#### Legislative Council Panel on Constitutional Affairs

# Administrative Guidelines on Promotion of Racial Equality: Implementation Progress

#### Purpose

This paper informs Members of the progress regarding the implementation of the Administrative Guidelines on Promotion of Racial Equality. A total of eight policy bureaux, departments and public authorities have provided their checklists on existing and planned measures, on the promotion of equality for ethnic minorities.

### Background

2. At the meeting of the Constitutional Affairs Panel held on 7 July 2009, we briefed Members on the draft Administrative Guidelines on Promotion of Racial Equality drawn up by the Administration. The Guidelines are to provide guidance to concerned Bureaux and Departments and other relevant public authorities to promote racial equality and ensure equal access to public services in key areas concerned, and take this into account in their formulation, implementation and review of relevant policies and measures. We also provided Members with a draft sample checklist covering the major activities areas in education as an example.

#### **Progress on Implementation**

3. Under the Guidelines, relevant Bureaux, Departments and public authorities would draw up and publicise a checklist of measures that would assist in promoting racial equality and equal access to key public services in order to enhance the transparency of their work.

4. Subsequent to the discussion at the Panel meeting on 7 July 2009, the Education Bureau has updated the checklist on education. The relevant Bureaux, Departments and public authorities have also prepared draft checklists to cover vocational training and community services – communications and technology respectively. Copies of the checklists are at **Annexes A to C**.

5. The concerned Bureaux, Departments and public authorities are drafting checklists in the remaining areas including medical, employment and other major community services. We will provide further updates to Members when the draft checklists are available.

6. We will also brief the relevant ethnic minority groups and organisations through channels such as the Committee on the Promotion of Racial Harmony and Ethnic Minorities Forum. When we have received all the comments, we will finalise the Guidelines and checklists.

**Constitutional and Mainland Affairs Bureau October 2009** 

# Existing and planned measures on the promotion of equality for ethnic minorities

## Education

The Government's education policy is to provide appropriate learning opportunities for all students with a view to helping them attain all-round development. The Education Bureau attaches importance to providing education support for non-Chinese speaking (NCS) students to facilitate their early integration into our local education system and wider community. We have laid down clear direction and various educational support measures have been put in place since the 2006/07 school year.

# Supplementary Guide to the Chinese Language Curriculum for NCS students

Services
 The Supplementary Guide recommends different curriculum modes under the umbrella of a common curriculum framework for all NCS students in need. To ensure that these curriculum modes could be easily adopted in schools with NCS students irrespective of race, learning materials covering both primary and secondary levels and a series of packages of teaching reference materials have been developed alongside the Guide.

Existing *The Supplementary Guide* Measures

> The Supplementary Guide was released in November 2008 and distributed to schools with relevant packages of teaching reference materials in December 2008. Workshops to facilitate teachers to adapt the curriculum have been organized.

## Learning materials and teaching reference materials

- The first set of learning materials, covering both primary to secondary levels, was uploaded in two parts in March and June 2009 with the printed copies delivered to schools in June and September 2009 respectively.
- The teaching reference materials, including various learning software and Chinese lexical items with English explanations for use in Hong Kong schools, were distributed to schools from December 2008 to May 2009.
   Copies are also available for sale in the Government Bookstore.
- Assessment
   The above measures will be evaluated after a few years of school implementation.
   Work
- Additional• The final set of learning materials will be uploaded in JuneMeasures2010 with printed copies delivered to schools inTaken / ToSeptember 2010.
  - A set of research-based assessment tools will be developed for supporting schools in assessing the Chinese Language learning of NCS students.

### **Designated Schools**

Be Taken

 The purposes of establishing designated schools are to Strengthen our focused support to schools having admitted a critical mass of NCS students, with a view to facilitating the development of supporting teaching materials and school-based support programmes for NCS students for sharing of good practices and professional experiences with other schools which have also admitted NCS students.

# ExistingDesignated schools and provision of a special grantMeasures

- The number of designated schools was increased from 15 in the 2006/07 school year to 22 in the 2008/09 school year and to 26 in the 2009/10 school year.
- Each designated school has been provided with an annual special grant ranging from \$300,000 to \$600,000 to put in place school-based support programmes for NCS students.
- Assessment
   The number of designated schools will be reviewed and their performance would be monitored regularly to ensure effective use of the special grant to improve the learning and teaching of NCS students.
- Additional
  We will continue to increase the number of designated schools in future years as and when necessary.
  Taken / To
  Be Taken

### **Chinese Language Learning Support Centre**

 Services
 The Chinese Language Learning Support Centre Concerned
 (commissioned to a tertiary institution) provides remedial programmes after school hours or during holidays for NCS students, in particular the late starters in Chinese learning, and renders professional support to teachers.

Existing	Provision of remedial programmes for NCS students and
Measures	briefing sessions for teachers

- In the 2008/09 school year, the Centre has expanded its services by operating at eight designated venues, an increase from five venues in the 2007/08 school year.
- The number of NCS students enrolled in the Centre has increased from 250 (2007/08 school year) to some 352 in the 2008/09 school year.
- 9 teacher briefing sessions were held in the 2008/09 school year.
- Assessment
   The remedial programmes and teacher briefing sessions by the Centre have been successfully completed in 2008/09. They will continue and be kept under review in the light of changing circumstances.
- Additional• About 20 classes of remedial programme for NCS studentsMeasuresand about 10 teacher briefing sessions will continue to beTaken / Toprovided in the 2009/10 school year.

#### **Summer Bridging Programme**

Be Taken

 Services
 Summer Bridging Programme aims to help NCS children adapt to the new learning environment, to widen their learning experience and exposure in using Cantonese as the medium of instruction under real classroom situation, and consolidate what they have learnt at Key Stage 1 to facilitate transition to Key Stage 2.

- Existing
   Starting from the summer of 2007, the 4-week Summer Bridging Programme has been extended to cover not only incoming NCS P1 entrants, but also NCS students proceeding to P2, P3 and P4.
- Assessment
   The Programme is generally well accepted and review will be conducted on a need basis.
   work
- Additional We will continue to organize the Summer Bridging Measures Programme. Taken / To Be Taken

### **Training Programme for Chinese Language Teachers**

- Professional training courses for primary school teachers in teaching Chinese Language to NCS students have been organized to help strengthen the teaching of Chinese.
- Existing
   The current training programme, starting from the 2006/07 school year, is composed of five identical courses and has been commissioned to the Hong Kong Polytechnic University. Each course offered 30 training places. A resource package compiling the materials of the courses conducted will be available for teachers' reference on the EDB website.
- Assessment
   The content of the Programmes will be revised taking into account of the feedback collected from the courses work
   conducted and the newly issued Supplementary Guide

to the Chinese Language Curriculum for Non-Chinese Speaking Students.

Additional
The training programme will continue to be held in the 2009/10 and 2010/11 school years.
Taken / To
Be Taken

# Alternative measures to cater for the aspirations of NCS Students for higher education

General Certificate of Secondary Education (GCSE) Chinese

- Services
   Administrating GCSE(Chinese) in Hong Kong to provide an alternative Chinese qualification to meet the aspirations of the NCS students, in particular those who have a late start in learning Chinese or have not been given ample opportunity to study the local Chinese curriculum.
- Existing
   Starting from 2007, the GCSE (Chinese) Examination has been administered in Hong Kong for students who wish to obtain alternative Chinese Language qualification(s) through the Hong Kong Examinations and Assessment Authority.
- Assessment
   There are concerns on the fee level of the GCSE (Chinese) examination when compared with that of Hong Kong Certificate of Education Examination (Chinese). We are actively exploring feasible means to support the NCS students with a view to lowering the fee of the GCSE(Chinese) examination. We hope to finalise the details in November 2009 before the registration for the GCSE (Chinese) Examination 2010.

Additional • Same as above Measures Taken / To Be Taken

Alternative Chinese Language qualification for admission to S6

- Services
   Schools under the Secondary 6 (S6) Admission
   Procedure to consider the alternative Chinese qualifications.
- Existing
   After a trial run in 2008, schools are required, starting from 2009, to consider eligible S5 students holding alternative Chinese Language qualification(s) and give conditional offers to these students at each stage of the S6 Admission Procedure pending the release of the relevant examination results in late August each year provided that the students have met the specified conditions, and have fulfilled all the admission requirements with equal points compared with their counterparts.

Assessment • Relevant data will be collected. of future work

Additional Measures
Taken / To
Be Taken Alternative Chinese Language qualification for admission to universities

- Services
   The University Grants Committee (UGC)-funded institutions to consider alternative Chinese Language qualifications for admission to undergraduate progammes under the Joint University Programmes Admissions System (JUPAS).
- Existing • The UGC-funded institutions have, starting from 2008, Measures flexibility provided further for acceptance of alternative Chinese Language qualification(s) for application under JUPAS under specified circumstances. This is a significant step to address the aspirations for higher education of NCS students studying in our local schools.
- Assessment
   The UGC-funded institutions have agreed to continue to accept alternative Chinese Language qualification(s) for students fulfilling the specified circumstances under the New Senior Secondary Curriculum.
- Additional
  Measures
  Taken /
  To Be
  Taken
  Not applicable as the UGC-funded institutions will continue to accept alternative Chinese Language qualification(s) for students fulfilling the specified circumstances under the New Senior Secondary Curriculum.

## Information for NCS Parents / Students

Services
 To help the NCS parents/students understand our school system, major education policies and the related education services.

Non-Chinese Speaking Parent Information Package

Measures

Existing

• The Non-Chinese Speaking Parent Information Package available in major ethnic minority languages have been prepared and distributed to NCS parents through schools and Maternal and Child Health Centres. It has also been distributed to the non-government organizations and relevant Government bureaux/departments to strengthen the support for NCS parents/students.

# Other measures to facilitate communication

- Relevant information, e.g. applications for Primary 1 and Secondary 1 places under relevant school places allocation systems and the executive summary of the Supplementary Guide to the Chinese Curriculum for the NCS students, has been translated into major ethnic minority languages.
- Simultaneous interpretation service is provided when conducting briefing sessions and, where necessary, interpretation service of major ethnic minority languages can be arranged.

# Dedicated website

• A dedicated website is available at http://www.edb.gov.hk/ncs to facilitate NCS parents' understanding of the services available.

Assessment
 Feedback on the Information Package, other leaflets or website will be collected on a need basis.
 Work

 Additional
 Updating of the Parent Information Package and other information leaflets will be done as and when necessary.
 Taken / To
 Be Taken

## Conclusion

We will update the above measures and include other new measures as and when appropriate.

Education Bureau October 2009

# Existing and planned measures on the promotion of equality for ethnic minorities

## **Vocational Training**

Various courses and facilities of vocational education and training are provided through the Vocational Training Council (VTC), the Employees Retraining Board (ERB) and the Construction Industry Council (CIC) to eligible persons who are able to meet the admission requirements, irrespective of their race or ethnic origin.

In particular, to cater for the needs of non-Chinese speaking persons, a number of courses and programmes are conducted in English. Specific courses such as those in Cantonese are also specifically designed to meet their needs.

## A. Vocational Training Council

Services The VTC offers a wide range of vocational education and concerned training courses. To ensure vocational education and training services are accessible to all irrespective of race, special consideration has been taken to cater for the needs of ethnic minorities.

ExistingDedicated vocational education and training courses forMeasuresnon-Chinese speaking (NCS) youth and adults

 VTC offers a wide variety of dedicated courses for ethnic minority youth and adults to meet their multifarious training needs. These courses include full-time certificate/diploma courses in business, hotel & tourism, food and beverage services for Secondary 3 and Secondary 5 school leavers, applied learning programmes for senior secondary students, part-time trade specific short courses for adults, full-time Vocational Development Programmes for non-engaged youth, basic vocational Chinese short courses and module-based training courses.

## Acceptance of alternative Chinese Language qualifications

- Where a course (including VTC's Higher Diploma and Diploma programmes) requires a pass in HKCEE Chinese Language for admission, alternative Chinese Language qualifications of NCS students may be considered.
- Assessment
   Around 500<sup>1</sup> NCS students have been enrolled in various dedicated programmes of VTC in the 2008/09 academic year. VTC plans to provide similar number of places in various dedicated programmes for NCS students in the 2009/10 academic year.
  - Course provision will be reviewed in consultation with NGOs which have been providing services for NCS youth and adults to map out future programmes to better meeting their needs.
- Additional
   To promote racial equality in its learning and working environment, VTC has drawn up guidelines for reference by its operation units. Training and sharing sessions will be arranged for staff and students to increase their awareness and sensitivity on racial equality. VTC will also organize activities to

<sup>&</sup>lt;sup>1</sup> Among the 500 training places taken up by NCS students, 100 places were funded by the Employees Retraining Board and the remaining 400 places were funded by the Government.

promote a culture of inclusion and facilitate integration between local and ethnic minority students.

#### **B.** Employees Retraining Board

- Services The ERB provides training courses and services to Concerned skills, quality, employability enhance the and competitiveness of the labour force (with an education attainment of sub-degree or below). The full-time training courses are career-oriented, with the aim at helping the unemployed get jobs through appropriate skills training and job placement support services. The part-time vocational skills upgrading courses enable the labour force to update and upgrade their The part-time generic skills training courses, skills. encompassing foundation skills such as languages, numeracy, information technology, personal attributes, aim at enhancing the overall quality of the labour force.
  - With a view to improving the employability of the ethnic minorities and facilitating their integration into the local community, the ERB provides dedicated training courses delivered in English since mid-2007 to suit the aspirations and training needs of the ethnic minorities. Special measures and services are provided to facilitate and support their training and job search.

Existing <u>Dedicated courses for ethnic minorities</u>

Measures

• In 2008-09, a total of 265 ethnic minority trainees attended 5 full-time placement-tied courses and 3 part-time generic skills courses.

- The ERB has launched a pilot job-searching integrated course known as "Employment Set Sail" conducted in English for ethnic minorities to enhance their understanding and knowledge of local job market, workplace culture, as well as job-searching channels and skills.
- The ERB has launched a pilot "Workplace Chinese Communication" programme in collaboration with the Standing Committee on Language Education and Research, and the Vocational Training Council to provide part-time workplace Cantonese training for ethnic minorities. Based on the experience of this pilot scheme, the ERB has revised the course contents. Two new courses on workplace Cantonese for ethnic minorities are developed and launched in 2009-10.
- The ERB set up two separate focus groups in June 2008 to help identify the training and employment needs of ethnic minorities, as well as to advise on strategies for promoting ERB courses and services to ethnic minorities. The focus groups comprise representatives from ethnic minority groups, NGOs and training bodies (TBs).
- Based on the advice of the focus groups and proposals submitted by TBs, 17 full-time and 12 part-time courses are offered in 2009-10. Among which 2 are specially designed Youth Training Programmes offering altogether 9 different streams of studies, dedicated for the non-engaged youth (aged 15-20) in the ethnic minority groups.

• The ERB has reserved a total of 2 000 training places for the provision of dedicated courses for the group in 2009-10.

#### Special measures and support services

- The ERB has been exercising flexibility in regard to the minimum class size for training courses dedicated for ethnic minorities.
- Interpretation services have been arranged where necessary and appropriate to facilitate teaching and learning.
- Ethnic minority trainees who have completed the placement-tied courses are provided with six-month placement follow-up service, whereas a three-month placement follow-up period is normally provided for other trainees.
- The ERB has extended the coverage of its existing Course Development Incentive Scheme to include courses dedicated for ethnic minorities, so as to encourage TBs to develop more new courses that cater to the needs of the ethnic minority target group.
- To foster awareness of the training opportunities available to ethnic minorities, the ERB has issued a series of promotional materials in English and ethnic minority languages (including prospectus, poster, leaflet and roll-up banner) for distribution to ethnic minority groups via different channels. Advertisements on courses have been placed in different newspapers targeting the ethnic minorities.

- In reaching out to the ethnic minorities and gauging their needs, the ERB staff have carried out frequent visits to cultural and religious gatherings of the ethnic minorities.
- The ERB also sponsors TBs to run district-based promotional activities targeting the ethnic minorities. The ERB will continue to explore more channels to reach out to the ethnic minorities.
- To further enhance its promotional efforts, the ERB has been in close liaison with the regional support service centres for ethnic minorities operated by NGOs funded by the Constitutional and Mainland Affairs Bureau, in disseminating information about the ERB to ethnic minorities.
- A resource corner has been set up in the ERB's Training cum Employment Resource Centre in Sham Shui Po to provide training and employment information and other support services to ethnic minorities.
- The ethnic minority groups can make use of a wide range of services and facilities, as well as participate in workshops offered by the Centre. Self-help groups have been formed to facilitate sharing of information and mutual support among ethnic minority members. They may also join the "Case Management Service" to receive intensive follow-up and support service offered by experienced social workers.

## Staff training

- To promote understanding of ethnic minority culture and enhance staff sensitivity in providing services to ethnic minorities, the ERB organised 2 sessions of "Workshop on Cultural Awareness on Ethnic Minorities in Hong Kong" in collaboration with Unison for frontline staff in the ERB and its TBs in July 2008. Similar workshops will be held annually for refreshing the cultural awareness and understanding on ethnic minorities among ERB and TB staff.
- The ERB conducted 2 tailor-made training sessions for agency heads of its TBs and ERB staff in May 2009. At the sessions, attendees were briefed by Training Officer of the Equal Opportunities Commission (EOC) on the Race Discrimination Ordinance (RDO) with special focus on vocational training. Similar training sessions will be conducted annually by the ERB for briefing newly appointed TBs, and for sharing of experience on application of the RDO and the Code of Practice issued by the EOC.
- Assessment The ERB will gauge the views of ethnic minority groups on its current measures and support services and conduct a survey to understand better their training needs.
- Additional
   The ERB will explore the feasibility of enrolling ethnic minorities who can comprehend Cantonese into non-EM-dedicated classes by making available English training manuals. This would effectively broaden and diversify training to the group.

• The ERB will review the outcome of the dedicated courses organised taking into account trainees' and training bodies' feedback as well as market demand in the course of enhancing the training contents and training plan for the ethnic minorities.

## C. Construction Industry Council

- Services The functions of the Constriction Industry Council Training Concerned Academy (CICTA) include provision of training courses for the construction industry. The CIC is also fully committed to creating, promoting and maintaining a working and living environment which provides equality of opportunity, and is free of any discrimination, harassment and vilification for all its employees, trainees, visitors and the public to whom CIC provides goods, services or facilities.
- Existing
   CICTA currently offers 9 safety related courses and 1 part-time skill enhancement course in response to the demand of ethnic minorities. These courses are specifically targeted at ethnic minorities and are conducted in English.
  - CIC provided training courses on Equal Opportunities to all centre managers and department heads.
- Assessment
   CICTA would keep under review the demand and of Future
   effectiveness of the above courses.
   Work
  - CIC would formulate and implement its Equal Opportunity Policy and review it after a few years of implementation.

Provision of courses

Measures Taken / To Be Taken

Additional

• CICTA is considering offering other appropriate courses and trade tests in English should the demand arise in future.

# Equal Opportunity Policy

- Subject to the endorsement of the CIC Council, CIC will issue the Equal Opportunity Policy to all staff of CIC for reference.
- The Policy forms the framework for action in promoting racial equality and put it into practice at different stages of employment and in delivery of services so that employees, trainees, visitors and contractors feel safe and supported in an environment which positively reinforces equality of opportunity.
- The Policy includes specific examples to illustrate the Racial Discrimination Ordinance, training programmes on Equal Opportunities and Procedures for Handling Equal Opportunity related issues / problems.
- The Policy covers the staff recruitment, selection, training and development and the provision of services by CICTA including the vocational training courses and trade tests for the construction industry.

# Staff training

• CIC would provide training and refreshment courses on Equal Opportunities to all its staff.

Vocational Training Council Employees Retraining Board Construction Industry Council October 2009

### Existing and planned measures on the promotion of equality for ethnic minorities

## Community Services -Communications and Technology

In respect of communications and technology, Government policy is to position Hong Kong as the premier digital city and telecommunications hub of Asia, and promote high-value added, creative and high technology activities in Hong Kong.

The concerned departments in these fields, namely, the Innovation and Technology Commission (ITC), the Office of the Telecommunications Authority (OFTA), the Office of the Government Chief Information Officer (OGCIO) and the Television and Entertainment Licensing Authority (TELA), all attach great importance to ensuring equal access to the services concerned by all members of the public, irrespective of their racial background.

Where applicable, measures will be taken to cater for the special needs of the ethnic minorities, such as their service needs. We will also continue to ensure that the provision of services to the public in these areas is in compliance with the Race Discrimination Ordinance.

# A. Innovation & Technology

Services Concerned	The ITC currently manages several funding schemes which are open for application from eligible organisations or companies, such as the Innovation and Technology Fund and the Applied Research Fund.
Existing Measures	Although the applicants of our funding programmes are limited to organisations or companies, our services are neutral with regard to race and are delivered in both Chinese and English.
Assessment of • Future Work	We will continue to strictly enforce the existing measures, and assess our service delivery regularly to ensure neutrality in regard to race and that they are

delivered bilingually.

Additional<br/>MeasuresShould we have to deal with an ethnic minority group,<br/>we shall put in place the necessary measures to ensure<br/>that the information is in a comprehensible form to<br/>our clients.

## B. <u>Telecommunications</u>

- OFTA has been providing the public with consumer information/tips through the launch of various educational and publicity programmes.
- Existing
   Consumer education information is available on OFTA's website in the two official languages of Hong Kong (i.e. Chinese and English). In addition, informative and educational leaflets / pamphlets on telecommunications services are also published in both official languages for distribution to the general public.

Assessment of To promote equal access of ethnic minorities to consumer Future education and consumer related information on Work telecommunications services, we will put in place the following measure:

- More effort will be put to make available the relevant educational information in a language comprehensible to the ethnic minorities.
- When a telecommunications service is popularly used by the general public including the ethnic minorities, the consumer education information will be provided in ethnic minority language(s) of the major target groups of telecommunication services.
- Additional Measures Taken / To Be Taken = Licensed telecommunications operators will be encouraged to provide consumer related information, such as contract, price information and user guide etc. in languages comprehensible to ethnic minorities. They will be invited to report their existing and planned efforts in support of the initiative of equality for ethnic minorities.

## C. Information technology

- Services
   OGCIO is committed towards improving citizen's access to online government information. To meet the ever-changing needs of citizens in the digital age, we are striving to enhance the one-stop portal of the Government, GovHK (www.gov.hk), to make information and services of the public sector easier to find and use.
  - GovHK targets to provide users of different sectors of society with a customer-oriented and user-friendly platform for Government information and online services.

# ExistingProvision of hyperlinks to access government informationMeasuresand services for ethnic minorities

- OGCIO attaches importance to providing information and services to the non-Chinese speaking internet users to facilitate their integration into the local community.
- Through GovHK, ethnic minority internet users will be directed to the departmental and thematic websites of bureaux and departments for information and services catered for them.
- Assessment of We will work with bureaux and departments to Future Work update the hyperlinks and information relating to the ethnic minorities as and when necessary.
- Additional We plan to consolidate all information and services Measures Taken / to be Taken
  - We will work with bureaux and departments on linking up more contents relevant to the ethnic minorities to GovHK.

### D. Film Classification

- Services
   Under the Film Censorship Ordinance (Cap. 392), all films intended for exhibition in Hong Kong shall be submitted to the Film Censorship Authority for approval. The purpose of the film classification system is to give adults the opportunity to see a wide range of films dealing with the realities of the adult world, but at the same time restricts children and youth from viewing what could be harmful to them.
- Existing
   The Film Censorship Ordinance requires the censor to take into consideration, among other things, whether the film denigrates or insults any particular class of the public by reference to the colour, race, religious beliefs or ethnic or national origins or the sex of the members of that class when he decides on the suitability of the film for public exhibition and the appropriate classification to be given to the film.
  - The same legal principle to consider whether the film denigrates or insults any particular class of the public by reference to the colour, race, religious beliefs or ethnic or national origins or the sex of the members of that class is stated in the Film Censorship Guidelines for Censors
  - A censor could refuse to approve a film for public exhibition if he considers that the film has been made with the intention of inciting hatred or denigration on racial differences.
- Assessment of The ordinance and the film censorship guidelines future work • have been effective in preventing the exhibition of films which incite racial discrimination. The above measures are strictly enforced.
- Additional
   For films which feature contents which may cause racial concerns, special viewing sessions will be arranged for the relevant racial groups to collect their views before the censor decides on the suitability of the film for exhibition.

The concerned departments will update the above measures and include other new measures in the checklist as and when appropriate.

Innovation and Technology Commission Office of the Telecommunications Authority Office of the Government Chief Information Officer Television and Entertainment Licensing Authority

October 2009