SECRETARIAT: LABOUR AND WELFARE BUREAU

**Controlling officer:** the Permanent Secretary for Labour and Welfare will account for expenditure under this Head.

**Estimate 2022–23** ..... **\$1,024.3m**

**Establishment ceiling 2022–23** (notional annual mid-point salary value) representing an estimated 127 non-directorate posts as at 31 March 2022 reducing by one post to 126 posts as at 31 March 2023 ..... **\$88.5m**

In addition, there will be an estimated 12 directorate posts as at 31 March 2022 and as at 31 March 2023.

**Commitment balance**..... **\$699.9m**

### Controlling Officer's Report

#### Programmes

<b>Programme (1) Director of Bureau's Office</b>	This programme contributes to Policy Area 27: Intra-Governmental Services (Secretary for Labour and Welfare).
<b>Programme (2) Social Welfare</b>	This programme contributes to Policy Area 14: Social Welfare (Secretary for Labour and Welfare).
<b>Programme (3) Women's Interests</b>	This programme contributes to Policy Area 33: Women's Interests (Secretary for Labour and Welfare).
<b>Programme (4) Manpower Development</b>	This programme contributes to Policy Area 34: Manpower Development (Secretary for Labour and Welfare).
<b>Programme (5) Subvention: Shine Skills Centres</b>	These programmes contribute to Policy Area 14: Social Welfare (Secretary for Labour and Welfare).
<b>Programme (6) Subvention: Guardianship Board and Environmental Advisory Service</b>	
<b>Programme (7) Subvention: Vocational Training Council (Vocational Training)</b>	This programme contributes to Policy Area 34: Manpower Development (Secretary for Labour and Welfare).

#### Detail

##### Programme (1): Director of Bureau's Office

	2020–21 (Actual)	2021–22 (Original)	2021–22 (Revised)	2022–23 (Estimate)
Financial provision (\$m)	13.4	14.8	15.0 (+1.4%)	15.5 (+3.3%)
				(or +4.7% on 2021–22 Original)

#### Aim

- The aim is to ensure the smooth operation of the Office of the Secretary for Labour and Welfare.

#### Brief Description

3 The Office of the Secretary for Labour and Welfare is responsible for providing support to the Secretary for Labour and Welfare in undertaking political work. This includes the support provided by the Under Secretary and the Political Assistant. The Office is also responsible for providing administrative support to the Secretary for Labour and Welfare in carrying out his duties. The work includes planning, co-ordination and implementation of all arrangements for the Secretary's public, media and community functions.

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### Programme (2): Social Welfare

	2020–21 (Actual)	2021–22 (Original)	2021–22 (Revised)	2022–23 (Estimate)
Financial provision (\$m)	532.7	558.6	536.9 (–3.9%)	581.5 (+8.3%)
				(or +4.1% on 2021–22 Original)

#### *Aim*

4 The aim is to provide an environment which enables people to reach their full potential, thereby achieving self-reliance and contributing to the well-being of the community, and to ensure that appropriate welfare support is available to assist those in need.

#### *Brief Description*

5 The Bureau formulates and co-ordinates welfare policies and programmes to:

- provide support services to families, including those in disadvantaged circumstances and lacking means to meet their needs;
- improve the quality of life of our elderly citizens so that they can enjoy a sense of security, a sense of belonging and a feeling of health and worthiness;
- provide direct financial support to needy members of the community;
- facilitate and encourage the full participation and integration of persons with disabilities into the community;
- provide child care services, enhance child development and safeguard children's well-being;
- provide comprehensive support services for young people, including those who are at risk and young offenders requiring probation service, residential service, etc.; and
- encourage community involvement and cross-sectoral partnership in supporting the disadvantaged.

6 Generally, the effectiveness of the work of the Bureau is reflected in the extent to which the departments and subvented organisations delivering social welfare services and assistance achieve the objectives of this programme. The Bureau is making good progress towards achieving this aim.

#### *Matters Requiring Special Attention in 2022–23*

7 During 2022–23, the Bureau will:

- take forward legislative work on a mandatory reporting mechanism for suspected child abuse cases and oversee the enhancement of the training for practitioners in the relevant professions to facilitate early identification of child abuse cases;
- take forward the Law Reform Commission's recommendation published in September 2021 on causing or allowing the death of a child;
- continue to support the Commission on Children in implementing various measures to safeguard the interest and well-being of children;
- continue to oversee the enhancement of various measures to strengthen the after school care programme;
- oversee the implementation of a three-year Ethnic Minority (EM) District Ambassador pilot scheme to enhance EM services provided by centres/service units, and co-ordinate and deepen communication and co-operation with relevant stakeholders;
- oversee the enhancement of child care services to integrate care and development;
- oversee the regularisation of the pilot scheme to provide social work service to aided/subsidised child care centres, kindergartens and kindergarten-cum-child care centres;
- oversee the implementation of the Special Scheme on Privately Owned Sites for Welfare Uses;
- oversee the implementation of purchase of premises for the provision of welfare facilities;
- oversee the implementation of community support programme for residents of new public rental housing estates through the Community Investment and Inclusion Fund;
- oversee the implementation of the enhanced Navigation Scheme for Young Persons in Care Services;
- oversee the implementation of Child Development Fund projects;
- continue to follow up on the implementation of the recommendations of the Elderly Services Programme Plan;

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- continue to oversee the implementation of the \$1 billion Innovation and Technology Fund for Application in Elderly and Rehabilitation Care which subsidises eligible elderly and rehabilitation service units to try out and procure/rent technology products;
- continue to oversee the implementation of the Arts Development Fund for Persons with Disabilities;
- introduce an amendment bill to improve the quality of services provided by residential care homes for the elderly and for persons with disabilities, and continue to oversee the implementation of a series of service enhancement measures;
- continue to oversee the purchase of additional EA1 places through the Enhanced Bought Place Scheme;
- oversee the implementation of the Pilot Scheme on Community Care Service Voucher for the Elderly and the Pilot Scheme on Residential Care Service Voucher for the Elderly;
- continue to oversee the implementation of the Comprehensive Social Security Assistance Scheme and the Social Security Allowance Scheme;
- oversee the merger of the Normal and Higher Old Age Living Allowances;
- continue to oversee the implementation of the Working Family Allowance Scheme;
- continue to oversee the implementation of the Persons with Disabilities and Rehabilitation Programme Plan;
- continue to oversee the implementation of the Pilot Project on Tier 1 Support Services in Kindergartens/ Kindergarten-cum-Child Care Centres;
- continue to oversee the setting up of additional District Support Centres for Persons with Disabilities;
- oversee the setting up of new rehabilitation service centres to implement a two-year pilot project on long-term community care services;
- oversee the provision of additional places for pre-school, day training, vocational rehabilitation and residential services for persons with disabilities;
- review the barrier-free access for persons with disabilities by benchmarking against the accessibility standards and practices in overseas cities with a view to further enhancing the accessibility of the local community/living environment;
- oversee the formulation and implementation of a pilot project to provide on-site training and care to ageing service users in Day Activity Centre cum Hostel for Severely Mentally Handicapped Persons and Sheltered Workshop (SW)/Integrated Vocational Rehabilitation Services Centre (IVRSC) cum Hostel for Moderately Mentally Handicapped Persons;
- oversee the formulation and implementation of a pilot project to enhance the service model for SWs/IVRSCs; and
- oversee the progressive implementation of anti-abuse and enhancement measures under the Government Public Transport Fare Concession Scheme for the Elderly and Eligible Persons with Disabilities.

### Programme (3): Women's Interests

	2020–21 (Actual)	2021–22 (Original)	2021–22 (Revised)	2022–23 (Estimate)
Financial provision (\$m)	33.3	41.2	37.7 (–8.5%)	42.1 (+11.7%)
				(or +2.2% on 2021–22 Original)

### Aim

8 The aim is to promote the well-being and interests of women in Hong Kong, and to support the Women's Commission's mission to enable women to fully realise their due status, rights and opportunities in all aspects of life.

### Brief Description

- 9 The Bureau formulates and co-ordinates policies and programmes to:
- facilitate the incorporation of women's needs and perspectives into the process of policy making where appropriate;
  - empower women and identify their needs with a view to improving the delivery of services to them and enabling them to participate fully in the community;
  - enhance the community's understanding of gender-related issues;

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- facilitate collaboration between the Government and non-governmental organisations, and strengthen liaison with relevant international and regional bodies on women matters; and
- ensure adherence to the relevant international conventions on women matters in Hong Kong.

### *Matters Requiring Special Attention in 2022–23*

**10** During 2022–23, the Bureau will:

- promote the gender mainstreaming concept through the networks of Gender Focal Points among government bureaux and departments (B/Ds), District Councils, non-governmental organisations in the social welfare sector and listed companies;
- keep under review policies and services related to women and enhance women's participation in advisory and statutory bodies;
- support the Women's Commission in promoting the well-being and interests of women, conduct public education to enhance public awareness of gender-related issues, and implement women empowerment programmes; and
- conduct meetings and exchanges with local women's groups, and participate in key international and regional fora on women matters.

### **Programme (4): Manpower Development**

	2020–21 (Actual)	2021–22 (Original)	2021–22 (Revised)	2022–23 (Estimate)
Financial provision (\$m)	2,536.2	40.0	36.6 (–8.5%)	37.9 (+3.6%)
				(or –5.3% on 2021–22 Original)

### *Aim*

**11** The aim is to develop a well-trained and adaptable workforce to meet the changing manpower demands of the economy and contribute to the overall competitiveness of Hong Kong.

### *Brief Description*

**12** Under the steer of the Human Resources Planning Commission convened by the Chief Secretary for Administration, the Bureau maps out strategies for developing human resources to meet the manpower needs of Hong Kong. It oversees:

- the operation of the Continuing Education Fund (CEF) to encourage adults with learning aspirations to pursue continuing education and training; and
- the work of the Employees Retraining Board (ERB), which provides training, retraining and placement services to enhance the employability and competitiveness of eligible employees.

### *Matters Requiring Special Attention in 2022–23*

**13** During 2022–23, the Bureau will continue to:

- monitor the recognition of eligible online courses under the CEF;
- oversee the provision of training services by the ERB to meet the prevailing needs of different target groups including employees affected by the economic downturn, women, EMs, etc.; and
- co-ordinate the efforts among relevant B/Ds and parties in promoting the Talent List of Hong Kong to attract quality people from around the world.

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### Programme (5): Subvention: Shine Skills Centres

	2020–21 (Actual)	2021–22 (Original)	2021–22 (Revised)	2022–23 (Estimate)
Financial provision (\$m)	125.6	131.3	131.3 (—)	127.1 (–3.2%)
				(or –3.2% on 2021–22 Original)

#### Aim

14 The aim is to provide vocational training to persons with disabilities aged 15 or above for the purpose of improving their employment prospects and preparing them for open employment.

#### Brief Description

15 The Bureau subvents three Shine Skills Centres run by the Vocational Training Council (VTC).

16 The overall performance of the Shine Skills Centres in the 2021/22 academic year is expected to be satisfactory.

17 The key performance indicators are:

#### Indicators

	Academic Year		
	2020/21 (Actual)	2021/22 (Revised Estimate)	2022/23 (Estimate)
no. of vocational assessments made			
comprehensive assessment programme .....	71	180	180
specific assessment programme .....	1 023	870	870
no. of training places			
full-time .....	660	660	660
part-time .....	400	400	400
no. of trainees enrolled			
full-time§ .....	704	660	660
part-time .....	337	400	400
no. of trainees completed training			
full-time .....	325	330	330
part-time .....	290	330	330

§ Most of the full-time training courses are of two-year duration. The number of trainees enrolled includes those undergoing both first and second years of training.

#### Matters Requiring Special Attention in 2022–23

18 During 2022–23, the Shine Skills Centres will continue to implement an enhanced integrated vocational and skills training programme, and develop new courses and modify existing ones to meet the changing needs of the open employment market so as to enhance the employment opportunities of persons with disabilities.

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### Programme (6): Subvention: Guardianship Board and Environmental Advisory Service

	2020–21 (Actual)	2021–22 (Original)	2021–22 (Revised)	2022–23 (Estimate)
Financial provision (\$m)	13.8	12.7	12.7 (—)	12.8 (+0.8%)
				(or +0.8% on 2021–22 Original)

#### *Aim*

19 The aim is to support the operation of the Guardianship Board for mentally incapacitated persons under the Mental Health Ordinance (Cap. 136), and to provide specialist information and advice on ways to improve access facilities to meet the special needs of persons with disabilities through the Environmental Advisory Service.

#### *Brief Description*

20 The Bureau subvents the Guardianship Board and the Environmental Advisory Service.

#### *Matters Requiring Special Attention in 2022–23*

21 During 2022–23, the Guardianship Board will continue to publicise and promote its work and service among members of the public and relevant professions. The Environmental Advisory Service will continue to provide specialist information and advice on means to improve access of persons with disabilities.

### Programme (7): Subvention: Vocational Training Council (Vocational Training)

	2020–21 (Actual)	2021–22 (Original)	2021–22 (Revised)	2022–23 (Estimate)
Financial provision (\$m)	209.5	209.5	209.5 (—)	207.4 (–1.0%)
				(or –1.0% on 2021–22 Original)

#### *Aim*

22 The aim is to provide vocational training through subvention to the VTC for meeting the manpower needs of industries, enhancing the quality of the workforce in Hong Kong and helping employees adjust to market changes.

#### *Brief Description*

23 The VTC is responsible for the provision of a comprehensive system of vocational and professional education and training services. This programme primarily covers industry-specific training courses of short duration, which do not lead to formal qualifications, for in-service personnel to help upgrade their skills and knowledge with a view to meeting the changing manpower needs of industries.

24 The VTC is responsible for the legislative control, training and employment of young persons aged below 19 in trades specified as designated trades under the Apprenticeship Ordinance (Cap. 47), and other young persons registered and enrolled under relevant training schemes on a voluntary basis.

25 Other services offered by the VTC under this programme include trade and skills testing and certification, professional licensing examinations, manpower training forecasts, and administration of the Engineering Graduate Training Scheme.

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26 The key performance indicators are:

### Indicators

	Academic Year		
	2020/21 (Actual)	2021/22 (Revised Estimate)	2022/23 (Estimate)
vocational training <sup>ψ</sup>			
trainee places provided#.....	173 905	160 000 <sup>Λ</sup>	162 000 <sup>Λ</sup>
training hours provided#.....	1 568 000	1 613 000	1 630 000
enrolment rate (%).....	103	100	100
completion rate (%).....	97	95	95

<sup>ψ</sup> Excluding services funded by the ERB.

# The durations (training hours) of the majority of short courses and trade-specific upgrading courses may vary from year to year in response to market needs.

<sup>Λ</sup> The actual number of trainee places may vary due to the COVID-19 pandemic.

	Financial Year		
	2020–21 (Actual)	2021–22 (Revised Estimate)	2022–23 (Estimate)
apprenticeship and traineeship			
inspections and visits to establishments employing			
apprentices / trainees.....	21 920	21 000	21 000
no. of apprentices / trainees (as at end of the financial			
year).....	4 400	4 500	4 500

### Matters Requiring Special Attention in 2022–23

27 During 2022–23, the VTC will continue its efforts to develop relevant training programmes to meet the changing needs of Hong Kong's manpower development and enhance skills standards of industries.

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### ANALYSIS OF FINANCIAL PROVISION

Programme	2020–21 (Actual) (\$m)	2021–22 (Original) (\$m)	2021–22 (Revised) (\$m)	2022–23 (Estimate) (\$m)
(1) Director of Bureau's Office .....	13.4	14.8	15.0	15.5
(2) Social Welfare .....	532.7	558.6	536.9	581.5
(3) Women's Interests .....	33.3	41.2	37.7	42.1
(4) Manpower Development .....	2,536.2	40.0	36.6	37.9
(5) Subvention: Shine Skills Centres.....	125.6	131.3	131.3	127.1
(6) Subvention: Guardianship Board and Environmental Advisory Service.....	13.8	12.7	12.7	12.8
(7) Subvention: Vocational Training Council (Vocational Training).....	209.5	209.5	209.5	207.4
	3,464.5	1,008.1	979.7 (–2.8%)	1,024.3 (+4.6%)
				(or +1.6% on 2021–22 Original)

### Analysis of Financial and Staffing Provision

#### Programme (1)

Provision for 2022–23 is \$0.5 million (3.3%) higher than the revised estimate for 2021–22. This is mainly due to the increased provision for operational expenses.

#### Programme (2)

Provision for 2022–23 is \$44.6 million (8.3%) higher than the revised estimate for 2021–22. This is mainly due to the increased provision for operational expenses and net increased requirement for non-recurrent items. There will be a net decrease of one post in 2022–23.

#### Programme (3)

Provision for 2022–23 is \$4.4 million (11.7%) higher than the revised estimate for 2021–22. This is mainly due to the increased provision for supporting the work of the Women's Commission.

#### Programme (4)

Provision for 2022–23 is \$1.3 million (3.6%) higher than the revised estimate for 2021–22. This is mainly due to the increased provision for specific adult education courses.

#### Programme (5)

Provision for 2022–23 is \$4.2 million (3.2%) lower than the revised estimate for 2021–22. This is mainly due to the reduced provision for equipment and operational expenses.

#### Programme (6)

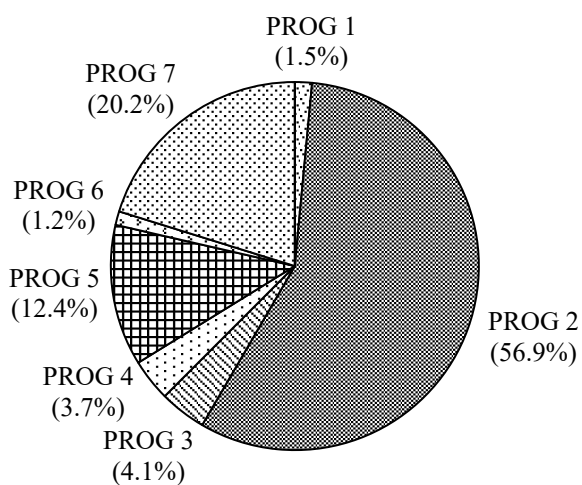
Provision for 2022–23 is \$0.1 million (0.8%) higher than the revised estimate for 2021–22. This is mainly due to the increased provision for operational expenses.

#### Programme (7)

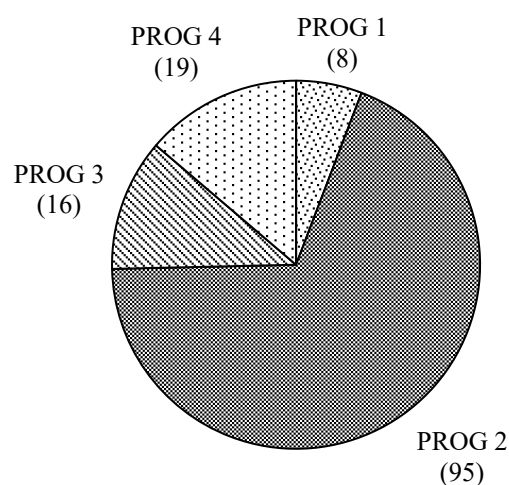
Provision for 2022–23 is \$2.1 million (1.0%) lower than the revised estimate for 2021–22. This is mainly due to operational adjustment.



*Allocation of provision  
to programmes  
(2022-23)*

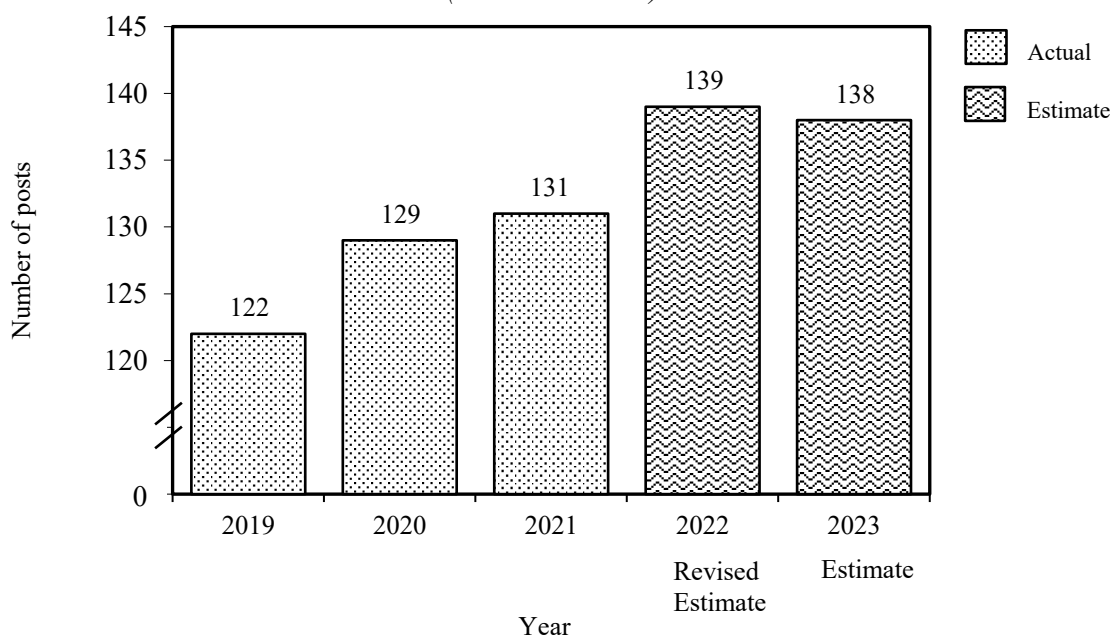


*Staff by programme  
(as at 31 March 2023)*



(No government staff under PROG 5 - 7)

*Changes in the size of the establishment  
(as at 31 March)*



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Sub-head (Code)		Actual expenditure 2020–21	Approved estimate 2021–22	Revised estimate 2021–22	Estimate 2022–23
		\$'000	\$'000	\$'000	\$'000
<b>Operating Account</b>					
	Recurrent				
000	Operational expenses .....	794,155	869,583	830,184	853,215
	Total, Recurrent.....	794,155	869,583	830,184	853,215
	Non-Recurrent				
700	General non-recurrent .....	2,665,004	134,661	145,570	166,632
	Total, Non-Recurrent.....	2,665,004	134,661	145,570	166,632
	Total, Operating Account .....	3,459,159	1,004,244	975,754	1,019,847
<b>Capital Account</b>					
	Subventions				
864	Shine Skills Centres (block vote).....	5,379	3,900	3,900	4,470
	Total, Subventions .....	5,379	3,900	3,900	4,470
	Total, Capital Account.....	5,379	3,900	3,900	4,470
	Total Expenditure .....	3,464,538	1,008,144	979,654	1,024,317

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### Details of Expenditure by Subhead

The estimate of the amount required in 2022–23 for the salaries and expenses of the Labour and Welfare Bureau is \$1,024,317,000. This represents an increase of \$44,663,000 over the revised estimate for 2021–22 and a decrease of \$2,440,221,000 against the actual expenditure in 2020–21.

#### Operating Account

##### Recurrent

2 Provision of \$853,215,000 under *Subhead 000 Operational expenses* is for the salaries, allowances and other operating expenses of the Labour and Welfare Bureau.

3 The establishment as at 31 March 2022 will be 139 posts. It is expected that there will be a net decrease of one post in 2022–23. Subject to certain conditions, the controlling officer may under delegated power create or delete non-directorate posts during 2022–23, but the notional annual mid-point salary value of all such posts must not exceed \$88,531,000.

4 An analysis of the financial provision under *Subhead 000 Operational expenses* is as follows:

	2020–21 (Actual) (\$'000)	2021–22 (Original) (\$'000)	2021–22 (Revised) (\$'000)	2022–23 (Estimate) (\$'000)
Personal Emoluments				
- Salaries .....	105,931	117,073	106,972	114,019
- Allowances .....	2,521	2,276	3,170	3,131
- Job-related allowances.....	—	5	2	5
Personnel Related Expenses				
- Mandatory Provident Fund contribution .....	323	215	312	199
- Civil Service Provident Fund contribution .....	6,039	8,144	7,470	8,933
Departmental Expenses				
- General departmental expenses .....	91,179	114,319	100,120	107,678
Other Charges				
- Financial assistance for family members of those who sacrifice their lives to save others .....	—	11,000	—	11,000
- Public education on rehabilitation .....	14,427	20,000	20,000	20,000
- Integrated Discharge Support Programme for Elderly Patients .....	213,285	228,961	226,019	228,018
Subventions				
- Environmental Advisory Service .....	2,187	2,187	2,187	2,187
- Vocational Training Council .....	209,479	209,479	209,479	207,384
- Shine Skills Centres.....	120,258	127,390	127,390	122,621
- Guardianship Board.....	11,642	10,534	10,534	10,600
- Legal representation scheme for children/juveniles involved in care or protection proceedings .....	5,653	6,000	6,000	5,940
- Adult Education Subvention Scheme .....	11,231	12,000	10,529	11,500
	794,155	869,583	830,184	853,215

#### Capital Account

##### Subventions

5 Provision of \$4,470,000 under *Subhead 864 Shine Skills Centres (block vote)* is for carrying out computerisation projects and renovation works at the Shine Skills Centres with individual proposals/projects above \$200,000 but not exceeding \$10 million. The increase of \$570,000 (14.6%) over the revised estimate for 2021–22 is mainly due to the increased requirement for computerisation projects.

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### Commitments

Sub-head (Code)	Item (Code)	Ambit	Approved commitment	Accumulated expenditure to 31.3.2021	Revised estimated expenditure for 2021–22	Balance
			\$'000	\$'000	\$'000	\$'000
<b><i>Operating Account</i></b>						
700		<i>General non-recurrent</i>				
	016	Community Investment and Inclusion Fund .....	800,000	355,839	93,433	350,728
	876	Child Development Fund .....	900,000	498,724	52,137	349,139
		Total .....	<u>1,700,000</u>	<u>854,563</u>	<u>145,570</u>	<u>699,867</u>