

“From Welfare to Self-reliance”

District Study on Employment Assistance

**Report For Submission To
Commission on Poverty**

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Caritas Sau Mau Ping Community Education Centre

Employees Retraining Board – Cheung Sha Wan Retraining Resource Centre

Evangelical Lutheran Church Hong Kong

Hong Kong & Kowloon Electrical Engineering & Appliances Trade Workers Union

Hong Kong Association for Democracy & People's Livelihood-Career Training Centre

Hong Kong Confederation of Trade Unions

Hong Kong College of Technology

The Hong Kong Federation of Trade Unions - Kowloon West District Service Office

Hong Kong YMCA

Labour Department – Tuen Mun Job Centre

Labour Department – Kowloon West Job Centre

Labour Department – Kwun Tong Job Centre

Mental Health Association of Hong Kong

New Life Psychiatric Rehabilitation Association

New Territories Association Retraining Centre

Social Welfare Department – Yuen Long District Social Welfare Office

Social Welfare Department – Kwun Tong District Social Welfare Office

Social Welfare Department – Sham Shui Po District Social Welfare Office

Society for Community Organization

Society of Rehabilitation and Crime Prevention

Yang Memorial Methodist Social Service

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Alice WAN Ngai-teck

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Abbreviations

AD (SS)	Assistant Director (Social Security)
AEA	Active Employment Assistance
Asst Commissioner	Assistant Commissioner
CEF	Continuing Education Fund
C(SS) 4	Chief Social Security Officer
CoP	Commission of Poverty
CSSA	Comprehensive Social Security Assistance
CW	Community Work
DC	District Council
DE	Disregarded Earnings
Dep Ex Dir (Course Adm & Dev)	Deputy Executive Director (Course Administration and Development)
DSW	Director of Social Welfare
DSWO	District Social Welfare Officer
EA	Employment Assistance
EACo	Employment Assistance Coordinator
EMB	Education and Manpower Bureau
ERB	Employees Retraining Board
ERS	Employees Retraining Scheme
EPM	Employment Programme for the Middle-aged
HAD	Home Affairs Department
HKJC	Hong Kong Jockey Club
HRM	Human Resource Management
IEAP	Intensive Employment Assistance Project
iES	Interactive Employment Service
JC	Job Centre
JD(D)	Job Developer (District)
JMP	Job Matching Programme
KT	Kwun Tong
KTJC	Kwun Tong Job Centre
Labour Offr (ES)	Labour Officer (Employment Services)
LD	Labour Department
LDHs	Local Domestic Helpers
LF	Lotteries Fund
LCK	Lai Chi Kok

LTN	Lam Tim
NGO	Non-government Organisation
NTK	Ngau Tau Kok
PAS (MPT)	Principal Assistant Secretary (Manpower Planning and Training Division)
PCW	Personal Care Worker
PSTAC	Practical Skills Training and Assessment Centre
RC	Retraining Course
RRC	Retraining Resource Centre
SFS	Support for Self-reliance
SIAS	Special Incentive Allowance Scheme
SKM	Shek Kip Mei
SMEs	Small and Medium Enterprises
SMP	Sau Mau Ping
Sr Labour Offr (ES)	Senior Labour Officer (Employment Services)
SSFU	Social Security Field Unit
SSP	Sham Shui Po
SUS	Skills Upgrading Scheme
SWD	Social Welfare Department
TB	Training Body
TMJC	Tuen Mun Job Centre
TSW	Tin Shui Wai
VST	Vacancy Search Terminal
WTS	Work Trial Scheme
YLJC	Yuen Long Job Centre
YLE	Yuen Long (East)
YL	Yuen Long
YLW	Yuen Long (West)
YPTP	Youth Pre-employment Training Programme
YWET	Youth Work Experience and Training Scheme

Executive Summary

A This Study, initiated by CoP, aims to enhance the understanding of the existing employment assistance and its effectiveness to assist the able-bodied unemployed in three pilot districts selected by CoP, namely Yuen Long (including Tin Shui Wai), Sham Shui Po and Kwun Tong. An open and qualitative approach has been adopted to gather information and experience through site visits, observations, focus groups, meetings and interviews. Three Government departments, 23 service operators and 27 service end users were contacted from August 2005 to December 2005. Noting the risks of partiality in sampling and inputs processing inherent in most qualitative research, a validation process in the form of a Report Back Session involving various individuals and Agencies was held on 21 January 2006. Through sharing and confirmation by individuals and Agencies involved in the interviews and who also have rich experience in handling the unemployment issue, the Report Back Session helps establish not only the factual nature of the views collected but also helps confirm that the observations flagged in this Report represent general phenomena rather than isolated cases.

B This Study used Gap Analysis to detect discrepancies or gaps between the needs of the ‘difficult-to-employ’ job-seekers and the existing system’s capacity to meet those needs. The major findings and the identified gap items are: -

Direction and Strategies
Gap 1 - Value: Some of the CSSA unemployed, especially the long-term unemployed, have a tendency to rely on the CSSA payments instead of returning to work.
Gap 2 - Service Content: JMP, IEAP and RCs have similar employment service content.
Gap 3 - Work Focus: The work focus of service operators is mainly on their own programme areas; they may not have a comprehensive enough awareness of the vast variety of employment services available to service users.
Target
Gap 4 - User Record: Administrators keep the service users’ database for their own purpose. Notwithstanding the considerable technical difficulties associated with creating a shared database, since an up-to-date users’ record is essential for tracing and analysis, attention would need to be given to greater sharing of data for proper follow up, especially in respect of the unsuccessful cases.
Gap 5 - Targeting: The special employment projects (such as JMP, EPM, WTS) and the RCs may not always reach the “difficult-to-employ”.

Input
Gap 6 - Job Duty: The overlapping of duties between different service operators means that there may be fairly extensive overlap of services at district level.
Gap 7 - Accessibility: Co-location of SWD and LD may not fully achieve its expected results. It remains uncertain whether the user has indeed been referred to the appropriate officers and whether the user has made contact with the service referred to.
Service Delivery
Gap 8 - Service Route: The unemployed do not have a standard route to access the services. As some of the employment services provided by the departments are similar in nature, the unemployed may receive similar services from more than one unit or approach different units for suitable services.
Gap 9 - Referral System: Presently Government departments and service operators are operating a voluntary referral system. There is no mechanism to track the service utilisation of service users thus referred.
Gap 10 - Job Fairs: Although most employers engaged in job fairs are medium or large businesses, they do offer some low-skilled jobs suitable for the “difficult-to-employ”. In practice, however, the “difficult-to-employ” are still at a competitive disadvantage.
Gap 11 - Job Matching Service: Although the universal employment service is open to the public, the JMP service may not reach the “difficult-to-employ”.
Gap 12 - Enrolment: In general, each JMP registration lasts for three months but may be extended. However, the frequency of re-registration has no upper limit. Similarly, operators of the same agency who run IEAP, ERB course and/or YPTP/YWET service refer users to more than one programme and therefore, once users are engaged in employment, the success rate can be overstated considerably.
Gap 13 - Service for Specific Age Groups: There is no tailor-made employment programme targeted for those aged 25-29. They presently use services generally accessible to all adults, e.g. iES, JMP, CEF and SUS or the WTS.
Gap 14- Transportation Barrier: Some of the unemployed living in TSW need to travel from across the district for employment. This incurs high transportation costs and represents a considerable burden on the ‘low-income people’ who have just entered the job market. Also, some vacancies require a very early start and it may not be possible for TSW residents to reach workplaces using public transport, so TSW residents are effectively barred from those posts.
Gap 15 - Economic Activity: Districts with greater economic activity have greater opportunities to recover from economic downturns and job-seekers there have the advantage of being able to look for employment in their own district. Job-seekers living

in TSW may not have these advantages.

Gap 16 - Use of Professional / Trade Unions: Service operators from professional bodies or the trade unions make use of their own networks and have the advantage of being able to identify relevant job vacancies. Still, there is as yet no room to explore whether networks of such bodies can be better utilised.

Gap 17 - User Choice: The variety of retraining courses organised in TSW is comparatively limited. As a result, potential applicants travel across districts for other courses.

Gap 18 - Sustainability: The RRC performs a more systematic follow-up service and provides life-long learning opportunities for the employees. Their targets are however restricted to ERB service users.

Gap 19 - Job Retention: Some of the TBs detect the need to promote life-long learning atmosphere to the 'difficult-to-employ' users by encouraging them to join other job-related skill-training course once they have completed the ERB courses.

C Based on the Gap Analysis, the following four inherent implementation risks were revealed:

- **Bingo Effect:** Unless a job-seeker is proactive in approaching different agencies offering different services and use the information obtained there to plan his employment service pathway, his use of the services tends to rely more on chance.
- **Funnel Effect:** The present employment services automatically funnel out a group of "difficult-to-employ", including CSSA recipients, near-CSSA recipients and unemployed or long-term unemployed.
- **Puzzle Effect:** The job-seekers themselves, especially the long-term CSSA unemployed who have substantial experience with various services, are quite able to assemble a comprehensive employment service to suit their needs. Sometimes, their knowledge surpasses that of the Administrators and operators.
- **Multi-Approach Effect:** It is commonly the case that local shops need to entertain different NGOs for the same purpose – requesting job vacancies.

D At present, employment services are universal or designed for the unemployed with specific needs. This service-oriented approach indirectly divides the unemployed into different categories. Instead of a service-oriented approach, the unemployed should be at the centre of the employment service. All unemployed ought to be able to approach a service point where relevant programmes are provided according to their needs. To reach this end, the most effective way is to

provide a primary channel of initial service delivery by way of greater pooling of information and screening mechanisms of the existing employment service.

E This report is not aimed at an immediate overhaul of the existing employment services. Instead, it is suggested that incremental adjustments and narrowing of gaps be made in order to move towards a more integrated service mode. Based on the tenet of ‘work first and self-reliance’, it is proposed to set a clear vision for employment assistance: to help the unemployed move from welfare to work by providing an integrated employment service. In this respect, the study suggests five key directions with 18 recommendations:

<u>Direction A: Service Interfacing</u>
<i>To avoid service duplication or gap by integrating employment services at district level.</i>
Recommendation 1 - A More User-friendly and Target-Oriented Approach: It is suggested that service operators should provide users with a more integrated picture of the services available.
Recommendation 2 - Job Orientation: It is suggested that on-the-job training and orientation programmes for front-line staff be provided to enhance their understanding of the detailed operations of different employment services. In the longer term, a professional standard for the practitioners of the employment service needs to be established.
Recommendation 3 - Employment Pathway: It is suggested that the existing employment services be reorganised into three clear employment pathways, viz. a Universal Employment Service, a Special Employment Service and an Intensive Employment Service.
Recommendation 4 - Service Coordination: At policy level, the coordination between the LD and SWD should be strengthened to avoid service duplication and gaps. In the long run, the Government should consider whether there are merits for setting up a dedicated agency for implementing the “unemployment-to-work” policy.
<u>Direction B: Work Oriented</u>
<i>To respond to specific needs of the unemployed by providing appropriate employment services to them.</i>
Recommendation 5 - Job Centre: The LD can consider strengthening the role of Job Centre by: - <ul style="list-style-type: none"> ● targeting the JMP service also at welfare recipients; ● reviewing the criteria of joining the JMP service, e.g. using the length of unemployment as one of the key screening criteria;

<ul style="list-style-type: none"> ● tracing failed cases and measuring the rate of successful job-matching of the JMP service; ● exploring more relevant job opportunities at the lower end of the labour market at district level; and ● strengthening the function of Employment Information Corner in JC.
<p>Recommendation 6 - Retraining Service: The ERB can consider strengthening the retraining service by: -</p> <ul style="list-style-type: none"> ● strengthening the retraining service in TSW areas; ● studying the feasibility of providing temporary transport assistance to users who live in remote areas; ● extending the service provision of ERB to the unemployed aged 25-29; ● including the practical skills assessment in other retraining courses; and ● relocating the existing RRC or setting up another RRC in YL district or in NT.
<p>Recommendation 7 - IEAP: The SWD can consider strengthening the employment services to CSSA recipients by:-</p> <ul style="list-style-type: none"> ● extending the IEAP services to long-term unemployed JMP users; ● strengthening the personalised element of IEAP;
<p>Recommendation 8 - Intensive Employment Service: Relevant departments can consider strengthening the following Intensive Employment Service by:-</p> <ul style="list-style-type: none"> ● using voluntary mentors from professional bodies to help the unemployed; ● considering the inclusion of post-employment support and life-long learning in employment assistance programmes; and ● providing job attachment services and social enterprise programmes for the long-term unemployed.
<p><u>Direction C: District Network</u></p> <p><i>To create employment opportunities by mobilizing the resources in the community.</i></p>
<p>Recommendation 9 - Case Matching: A mechanism of tracing cases and service records across departments should be put in place to ensure a purposeful and effective provision of support.</p>
<p>Recommendation 10 - District Coordination: There is room to further enhance district coordination for discussion of employment issues and identification of service gaps and discrepancies in the community.</p>
<p>Recommendation 11 - Outreach Service: It is suggested that the LD deploys more resources for approaching potential employers of small and local businesses at district level.</p>
<p>Recommendation 12 - Employer Networking Strategies: It is suggested that JCs should strengthen its district employer networks irrespective of size of business operations.</p>
<p>Recommendation 13 - Employment Club: It is suggested that an Employment Club be</p>

set up in TSW area to train volunteers to assist job developers in exploring job opportunities.

Recommendation 14 - Public Education: It is suggested that the positive aspects of TSW be promoted more with a view to reducing the employers' negative image of TSW.

Recommendation 15 – Job Market Information: There are rooms for greater sharing of job market information and employer network among providers of employment assistance.

Direction D: Social Responsibility

To promote not only personal social responsibility of the unemployed to move progressively towards self-reliance, but also the need for corporate social responsibility through providing opportunities for the private and third sectors to get involved.

Recommendation 16 - Active Workplace Attachment: It is suggested that the Active Workplace Attachment can be run in two modes: -

- a Social Enterprise Programme which provides job attachment for the long-term unemployed; and
- granting long-term unemployed priority in taking up places in the Work Trial Scheme.

Direction E: Work Encouragement

To motivate the unemployed by providing incentive support in the transitional period from unemployment to work.

Recommendation 17 - Employment Incentive Allowance: It is worthwhile to study ways of providing financial incentives to help the unemployed meet immediate costs associated with starting work and to keep the “difficult-to-employ” in employment.

Recommendation 18 - Reemployment Bonus: It is suggested to provide able-bodied CSSA a reemployment bonus for retaining jobs.

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Chapter 1: Introduction

A. *Background*

1.1 Noting the welfare trend and the projection of the able-bodied and other recipients¹, the CoP agreed at its meeting on 28 June, 2005 that the direction for further work is to help the able-bodied unemployed to move from welfare to self-reliance². Towards this end, the Commission agreed to conduct a district study on the existing employment assistance for the able-bodied to ensure that services and supports are delivered in an integrated and effective manner, taking into account the interface among relevant policies and the perspectives of delivery agencies and target beneficiaries. In this connection, an independent researcher was engaged to conduct a “District Study on Employment Assistance” from August 2005 to December 2005.

B. *Objective*

1.2 The objective of the Study is to enhance understanding of the existing employment assistance and their effectiveness to assist the able-bodied unemployed at the district level, focusing on –

- (a) the provision and delivery of assistance to the unemployed, including employment assistance, training and retraining services;
- (b) the inter-agency coordination and collaboration (Government departments, NGOs, private sector, etc.); and
- (c) whether the mode of assistance achieves early intervention and prevention, promotes personal responsibility, self-reliance, instead of treating the unemployed as passive welfare recipients.

C. *Scope*

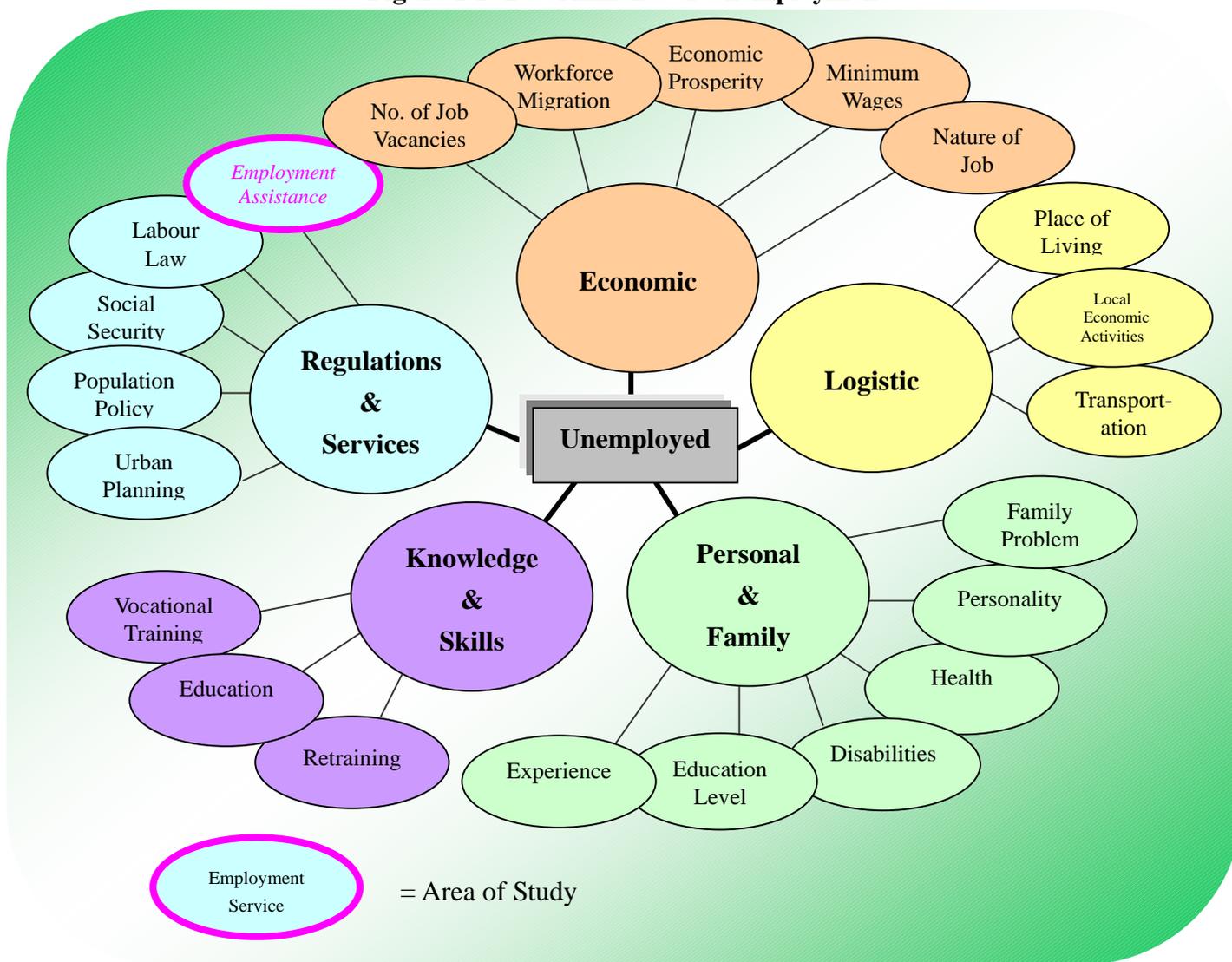
1.3 There is considerable debate amongst economists as to what the main causes of unemployment are. Keynesian economists emphasize unemployment

¹ Refer to CoP Papers 19/2005, 20/2005 and 21/2005 for details.

² Not only the welfare recipients have to be self-reliant, but also the unemployed. The unemployed can attain the dignity of employment and self-reliance through work. Employment also can help build the independence and self-reliance of families, increase the resources available to meet their needs and protect against social exclusion and intergenerational disadvantage.

resulting from insufficient effective demand for goods and service in the economy (i.e. cyclical unemployment). Others point to structural problems inherent in labour market (i.e. structural unemployment). Classical or neoclassical economists tend to reject these explanations, and focus more on rigidities imposed on the labour market from the outside, such as minimum wage laws, taxes, and other regulations that may discourage the hiring of worker (i.e. classical unemployment). The others see unemployment as largely due to voluntary choices by the unemployed (i.e. frictional unemployment). On the other extreme, Marxists see unemployment as a structural fact helping to preserve business profitability and capitalism (i.e. Marxian unemployment)³. The different perspectives may be right in different ways, contributing to our understanding of different types of unemployment. Figure 1.1 summarized the determinants of unemployment in the Hong Kong context.

Figure 1.1: Determinants of Unemployment



³ Source: Rodda, C. (2001). *Types of unemployment*. Retrieved December, 2005, from <http://www.cr1.dircon.co.uk/TB/3/typesunemploy.htm>

1.4 Unemployment is a complex issue and it is difficult to isolate a specific determinant of unemployment. A variety of factors affects unemployed people with different attributes. With a view to arriving at practical observations, an empirical and qualitative approach is preferred and this necessitates a targeted examination of a part, rather than the entirety, of the unemployment issue. Thus, this Study will focus on employment assistance to the able-bodied unemployed. Employment assistance generally refers to the following services -

- providing information about job vacancies;
- employment counselling (including active job matching);
- providing job seeking/soft skills training;
- developing employment by proactively contacting employers with vacancies, or to open up more opportunities to the unemployed;
- referral to relevant training/retraining/placement/employment programmes; and
- providing post placement/employment support.

D. Methodology

1.5 The Study attempts to draw a holistic picture of the employment assistance to the able-bodied unemployed at the district level. Instead of gathering quantitative data from a representative sample, an open and qualitative approach has been adopted to gather information and experience through site visits, observations, focus groups, meetings and interviews. The Study is supplemented by information stocktaking employment assistance and statistics available.

1.6 The Study will focus on the three pilot districts selected by the CoP, namely YL [including TSW], SSP, and KT. To collect information, data, comments and suggestions from different stakeholders in the district, the Study samples include the following three target groups:

- Policy Makers – SWD, LD and EMB & ERB.
- Service Operators – Officers-in charge of JC, AEA, IEAP, RRC, TB.
- Service Users – Participants and users of JMP, EPM, WTS, AEA, IEAP and RC.

1.7 From August 2005 to December 2005 three visits to the Policy Makers were arranged. In addition, 23 operators and 27 end users were contacted. The distribution of interviews conducted is listed in Table 1.1 and a more detailed breakdown is shown in Appendix 1.1.

Table 1.1: Distribution of Interview Conducted

Interviewees	Employment Services				District			Total
	IEAP	TB	AEA	JC	YL	SSP	KT	
Policy Makers	/	/	/	/	/	/	/	3
Operators	8	9	3	3	8	9	6	23
End Users	8	8	8	3	10	9	8	27

1.8 Noting the risks of partiality in sampling and inputs processing inherent in most qualitative research, a validation process in the form of a Report Back Session involving various individuals and Agencies was held on 21 January 2006. In all 15 agencies with 32 participants joined the Session. Through sharing and confirmation by individuals and Agencies involved in the interviews and who also have rich experience in handling the unemployment issue, the Report Back Session helps establish not only the factual nature of the views collected but also help confirm that the observations flagged in this Report represent general phenomena rather than isolated cases. Details of the findings are presented in Chapter Three. Some of the participants also made useful and relevant recommendations, which is incorporated in Chapter Four.

Chapter 2: An Overview of Employment Services

A. *Employment Services provided by Government*

2.1. Documents review of different policy papers and reports give a clear picture on the employment services in Hong Kong (Appendix 2.1). To gain a comprehensive understanding of the works of different departments, intensive interviews and visits were conducted to collect qualitative information about strategic planning and day-to-day operation of employment services. The interviews and visits did not follow a preset questionnaire structure. The areas of discussion were mainly focused on the following five areas:

- directions and strategies of employment service
- level of coordination among departments and organizations
- nature and characteristics of job-seekers and with target priority
- delivery mode and operation of employment service, including employment projects, initiatives and retraining programmes
- input controls, output and outcome measures of employment service

2.2. From August 2005 to December 2005 interviews with the Administrators and their representatives of the SWD, LD, EMB and ERB were conducted. Follow-up visits were made to the district offices and operators of employment services in three districts: YL, KT and SSP. For a list of departments and the persons met see Appendix 1.1. Notes were taken during the interviews and visits, and all the interview notes were subsequently transcribed. With reference to the documentary review and interview notes, the following sections map out the employment services provided by Government departments.

Labour Department

Direction and Strategy

2.3 **Mission:** The LD plays an important role in disseminating vacancy information as well as matching job-seekers to employers and vice versa. The direction of employment services provided by the LD is clearly spelt out in the mission statement – to improve the utilisation of human resources by providing a range of employment services to meet changes and needs in the labour market.

2.4 **Service Mode:** The LD provides diverse modes of free employment and recruitment services to job-seekers and employers by way of 10 district-based Job Centres, the Telephone Employment Service Centre, the Central Recruitment Unit and the Job Vacancy Processing Centre.

2.5 **Accessibility:** Employment Services of the LD are available on the Internet around the clock through the iES. Employers and job-seekers may make use the iES on the web to submit vacancy information or register for placement services. All vacancies received by the LD are posted on this web site for public viewing. Members of the public may access the iES using Internet connected personal computers, public computer facilities at district offices, community halls, public libraries and post offices, and public information kiosks distributed over Hong Kong. In addition to this, the LD installed VSTs at SSFUs of the SWD and the Public Enquiry Service Centres of the HAD.

2.6. **Employer Network:** The LD keeps a large database of registered job-seekers and handles a wide range of job vacancies, ranging from management posts to low-skilled jobs (Appendix 2.2). The vacancies are available for the job-seekers from different educational and occupational backgrounds, such as managers, supervisors, clerks, delivery workers, crafts persons, etc. One of the key strategies of LD is to establish a network with larger businesses which are likely to provide more significant numbers of vacancies.

2.7 **District Network:** JC managers are the key personnel to liaise with stakeholders at district level. They need to keep close contact with businesses in the district for job vacancies. Vacancies are received and processed centrally by the Job Vacancy Processing Centre. In parallel, JC staff approach the HRM staff and the employers in the district, make cold calls and send invitation letters to develop their district employer network. To maintain the employer network, JC staff keeps in contact with employers and organize employer gatherings every six months. Employers who have not previously used the service of the LD are also invited.

2.8 **Service Image:** The LD has established a reputation as a job matching centre that businesses, including the large businesses, SMEs and local shops, are well inclined to use to fill their vacancies. As a result of the well-established image, the LD has a wide spread network of employers. The Employment Information and Promotion Programme Office of the LD is responsible for liaising with major employers with territory-wide operations while district JC liaise closely with employers at district level.

2.9 **Unemployment Rate:** Economic downturns tend to be followed by high unemployment rates. When the overall economic situation is improving, there will likely be an increased number of job vacancies and greater opportunities for successful job matching. The employment situation hinges mainly on the overall economic performance of Hong Kong. As such, the LD has to be flexible and adopt appropriate measures in response to changes in the employment market. For example, the LD has launched special employment programmes (Appendix 2.3) for specific target groups of job-seekers. Some of these services offer allowances for the potential employers or the job-seekers as incentive.

Target

Job-seekers

2.10 The LD provides the public with a full range of free employment services and there is no distinguishing criterion in the use of these services. In view of the economic restructuring the LD has been more proactive in helping job-seekers with low skills, low education and/of middle-age. Table 2.1 lists a wide range of employment programmes for the specific target groups:

Table 2.1: Special Employment Programme of the LD

Launched	Special Employment Programmes	Targets
September 1999	Youth Pre-employment Training Programme	Young school leavers aged 15 to 19
July 2002	Youth Work Experience and Training Scheme	Young people aged 15 to 24 with education below degree level
May 2003	Employment Programme for the Middle-aged	Unemployed people aged 40 or above
June 2003	Special Incentive Allowance Scheme for Local Domestic Helpers	Local Domestic Helpers registered in ERB
June 2005	Work Trial Scheme	Job-seekers who have special difficulties finding jobs

2.11 There is neither a specific programme nor a special arrangement for the CSSA unemployed. The Administrator said that this group is covered under their free employment services and programmes. To meet the needs of ethnic minorities and new arrivals, reference books, posters and leaflets are available in languages of ethnic minorities and in simplified Chinese characters. There are also regular employment briefings conducted for the two groups.

Employers

2.12 Employers are welcome to use the on-line services or the Job Vacancy Processing Centre to post job vacancies, select candidates and recruit staff. These services are free-of charge and made available for all employers, including the general employer and the employment agencies recruiting staff for their clients.

Job Centre

Facilities and Equipment

2.13 The JC are fully computerized and job-seekers can make use of facilities and equipment to complete the entire job-hunting process. In addition to viewing job cards displayed, job-seekers can use the touch-screen VST where the latest vacancy information can be obtained with only a few touches on the screen. These terminals can provide printed information on vacancies selected by job-seekers.

2.14 Newspapers with vacancy information, telephones, fax machines and computers connected to the Internet are also available in the JC to facilitate the search for a suitable job, prepare resumes and make direct job applications with potential employers. To improve its operating environment and enhance the quality of service, the LD has re-provisioned its JCs to include such facilities as briefing rooms, larger waiting areas, resource corners and computer corners with Internet and resume builders for job-seekers.

Staffing

2.15 Staff numbers of JC vary depending on the size of the centre. Staff provision ranges from 12 to 20. A JC is headed by a Centre Manager responsible for the overall administration and supervision of all the staff in the Centre. The Deputy Manager is responsible for liaising with the employers and providing JMP.

The Programme Officers implement the special employment services whereas the Placement Officers are responsible for rendering job referral service.

Service Provision

2.16 Most of the employment services are organised and implemented by the LD. For YPTP and YWETS, LD takes up the overall planning, coordination and monitoring work as well as job placement services. TBs, which are mostly NGOs, are commissioned to provide soft skill training, job skills training and rendering career counselling and support service for trainees.

2.17 The LD considered that the coverage of employment services provided by the LD is extensive and that the employment services meet the needs of job-seekers generally. JC staff first and foremost refers suitable jobseekers to services organised by the LD. Where appropriate, they will be referred to the programmes organised by other departments or agencies.

2.18 For the vast majority of vacancies, job-seekers may obtain contact details of the employers through job cards, VSTs or iES. They can directly lodge applications with employers. Alternatively, job-seekers can seek referral service from the staff of JC. The LD arranges Employment Services Ambassadors to help those job-seekers who have difficulties completing the procedures associated with the job-hunting process, including the use of facilities and equipment.

2.19 Employers with job vacancies can place a vacancy order to the LD via iES or fax. Upon receipt of the vacancy order, the JC will refer suitable candidates to the employers. Employers may choose to open up the contact particular for job-seekers to apply for vacancies directly. In the meantime, on-line registered employers can identify suitable candidates at iES. To ensure job vacancies are valid, staff of the LD request employers to inform them once a post has been filled. Some employers informed LD staff that some CSSA applicants requested for records of interview in order to fulfil requirements under CSSA to look for jobs, but made clear to the employers that they did not want to be employed.

2.20 All job-seekers, including the ethnic minorities and new arrivals, are encouraged to use the resource corners to obtain comprehensive employment information. The employment information is well placed in pigeonholes or bookcases. In addition, regular employment briefings are conducted in JC.

2.21 Job-seekers who consider themselves in need of more in-depth or personalised employment services may join the three-month JMP. They can obtain details of this programme from the publications available in the JC, such as posters and leaflets. Placement officers will also invite job-seekers who have difficulties in finding jobs and need more in-depth employment service to join JMP. The Placement Officers will, with regard to the academic qualifications, job skills, work experience and job preference of the applicants provide careers counselling and match them with available suitable posts. The Placement Officers will follow up with his job-seekers and keep track of their employment needs. In some occasions, the Placement Officers will also liaise with the employers on results of job interviews. If the participants are still unemployed upon completion of the programme, they can re-register with the programme. Also, the Placement Officers can refer JMP participants with particular difficulties in finding employment to the WTS or other special employment programmes operated by the LD.

2.22 To reach out to the job-seeking public, the LD organises territory-wide and district-based job fairs to help job-seekers find jobs and, where appropriate, make applications on the spot. Employment exhibitions are also held at shopping malls and public housing estates to introduce the employment services to the public with possible on-the-spot registration of job-seekers. Some large businesses are actively involved in these Job Fairs. They offer a considerable number of job vacancies and may conduct on-the-spot job interviews and recruitment. For instance, at the end of November 2005, the LD organised a Recruitment Forum in Tin Shui Wai and invited 13 companies to provide job vacancies (Appendix 2.4).

2.23 The LD initiates a wide range of special employment programmes for specific target groups. To put these programmes into practice, the JC is responsible to implement the programmes at district level. JC managers vet and select employers who have shown interest in the EPM and the WTS. To ensure quality of service, JC staff conducts inspection visits to participating employers.

Accountability

2.24 The LD has a well-established mechanism of recording their service output periodically. Also, there is a comprehensive system of collecting statistical data as widely as possible for analysis. Useful labour and employment statistics, such as the top 10 positions with most vacancies received by the department and the

10 most popular positions among the registered job-seekers, are also available for public access.

2.25 The LD provides universal employment services to all job-seekers, irrespective of whether they have registered with LD or not. All job-seekers have free access to the huge vacancy database available on the iES and VSTs, and through the job cards displayed at JCs. They are also encouraged to approach the employers direct for vacancies with contact means displayed. As such, it is difficult to collect accurate statistical data related specifically to different groups of users.

2.26 The nature of the services the LD currently provides is mainly focussed on vacancy dissemination and job placement service. The LD has the statistical data, such as iES hit rate, which is related to the job hunting. Basically, the development of on-line functions promotes a ‘self-help’ or ‘semi self-help’ employment service. It is thus difficult to capture the details of all successful employment made through the services provided by LD, in particular those applying to employers direct.

Social Welfare Department

Direction and Strategy

2.27 **Mission:** The SWD clearly spells out the value of “self-reliance” and “work first” principle as follows:

- Self-reliance: The SFS Scheme is a programme under the CSSA Scheme, which aims to encourage and assist the CSSA able-bodied unemployed adults and low-earning persons who are not working full-time to move towards full-time paid employment and self-reliance while providing them with financial assistance.
- Work First: The SWD is committed to providing a safety net for those who are in genuine need and cannot support themselves or their families. However, the CSSA recipient has to understand that the granting of CSSA payment is only a temporary measure to assist him to tide over a period of financial hardship. He has the obligation to work and support himself/his family through assistance offered to him to reduce his/his family’s dependence on public funds.

2.28 **Service Approach:** To help CSSA able-bodied unemployed adults and other socially disadvantaged groups overcome barriers to work and become self-reliant, the SWD uses the following service approaches to assist the unemployed CSSA to enter the labour market:

- The SFS Scheme⁴ is a comprehensive package of employment-related services. Employable CSSA recipients⁵ are provided with more targeted employment assistance including direct job matching.
- CW requirements have been further enhanced to help recipients develop work habits and to contribute to society.
- NGOs have been commissioned to run 105 IEAP for employable CSSA recipients and other near-CSSA recipients to assist them to remove work barriers, enhance their employability and get back to work through a range of activities such as job matching, job skills training, employment counselling and post-employment support.
- TFA is provided to needy participants to meet employment-related expenses and to near-CSSA unemployed to tide them over short-term financial hardship.
- To encourage CSSA recipients to find and stay in employment and to increase the incentive to work, the maximum level of disregarded earnings under the CSSA scheme has been raised. These measures have proved to be effective in helping unemployed CSSA recipients move towards self-reliance.

2.29 **Employer Network:** To provide more proactive employment assistance to CSSA recipients, JDs under the direction of DSWOs set up a District-based Employment Network in individual districts and help muster job openings for participants. Upon receiving information on job vacancies from potential employers, JDs will provide direct job matching or pass the information to EA team in respective districts for matching with suitable CSSA recipients (i.e. JDs will do direct job matching for employable CSSA recipients). Depending on individual circumstances, JDs are expected to collect feedback from potential employers to understand the reasons for failure in the case SFS participants who are not employed. The duties of JDs are listed in Appendix 2.5.

⁴ Currently, able-bodied unemployed aged 15 to 59 and low earning persons who are not working full-time are required to enrol in the SFS Scheme as a condition of receiving CSSA.

⁵ Employable CSSA recipients are CSSA recipients excluding the elderly, disabled, ill-health persons. CSSA single parent recipients with children aged below 15 are employable but not required to enrol in the SFS Scheme.

Target

2.30 **Job-seekers:** The primary service target of the comprehensive package of employment-related services run by SWD is the employable CSSA recipients. The SWD also pays attention to the CSSA recipients with specific need for additional assistance such as middle aged, long-term CSSA recipients, youths, street sleepers, ex-offenders and ex-drug abusers, single parents and ethnic minorities with language barrier to employment. To help prevent the needy from falling into the CSSA net, a maximum of 30% of the IEAP places are for 'near-CSSA' target group who need employment assistance.

2.31 **Employer:** The JD(D) will liaise with organisations such as welfare agencies, Kai-fong Associations, District Committee offices, schools, firms in the local community who have job vacancies or new jobs anticipated to be created. Also, the JDs(D) reach out to contact the local businesses and organisations to muster job openings. Most of the vacancies identified are those menial or low-end jobs which likely fit for the employable CSSA recipients. Sometimes, JDs(D) need to brief the potential employers the nature of candidates for job interviews so as to seek positive support and encouragement to the employable CSSA recipients.

SFS Scheme

Facilities and Equipment

2.32 The EACos need to interview the employable CSSA recipients periodically in the SSFU office. To make the vacancies information of LD reach the CSSA recipients, VSTs are installed at the SSFU.

Staffing

2.33 To deliver employment assistance services under the SFS Scheme, as at December 2005, there are:

- 227 EACos in 37 SSFUs working under 7 Officers-in-charge, EA Team in SWD districts;
- 148 Community Work Organisers being supervised by 2 Community Work Administrators centrally; and

- 39 JDs acting in accordance with DSWOs' direction.

Service Provision

2.34 With the aim of assisting the employable CSSA recipients to improve his employability and maximize his chances to obtain paid employment, the SWD introduced the SFS Scheme in June 1999, which comprises three main components: (1) The AEA programme; (2) The CW programme; and (3) Disregarded Earnings.

2.35 The employable CSSA recipients have to enrol in the SFS Scheme as a condition of receiving assistance. Once the recipient enrolls in the SFS Scheme, it means that he is willing to prove himself to be making substantial efforts to participate in all activities designed by the SWD to lead him to employment while receiving CSSA. To acknowledge his obligation, he is required to sign a Job-seeker's Undertaking to indicate that he fully understands his obligations to comply with all the requirements under the SFS Scheme.

2.36 If the employable CSSA recipient refuses to sign the Job-seeker's Undertaking or if he fails to comply with any of the requirements stated in the Job-seeker's Undertaking, the DSW is entitled to:

- cease to process his application for CSSA;
- terminate further CSSA payment to him and other members of his household if his application for CSSA has been approved; and
- request him to repay the amount of CSSA payment, if any, overpaid to him/his family arising from such non-compliance.

2.37 **The AEA Programme:** Under the AEA programme, personalised employment assistance will be rendered by EA team. The programme aims to empower the applicant to overcome his work barriers, enhance his employability and find a paid job. Through the provision of these services, the employable CSSA recipients will be:

- able to get access to up-to-date labour market information and training opportunities through the Active Employment Assistance Corner and VSTs available at each SSFU;
- assisted to develop action plans to find employment and to review the plans regularly;

- matched with available suitable job vacancies;
- arranged to participate in employment assistance programmes run by operating agencies commissioned by SWD; and
- helped to sustain employment in the initial period after successfully finding paid work.

2.38 IEAP is an intensified employment-related service under the AEA programme. The SWD has secured funding from the Lotteries Fund and the Hong Kong Jockey Club Charities Trust to commission NGOs to launch the IEAPs. Since October 2003, a total of 105 IEAPs by three batches of 40, 30 and 35 had been launched. The aim is to provide tailor-made employment assistance services to participants to help them secure gainful employment as early as possible so that they can move towards self-reliance. Services rendered by the operating agencies include: (1) Individualised Employment Assistance Services; (2) Temporary Financial Aid; (3) Small-scale Business / Cooperative Business; and (4) Post-placement Support Service. The detail service content is listed in Appendix 2.6.

2.39 **The CW Programme:** The employable CSSA recipient is also required to perform community work up to a maximum of three days or 24 hours a week as and when arranged to help him:

- develop a work habit;
- improve his employability;
- widen his social network;
- enhance his self-esteem;
- pave the way for eventual gainful employment; and
- contribute to society, in parallel to his job search process.

2.40 **DE:** With an aim to encourage CSSA recipients to take up employment and continue working, a provision of DE is set under the CSSA Scheme. The eligibility criteria for DE is as follows:

- monthly income that a recipient earns from his job will be partially disregarded up to a prescribed limit;
- the first month's income that a recipient earns from a new job will be totally disregarded (provided the applicant has not enjoyed this benefit more than once during a two-year-period).

Accountability

2.41 SWD has developed the Computerised Social Security System to provide an automated support for staff of Social Security in delivering services of various Social Security Schemes. The SFS sub-system under the Computerised Social Security System helps collect and provide detailed information on the cases to support the information needs of the department and its stakeholders.

2.42 To oversee the implementation of the SFS Scheme, key statistics on the SFS Scheme (e.g. the number of participants leaving the CSSA net as a result of paid employment, the number of sanctions imposed) are generated on monthly bases by compiling the monthly figures collected from district staffs.

2.43 A monthly statistical report on IEAPs is issued to monitor the performance of IEAPs.

*Education and Manpower Bureau***Direction and Strategy**

2.44 **Mission:** The ERB plays an important role in providing retraining courses for the unemployed aged 30 or above with no more than junior secondary education level. The direction of employment-related services provided by the ERB is clearly spelt out in the mission statement – to provide quality retraining courses and services to the unemployed and potentially unemployed in order to enhance their employability and meet the needs of employers and the Hong Kong economy.

2.45 **Service Approach:** The ERB believes in a total-service approach in delivering their services for employees. Such services include counselling, retraining courses, placement services and follow-up services. To achieve the total-service approach, the ERB has six key focuses:

- to enhance quantity and quality of courses and services
- to extend scope of services
- to upkeep market intelligence
- to strengthen partnership with employers and stakeholders
- to enhance cost effectiveness
- to foster positive corporate image

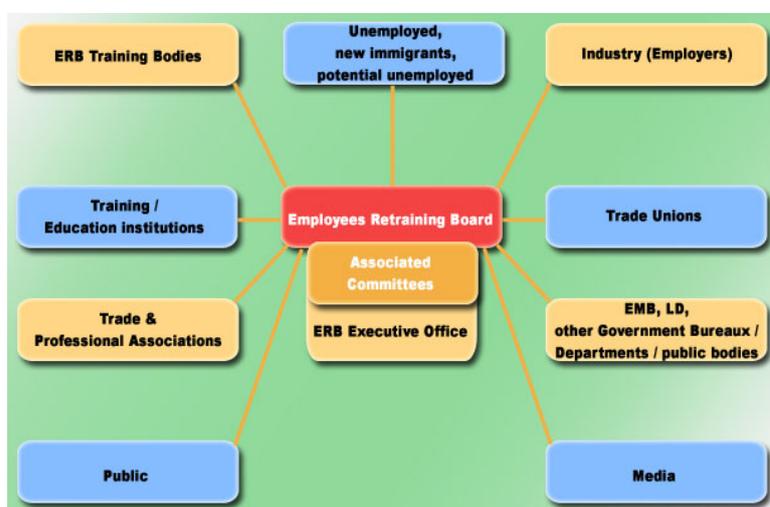
2.46 **Accessibility:** The retraining programmes, which is funded by the ERB, are conducted by an extensive network of approved training bodies experienced in vocational training and/or in adult education. As at the end of 2005, more than 160 types of courses are offered through over 50 TBs at some 130 centres. Besides, there are 2 RRCs and 1 PSTAC located in Kowloon.

2.47 To facilitate effective job matching, the ERB has developed a dedicated computer networking system which allows for efficient exchange of vacancy information between job-seeking trainees and prospective employers. The ERB's computer network has also linked up with that of the JC of the LD since 2001 so that job vacancies information is communicated to each other in an efficient manner.

2.48 **Employer Network:** The ERB collaborates with employers to run tailor-made courses. The courses not only help identify reliable and specially trained staff for the employers, but also secure job opportunities for the retrainees. Employers or groups of employers with 15 or more vacancies who are experiencing difficulty in recruiting staff in certain job types can approach the ERB for designing tailor-made courses to train up potential employees to meet specific skill requirements of the jobs. The tailor-made programme is jointly organised by the ERB, the employer and the relevant TBs.

2.49 **District Network:** The ERB has different stakeholders which are shown in Figure 2.1. At district level, the TBs are responsible to liaise with businesses for job vacancies. The source is mainly from their own networks, cold calls and the central employers database of ERB.

Figure 2.1: Stakeholders of ERB



2.50 To strengthen the communication with employers, ERB establishes regular forums with major employer associations and maintains close co-operation with trade unions. Besides, the ERB has set up a central hotline for the potential employers who can offer job vacancies for retrainees. On average, there are some 10,000 job vacancies available each month. The ERB also administers an Integrated Scheme for LDHs in which the ERB keeps the databases of both registered LDH retrainees and also potential employers so that TBs running as Regional Service Centres for the Integrated Scheme can access the databases for prompt job-matching and job referral services.

2.51 **Unemployment Rate:** According to the Administrator of the ERB, skill mismatch is one of the contributors to unemployment. The ERB believed that provision of the retraining programme is a way to enhance the employability of the unemployed. When high rates of unemployment prevail, there will be greater demand for retraining programmes.

Target

Trainees

2.52 ERS is funded by the ERB which was set up in 1992. Retraining was initially focused on displaced workers who experienced difficulties in finding alternative employment as a result of economic restructuring. Presently, the primary service target is unemployed persons aged 30 or above with junior secondary education or below. Also, there are specific retraining courses for the unemployed persons aged 45 or above, the disabled and the new arrivals.

Employers

2.53 Employers are welcome to use the free recruitment service of the ERB. The employers are only required to complete the Vacancy Registration Form. These services are free-of charge and made available for all employers who wants to recruit the retrainees.

Service Provision

2.54 **Service Implementation:** Unlike the PSTAC which is directly operated by the ERB, the ERB has commissioned TBs to run the RCs and RRCs. The Administrators considered it is an effective way to offer the RCs for the public

through an outsourced approach.

2.55 **Retraining Course:** A great variety of full-time, part-time and evening courses are being offered by ERB. They broadly fall into the following categories:

- Job-specific Skills Courses
- General Skills Courses, e.g. Language and Computer
- Tailor-made Courses
- Self-employment Courses
- Job Search Skills Courses

2.56 **Operators:** The RCs are funded by the ERB but conducted by an extensive network of approved TBs experienced in vocational training and/or in adult education.

2.57 **Course Fee:** All full-time/placement-tied course are free of charge. Retrainees attending full-time courses of more than one week and have achieved an attendance rate of 80% or more, are entitled to receive a retraining allowance. The rate of the allowance is \$153.8 for each actual day of attendance. The maximum allowance is \$4,000 per month. Retrainees taking part-time or evening courses are required to pay a course fee amounting to 20% of the training costs. For unemployed or low-income persons with monthly income at \$6,333 or less, they can apply to waive course fees subject to a commitment of achieving an 80% attendance rate.

2.58 **Placement Services for Retrainees:** Graduate trainees of full-time/placement tied courses are offered employment assistance in job counselling and placement services upon completion of training. The placement officers of the TBs will provide job market information and refer suitable vacancies to trainees according to their experiences, job skills, aptitudes and job expectations and so forth.

2.59 **Nature of Course:** The ERB offers different nature of courses, including security / property management, domestic helper, personal care worker, and junior clerks, etc. By course type, security / property management, domestic helper together accounted for the largest proportion of the placement-tied courses offered. The ERB allocates more retraining places for these courses as these sectors have more job opportunities to absorb a large number of the retrainees. The ERB also encourages the TBs to pioneer new courses with market potential.

2.60 **Developing Job Markets:** The ERB has been successful in tapping into emerging job markets by providing specialised retraining courses, such as LDH, security/property management and elderly care. Recently, ERB extends its attention to other job markets with great potential, such as foot reflexology and massage for healthcare, with a view to opening more job opportunities for the retrainees.

2.61 **Retraining Resource Centres:** RRC is one of the underlying pillars in the development of the ERS, aiming to provide interactive self-learning and practicing facilities for ERB's service targets, in order to enhance their employability and competitiveness as well as promoting the concept of "life-long learning" among the retrainees. Besides providing follow-up and support services for RRC's clientele (i.e. graduate retrainees and those awaiting retraining courses) with a view to enhancing their skills to cater for the needs of the employment market, RRCs also provide course information and application services to the public.

2.62 **Facilities and Equipment:** Services and facilities available at the RRCs include: computer practicing facilities, multi-media learning facilities, workshops, seminars, study groups, mutual help groups and labour market information, etc.

2.63 **PSTAC:** Established in October 2002, the PSTAC is a center for centralized skills assessment and certification for graduates of the LDH, PCW as well as massage-related courses. It provides an assessment system to benchmark the skills to be attained by the graduates and hence enhance their employability. Those retrainees of LDH who pass the practical skills assessment test will each be issued a Competency Card, other than the certificate issued to every retrainee upon completion of a RC. At present, aside from the PSTAC of the ERB in Cheung Sha Wan, eight TBs are also designated to conduct common assessments for LDH retrainees.

Accountability

2.64 The Research and Development team of ERB collects and analyzes existing labour market statistics and information systematically. The data is for their own internal use for analysing the manpower needs of labour market and for information sharing among its TBs.

2.65 The ERB has a well-established mechanism of recording their service output periodically. To measure the performance benchmark of 70% placement rate, the ERB also audits the employment record of the retrainees. Besides, the ERB and SWD match the database periodically to avoid non-report of receipt of retraining allowance by CSSA recipients.

2.66 Currently, ERB offers over 100,000 retraining places annually through 57 TBs at over 130 training centres throughout the territory. An average of about 80% of the retrainee graduates are able to find employment within three months upon their completion of placement-tied retraining courses (which account for about 50% of the yearly training capacity). Job retention rate after 6 months for all placements maintains at about 67%.

Service Interfacing

2.67 **Service Planning:** At the planning level, the LD maintains close cooperation with the ERB by being an official member at the Board level and having representation at a number of its 6 Committees⁶ set up under the Board. The LD is also involved in the planning meetings of the IEAP, which is initiated by the SWD.

2.68 **Service Implementation:** The ERB and the LD maintain close cooperation in service provision. Periodically, the two departments jointly organise regional exhibitions, recruitment expos as well as training and recruitment posts. The ERB and the SWD also work closely and offer retraining opportunities for the CSSA unemployed.

2.69 **Coordination Mechanism:** There are no formal mechanisms for stakeholders to share and coordinate employment services at district level. While some districts have dedicated forums established to discuss employment-related issues, government officials and NGOs often meet in district meetings which cover wider issues, such as the District Council, the District Coordinating Committee on New Arrival Service. NGOs which provide employment services have been drawing upon the resources of the LD, mainly in two ways. Firstly, most NGOs make use of the vacancy information disseminated by LD through the iES website to search for suitable vacancy for their clients. Secondly, many NGOs arrange their clients to visit the JC nearby so that their clients can have access to more resources

⁶ The six committees are Finance and Administration Committee, Public Relations and Promotion Committee, Course Vetting Committee, Course Development Committee, Quality Assurance Committee and Management Audit and Review Committee

available in the district.

B. Employment Services at District Level

Yuen Long District

Employment Services provided by LD

2.70 Job-seekers in Yuen Long, including Tin Shui Wai, can make use of the services and facilities available at the TMJC located in Tuen Mun Parklane Square. TMJC has already been renovated for expansion to enable the LD to organise job fairs since September 2005. This will capture more local employment opportunities for residents of YL and TSW and facilitate them to attend job interviews without the need to travel to urban areas.

2.71 The LD has installed VSTs at four SSFUs located in TSW and YL. Two additional VSTs have been installed at Tin Shui Community Centre and Public Enquiry Service Centre of Yuen Long District Office.

2.72 Exhibitions on employment services were held in TSW in January and October 2005. Another exhibition was held at Sun Yuen Long Plaza in July 2005. A recruitment forum was held in TSW in November 2005.

2.73 TMJC also organises job fairs and bulk interviews regularly. In 2005, four job fairs and 12 bulk interviews offering 1 000 vacancies have been held to provide on-the-spot interviews to job-seekers.

2.74 In order to promote the employment services and disseminate updated vacancy information to residents of the district, the LD has, from July 2005 to February 2006, participated in a series of 14 roving exhibitions under the “Promotion of Harmony and Self-enhancement Programme in YL” organised by the YL DC, HAD and SWD.

2.75 In respect of the youth programmes, up to the end of December 2005, 1 205 YPTP trainees (13%) of the programme year 2004-05 reside in YL district (including Kam Tin, TSW and YL). There are 16 local training bodies offering 44 courses and 4,169 training places in 26 service points. In addition, 311 work attachment places have been canvassed in the district.

2.76 In the programme year 2004-05, there are 12 NGOs under the YWETS with 17 service points in YL. The number of trainees residing in YL is about 2,300 (12.4%) while the number of vacancies received in this district is about 670 (3.5%).

2.77 To cater for the employment needs of youths living in remote areas, the LD staged two job fairs in YL and TSW in April 2005 in cooperation with nine NGOs with local service centres in the North-western New Territories. The two job fairs attracted 4,500 vacancies and 3,000 job-seekers. The YWETS office had also participated in the “Promotion of Harmony and Self-enhancement Programme in Yuen Long” on 27 August 2005 to publicise the Scheme.

Employment Services provided by SWD

2.78 **Key Statistics on Unemployment and Low Income Cases under CSSA:** As at December 2005, YL constituted 10.1% (30 031 out of 298 011) of all CSSA caseload in Hong Kong. The number of unemployed CSSA cases in YL is 5,267 comprising 3,209 living in TSW (Appendix 2.7). The percentage of CSSA unemployment cases (i.e., 17.5% for YL and 21.4% for TSW) is higher than the overall average in Hong Kong (13.9%). Yet, when comparing with figures half year ago (i.e. June 2005), the unemployed CSSA cases in YL and TSW have dropped by 231 (4.2%) and 175 (5.2%) respectively.

2.79 **AEA:** Regarding the AEA Scheme under CSSA, the total number of participants in YL is 5,745 as at 31 December 2005. Comparing the same figure in June 2005, it has dropped by 277 (4.6%). For details of the participant profile, please refer to Appendix 2.8.

2.80 **IEAP:** At present, there are 105 IEAPs in total of which 14 projects (run by 8 NGOs) in YL District. List of NGOs is at Appendix 2.9. Regarding the figures on participants’ performance (in terms of number of participants (a) joining the projects, (b) securing full-time employment and (c) sustaining in full-time employment for three months or more with unemployment status changed either to CSSA low-earner or off CSSA net), please refer to Appendix 2.10.

2.81 **JDs:** At present, there is a total of 4 JDs in YL who are responsible for establishing district-based employment network for the unemployed CSSA participants. Since April 2003, the accumulated total numbers of successful job

placements secured are listed as follows (Table 2.2):

Table 2.2: Accumulated Total No. of Successful Job Placements Secured in YL

Position as at 31 December, 2005	Territory-wide	YL District
No. of JDs	39	4
No. of participants employed: full time jobs	4,102	311
No. of participants employed: part time jobs	919	2

Employment Services provided by ERB

2.82 In 2004-05, 4 training bodies offered 53 retraining courses through 5 centres in YL. The number of centres increased in 2005-06 to cater for the need of retraining in YL district. Up to December 2005, 6 training bodies (9 centres) have offered 60 retraining classes in YL. Courses offered include: Domestic Helper, Personal Care Worker, Security / Property Management, Job Search Skills for New Arrivals, part-time Computer and Language courses. Placement services were provided for graduates of full-time placement-tied courses upon completion of the retraining courses. The major statistics of retraining courses offered in YL in 2004-05 and 2005-06 (as at 31.12.2005) are as follows:

Table 2.3: Progress of Retraining Courses in YL District

Course Type	01.04.2004 – 31.03.2005		01.04.2005 – 31.12.2005	
	Full-time	Part-time	Full-time	Part-time
Number of Training Bodies (centres)	4 TBs (5 centres)		6 TBs (9 centres)	
Number of courses	16	37	17	43
Number of classes	82	151	87	113
Number completed	1,728	3,158	1,926	2,367
Completion rate	94%	92%	97%	92%
Placement rate*	74%	---	78%	---
Satisfaction ratio	95%	96%	97%	96%

* Placement rate of placement-tied courses only

*Sham Shui Po District***Employment Services provided by LD**

2.83 Job-seekers in SSP are served by the KWJC located in Cheung Sha Wan Government Offices at Cheung Sha Wan Road.

2.84 To facilitate easy access by job-seekers in the district to the vacancy data, the LD have installed VSTs at three SSFUs located in SSP, Lai Chi Kok and Shek Kip Mei. Another VST has also been installed at the Public Enquiry Service Centre of SSP District Office.

2.85 The LD staged a two-day exhibition on employment services at Olympian City, Tai Kok Tsui, in November 2005.

2.86 Besides, KWJC organises job fairs and bulk interviews within the premises of the job centre regularly. In 2005, 14 job fairs and three bulk interviews offering over 1500 vacancies have been organised to provide on-the-spot interviews to job-seekers.

2.87 In addition, to address the employment needs of the ethnic minorities, the KWJC regularly provides information on the recruitment activities such as employment briefings, job fairs, bulk interviews, recruitment forums etc to the concerned NGOs so that they may disseminate such information to the ethnic minorities.

2.88 As regards youth employment, in the programme year of 2004-05, 411 YPTP trainees (4.4%) reside in SSP district (including Cheung Sha Wan, Lai Chi Kok, Lai King, Mei Foo, SSP, Shek Kei Mei, Tai Kok Tsui) as at the end of December 2005. There are 13 local training bodies providing 29 courses and 1,775 training places in 16 service points. Moreover, 296 work attachment places have been canvassed in the district.

2.89 In the programme year 2004-05, there are 11 NGOs under the YWETS with 12 service points in SSP. The number of trainees residing in SSP is about 990 trainees (5.3%) while the number of vacancies received in the district is about 1,080 (5.8%).

Employment Services provided by SWD

2.90 **Key Statistics on Unemployment and Low Income Cases under CSSA:** As at December 2005, SSP district constituted 8.9% (26,666 out of 298,011) of all CSSA caseload in Hong Kong. The number of unemployed CSSA cases in SSP is 4,420 (Appendix 2.11). The percentage of CSSA unemployment cases (16.6%) is higher than the overall average in Hong Kong (13.9%). When comparing with figures half year ago (i.e. June 2005), the unemployed CSSA cases in SSP district have decreased by 192 (4.2%).

2.91 **AEA:** Regarding the AEA Scheme under the CSSA Scheme, the total number of participants in SSP district is 4,008 as at December 2005. Comparing the same figure in June 2005 (4,432), it has dropped by 424 (9.6%). Details of the participant profile are at Appendix 2.8.

2.92 **IEAP:** At present, there are 105 IEAPs in total of which 10 projects (run by 7 NGOs) are in SSP district. List of NGOs is at Appendix 2.12. Regarding the figures on participants' performance (in terms of number of participants (a) joining the projects, (b) securing full-time employment and (c) sustaining in full-time employment for three months or more with unemployment status changed either to CSSA low-earner or off CSSA net), please refer to Appendix 2.13.

2.93 **JDs:** At present, there is a total of 3 JDs in SSP who are responsible for establishing district-based employment network for the unemployed CSSA participants. Since April 2003, the accumulated total numbers of successful job placements secured are listed as follows (Table 2.4):

Table 2.4: Accumulated Total No. of Successful Job Placements secured in SSP

Position as at 31 December, 2005	Territory-wide	SSP District
No. of JDs	39	3
No. of participants employed: full time jobs	4,102	553
No. of participants employed: part time jobs	919	101

Employment Services provided by ERB

2.94 From April to December 2005, 11 training bodies (15 centres) have offered 67 retraining courses in SSP. Courses offered include: Domestic Helper, Personal Care Worker, Security / Property Management, Hotel Housekeeping, Retail, Beauty Therapist, Foot Reflexology, Clerical courses, Programme for the Disabled, part-time Computer and Language courses. Placement services were provided for graduates of full-time placement-tied courses upon completion of the retraining courses. The major statistics of retraining courses offered in SSP in 2004-05 and 2005-06 (as at 31.12.2005) are as follows:

Table 2.5: Progress of Retraining Courses in SSP District

Course Type	01.04.2004 – 31.03.2005		01.04.2005 – 31.12.2005	
	Full-time	Part-time	Full-time	Part-time
Number of Training Bodies (centres)	11 TBs (15 Centres)		11 TBs (15 Centres)	
Number of courses	42	43	31	36
Number of classes	242	139	154	104
Number completed	4,966	2,580	3,175	1,960
Completion rate	95%	89%	96%	89%
Placement rate*	85%	---	80%	---
Satisfaction ratio	97%	97%	98%	98%

* Placement rate of placement-tied courses only

Kwun Tong District

Employment Services provided by LD

2.95 Job-seekers in KT can make use of the services and facilities available at the KTJC located in Kowloon East Government Offices at Lei Yue Mun Road.

2.96 To facilitate easy access by job-seekers in the district to the vacancy data bank, the LD has installed VSTs at four SSFUs of the SWD located in KT, Lam Tin, Ngau Tau Kok and Sau Mau Ping. Another VST is installed at the Public Enquiry Service Centre of KT District Office.

2.97 As part of the on-going promotional activities, the LD organised a two-day exhibition on employment services in April 2005 at Hau Tak Shopping Centre, Tseung Kwan O.

2.98 KTJC also organises bulk interviews regularly. In 2005, 18 bulk interviews offering over 700 vacancies have been arranged by KTJC to provide on-the-spot interviews to job-seekers.

2.99 KTJC has also strengthened the employment briefings with updated labour market information, job search skills, retraining materials and self-reliant messages to encourage the unemployed to be more positive and self-reliant, so as to help them better prepared for re-entering into the labour market.

2.100 On youth employment, in the programme year of 2004-05, as at the end of December 1 153 trainees (12.4%) reside in KT district (including Kowloon Bay, KT, Lam Tin, Ngau Tau Kok, Sau Mau Ping, Tseung Kwan O, Yau Tong and Shun Lee). There are 21 local training bodies providing 68 courses and 5,176 training places in 41 service points. A total of 990 work attachment places have also been canvassed in the district.

2.101 For the YWETS programme year 2004-05, there are 10 NGOs under the YWETS with 16 service points in KT. The number of trainees residing in KT is about 1 600 (8.5%) while the number of vacancies received in this district is about 1,630 (8.7%).

Employment Services provided by SWD

2.102 **Key Statistics on Unemployment and Low Income Cases under CSSA:** As at December 2005, the total number of CSSA cases in KT is 35,078 which represents 11.8% of the overall CSSA cases at 298,011 in Hong Kong. Of the CSSA cases in KT, the total number of unemployment and low-income cases are 4,240 and 2,317 respectively which constituted 12.1% and 6.6% of the district total. This represents a higher figure as compared against the territory total of 6.1% with 18,089 cases. For details, please refer to Appendix 2.14.

2.103 **AEA:** On the AEA, the total number of CSSA recipients joining AEA in KT is 4 921 as at December 2005 which constituted 11.5% of the territory total and ranked the 3rd among the administrative districts of SWD. For details of the participants' profile, please refer to Appendix 2.8.

2.104 **IEAP:** Currently, 105 IEAPs are being operated in the territory, with 12 projects operated by 7 NGOs. Please refer to Appendix 2.15. Regarding the figures on participants' performance (in terms of number of participants (a) joining the projects, (b) securing full-time employment and (c) sustaining in full-time employment for three months or more with unemployment status changed either to CSSA low-earner or off CSSA net), please refer to Appendix 2.16.

2.105 **JDs:** SWD has appointed a total of 3 JDs in KT who are responsible for establishing district-based employment network for the unemployed CSSA participants. Since April 2003, the accumulated total numbers of successful job placements secured are listed as follows (Table 2.6):

Table 2.6: Accumulated Total No. of Successful Job Placements Secured in KT

Position as at 31 December, 2005	Territory-wide	KT District
No. of JDs	39	3
No. of participants employed: full time jobs	4,102	192
No. of participants employed: part time jobs	919	170

Employment Services provided by ERB

2.106 From April to December 2005, 10 training bodies (13 centres) have offered 75 retraining classes in KT. Courses offered include: Domestic Helper, Personal Care Worker, Security / Property Management, Retail, Construction, Beauty Therapist, Property Maintenance, Tele-marketing, Foot Reflexology, Cleaning, Logistics courses, part-time Computer and Language courses. Placement services were provided for graduates of full-time placement-tied courses upon completion of the retraining courses. The major statistics of retraining courses offered in KT in 2004-05 and 2005-06 (as at 31.12.2005) are as follows:

Table 2.7: Progress of Retraining Courses in KT District

Course Type	01.04.2004 – 31.03.2005		01.04.2005 – 31.12.2005	
	Full-time	Part-time	Full-time	Part-time
Number of Training Bodies (centres)	9 TBs (12 centres)		10 TBs (13 centres)	
Number of courses	36	38	41	34
Number of classes	252	136	202	115
Number completed	4,091	2,646	3,557	2,264
Completion rate	94%	92%	95%	93%
Placement rate*	83%	---	76%	---
Satisfaction ratio	98%	95%	99%	97%

* *Placement rate of placement-tied courses only*

Chapter 3: Existing Delivery Mode of Employment Service

3.1 Chapter 2 gave a comprehensive picture of employment services provided by the Government and its operation in YL, SSP and KT districts. In this chapter, we turn to an analysis of the delivery mode of the existing employment service. In May 2005, CoP has set up a Task Force on Children and started to discuss the issue of youth unemployment⁷. Thus, this Study will focus on other employment services which can be classified into three main categories (Figure 3.1):

- **Category A** - Universal Service, including iES, JC Service and Job Fairs
- **Category B** - Target group led provision, including AEA, RC, RRC and EPM
- **Category C** - Services meeting more particular / acute needs, including IEAP, WTS and Special Incentive Allowance Scheme for LDHs

Figure 3.1: Three Main Categories of Employment Services



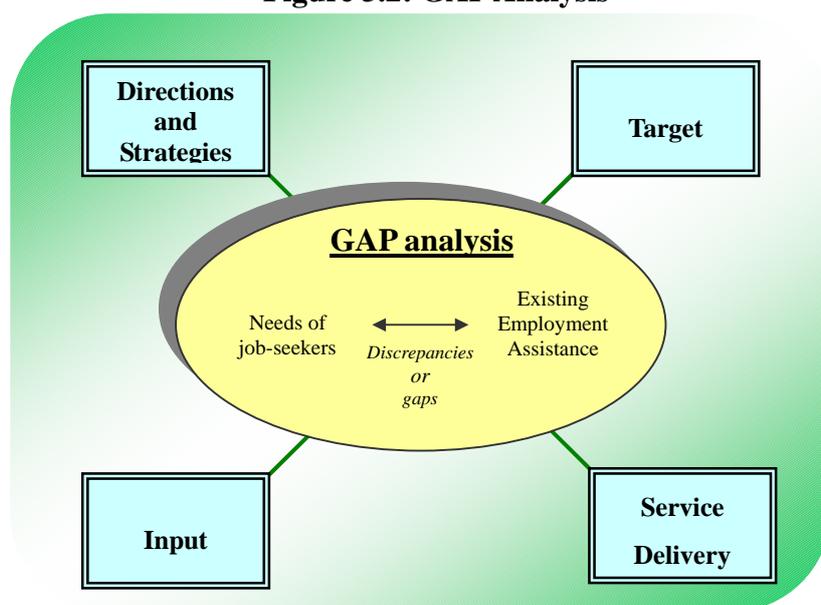
3.2 In order to arrive at an objective analysis, in-depth interviews with end users of different employment services were arranged. The interviews were aimed at gaining an understanding of the experience of using the employment service. Similar to the interviews conducted with the Administrators and service operators, there was no preset questionnaire. The interviewer collected the interviewees'

⁷ Refer to CoP Paper 17/2005

general background, including their employment history. The focus of the discussion was on the following three areas:

- experiences of using the employment services
- application procedure for using the employment services
- perceptions of the employment services in Hong Kong
- views on self-reliance and ‘welfare to work’

Figure 3.2: GAP Analysis



3.3 Based on interviews at three levels - with Administrators, operators and end users - this chapter attempts to view the employment services by using the Gap Analysis, which has several methods of analysis. The objective of this Study is to enhance understanding of existing employment assistance and their effectiveness to help the able-bodied unemployed move to work with the ultimate aim of alleviating and preventing poverty. Thus, the Gap Analysis seeks to detect discrepancies or gaps between the needs of the ‘difficult-to-employ’ job-seekers and the existing system’s capacity to meet those needs (Figure 3.2). The term ‘difficult-to-employ’ describes job-seekers who are low skilled, low educated and/or middle-aged. The analysis focuses on functionality and capabilities of the employment services from a user perspective and the observations of gap items in the following areas:

- direction and strategy of the employment services
- nature and characteristics of job-seekers
- resources used in the employment services
- delivery mode and operation of employment services

A. *Directions and Strategies*

Existing Practice

3.4 **Policy Rationale:** While the rationale is not always explicitly stated, ‘work first and self-reliance’ is the main tenet behind the employment services of the LD, SWD and ERB. This rationale is in line with the core business of these departments even though they have different work focuses. To place human capital into the market effectively, the LD offers a comprehensive range of services to help job-seekers find suitable jobs. The SWD shares a similar view but in particular stresses the importance of the job-seekers’ responsibility and motivation. ERB performs a preceding role by providing retraining courses before placing job-seekers into the labour market.

3.5 **Division of Labour:** Despite the extensive range of stakeholders involved in providing employment services, their roles and responsibilities are clearly defined: the LD is expert at vacancy dissemination, job matching and job placement; the SWD masterminds helping the able-bodied unemployed CSSA secure employment; the EMB concentrates on the training and retraining areas. At operational level, the LD is the key operator of their own services whereas the SWD and the EMB commission NGOs to carry out services at district level.

3.6 **Coverage:** The employment services in Hong Kong are universal. In this District Study, it is observed that the unemployed can access a wide range of free employment services provided by Government departments (including the LD, SWD and ERB), NGOs, religious bodies, trade unions, etc. in SSP, KT and YL districts.

Good Practice

3.7 **Proactive:** The departments react proactively when high rates of unemployment prevail. In cases where the job-seekers cannot readily be matched to vacancies, the LD initiates special employment programmes (e.g. WTS, EPM, YPTP, YWETS) and organizes job fairs. The ERB offers the RCs for the “difficult-to-employ” whereas the SWD runs IEAPs for able-bodied unemployed CSSA recipients and the ‘near-CSSA’ unemployed.

3.8 **Reputation:** The LD has established a reputation as a job placement centre that businesses are well inclined to use to fill their vacancies. As a result, the LD has a wide network of employers. Despite its initial focus on provision of a safety net, SWD has over the past few years established itself as the key provider of employment assistance to a specific group of unemployed, viz. the CSSA recipients, reflecting of its willingness to move in tandem with times and needs of its service recipients. ERB, through dialogues with NGOs and employer groups, also established its leadership position in the training of domestic helpers and security guards, which take in large numbers of low-skilled workers.

3.9 **Conformity:** The tenet of ‘work first and self-reliance’ is well accepted by society. Administrators and operators appear to share these values and conformity creates a solid ground for improving service delivery.

End Users’ Views

3.10 **Image:** The service image of the Government departments is very clear. All the interviewees are able to differentiate the roles and responsibilities of the LD, SWD and ERB.

3.11 **Value of Non-CSSA Unemployed:** Non-CSSA job-seekers have a strong sense of self-reliance and they are motivated to find work. Instead of relying on CSSA payment, they prefer to make their own living despite the need to work longer hours / odd hour or do part-time jobs.

3.12 **Views on Welfare Recipients:** Some non-CSSA job-seekers expressed explicitly that they dislike those depending on CSSA welfare payments while being quite able to work.

3.13 **Motivation to Work:** Conflicting view from the service users was heard in the interviews. On the one hand, long-term CSSA unemployed expressed that they were willing to actively look for a job, but on the other hand they acknowledged that the CSSA provision lowers their willingness to search for employment. Some interviewees appear to have a good many reasons to justify receipt of CSSA payments. The IEAP operators expressed some of their CSSA users also shared similar thoughts.

3.14 **Service Effectiveness:** The interviewees, who have used the JMP, IEAP

and TCs, noted that the job matching service offered by the TB and IEAP is more conscientious and effective.

3.15 **Service Awareness:** Almost all the service users know and have used the iES or the self-help job matching service offered by the LD. However, some end users, especially the ‘difficult-to-employ’ could not name other specialized employment services, such as EPM, IEAP, WTS, etc. Users had become aware of the range of employment services being offered primarily through their own networks.

Gap Items

3.16 **Value:** Even though the SWD promotes the value of “work first and self reliance”, some of the CSSA unemployed have a tendency to stay and rely on the CSSA payments instead of returning to work.

3.17 **Service Content:** With the considerable degree of specialisation there should, in theory, be few service gaps or overlap, but in practice evidence shows that JMP, IEAP and RCs have similar employment service content. For instance, the job matching and career guidance service of JMP, ERB course and IEAP are similar. At micro level, although there are differences in the job matching process the services share the same ultimate aim of placing the unemployed in the job market.

3.18 **Work Focus:** Individual service operators appear to only focus on their own programmes areas; they may not have a full overview of the vast variety of employment services available to help their service users. Some NGOs are expert at particular areas and can perform tasks in an intensive manner. NGO staff for example is expert at building networks with businesses in SSP district, which can identify a variety of job vacancies for the “difficult-to-employ”. However, some of the service operators concern themselves merely with own area of responsibility and rarely consider other employment services, even though these may be in very close proximity indeed.

B. Target

Existing Practice

3.19 **Categorisation:** There are three Government departments (LD, SWD

and ERB) offering 11 types of employment service projects for the able-bodied unemployed. According to the characteristics of service users, the classifications of the unemployed vary among departments. The employment service of the SWD is based on financial assistance including CSSA, near-CSSA and non-CSSA unemployed and the length of unemployment, such as long-term unemployed, short-term unemployed, etc. The ERB mainly provides retraining courses to those aged over 30 with F.3 standard. Except for the Special Employment Programme, the LD does not have specific target groups, as their job matching services are open to the public.

Good Practice

3.20 **Classifications:** The departments have their own targeted service users. Among the able-bodied, the SWD serves mainly the welfare recipients whereas the ERB mainly the middle-aged with low educational attainment. The JC services of LD are open to public.

3.21 **Database Matching:** The SWD and ERB match the databases periodically to prevent non-report of receipt of retraining allowance by CSSA recipients. The LD also passes data of WTS participants to SWD regularly to avoid non-report of receipt of WTS allowance by CSSA recipients.

End Users' Views

3.22 **Discrimination:** According to the ERB service users in TSW district, employers often discriminate against the job-seekers from TSW district. They would be asked whether they would get to the office on time or whether they would quit the job if they found another more conveniently located in YL. Employers would further question prospective employees whether they would be willing to bear the cost of transport to and from the place of work – apparently thinking this unlikely. The interviewees mention that there has been negative reporting of community issues in TSW and that this has created a bad image with the general public.

Gap Items

3.23 **User Record:** According to the Administrators of the LD, SWD and ERB, they have their own service users' database. The SWD, ERB and LD match the databases periodically to avoid CSSA recipients to apply for retraining or WTS

allowances. Other than that, the departments use the users' records independently. The LD maintains a comprehensive database for job matching purpose. Instead of keeping users' detailed employment history, the LD mainly retains data on job matching result. By contrast, the users' records of the SWD and ERB are kept in greater details. They update the employment status of their service users periodically. Notwithstanding the considerable technical difficulties associated with creating a shared database, since an up-to-date users' record is essential for tracing and analysis, attention would need to be given to greater sharing of data for proper follow up, especially in respect of the unsuccessful cases.

3.24 **Targeting:** In principle, a variety of employment services for the difficult-to-employ exist. In practice, the special employment projects (such as JMP, EPM, WTS) and the RCs may not always reach the "difficult-to-employ". The JMP service and the special employment programmes offered by the LD requires job-seekers to become aware of the availability of these services. TBs may be more inclined to recruit the not-so-difficult-to-employ group in order to reach the ERB's requirement of a 70% placement rate. As a result, some of the difficult-to-employ may be left unattended despite the availability of employment services.

C. Input

Existing Practice

3.25 **Staffing:** As the employment services utilise a mixed approach, the job nature of practitioners is highly related to the work focus of their own service unit. Roles and responsibilities are clearly laid down and Table 3.1 summarises and compares the duties of the key practitioners.

Table 3.1: Job Duties of Key Practitioners

Main Duties	LD		SWD		TBs / NGOs
	Deputy Manager	Placement Officer	EACo	JD	Project Worker
Liaise with large businesses for job vacancies	✓				
Disseminate vacancy information		✓		✓	✓
Liaise with local businesses for job vacancies	✓			✓	✓
Organize district-based job fairs / bulk interviews	✓				✓
Match suitable participants with job vacancies		✓	✓	✓	✓
Provide job referral services		✓	✓	✓	✓
Review the job interview with job-seekers		✓	✓		✓
Develop work plans with job-seekers		✓ (JMP)	✓		✓
Enforce sanctions of CSSA			✓		
Render post-placement services		✓ (EPM, WTS)	✓		✓

3.26 **Office:** In recent years the LD tried to co-locate the JC with the SSFU of SWD. As of now six out of ten JC follow this direction. Table 3.2 shows the location of JC and SSFU of SWD in the three districts.

Table 3.2 Location of JC and SSFU

District	Office of JC	Office of SSFU
SSP	Kowloon West JC – Cheung Sha Wan Government Offices	<ul style="list-style-type: none"> ● SSP Office - Cheung Sha Wan Government Offices ● LCK Office - Cheung Sha Wan Community Centre ● SKM Office - West Coast International Bldg.
KT	Kwun Tong JC – Kowloon East Government Offices	<ul style="list-style-type: none"> ● LTN Office - Ping Tin Estate ● NTK Office - Nan Fung Commerical Centre ● SMP Office - Sau Mau Ping Shopping Centre ● KTG Office - World Trade Square
YL	Tuen Mun JC – Tuen Mun Parklane Square	<ul style="list-style-type: none"> ● YLE & YLW Office – Yuen Long Government Offices ● 2 TSW Office - Tin Wah Estate

Good Practice

3.27 **Contact Point:** The image of the LD in the public mind is very strong and the public are able to identify the location of JCs. The local JC presents an important point of contact for most job-seekers.

3.28 **Deployment of Staff:** The SWD arranges job developers to identify job vacancies at district level for unemployed CSSA recipients.

End Users' Views

3.29 **Touching Base:** All interviewees have good knowledge of the location of JC. Besides the district JC, almost all the interviewees understand the retraining role of ERB and know the location of TB, though not all the job-seekers enrol with the retraining course.

3.30 **Location:** In YL district the interviewees expressed that the location of the JC is far from YL and TSW, which lowers their motivation to use JC services⁸. Service users living in TSW suggested setting up a JC at YL town centre and if a free shuttle-bus service could be provided to take TSW residents to and from the YLJC, while some TSW residents would be able to travel by bicycle.

Gap Items

3.31 **Job Duty:** It is observed that some duties performed are overlapping though their service targets may be different. The duties of Placement Officers of LD and EACos of SWD are similar. The Job Developers actively liaise with organisations and businesses at local level and parallel tasks are performed by the Programme Workers of NGOs, Deputy Managers of JC. The apparent overlapping of duties between service operators means that there may be fairly extensive overlap of services at district level.

3.32 **Accessibility:** The co-location of JC and SSFU provides a single point of contact for, and with, job-seekers. By offering employment services in close proximity, officers feel they need to liaise with each other. The EACos of SWD felt that it is easier to direct the unemployed CSSA when the office is on the same floor. However, it remains uncertain whether the user has indeed approached the appropriate officers and whether the user has made contact with the service referred to. As such, co-location may not fully achieve its expected results.

⁸ According to 2005 Policy Address by the Chief Executive delivered on 12 October, 2005, the LD will set up JCs in YL and North District, increasing the number of job centres from 10 to 12. This view was collected in September, 2005, which is before the announcement of 2005 Policy Address.

D. Service DeliveryExisting Practice

3.33 **Work Approach:** The employment services use a mixed approach. There is no standard service path for job-seekers and the unemployment services at district level.

3.34 **Universal Service (Category A):** The LD is the only key provider of the universal employment service. Job-seekers can make use of an electronic service, including iES and VSTs or can go to district-based Job Centres to view job cards. In addition, job-seekers can use the Job Matching Programme offered by the LD, which is a more in-depth and personalized job matching service. The LD and ERB also organised the 'outreach' job fairs in the districts to help jobseekers find jobs.

3.35 **Target group led provision (Category B):** Based on the specific needs of the unemployed, the LD, SWD and ERB organised tailor-made employment services for identified target groups which is summarized in Table 3.3.

Table 3.3: Target Group Led Employment Service

Policy Area	Operators	Target group led Employment Service	Target
SWD	SWD	Active Employment Assistance Programme	Unemployed CSSA
LD	LD	Employment Programme for the Middle-aged	Aged 40 or above
ERB	TBs	Retraining Course	Unemployed persons (including new arrivals) aged 30 or above with junior secondary education or below.
		Retraining Resource Centre	Employees eligible for participating in the Employees Retraining Scheme

3.36 **Service meeting more particular / acute needs (Category C):** In addition to the target group-led service, the departments also organise employment services for meeting more particular needs. Table 3.4 summarises services of this

category:

Table 3.4: Service Meeting more Particular / Acute Needs

Policy Area	Operators	Service Meeting more Particular / Acute Needs	Target
LD	LD	Work Trial Scheme	Job-seeker who have special difficulties finding job
		Special Incentive Allowance Scheme for Local Domestic Helpers	Qualified LDHs who work in a district different from the one in which they reside or during unsocial hours (i.e. 5 pm to 9 pm)
SWD	NGOs	Intensive Employment Assistance Project	Unemployed CSSA recipients and Near CSSA recipients

3.37 **Post-Placement Service:** The ERB and the SWD offer an intensive post-placement service for job-seekers. The Employment Resource Centre of ERB provides follow-up and support services for re-trainees whereas the SWD requires IEAP operators to provide three-month post-placement services for the service recipients.

Good Practice

3.38 **Diversity:** The diversity approach demonstrates the proactive role of the Government in tackling employment issues. This approach underlines one-size does not fit all and multifaceted problems need diversified intervention measures. It also provides a means to ensure that the needs of all job-seekers are met, and represents the foundation from which a more integrated approach might be developed.

3.39 **Availability:** The employment services of LD are available on the Internet around the clock. All the job vacancies are for public viewing via different channels, such as VSTs, iES, job display cards, etc.

3.40 **Reaching-out:** The LD proactively organises job fairs at territory-wide and district level to facilitate the search for jobs. Also, the staff of the LD actively liaises with the service operators of ERB and NGOs to mobilise users to take part.

3.41 **Responsiveness:** The TB and ERB respond proactively to the needs of job-seekers living in TSW area. The ERB provides some subsidies to the TBs who organize courses in remote area. These TBs are able to provide free shuttle bus for the TSW retrainees to attend the practical skills assessment test in Cheung Sha Wan. The ERB has thus adopted positive discrimination in the delivery of its service.

3.42 **Post-Placement Service:** The ERB and SWD offer an intensive post-placement service for job-seekers. The RRCs of ERB provides follow-up and support services for the trainees whereas the SWD requires IEAP operators to provide three-month post-placement services for the service users.

End Users' Views

3.43 **Participation:** According to the interview with end users, job-seekers with higher educational background are more aware of the employment services and intend to make more use of them. By contrast, low-educated job-seekers tend to be too passive to use the special employment service. As a result, there is a chance of a mismatch of employment services.

3.44 **Variety of Services:** Under a system of multi-access points, the unemployed find themselves having to seek out relevant services from different units. As a result, the unemployed have the experience of receiving overlapping services or approaching different units to find suitable services. Sometimes, job-seekers with special needs, such as new immigrants, those with poor educational background and ethnic minorities are often confused by the variety of services on offer.

3.45 **Job Nature:** Almost all the 'difficult-to-employ' interviewees expressed that job vacancies posted by the LD are not suitable and do not meet their needs. They found that most of the jobs require secondary school standard or have an age limit⁹. One of the interviewees, who took part in the job fair organized by the LD,

⁹ To eliminate discriminatory practices on recruitment, the LD vets carefully vacancies received to ensure that they do not carry discriminatory requirements including restrictions on sex and age.

pointed out that almost all the job vacancies were not suitable for the 'difficult-to-employ' job-seekers. Instead of using these universal services, interviewees prefer to look for jobs using newspapers or through their own networks where there are more menial jobs.

3.46 **Need Differentiation:** Different users have different comments on the same service. Take the JMP as an example, users with a higher education preferred to use the JMP rather than the VST or job display cards because the JMP could save them time to navigate suitable jobs among the numerous offers posted in paper form and electronically since the Placement Officers in the JMP would meet them at designated time and render them personalised job matching service. However, those with low education level found the JMP service not personalised or in-depth. According to them, the placement officers appear not to understand the uniqueness of skill-related posts. Sometimes, the vacancies identified have already been filled or do not fit their needs.

3.47 **Registration:** One of the interviewees expressed that they have re-registered frequently and have thus been using the JMP service for five years.

3.48 **Usage:** As the participants of these services are also eligible for the Category A and B service, some CSSA unemployed interviewees expressed that they had attended substantively the same interview skill courses at least three times which were separately organised by the LD, TBs and NGOs. Should they refuse to attend this course; the SWD will consider cutting their CSSA allowance.

Gap Items

3.49 **Service Route:** The unemployed presently approach different Government departments and employment services. Given the variety of employment services in the districts, the unemployed do not have a standard route to access to the services. As some of the employment services provided by the departments are similar in nature, such as job matching, job training, career counselling, job development, etc., the unemployed may receive similar services from more than one unit or to approach different units to find suitable services.

Employers will be advised to remove such discriminatory requirements, otherwise their requests for placing such vacancies will be refused. The LD will not display vacancies with discriminatory requirements.

3.50 **Referral System:** Presently, Government departments and service operators are operating a voluntary referral system. There is no mechanism to track the service utilization of the service users thus referred.

3.51 **Job Fairs:** Although most employers engaged in the job fairs are medium or large businesses, they do offer some low-skilled jobs suitable for the “difficult-to-employ”. In practice, however, the “difficult-to-employ” are still at a competitive disadvantage. As an illustration, participating Companies in the Recruitment Forum in TSW on 30 November, 2005 were sizable firms (refer to Appendix 2.4). Even though 40% of the vacancies did not set any educational requirements or only required job-seekers to have attained P.6 educational level and 80% of the vacancies did not require any relevant working experiences, the competitive position of the ‘difficult-to-employ’ means that the chance of them filling these vacancies is relatively low.

3.52 **Job Matching Service:** Although the universal employment service is open to the public, the JMP service may not reach the “difficult-to-employ”. According to the Administrators of LD, job-seekers can read the publications and apply for the JMP service. This requires the initiative of job-seekers to gather information at the JC. Apart from the initiative of the job-seekers, placement officers will also invite job-seekers who have difficulties in finding jobs and need more in-depth employment service to join JMP or other employment programmes.

3.53 **Enrolment:** The universal service is open to the public and the unemployed can use the services as they see fit. In general, each JMP registration lasts for three months but may be extended there after. If the unemployed still want to use this personalised service, they may re-register. However, the frequency of re-registration has no upper limit. Similarly, operators of the same agency who run IEAP, ERB course and/or YPTP/YWETS service refer users to more than one programme and therefore, once users are engaged in employment, these successful cases would be multiple-counted in more than one service.

3.54 **Service for Specific Age Groups:** There is an age limit for most of the target group-led employment services. People under 20 can join the YPTP and people under 25 can join the YWETS. The retraining courses and the Employment Programmes for the Middle-aged are for people aged above 30 and 40 respectively. There is no tailor-made employment programme targeted for those aged 25-29, what they can get are the universal services generally accessible by all adults, e.g. iES,

JMP, CEF and SUS or the WTS.

3.55 **Transportation Barrier:** As compared with SSP and KT, residents of TSW have additional impediments to securing work. TSW is a residential area where the employment opportunities are weak. The unemployed living in TSW need to travel from across the district for employment. This incurs high transportation costs and represents a considerable burden to the 'low-income people' who have just entered the job market. Also, some vacancies require a very early start and it may not be possible for TSW residents to reach workplaces using public transport, so TSW residents are effectively barred from those posts.

3.56 **Economic Activity:** Districts with greater economic activity, such as SSP and KT have greater opportunities to recover from economic downturns and job-seekers there have the advantage of being able to look for employment in their own district. However, job-seekers living in TSW, where there is limited economic activity, may not have these advantages.

3.57 **Use of Professional / Trade Unions:** One of the critical factors for operators to place job-seekers in the labour market is to identify job vacancies. Operators with extensive employer networks have a high rate of successful job matching. It is observed that service operators from professional bodies or the trade unions will make use of their own networks and have the advantage of being able to identify relevant job vacancies. Still, there is room to explore whether networks of such bodies can be better utilized.

3.58 **User Choice:** It is observed that the variety of retraining courses organised in TSW is comparatively limited. Most of the courses focus on domestic help and security services. As a result, some potential applicants travel to SSP or KT for other courses. One of the possibilities of the limited choice is that the TBs needs to achieve a placement rate of 70%, only courses that are likely to help reach the quota are offered.

3.59 **Sustainability:** The resources available for employment services are mainly focussed on the employability and placement of job-seekers. Little effort was made to keep employees in employment and enhance their competitive power. Only the RRC performs a more systematic follow-up service and life-long learning opportunities for the employees. Their targets are however restricted to ERB service users. The EPM and WTS of LD also conduct follow-up services during

the on-the-job-training period, with a view to lengthening the job-seekers' retention period.

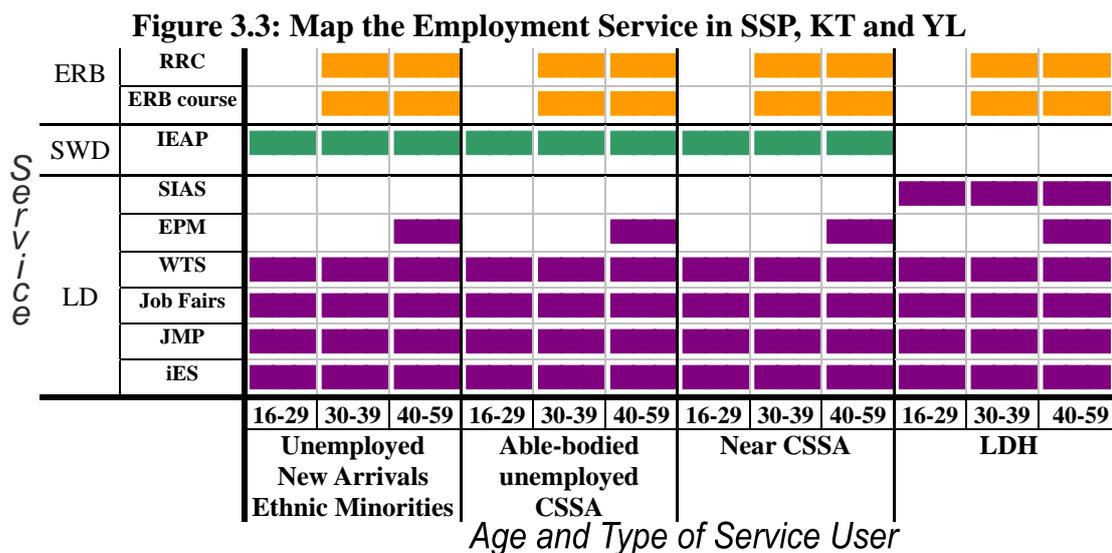
3.60 **Job Retention:** Organising retraining course is a passive solution of enhancing the employability of job-seekers. In order to assist employees to face the even-changing requirements in the labour market, some of the TBs detect the need to promote life-long learning atmosphere to the 'difficult-to-employ' users by encouraging them to join other job-related skill-training course once they have completed the ERB courses.

F. Implementation Risks

3.61 The above major gap items are identified through the interviews. Carrying out the employment assistance services involves identifying jobs for the unemployed and posts from the employers. The former relates to demand for jobs whereas the latter relates to the supply. Based on demand and supply, in the next section, we will discuss the inherent risks in implementation that can occur based on the above Gap Analysis.

Demand

3.62 **Bingo Effect:** Figure 3.3 maps out the available employment services for different target groups. In principle, job-seekers can use the universal service and those with specific needs can obtain special employment programmes. Although all the interviewees are able to differentiate the role and responsibilities of LD, SWD and ERB, they may or may not join any of the employment services for which they are eligible. Among those applicable services, there is also little guide in access precedence or their relative strengths to enable a strategic choice of which services/programmes to try out first. In other words, unless a job-seeker is proactive in approaching different agencies offering different services and use the information obtained there to plan his employment service pathway, his use of the services would rely more on chance. As such, job-seekers with similar backgrounds are likely to obtain very different employment services.

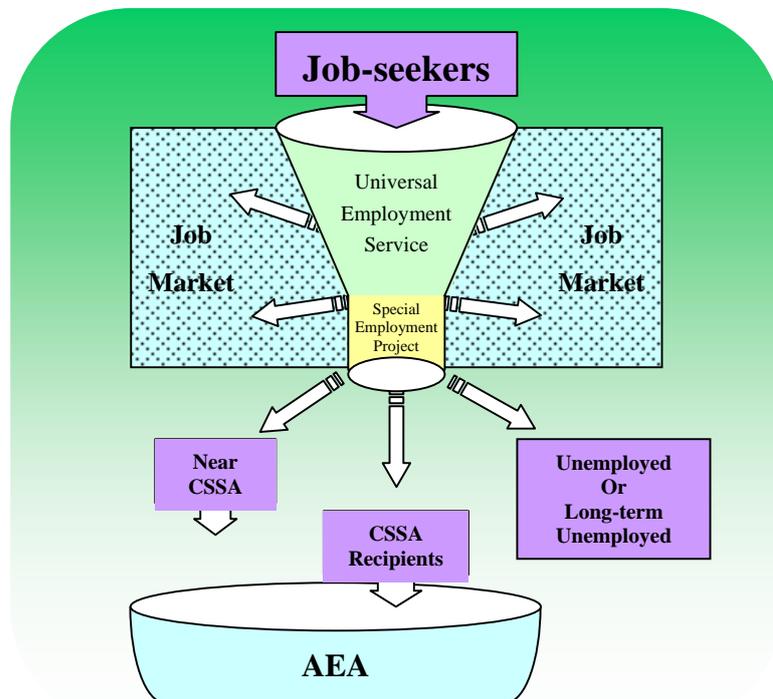


3.63 **Funnel Effect:** The district employment services can be compared to a funnel (Figure 3.4). Job-seekers who engaged in the Universal Employment Service and Special Employment Project successfully can enter the job market. Many of the less motivated ‘difficult-to-employ’ job-seekers are thus excluded from the structure. Neither is there a mechanism for tracing failed cases. As a result, the employment services automatically funnels out this group of “difficult-to-employ”, which can be categorised into the following three types:

- Type I – CSSA recipients
- Type II – Near CSSA recipients
- Type III – Unemployed or long-term Unemployed

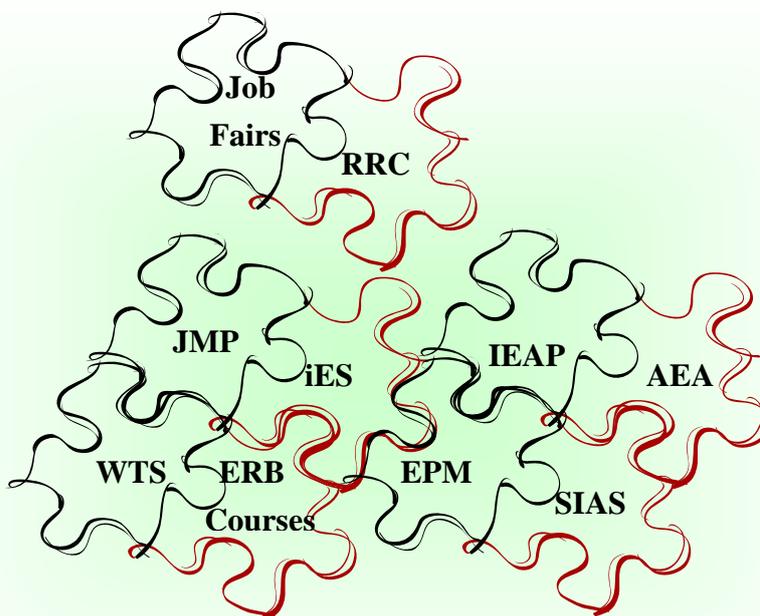
3.64 In this funnel system, the SWD is the key department, entertaining Type I and II failure cases via the AEA service. Type III is another high-risk group which have great potential of becoming CSSA recipients or fall into poverty.

Figure 3.4: Funnel Effect of Existing Employment Services



3.65 **Puzzle Effect:** With such a high degree of specialization, the operators' confinement to his/her own role and responsibility becomes apparent. In comparison with the service operators, some of the service users, especially the long-term CSSA unemployed, are capable of grasping and describing the employment service in its entirety. This can be thought of as a jigsaw puzzle (Figure 3.5): Administrators and operators merely represent one piece of a jigsaw. Some of the longer-term users of the various services gather the pieces and fit them together according to their needs. As a result, the job-seekers, especially the long-term CSSA unemployed who have substantial experience with various services are quite able to assemble a comprehensive employment service to suit their needs. Sometimes, their knowledge surpasses that of the Administrators and operators.

Figure 3.5: Puzzle Effect



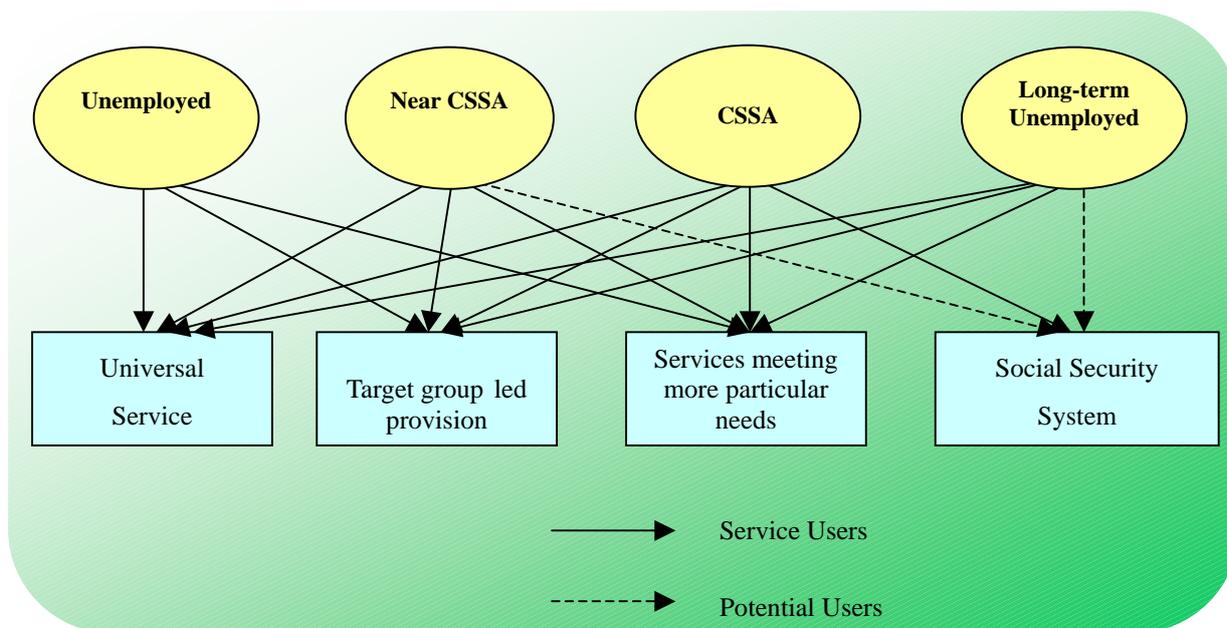
Supply

3.66 **Multi-Approach Effect:** Building networks with businesses is one of the essential elements of the employment service. In principle, large businesses can offer more job vacancies compared to local businesses or SMEs. With a clear image in providing employment services, the LD and the ERB have advantages in liaising with large businesses. In SSP and KT, the JC staff of the LD put their efforts into networking with large and local businesses. However, some of these vacancies may not be suitable for the ‘difficult-to-employ’. Thus the NGOs, which provide intensive job matching services for these groups attempt to contact businesses at district level. As there are more than one NGO providing ERB courses or IEAP projects, it is commonly the case that local shops need to entertain different NGOs for the same purpose – requesting job vacancies. Employer networks become the asset of the agencies and these networks rarely share among NGOs.

Chapter 4: Plugging Gaps – Way Forward

A. Vision

Figure 4.1: Existing Service Model of Employment Assistance

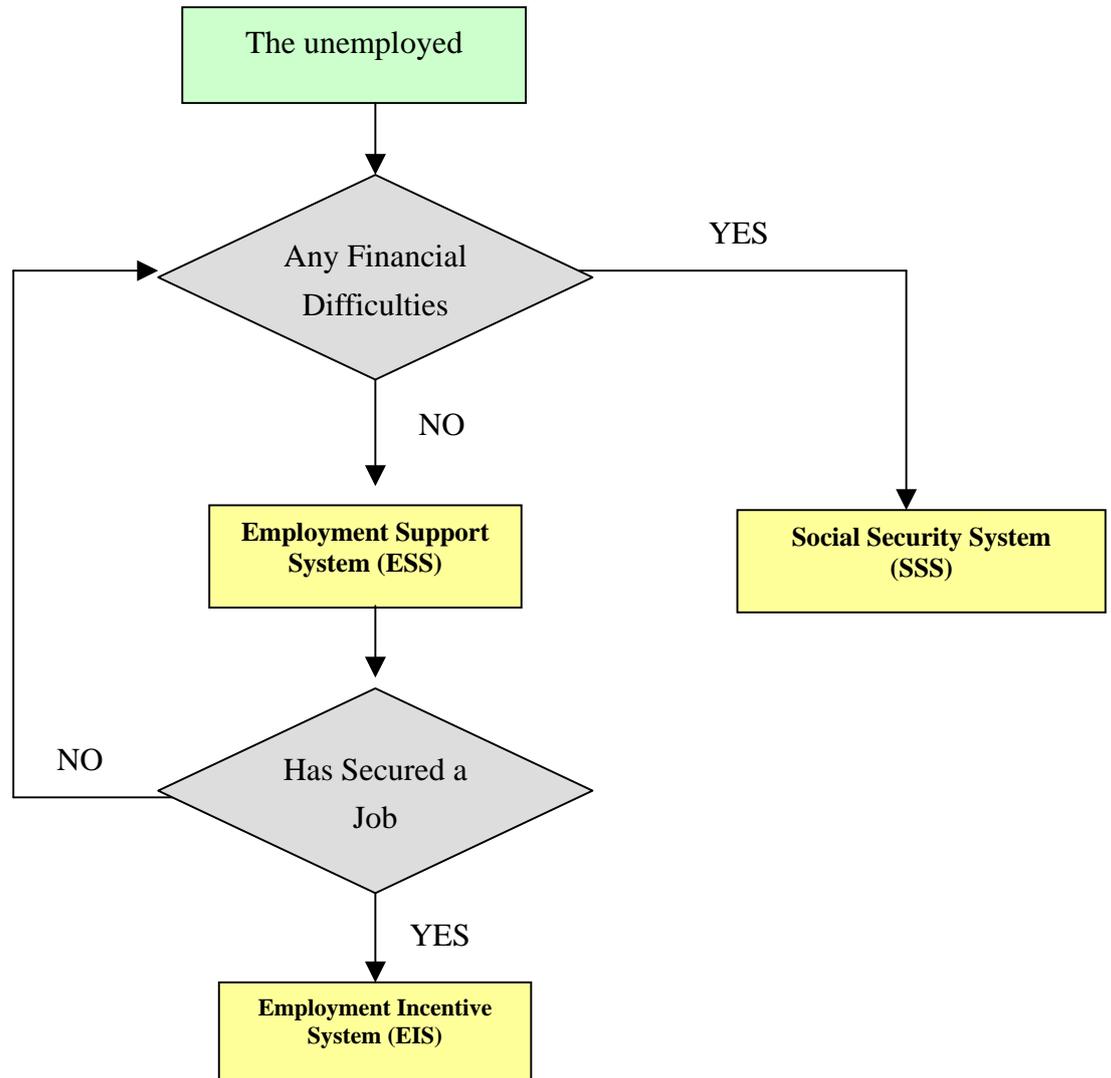


4.1 **Existing Service Mode:** At present, employment services are universal or designed for the unemployed with specific needs. This service-oriented approach indirectly segmented the unemployed into different categories, which can be grouped according to their different needs and criteria. Without a clear employment path, the unemployed presently approach different service units for employment services (Figure 4.1).

4.2 **Future Service Mode:** Instead of a service-oriented approach, the unemployed should be the centre of the employment service. All the unemployed ought to be able to approach a service point where relevant programmes should be provided according to their needs. To reach this end, the most effective way is to provide a primary channel of initial service delivery¹⁰ by greater pooling of information and screening mechanisms of the existing employment service (Figure 4.2):

¹⁰ The operation of the primary channel of service delivery is similar to JobCentre Plus in UK.

Figure 4.2: Primary Channel of Service Delivery



4.3 **Vision:** To move from an existing employment services to the proposed service mode requires reengineering. During the reengineering process, we need to set a clear vision: to help the unemployed move from welfare to work by providing an integrated employment service. In this connection, the following five success pillars are the suggested service direction:

- **Service Interfacing** – Avoid service duplication or gap by integrating employment services at district level.
- **Work Oriented** – Respond to specific needs of the unemployed by providing appropriate services to them.
- **District Network** – Create employment opportunities by mobilizing the resources in the community.

- **Social Responsibility** – Promote not only personal social responsibility of the unemployed to move progressively towards self-reliance, but also the need for corporate social responsibility through providing opportunities for the private and third sectors to get involved.
- **Work Encouragement** – Motivate the unemployed by providing incentive support in the transitional period from unemployment to work.

B. Way Forward – Move Towards a More Integrated Employment Service

4.4 This report is not aimed at an immediate overhaul the existing employment services. Instead, it is suggested that incremental adjustments and gap plugging be made in order to move towards a more integrated service mode. With reference to the discussions of interviewees and stakeholders, this session attempts to recommend the major and significant changes that can plug the gaps and move a step towards an ideal service model.

Principle 1: Service Interfacing

4.5 **A More User-friendly and Target-Oriented Approach:** Notwithstanding that different bureaux/departments have different foci and niches, we should provide users with a more integrated picture of the services available, thus better enabling them to “shop”, on a more informed basis, for those appropriate to their needs.

4.6 **Job Orientation:** It is suggested that on-the-job training and orientation programmes for front-line staff be provided to enhance their understanding of the detailed operations of different employment services. In the longer term, a professional standard for the practitioners of the employment service needs to be established.

4.7 **Employment Pathway:** According to the overseas experience¹¹, employment service is a preventive strategy to intervene in the early stage of unemployment and prevent a drift into long-term unemployment. To avoid the unemployed fall into long-term unemployment or welfare recipients, employment service needs to undergo a restructuring, so that the Administrators, operators and

¹¹ In Ireland, the active labour market programmes include the Pathways, the High Support Process, the Community Employment Scheme, and the Social Economy Programme.

the unemployed have a clear and systematic employment pathway as shown in Figure 4.3. Restructuring does not necessary need drastic changes, it may require a reorganization of the existing employment services in a new way to make it operate more clearly and effectively. There are three employment pathways for the unemployed and each has a very clear target to be served. The three level pathways are shown in Table 4.1:

Figure 4.3: Proposed Employment Pathway

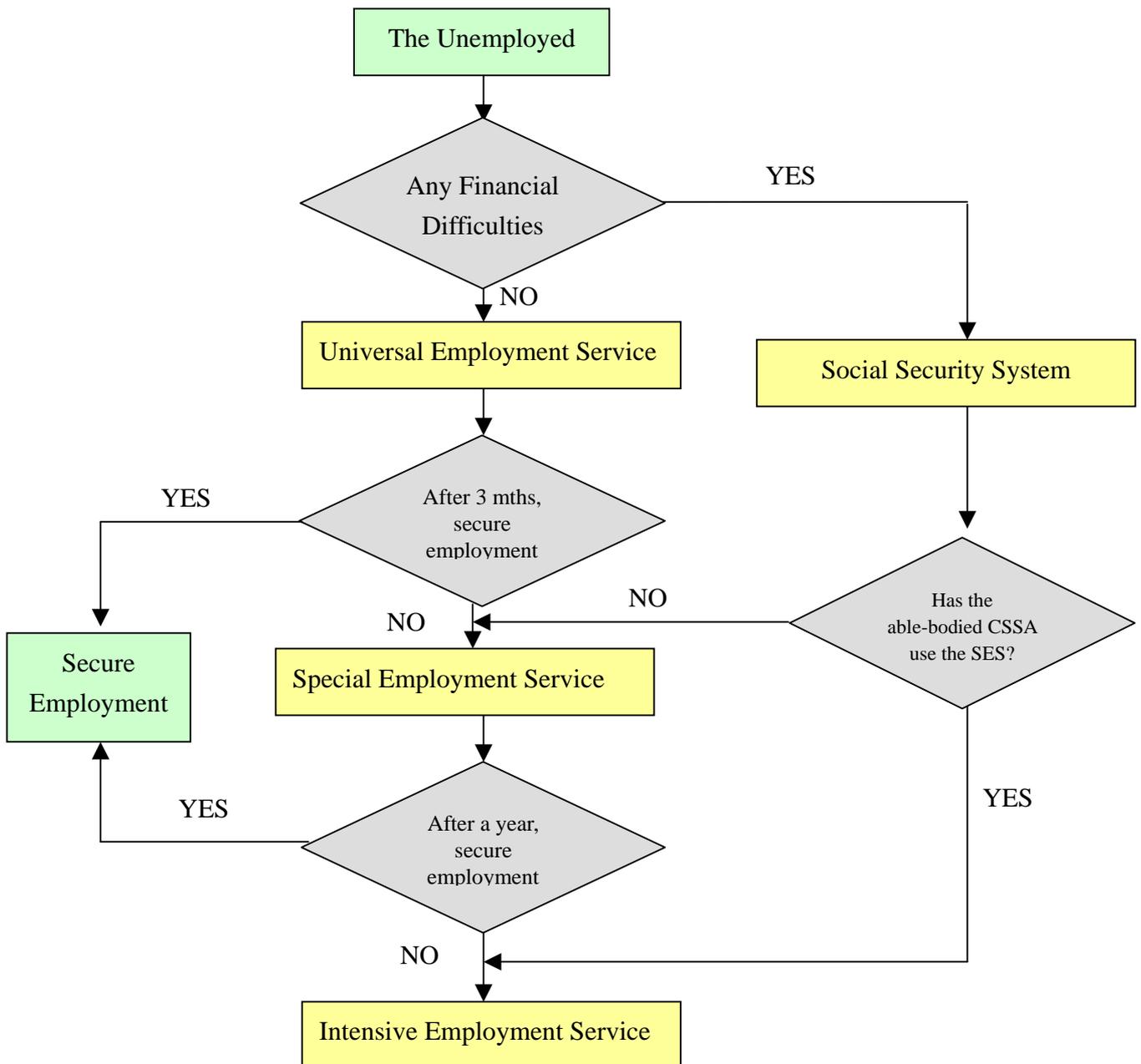


Table 4.1: Service Pathway of Employment Service

Service	Content
PATHWAY 1: Universal Employment Service (UES)	<ul style="list-style-type: none"> ➤ Free Employment and Recruitment Services ➤ Interactive Employment Service (iES) ➤ Installation of VSTs at Employment Service Operators' office ➤ Job Fairs and Exhibitions ➤ ERB Employability Training
PATHWAY 2: Special Employment Service (SES)	<ul style="list-style-type: none"> ➤ Job Matching Service ➤ Employment Programme for the Middle-aged ➤ Special Allowance Scheme for LDHs ➤ YPTP and YWETS ➤ Social Enterprise Program ➤ AEA
PATHWAY 3: Intensive Employment Service (IES)	<ul style="list-style-type: none"> ➤ IEAP (for CSSA) ➤ Extended IEAP (for JMP users)¹² ➤ Work Trial Scheme ➤ Job Attachment Service¹³

4.8 **Service Coordination:** At policy level, some service operations demand for the coordination between the LD and SWD should be strengthened to avoid service duplication and gaps. With reference to the experience in Britain¹⁴ and the report from McKinsey¹⁵, in the long run the Government should consider whether there are merits for setting up a dedicated agency for implementing the “unemployment-to-work” policy by suitably taking up some services currently played by the LD and SWD (Figure 4.4).

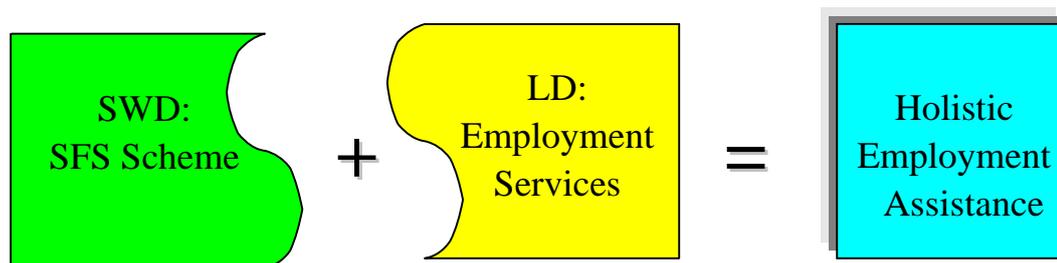
¹² Presently, the IEAP is serving the CSSA and Near CSSA with a proportion of 7:3. It is worthwhile to extend the mode of IEAP service for the JMP users.

¹³ With reference to CoP paper 22/2005, it is suggested to provide some job attachment service for the unemployed by setting up social enterprises.

¹⁴ In UK Jobcentre Plus was established in 2001 under the Department of Work and Pension to promote integrated services of finding jobs and paying various benefits to the unemployed and low-income group of working age. It will take until 2006 to integrate the entire local office network of Jobcentres and social security offices fully.

¹⁵ According to the McKinsey report, they propose Hong Kong should integrate the Labour and Social Welfare Departments into a single unit to manage employment and welfare issues holistically. (Source: Lau, C. K. (2005, Oct 8). From welfare to work. *South China Morning Post*)

Figure 4.4: A Holistic Employment Assistance



Principle 2: Work Oriented

4.9 **Role of Job Centre:** According to the 2005 Policy Address by the HKSAR Chief Executive, the LD plans to set up new Job Centres in Yuen Long and North District. To provide a customer-oriented and district-focused employment services at district level, the department can consider to review the role of JC:

- **Welfare Recipients:** Though the LD’s JMP service has been serving, among others, welfare recipients, it is worthwhile for the LD to consider strategically to include the welfare recipients to use the JMP service.
- **JMP service:** It is suggested to review the criteria of joining JMP service having regard to the length of unemployment. Also, a mechanism to trace the failure cases and to measure the successful job-matching rate needs to be set up for the JMP service.
- **Job Vacancies:** The LD needs to explore more relevant job opportunities at the lower end of the labour market for “difficult-to-employ” at district level.
- **Employment Information Corner:** Note some existing job centres already have resource corners to provide visitors with comprehensive employment information. It is suggested that the new JCs can further strengthen this useful service with more focus for the needs of the “difficult-to-employ” and to feature relevant information of other stakeholders, such as NGOs, community organizations.

4.10 **Retraining Service:**

- **Courses for TSW areas:** As the variety of full-time ERB retraining course is very limited in TSW areas, it is worthwhile to consider

strengthening the retraining service to that area.

- **Transportation:** As TB serves the motivated ‘difficult-to-employ’ group, it is worthwhile to studying the feasibility of providing temporary transportation assistance to those users who live in remote areas. The users of full-time retraining course can apply for the temporary transport assistance for job seeking and/or for the travelling expenses when they first start work. The actual implementation details can be made reference to the TFA scheme.
- **Age Group:** The service provision of ERB should be considered to be extended to the unemployed aged 25-29.
- **Skill Assessment:** At present, the ERB offers the practical skills assessment test to the Local Domestic Helper course and the Personal Care Worker Course. End users and service operators suggest to include the practical skills assessment to other retraining courses. Some of the assessment test can be align with the existing Public Examination Organisations.
- **Sustainability:** The RRC can perform the function of keeping employee in employment. However, the two RRC is located in Kowloon. It is suggested to relocate the existing RRC or to set up another RRC in YL district or in NT.

4.11 **Intensive Employment Service:** As at end-2004, there were 56.8% unemployed CSSA having received government assistance for more than 2 years. According to research findings¹⁶, the longer the period of unemployment, the lower will be the motivation to work. The NGOs operators also consider the long-term unemployed as being in need of support and follow-up before re-entering the job

¹⁶ The reasons of long-term unemployment have spawned an abundant literature. Studies conducted by Devine and Kiefer (1991), Schmitt and Wadsworth (1993), PLS (2001), and Martin and Grubb (2001) use motivation to explain why some individuals become long-term unemployment. (Source: Devine, T. J., & Kiefer, N. M. (1991). *Empirical labour economics: The search approach*. Oxford University Press. ; Schmitt, J., & Wadsworth, J. (1993). Unemployment benefit levels and search activity. *Empirical Economics*, 27(4), 687-704. ; PLS Ramboll. (2001). Study on early identification of high-risk unemployed: Annex report I. Retrieved December 21, 2005, from <http://www.pls-ramboll.com/homepage/uk/publications> ; Martin, J., & Grubb, D. (2001). *What works and for whom: A review of OECD countries' experiences with active labour market policies*, IFAU Working Paper 2001:14. Retrieved December 21, 2005, from <http://ideas.repec.org/s/hhs/ifauwp.html>)

market. With reference to the U.K experience¹⁷, those unemployed having received government assistance for six months are required to join mandatory intensive programmes. It is proposed to strengthen the following Intensive Employment Service:

- **Extend IEAP:** At present, the welfare recipients and Near CSSA can join the IEAP service. However, there are no intensive services for those long-term unemployed JMP users. It is suggested to extend the IEAP services to this target group.
- **Personalised Element:** The IEAP and extended IEAP need to strengthen the personalised element by providing more individualized attention to their motivation and barrier to work. Since practitioners of this service often link unemployed with a broad range of community resources, the offices are able to respond to a broad range of needs. In addition, the workers responsible for providing intensive case management need to have strong assessment, relationship building, and case planning skills.
- **Voluntary Mentors:** As some industries (e.g. construction works, electronic works, etc.) possibly require skill sets out of the ordinary, instead of using the placement officers or the social workers, support from volunteers or mentors from professional bodies who have retired early need to be encouraged.
- **Post-employment Support:** To draw on the good experience of ERB's RRC and IEAP's post-employment support, support and life-long learning should be considered in employment assistance programmes to avoid the employed become unemployed again.
- **Social Enterprise Program:** Some of the long-term unemployed need to make a more gradual transition to work. The job attachment services are able to develop supervised volunteer or work opportunities for the long-term unemployed that allow them to gradually assume more and more responsibility.

¹⁷ The New Deal for Young People Programme is a mandatory for young people aged 18-24 who have been claiming Jobseeker's Allowance for six months or more. They are required to join 4-month "Gateway" programme. If still unemployed, they are required to join another 4-months' support program – "Follow-Through".

Principle 3: District Network

4.12 **Case Matching:** A mechanism of checking and tracing cases / service records across departments should be put in place to ensure the intensive employment service are for the most needy unemployed.

4.13 **District Coordination:** In some districts, there are local district forum to discuss and share the employment services among departments and service operators. However, there are rooms to further enhance district coordination for discussion on employment issues and identification of service gaps and discrepancies in the community.

4.14 **Outreach Service:** Compared with the job developers of SWD and NGOs, it is more credible for the LD to liaise with the businesses for job vacancies. It is suggested that the LD need to redeploy more resources in approaching the potential employers of small and local businesses at district level so as to explore more job vacancies in the community.

4.15 **Employer Networking Strategies:** It is suggested that JCs should continue to strengthen its district employer networks irrespective of size of business operations so as to canvass vacancies of all levels.

4.16 **Employment Club:** To instil the spirit of self-help and mutual help, it is suggested that an Employment Club be set up in TSW area. TSW residents or the unemployed can be the community volunteers of the Club¹⁸. They are responsible to manage the Employment Club by exploring the employment vacancies from various source, including newspapers, iES, local businesses, etc. In addition, the volunteers can help the job developers to explore job opportunities in the community.

4.17 **Public Education:** It is suggested to promote the positive aspects of TSW with a view to reducing the employers' negative image of TSW. Also, the press

¹⁸ The operation of Employment Club is similar to the Community Career Café (CCC) in Canada. The Café is a Community Economic Development (CED) strategy that based on mutual support group for unemployed and underemployed new immigrants in Burnaby Areas who are experiencing labour market integration difficulties. The CCC is a network of community partners where volunteers and unemployed immigrants will be referred from other agencies of the community. After training they will act as job lead callers to identify paid and unpaid employment opportunities through telephone calls to potential employers. Job opportunities generated will be matched with appropriate employers and job-seekers. Lead / job orders not filled will be passed on to other organisations. The CCC works closely with other parties, including employers.

can consider exploring and reporting successful employment cases in TSW.

4.18 **Job Market Information:** Gap is closed if there is greater integration thus enabling a more people-oriented approach in assessing and channelling demands. Likewise, the supply of services can be more effective if there is greater integration thus enabling a better match. From this perspective, there are rooms for greater sharing of resources, such as to encourage service operators to contribute their identified job vacancies to a centralised employer database, to strengthen the sharing of labour market information and trends, and to open the employer network database to service operators.

Principle 4: Social Responsibility

4.19 **Active Workplace Attachment:** With HK\$2.4 billion spent by the Government on helping low-skilled and/or middle-aged workers, only 7 per cent was spent on active job-placement schemes¹⁹. Since the programme year of 2005-06, the LD increased the workplace attachment training allowance under the YPTP from \$1,000 to \$ 2,000 to encourage more trainees to gain actual work experience. Added to this, the front-line practitioners in this Study also consider job placement is an effective way to lead to a real job. The Active Workplace Attachment can run in two modes:

- **Social Enterprise Programme:** It is proposed the Government provides support and start-up capital to enterprises which provides job attachment for the long-term unemployed.
- **Businesses:** It is suggested the LD promotes the concept of social responsibility to the employers who take part in the Work Trial Scheme and encourages the employers to offer part-time and temporary placement in employment. It is also suggested those long-term unemployed have the priority to take up the Work Trial places.

Principle 5: Work Encouragement

4.20 **Employment Incentive Allowance:** Taking cue from the LD in running the Incentive Allowance Scheme for Local Domestic Helpers and the SWD in running the Temporary Financial Assistance, it is worthwhile to study ways of

¹⁹ Source from Lau, C. K. (2005, Oct 8). From welfare to work. *South China Morning Post*.

providing financial incentives which keep the employed in work. The incentives include one-off employment grants and/or loans, which provide cash payments to help the unemployed meet immediate costs associated with starting work and/or the incentive allowances to keep the “difficult-to-employ” in employment.

4.21 **Reemployment Bonus:** To encourage the able-bodied CSSA who enter to the labour market and leave off from CSSA list, it is worthwhile to provide some reemployment bonus for retaining jobs.

C. Limitation of Study

Methodology

4.22 This Study provides an opportunity to develop a more comprehensive understanding of employment assistance in SSP, KT and YL district. It also offers insight into what and how end users think and feel about the delivery mode of the employment service. As the definition of the end users is broad (e.g. middle age, youth, new arrivals, single parents, employable CSSA, near CSSA, etc.), this Study does not attempt to generalise the findings to the larger population being studied. Instead, interviewee responses and expectations are analyzed to identify existing service gap items.

4.23 A further limitation of this Study is that it is not based on analysis of numeric data from a representative sample. As a result, this Study cannot be subjected to statistical analysis in order to estimate the extent to which opinions expressed by interviewees reflect the need of the overall population. The most important implication of this limitation is that the researcher can summarize themes and insight and refrain from drawing conclusions about the actual prevalence of specific concerns.

Future Scope of Study

4.24 As mentioned in Chapter One, there are different determinants of unemployment in Hong Kong context. The scope of this Study only focuses on employment assistance to the able-bodied. There are many other determinants which are highly relevant to unemployment but are excluded from this Study. Beyond this for possible future study is suggested:

- **Social Security System:** In mid-90s, overseas countries ²⁰ have undergone a paradigm shift from welfare to self-reliance. Welfare is a temporary and not lifetime benefit. Though the Social Security System is not the focus of this Study, it is highly interlinked with the Social Support System and Social Incentive System and may need to be reviewed. For instance, there are two related areas of study: i]. the feasibility of time-limited or progressive reduction cuts of CSSA unemployment assistance and; ii]. separation of the safety net system from the employment assistance system.
- **Population Policy:** Demographics, especially composition of different social groups, is closely related to the workforce structure. A study of the impact of population policy as related to the demand for labour, workforce migration, and labour utilization, and employment opportunities is suggested.
- **Urban Planning:** TSW is a typical community which lacks employment activities. It is worthwhile to study the social implications in developing new towns and how to achieve a balance between social, economical, cultural and environmental factors.

D. Conclusion

If we take from a man the personal responsibility for caring for his personal needs, we take from him also the will, the opportunity to be free.

Barry Goldwater (1960)

4.25 The CoP recognises self-reliance and work are the keystone of poverty prevention and alleviation for those who have ability to work. This Study, initiated by CoP, is an attempt to enhance understanding of the existing employment assistance and their effectiveness to help the able-bodied unemployed in the three districts, namely SSP, KT and YL. The Study covers the employment services

²⁰ In US, the reforms stemming from the Personal Responsibility and Work Opportunity Act (PRWORA) of 1996 aim to enhance personal responsibility by promoting work and break risking welfare dependency. In U.K., unemployment insurance programme was reformed in 1995, which introduced a Jobseeker's Allowance (JSA) to replace unemployment benefits and modified income support. JSA has two components – contribution based (as a matter of right) and income based (means-tested) Unemployed able-bodied of working age may claim JSA after entering into a Job-seeker's Agreement indicating availability for work and the person's action plan to search for employment. Additional allowance may be granted to meet family needs and certain housing costs.

rendered by the LD, SWD and ERB. This Report contains the findings and observations of the existing service delivery mode. Using the Gap Analysis Approach, discrepancies or gaps between the requirements of the needy job-seekers and the existing system's capacity to meet those needs were detected. Based on the Gap Analysis, the following four inherent implementation risks were revealed:

- **Bingo Effect:** Unless a job-seeker is proactive in approaching different agencies for different services for information to enable him to plan his employment service pathway, his use of the services would rely more on chance. As such, job-seekers with similar backgrounds are likely to obtain very different employment services.
- **Funnel Effect:** The present employment services automatically funnel out a group of “difficult-to-employ”, including CSSA recipients, near CSSA recipients and the unemployed or long-term unemployed.
- **Puzzle Effect:** The job-seekers themselves, especially the long-term CSSA unemployed, are quite able to assemble a comprehensive employment service to suit their needs, when this should be in the hands of the Administrators and operators.
- **Multi-Approach Effect:** It is commonly the case that local shops need to entertain different NGOs for the same purpose – requesting job vacancies.

4.26 Instead of a service-oriented approach, the unemployed should be at the centre of the employment service. The following conclusions highlight the future direction of the employment service - “unemployment to work” - that meets the needs of job-seekers:

- **Service Interfacing:** To improve service interfacing so that the unemployed should be the centre focus of the employment services, instead of following a service-oriented approach;
- **Work Oriented:** To reengineer the employment services so that needy job-seekers are catered for;
- **District Network:** To create employment opportunities by mobilizing resources in the community;
- **Social Responsibility:** To promote corporate social responsibility by providing opportunities for the private and third sector to get involved;

and

- Work Encouragement: To encourage work by providing incentives in the transitional period from unemployment to work.

Appendix 1.1: Interview and Visit List

From August 2005 to December 2005, 3 visits and to the Policy Makers arranged. The interviewer contacted 23 service operators. Also, 27 interviews were conducted to the service users. The details are shown below:

Level	Target		Methodology	Progress
Policy Maker	LD: Asst Commissioner, Sr Labour Offr (ES), Labour Offr (ES)		Visit	A visit was conducted on 19 October, 2005
	SWD: AD (SS)		Visit	A visit was held on 28 October, 2005
	EMB and ERB: PAS(MPT)/EMB and Dep Ex Dir (Course Adm & Dev)/ERB		Visit	A visit was held on 2 December, 2005
Service Operator	YL District	LD: Tuen Mun JC	Visit	A visit was conducted on 21 October, 2005
		SWD: AEA	Visit	A visit was conducted on 17 August, 2005
		NGOs: 3 IEAPs	Visit	Visits were conducted on 17 August, 2005 and 19 August, 2005
		NGOs: 3 TBs	Visit	Visits were conducted on 6 October, 2005 and 30 December 2005
	SSP District	LD: Kowloon West JC	Visit	A visit was conducted on 24 October, 2005
		SWD: AEA	Visit	A visit was conducted on 26 August, 2005
		NGOs: 3 IEAPs	Visit	Visits were conducted on 26 August, 2005 and 24 October, 2005
		NGOs: 3 TBs	Visit	Visits were conducted on 15 December, 2005
		NGOs: 1 RRC	Visit	A visit was conducted on 21 December, 2005
	KT	LD: Kwun Tong JC	Visit	A visit was conducted on 24 October, 2005

Level	Target		Methodology	Progress
	District	SWD: AEA	Visit	A visit was conducted on 24 August, 2005
		NGOs: 2 IEAPs	Visit	Visits were conducted on 23 August, 2005 and 24 August, 2005
		NGOs: 2 TBs	Visit	Visits were conducted on 28 December, 2005
Service User	YL District	LD: 2 JMP participants	Interview	Interviews were conducted on 2 December, 2005
		SWD: 4 AEA participants 1 IEAP participant	Interview	Interviews were conducted on 28 October, 2005 and 7 November, 2005
		ERB: 3 ERB RC participants	Focus Group	An interview was conducted on 30 December, 2005
	SSP District	LD: 1 JMP participants	Interview	An interview was conducted on 30 December, 2005
		SWD: 2 AEA participants 2 IEAP participants 1 Near CSSA	Interview	Interviews were conducted on 2 November, 2005
		ERB: 3 ERB RC participants	Focus Group	An interview was conducted on 28 December, 2005
	KT District	LD: 0 participants	/	/

Level	Target	Methodology	Progress
	SWD: 2 AEA participants 3 IEAP participants 1 Near CSSA	Interview	Interviews were conducted on 26 October, 2005 and 31 October, 2005
	ERB: 2 ERB RC participants	Focus Group	An interview was conducted on 15 December, 2005

Appendix 2.1 : Hong Kong Employment Service Overview

Hong Kong Employment Service Overview (as at 31 December 2005)

	Comprehensive Free Employment Service	Employment Programme for the Middle-aged	Special Incentive Allowance Scheme for Local Domestic Helper	Youth Pre-employment Training Programme	Youth Work Experience and Training Scheme	Work Trial Scheme	Work Orientation and Placement Scheme	Active Employment Assistance Program	Intensive Employment Assistance Program	Community Work Program	Retraining Course	Retraining Resource Centre
Launching Period	1964	May 2003	June 2003	September 1999	July 2002	June 2005	April 2005	June 1999	Oct 2003	June 1999	1992	1999
Project Duration	On-going	On-going	On-going	On-going	Until funding is used up	On-going	On-going	On-going	4 years	On-going	On-going	On-going
Responsible Department	LD	LD	LD	LD	LD	LD	LD	SWD	SWD	SWD	ERB	ERB
Funding Source	Administration	Administration	Administration	Administration	Administration	Administration	Administration	Administration	HKJCCT and LF	Administration	Government Subvention and Levy on Imported Workers	Government Subvention and Levy on Imported Workers
Financial Provision	- ²¹	\$60 million	\$60 million	\$70 million (each year)	\$700 million	\$9 million	\$8 million	- ²¹	\$200 million	- ²¹	Budget for 05-06: \$334,739,000	Budget for 05-06: \$7,200,000
Operator	LD	LD	LD in conjunction with ERB	LD with NGOs as service providers	LD with NGOs as service providers	LD	LD	SWD	NGOs	SWD	TBs	TBs
Target	All	Aged 40 or	Qualified	School leaver	Aged 15-24	Job-seeker	Disabled job-	Unemployed	Employable	AEA	Unemployed	Eligible

²¹ As this service straddles the resources of various divisions and central support of the department, it is difficult to apportion the expenditure for this item.

	Comprehensive Free Employment Service	Employment Programme for the Middle-aged	Special Incentive Allowance Scheme for Local Domestic Helper	Youth Pre-employment Training Programme	Youth Work Experience and Training Scheme	Work Trial Scheme	Work Orientation and Placement Scheme	Active Employment Assistance Program	Intensive Employment Assistance Program	Community Work Program	Retraining Course	Retraining Resource Centre
		above	LDHs who work in a district different from the one in which they reside or during unsocial hours	aged 15-19	with below degree level	who have special difficulties finding job	seeker	CSSA	CSSA recipients and Near-CSSA unemployed	participants	persons aged 30 or above with junior secondary education or below.	employees who have enrolled or completed Retraining Courses.
No. of Beneficiary	208 578 registrants in 2005	18 040 placements (up to Dec 2005)	6 150 approved applications (up to Dec 2005)	66000 (from 99 to 05)	26 000 placements (since July 02)	321 work trial placements (up to Dec 2005)	262 placements (up to Dec 2005)	43 175	19 155 CSSA recipients; and 5612 near-CSSA unemployed (till Dec 05)	78 754 AEA participants (till Dec 05)	Accumulated 871,848 student-time and 442,774 students;	

Appendix 2.2: Job Vacancies Database of the LD at iES

As at 21 November, 2005, there are 16,927 job orders available at the iES. The distribution of job orders by occupation and industry are shown below:

Figure 1: Job Vacancies Database at iES (at as 21 November, 2005) – by Occupation

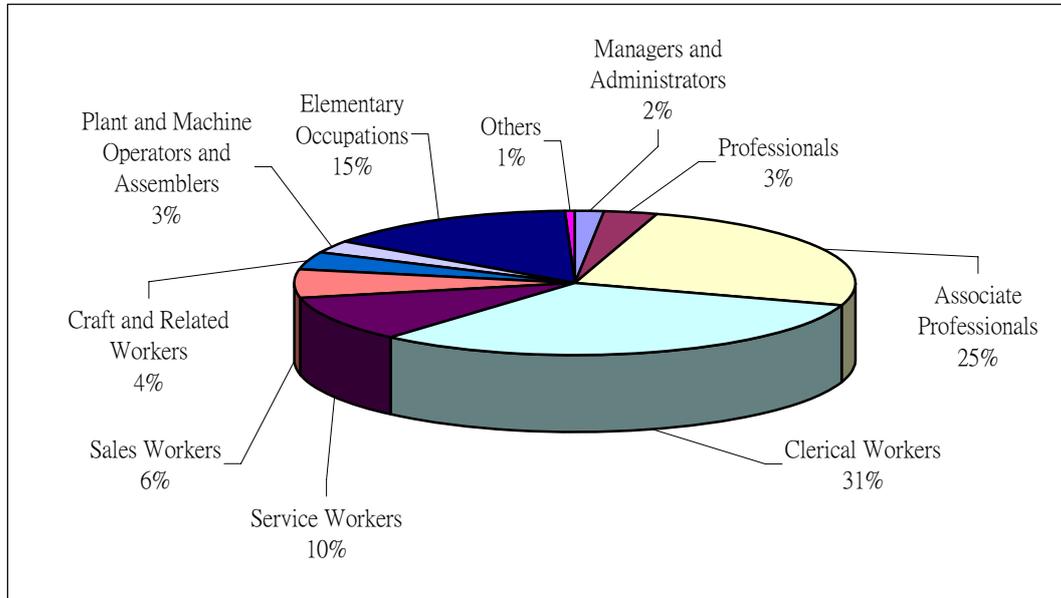
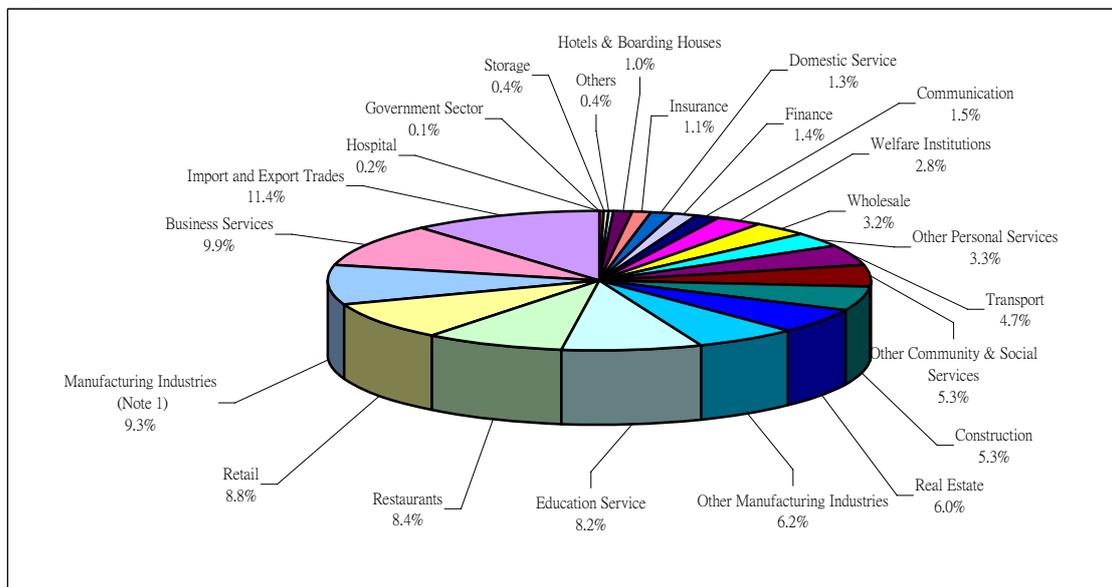


Figure 2: Job Vacancies Database at iES (at as 21 November, 2005) – by Industry



Note 1: The Manufacturing Industries include Manufacture of Electronic Parts, Fabricated Metal Products, Plastic Products, Textile and Wearing Apparel Except Footwear.

Appendix 2.3: Special Employment Programmes offered by the LD

LD offers a wide range of employment programmes (some offering financial incentives or allowance for jobs in the private sector) for certain targeted groups, including:

- (a) Employment Programme for the Middle-aged
- (b) Special Incentive Allowance Scheme for Local Domestic Helpers
- (c) Youth Pre-employment Training Programme
- (d) Youth Work Experience and Training Scheme
- (e) Work Trial Scheme
- (f) Work Orientation and Placement Scheme for the Disabled.

Employment Programme for the Middle-aged

1. The Employment Programme for the Middle-aged was launched in May 2003 to encourage employers to hire unemployed people aged 40 or above. For each participant engaged, the employer will receive a monthly training allowance of \$1,500 for up to three months. As at the end of December 2005, the programme placed 18 040 participants into employment.

Special Incentive Allowance Scheme for Local Domestic Helpers (LDHs)

2. To address the mismatch in supply and demand in the LDH market and to promote LDH service, the LD, in conjunction with the Employees Retraining Board, launched the Special Incentive Allowance Scheme for LDHs in June 2003.

3. Qualified LDHs who work in a district different from the one in which they reside or during unsocial hours (i.e. outside 9 am to 5 pm on Monday to Friday) may apply for a daily allowance of \$50 per day, with an overall cap of \$7,200. The Scheme also seeks to promote the development of the LDH market, thereby creating job opportunities for people in the low-skilled and middle-aged groups. As at the end of December 2005, there were 6 150 approved applications.

Youth Pre-employment Training Programme (YPTP)

4. The YPTP was launched in September 1999 to enhance the competitiveness and employability of young school leavers aged between 15 and 19. It provides a wide range of employment-related training to help young people build up their confidence, upgrade their interpersonal, computer and job specific skills.

5. Over the past six years, about 66 000 young persons were trained under the Programme. Discounting those who decided to pursue further studies on completion of the programme, about 70% of the trainees had secured employment.

Youth Work Experience and Training Scheme (YWETS)

6. LD launched the YWETS in July 2002 to provide employment through on-the-job training of six to 12 months' duration to young people aged 15 to 24 with an education attainment below degree level. Special employment projects tailor-made for different trades and occupations are launched to provide diversified training opportunities for trainees. Non-government organisations (NGOs) have also been commissioned to offer induction training and counselling service to trainees to help them adapt to the world of work. As at the end of December 2005, LD has placed 26 084 trainees into training vacancies while another 14 257 were able to find work in the open employment market.

Work Trial Scheme (WTS)

7. LD launched the WTS in late June 2005 to enhance the employability of job-seekers who have special difficulties finding jobs. During the one-month trial period, participating organisations have to appoint a mentor to coach the participants. On satisfactory completion of the work trial, each Scheme participant will receive an allowance of \$5,000, of which \$500 is to be contributed by the participating organisation. As at end-2005, 321 job-seekers were placed into work trials.

Work Orientation and Placement Scheme (WOPS)

8. LD launched the WOPS in April 2005 to help place disabled job-seekers

into employment. Disabled job-seekers will be provided with a short pre-employment training programme. For each disabled person engaged, the employer will be paid a monthly allowance equivalent to half-month's wages, subject to a ceiling of \$3,000, for up to three months. As at end-2005, the scheme registered 279 disabled participants in its pre-employment training programme and achieved 262 placements.

Appendix 2.4: Recruitment Forum in TSW

On 30 November, 2005, the LD organised a Recruitment Forum in Tin Shui Wai, Table 1 shows the participating companies and job vacancies available:

Table 1: Recruitment Forum in Tin Shui Wai – Participating Companies List

Participating Companies	Job Vacancy
Air Sea Worldwide Logistics Ltd	Airfreight Operation Clerk, Customer Services Clerk, Business Promotion Officer
Broadwell 100 Limited	Sales Representative
The Dairy Farm Co Ltd	Shop Assistant/Shop Supervisor
Dickson Concepts (Retail) Ltd	Shop Supervisor/Assistant Shop Supervisor, Sr. Shop Sales/Shop Sales, Cashier
East Asia Facility Management Ltd	Security Guard
Moiselle International Holdings Ltd	Regional Supervisor/Manager, Shop Supervisor/Assistant Shop Supervisor, Sr. Shop Sales/Shop Sales, Shop Sales Trainee, Shop Sales (Part-time)
Page One The Designers' Bookshop (HK) Ltd.	Shop Assistant, Shop Administrative Assistant, Shop Assistant (Warehouse), Assistant Customer Services Officer, Shop Manager/Assistant Shop Manager, Cashier
Pizza Hut Hong Kong Management Ltd	Kitchen Staff, Dishwasher, Waiter/Waitress, Customer Services Representative, Delivery Worker (Motorcycle)
PowerTech System Limited	Customer Services Manager, Network Engineer, Sales Manager, Sales Executive, Telemarketer, Telephone System Technician, Sales Coordinator, Telephone Sales Representative
Securicor	Driver (Motorcycle)/Driver/Courier, Cash Services Staff, Crew Member, Sr. Security Guard, Security Guard (Warehouse/Retail Shop/Commercial Building/Bank/Construction site), Security Guard (Temp/Part-time)
Sino Communication Ltd	Promoter (Indoor Phone), Customer Service Assistant
Sun Yee Development Ltd	Promoter (Credit Card)
U-Right International	Shop Assistant/Sales/Senior Sales/Assistant Shop Supervisor/Shop Supervisor

Appendix 2.5: Duties of Job Developers (District)

The duties of JDs (D) are as follows:

1. Marketing and Job Matching

- i. To actively muster job opportunities which the AEA participants are capable of doing in the District and agree with potential employers the referral system for job interviews.
- ii. To make reference to the profiles of the AEA participants in their respective districts to match suitable candidates for interviews.
- iii. To brief candidates on the job requirement and provide them with advice on preparation for the interview and, at the JD's discretion, to meet the clients and escort them to attend the interview.

2. Liaison Work

- i. To share with EA Coordinators the job vacancies mustered.
- ii. To collect feedback from the potential employers about the details of employment if an individual participant has been employed and if not, the reason(s) of failure.
- iii. To convey the feedback (e.g. the participant has been found to have deliberately spoiled the interview, rejected an offer or placed restrictions on an offer of employment) to EA Coordinators for follow up action.
- iv. To make recommendation for referrals to other service units (e.g. Family Support and Resource Centres / Family Service Centres) for support services, where appropriate.
- v. To provide post placement services for successful cases on a need basis.

3. Administrative Work

- i. To establish a district-based database of job vacancies mustered to facilitate job matching for suitable participants.
- ii. To keep relevant data for compilation of monthly statistics for monitoring and record proposes.

Appendix 2.6: Services of IEAP

Project objective

The SWD has secured funding from the Lotteries Fund and the Hong Kong Jockey Club Charities Trust to commission non-governmental organisations (Operating Agencies) to launch the IEAP. The aim is to provide tailor-made employment assistance services to participants to help them secure gainful employment as early as possible so that they can move towards self-reliance.

Target participants

- Employable CSSA recipients have to participate in the IEAP when being referred.
- 'Near-CSSA' recipients may approach the Operating Agencies directly for consideration for entry into the IEAP.

Services rendered by the Operating Agencies

1. Individualised Employment Assistance Services

Operating Agencies would provide participants with various kinds of employment assistance services such as workshops, employment counselling, job matching and post-placement support services to help enhance their employability and ability to sustain employment.

2. Temporary Financial Aid

Operating Agencies would provide timely financial aid to needy 'near-CSSA' recipients to tide them over temporary financial hardship and meet short-term basic needs, in addition to assisting them to find employment to prevent them from falling into the CSSA net.

3. Small-scale Business / Cooperative Business

Individual Operating Agencies may run small-scale business / cooperative business to provide participants with employment opportunities. Operating Agencies may make modest incentive payments to their participants from

proceeds generated from the IEAP business, where applicable.

4. Post-placement Support Services

Operating Agencies would provide at least three months' post-placement support services to participants who have secured full-time employment to further help them to achieve self-sufficiency.

Appendix 2.7: Active CSSA Cases in YL

Active CSSA Cases in Yuen Long district (as at 31.12.05)

Case Nature	Items	Yuen Long Town & Rural Area		TSW		Yuen Long District		Total in HK
		Number	Percentage (%)*	Number	Percentage (%)*	Number	Percentage (%)*	Number
(A) Unemployment cases	(i) Total no. of active cases	2 058	13.70%	3 209	21.37%	5 267	17.54%	41 436
	(ii) Total no. of recipients	3 456	15.22%	10 008	24.80%	13 464	21.35%	86 796
(B) Low Earning cases	(i) Total No. of active cases	383	2.55%	1 854	12.35%	2 237	7.45%	18 089
	(ii) Total no. of recipients	1 297	5.71%	7 215	17.88%	8 512	13.50%	65 655
(C) All Category (Total)#	(i) Total No. of active cases	15 018	100%	15 013	100%	30 031	100%	298 011
	(ii) Total no. of recipients	22 705	100%	40 348	100%	63 053	100%	539 963

*Percentage (%): proportion of total number of active cases by district / proportion of total number of recipients by district

All Category included cases under the nature of: Old age, Ill health, Unemployment, Low Earning and Single Parent etc.

Appendix 2.8: District AEA Customer Profiles with detailed information

District AEA customer profiles with detailed information

(as at 31 Dec 2005)

	Central, Western & Island	Eastern & Wan Chai	Kowloon City	Kwun Tong	Sham Shui Po	Shatin	Southern	Tai Po & North	Tsuen Wan/Kwai Tsing	Tuen Mun	Wong Tai Sin & Sai Kung	Yau Tsim Mong	Yuen Long	Total
No. of AEA Participants	697	2316	1711	4921	4008	2258	400	3033	6020	3861	4813	3044	5745	42827
% of distribution	1.63%	5.41%	4.00%	11.49%	9.36%	5.27%	0.93%	7.08%	14.06%	9.02%	11.24%	7.11%	13.41%	100.00%

Sex

Female	171	703	565	1569	1092	742	112	1025	1819	1213	1489	684	1620	12804
	24.53%	30.35%	33.02%	31.88%	27.25%	32.86%	28.00%	33.79%	30.22%	31.42%	30.94%	22.47%	28.20%	29.90%
Male	526	1613	1146	3352	2916	1516	288	2008	4201	2648	3324	2360	4125	30023
	75.47%	69.65%	66.98%	68.12%	72.75%	67.14%	72.00%	66.21%	69.78%	68.58%	69.06%	77.53%	71.80%	70.10%
Total	697	2316	1711	4921	4008	2258	400	3033	6020	3861	4813	3044	5745	42827

Skills

Computing	43	91	58	194	140	95	25	160	263	134	269	70	208	1750
	6.17%	3.93%	3.39%	3.94%	3.49%	4.21%	6.25%	5.28%	4.37%	3.47%	5.59%	2.30%	3.62%	4.09%
Cooking	31	130	117	280	219	166	24	182	358	174	269	180	323	2453
	4.45%	5.61%	6.84%	5.69%	5.46%	7.35%	6.00%	6.00%	5.95%	4.51%	5.59%	5.91%	5.62%	5.73%
Driving	47	169	130	303	239	147	30	207	399	307	331	190	535	3034
	6.74%	7.30%	7.60%	6.16%	5.96%	6.51%	7.50%	6.82%	6.63%	7.95%	6.88%	6.24%	9.31%	7.08%
Hair Dressing	8	15	18	37	31	11	2	27	59	17	35	36	40	336
	1.15%	0.65%	1.05%	0.75%	0.77%	0.49%	0.50%	0.89%	0.98%	0.44%	0.73%	1.18%	0.70%	0.78%
Machine Repairing	8	35	30	108	75	32	10	63	129	85	113	43	104	835
	1.15%	1.51%	1.75%	2.19%	1.87%	1.42%	2.50%	2.08%	2.14%	2.20%	2.35%	1.41%	1.81%	1.95%
No Skill Possessed	434	1384	988	2608	2338	1249	221	1574	3192	2273	2432	1936	3169	23798
	62.27%	59.76%	57.74%	53.00%	58.33%	55.31%	55.25%	51.90%	53.02%	58.87%	50.53%	63.60%	55.16%	55.57%
Others	49	119	102	281	223	96	35	143	392	236	349	144	261	2430

District AEA customer profiles with detailed information

(as at 31 Dec 2005)

	Central, Western & Island	Eastern & Wan Chai	Kowloon City	Kwun Tong	Sham Shui Po	Shatin	Southern	Tai Po & North	Tsuen Wan/Kwai Tsing	Tuen Mun	Wong Tai Sin & Sai Kung	Yau Tsim Mong	Yuen Long	Total
	7.03%	5.14%	5.96%	5.71%	5.56%	4.25%	8.75%	4.71%	6.51%	6.11%	7.25%	4.73%	4.54%	5.67%
Sam Hong	52	250	187	786	542	328	43	512	914	427	716	343	864	5964
	7.46%	10.79%	10.93%	15.97%	13.52%	14.53%	10.75%	16.88%	15.18%	11.06%	14.88%	11.27%	15.04%	13.93%
Sewing	4	24	22	63	57	26	2	30	74	27	57	32	41	459
	0.57%	1.04%	1.29%	1.28%	1.42%	1.15%	0.50%	0.99%	1.23%	0.70%	1.18%	1.05%	0.71%	1.07%
Typing	20	87	38	185	77	70	8	104	138	140	150	53	151	1221
	2.87%	3.76%	2.22%	3.76%	1.92%	3.10%	2.00%	3.43%	2.29%	3.63%	3.12%	1.74%	2.63%	2.85%
Weaving	1	12	21	76	67	38		31	102	41	92	17	49	547
	0.14%	0.52%	1.23%	1.54%	1.67%	1.68%	0.00%	1.02%	1.69%	1.06%	1.91%	0.56%	0.85%	1.28%
Total	697	2316	1711	4921	4008	2258	400	3033	6020	3861	4813	3044	5745	42827

Age Group

15-19	18	106	46	275	105	118	23	230	262	264	266	53	319	2085
	2.58%	4.58%	2.69%	5.59%	2.62%	5.23%	5.75%	7.58%	4.35%	6.84%	5.53%	1.74%	5.55%	4.87%
20-29	61	249	139	456	275	183	40	258	421	358	348	344	479	3611
	8.75%	10.75%	8.12%	9.27%	6.86%	8.10%	10.00%	8.51%	6.99%	9.27%	7.23%	11.30%	8.34%	8.43%
30-39	120	328	232	554	535	183	57	359	765	486	491	591	772	5473
	17.22%	14.16%	13.56%	11.26%	13.35%	8.10%	14.25%	11.84%	12.71%	12.59%	10.20%	19.42%	13.44%	12.78%
40-49	193	679	488	1576	1273	839	112	1034	2065	1323	1704	784	2239	14309
	27.69%	29.32%	28.52%	32.03%	31.76%	37.16%	28.00%	34.09%	34.30%	34.27%	35.40%	25.76%	38.97%	33.41%
50-59	305	954	806	2060	1820	935	168	1152	2507	1430	2004	1272	1936	17349
	43.76%	41.19%	47.11%	41.86%	45.41%	41.41%	42.00%	37.98%	41.64%	37.04%	41.64%	41.79%	33.70%	40.51%
Total	697	2316	1711	4921	4008	2258	400	3033	6020	3861	4813	3044	5745	42827

Education

District AEA customer profiles with detailed information

(as at 31 Dec 2005)

	Central, Western & Island	Eastern & Wan Chai	Kowloon City	Kwun Tong	Sham Shui Po	Shatin	Southern	Tai Po & North	Tsuen Wan/Kwai Tsing	Tuen Mun	Wong Tai Sin & Sai Kung	Yau Tsim Mong	Yuen Long	Total
Form 1 - 3	176	647	519	1404	1218	627	119	946	1792	1238	1448	1058	1850	13042
	25.25%	27.94%	30.33%	28.53%	30.39%	27.77%	29.75%	31.19%	29.77%	32.06%	30.09%	34.76%	32.20%	30.45%
Form 4 - 5	148	447	249	733	509	381	61	463	798	591	728	511	859	6478
	21.23%	19.30%	14.55%	14.90%	12.70%	16.87%	15.25%	15.27%	13.26%	15.31%	15.13%	16.79%	14.95%	15.13%
Form 6 - 7	21	58	38	68	61	20	7	37	86	41	79	63	68	647
	3.01%	2.50%	2.22%	1.38%	1.52%	0.89%	1.75%	1.22%	1.43%	1.06%	1.64%	2.07%	1.18%	1.51%
Kindergarten	5	11	3	11	10	12	2	10	13	11	6	6	11	111
	0.72%	0.47%	0.18%	0.22%	0.25%	0.53%	0.50%	0.33%	0.22%	0.28%	0.12%	0.20%	0.19%	0.26%
No schooling	47	133	90	400	168	156	45	241	431	251	310	132	303	2707
	6.74%	5.74%	5.26%	8.13%	4.19%	6.91%	11.25%	7.95%	7.16%	6.50%	6.44%	4.34%	5.27%	6.32%
Primary	239	918	738	2185	1847	1031	152	1258	2702	1634	2134	1147	2555	18540
	34.29%	39.64%	43.13%	44.40%	46.08%	45.66%	38.00%	41.48%	44.88%	42.32%	44.34%	37.68%	44.47%	43.29%
Tertiary	45	68	32	60	56	24	7	28	78	49	60	66	70	643
	6.46%	2.94%	1.87%	1.22%	1.40%	1.06%	1.75%	0.92%	1.30%	1.27%	1.25%	2.17%	1.22%	1.50%
Blank	16	34	42	60	139	7	7	50	120	46	48	61	29	659
	2.30%	1.47%	2.45%	1.22%	3.47%	0.31%	1.75%	1.65%	1.99%	1.19%	1.00%	2.00%	0.50%	1.54%
Total	697	2316	1711	4921	4008	2258	400	3033	6020	3861	4813	3044	5745	42827

Appendix 2.9: NGOs running IEAP in YL

Name of IEAP Operating NGOs	No. of Projects
Caritas - Hong Kong	1
Hong Kong Young Women's Christian Association	2
International Social Service Hong Kong Branch	2
Yang Memorial Methodist Social Service	2
Yuen Long Town Hall	3
Evangelical Lutheran Church Social Service Hong Kong	1
Hong Kong Employment Development Service Limited	2
Po Leung Kuk	1
Total	14

Appendix 2.10: Performance of IEAP in YL

Performance of IEAPs in Yuen Long District for the period from 10/2003 - 9/2006 (Position as at December 2005)

		CSSA Participants	'Near-CSSA' Participants	Total
(a) Number of participants	Overall 105 Projects	19155	5612	24767
	YL District	2829	636	3465
	(% of overall in (a))	15%	11%	14%
(b) Number of participants secured full-time employment	Overall 105 Projects	6986	2781	9767
	YL District	729	304	1033
	(% of overall in (b))	10%	11%	11%
(c) Number of CSSA participants sustained in employment for three months or more with unemployment status changed either to CSSA low-earner or off CSSA net	Overall 105 Projects	5031		5031
	YL District	540		540
	(% of overall in (c))	11%		11%

Appendix 2.11: Active CSSA Cases in SSP**Active CSSA cases key statistics in SSP district as at 31.12.05**

Case Nature	Items	Sham Shui Po		Total in HK	
		Number	Percentage*	Number	Percentage*
		(A) Unemployment	(i) No. of active cases	4 420	16.58%
	(ii) No. of recipients	6 816	15.95%	86 796	16.07%
(B) Low earnings	(i) No. of active cases	1 297	4.86%	18 089	6.07%
	(ii) No. of recipients	4 433	10.38%	65 655	12.16%
(C) All categories #	(i) No. of active cases	26 666	100%	298 011	100%
	(ii) No. of recipients	42 722	100%	539 963	100%

*Percentage : proportion of total number of active cases by district / proportion of total number of recipients by district

All Category included cases under the nature of: Old age, Ill health, Unemployment, Low Earning and Single Parent etc.

Appendix 2.12: NGOs running IEAP in SSP

Name of IEAP Operating NGOs	No. of Projects
ADPL Social Service Centre Limited	1
Hong Kong Single Parent Association	1
Society for Community Organisation	3
The Young Men's Christian Association of Hong Kong	2
Tung Wah Group of Hospitals (Community Services Division)	1
Hong Kong Young Women's Christian Association	1
The Society of Rehabilitation and Crime Prevention, Hong Kong	1
Total	10

Appendix 2.13: Performance of IEAP in SSP

Performance of IEAPs in Sham Shui Po District for the period from 10/2003 - 9/2006 (Position as at December 2005)

		CSSA Participants	'Near-CSSA' Participants	Total
(a) Number of participants	Overall 105 Projects	19155	5612	24767
	SSP District	1533	339	1872
	(% of overall in (a))	8%	6%	8%
(b) Number of participants secured full-time employment	Overall 105 Projects	6986	2781	9767
	SSP District	451	183	634
	(% of overall in (b))	6%	7%	6%
(c) Number of CSSA participants sustained in employment for three months or more with unemployment status changed either to CSSA low-earner or off CSSA net	Overall 105 Projects	5031		5031
	SSP District	349		349
	(% of overall in (c))	7%		7%

Appendix 2.14: Active CSSA Cases in KT

Active CSSA Cases in Kwun Tong (as at 31.12.05)

Case Nature	Items	Kwun Tong		Overall in Hong Kong	
		Number	Percentage (%)*	Number	Percentage (%)*
(A) Unemployment cases	(i) Total no. of active cases	4 240	12.09%	41 436	13.90%
	(ii) Total no. of recipients	10 613	15.83%	86 796	16.07%
(B) Low Earning cases	(i) Total No. of active cases	2 317	6.61%	18 089	6.07%
	(ii) Total no. of recipients	8 352	12.46%	65 655	12.16%
(C) All Category (Total)#	(i) Total No. of active cases	35 078	100.00%	298 011	100.00%
	(ii) Total no. of recipients	67 033	100.00%	539 963	100.00%

*Percentage (%): proportion of total number of active cases/recipients / total number of active cases/recipients (all category)

All Category included cases under the nature of: Old age, Ill health, Unemployment, Low Earning and Single Parent etc.

Appendix 2.15: NGOs running IEAP in KT

Name of IEAP Operating NGOs	No. of Projects
Christian Action	2
Hong Kong Family Welfare Society	1
International Social Service Hong Kong Branch	2
The Mental Health Association of Hong Kong	3
Po Leung Kuk	2
Hong Kong Sheng Kuk Hui Welfare Council - Youth Employment Integrated Service Centre	1
The Society of Rehabilitation and Crime Prevention, Hong Kong	1
Total	12

Appendix 2.16: Performance of IEAP in KT

Performance of IEAPs in Kwun Tong District for the period from 10/2003 - 9/2006 (Position as at December 2005)

		CSSA Participants	'Near-CSSA' Participants	Total
(a) Number of participants	Overall 105 Projects	19155	5612	24767
	KT District	2086	487	2573
	(% of overall in (a))	11%	9%	10%
(b) Number of participants secured full-time employment	Overall 105 Projects	6986	2781	9767
	KT District	675	311	986
	(% of overall in (b))	10%	11%	10%
(c) Number of CSSA participants sustained in employment for three months or more with unemployment status changed either to CSSA low-earner or off CSSA net	Overall 105 Projects	5031		5031
	KT District	522		522
	(% of overall in (c))	10%		10%