

Women's Commission

**Consultancy Study on the
Long-term Development of Child Care Services**

Purpose

This paper briefs Members on the progress of the Consultancy Study on the Long-term Development of Child Care Services (the Study) and seeks Members' views on the direction of the Study's recommendations.

Background

2. In January 2015, the Government announced in the report on "Population Policy: Strategies and Initiatives" and the 2015 Policy Agenda the commissioning of the Study to advise on the long-term development of child care services. The Social Welfare Department (SWD) commissioned the Study in December 2016 to the Department of Social Work and Social Administration of The University of Hong Kong (Consultant Team). A Steering Committee was set up for overseeing and monitoring the progress of the Study, as well as endorsing the work plan and reports submitted by the Consultant Team.

Objectives of the Study

3. The Government and the Consultant Team consulted various stakeholders (including Legislative Council Members, The Hong Kong Council of Social Service, non-governmental organisations (NGOs), service users, service operators, women's groups, etc.) to collect views on the objectives and scope of the Study. Having regard to the views received from different parties, the Study's objectives are set out below –

- (a) to review the philosophy and policy objectives of day child care services;
- (b) to take stock of the operation modes and service positioning of day child care services;

- (c) to identify service gaps, gauge the demand and supply of day child care services, and explore a systematic and workable service planning mechanism; and
- (d) to advise on the service modes and financing modes of day child care services with reference to the needs of different types of families and other relevant considerations (e.g. cost-effectiveness, sustainability, etc.).

Scope of the Study

4. The Study draws on the experience of overseas places, takes stock of the existing day child care services in Hong Kong and collects views from various stakeholders (including bureaux/departments, advisory bodies, concern groups, service users/potential service users/non-service users, NGOs, local child care service operators, employers, etc.).

5. The Study also makes recommendations on the long-term development of day child care services, covering the following areas –

- (a) the service objectives, service contents, target user groups and planning parameters of aided standalone child care centres (CCCs) which are under SWD's planning and regulatory control;
- (b) the relationship of CCC service, including standalone CCCs and kindergarten-cum-CCCs, with kindergarten education;
- (c) the manpower planning and training for child care staff, including child care workers and child care supervisors;
- (d) the planning mechanism applicable to centre-based day child care services;
- (e) the functions of the Neighbourhood Support Child Care Project (NSCCP) and the Mutual Help Child Care Centres (MHCCCs), as well as the improvement measures to enhance service quality and optimise the use of public resources;
- (f) the appropriate service model(s) and financing mode(s) for different types of day child care services;

- (g) the projection of the demand and supply of day child care services;
- (h) the need for re-engineering and integrating different types of day child care services; and
- (i) the role of the Government vis-à-vis private operators in the provision of day child care services.

Inception Report

6. The Inception Report, as endorsed by the Steering Committee, comprises the following parts –

- (a) **Part I:** By drawing reference to the experiences of Singapore, Australia, South Korea and Finland in providing child care services, the Consultant Team would conduct in-depth analyses and make recommendations on the objectives, contents, targets, financing modes, service models, demand and supply situation, facility planning, manpower planning and training, etc. of child care services in Hong Kong.
- (b) **Part II:** Through population projection figures and the geo-spatial analysis technique, the Consultant Team would analyse the supply of day child care services in different districts, examine the operation of existing child care services (including availability, accessibility and affordability) and make integrated analyses.
- (c) **Part III:** Through questionnaire-based survey and/or interviews with service users/potential service users/non-service users, service providers' frontline staff, management and decision-makers, etc., the Consultant Team would solicit their views on the objectives, contents, targets, financing modes, service models, demand and supply situation, facility planning, manpower planning and training, etc. of child care services in Hong Kong, and make in-depth analyses.

Interim Report

7. The Consultant Team submitted the Interim Report in May 2018 for consideration and endorsement by the Steering Committee. Their observations are set out below –

(a) Cross-jurisdiction comparison on the models of child care services

- The Consultant Team looked into the philosophy, policy objectives and models of child care services in four overseas jurisdictions (i.e. Singapore, Australia, South Korea and Finland, as mentioned in paragraph 6(a) above), and made comparison with those in Hong Kong. As compared to Hong Kong's child care services that focus more on "care" element, the findings demonstrate that there is a global trend of integrating both "care" and "education" elements in child care services. The importance of Early Childhood Education and Care towards children's development is highlighted in the Interim Report.
- The Consultant Team compared the quality of child care in terms of staff to child ratio, training as well as working condition for staff in the child care systems in the four jurisdictions. The staff to child ratio for children aged under 2 in Hong Kong is higher than that of Australia, Finland and South Korea (i.e. 1:4 in Australia and Finland, 1:3 in South Korea, 1:5 to 1:8 in Singapore and 1:8 in Hong Kong). For children aged 2 to 3, the staff to child ratio in Hong Kong is also higher than that of Australia and Finland (i.e. 1:4 in Finland, 1:5 in Australia, 1:12 in Singapore and 1:14 in Hong Kong). For qualification and training of child care staff, the qualification requirement of child care staff in the four jurisdictions is also higher than that of Hong Kong.
- The Consultant Team reviewed the monitoring and regulation of child care services adopted in the four jurisdictions. The advantages of adopting a unitary regulation structure are highlighted. In particular, a unitary approach combining systems of care and education can provide optimal support for developing and implementing a child centered approach in child care services.

(b) Demand and supply of child care services

- With the statistical data of 2016 Population By-census obtained from the Census and Statistics Department, the Consultant Team analysed the supply of child care services on three key metrics, i.e. (1) availability; (2) accessibility; and (3) affordability.
- The Consultant Team also divided families with children aged under 6 into three priority categories for child care services –
 - (1) high priority group: children living with parents (both of them working) or working single parents, without helpers;
 - (2) mid priority group: children living with parents (either both of them working or only one of them working) and grandparents, without helpers; and
 - (3) low priority group: families with helpers/relatives/grandparents to help look after the children.
- The findings of the Study show that the provision of child care services is insufficient in general, especially for children aged under 2.

(c) Views of respondents of focus group meetings and questionnaires

- A total of 11 focus group interviews for five groups of stakeholders, including government officials, service providers at managerial level and at frontline level, service users, potential service users and non-service users, were conducted with a total of 103 respondents. The findings show that the respondents generally expect (1) to have education elements integrated into child care services; (2) an adjustment in the manning ratios of CCCs; (3) an increase in the level of incentive payment for home-based child carers of NSCCP; (4) higher accessibility to child care services; (5) re-engineering of MHCCC; and (6) an improvement in the availability of service provision of occasional child care

service, etc.

- The Consultant Team collected a total of 2 100 questionnaires from existing service users, potential service users and non-service users. The findings show that parents have higher satisfaction in services like “caregivers showing warmth and affection” but lower satisfaction in factors like “operating hours and price”. Also, “parents have to work” is the common reason for arranging children to receive child care services, which indicates that the provision of child care services is critical to meeting the demand of working parents.

8. Based on the findings and the observations, the Consultant Team will formulate the direction of the recommendations corresponding to the scope of the Study as set out in paragraph 5(a) to (i) above. The major areas to be covered include –

- (a) Philosophy and positioning of child care services – making changes in the philosophy and positioning as well as policy objectives of child care services, which will steer the development and provision in long run.
- (b) Planning parameters for CCC places to meet the demand – formulating appropriate planning parameters for CCC places, which will consider not only the equality in availability and accessibility of the services at the spatial levels, but also the temporal changes in demand over time.
- (c) Manning ratios for qualified Child Care Workers serving in CCCs – improving the existing manning ratios for CCCs serving children aged 2 to under 3 and children aged 0 to under 2 with a view to enhancing the service quality.
- (d) Enhancement of NSCCP – improving the quality of service by enhancing the training provided to the home-based child carers (HCCs) as well as increasing the level of incentive payments for HCCs.
- (e) Re-engineering of MHCCCs – re-positioning and re-engineering MHCCCs so as to optimise the use of public resources.
- (f) Government subsidy for CCC service – increasing the

level/amount of subsidies provided for CCC places.

Way Forward

9. The Consultant Team is now conducting engagement sessions with different stakeholders, including the relevant advisory bodies, to brief them on the findings and observations in the Interim Report, and the direction of the recommendations of the Study. The Consultant Team would take into account the views collected during the engagement in preparing for the Final Report of the Study, which is expected to be ready by around August/September 2018.

Advice Sought

10. Members are invited to note the content of this paper and provide views on the direction of the recommendations of the Study set out in paragraph 8 above.

**Labour and Welfare Bureau
Social Welfare Department
August 2018**

Interim Report 中期報告



Consultancy Study on the Long-term Development of Child Care Services 幼兒照顧服務的長遠發展研究



香港大學 The University of Hong Kong

2018年7月31日 Thursday, July 31 2018



研究範圍及目標 Scope and Objectives of the Study



範圍

Scope

- 社會福利署轄下的六種日間幼兒照顧服務 [註]
6 types of day child care services under the purview of Social Welfare Department [Note]
- 不包括兒童住宿照顧服務以及學前兒童康復服務
Excluding residential child care services/ pre-school rehabilitation services
- 選擇為研究對象的其他地區: 澳洲, 芬蘭, 新加坡及南韓
Selected international jurisdictions: **Australia, Finland, Singapore, South Korea**

目標

Objectives

- 檢視日間幼兒照顧服務的理念和政策方針
To review the philosophy and policy objectives of day child care services
- 總結日間幼兒照顧服務的運作模式和服務定位
To take stock of the operation modes and positioning of day child care services
- 辨識服務斷層，評估日間幼兒照顧服務的需求與供應情況，以及建立一個有系統而又可行的服務規劃機制
To identify service gaps, to gauge the demand and supply of day child care services, and to explore a systematic and workable service planning mechanism
- 參考不同類型家庭的需要及其他相關考慮因素(包括成本效益及可持續性等)，就各類型日間幼兒照顧服務的服務模式及資助模式提供意見
To advise on the service modes and financing modes of day child care services with reference to the needs of different types of families and other relevant considerations (including cost-effectiveness and sustainability, etc.)
- [註]六種日間幼兒照顧服務包括：獨立幼兒中心，附設於幼稚園的幼兒中心，延長時間服務，暫託幼兒服務，鄰里支援幼兒照顧計劃及互助幼兒中心。
- [Note]: 6 types of day child care services include: Standalone Child Care Centre, Child Care Centre attached to Kindergarten, Extended Hours Service, Occasional Child Care Service, Neighbourhood Support Child Care Project and Mutual Help Child Care Centre,

➤ 研究結構 A schematic representation of this study

第一部份 Part I

從國際經驗中學習 Learning from international experience :



香港 Hong Kong



新加坡 Singapore



澳洲 Australia



南韓 South Korea



芬蘭 Finland

第二部份 Part II

現時服務綜合分析

A comprehensive Stock Taking & Quantitative analysis :

- GIS 技術 GIS Technology
- 人口推算 Population Projection
- 服務需求和供應情況 Supply and demand of the service



第三部份 Part III

問卷調查和訪談

Questionnaire and interviews :

- 第一層 -- 服務使用者及非服務使用者 Level 1 -- Service Users, Non-Service Users
- 第二層 -- 前線服務工作人員 Level 2 -- Front-line Service Providers
- 第三層 -- 管理決策者 Level 3 -- Management and Policy makers





香港
Hong Kong



新加坡
Singapore



澳洲
Australia



南韓
South Korea



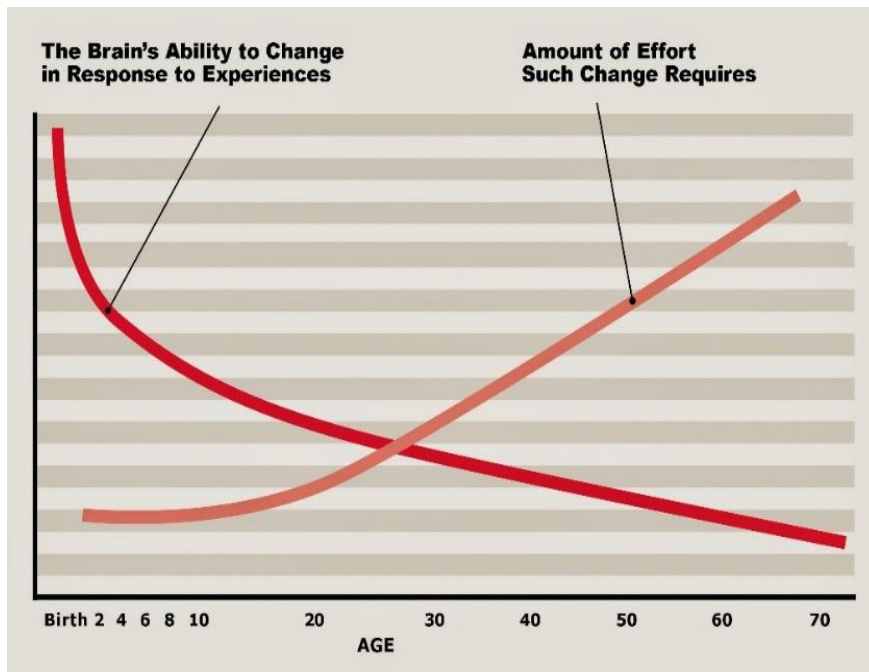
芬蘭
Finland



" 幼兒教育及照顧 " 理念“ Early Childhood Education and Care” (ECEC) Concept

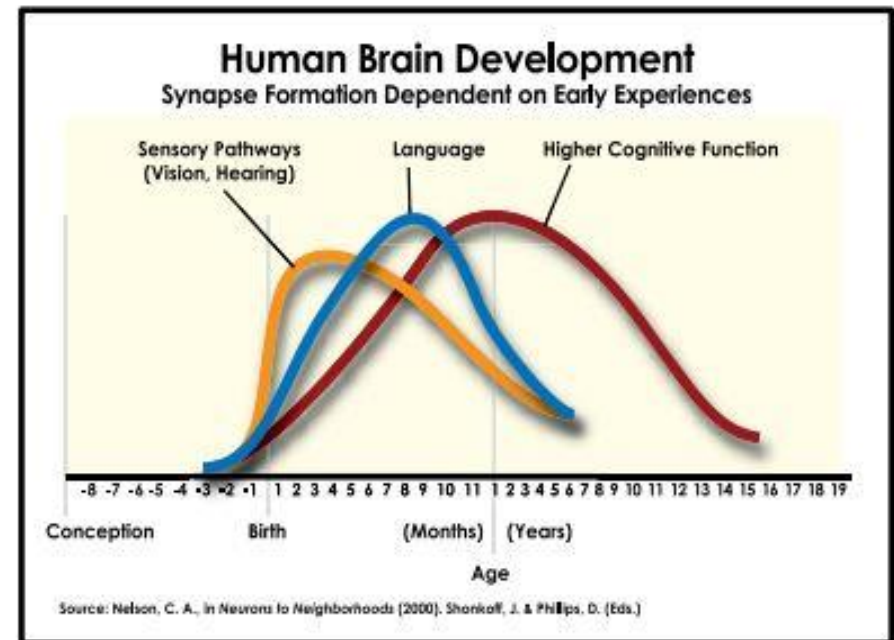
嬰兒的大腦會於受孕後約兩星期開始形成，並會經歷急速的成長及發育。

A baby's brain starts to form approximately two weeks after conception and through a process of rapid and dramatic growth and development.



大腦可塑性 (Brain malleability)

Source: Centre on the Developing Child, Harvard University 2017 (Levitt 2009)

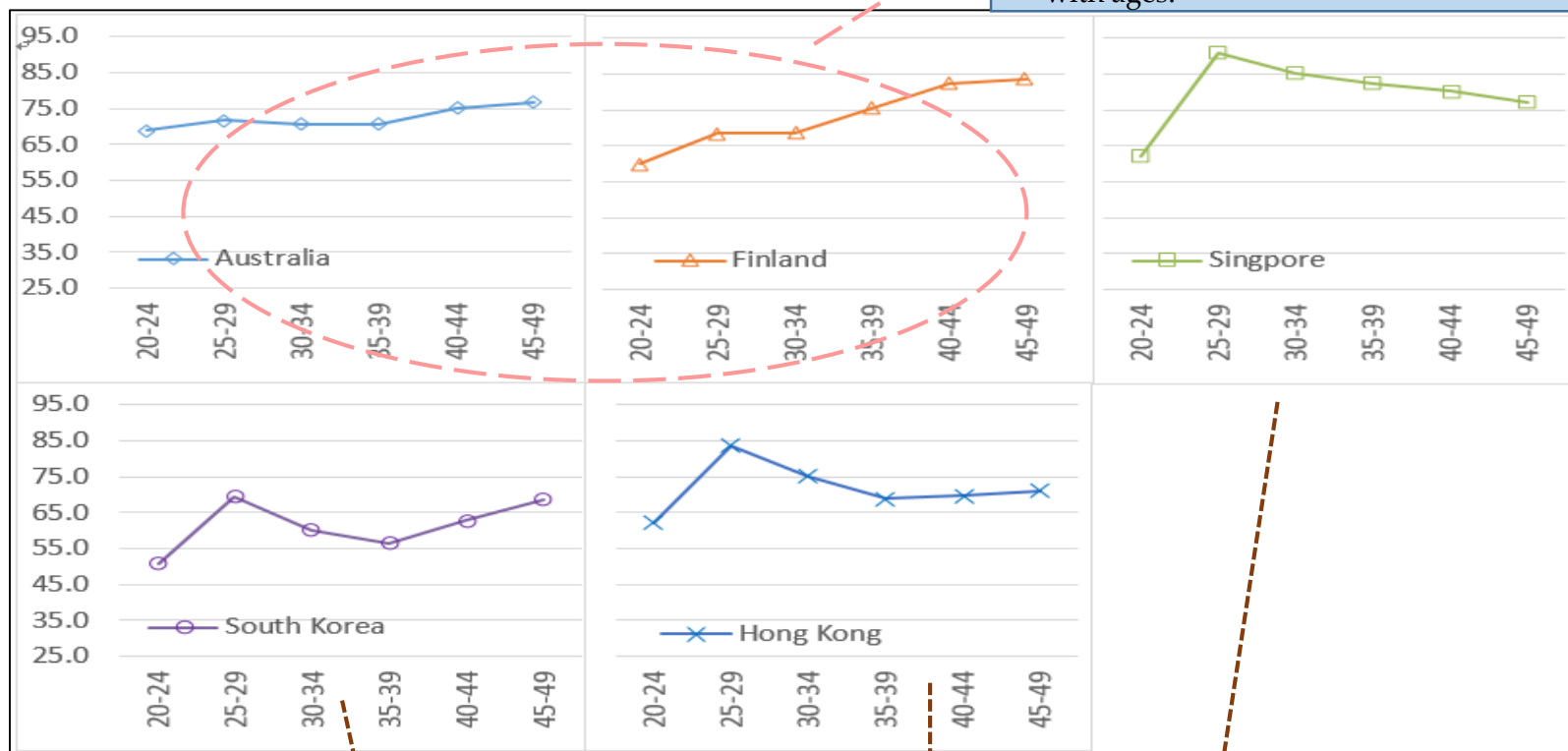


由幼兒階段的經歷所引起的突觸形成
(Synapse formation and Early Childhood Experiences)

在職女性 Female in Workplace

按年齡組別劃分的女性勞動人口參與率, 2016
Female labour participation rate by age group, 2016

- 澳洲及芬蘭的女性勞動人口參與率於不同年齡組別皆維持較高水平，更隨年齡增長有上升的趨勢。
In Australia and Finland, the female labour participation rates have managed to remain at high levels across age groups or even increase with ages.



- 於上述三個亞洲社會中，女性勞動人口參與率於30-39 的年齡組別都有顯著下跌的跡象，並似乎與各地的家庭政策，尤其是幼兒照顧政策有密切關係。亞洲國家中有養育兒童的女性需要從留家照顧兒童或繼續工作兩者中作出抉擇。
In all three Asian societies, there is always a drop in the age range of 30-39, which seems to be much related with different family policies, especially child care policies. Somehow, the women with young children in Asian countries have to make a choice of staying at home looking after the children or continuing to working without a family working environment.

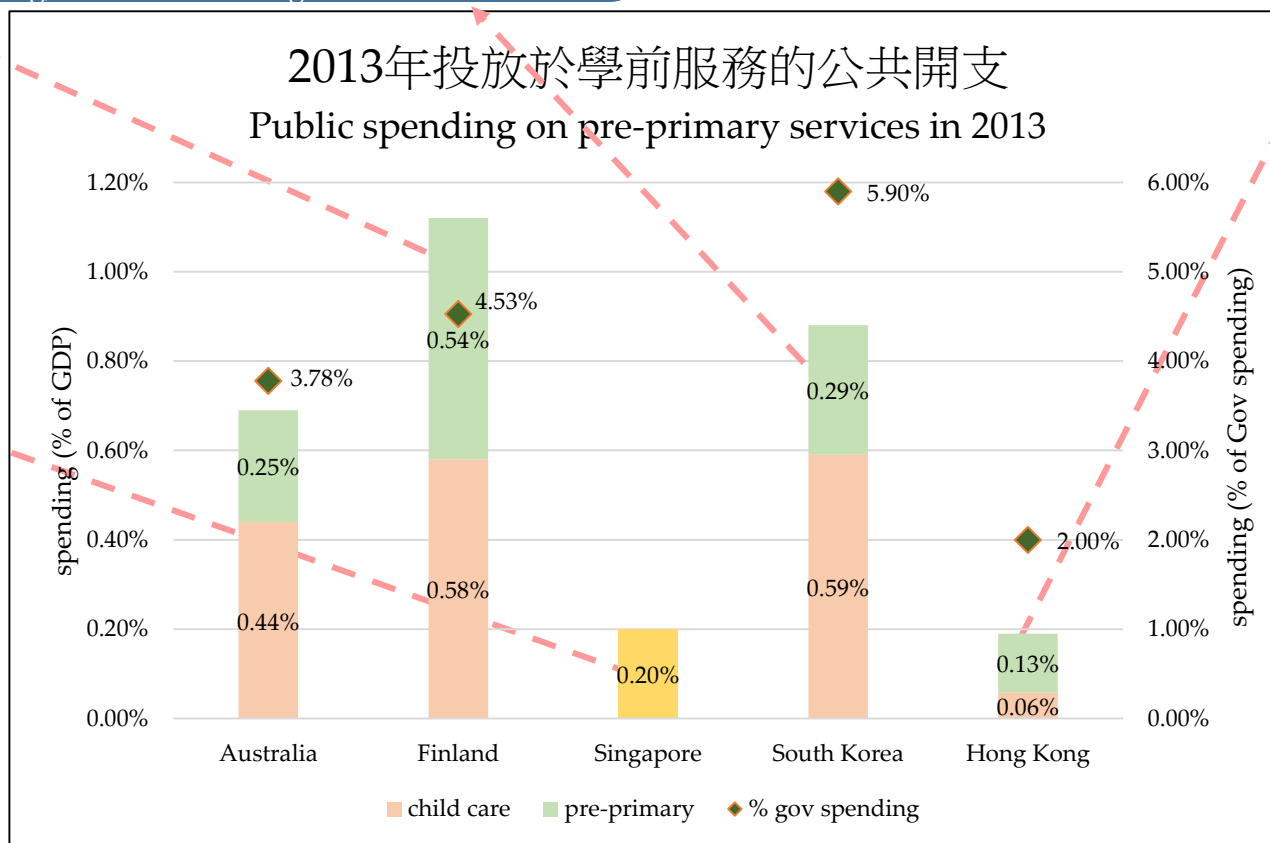
學前服務的開支 Spending on Pre-Primary Services



芬蘭投放於幼兒教育及照顧的GDP百份比開支為五地之中最高，約1.12%，南韓的0.88%緊隨其後。唯就政府開支百份比而言，南韓最高，約5.9%。
Finland's 1.12% is the highest % of GDP expenditure in ECEC, next to South Korea's 0.88%. But in terms of % of Government spending, South Korea is highest at 5.9%.

香港於2013年花費約0.19%GDP, 並於17/18年度上升至0.26%。
就政府開支百份比而言，香港比其他地區低，約2%。
Hong Kong has 0.19% of GDP spent in 2013, but has increased to 0.26% in 2017/2018. In terms of % Govt spending to other regions, HK is low at 2%.

新加坡於2017年花費約0.2% GDP。
Singapore has spent about 0.2% GDP in 2017.



為作比較用途, 政府開支 = 總開支減去公共企業的開支 For the purpose of like-to-like comparison: government spending = total spending by all levels of government but exclude public enterprises.

Source: The World Bank

https://www.theglobaleconomy.com/rankings/government_spending_dollars/

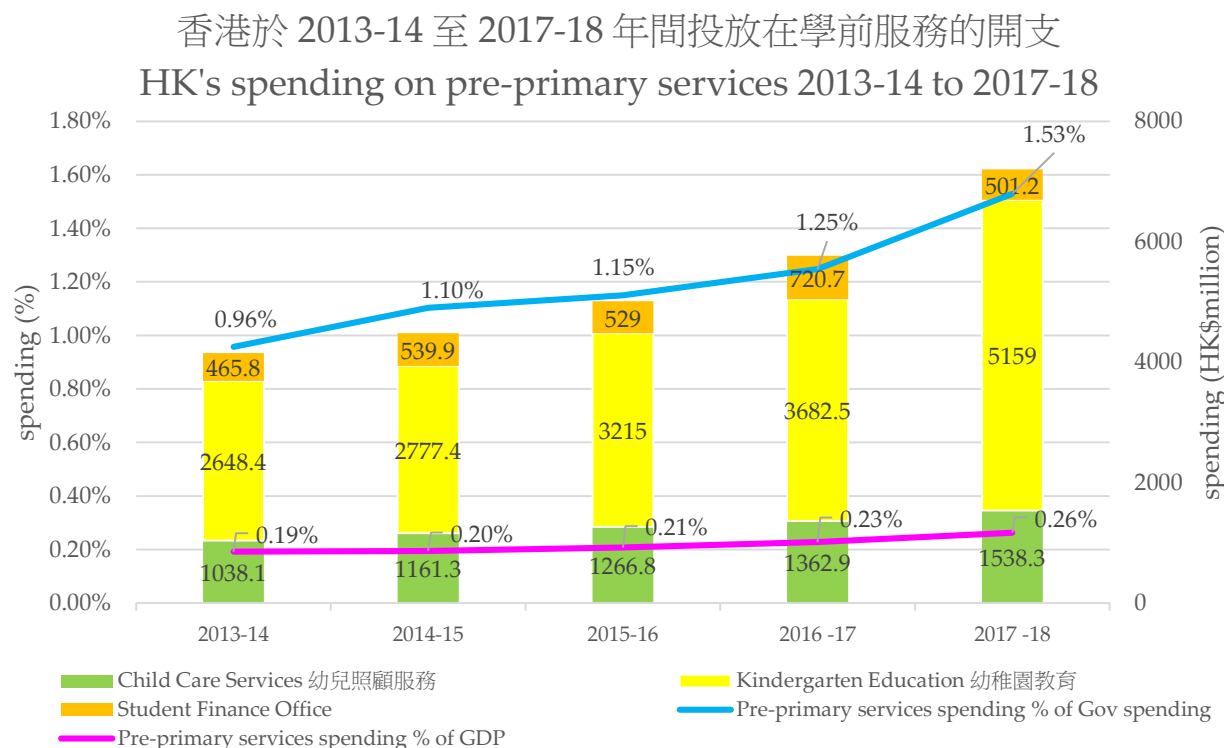
香港於學前服務的開支 Hong Kong's Spending on Pre-primary Services



- 由2013-14至2017-18財政年度，政府於學前服務的開支每年皆有增長；
Government spending on pre-primary services has been increasing each year from 2013-14 to 2017-18 financial year;
- 大部份學前服務的開支投放到幼稚園教育。
Most spending on pre-primary services over the period falls into kindergarten education.

學前服務包括：日間幼兒照顧服務，兒童住宿服務，學前兒童康復服務，幼稚園及學生資助處的學前教育資助計劃，幼稚園教育。

Pre-primary services include: day child care, residential child care, pre-school rehabilitation, kindergartens and subsidies provided to pre-primary children via Student Finance Office, kindergarten education



整合其他政策 Integration with other policies



- 芬蘭, 南韓及新加坡皆提供不同模式的**全面幼兒照顧政策**。
- 芬蘭的兒童擁有接受幼兒照顧服務的合法權利。2013年3月, 南韓開始推行全面的幼兒照顧政策。新加坡於2012年進行了重大的政策檢視後, 已實行較全面的幼兒教育及照顧政策。澳洲已於2018年實行新的資助計劃。
- 芬蘭, 南韓及新加坡皆有根據薪酬水平而提供不同程度的資助

	澳洲	芬蘭	新加坡	南韓	香港
學前津貼	經濟審查的幼兒照顧津貼	全面家居照顧津貼	全面基本津貼	全面幼兒照顧補貼	學前教育學券計劃/ 免費優質幼稚園教育
稅務政策	家庭稅務優惠	---	雙親退稅政策, 並 隨幼兒數目增加可 退稅的金額	---	子女免稅額
稅率	45%	52%	20%	38%	15%
共同付款	根據收入水平制定共同 付款政策, 並將最高收 入人士剔除於相關政策 外	根據收入水平制定 共同付款政策, 並 根據家庭結構決定 津貼金額	根據收入水平(經濟 審查)及高於基本津 貼而制定的共同付 款政策	---	根據幼稚園及幼兒中心學費減免 計劃對有社會需要的低收入家庭 作全數或部份學費減免
產假/ 陪產假	18周有薪產假, 2周有薪 侍產假	17.5 周有薪產假; 143.5 周有薪侍產及 留家照顧假期	16 周有薪產假; 4周 有薪侍產假	12.9周有薪產假; 52周有薪侍產及 留家照顧假期	10周有薪產假, 3天侍產假

香港:

- 最低稅率;
- 向低收入及有需要家庭提供學費減免計劃;
- 對比其他國家只提供最低水平的產假/ 侍產假

Integration with other policies



- Finland, South Korea and Singapore all offer some type of **Universal Child Care** with different models to consider.
- Finnish children have a legal right to receive childcare. In March, 2013, 'universal child care' was implemented in South Korea. Singapore has a fairly comprehensive approach to ECEC which resulted from the 2012 major review.
- Australia has a new subsidy in 2018.
- Finland, South Korea and Singapore have income-based levels of parental copayment/subsidy.

	Australia	Finland	Singapore	South Korea	Hong Kong
Pre-primary Subsidy	Means-tested Child Care subsidy	Universal Home Care Allowance	Universal Basic Subsidy	Universal Child Care Supplement	Pre-primary Education Voucher Scheme (PEVS) / Free Quality Kindergarten Education Scheme
Tax arrangement	Family tax benefit	---	Tax rebate for parents, increase with No. of children	---	Child tax allowance
Tax Rate	45%	52%	20%	38%	15%
Co-payment	Income based parent co-payments with highest earners excluded from subsidy	Income based parent co-payments ranging from 0 to maximum based on family structure	Income based (Means-tested) parent co-payments above basic subsidy	---	Full or partial fee waiving under the Kindergarten and Child Care Centre Fee Scheme for low income families with social needs
Maternity/paternity/parental leave	18 weeks paid maternity, 2 weeks paid paternity or eligible partner leave	17.5 weeks paid maternity leave; 143.5 weeks paid parental and home care leave	16 weeks paid maternity leave; 4 weeks paid parental leave	12.9 weeks paid maternity leave; 52 weeks paid parental and home care leave	10 weeks paid maternity leave, 3 days paid paternity leave

Hong Kong:

- The lowest tax rate;
- A fee remission scheme for low income family with social needs;
- Maternity leave/paternity is only minimal vs. other countries

員工幼兒比例 Staff-to-child ratios

本港合資格幼兒工作人員與幼兒的照顧比例整體高於芬蘭，澳洲及南韓，尤其嬰兒與幼兒工作人員的比例高出二至三倍。

In Hong Kong, the manning ratio for 1 Child Care Worker to children, in particular for infant and toddlers is *two to three times* higher than Finland, Australia, and also noticeably higher than Korea.

	澳洲 Australia	芬蘭 Finland	新加坡 Singapore	南韓 South Korea	香港 Hong Kong
0-24個月的嬰兒 Infant aged 0-24 months	1:4	1:4	1:5 (2-18個月嬰兒) (aged 2 to 18 months) 1:8 (18-30個月嬰兒) (aged 18-30 months)	1:3	1:8
24-36個月的幼兒 Toddler aged 24-36 months	1:5	1:4	1:12 (30-36個月幼兒) (aged 30-36 months)	1:8	1:14
36個月以上的幼兒 Older >36 months	1:11 (不大於1:12.5) (no more than 1:12.5)	1:8	1:15 (36-48個月幼兒) (age 36-48 months)		
幼稚園 Kindergarten		1:8			1:11

第二部份 Part II

現時服務綜合分析 A comprehensive Stock Taking & Quantitative analysis:

- GIS 技術 GIS Technology
- 人口推算 Population Projection
- 服務需求和供應情況 Supply and demand of the service

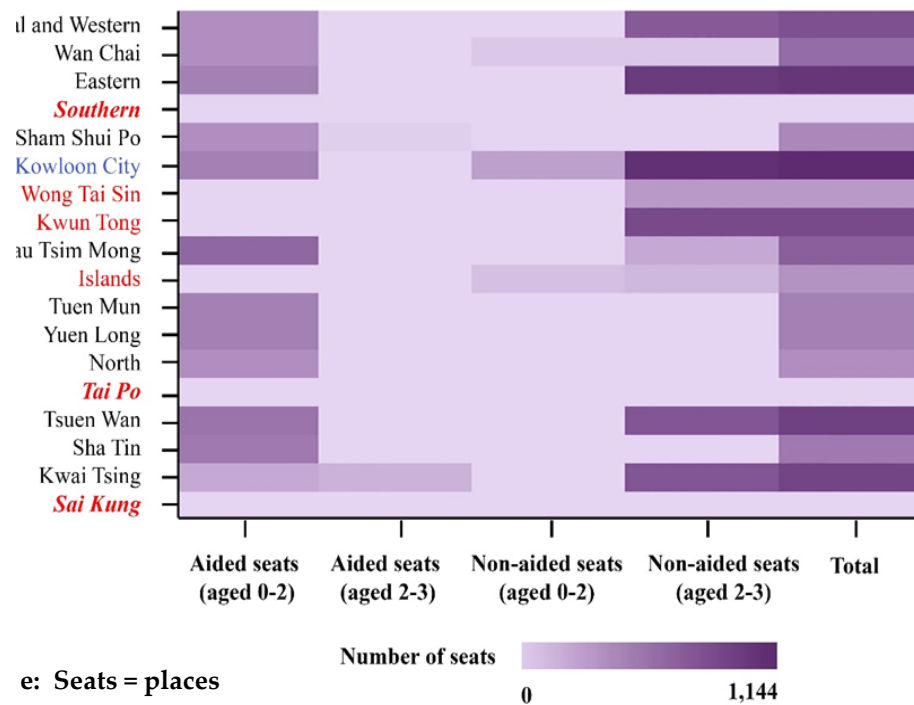
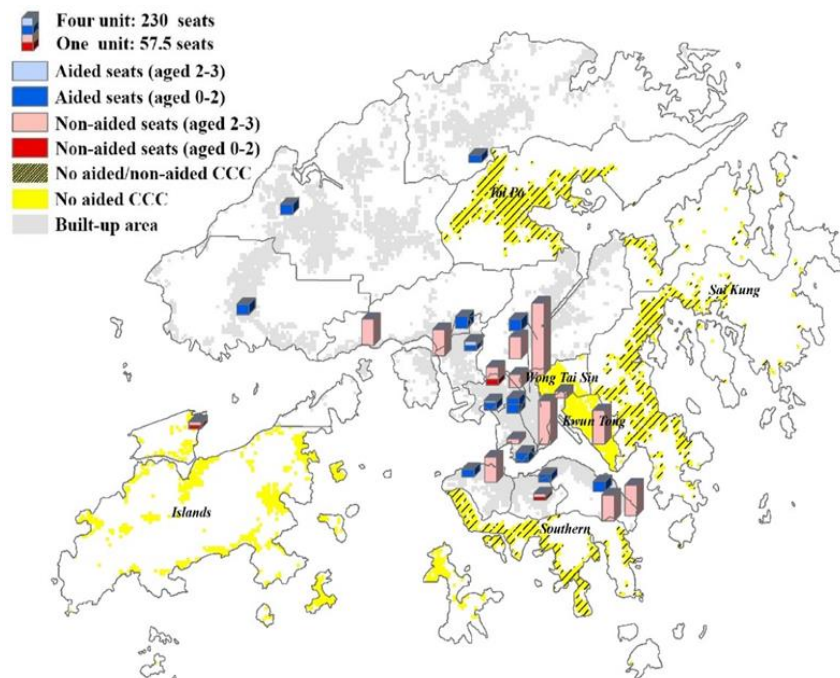


資助及非資助幼兒中心的GIS 分布

GIS Distribution of aided and non-aided Child Care Centres

資助及非資助幼兒中心的空間及名額分佈。部份地區並沒有任何資助幼兒中心的服務。

Spatial distribution of aided and non-aided CCCs, and the places in Hong Kong. It shows **some** areas have no aided CCC services.



e: Seats = places

家庭結構 Household composition

Children aged 0- under 6 N=346,600																																																																																																												
Children aged 0- under 2 N=111,240						Children aged 2-under 3 N=52,780						Children aged 3- under 6 N=182,580																																																																																																
Single parents N=13,540 (12.17%)						Two parents N=95,500 (85.85%)						No parents N=2,200 (1.98%)						Single parents N=6,000 (11.37%)						Two parents N=45,120 (85.49%)						No parents N=1,660 (3.15%)						Single parents N=20,240 (11.09%)						Two parents N=155,300 (85.06%)						No parents N=7,040 (3.86%)																																																												
Work N=4,740 (4.26%)						Non-work 8,800 (7.91%)						Both work N=50,880 (45.74%)						One work N=40,900 (36.77%)						Both non-work N=3,720 (3.34%)						No parents N=2,200 (1.98%)						Work N=2,100 (3.98%)						Non-work N=3,900 (7.39%)						Both work N=22,980 (43.54%)						One work N=20,360 (38.58%)						Both non-work N=1,780 (3.37%)						No parents N=1,660 (3.15%)						Work N=9,480 (5.19%)						Non-work N=10,760 (5.90%)						Both work N=77,380 (42.38%)						One work N=71,280 (39.04%)						Both non-work N=6,640 (3.64%)						No parents N=7,040 (3.86%)						
Living with grandparents	N=2,380 (2.14%)						N=4,200 (3.78%)						N=7,080 (6.36%)						N=8,440 (7.59%)						N=840 (0.76%)						N=1,360 (1.22%)						N=780 (1.48%)						N=1,400 (2.65%)						N=2,660 (5.04%)						N=3,460 (6.56%)						N=480 (0.91%)						N=600 (1.14%)						N=3,140 (1.72%)						N=2,540 (1.39%)						N=8,440 (4.62%)						N=11,440 (6.27%)						N=1,100 (0.60%)						N=2,780 (1.52%)					
	N=400 (0.36%)						N=580 (0.52%)						N=22,040 (19.81%)						N=7,640 (6.87%)						N=320 (0.29%)						N=40 (0.04%)						N=280 (0.53%)						N=420 (0.80%)						N=10,660 (20.20%)						N=3,960 (7.50%)						N=180 (0.34%)						N=40 (0.08%)						N=1,660 (0.91%)						N=1,000 (0.55%)						N=35,160 (19.26%)						N=14,200 (7.78%)						N=1,100 (0.60%)						N=80 (0.04%)					
Living with grandparents and maid	N=220 (0.20%)						N=280 (0.25%)						N=3,340 (3.00%)						N=1,200 (1.08%)						N=180 (0.16%)						N=440 (0.40%)						N=280 (0.53%)						N=160 (0.30%)						N=1,660 (3.15%)						N=640 (1.21%)						N=0 (0.00%)						N=180 (0.34%)						N=520 (0.28%)						N=220 (0.12%)						N=5,860 (3.21%)						N=1,940 (1.06%)						N=200 (0.11%)						N=620 (0.34%)					
Living with non-grandparents & non maid	N=1,740 (1.56%)						N=3,740 (3.36%)						N=18,420 (16.56%)						N=23,620 (21.23%)						N=2,380 (2.14%)						N=360 (0.32%)						N=760 (1.44%)						N=1,920 (3.64%)						N=8,000 (15.16%)						N=12,300 (23.30%)						N=1,120 (2.12%)						N=840 (1.59%)						N=4,160 (2.28%)						N=7,000 (3.83%)						N=27,920 (15.29%)						N=43,700 (23.93%)						N=4,240 (2.32%)						N=3,560 (1.95%)					

Source: 2016 C & SD (5% census data purchased)

根據23種不同類型的家庭結構，我們將它們歸類為三組不同的幼兒服務需求組別：

Based on 23 different types of household composition, we categorize into 3 groups for child care services and they are:

- 第一組: 幼兒與在職父母/在職單親, 及沒有祖父母/ 家庭傭工同住
Group 1: children living with both **working** parents/ **working** single parent, without grandparents/ helpers
- 第二組: 幼兒與一名非在職父母/非在職單親, 及沒有祖父母/ 家庭傭工同住
Group 2: children living with **1 non-working** parent/non-working single parent, without grandparents/ helpers
- 第三組: 幼兒與兩名非在職父母, 或祖父母/ 親屬/ 家庭傭工同住
Group 3: children living with 2 non-working parents or children living in a household composes of relatives/grandparents/ helpers

名額 vs. 家庭結構組別 (第一組)

Places vs. household composition (Group 1)

	截至2017年6月的名額 Places as of June 2017			家庭結構組別：第一組 Family composition group 1				總數量 Total Population			
	資助 Aided	非資助 Non-aided	總數 Total	2016	2021	2026	2031	2016	2021	2026	2031
0-2歲幼兒 Children 0- under 2	979	852	1,831	20,160	20,626	19,624	18,110	111,240	113,810	108,280	99,927
2-3歲幼兒 Children 2- under 3	5,999	22,843	28,842	8,760	8,962	8,527	7,869	52,780	53,999	51,376	47,412
總數 Total	6,978	23,695	30,673	28,920	29,588	28,151	25,979	164,020	167,809	159,656	147,339

Source: 2016 C & SD (5% census data purchased), projected by Consulting Team

資助及非資助幼兒中心與附設於幼稚園的幼兒中心皆對0-2歲及2-3歲的幼兒提供特定的服務。
Both aided/non-aided CCCs and CCCs attached to KGs provide specific services for children aged 0- under 2 and 2- under 3.

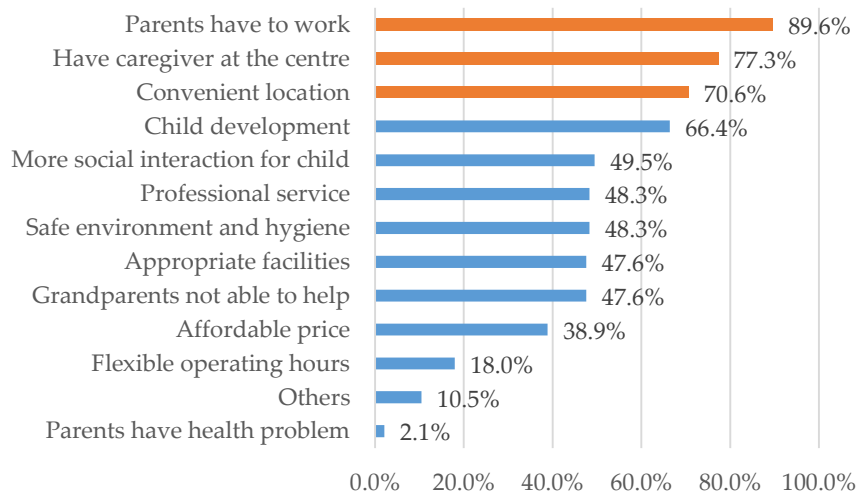
- 為0-2歲幼兒所提供的名額並不足夠
Provision is inadequate for age 0- under 2.
- 為2-3歲幼兒所提供的名額可應付家庭結構組別：第一組
Provision for children age 2- under 3 meets Household composition group 1.

使用幼兒照顧服務的原因 Reasons for using Child Care Services

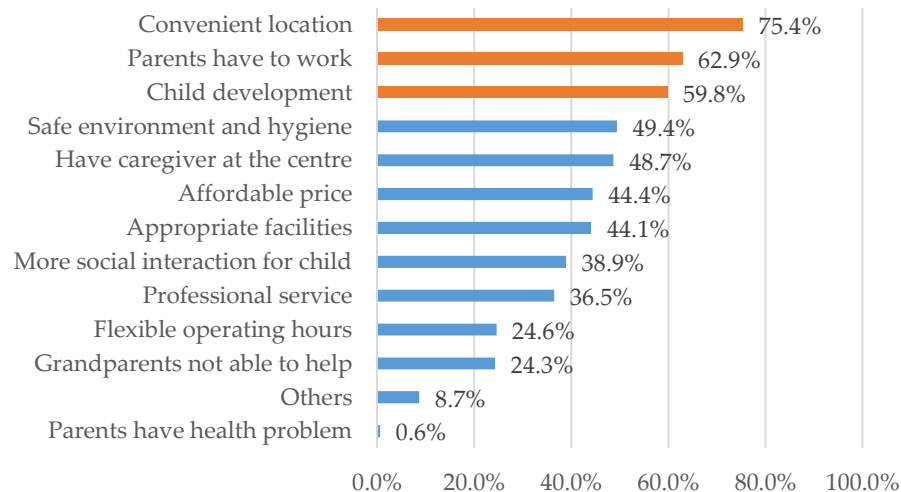
‘父母須要工作’ 及 ‘地點位置方便’ 為使用幼兒照顧服務的主要原因。

‘Parents have to work’ and ‘Convenient location’ are the major reasons for using child care services.

幼兒中心 CCC



附設於幼稚園的幼兒中心 CCC attached to KG



幼兒中心使用者的受訪人數: 422

No. of CCC respondents: 422

附設於幼稚園的幼兒中心的受訪人數: 634

No. of CCC attached to KG respondents: 634

不使用幼兒照顧服務的原因 Reasons for not using Child Care Services

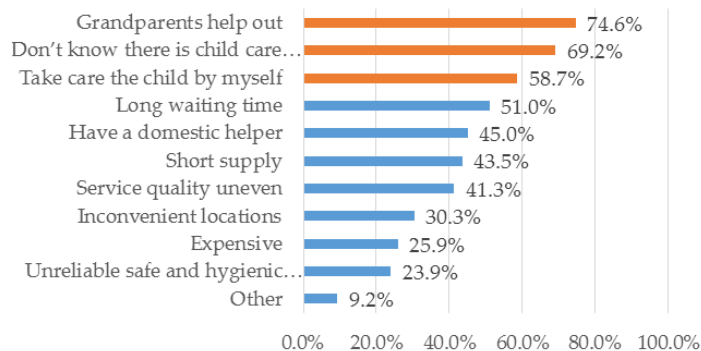


‘祖父母/外祖父母幫忙照顧’，‘不知道有幼兒照顧服務’及‘自行照顧’為不使用幼兒照顧服務的主要原因。

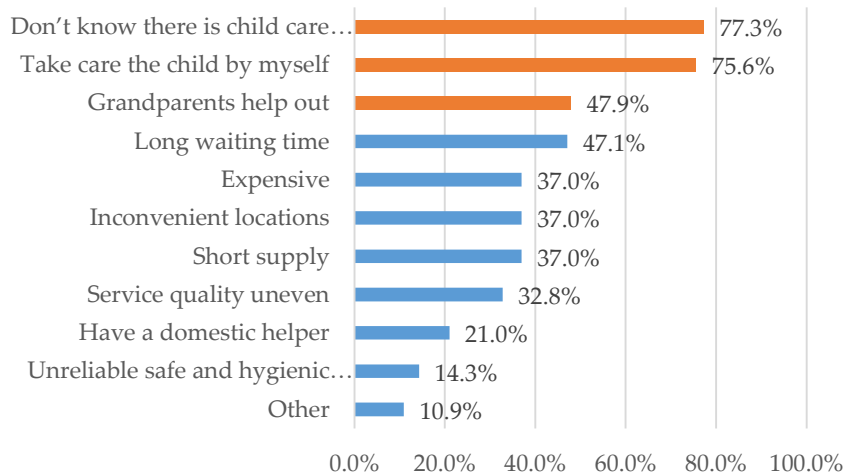
‘Grandparents help out’, ‘Don’t know there is child care’, and ‘Take care by myself’ are the major reasons for NOT using child care services.

不使用幼兒照顧服務的原因

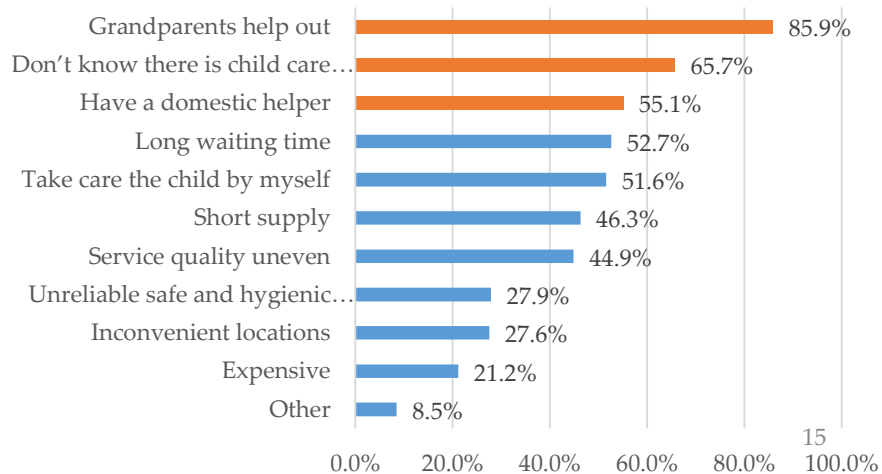
Reason for not using child care services



低收入組別 Low Income



高收入組別 High Income



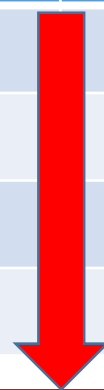
- 第一層 -- 服務使用者及非服務使用者
Level 1 -- Service Users, Non-Service Users
- 第二層 -- 前線服務工作人員
Level 2 -- Front-line Service Providers
- 第三層 -- 管理決策者
Level 3 -- Management and Policy makers



為幼兒照顧服務願意支付更多(更少)的意願分析

Analysis of willingness to pay more (or less) for Child Care Services

	願意為幼兒照顧服務支付比現時更高的費用(%) Willing to pay more than current spending on CCC (%)	願意為附設於幼稚園的幼兒中心支付比現時更高的費用(%) Willing to pay more than current spending on CCC attached to KG (%)
\$0 - 18,999	49.0%	57.1%
\$19,000 – 39,999	50.3%	63.1%
\$40,000 – 79,999	64.6%	72.0%
>\$80,000	88.2%	84.1%



- 高收入家庭較為願意支付比現時更高的幼兒中心及附設於幼稚園的幼兒中心的費用
In both CCC and CCC attached to KG, households with higher income are likely to spend more on the services.
- 不同收入組別對於同等質素的服務有著不同的“可接受”服務費用範圍
There exists a gradient of “acceptable amount” of service fees for the same quality of service.
- 此模式與芬蘭的共同付款制度相似
This approach is similar to the copayment structure as exemplified in Finland.

與權益相關人士訪談的主要發現

Key findings from Interviews with Stakeholders

重要主題 Key Themes

1. 父母對於幼兒照顧服務的期望與現時提供的服務存在差異
Discrepancies between parents' expectation and existing services
2. 相同學歷相同薪酬
Same qualification with same salary
3. 降低員工幼兒比例(合資格幼兒工作人員與幼兒的照顧比例)並為員工提供更好的培訓及發展
Lower staff-to-child ratio (Child Care Worker to Children Manning Ratio) and better staff training and development for staff
4. 於服務規劃時應考慮地理位置，服務目標群組及方便性
Location, service targets and accessibility should be considered in service planning
5. 加強鄰里支援幼兒照顧計劃(NSCCP)及檢視互助幼兒中心(MHCCCs)的定位及運作
Enhancement of NSCCP and review of service positioning and operation of MHCCCs
6. 檢視暫托幼兒服務(OCCS)的定位
Review the positioning of OCCS
7. 沒有使用幼兒照顧服務的原因
The reason for being non-service users
8. 政府與及私人市場在幼兒照顧服務的角色
The role of Government vis-à-vis private market in child care services
9. 提供有彈性的財務管理控制
Providing flexibility on financial management control

➤ 改善建議 | Recommendation I

長遠建議 Long-term suggestions

1

- 從其他地區中學習並推廣“幼兒教育及照顧”的理念。
To learn from other jurisdictions and to promote “ECEC”.

2

- 推廣家庭友善的工作環境，並將其融入相關的福利政策中（例如延長現有的有薪產假）。
To promote a **family-friendly working environment and integrate with other welfare policies** (such as longer maternity leave).

3

- 建立合適的規劃機制以確保能夠提供足夠的照顧名額。
To establish an appropriate **planning mechanism in order to have sufficient places**.

4

- 優化現有監控管理系統。
To enhance the **regulatory and administrative system**.

5

- 參考外國經驗建立一套以幼兒發展為本的質素指標。
To develop a set of quality indicators based on child development and referencing from international experiences.

6

- 建立更有效及符合成本效益的資助模式，以照顧不同家庭的需要（例如芬蘭的共同付款系統）。
To establish a more efficient and cost effective financial mode to **cater for different types of families (such as Finland’s copayment)**.

7

- 鼓勵更多有關幼兒教育及照顧方面的研究及評估。
To encourage more **research and evaluation on early childhood education and care**.

短期建議 Short-term suggestions

8

- 提高對幼兒照顧服務的財政資助及投資。
To increase **financial support/ investment** in child care services.

9

- 提供更多的資助及降低申請費用資助的門檻。
To provide **more subsidies** and relax the application threshold for fee subsidy.

10

- 重新介定互助幼兒中心的定位及重整服務。
To re-position and re-engineer **Mutual Help Child Care Centres**.

11

- 提高鄰里支援幼兒照顧計劃的服務質素。
To improve the service quality of **Neighbourhood Support Child Care Project (NSCCP)**.

12

- 改善幼兒工作人員與幼兒的比例。
To **improve the manning ratio** for child care workers to children.

13

- 提升及強化現時開銷管理的財務與成本的政策及流程（包括改善行政制度及簡化成本控制）。
To upgrade and enhance the financial and cost procedures and guidelines in the spending management (include administrative support and streamline of cost control).

14

- 提升及改善幼兒工作人員的資歷及培訓，提供培訓給幼兒照顧者。
To upgrade and improve **qualification and training** for child care workers as well as offer training for home child carers.

15

- 提升幼兒照顧服務的透明度並鼓勵更多有關的宣傳。
To encourage more **promotion and transparency** about child care services.

16

- 檢視暫托幼兒服務的運作模式。
To review the operation of **Occasional Child Care Service (OCCS)**.

Thank You!



圖片 3
Photo 3



圖片 4 Photo 4



圖片 1
Photo 1



圖片 2 由Dr. Yingqi Guo 所提供
Photo 2 courtesy of Dr. Yingqi Guo



圖片 1, 3, 4 由項目領隊於澳洲進行實地考察時所拍攝 (2018年3月)
Photos 1, 3, 4 taken by Project leader during a site visit in Australia (March 2018)