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EDUCATION POLICY

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APRIL 1965

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PREFACE

On the 23rd January, 1963, a paper entitled 'Statement on Government's Policy on the Re-organization of the Structure of Primary and Secondary Education' was presented to the Legislative Council. Subsequently, the Report of an Education Commission was received in October, 1963, and the recommendations of the Commission together with the recommendations of an earlier Working Party on the provision of education for English-speaking children were then remitted to another Working Party for examination. The Report of this second Working Party having now been received, this paper endeavours to draw the whole of these deliberations together and to present them, with such observations and modifications as appear necessary or desirable, as a basis for planning the future development of education in the Colony. Inevitably, all the documents require to be read together; but this paper endeavours to be sufficiently self-contained for the reader to ascertain the main outlines of what is now proposed.

2. The second appendix to this paper is the Report of the Working Party appointed to review the findings of the Education Commission. That report sets out in succession the recommendations of the Commissioners together with the comments or modifications, if any, proposed by the Working Party.

3. The main body of this paper deals with salient points and those matters which are likely to be of the most general interest. It does not attempt to deal in detail with the many recommendations of the Education Commission or the modifications and comments of the Working Party on them. The first appendix to the paper sets out those proposals to which further modification is considered desirable or on which a decision must for the present be reserved, often because much detail remains to be worked out before a final decision can be reached. Some recommendations depend for their acceptance both on further close scrutiny and on consultation with others, including the persons affected by them. Final elucidation of the recommendations on which a decision is reserved may therefore unavoidably take some time, and in the meanwhile it is undesirable to delay further an announcement of the main policy proposals contained in this paper.

4. Any recommendations of the Working Party which are neither referred to in the first appendix nor covered in the main body of this paper can be assumed to be agreed.

INTRODUCTION

General

THE final aim of any educational policy must always be to provide every child with the best education he or she is capable of absorbing, at a cost that the parent and the community can afford. Nowhere has this ideal been achieved, and in only a very few countries is there even the prospect of achieving it. A less ambitious aim of providing a free primary education for all who desire it has long been an aim of Hong Kong policy, and is now re-affirmed, but this also, as the Working Party has recognized, is incapable of early achievement.

2. For practical purposes, therefore, intermediate aims must be chosen. This paper accordingly summarizes present educational policy, reviews the position which has now been reached, and proposes new intermediate educational aims up to the level of full secondary education. It does not deal with post-secondary education.

Existing Policy

3. The existing policy for primary and secondary education may be briefly summarized as follows:
- (a) To ensure that places are available in government, aided or private primary schools for all children of primary school age.
 - (b) To provide in government and aided primary schools, and to encourage the provision in private primary schools, of an additional one year and, later on, an additional two years, of secondary education in Special Forms I and II for those pupils who are unable to gain admission to full secondary courses and who wish to remain at school until they reach the statutory minimum age for industrial employment-that is to say, at age 14.
 - (c) To provide in government, aided and selected private schools secondary education to School Certificate level for about 15% of all pupils who complete the primary school courses; and to encourage voluntary and private agencies to supplement this provision. Free sites, capital grants and interest-free loans for school building, as well as limited help towards meeting recurrent expenditure, are made available for non-profit-making organizations. Sites restricted to school use are made available for purchase by profit-making organizations.

The Present Position

4. In terms of primary school places in the Colony as a whole, the objective stated in paragraph 3(a) above has very nearly been achieved; but, with the large scale resettlement and redevelopment now proceeding, some areas are better provided with school places than others. Until recently also, more than half the available places were in private schools.

5. Special Form I has not proved popular. Last year only 2,653 pupils were admitted to Special Forms I, and this year only 1,902 were admitted.

6. This year, 18.3% of children leaving primary schools were admitted to government and aided secondary schools or were given assisted places in private secondary schools; thus exceeding the aim by 3.3%. A further 49.3% of primary school leavers were admitted to other secondary schools offering courses to School Certificate level.

THE NEW PROPOSALS IN OUTLINE

General

7. It is considered that the present position, as outlined above, now so closely approaches the aims of existing policy that the time has come to select fresh ones. Those now proposed are based on the recommendations of the Education Commission, the comments of the Working Party, and a realistic appraisal both of the funds likely to be available to put the new proposals into effect and of the Colony's physical ability to carry them out.

Kindergarten or pre-primary education

8. For the time being, it will be necessary to rely on voluntary organizations and private enterprise to provide education at this level. The Education Department will however assist by providing advisory services and facilities for in-service training courses.

Primary education

9. *School places.* It is intended to extend the number of places in government and aided primary schools as rapidly as possible, and to introduce a scheme of subsidized places in private schools, so as to provide for all children who seek any such places. The Working Party's estimate

that 80% of all children of primary school age will, in fact, seek an aided education is accepted for planning purposes; as is the recommendation that endeavours be made to achieve this aim by 1970-71.

10. *Length of course.* It is also proposed that all children attending government and aided primary schools receive in future six years of general education before selection for entry into the secondary schools is made, thus absorbing the present Special Forms I into the primary system. This means that in 1968, when the first pupils will have completed Junior 5 under the present re-organized system, they will then receive a further year of general education before they sit for the Secondary School Entrance Examination. This extra year is intended to cover as much of the present secondary Form I syllabus as possible, and particular attention will be paid to the study of English. It is hoped that this proposed emphasis on English language work in the new sixth year will not only facilitate later study in Anglo-Chinese secondary schools but will also improve English standards in Chinese secondary schools. This will incidentally benefit the Chinese University of Hong Kong.

11. *Age of entry.* The age of entry to primary schools was raised from 6 to 7 in 1963, when the new pattern was introduced of a 5-year basic primary course starting at age 7, to be followed by two extra years in Special Forms I and II for those children not proceeding to a full secondary education. The purpose of this policy was to fill the existing gap of two years between the end of primary schooling and the statutory minimum age for employment in industry. The raising of the minimum age to 7 in 1963 has proved to be unpopular, not only with the parents but also with school management. When this rule results, as it may, in primary education starting for some children at an age as late as 7 years and 7 months, or in the alternative means that parents must pay higher fees for private primary education before the age of admission to aided education is reached, there must be much sympathy with the objectors. It is true that the effects of the rule have been somewhat modified in practice because it has been found possible for the last two years to admit children to government or aided primary education from the age of six years and eight months. Nevertheless, it is very clear that there is much dissatisfaction that primary education should have to start so comparatively late. Both the Education Commission and the Working Party had remarks to make about the implementation of the additional years of post-primary education in Special Forms I and II; but neither felt free to recommend so radical a reversal of policy as the abandonment of the current age of entry. This policy has therefore

been re-considered in the light of the latest information now available on secondary school enrolment, quoted in paragraph 6 above. These figures show that those for whom the bridging of the gap between leaving school and employment at 14 is a practical necessity comprise only a minority of about 30%. For those who go on to secondary education, at present comprising some 70%, a return to 6 years of age for entry into the primary schools would only have the effect of making their start on secondary education rather earlier than it otherwise might be. This should not add to the cost of educating those who proceed through the secondary schools. As to the minority who do not, a change in policy would result in a gap of duration varying between 1-2 years opening up between the end of the primary school course and the earliest age of industrial employment. This gap would be partly filled by the proposed seventh year of education with a vocational bias referred to in paragraph 18 below; it could be completely closed by offering a second year to children who, at the end of the first additional year, are still some six months short of their 14th birthday. Clearly this extra period of education for a proportion of the minority group who do not go into secondary education will increase total education costs, but it seems desirable that the additional cost be accepted. It is therefore intended to re-establish 6 as the minimum age of entry to Government and aided primary education. This cannot be done in one step however, as to do so would produce unacceptable congestion in the schools; it is therefore proposed to reduce the age of entry progressively by 2 months a year until an entry age of 6 is reached in four years' time.

12. *Fees.* The Working Party's recommendation that there be no increase in urban and rural Chinese Primary School fees is accepted, as is the recommendation that a suburban fee of \$30 per annum be instituted to apply in the many new areas which have in recent years been intensively developed and for which the preferential treatment accorded to rural areas is no longer appropriate.

13. *Fee remission.* The present practice is to remit up to 10% of the maximum theoretical fee income. The Working Party's recommendation that, if no increase in urban and rural Primary School fees is imposed then an increase in the present rate of fee remissions in primary schools is not necessary, has been carefully considered. It is clearly preferable to proceed towards a system of free primary education by increasing the allowable rate of fee remission rather than by an all-round reduction in fees, since the benefits of reducing the total fees chargeable ought first to be reaped by those whose need is greatest. Steady progress towards

the eventual aim of free primary education is desirable if possible, and it is clear from the general sense of the Working Party's comments that they would agree. It is considered that in present circumstances an overall primary school fee remission rate of 20% can be afforded, and this new and more generous rate is therefore proposed. Steps will however be taken to see that as far as possible those who benefit from the extra 10% are those in the community as a whole who really need help most.

Secondary education

14. *Aided school places.* The new aim proposed will be to increase the number of pupils admitted to government or aided secondary grammar or secondary technical schools, and to subsidized places in selected private schools, to between 15% and 20% of the total number of pupils completing the primary course. This proposal is a variant of the Working Party's recommendation, which expressed this figure as 'at least 15%'. The new proposal recognizes that the present figure is already some 18.3% and the proportion is expressed as a maximum and minimum for the sake of practical flexibility. It is obviously impossible to keep the percentage at any particular figure at all times. In effect, this proposal means that if at any time an imbalance in the relative provision of primary and secondary places looks like reducing the proportionate figure to below 15%, the provision of new secondary places will be speeded up. Similarly, if the proportionate figure looks like rising above 20%, the secondary programme will be appropriately adjusted.

15. *Assisted places in private schools.* As secondary education to School Certificate level is clearly the most popular form of post-primary education, it is expected that an additional 50-60% of pupils leaving the primary schools will find places in private secondary schools, since it is also expected that private schools will tend to concentrate their efforts more on the secondary level as more and more places become available in aided primary schools. The Working Party has recommended that at least 1,500 places per year in the private secondary schools should be subsidized in such a manner as to enable them to be included in the 15-20% ratio of aided secondary school places referred to in the preceding paragraph. It is proposed that this recommendation should be interpreted as meaning between 1,500-2,000 places, for the sake of flexibility.

16. *Fees.* The modifications made by the Working Party to the fee structure in secondary schools proposed by the Education Commission are accepted, as are the increases in the rate of fee remissions proposed by the Working Party. The result will be to raise the standard grammar

school fee in government and aided urban grammar schools from \$320 to \$400, with corresponding suburban and rural fees of \$300 and \$200 and sixth form fees of \$450. Fees in secondary technical schools would be raised to \$200 (urban) and \$100 (rural) in September 1965 and would then progressively be brought into line with grammar school fees. At the same time those who genuinely cannot afford to pay the increases represented in these figures will be protected by the increased provision for fee remission; new maximum rates for which will now be 50% for matriculation classes, 45% for other grammar school classes, and 35% for secondary technical schools. The Working Party expressed considerable concern at the gap between fees payable in government and aided secondary schools and proposed measures for minimizing this difference. This concern is shared, and the Working Party's proposals are accepted in principle.

17. It is proposed further to allow pupils who have completed the extra primary year referred to in para. 10 to enter the School Certificate examination after four years of secondary education if they show themselves capable of successfully completing the course in that period. Notwithstanding the introduction of the additional year into the primary school course, there is no intention of shortening the present five-year secondary course for all pupils until there is evidence to show that this can be done without serious detriment to academic standards. It is probable that for a time there may be four and five secondary classes running side by side according to ability; a final decision as between a four and five-year course in the long term can only be made in the light of experience. Nevertheless it would clearly be advantageous if pupils who were contemplating further post-secondary studies in universities or elsewhere were not obliged to spend an unnecessarily long period in reaching School Certificate level.

Other post-primary education

18. Assuming, as indicated above, that some 15-20% of primary school leavers receive a full secondary education in government and aided schools or by assisted places in private schools, and some 50-60% in private schools, there will remain some 20-30% of children who will have finished 6 years' primary schooling, but who will still be under the age at which they can be legally employed in industry. Recent experience indicates that such pupils are not attracted by the opportunity of further general education in ordinary schools, which does not lead to a definite qualification. It is therefore proposed to cater for the needs

of this section by increasing the provision of various types of vocational training. The recently introduced one-year full-time pre-apprenticeship courses at the Technical College are an example of this. These facilities appear to be popular, and it is proposed to extend them and to grant financial assistance to other agencies which are prepared to establish a one-year course of training - or if necessary a two-year course (see paragraph 11) - directed towards specific industries or occupations. On obtaining employment, these young people will be able to continue their training either by joining one or more courses provided under the Adult Education programme or through the part-time and evening courses of the Technical College.

19. The total effect of all the above proposals is to ensure that all young persons who desire it can obtain a minimum of at least seven years' full-time aided education, while making increased provision for further education for those best able to benefit by it.

English Education

20. The preceding paragraphs refer to the main body of children in the Colony. The education of English-speaking children has also to be dealt with. Here, the conclusions of the recent Working Party are generally accepted. It is recognized that there is a demand for education of the kind hitherto provided in the Government Junior English Schools and at King George V School, and that if Hong Kong's economy continues to depend in part upon the services of persons from other countries, for whom education in the English medium and for the most part in the pattern of English state education is a necessity, then the need must be filled; and it is also agreed that this need is best filled in future by aided rather than by government schools wherever this is possible. The general principle is also accepted that where such education is more costly than the type of education provided for the majority, the difference in cost should be passed on to those who enjoy these particular standards of provision, so that the general level of subsidy remains the same in all sections of the community. It is further accepted that the gap between the age of entry to English education provided by Government or subsidized by Government and Chinese primary education should be closed, and the intention will be to increase the age of entry to Junior English schools to 6 but to do this progressively by four stages in the same way as it is proposed progressively to lower the entry age for Chinese schools. As to the provision of places at primary level, the same object of providing aided education for all who desire it should apply to Junior English

in the same way as with Chinese primary education. At secondary level the number of places to be provided is less easy to determine, but in terms of actual need it would appear that the provision of one additional school, to be sited on the Island, should suffice at the present time.

21. The Working Party has proposed an increase in fees from \$240 to \$480 a year for junior, and from \$320-\$360 to \$1,000 a year for secondary English education. These proposals are accepted, as are the accompanying proposals on their implementation by two stages in September 1965 and September 1966, and on the level of fee remissions. It is hoped that with this provision the new fees which are necessary to preserve the principle of equal subsidy for all, will not prove beyond parents' capacity to pay.

Training of teachers

22. Both the Education Commissioners and the Working Party have made radical proposals regarding teacher training. The Commissioners refer in their report to the very favourable position enjoyed by students training to enter the teaching profession through training colleges as compared with students training for other professions. Their proposals would substantially erode that advantage by requiring the payment of a tuition fee and the repayment over a period of maintenance allowances. The Working Party expressed a proper concern lest the impact of these changes, equitable though they might be, should adversely affect the quality of those offering themselves for teacher training. It is therefore proposed to accept the Working Party's final conclusions, which include payment of a tuition fee of \$400 a year, with provision for all students on application to receive an interest-free loan up to \$1,200 a year, repayable over three or four years and additionally, for needy students, an outright grant over and above the loan, up to \$1,600 a year.

23. That it is now proposed to charge for tuition and to provide financial assistance only in response to application does not and should not be taken to imply any lack of appreciation of the importance of the teacher's role in society or of the responsibilities of the profession. It reflects rather a consciousness that no profession has a right to an especially privileged treatment, a principle with which the teaching profession itself would doubtless agree. The Working Party's proposals for a grant over and above a loan are considered to be so designed as to provide adequately and fairly for the needy aspirant to the profession.

Government and the aided schools

24. Stress has been laid in various sections of the Working Party Report on the part to be played in educational development by the aided school. In general it is proposed in the Report that Government should provide schools only where an aided school cannot be provided. This view is accepted. In general, education can be provided more economically in aided than in government schools and, in a period when educational facilities must be expanded, the capacity to do so is inevitably affected by cost: the more economical the cost the greater the capacity for expansion. However, in subscribing to this general policy, it must be made clear that there is no intention of providing cut-price education. If aided schools are to form the main body of our advance they must be adequately, though not extravagantly, supplied with the means of imparting a sound education. The Working Party devoted much attention to methods of subsidy; a detailed reference would be out of place here, but care will be taken first of all to simplify as far as possible the method of calculation of subsidy and the administrative processes connected therewith, and secondly to ensure as far as may be that the grants produced by whatever new simplified code is negotiated are adequate, when taken with the permitted fees, to enable schools to operate efficiently and to pay their staffs the salaries that are prescribed. The intention is to establish a formula whereby all normal expenditure is provided for by a grant expressed as a proportion of the school's total salary bill, together with provision for non-recurrent grants for items of an exceptional and unforeseeable character. Of the various possible ways of calculating the financial aid to be granted which were discussed by the Working Party, this method is considered likely to be the simplest and most appropriate.

Salaries

25. Finally a word has to be said about salaries. The Education Commission made radical proposals for a completely new salary structure, based upon the Burnham system, which would relate remuneration to responsibility. The Commission's proposed basic teaching scales are lower than current scales, but it proposed a wide range of allowances for posts involving responsibility. The Working Party, while preserving the character of the structure recommended by the Commissioners, made extensive changes and its detailed proposals are more generous than those proposed by the Commissioners. The impact of salaries is of critical importance to the development of education, and it is realized

that there will be much disappointment that an authoritative statement on salaries at the present time is impossible. However, time for further consideration is unavoidable because the changes which have been suggested for adoption are very radical, they have wide implications, and the effects of their application must not only be examined in detail, but will need to be discussed in consultation with the many individuals and organizations affected by them. Every effort will be made to pursue these questions as rapidly as possible but in the meantime there is nothing that can be said either as to the principle, the quantum or the application of the Working Party's proposals on salaries; save only that the principle that salary scales for teachers in government and in aided schools should be the same is accepted.

Costs.

26. In considering the financial effects of a revised policy of education it is well not only to differentiate between recurrent and non-recurrent expenditure but also to note that increased recurrent expenditure may arise as a result of two different causes. The first of these relates to the basic per caput cost of education at its various stages. Changes in the level of fees, the rate of fee remission, salaries of teachers, etc. will obviously affect these costs irrespective of the quantity of education provided. Table 25 of the Working Party's Report attempts to illustrate this by applying their new proposals to 1963-64 financial year. This results in an estimated increase in expenditure of the order of \$2.3 million, to which a further \$1.3 million would need to be added to take account of the later proposal to increase the rate of fee remission in primary schools. The second kind of financial effect relates mainly to changes in the quantity of education. In this category must be included the aim to increase the amount of government aided primary education to approximately 80% by 1970-71 and to provide post-primary vocational training facilities for 20% to 30% of school leavers. The Working Party has suggested that the first of these proposals would increase Government's expenditure on primary education from \$95 million to about \$182 million by 1970-71 if all its other recommendations are implemented; and this figure does not allow for the more generous rate of fee remission (plus \$2.7 million). The second proposal will take some years to introduce on any scale but assuming that 20,000 children have one such year and 10,000 a second post-primary year the recurrent cost will be in the region of \$23 million. Finally, there is the question of capital costs. It is virtually impossible to say how much of the necessary new buildings would have been provided

anyhow, for example as a result of the Resettlement Programme, and how much is directly attributable to new educational policies. Over the next five-year period however it seems likely that capital expenditure on new school buildings will need to be of the following order:

Primary Education	\$61,500,000
Secondary Education	\$52,000,000
Post-primary Vocational Training	<u>\$10,000,000</u>
TOTAL	<u><u>\$123,500,000</u></u>

MODIFICATIONS

AND

RESERVATIONS

CONCERNING

RECOMMENDATIONS BY THE WORKING PARTY

ON THE EDUCATION COMMISSION REPORT

AND THE

REPORT OF THE WORKING PARTY

ON THE PROVISION OF EDUCATION FOR

ENGLISH-SPEAKING CHILDREN

INTRODUCTION

THE great majority of the recommendations of the Education Commission, as commented upon or modified by the Working Party, are accepted. No reference is made to these recommendations in this Appendix, the same convention being adopted as the Working Party itself used, that silence implies consent. Only where a recommendation has for some reason been modified, or a decision on it has to be reserved, is reference made to it below.

2. In some cases recommendations are to the effect that 'Government should review....' or 'Government should consider....' or 'Government will need to decide.....'. Acceptance of recommendations so phrased either explicitly or by implication means no more than that at this stage the need to make such review or decision is accepted, and does not imply that the proposal which has to be considered is itself accepted or rejected.

3. The marginal references below are to pages in the Report of the Working Party.

Aid to Private non-profit-making schools

Page 5

4. There are various forms of aid to private non-profit-making schools, including classroom subsidies, teachers' salaries, subsidies and free land. The Marsh/Sampson Report envisages extension of these various categories of aid, and the Working Party, in commenting on this question, proposed that places in schools enjoying such forms of aid should be additional to and should not be counted against the 15%-20% provision of aided secondary school places. This is acceptable in principle, but it is obvious that the commitment requires some quantitative definition. In accepting the recommendation, therefore, the reservation has to be made that suitably defined limits to the extent of such aid will need to be devised.

Assistance to Private profit-making schools

Page 5, 14

5. Two proposals of the Commissioners and the Working Party concern private profit-making schools. The first is that consideration be given to the grant of Government loans at market rates for the cost of construction of private profit-making schools.

This possibility will be borne in mind, but it would have to be very clearly demonstrated that such loans were necessary and were in the public interest before funds could be released.

Page 14 6. The second suggestion is that consideration be given to means of securing greater security of tenure for rented private schools. The proposal can be agreed only to the extent that if legislation relating to security of tenure for business premises generally is enacted, schools should certainly receive no less consideration than any other profit-making concern. It would be inequitable to discriminate against landlords purely by reason of the fact that their premises were occupied by a school; and, indeed, such discrimination might make it even more difficult for private schools to find premises to rent.

Page 14 *Educational Research*

7. The Working Party, in commenting on the Commissioners' remarks about the need for research into the practicability of assessing potential as well as attainment, proposed the establishment under the Education Department of a centre for various forms of applied educational research. This proposal is acceptable in principle subject to the formulation and acceptance in due course of a detailed scheme covering the scope, staffing and physical requirements of such a centre.

Page 20 *Secondary School Fees*

8. In commenting on the Commissioners' proposals on secondary school fees, the Working Party proposed that a part of the standard fee in all government and aided secondary schools should be treated as a contribution towards that part of the capital cost of new buildings which would otherwise be passed on to certain parents by way of 'tong fai' or subscriptions. Proposals were made for waiver in certain circumstances. This proposal is acceptable in principle, but there are technical financial questions as to how it might best be implemented which will need further consideration.

Page 32 *Fee Remissions-English Schools*

9. The Working Party's proposals on the level of fee remissions are accepted in the belief that they are an adequate provision for the time being in relation to new and substantially increased fees: it is recognized however that there is little information on which

a reliable estimate can be based as remissions are at present not often applied for. It is therefore intended that the operation of the remissions should be reviewed in the light of experience in about 2 years' time.

Recreation and Field Studies

Page 33

10. The Commissioners commented on the need to give encouragement to the use of rural areas in the New Territories for recreation and field studies and to make generous provision for playing fields in planning newly developing areas. These proposals are acceptable in principle; but the extent to which they can be implemented and the standards by which implementation is to be measured depend upon many other factors including chiefly the actual availability of land. The planning staffs of Government are alive to the need to provide recreation and playing field space in developing areas.

Standard Secondary School Plan

Page 34

11. The Working Party's proposal that consideration be given to redesigning the standard plan to achieve greater economy by using some specialist rooms as form bases (and that existing buildings should be similarly modified) is accepted in principle; whether such redesign and alterations will prove to be practicable and worthwhile depends upon further examination of present designs.

Recruitment of expatriate teachers

Page 36

12. The Working Party commenting on the Commissioners' recommendations advises that within Government service an active policy of direct recruitment of expatriate teachers from universities might be pursued, and that college-trained non-graduates from Britain should be recruited only if experienced and in very exceptional circumstances. Both of these recommendations are of concern to the Public Services Commission. The second probably fairly accurately represents current policy; the first would involve some departure from normal practice. It is accordingly proposed to consult the Public Services Commission on both questions, in so far as any change of policy is involved.

Salaries and other Establishment Matters

13. In the main body of this paper it has been pointed out that decisions on the proposed new salary structure and the level

of salaries cannot be made at present. Apart from the need to consider the establishment and financial implications of the proposed new system, its application to individuals at present on completely different terms of service - some in the Education Department and some in grant and subsidized schools - cannot be determined without scrupulous and detailed examination. In so far as the rights or privileges of individuals are concerned, it may be necessary to consult persons or associations representative of them before decisions can be made. All this work will be undertaken as soon as is practicable; in the meantime decisions are reserved on the following matters appearing in the Working Party Report:

- Page 39-51 (a) The salary structure and general level of remuneration, detailed responsibility allowances and overseas inducement allowances for teachers and for educational administrators;
- Page 38 (b) Vacation leave for overseas teachers in government and aided schools;
- Page 39 (c) The proposals concerning the retirement age of teachers;
- Page 57-59 (d) The salary scales and establishment for laboratory assistants and senior laboratory assistants;
- Page 75-76 (e) The establishment of a common incremental date for teachers.

Page 49 *Detailed rules affecting starting salaries of individuals*

14. The Education Commissioners have made recommendations for the grant of increments upon entry into the teaching profession, in respect of periods spent in training or in previous teaching work. These proposals can be accepted in principle subject however to discussion with the Public Services Commission should any departure from present practice be involved.

Creation of particular posts

15. In various parts of the report proposals are made for the establishment of particular posts for a variety of purposes. For example posts of Senior Inspector (Primary) and Senior Inspector (Secondary) are proposed, and it is also suggested that the Inspectorate should include persons qualified to advise on woodwork, metalwork and handicrafts. These additional posts are supported in principle, subject however to the approval of the Establishment Sub-Committee and the Finance Committee of the Legislative Council.

16. The proposals for costing examination fees on the principle that Government should bear the cost of permanent professional staff, accommodation, equipment, and secretarial and accounting staff are generally acceptable. The possibility of establishing a separate fee for the issue of a certificate for the higher examinations will however be borne in mind.

17. The place of television and radio in the educational system and particularly the part to be played by Government is under separate consideration. In the meantime, decisions on all these recommendations must be reserved.

18. The recommendations of the Commissioners and the Working Party on the provision of Adult Education, the level of fees to be paid by participants, and the proposals for revision of lecturers' fees are accepted subject to a further review at an early date of the level of fees charged for tuition, when the degree of subsidy represented by acceptance of the Working Party's recommendations can be more accurately determined.

19. The Commissioners commented on the need for centrally co-ordinated statistics and the advantages of a centralized data processing system. Their views, which are supported by the Working Party, are accepted in principle, subject to any decision that may be made on the report of Mr. K. M. A. BARNETT, Commissioner of Census and Statistical Planning, on the organization of Government statistics generally. The same applies to a decision on the post of Statistics Officer at present established in the Education Officer grade.

THE REPORT OF
THE WORKING PARTY

ON THE

RECOMMENDATIONS OF THE
EDUCATION COMMISSION 1963

AND THE

RECOMMENDATIONS OF THE
WORKING PARTY ON THE
PROVISION OF EDUCATION FOR
ENGLISH-SPEAKING CHILDREN

1964

To: His Excellency, Sir David TRENCH, K.C.M.G., M.C.,
Governor, Hong Kong.

28th January, 1965.

Your Excellency,

We have the honour to refer to our appointment on 23rd January, 1964, as a Working Party to consider the Education Commission Report, 1963, with the following terms of reference:

"To examine the recommendations in the Report of the Education Commission, together with those of the Working Party on the Provision of Education for English-speaking children, and to make specific proposals for the implementation or, where necessary, adjustment of those recommendations, having regard to both the educational and financial implications."

2. We sought and received the written views of a number of voluntary bodies and associations representative of employers and employees in the field of education. Written views were also received from other quarters, including parent-teacher associations. A list of communications received and considered by the Working Party appears at Appendix A. In addition, we studied during our deliberations a total of 41 memoranda prepared by the Education Department or by members of the Working Party.

3. We agreed at our first meeting that the Report should be translated into Chinese, and made available to the public as soon as possible. This complicated task was carried out in close co-operation with the Education Department, the Information Services Department and the Government Printer.

4. We are also grateful to the Information Services Department for providing us, from time to time, with summaries of translations of editorials and articles which appeared in the local press and reflected reactions to the Education Commission Report.

5. We held a total of 45 meetings, the first on 28th January, 1964, and the last on 30th December, 1964. With effect from 7th February, 1964, Mr. W. D. GREGG became Chairman in place of the Honourable

P. DONOHUE, who departed on leave prior to retirement. With effect from 29th May, 1964, Mr. G. T. ROWE replaced Mr. I. M. LIGHTBODY, who left Hong Kong on long leave, and Mr. A. TODD, a Principal Assistant Colonial Secretary, took the place of Mr. G. T. ROWE. Professor N. K. HENDERSON was absent on long leave from late July to early December.

6. We wish to record our warm thanks for the assistance we received from the Information Services Department, the Government Printer, and members of the Education Department, particularly the Principal Accountant and his staff.

7. We also wish to record our appreciation of the services of our Secretary, Mr. H. N. MNEILL, M.A., Education Officer, and Miss A. POCKET, Secretary Stenographer.

8. We now have the honour to submit our Report on the Education Commission of 1963.

We have the honour to be,

Sir,

Your Excellency's most obedient servants,

Signed W. D. GREGG,

Chairman.

R. C. LEE

DHUN RUTTONJEE

N. K. HENDERSON

YI-YING MA

G. L. SPEAK

I. S. WAN

WILSON WANG

K. J. ATTWELI.

ALASTAIR TODD

G. T. ROWE

E. P. HO

MEMBERS OF THE WORKING PARTY

The Honourable William David GREGG, M.A., J.P. (Chairman)

The Honourable Richard Charles LEE, C. B. E., M. A., J. P.

The Honourable Dhun Jehangir RUTTONJEE, C. B. E., J. P.

Professor Norman Keith HENDERSON, Ph. D., B. A., M. Ed.

Dr. MA Yi-ying, M. B. E., M. A., J. P.

The Reverend Geoffrey Lowrey SPEAK, M. A.

Mr. WAN Iu-shing, O. B. E., B. Sc., J. P.

Mr. Wilson WANG Tze-sam, B. Sc., J. P.

Mr. Kenneth John ATTWELL, M. A., Dip. Ed., J. P.

Mr. Alastair TODD, B. A., J. P.

Mr. George Tippet ROWE, M.A., J.P.

Mr. Eric Peter HO, B. A., J. P.

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INTRODUCTION

IN our study of the Education Commission Report we have been impressed by the extremely able manner in which the Commissioners carried out their task, and we fully endorse the comment made by the Colonial Secretary on January 22nd, 1964, when it was tabled at the Legislative Council 'There is little doubt that this is a most authoritative Report and that for many years to come it should prove a valuable guide to the solution of the problems which confront us in the field of education. It contains proposals that are important and far-reaching.' We took note of criticisms that the Report was largely concerned with the financial aspects of educational expansion, but, in our view, this could hardly be otherwise because of the terms of reference given to the Commission. The Government is rightly concerned that its increasing expenditure on education should be used to the best possible advantage, and the Commissioners made their recommendations in the light of the principle that 'if expenditure on education (and indeed on other services) must increase, it is all the more important to consider how value for money may best be secured.'

2. In this Report, for ease of reference, we have used the Chapter headings which appear in the Education Commission Report. Under these Chapter headings, we have set out in italics, with references, all recommendations made under those headings in the Education Commission Report. We have commented on the recommendations only in cases where for various reasons we are not in agreement with them, or when we seek to suggest some modification of, or additions to, the original proposals, or for purposes of clarification. We have made no comment on many of the Commissioners' recommendations because we accept them. The number of such recommendations is a measure of the extent to which we find ourselves in agreement with the views expressed by the Commissioners. We wish to add, however, that although in the course of our discussions we reached substantial agreement on the comments we have made, the very complexity of the Report and the great variety of the recommendations precluded unanimity of opinion on every aspect of the Report.

DISTRIBUTION OF PUBLIC EXPENDITURE BETWEEN GOVERNMENT, AIDED AND PRIVATE SCHOOLS

Chapter 6, page 24, Recommendation (1).

The main reasons for the substantial differences in cost per pupil at government, grant and subsidized schools are summarized.

Chapter 6, page 24, Recommendation (2).

2. It would be in the interests of education in the Colony if greater uniformity in government and aided schools could be achieved.

Insofar as this recommendation relates to administrative matters such as conditions of service for teachers, arrangements for pupils' admission, school fees and levels of subsidy, we agree that a considerable measure of uniformity is desirable. We do not, however, consider that the recommendation implies that there should be uniformity in the content of educational courses merely for the sake of uniformity. We deal with certain items mentioned above, such as conditions of service for teachers, later in our Report. We apply the term 'aided' to both grant-aided and subsidized schools and we note that the Education Department has for some time been aiming, as a long-term objective, at a unified code of aid which, when drawn up, will set out the conditions in accordance with which the Hong Kong Government will aid primary and secondary schools.

Chapter 6, page 24, Recommendation (3).

3. Even on the basis of uniform staffing in all schools, indirect staffing costs result in costs per pupil being substantially higher in government schools than in aided schools.

Chapter 6, page 24, Recommendation (4).

4. Capital costs per place are a further factor of importance in considering methods of providing future schools.

Chapter 6, page 25, Recommendation (5).

5. Whenever school premises make it possible the school day should begin with a school assembly.

We fully share the Commission's view of the importance of 'moral, ethical and philosophical considerations and other aspects of education', and agree that the real solution to the problem of providing an ethical and religious basis for teaching can best be found in a more comprehensive plan for teacher training (para. 17 page 23 of the Report). We are also mindful of the valuable benefits to this end which can be derived from a daily act of communal worship and of the opportunity which this daily assembly gives to headmasters to establish a regular direct personal contact with the whole school. Where, however, a daily act of communal worship is not consonant with the normal religious observance of the majority of pupils, we are in some doubt whether a daily school assembly, for other purposes only, would not tend to lose its effectiveness. We feel, therefore, that in such cases the individual headmaster must be the best judge of the frequency of such assemblies, in order that the school may derive the maximum possible benefit from them.

Chapter 6, page 25, Recommendation (6).

6. *A more comprehensive plan for teacher training should involve a greater attention than at present to the importance of moral, ethical and philosophical considerations.*

Chapter 6, page 25, Recommendation (7).

7. *Of the primary school pupil places provided by Government, approximately 25% should be in government primary schools. The balance should be in aided schools and by an increasing provision of assisted places in approved private schools.*

While we agree that continued government participation in the field of primary education is desirable, we consider that the Government should concentrate on providing government schools where aided schools cannot be provided or in special circumstances. We comment further on the provision of assisted places in selected primary schools at paragraph 33 below.

Chapter 6, page 25, Recommendation (8).

8. *In the secondary sector approximately 30% of places awarded on the basis of the secondary schools entrance examination should be in government schools. The proportion of assisted places in approved private schools should be gradually increased (as private school standards improve) to about one-eighth of total and the balance should be provided in aided secondary schools.*

This recommendation is concerned with the distribution of public expenditure between government, aided and private secondary schools within the context of the Government's policy of seeking to provide education up to School Certificate level for 15% of the total primary school population completing the final year of primary education. We note that, in fact, such provision is currently running at 19% of primary school leavers. We think it appropriate to consider at the same time the following recommendations and comments of the Commission:

Chapter 8, page 34, Recommendation (1).

(a) *'The existing scheme of aid to teachers in selected non-profitmaking private secondary schools should be extended.'*

Chapter 8, page 31, paragraph 10. A relevant comment:

(b) *'We would, however, commend this form of assistance and recommend its extension to approved non-profit-making secondary schools even though they may not all at present be presenting pupils for the School Certificate Examinations.'*

Chapter 8, page 34, Recommendation (2).

(c) *'If found necessary the scheme for assisted places in Private Secondary Schools should be extended.'*

Chapter 8, page 35, Recommendation (4).

(d) *'The scheme of assistance on a classroom basis to certain non-profit-making secondary schools should be extended to additional secondary schools and also applied to selected non-profit-making primary schools.'*

Chapter 28, page 106, paragraph 1. An extract from the first sentence:

(e) *'The ultimate aim in the Colony must be ... to develop secondary education from the existing selective entry to government and aided schools for 15% of the primary school population to some form of universal secondary education.'*

9. We have discussed these various recommendations and comments and agree that it is desirable to define more closely the part the Government should play in the field of secondary education. While we agree

that the ultimate aim in the Colony must be to develop some form of universal secondary education, we have concluded that for the present the Government should seek to continue to provide education to School Certificate level in government, aided, and selected private Chinese, Anglo-Chinese and Technical secondary schools for not less than 15% of the children completing the Chinese and Anglo-Chinese primary school course. Admission to these schools should be based upon the results of the Secondary Schools Entrance Examination.

10. In Recommendation 8 of Chapter 6 and its supporting paragraph (paragraph 23, page 24), the assisted places in private secondary schools are envisaged as a permanent integral feature of the Government's policy of seeking to provide secondary education up to School Certificate level for 15% of the primary school leaving population. This view is not entirely consistent with paragraph 14 on page 32 of the Report which says:

'We feel that Government should continue to envisage 15% of the primary school population receiving assisted secondary education and if the total provision of secondary school places in government and aided secondary schools falls short of this overall figure the number of assisted places in approved private secondary schools should be increased to make good the deficiency.'

This latter paragraph might be held to imply that the Government should only have recourse to the private sector when there is likelihood of a shortage of secondary places in the public sector.

11. We support the concept that selected private schools should play a definite and clearly recognizable part in implementing the Government's policy for the provision of secondary education. We do not consider that assisted places in selected private secondary schools should be regarded merely as making up the shortfall if it should prove impossible to provide places in government and aided secondary schools for 15% of the children leaving the primary schools. We consider rather that the scheme for assisted places in private secondary schools should be a permanent feature of the public educational system and that the Government should secure a more or less fixed number of such places in schools.

12. We note that for the academic year beginning September, 1963, the number of subsidized places in Forms I of government, aided and private schools, leading to the School Certificate examinations, repre-

sented 19.2% of the children leaving the primary schools in the previous summer. The present approved scheme for securing assisted places in private secondary schools envisages 1,500 such places per annum or a total of 7,500 such places for the 5-year secondary courses. We consider that the number of such places secured annually should normally remain at not less than 1,500, but if the total provision of secondary places, financed from public funds, to School Certificate level falls short of the target figure of 15% provision, the number of assisted places in private schools should be increased to make good the deficiency.

13. We consider that in addition to the 15% provision as defined in paragraph 9 above, the Government should continue to assist private secondary schools, offering courses to School Certificate level, under the various schemes of assistance to non-profit-making schools. Moreover, secondary education in English schools and in the Evening Institute, and post-primary education in various courses not leading to the School Certificate examination, should also be additional to the provision defined in paragraphs 9 and 11 above. Such post-primary courses include education in secondary modern schools, in Special Forms I and in pre-apprenticeship or vocational training classes; and the reservation of sites for profit-making secondary schools for sale at auction, concessions to such schools in the form of payment by instalments for sites purchased and, where necessary, in the form of loans at market rates of interest towards the cost of the construction of schools, should be in addition to the schemes of provided and assisted secondary education.

14. Notwithstanding our recommendation as to the Government's immediate aim in the field of provided education made in paragraph 9 above, we consider that the Government should take into account the very great movements of population taking place in Hong Kong and the fact that, as a result of historical development, the majority of government and aided secondary schools are sited in the older urban areas of Hong Kong Island and the Kowloon peninsula. While we accept the view that pupils of secondary school age can be expected to travel reasonable distances to school, we consider that the opportunity for public secondary education should be made available in new population areas and in existing areas deficient in public secondary schools subject to there not being over-provision in easily accessible areas nearby, even if the building of new schools results in a temporary excess of provided secondary education on a Colony-wide basis.

15. We have observed that the Commission makes no reference to the provision of VIth Form places in public secondary schools. We support the proposal, which we understand has been endorsed by the Board of Education, that places in Lower VIth Forms should be provided in the proportion of 1:3 of the secondary school places provided for children leaving the primary schools. This will amount to approximately 5% of the relevant age group. Pupils admitted to VIth Form courses in Anglo-Chinese secondary schools should be expected to complete a two-year course leading to the advanced level examinations of the University of Hong Kong. Those admitted to VIth Form courses in Chinese secondary schools should at present be expected to complete a one-year course leading to the Matriculation examination of the Chinese University of Hong Kong

16. In respect of the distribution of public expenditure between the government, aided and private secondary schools, we are doubtful that the proportions suggested by the Commission have, or were intended to have, any long-term validity. While we agree that continued government participation in the field of secondary education is desirable, we consider that the Government should concentrate on providing government schools where aided schools cannot be provided, or in special circumstances. In making this comment, we recognize that the Government has a particular responsibility to provide a substantial proportion of fully aided places in government schools in order to ensure that the special needs of certain areas are met, that there is a suitable diversification in the type of courses available and in order to meet any other circumstances in which the establishment of a government school would appear to offer the best solution.

Chapter 6, page 25, Recommendation (9).

17. *The revised procedures for the new Form 1 and (later) Form 2 should operate uniformly in all schools in which places are provided at the cost of Government.*

We endorse the principle that revised procedures should in general operate uniformly in all schools in which places are provided at the cost of Government. The specific reference to Forms I and Forms II should, however, be considered in the light of our recommendations in paragraphs 253 and 254 for a modification of present policy for educational development.

AIDED SCHOOLS-GRANT AND SUBSIDY CODES

Chapter 7, page 29, Recommendation (1).

18. *The existing forms of assistance to aided schools on a deficiency basis for recurrent expenditure are generally satisfactory but steps should be taken to achieve greater uniformity of staffing in government and aided schools, a common code of financial assistance to aided schools, and a revised procedure regarding admissions to such schools. Until these have been achieved any possible extension of the system of block sums towards recurrent expenditure should be held in abeyance.*

We fully endorse this recommendation insofar as it refers to taking steps to achieve greater uniformity of staffing in government and aided schools, a common code of assistance to aided schools which in our view should be divided into two sections setting out the forms of assistance to primary and secondary schools, and a revised procedure regarding admissions to aided schools. Additionally we agree that the existing forms of recurrent aid are generally satisfactory in that they provide reasonable financial assistance to aided schools. Nevertheless, from the information placed before us, we have formed the opinion that they are cumbersome to administer both from the point of view of school managers and the Education Department. We therefore recommend that, when the new unified code is being drawn up, the Government should consider alternative methods of calculating recurrent aid with the object of achieving greater simplicity in administration while ensuring adequate financial assistance to aided schools and safeguarding the expenditure of public funds. We make further comments on this point later in our Report.

19. Insofar as the second sentence of this recommendation is concerned, our agreement as long as the existing Subsidy Code continues is contingent upon permitting applications for a block subsidy, which have reached an advanced stage of consideration, to proceed on the basis of the present block subsidy.

Chapter 7, page 29, Recommendation (2).

20. *The existing system for government assistance towards the capital cost of new buildings, furniture, equipment and major repairs is regarded as satisfactory. The facility granted to non-profit making private schools of loans for a maximum period of 21 years subject to payment of interest should be extended to sponsors of aided schools*

in addition to continuing the present scheme for restricted interest free loans repayable over eleven years in approved cases.

As regards the first sentence of this recommendation we do not consider that the existing system of government interest-free loans towards the capital cost of new aided school buildings is entirely satisfactory, since it imposes upon the parents of children attending new schools, during the first eleven years of the schools' existence, the burden of repaying the loans through increased fees. We consider that at the primary level, the building of schools as part of rehousing schemes will largely eliminate this burden. At the secondary level we make proposals in paragraphs 60 and 61 of this Report for the inclusion of an element in government and aided school fees for a secondary school development fund which should enable sponsors of approved aided secondary schools to receive an 80% grant towards the cost of constructing new aided schools approved by the Government. As long as the existing system of assistance continues we endorse the second sentence of this recommendation but advise that the interest charges must not be passed on to the Government directly or indirectly.

Chapter 7, page 27, Recommendation implicit in paragraph (12).

21. While the normal sick leave arrangements for teachers in aided schools are not so generous as those which apply in government schools, provision exists for special consideration to be given in hardship cases and it is not considered appropriate to recommend any change at the present time.

We wish to draw attention to this recommendation which does not appear in the summary of recommendations. We note that, in practice, except in cases of tuberculosis, teachers in aided schools enjoy almost the same sick leave arrangements as teachers in government schools subject to medical advice and the approval of the Director of Education. We agree with the Commissioners' view but recommend that the normal entitlement of teachers in aided schools to sick leave, as applied in practice at the discretion of the Director of Education, should be set down in detail in the projected unified code of aid.

Chapter 7, page 29, Recommendation (3).

22. A revised scheme of sick leave with pay for teachers in aided schools found to be suffering from tuberculosis is recommended.

Chapter 7, page 29, Recommendation (4).

23. *The subsidy payable in respect of 'Other Charges' which is calculated on a per capita basis should be related to estimated numbers at the commencement of the school year and the block sum should be adjusted only if actual enrolment varies by more than 10%.*

We agree with this recommendation subject to amending the word 'adjusted' to 'reviewed'. We consider that the Director of Education must have discretion in approving per capita 'Other Charges' for developing schools and for small schools particularly in the New Territories.

Chapter 7, page 29, Recommendation (5).

24. *Insurance premiums and special charges should be regarded as covered by the payment for 'Other Charges'.*

Chapter 7, page 29, Recommendation (6).

25. *The amount of the per capita rates should reflect levels of actual expenditure and should be reviewed at three or five yearly intervals.*

We agree with this recommendation and consider that the amount of the per capita rates should be reviewed at three yearly intervals. We note that these per capita rates were introduced in 1961 and consider that they should be reviewed as soon as possible. However, in regard to insurance premiums against fire paid by aided schools, we recommend that only half the cost of such premiums should be taken into account in assessing per capita 'Other Charges'. The other half of the insurance premium should, as at present, be the sole responsibility of the school managements. (Paragraphs 32 of the Grant Code and 25A of the Subsidy Code refer).

Chapter 7, page 29, Recommendation (7).

26. *The need for higher per capita rates in respect of secondary technical schools should be examined in the manner suggested.*

We agree that higher rates of subsidy for secondary technical schools are probably justified and we also agree that it may well take a year or two of experiment before the optimum level of aid can be determined and reduced to a formula for long-term needs. The Commissioners' recommendations for the interim period imply, however, that the actual expenditure by schools should be automatically reimbursed by the Government. We suggest that the level of expenditure and the amount of aid should be matters of negotiation between the schools and the

Department at frequent intervals for the next few years, until the right levels can be predetermined with some degree of confidence.

Chapter 7, page 29, Recommendation (8).

27. Each aided school should assess the eligibility of every parent for fee remission (where this is requested) on similar lines based on a procedure prescribed by Government. The allowance for remissions reflected in the financial assistance to each school should be the actual amount of fees remitted up to the prescribed maximum.

We agree with this recommendation and advise that the Education Department should discuss with the schools a suggested formula for remission, based on family income and size of family, in order to ensure, as far as possible, that a common policy is adopted in this matter.

Chapter 7, page 29, Recommendation (9).

28. The use of subscriptions or Tong Fai income for 'Other educational needs' should be as approved by the Director of Education.

We do not agree with this recommendation because it involves one small amendment in a Code which is in any case due for radical and extensive amendment in order to implement many other recommendations in the Report. Until this detailed amendment of the two Codes has been made and accepted, we prefer to maintain the status quo in relation to Tong Fai expenditure.

29. The Commission's recommendations regarding grant-in-aid, and our comments thereon, are based on the assumption that the new unified Code of Aid, to be formulated, will embody the same principles of aid as the present Grant and Subsidy Codes. These principles comprise three elements: a grant in respect of staff salaries, a per caput contribution to certain 'Other Charges' and a 50% grant towards other approved expenditure of a non-recurrent nature. We understand that this third element forms a fairly substantial portion of the grant and is subject to detailed negotiation between School Authorities and the Education Department each year. Uncertainty as to which items will be approved, and at what levels of expenditure, can be extremely frustrating to School Managements and the present system is becoming increasingly difficult to administer with the ever-increasing number of aided institutions. We consider, therefore, that when the present codes are revised and unified, the opportunity should be taken to examine how far the whole of the main grant to schools can be reduced to a formula, leaving

only major items of maintenance for separate negotiation to be financed from capital rather than recurrent funds.

30. It is thought that this could be achieved either by extending the system of capitation grants or by means of a formula related to approved staffing costs. The latter method takes into account the most variable item of a school's budget, namely, staff salaries, whereas a capitation grant cannot do this with any accuracy. If one or other of these systems were introduced, it would be simpler to administer, the schools would know well in advance what income from all sources they were likely to expect, and, incidentally, there would be no need to maintain separate accounts of private revenue and expenditure arising from Tong Fai and other subscriptions. A single set of accounts listing all sources of revenue and all items of expenditure approved by the school authorities would probably suffice for all practical purposes. We comment further on alternative methods of calculating aid to schools in paragraphs 237 and 238.

PRIVATE SCHOOLS

Chapter 8, page 34, Recommendation (1).

31. *The existing scheme of aid to teachers in selected non-profit making private secondary schools should be extended.*

Chapter 8, page 34, Recommendation (2).

32. *If found necessary the scheme for assisted places in Private Secondary Schools should be extended.*

Chapter 8, page 34, Recommendation (3).

33. *The proposed scheme for assisted places in Private Primary Schools should be implemented and extended.*

We agree with this recommendation but advise that the proposed scheme should be implemented only in accordance with a well-considered and approved plan for the provision of such assisted places.

Chapter 8, page 35, Recommendation (4).

34. *The scheme of assistance on a classroom basis to certain non-profit making secondary schools should be extended to additional secondary schools and also applied to selected non-profit making primary schools.*

Chapter 8, page 35, Recommendation (5).

35. *Special consideration should be given to a scheme of financial assistance to rooftop non-profit making schools in resettlement areas.*

We appreciate the difficulties under which many rooftop non-profitmaking schools are operating, but are unable to support a recommendation that these schools should be singled out for special treatment, since many other schools, both inside and outside resettlement areas, are operating under equally difficult conditions. We advise that selected rooftop non-profit-making schools should be eligible for assistance from the Education Department under the various schemes of aid approved for private primary schools, provided that all the conditions, under which such assistance is normally given, are complied with.

Chapter 8, page 35, Recommendation (6).

36. *The system of registration of private schools should be strengthened and recognized schools of good educational standards and adequate salary levels should be named as Approved Private Schools.*

We agree in principle with this recommendation and note that it falls into two parts. We comment more explicitly upon each part below:

(a) *The system of registration of private schools should be strengthened.*

We advise that consideration be given to amending the Education Ordinance to enable the Director of Education to register private schools provisionally as soon as he is satisfied that the proposed managers are likely to form a satisfactory management committee and that the proposed premises are structurally safe and free from undue fire risk. Such provisional registration should not prejudice the Director's power to refuse final registration, but should enable him to establish rapid control over schools while details connected with the school premises, organization, curriculum and teaching staff are dealt with.

(b) *Recognized schools of good educational standards and adequate salary levels should be named as Approved Private Schools.*

We are in some doubt as to the feasibility of implementing this part of the recommendation, and are doubtful also of the suitability of the nomenclature used. However, we advise that careful consideration should be given to it and favour the following procedure as a basis for implementation.

(i) The scheme should be essentially voluntary in that schools should invite inspection and recognition.

- (ii) On application from schools, the Education Department should undertake the duty of designating suitable private schools as 'Approved Private Schools' or awarding such other designation of approval as may be considered appropriate.
- (iii) Standards of school accommodation, organization, equipment, quality and conditions of service for teaching staff in approved private schools should be such as to guarantee to the fee-paying public satisfactory educational standards in the schools concerned.
- (iv) In order to make the scheme administratively feasible, it seems likely that it will need to be restricted to secondary schools in the first instance.

Chapter 8, page 35, Recommendation (7).

37. The processes of scrutiny of applications for increased fees in private schools should be strengthened.

We sympathize with the intention underlying this recommendation, but consider that the existing degree of control is all that is practicable in present circumstances. In any case we believe that this problem is likely to solve itself as greater facilities become progressively available in the public and non-profit-making sectors. As alternative facilities are made available parents are unlikely to patronize institutions in which they do not feel they are receiving reasonable value for their money. A parallel difficulty, of course, arises when private school fees are fixed so low that it is impossible to pay teachers adequate salaries and thus to recruit and retain the services of teachers of adequate ability and qualifications.

Chapter 8, page 35, Recommendation (8).

38. Consideration should be given to means of ensuring greater security of tenure for rented private schools.

Chapter 8, page 35, Recommendation (9).

39. Consideration should be given to means of permitting owners of private schools to pay Government for land by instalments (plus interest) and to the making of Government loans repayable at market interest rates for costs of construction of private schools.

We agree with this recommendation and note that it falls into two parts on which we make certain comments.

(a) Consideration should be given to means of permitting owners of private schools to pay Government for land by instalments (plus interest).

We advise that more sites should, if possible, be made available to private schools in areas where private schools are likely to operate successfully.

(b) Consideration should be given to the making of Government loans repayable at market interest rates for costs of construction of private schools.

We agree with this in principle, should it prove to be necessary, subject to close control by the Education Department of fee levels in such schools.

ADMISSION OF PUPILS

Chapter 9, page 38, Recommendation (1).

40. Steps should be taken to discourage and, if possible, to prevent examinations in attainment for children applying for entry to a primary school.

Chapter 9, page 38, Recommendation (2).

41. Places in government and aided schools should be allocated in sufficient time to allow private schools to settle their annual entry.

Chapter 9, page 38, Recommendation (3).

42. Research should be undertaken into the practicability of assessing potential as well as attainment before reaching a final decision on the allocation of places in secondary schools.

We note that this recommendation is closely connected with Recommendation 12 of Chapter 26, page 101 of the Report, that

'A post needs to be established under the Chief Inspector of an officer in charge of research and guidance.'

We were informed that, since the visit of Dr. D. L. ARNOLD, a psychometrist appointed to Hong Kong for the academic year 1962-63 under the auspices of UNESCO, two officers of the Education Department have been conducting applied research in this field in addition to their normal duties. We have discussed generally the question of applied educational research in Hong Kong and have concluded that a centre for various forms of applied educational research should be established under the Education Department. Meanwhile we endorse the proposal that a post for an officer in charge of research and guidance to investigate

methods of selection and ascertainment should be established under the Chief Inspector of Schools. We agree with the Commissioners that this post should be a Senior Education Officer post and consider that at least one additional professional officer will be needed for this work.

Chapter 9, page 38, Recommendation (4).

43. Steps should be taken to reduce the private entry in aided schools to 10% subject to special arrangements operating only in the older established school where greater discretion has hitherto been allowed. In such schools the maximum should be limited to 30%, the additional 20% being required to pay a fee approaching the full economic cost of a school place.

We agree in general with this recommendation and comment on it in paragraphs 62 to 64 in the section of our Report dealing with fees in secondary schools.

Chapter 9, page 38, Recommendation (5).

44. Action should be taken to eliminate over-age children in primary schools by imposing a strict limitation on children repeating a year in the same class and by an amendment in the regulations for aided schools.

We agree with this recommendation and note that its implementation, if accepted, will require amendment to the Grant Code, Section XVII and to the Subsidy Code, Section XV.

Chapter 9, page 38, Recommendation (6).

45. Children should not enter a secondary school at such an age as to necessitate their remaining at school over the age limit of 20 years.

In this context, we understand 'secondary' to mean Forms I to V inclusive. We agree with this recommendation insofar as government and aided schools are concerned. Whilst we agree that in the interests of greater efficiency private schools should be encouraged to adopt a similar policy, we recognize that private schools have a particular place in catering for the needs of certain pupils whose educational progress has been delayed or interrupted for one cause or another. We are unable, therefore, to endorse the recommendation implicit in the final sentence of paragraph 11 Chapter 9 that the Education Ordinance should be amended to provide the necessary legal sanction to enforce the recommendation in private schools.

FEES IN SCHOOLS

Chapter 10, page 43, Recommendation (1).

46. *The school fees charged in government and aided primary and secondary schools should be increased.*

We first deal with this recommendation as it affects fees in government and aided Chinese and Anglo-Chinese primary schools.

PRIMARY SCHOOL FEES

47. The Commissioners were not, by their terms of reference, required to advise on any change of educational policy, but a rapid expansion of public primary education, i.e., of places in government and aided primary schools, is implicit in their recommendation. We, on the other hand, have been specifically asked to advise on the extent to which the Government should provide for primary education in government and aided schools. In paragraphs 233 to 236 of our Report we urge the Government to accept a policy of progressively expanding public primary education so that, eventually, all children of primary school age who wish to attend government and aided schools may do so, and in conformity with this policy we have recommended a seven-year primary education development programme. It is in the context of this advice and recommendation that we have considered the proposed increase of fees in public primary schools.

48. We must state at the outset that we have found it extremely difficult to decide what advice to tender on this highly controversial topic. We are, of course, aware that public comments on this particular recommendation have been more numerous than on any other single topic and overwhelmingly against its implementation. Most of the arguments against raising the primary school fees have stressed the hardship that would be imposed upon the poorer sections of the community particularly on families with several children of school age. This argument is valid. So long as fees exist, there will always be some parents who are unable to pay them, and that number will increase if the level of fees is raised. On the other hand it is equally true that very many parents would be able to bear the suggested increases. In fact nearly half the parents in the Colony are unable to secure places for their children in government or subsidized schools and have for years been paying fees much higher than those now proposed. Moreover, cases of hardship could, as the Commissioners suggest, be reduced or eliminated by a more generous allocation of free places.

49. The present position in primary schools is that, largely by chance, 60% of the pupils receive a sound education at comparatively low fees, whereas others have to pay very much higher fees for what is not always a comparable education. This situation is inequitable and unsatisfactory. In considering the question of fees, therefore, we were bound to examine how far an increase in fees would tend to modify or eliminate the inequalities and injustices of the present system, since in all our discussions we have assumed that any savings on government expenditure achieved by this means would be applied directly or indirectly to expanding the system of subsidized primary education. We illustrate the point by commenting that if the fees recommended by the Commissioners had been applicable today, when enrolment in public primary schools is about 320,000, at least an additional \$10 million would have been available for the further expansion of subsidized primary education. When the enrolment in such schools reaches 518,000 an additional \$16 million would become available and when the enrolment reaches 619,000 at least \$20 million, or about 10% of the estimated recurrent expenditure from public funds on primary education, would become available for the expansion of subsidized primary education. Moreover, on the question of hardship some 32,000 pupils are now eligible for free primary education in public schools. If revised percentages for fee remissions had been adopted along with increased fees, 48,000 would be so eligible today and by 1970-71 some 93,000 pupils would be so eligible if the policy we advocate for the expansion of public primary education is adopted.

50. Nevertheless, there are cogent arguments against an increase in primary school fees. Such a step may seem retrograde if primary education is regarded as a right to be enjoyed by all children and particularly as we unanimously agree with the Government's declared policy that the ultimate aim should be the provision of free primary education for all children. There is throughout the world in both developed and developing countries a growing tendency to regard the provision of free primary education as an aim of the highest priority in social policy and to take positive measures to achieve it. Even if the raising of school fees is used as means of hastening the attainment of universal primary education with moderate fees as an interim stage in the development of free primary education, such a step would not, we believe, be readily understood within the Colony, and much less so by the world at large.

51. Whilst acknowledging that a reduction in the net cost of subsidized education by an increase in fee revenue would assist the finan-

cing of a programme of expansion, we feel we must advise against any increase in the present approved standard fees and we urge the Government most strongly to look to sources of revenue other than increased fees to finance such a programme.

52. We have also given consideration to the present arrangement under which the standard tuition fee for government and aided schools in rural areas is fixed at \$10 per annum, whereas the standard urban fee is \$50. It is clear that a growing number of areas which have been intensely developed in recent years no longer really qualify for the highly preferential treatment accorded to rural schools. In order to facilitate the transition from rural to urban status, we recommend the introduction of a third classification which might be applied to rapidly developing areas for a given number of years prior to the application of the full standard urban fee. For this purpose we suggest a suburban fee of \$30 per annum.

53. Finally, since we are concerned with the development of a system of public primary education open to all children we recommend that the inclusive fee approved for fully subsidized primary schools should not normally exceed the standard fee by more than \$30 p.a., \$20 p.a. and \$10 p.a. for urban, suburban and rural schools respectively. In making this recommendation we appreciate that higher maximum fees may temporarily be necessary in schools which have or may incur loan repayment commitments and we suggest that, exceptionally, a small number of schools might be permitted to charge higher fees on a more permanent basis provided a reduction in the government subsidy is one of the conditions for permitting such a fee.

SECONDARY SCHOOL FEES

54. At the present stage in Hong Kong's development we do not consider that the objections to raising public primary school fees apply to the fee increases recommended by the Commission for government and aided secondary schools, provided the level of remissions is such that no pupil who has qualified for a place in these schools is unable to take up the place because of the fee charged.

55. We advocate, however, the development of a widespread system of public primary schools in which the fees charged shall not normally vary to any great extent whether the school is a government or aided school. We now recommend that government policy should aim at de-

veloping a similar system of public secondary schools, albeit a system restricted in extent for the time being largely for financial reasons.

56. In considering the question of the tuition fee to be charged in public secondary schools we have been particularly concerned with the differences which exist between government schools on the one hand and aided schools on the other. This factor, we think, is of special importance, in the light of the fact that more than half of the public sector of secondary education consists of aided schools and also of our recommendation in paragraph 16 that future development of secondary education should be mainly in the aided sector.

57. We have noted that whereas the tuition fee (at present \$320 per annum) is the maximum which any parent is required to pay for a pupil in a government school, a higher inclusive fee is generally charged in aided schools. The amounts to be paid in excess of the tuition fee are required for one or more of the following reasons:

- (a) for the repayment of loans incurred in connexion with the building of or extensions to the school;
- (b) to meet the cost of the school's share of items of equipment, etc., for which a percentage grant is received from the Government;
- (c) to provide additional facilities in the school, to meet the cost of additional items of equipment or of maintenance for which no government grant is available, or to finance schemes for the benefit of staff to improve their conditions of service.

Expenditure under (a) and (b) above generally falls into the category of inescapable commitments or expenditure of an essential nature, while expenditure under (c) might, perhaps, include items which though desirable are not absolutely essential.

58. The actual amount of this additional fee varies considerably between different schools, but we are advised that at the present time about \$60 per pupil per annum is probably needed to cope adequately with expenditure under (b) of paragraph 57 above.

59. If the places in the public sector of secondary education in both government and aided schools are to be filled in the main by a common system of competitive entry, as we have recommended in paragraph 43 of our Report, we are strongly of the opinion that the fees to be charged in these schools should not vary significantly. The existence of a fee in any particular school or schools which is substantially higher than the general level, while acceptable in the private sector, is, we consider,

inconsistent with the concept of a public system based on a Colony-wide scheme of competitive entry.

60. We therefore consider that steps should be taken to eliminate, so far as possible, the main causes which give rise to these fee differences, and make the following recommendations:

- (a) that \$20 of the standard fee in all government and aided secondary schools should be treated as a contribution towards that part of the capital cost of future new buildings which would otherwise have been passed on to certain parents by way of subscriptions or tong fai, and, furthermore, that this contribution should be waived temporarily in the case of those aided schools which are in the process of repaying government loans and where parents are already called upon to pay a contribution of \$20 or more, until such time as the existing loan has been repaid;
- (b) that the main recurrent grant to all aided schools, by whatever method or formula it may be calculated, should be sufficient together with the income derived from the standard fee to ensure that the full cost of a reasonable standard of education may be provided in such schools, and that this standard should be broadly the same for both government and aided schools;
- (c) that, except with the authority of the Director, after consultation with the Board of Education, no aided secondary school should be permitted to charge a fee which is more than \$60 above the standard fee for Forms I to V and \$100 above the standard fee for VIth Forms, except those schools which are in the process of repaying a government loan. Such schools should, we suggest, be permitted to charge an additional fee equal to the actual amount of the loan repayments less \$20.

61. If the above recommendations are accepted by the Government, we further recommend that the standard annual fee for secondary grammar schools should be raised to \$400 (inclusive of a capital element of \$20) for urban schools, \$300 (including a capital element of \$15) for suburban schools and \$200 (including a capital element of \$10) for rural schools. Subject to our observations below, we consider that these increases should take effect from 1st September, 1965.

- (a) We feel that when a rural secondary grammar school is reclassified as a suburban school the fee in excess of the rural fee should be introduced over a period of years, and we make

a similar recommendation regarding the increase of fees for secondary technical schools in paragraph 70.

- (b) To implement the increase in fees in some aided secondary grammar schools may also present a particular problem because our proposal in sub-paragraph 60(c) to limit the maximum fee payable in aided schools is related to the proposal in subparagraph 60(b) to revise the principle in accordance with which recurrent grants are calculated. Thus some aided schools may be faced with the alternative of requesting permission to charge higher than the maximum fee permitted or of running into financial difficulty, until the codes of aid have been revised. In order to avoid too frequent changes in aided school fees and notwithstanding sub-paragraph 60(c), we recommend that the Director of Education should have discretion to waive, for the purpose of calculating recurrent aid, up to \$60 p.a. of the standard fee for aided secondary grammar schools until such time as substantial agreement has been reached on amendments to the codes of aid.

62. Chapter 9 of the Education Commission Report, dealing with admission, recommends that the main entry to all government and aided secondary schools should be through the Secondary Schools Entrance Examination, but that an approved private entry not exceeding 10% should be permitted. It further recommends that if any of the older established aided schools wishes to retain a system of private entry in excess of 10%, such excess pupils should not exceed a further 20% and they should be required to pay a fee 'approaching the full economic cost.'

63. At this point we wish to define 'an approved private entry not exceeding 10%' as discretion to fill 10% of Form I places since, in the interests of children leaving the primary schools, we consider that at least 90% of Form I places should be filled on the results of the Secondary Schools Entrance Examination.

64. We consider that a private entry in excess of 10% is undesirable in principle since a 10% private admission should provide adequately for children who, for acceptable reasons, have not taken part in or have not qualified for a place through the Secondary Schools Entrance Examination or who are permitted to repeat Form I studies. On the other hand, bearing in mind the long-standing practice in the older established aided secondary schools, we recommend that a reasonable transitional period should be allowed to such schools during which they

should be permitted a private entry in excess of 10% but not more than 30% of total entry. After this period any private entry in excess of 10% should be eliminated unless a review shows that there are strong grounds for continuing a system of unsubsidized admissions in excess of 10%. We also recommend that during this transitional period there should be no subsidy in respect of pupils admitted privately in excess of 10% and that the Governors of such schools should have discretion during this period as to whether their deficit in respect of loss of grant should be made good by a special fee for such pupils or in some other way.

65. We endorse the Commission's recommendation that the standard fee for VIth Forms should be \$450 per annum.

Chapter 10, page 43, Recommendation (2).

66. *The basis of assessment of liability to pay should be slightly amended.*

We endorse this recommendation and advise that, to ensure reasonable uniformity of standards for remission of fees, the Education Department should invite representative Heads of Schools to discuss the standards to be adopted. The existing government schools remission procedure might be used as a basis for discussion.

Chapter 10, page 43, Recommendation (3).

67. *The overall permitted limits of remission will probably need to be increased if school fees are raised.*

- (a) We have advised against any increase in government and aided urban and rural primary school fees, and if our advice is accepted we consider that it should not be necessary to raise the permitted level of fee remission.
- (b) As regards secondary schools we agree with the increases in the overall permitted limits of fees remission proposed by the Commission. If, however, our proposal for including a capital element of \$20 in the standard secondary school fee is approved, we consider that this element of the fee should be remitted only in most exceptional circumstances.

Chapter 10, page 43, Recommendation (4).

68. *Immediate and subsequent increase of fees in secondary modern and secondary technical schools.*

We consider that the words 'Immediate and subsequent increase of fees' should be amended to read 'Increase of fees after due notice to parents'. We feel, however, that it should be possible to give such notice in time for recommended fee increases to become effective from 1st September, 1965.

69. We agree that the tuition fees for urban and rural secondary modern schools should be raised to \$200 per annum and \$100 per annum respectively.

70. As regards fees in secondary technical schools, we recommend later in our Report that these schools should retain their distinctive characteristics for the time being. We note that the schools now offer to all their pupils a five-year course leading to the English School Certificate Examination and opportunities similar to those of pupils entering the secondary grammar schools. Their pupils are admitted on the same basis of competitive selection through the Secondary Schools Entrance Examination and we can find no justification for continuing the practice of charging fees lower than those in the secondary grammar schools: a practice justifiable in the past because a considerable proportion of secondary technical school pupils were required to leave school after the third year of education and were expected to become apprentices. We recommend that fees in urban and rural secondary technical schools should be increased to \$200 p.a., and \$100 p.a. in September, 1965, but agree that, thereafter, over a period of years the fees in secondary technical schools should be brought into line with those recommended in paragraph 61 for secondary grammar schools.

Chapter 10, page 43, Recommendation (5).

71. *A special fee should be payable for pupils in new Form I (and subsequently Form II) which provide the first stage of secondary education.*

We do not consider it appropriate to vary the level of fees in government and aided schools before the stage of selection for secondary education or, indeed, during any distinct phase of education. While, therefore, we agree that the fee proposed by the Commission of \$200 p.a., subject to a permitted remission limit of 35%, would be appropriate for Special Forms I, we consider that the standard primary school fees should apply throughout the education course preceding selection for secondary education. We comment further on this point in paragraph 254.

Chapter 10, page 43, Recommendation (6).

72. School fees in New Territories should be increased, subject to a higher permitted limit of remission if deemed necessary.

In making this recommendation, the Commissioners are concerned with government and aided primary school fees in rural areas. We have advised against any increase in such fees.

Chapter 10, page 43, Recommendation (7).

73. Consideration should be given to charging urban school fees to families residing in the more urban parts of the New Territories.

In paragraphs 52 and 61 above, we have recommended fees for primary and secondary schools in semi-urban or suburban districts.

Chapter 10, page 43, Recommendation (8).

74. Government should review the fees to be charged in certain schools requiring special consideration.

We have examined the list of schools concerned and consider that special consideration will still need to be given to the pupils in the majority of the schools listed. We advise, however, that this assistance to needy children should be given by raising the permitted level of fee remission rather than by approving special fees lower than the standard fees.

PROVISION OF EDUCATION FOR ENGLISH-SPEAKING CHILDREN

75. We are required by our terms of reference to examine and advise on the recommendations of the Working Party on the Provision of Education for English-speaking Children which appear as a summary of conclusions on pages 18-19 of Appendix 15 to the Education Commission Report. In this section of our Report we list these conclusions together with any observations of the Commissioners about them, and comment where necessary.

Appendix 15, page 18, Summary of Conclusions (1).

76. There is a need to provide education for children who by reason of their non-local background cannot be expected to attend schools which do not take account of their overseas origin and of the fact that their future lies outside Hong Kong.

Appendix 15, page 18, Summary of Conclusions (2).

Within this group of children there should be no distinction between those from British and Commonwealth countries and those from other countries.

Chapter 11, page 47, Observation of Commission on Summary Nos. 1 and 2.

We agree with the views expressed in the majority report that there should be no distinction between children from British and Commonwealth countries and those from other countries.

Appendix 15, page 18, Summary of Conclusions (3).

The education provided should be similar in content and method to that available in state schools in Britain.

We consider that residence should be the qualification for benefiting from the opportunity of provided education and that all Hong Kong residents should have such opportunity for their children, just as Hong Kong citizens resident abroad in many countries receive similar benefits. We agree that the general system of education provided for Chinese-speaking children does not meet the special requirements of overseas parents. In the special circumstances of Hong Kong, where the majority of overseas parents are British and where many other overseas parents appear satisfied with the British system of education, we agree that education provided for English-speaking children should be similar in content and method to that available in state schools in Britain.

Appendix 15, page 18, Summary of Conclusions (4).

77. In default of other agencies and in the light of historical fact, Government should continue to provide educational facilities for these children.

We note as an 'historical fact' that in the past at least one of the existing aided schools in Hong Kong became for a period a school for the education of English children. In conformity with our recommendations in paragraphs 7 and 16 we consider that the future expansion of provided education for all children should preferably be through aided schools and that new government schools should be established only in special circumstances.

Appendix 15, page 18, Summary of Conclusions (5).

78. The number of children in a class should not exceed 40 in the junior schools and 35 in the secondary schools.

Appendix 15, page 18, Summary of Conclusions (8).

The teachers should as a general rule speak English as their first language, and should have been educated and trained in a European environment.

Appendix 15, page 18, Summary of Conclusions (10).

The age of entry should continue to be 5, and all children should be given the opportunity of secondary education for five years or until they reach the age of 16.

Chapter 11, page 47, Observation of Commission on Summary No. 8.

The teaching of English should be undertaken by teachers for whom this is their first language and, in general, an education and training in a European environment is desirable for all teachers in schools for English speaking children.

Chapter 11, page 47, Observation of Commission on Summary No. 10.

The age of entry should be raised from five to six and all children should be given the opportunity of secondary education until they reach the age of sixteen.

We group these recommendations and observations together because they refer to the features of the schools for English-speaking children which set them apart from the schools provided for Chinese-speaking children, and make the per capita recurrent cost higher than the per capita recurrent cost of schools provided for Chinese-speaking children. These features are mainly the size of classes, and the employment of overseas teaching staff.

79. At this point, in view of what would appear to be widespread misinformation about the English schools, we wish to stress that there is no racial bar to admission to these schools which are open to all children with a sufficient command of the English language to profit from the education provided and which are the most truly international schools in Hong Kong.

80. As regards the size of classes we note that it is the aim in Britain to eliminate all classes of more than 40 pupils in the state primary schools and all classes of more than 30 pupils in the state secondary schools. We appreciate the educational desirability of limiting the number of pupils in classes but, later in our Report, we feel compelled to recommend that classes in primary schools provided for

Chinese-speaking children should continue for the time being to consist of 45 pupils, and we note that classes in secondary schools provided for Chinese-speaking children normally consist of 40 pupils. We hope that classes in primary schools for Chinese-speaking children will be reduced to 40 as soon as practicable. We do not consider, therefore, that there is any merit in insisting that classes in Junior English schools, which are at present limited to 40, should be increased to 45 merely for the sake of uniformity. We are, however, unable to justify a deliberate policy of smaller classes in English schools unless the parents of children attending the schools, whatever their nationality, pay a fee which takes into account the higher costs resulting from smaller classes. We have based our recommendations about future fees for English schools on classes of 40 pupils at both primary and secondary level, but in the case of Junior English Schools the cost of the additional staff required to cater for classes of 40, instead of the standard class of 45, has been included as one of the elements determining the higher fee.

81. As regards the teaching staff in English schools, we agree with the Working Party on the provision of education for English-speaking children and note that the majority of teachers in these schools are married women recruited in Hong Kong. For the purposes of assessing fees we have used the following scheme of salary scales and allowances for teachers to be appointed in the future, but our figures do not take account of the interim salary award approved by the Government in 1964.

- (a) The salary structure we propose in paragraphs 125 and 126, i.e., the teacher's salary is regarded as a combination of the time-scale salary and any responsibility allowance payable.
- (b) The time-scale we propose in paragraph 130 for graduate teachers in schools for Chinese-speaking children together with overseas allowances of \$600 p.m. for men and \$450 p.m. for women teachers appointed on expatriate terms of service, such overseas allowances to be merged with any responsibility allowance later received;
- (c) A time-scale of \$900-\$1,400 p.m. for non-graduate women teachers recruited in Hong Kong together with an overseas allowance of \$450 p.m. for non-graduate women teachers recruited on expatriate terms of service, such overseas allowance to be merged with any responsibility allowance later received;
- (d) The responsibility allowances we propose in paragraphs 132 and 133 for schools for Chinese-speaking children.

82. As regards the minimum age of admission to Junior English Schools we agree with the Commissioners that in view of the action already taken in respect of Chinese primary schools, this should be raised by one year, and that pupils entering schools in September of any year should be due to attain the age of six years by the 31st December of the same year. Children admitted to Junior English schools should have the opportunity of six years of general education and five years of secondary education in accordance with the normal pattern of education we recommend in paragraph 252 for Chinese-speaking children.

Appendix 15, page 18, Summary of Conclusions (6).

83. *The school hours should be about 27 1/2 hours per week throughout the year, except for Junior Classes 1 and 2 where they should be about 24 1/2 hours per week.*

Appendix 15, page 18, Summary of Conclusions (7).

84. *The class-teacher ratio should be the same as in other government and aided schools.*

Chapter 11, page 47, Observation of Commission on Summary No. 7.

The class-teacher ratio in the schools for English speaking children should be the same as in other government and aided schools and we recommend 1.1 per class in the Junior Schools, 1.3 per class in the lower forms in King George V school and 1.6 in Secondary Forms VI.

In paragraph 114 of our Report we recommend staffing ratios for government and aided schools for Chinese-speaking children and consider that the staffing ratios recommended therein should be adopted in English schools.

Appendix 15, page 18, Summary of Conclusions (9).

85. *The English schools should continue to operate in one session.*

Appendix 15, page 18, Summary of Conclusions (11).

86. The following new schools should be built:

- (i) *a 24-classroom secondary school in the Wong Nei Chung Gap area immediately;*
- (ii) *a 12-classroom junior school in the Repulse Bay area immediately*
- (iii) *a 12-classroom junior school in the Ho Man Tin area by 1966.*

While not seeking to comment upon the recommended provision of new schools we feel that Government should not proceed to implement the recommendations contained in the report of the Working Party until the future need for additional school accommodation for English speaking children can be more accurately assessed.

We have already endorsed the recommendation contained in both reports that the Government should accept the responsibility for ensuring provision of this type of education at both primary and secondary levels according to the need. We consider, however, that as in other sectors of the public system, expansion should preferably be through aided schools.

87. We have noted the Commission's reservations about the immediate implementation of the earlier Committee's recommendations for expansion, but we understand that nothing has come to notice during the intervening 18 months to invalidate the Committee's assessment of the situation and there certainly appears to be an urgent need to make provision for further secondary places. We believe that additional provision on Hong Kong Island on the scale suggested is justified by the number of residents and would be much welcomed by them.

88. On the primary side we understand that in the intervening period the demand for places in Kowloon has so increased that Kowloon Junior School can no longer cope. We would, therefore, suggest that extensions to this school now have as great a claim for immediate attention as the provision of another school on Hong Kong Island.

Appendix 15, page 18, Summary of Conclusions (12).

89. *The demand for places should be reviewed at regular intervals.*

Appendix 15, page 18, Summary of Conclusions (13).

90. *The land area, the schedules of accommodation, and the building standards of the schools, insofar as the cost is met by Government, should be the same as for other similar types of government schools.*

We agree with this recommendation subject to the insertion of the words 'aided or' before the words 'government schools'. In our view there can be no objection to the provision of more costly educational facilities in these schools, which are open to all children of all races, provided the increased costs are not a charge on public funds.

Appendix 15, page 18, Summary of Conclusions (14).

91. *The cost of the additional advantages which these schools enjoy should be met by a reasonable increase in the school fee.*

Appendix 15, page 19, Summary of Conclusions (15).

The fees should be increased to \$600 p.a. for the junior schools and \$1,200 p.a. for the secondary schools, and the latter should be the same for all secondary forms, including Form VI.

Chapter 11, page 47, Observation of Commission on Summary No. 15.

The fees should be increased to \$700 p.a. for the junior schools and \$1,300 p.a. for the secondary school. The latter should be the same for all secondary forms, including Form VI.

Appendix 15, page 19, Summary of Conclusions (16).

Parents should be given at least one term's and preferably six month's notice of the increase in the school fees.

We note that the Working Party on the Provision of Education for English-speaking Children based their recommendations about fees in English schools on present salary scales for teachers and that widely divergent fees resulted from different calculations used in an analysis of existing costs in schools. The Commissioners appear to have modified the Working Party's recommendations in the light of their own proposals for increased fees in primary and secondary schools for Chinese-speaking children.

92. Our salary proposals will result in a comparatively greater decrease in recurrent expenditure on schools for English-speaking children than on schools for Chinese-speaking children. Nevertheless, the English schools will not conform to the normal pattern of provided schools and will continue to be more expensive than Chinese and Anglo-Chinese schools.

93. In our view the fees for English schools should be assessed in the light of this factor, and, as far as these can be estimated at the present time, we have considered the probable level of future costs in government and aided schools if all our recommendations are accepted. We have also assumed that the teachers in these schools will have length of experience comparable with that of teachers in Chinese and Anglo-Chinese schools. Having regard to the principle that the more

expensive education provided in English schools should not be a charge on public funds, we have concluded that:

- (a) Fees in Junior English schools should be raised to \$480 p.a. and recommend that this be done in two stages, in September, 1965 and September, 1966. This suggested fee is made up of the standard fee of \$50 plus the estimated additional recurrent cost of the special features of the schools, viz. \$430.
- (b) Fees in English secondary schools should be raised to \$1,000 p.a. for all Forms, by two stages in September, 1965 and September, 1966. This fee is made up of the recommended standard secondary fee of \$400 plus the additional cost of the special features of this type of school, viz. \$600.
- (c) A review of these fees should take place in five years' time, when the effect of our recommendations can be more accurately assessed.

94. It has been represented to us that Voluntary Agencies may well experience difficulty in providing this type of education at a standard comparable with existing government schools and at approximately the same fee, unless they can be assured of adequate subsidy in addition to their income from fees. In view of the fact that Voluntary Agencies will be entering into a new field of education, which up to the present has been entirely a government responsibility, we recommend that such schools should in the first instance be aided on a deficiency grant basis, i.e. on terms similar to those in the existing codes of aid, on the principle that the grant, whether at the primary or at the secondary level, should be adequate to ensure that the sponsors are able to provide an education of comparable standard to that obtaining in the corresponding government institutions at a fee which is the same or not substantially in excess of that charged in the government schools.

Appendix 15, page 19, Summary of Conclusions (17).

95. *There should continue to be provision for 10% free places in the junior schools, and 40% in the secondary schools, the latter being the same for all forms including Form VI.*

Chapter 11, page 47, Observation of Commission on Summary No. 17.

An appropriate procedure for assessment of ability to pay school fees in the schools for English speaking children should be introduced, based on the arrangements which apply for awards to pupils in the United

Kingdom. The assessment of fees payable should be administered centrally except possibly in the case of King George V school.

We appreciate that the per capita recurrent subsidy from public funds to pupils in government and aided schools depends on the extent to which the fee income offsets the cost of operating the schools, and that the fee income depends upon the level of fees, the extent to which maximum enrolment is achieved, and any approved scheme for remission of fees. We further appreciate that, whereas applications for fee remissions are at present negligible in English schools, a considerable rise in such applications will almost certainly occur if our proposals for fees are accepted.

96. In recommending fees for English schools we have been concerned with the principle that the more expensive education provided should not be a charge on public funds. It is, however, inevitable that when a comparatively high fee is prescribed for a particular type of education undue hardship may arise for individual parents unless an adequate scheme of fee remissions is approved. In the absence of reliable information, based upon experience, of the ability of parents to pay the fees proposed we suggest the following scheme of fee remissions:

- (a) in Junior English schools, maximum remission of fees up to 9% of the total fee income;
- (b) in English secondary schools, maximum remission of fees up to 27% of the total fee income.

97. As regards the procedure for fee remissions, we consider that the Education Department should draw up a suitable proforma for assessing the ability of parents to pay school fees and that, as in the case of schools for Chinese-speaking children, the Heads of schools should be responsible for recommending actual fee remissions.

Appendix 15, page 19, Summary of Conclusions (18).

98. *Professional advice should be obtained on the introduction and maintenance of cost records for both English and other schools at both primary and secondary levels.*

Chapter 11, page 48, Observation of Commission on Summary 18.

We agree with the views expressed by the Working Party regarding the necessity for the introduction and maintenance of cost records. We also agree with the views of the Government Statistician as to the need for the development of adequate basic statistical data. These support

the recommendations which we make in Chapters 27 and 26 of our report for the installation of a centralized system of automatic data processing and the appointment in the Education Department of a Statistical Officer.

Appendix 15, page 19, Summary of Conclusions (19).

99. *Insofar as they provide places for children who might otherwise have to be accommodated in these schools, projects such as that sponsored by the St. John's Cathedral Council should be assisted by grants of land and loans for capital expenditure.*

We consider that sponsors of schools for English-speaking children should be eligible for the same forms of aid toward the construction of schools as the sponsors of schools for Chinese-speaking children.

Appendix 15, page 19, Summary of Conclusions (20).

100. *There is no immediate possibility of setting up English schools under separate Boards of Trustees with Government assistance being limited to a form of subsidy.*

We agree with this conclusion insofar as existing government English schools are concerned, but consider that the aim of limiting government assistance to a form of subsidy will be achieved in future schools if our recommendation is accepted that the expansion of the system of English schools should preferably be through aided schools.

Appendix 15, page 19, Summary of Conclusions (21).

101. *Consideration should be given to the introduction of Chinese as part of the curriculum of these schools.*

SCHOOL ACCOMMODATION AND EQUIPMENT

Chapter 12, page 50, Recommendation (1).

102. *Encouragement should be given to the use of rural areas in the New Territories for recreation and field studies.*

Chapter 12, page 50, Recommendation (2).

103. *Generous provision should be made for playing fields in the planning of the newly developing areas.*

Chapter 12, page 50, Recommendation (3).

104. *Standards to secure registration of private schools should be raised as soon as the general accommodation situation permits.*

Chapter 12, page 50, Recommendation (4).

105. *The entry to the larger schools should be increased by using some of the specialist rooms as form bases.*

We are doubtful whether any increase in enrolment on the lines suggested in this recommendation is possible in existing schools without, at the same time, increasing the provision of specialist accommodation to cater for the increased number of students in the schools. We advise that the Government should consider redesigning the standard plan for government secondary schools with a view to achieving greater economy by using some specialist rooms as form bases. Similarly, consideration should be given to adapting existing school buildings for the same purpose.

Chapter 12, page 50, Recommendation (5).

106. *Aided schools should be permitted and encouraged to provide a high standard of finish in school buildings in order to reduce subsequent maintenance costs.*

We accept the importance of a reasonably high standard of finish in both government and aided schools as a measure to reduce maintenance costs, and we advise that government and aided school buildings should conform to the same standard of finish.

Chapter 12, page 50, Recommendation (6).

107. *Reference and fiction libraries should be established in all secondary schools and special financial provision be made for their formation and for the annual cost of replenishment.*

Chapter 12, page 50, Recommendation (7).

108. *A rotary duplicator should be accepted as a standard item of equipment in all government and aided schools.*

RESETTLEMENT ESTATES AND AREAS

Chapter 13, page 53, Recommendation (1).

109. *Experiments should be undertaken in the Resettlement Areas in methods of tackling the problem of malnutrition.*

We are deeply sympathetic with the sentiment underlying this recommendation, but we feel that the recommendation is outside the scope of the broad educational considerations which form the subject of the

rest of the Education Commission Report. We do not consider that the Education Department is the appropriate authority to enquire into, or deal with, problems of malnutrition.

Chapter 13, page 53, Recommendation (2).

110. *The planned five or six-storey school annexes in the new resettlement blocks should include a covered area to serve both as assembly hall and covered playground.*

We are informed by the Director of Education that this recommendation has, in fact, been accepted by the Government during the period between the visit of the Commissioners and the publication of this Report.

SCHOOLS IN THE NEW TERRITORIES

Chapter 14, page 55, Recommendation.

111. *Plans should be made for the necessary provision of places for a full secondary education to meet the developing needs of the area.*

STAFFING RATIOS

Chapter 15, page 57, Recommendation (1).

112. The Inspectorate and Teacher Training Colleges should pursue an active policy with a view to securing a reduction in the volume of written work and testing in schools.

We agree with this recommendation but we also appreciate that the written Chinese Language raises special problems in that it requires frequent practice in the writing of characters and very great care in their correction. In this connection we note with interest that the Hong Kong Council for Educational Research is at present carrying out research into the teaching of the Chinese Language in Hong Kong.

Chapter 15, page 57, Recommendation (2).

113. *The size of classes in primary schools should be reduced from 45 to 40.*

We fully endorse the desirability of reducing the size of classes in primary schools as a means of improving the quality of the education provided but advise against the implementation of this recommendation until the opportunity for education in government and aided primary schools is far greater than at present.

Chapter 15, page 57, Recommendation (3).

114. *The staffing ratios should be revised as follows:*

- (a) *Primary Classes*1.1 *teachers per class.*
- (b) *Secondary Classes.*
 - (i) *Forms I-V and Junior Middle I*
to Senior Middle III1.3 *teachers per class.*
 - (ii) *Forms Lower VIth and Upper VIth*1.6 *teachers per class.*

We do not consider that teaching needs in schools can be fully expressed in terms of a simple mathematical formula based on a class/ teacher ratio which is merely an administrative device for calculating the approved teaching establishment of a school. After examining the effects of implementing the Commissioners' proposals in certain schools we advise adoption of their staffing ratios for primary classes and secondary forms to School Certificate level provided our further recommendations about teaching establishments are accepted and the employment of serving teachers is adequately protected. We consider that the staffing ratio for VIth Forms should continue to be calculated on the basis of 2 teachers per form in order to ensure adequate provision of specialist staff to cater for work at this level. We further advise that where the teaching establishment, using the recommended staffing ratios, works out at .5 of a teacher, or fractionally above, the approved establishment should fall at the next whole number. Where the teaching establishment so calculated works out at less than .5 of a teacher, the Director of Education should have discretion to permit the employment of part-time teachers.

Chapter 15, page 57, Recommendation (4).

115. *The Director of Education should be empowered to appoint additional staff to deal with split classes and to meet the needs of practical instruction in both primary and secondary schools.*

We agree with this recommendation with the proviso that the following phrase be added to it: 'and specialist teaching requirements in secondary schools.'

EXPATRIATE TEACHERS

Chapter 16, page 59, Recommendation (1).

116. *Consideration should be given to the recruitment, especially in shortage subjects, of young men and women at the completion of their*

university career and to the use of the United Kingdom college-trained non-graduate teachers.

We are informed that the grant-in-aid schools may already recruit overseas teachers on the completion of their university career and may employ for their secondary classes acceptably qualified non-graduate teachers from the United Kingdom. We consider that this position is satisfactory and should be extended to all aided secondary schools when the unified code of aid is drawn up. Insofar as government service is concerned, we are informed that the normal recruitment requirements for graduate teachers, particularly the requirement of three years' teaching experience, may be waived. As regards graduate teachers we agree that an active policy of direct recruitment from the universities might be pursued. As regards United Kingdom college-trained non-graduate teachers we consider that the recommendation should be modified by the insertion of the word 'experienced' after the words 'college-trained' and the addition to the recommendation of the words 'in very exceptional circumstances'.

Chapter 16, page 59, Recommendation (2).

117. A ceiling figure should be placed on the number of expatriates employed and these should be restricted to the administration, the inspectorate, the technical college, the training college, special schools for handicapped pupils, English schools, and secondary schools (for the teaching of English up to school certificate level and for the teaching of English and other subjects beyond school certificate level).

We are in general agreement with the intention of this recommendation, but we consider that the phrase 'the number of expatriates employed' should be replaced by the phrase 'the proportion of employees appointed on expatriate terms' and further consider that there already exist adequate safeguards to limit the appointment of expatriates in the government service. We advise, however, that the permitted quota of teachers on expatriate terms in grant aided secondary schools should be reviewed in accordance with the principle that teachers should not be employed on expatriate terms if suitable locally recruited teachers are available. The actual quota to be specified should be the subject of discussion with the Education Department and Heads of aided schools or their representatives in the first instance. The new quota, when agreed and approved, should apply to all aided secondary schools and be reviewed periodically.

Chapter 16, page 59, Recommendation (3).

118. *The terms of contract offered to the expatriate teacher should be studied and reviewed in order to reduce the adverse effect on the schools and administration of the present home leave arrangements.*

We agree with this recommendation and are in general agreement with the points made in paragraphs 4 and 5 of Chapter 16. We understand that expatriate teachers are, in fact, at present normally required to include a summer vacation in their home leave. An alternative proposal has been made that a three-months' leave every second year, to include the summer holidays, for staff employed on expatriate terms in grant-in-aid schools would be preferable to the annual leave suggested by the Commission. We consider that changes in home leave arrangements for teachers on expatriate terms in aided schools might be implemented at an early date. We advise, however, that any alteration in the present leave arrangements for serving teachers in government schools will need careful examination and negotiation. We consider leave arrangements for future staff employed on expatriate terms in government service to be another matter but should be linked with permission to retain quarters.

SALARY STRUCTURE

Chapter 17, page 68, Recommendation (1).

119. *Salary scales should be the same for teachers in government, grant and subsidized schools.*

Chapter 17, page 68, Recommendation (2).

120. *Consideration should be given to the effect of the scales proposed on scales paid in the government service in what may reasonably be regarded as comparable spheres of employment.*

We appreciate that the salary structure for teachers proposed by the Commission, and modified in our recommendations, differs radically from Civil Service salary scales. We think it would be inequitable to teachers in government service if this recommendation were not accepted, but we do not consider ourselves competent to advise with any authority on the salary scales approved for other grades of government servants since we are unaware of the various factors which have led to the Government's decision on such scales.

Chapter 17, page 68, Recommendation (3).

121. *The number of increments payable to a teacher appointed to a post should be based on training and experience and should not be limited.*

We agree with this recommendation in an amended form which reads: 'the number of increments payable to a teacher appointed to a post should be based on approved training and approved experience and should not be limited as regards increments for experience.' We were informed by the Director of Education, that as from 1st April, 1964, the Government had instructed that the present limitation of 5 increments for approved experience on appointment had been abolished.

Chapter 17, page 68, Recommendation (4).

122. *Consideration should be given to raising the age for retirement from the teaching service.*

We understand from the Director of Education that, at present, teachers in aided schools normally retire at the age of sixty years with the possibility in exceptional cases for service beyond that age. We feel that these arrangements, which apply to non-pensionable staff in aided schools, should not be disturbed. We further consider that the government education service as a whole would gain by being able to retain the services of teachers beyond the age of fifty-five years. We advise, however, that in framing any new conditions of service it might be desirable to permit optional retirement at, say, fifty-five, while regarding sixty as the normal retirement age. We feel that the Government would also need to consider the implications of such a decision on the pensions of government teachers and the terms on which a pensioner, who had retired from government service, might accept further employment in an aided educational institution.

123. We specifically recommend that professional members of government and aided educational institutions, and inspectors of schools should not be obliged to retire before attaining the age of sixty years, provided that their employers are satisfied that they are capable of rendering efficient service up to that age.

Chapter 17, page 68, Recommendation (5).

124. *Government will need to reach a decision as to whether women teachers will receive the full allowances recommended for responsibility in the light of the 1962 Report on Women's Salary Scales.*

125. New salary scales and a scheme of allowances for posts of special responsibility are recommended for adoption.

Before discussing the salary scales and scheme of allowances proposed by the Commission, we first considered whether the proposed salary structure, which is based on the Burnham salary structure developed in the United Kingdom, was acceptable and suitable in Hong Kong. We appreciate that the concomitant of such a salary structure for teachers is controlled selection for posts of responsibility. After most careful consideration we recommend the adoption of a salary structure for inspectors of schools and teachers in government and aided teaching institutions incorporating time-scales based upon the possession of academic and professional qualifications and a system of graded responsibility allowances.

126. We make this recommendation in paragraph 125 on the understanding that the combination of the time-scale salary and allowance will form the basis for calculating the pensions of teachers in government schools; the Provident Fund contributions of teachers in aided schools; any percentage increase in salaries that the Government may approve for teachers; and any percentage allowance that the Government may approve for teachers. Unless this principle is accepted, we do not recommend the salary structure proposed.

127. We consider that while the system of efficiency bars is appropriate to the Civil Service it is not appropriate to the Teaching Service. If the salary structure we propose is accepted, we recommend that there should be no efficiency or promotion bars in the approved time-scales, since in our view the time-scales should reflect the career prospects of the classroom teacher who is carrying out his duties satisfactorily while the responsibility allowances should replace the existing higher scales for promoted teachers. This recommendation does not mean that inefficient teaching will be condoned as school authorities will be expected to draw attention to such shortcomings, recommending withholding of increments and subsequent dismissal of teachers failing to carry out their duties satisfactorily. We also wish to comment that the abolition of efficiency bars would allow inspectors of schools to devote greater time to their important advisory duties.

128. We have given long and careful deliberation to the views expressed to us in writing by interested Associations, representative both

of employers and employees, on the salary proposals made by the Education Commissioners in Chapter 17 of their Report, and having regard to

- (a) the need to attract suitable recruits to the teaching profession;
- (b) the desirability of establishing common salary scales for teachers in government and aided schools;
- (c) the desirability of ensuring that the salary structure provides reasonable career prospects to classroom teachers and to teachers who accept clearly defined responsibility in designated posts in educational institutions and the inspectorate; and
- (d) the salary scales for teachers existing at the time of the Education Commission's Report;

we recommend the following salary scales and responsibility allowances.

129. *Salary scale for non-graduate teachers.*

As regards the time-scale for non-graduate teachers, we recommend:

- (a) a minimum salary of not less than \$675 per month, and a maximum salary of not less than \$1,350 per month for the trained non-graduate teacher;
- (b) a longer time-scale than at present exists in any segment of the government scales for non-graduate teachers and extending over a period of not less than 15 years and not more than 20 years;
- (c) one increment on appointment for each year of approved training beyond 2 years;
- (d) that the one-year trained non-graduate teacher should receive the recommended initial salary for a trained teacher but should halt at this salary point for 3 years. Later in our Report we unanimously recommend the introduction of two-year training for non-graduate teachers. We make the recommendation in this sub-paragraph because we realize that it will be necessary to continue the one-year training of non-graduate teachers until such time as it is practicable to introduce basic two-year training;
- (e) that teachers who obtain their qualifications through approved two-year courses of in-service training for non-graduate teachers should receive the salary proposed for non-graduate teachers trained in one-year full-time courses;
- (f) that teachers who obtain their qualifications through the approved three-year courses of in-service training we recommend in paragraph 186 should receive the salary proposed for non-graduate teachers trained in two-year full-time courses.

130. *Salary scale for graduate teachers.*

As regards the time-scale for graduate teachers, we recommend:

- (a) a minimum salary of not less than \$1,200 per month for the graduate teacher, with an approved degree but without approved professional training, selected to teach in a post in which a degree is considered to be an appropriate qualification, and a maximum salary of not less than \$2,500 per month;
- (b) a time-scale extending over a period of not less than 15 years and not more than 20 years;
- (c) one increment for an Honours Degree;
- (d) one increment for approved professional training; and
- (e) one increment for each year of approved post-graduate study beyond the first degree course.

131. Whereas we consider that higher time-scales than those recommended by the Commission are necessary in order to attract a flow of suitable recruits into the public educational system, we do not consider that the very large number and variety of responsibility allowances recommended by the Commission are suitable for Hong Kong schools at the present time.

132. *Responsibility allowances in primary schools.*

As regards responsibility allowances in government and aided primary schools we consider that the posts of Head Teacher and Senior Assistant are clearly recognizable posts of responsibility. We endorse the view, implicit in the Education Commission's Report, that the total emoluments of Heads of large primary schools should approximate to the maxima accorded to the present Heads of government schools and recommend:

- (a) responsibility allowances for Heads of primary schools ranging, according to the size of the school, from a minimum of \$400 per month for the Head of a school with at least 5 classes to a minimum of \$1,000 per month for the Head of the largest type of primary school;
- (b) responsibility allowances for Senior Assistants in primary schools varying, in number according to the size of the school and in amount, from a minimum of \$100 per month where one post of Senior Assistant is approved to a minimum of \$300 per month where more than one such post is approved. In making this recommendation to the Government, we regard it as a matter

of principle that a Head of a small primary school, for which a post of responsibility is approved, should receive a higher responsibility allowance than a Senior Assistant in one of the largest primary schools. We visualize that there would be at least two Senior Assistant posts in primary schools with three or more class entry and one such post in a primary school with a two class entry. A detailed scheme should take into account the number of classes and pupils in the school;

- (c) that in primary schools with more than one post of responsibility at least one such post should normally be held by a woman teacher.

133. *Responsibility allowances in secondary schools.*

As regards responsibility allowances in secondary schools, we consider that the posts of Principal, Deputy Principal and Head of Department are clearly recognizable posts of responsibility. We endorse the view that the total emoluments of Principals of large secondary schools should approximate to the maxima accorded to present Heads of government secondary schools and recommend:

- (a) responsibility allowances for Principals of secondary schools varying, according to the size of the school and the level of education provided, from a minimum of \$800 per month for the Principal of a school with at least 10 classes and offering courses to School Certificate examination level to a minimum of \$1,600 per month for the Principal of the largest type of secondary school and offering university matriculation courses;
- (b) responsibility allowances for Deputy Principals varying from a minimum of \$500 per month for a Deputy Principal of a school with at least 10 classes and offering courses to School Certificate level to a minimum of \$800 per month for a Deputy Principal of the largest type of secondary school offering university matriculation courses. In making these proposals we regard it as a matter of principle that the Head of a small secondary school, for which a post of responsibility is approved, should receive a responsibility allowance no lower than that of the Deputy Principal of one of the largest secondary schools;
- (c) responsibility allowances for designated posts of Heads of Department varying in number according to the size of the school and the level of education provided. We continue to use the term

'Head of Department' in this context as a matter of convenience although it is not entirely suitable in Hong Kong where the term is normally associated with the administrative head of a government department. 'Principal Subject Master' is perhaps a more accurate general description, while individual posts might be described as 'Chief Science Master' or 'Chief English Mistress', etc. A detailed scheme of allowances should have regard to such matters as the number of pupils, the number of classes, the number of complete streams leading to School Certificate and the volume of post-School Certificate work. In order to give some indication of our thinking in this matter, we suggest that these responsibility posts might be allocated, broadly speaking, on the basis of one such post carrying a \$400 per month allowance for every complete stream leading to the School Certificate Examinations, plus one additional post for every two post-School Certificate forms. However, we urge that any scheme which might subsequently be worked out to implement our recommendation for allowances for designated posts of 'Heads of Department' should be reasonably flexible, and the term 'Head of Department' should not be too rigidly defined. Teachers engaged in VIth Form teaching might receive the recommended responsibility allowances as well as teachers responsible for the organization of the teaching of subjects up to, and including School Certificate level. We would expect that schools would put forward, for approval by the Education Department, designated posts of responsibility in accordance with the number of such approved posts.

- (d) In order to provide qualified non-graduate teachers selected to work in secondary schools with career prospects similar to those offered in primary schools or training colleges, we recommend the following allowances for non-graduate teachers in secondary schools:
- (i) a responsibility allowance of \$300 per month for a qualified non-graduate teacher with three years' approved teaching experience, of which not less than one year should have been in an approved secondary school, and holding a post designated as a non-graduate post;
 - (ii) a responsibility allowance of \$500 per month, in addition to the responsibility allowance recommended above, for a non-

graduate employed in a secondary school and deemed to be competent in all respects to occupy permanently a graduate post in the teaching establishment of a secondary school.

134. *Responsibility allowances in special schools.*

We recommend a minimum responsibility allowance of \$100 per month for teachers in schools for handicapped children which might be increased to \$300 per month if such teachers successfully undertake approved special training courses. We advise further that a special scheme of responsibility allowances for Heads and Senior Assistants of such schools should be devised, since the criteria adopted for calculating the responsibility allowances in government and aided primary schools are inappropriate for schools for handicapped children.

135. *Responsibility allowances in training colleges.*

We recommend the following responsibility posts and minimum allowances:

- (a) Principal of a College. We endorse the recommendation of the Commission that the Principal of a teacher training college on substantive appointment and at the maximum of the proposed time-scale for graduate teachers should receive a salary of \$4,500 per month. We therefore recommend a minimum responsibility allowance of \$2,000 per month.
- (b) Deputy Principal. We recommend that there should be one post of Deputy Principal at each college with a minimum responsibility allowance of \$1,500 per month.
- (c) Senior Lecturer. We consider that it is as difficult to define clearly a post of 'Head of Department' in a training college as in a secondary school and we prefer to use the more flexible term 'Senior Lecturer'. The number of posts should be the subject of discussion between the Education Department and the Colonial Secretariat. We recommend for Senior Lecturers a minimum allowance of \$1,300 per month.
- (d) Lecturers.
 - (i) Lecturer (graduate). We envisage that, on appointment, lecturers in training colleges will be selected from comparatively young teachers who have not finally decided in which particular branch of education they intend to make their career. We therefore recommend a minimum allowance of \$400 per month as for Heads of Departments in secondary

schools. We would expect some movement of graduates among training colleges, schools and the inspectorate with a resultant beneficial flow and cross-fertilization of ideas.

- (ii) Lecturer (non-graduate). We agree with the Commissioners that the college-trained teacher has a vital part to play in a training college for primary school teachers and should receive a salary appropriate to the post. We therefore recommend a minimum allowance of \$900 per month for the qualified non-graduate teacher selected for appointment as a training college lecturer.
- (e) Assistant Lecturers. We consider that there should be comparatively few assistant lecturers in the teaching establishment of a training college and that an assistant lecturer on the graduate time-scale should not be eligible for a responsibility allowance. We recommend, however, a minimum allowance of \$300 per month for the qualified non-graduate teacher selected for appointment as an assistant lecturer in a training college.

136. *Responsibility allowances in the Technical College.*

In our consideration of responsibility posts in the Technical College, we have been acutely aware that Hong Kong is becoming increasingly industrialized, and that its future depends largely upon the supply of skilled technicians and technologists. It is vital, in our opinion, that the Technical College should be able to attract and retain the services of staff in competition with industry and other government departments. In the light of these considerations we recommend to the Government the following responsibility posts and minimum allowances:

- (a) Principal of the Technical College. This post, we consider, should be a super-scale post at the Assistant Director of Education level (\$4,900 per month). This recommendation implies a minimum responsibility allowance of \$2,400 per month in terms of our proposed salary structure for graduate teachers.
- (b) Deputy Principal. We recommend a minimum responsibility allowance of \$1,800 per month; that is, we consider that the Deputy Principal on substantive appointment and at the maximum of the time scale should continue to receive a salary of \$4,300 per month.
- (c) Heads of Departments. We consider that the term 'Head of Department' is more readily definable in the Technical College than in the teacher training colleges or in secondary schools, since

technical and technological education lends itself to clear divisions such as Departments of Building, Commerce, Mechanical Engineering, Electrical Engineering, etc. Moreover, we understand that 'Head of Department' is now the term generally accepted in Britain and elsewhere in the field of technical education to describe the posts we are considering. At present the Heads of Departments in the Technical College are known as Organizers and are on a salary scale reaching to \$4,060. We recommend an allowance of \$1,600 per month and a consolidated salary of \$4,100 per month for a Head of Department at the maximum of the time-scale.

- (d) Senior Lecturer. A minimum allowance of \$1,300 per month.
- (e) Lecturer. A minimum allowance of \$400 per month.
- (f) Demonstrator. We use the title of demonstrator in lieu of a more accurate description of this type of teacher of technical subjects.
 - (i) Demonstrator (Graduate). A demonstrator on the graduate time-scale should not, we consider, be eligible for a responsibility allowance since he would almost certainly be working to obtain further professional qualifications or experience following his first degree which would enable him to be graded as a lecturer. We suggest that demonstrators and lecturers might form a combined grade.
 - (ii) Demonstrator (non-graduate). A demonstrator on the non-graduate scale should receive a minimum allowance of \$500 per month. These demonstrators would, we consider, normally be skilled craftsmen or technicians recruited from industry, and would have the opportunity to gain promotion to the post of lecturer, with an additional allowance of \$400 per month.
- (g) Workshop Instructor. We consider that the holder of such a post should be on the non-graduate time-scale but would not normally be eligible for a responsibility allowance.
- (h) Other staff. We realize that, in addition to the technical staff at the College, there is an essential but heterogeneous staff ranging from graduate teachers of English language to typewriting instructors. We consider that the majority of this staff can be graded into posts ranging from Senior Lecturer to Demonstrator and that the actual grading of staff is a matter for discussion between the Colonial Secretariat and the Education Department.

137. *Responsibility allowances in the Inspectorate.*

As regards responsibility allowances in the Education Department Inspectorate, we draw attention to Chapter 25 of the Education Commission Report where the present position of the Inspectorate is described. We comment upon the recommendations arising from Chapter 25 later in our Report and consider that the Inspectorate should become pre-eminently an advisory service whose members are selected from experienced teachers of recognized professional ability, its present supervisory functions becoming the responsibility of a regional educational administrative system. At present the Head of the Inspectorate is entitled Assistant Director of Education (Inspection), a somewhat misleading title since he is responsible for miscellaneous administrative duties outside the functions of the Inspectorate as we envisage its development. We agree with the Commissioners that the Head of the Inspectorate should be renamed Chief Inspector of Schools, and make the following recommendations regarding minimum responsibility allowances for Inspectors of Schools.

- (a) Chief Inspector of Schools. This post should continue to be a super-scale post at the Assistant Director of Education level. This recommendation implies a minimum responsibility allowance of \$2,400 per month in terms of our proposed salary structure for graduate teachers.
- (b) Deputy Chief Inspector. We consider that a post of Deputy Chief Inspector should be established in view of the proposed reorganization of the Inspectorate of the Education Department, and that the post should carry a minimum responsibility allowance of \$2,000 per month.
- (c) Senior Inspectors. We consider that Senior Inspectors of Schools should normally be recruited from among Inspectors of Schools and should receive a minimum responsibility allowance of \$1,600 per month equal to the allowance recommended for the Heads of the largest type of government and aided secondary schools.
- (d) Inspector of Schools. We recommend a minimum allowance of \$1,300 per month.
- (e) Assistant Inspector of Schools. We recommend a minimum allowance of \$400 per month and consider that movement of staff from the junior levels of the Inspectorate to schools and training colleges would be beneficial.

- (f) We advise that careful consideration will need to be given by the Colonial Secretarial and the Education Department to the grading of inspectors of such subjects as Domestic Science and Physical Education, and that it may be necessary to regard certain qualifications in these subjects as equivalent to graduate qualifications. A similar difficulty is unlikely to arise in the case of Inspectors of Art and of Music since the Burnham scales lay down graduate equivalent qualifications in Art and Music.

138. Since our appointment as a Working Party, the Government has announced an interim salary award of 5%, and children's allowances for all teachers in government and aided schools, and education allowances for expatriate teachers in government service in respect of children at boarding schools overseas. We wish to emphasize again that the recommendations we have made in paragraphs 129 to 137 about salary scales and responsibility allowances have been made in the light of the salary scales for teachers existing at the time of the visit of the Education Commission.

Chapter 17, page 68, Recommendation (7).

139. *Appropriate starting points on the salary scales are recommended.*

Chapter 17, page 64, Footnote.

140. *Administration.*

Administrative Assistant (Professional).....\$1,500 (More senior posts to be linked to government administrative scales.)

We consider that the salary structure we have recommended is appropriate for all teachers in government and aided schools and government educational institutions, and for inspectors of schools. We do not, however, consider that a salary structure designed for a teaching service is necessarily appropriate for officers engaged in educational administration, even though the officer selected may be required to possess professional qualifications and experience. We, therefore, disagree with the Commission's proposals that an Administrative Assistant (Professional) should receive a responsibility allowance and recommend that the Civil Service salary scales approved for comparable grades in other government departments should apply to officers selected for administrative posts in the Education Department. For example, Scale 10 would be appropriate for the graduate teacher selected for educational administration.

Chapter 17, page 68, Recommendation (8).

141. *Government will need to reach a decision on the proportion of graduates to be employed in secondary schools and on the proportion of women teachers to be employed in both secondary and primary schools.*

We agree with this recommendation but realize that this will not be an easy matter to decide. We note, for example, that, although the two-year trained non-graduate teachers are generally very efficient teachers at Form I and Form II levels in government and aided secondary schools, in recent years the majority of these two-year trained teachers have been recruited into government service. Aided secondary schools have recently recruited their non-graduate teachers largely from diplomates of the former grant post-secondary colleges, who have been trained in the special one-year course at Northcote Training College. This source of supply will inevitably diminish in the near future, since the three grant post-secondary colleges now form the Foundation Colleges of the new Chinese University. We suggest, therefore, that the present ratio of graduate to non-graduate teachers in secondary schools will need to be kept under constant review and revised where necessary in the light of the prevailing circumstances.

Chapter 17, page 64, Footnote.

142. *Expatriate Teachers.*

Allowance on appointment (to merge with any other allowance later received for responsibility) \$600. If it is necessary to continue to recruit and employ the 'overseas unqualified teacher' this allowance could be added to the rate payable to the uncertificated teacher. All expatriate teachers recruited in the United Kingdom to be paid on the scale for graduate teachers (with additional increments for any approved training over three years).

We consider that, as far as can be foreseen, there will be a need for some time to come to recruit teachers from overseas, particularly for subjects in which there is a shortage and for the teaching of English. We also recognize that if Hong Kong salaries are insufficient to secure and retain the services of teachers from overseas it will be necessary to offer some additional payment both because of the salaries they are able to command in their own countries and in order to enable Hong Kong to compete with the many other countries which are in the market for their services. We do not, however, feel able to advise whether the

overseas allowance of \$600 per month recommended by the Commission, is the right amount for the purpose because of the many factors involved. We consider that the amount of the allowance is a matter for the Government to decide, but agree that the overseas allowance payable should merge with any responsibility allowance later received.

143. We do not consider that it should be necessary to recruit unqualified teachers from overseas. Nor do we agree that all non-graduate teachers recruited in the United Kingdom should be paid on the scale approved for graduate teachers.

EXAMINATIONS

Chapter 18, page 75, Recommendation (1).

144. *The fee at present charged for the Secondary School Examination should be increased to \$5 per entrant, subject to remission or partial remission in cases of hardship. This examination should continue to be conducted by the Education Department.*

We disagree with this recommendation insofar as an increased fee for the Secondary School Entrance Examination is proposed.

145. The Commissioners have based their recommendations about fees for public examinations on the principle that fees should cover the costs of the examinations except in relation to the capital costs of accommodation and equipment and the cost of approved fee remissions. In paragraph 149 below, we propose a modification of this principle in respect of the Hong Kong School Certificate examinations conducted for students in Chinese and Anglo-Chinese secondary schools. We are unable to accept it in respect of the Secondary School Entrance Examination and note the Commissioners' own comment that it could be argued that entrance to this examination should be free. (Paragraph 7, page 72 of the Education Commission Report).

146. Almost all children, many from very poor families, must take this examination if they wish to qualify for a secondary school place provided by the Government. We consider that the examination is in the nature of a service for all children completing the primary school course and, therefore, feel that candidates should be given a special and sympathetic consideration which should not necessarily be accorded to candidates for the School Certificate examinations and the Matriculation examinations of the universities.

147. We have examined a paper, prepared by the Education Department, setting out the recurrent costs of the 1963 examination other than the costs of permanent staff, and note that on the basis of this costing and the present fee of \$2 per candidate the recurrent subsidy per candidate is 40 cents.

148. We conclude that the present admission fee of \$2 and the present arrangements for remission of fees in case of hardship should remain unchanged for the time being.

Chapter 18, page 75, Recommendation (2).

149. *The examination at fifth form level should be on a subject basis and the scale of fees applicable should be fixed at a level to cover the direct expenses involved. A suggested scale of fees is \$20 per subject, \$10 for oral and practical examinations with a minimum total fee of \$50 and a maximum of \$100.*

We comment separately on the three parts of this recommendation.

(a) With reference to the proposal that the examination at fifth form level should be on a subject basis, we note that the Commissioners are specifically concerned with the development of the Hong Kong English School Certificate Examination as a dual-purpose examination. We have reviewed the development of the General Certificate of Education examinations in Britain, which are subject-based as distinct from the group-based school certificate examinations they replaced, and note that Britain is now developing examinations for a Certificate of Secondary Education at an academic level lower than that of the General Certificate of Education Ordinary level examinations. In Hong Kong the two group-based School Certificate examinations are widely understood and accepted for a variety of purposes unconnected with university entrance or as evidence of suitability for professional training. Since it is the intention to retain the existing pass levels in the English School Certificate Examination for purely local requirements (while endeavouring to secure international recognition of the Pass with Credit as equivalent to a General Certificate of Education Ordinary Level Pass) we consider that it would be premature to change the group basis of the examination. Successful candidates should, however, receive a certificate or certificates recording their performance in the examination as a group-based school certificate examination and in individual subjects at credit level or above. If this procedure is adopted, it should no longer be necessary to issue a Statement of Success to candidates who fail to satisfy the requirements for the award of a certificate.

(b) As regards the proposal that the scale of fees applicable should be fixed at a level to cover the direct expenses involved, we appreciate the Commissioners' concern with the independence of the Examination Authority which it is proposed shall be set up in the future for the conduct of all public examinations for secondary school students. Nevertheless, we consider that it would be reasonable for the Government to subsidize the examinations to the extent of the cost of approved permanent staff as well as the capital cost of accommodation and equipment and the cost of approved fee remissions.

(c) If this principle is accepted, examination fees should be set at a level to cover the annual costs of payments to examiners and temporary staff, invigilation, printing, duplicating, stationery, and sundry expenses. On this basis and on existing costs, the fee for the full examination would be of the order of \$40 per candidate. Our discussions showed, however, that expenditure on certain of the costs itemized will rise. We conclude that the minimum and maximum fees for future admission to both the English and Chinese School Certificate Examinations should be assessed in accordance with the principle we have proposed and after consultation with the existing examination syndicates.

Chapter 18, page 75, Recommendation (3).

150. While the proposed syndicate should be as independent as possible, duplication of accommodation and staffing should be avoided. All staff engaged on the various examinations should be under the control of one senior officer and housed in one set of buildings. An adequate system of budgetary control should be prescribed and separate accounts kept of the syndicate's financial transactions. Government should bear the costs of accommodation, including maintenance of premises, provision of office furniture and equipment and remissions from fees. Secretarial and accounting services should be provided by the Education Department.

151. We agree with this recommendation subject to the modification that the Government should additionally bear the full costs of permanent staff salaries, and the secretarial and accounting services provided by the Education Department.

152. We have already noted that the policy for the development of public examinations at the secondary school level envisages the creation of an Examining Authority served by a permanent secretariat, to conduct examinations at Vth Form and VIth Form levels, in both Chinese and Anglo-Chinese secondary schools. We advise that the implementa-

tion of this policy will necessitate much detailed study and the cooperation of, and consultation with, the two universities.

Chapter 18, page 76, Recommendation (4).

153. *There is much to be said for making all examinations self-supporting except in relation to accommodation and equipment, etc. costs and remission from fees.*

We do not agree with the application to Hong Kong of the principle stated in this recommendation and have already expressed our views on the extent to which the Government should subsidize examinations.

Chapter 18, page 76, Recommendation (5).

154. *Applications for whole or partial remissions of fees for the new examination should be made by Head Teachers after investigation by them of the financial circumstances of parents applying for remission. Such applications should be considered and determined centrally. These arrangements should be reviewed in the light of experience.*

We agree with this recommendation. We feel that, as the overall fee per examine for the new examination at the fifth form level will be considerably higher than at present, requests for fee remissions will be more numerous. We advise that Heads of schools should investigate the financial background of parents seeking such remission, but the actual remissions should be determined by a central agency in view of the need for a fee remission procedure which will ensure equal and just treatment to all applicants.

SPECIAL EDUCATION FOR HANDICAPPED PUPILS

Chapter 19, page 78, Recommendation (1).

155. *Research is needed into methods of ascertainment and the development of standardized intelligence tests.*

We have commented previously on this recommendation in paragraph 42 of our Report.

Chapter 19, page 78, Recommendation (2).

156. *The Inspectorate should include an additional specialist adviser on the teaching of educationally subnormal children.*

We agree with this recommendation and understand that the Government has approved the recruitment of such a specialist and that steps are being taken to recruit one.

Chapter 19, page 78, Recommendation (3).

157. *Separate provision should be made for the partially sighted children.*

We agree with this recommendation and understand that some provision is made at present, in schools for the blind, for children who are partially sighted. We would stress the importance of and need for a sight conservation programme.

Chapter 19, page 78, Recommendation (4).

158. *Steps should be taken to provide facilities for the earlier ascertainment of the deaf and the partially deaf.*

We agree with this recommendation and note that the establishment of a pre-school centre for detecting deafness, and degrees of deafness, in children below school age has been approved. We further understand that the centre will be used to test school children suspected of suffering from impaired hearing, that a hearing conservation programme is also to be undertaken, and that the closest liaison is being maintained with the Medical and Social Welfare Departments in all matters concerning physically handicapped children.

Chapter 19, page 78, Recommendation (5).

159. *Voluntary bodies should be encouraged to provide special accommodation in ordinary schools for the less severely handicapped children.*

We agree with this recommendation and advise that the less severely handicapped child, while requiring special consideration, should wherever possible attend ordinary schools and take as normal a part as possible in school life.

TELEVISION AND RADIO

Chapter 20, page 80, Recommendation (1).

160. *An experiment in the use of sound radio for educational programmes should be carried out in a limited number of selected government and aided secondary schools.*

Chapter 20, page 80, Recommendation (2).

Experimental programming and research in the use of television for schools should be undertaken as soon as this medium is developed in Hong Kong.

We regard these two recommendations as so closely related that a single set of comments is appropriate.

161. We understand that the Government has not yet reached a decision as to whether either a Sound Radio Service for Schools or a Schools' Television Service or both should be instituted. We wish to emphasize that on educational grounds both services should be established provided they are properly programmed and integrated with school curricula. If, however, financial considerations or scarcity of trained personnel necessitate a choice between the two services, we recommend preference for an educational television service as being generally a more effective medium of instruction and having wider educational uses than sound radio.

162. We consider that the rapid technological advances made in recent years in the field of television together with the wealth of experience available from other countries make unnecessary severely limited experiments in the use of sound radio and television for schools. If either or both of the services are established, we would suggest that an initial series of programmes be made available to all schools from the outset and gradually expanded over a period of three or four years.

163. We have been informed of the exploratory discussions between the Education Department and Radio Hong Kong on the methods of producing educational television programmes. On the assumption that a general television service would be operated by a commercial organization which would allocate time for school television broadcasts, we recommend that the Government should consider the establishment of a government Educational Television Unit to script and produce programmes to be made available for transmission by wired or broadcast television.

Chapter 20, page 80, Recommendation (3).

164. *Textual material should be made available to enable the teacher to organize the preparation for the lesson and the follow-up after the lesson.*

Chapter 20, page 80, Recommendation (4).

165. *The Educational Inspectorate should be suitably staffed to enable it to accept responsibility for the script-writing and for the provision of suitable lecturers.*

We consider that the essential point of this recommendation is that there should be an adequate number of full-time staff available for script-writing and programme production. If, however, an Educational Television Unit or Sound Broadcasting Unit is set up, we recommend that full-time staff be provided for the unit or units, the Education Department Inspectorate establishing the very necessary liaison between the schools and the unit or units.

Chapter 20, page 80, Recommendation (5).

166. The Education Department should control the policy and programme-planning in the development both of radio and of television educational services.

Chapter 20, page 80, Recommendation (6).

167. Consideration should be given to the appointment of an expatriate from the British Broadcasting Corporation to advise and assist in the early stages of development.

If specialist assistance is necessary to advise and assist in the early stages of development, we see no reason why the field of recruitment should be restricted to an expatriate from the British Broadcasting Corporation. We consider that this recommendation should be amended to read:

'Consideration should be given to the appointment of a specialist to advise and assist in the early stages of development.'

We advise, further, that if such an appointment is made, it should be made on the basis of a short-term contract.

NON-TEACHING AND ANCILLARY STAFF IN SCHOOLS

Chapter 21, page 82, Recommendation (1).

168. Consideration should be given to the salary scales for laboratory assistants and senior laboratory assistants having regard to salary levels for teaching staff in government and aided schools.

We were informed that there has been difficulty in recruiting and retaining the services of school laboratory assistants in recent years. We, therefore, considered this recommendation in the light of a Report by a committee appointed by the Director of Education to report on the non-teaching staff requirements of laboratories and workshops in

secondary schools and colleges. We are in general agreement with the findings of the Committee subject to the reservation made by the Commission in respect of serving teachers: namely, that the contracts of existing laboratory and senior laboratory assistants will not be affected and that all those who are already employed in the education service will be safeguarded until they move on to the new scales (cf. paragraph 19, page 63, Education Commission Report).

169. The Committee has made detailed recommendations regarding qualifications, training courses, establishment and salaries. The following represents a brief outline of these proposals which we endorse.

- (a) The scheme is based on the employment of School Laboratory Assistants recruited from secondary schools supported by School Laboratory/Workshop Attendants who would normally not be required to have had a secondary school education.
- (b) Salaries are proposed for the following classes.

School Laboratory Assistants

Class III Model Scale 7:	\$ 370 - \$ 780 p.m.
Class II Model Scale 7:	\$ 830-\$ 1,260 p.m.
Class I Model Scale 7:	\$1,325-\$1,650 p.m.

The acquisition of a 'School Laboratory Assistants Certificate' obtainable after a compulsory three-year part-time course at the Technical College should result in automatic promotion from Class III to Class II. Specific posts for qualified Class I Assistants carrying supervisory duties should only be established in large institutions with five or more laboratories.

Laboratory/Workshop Attendants

Class III - \$194-\$221p.m. (plus cost of living allowance)
Class II - \$226-\$265 p.m. (plus cost of living allowance)
Class I - \$251-\$299 p.m. (plus cost of living allowance).

The total number of posts in the three Classes of Attendants should be determined for the service as a whole on a pyramid of one at Class I, two at Class II and four at Class III.

(c) The manning scale for secondary school laboratories should be as follows:

<i>No. of Labs.</i>	<i>School Lab.</i>	<i>School Lab./Work</i>
	<i>Asst.</i>	<i>Attendant</i>
1	1	-
2	1	1
3	2	1
4	2	2
5	2	3
6	3	3

Note:

- (i) Where a school or college is doing VIth Form work and has one or more demonstration rooms, one demonstration room only should count as a laboratory for staffing purposes.
- (ii) In view of the specialized nature of the laboratories at the Technical College it will be impracticable to apply the above manning scale and therefore the creation of posts for this institution will have to be assessed on actual productive requirements. The requirements at present are for:

3 School Laboratory Assistants Class I

8 School Laboratory Assistants Class II/III.

- (iii) The manning scale for school workshops should be 1 School Laboratory/Workshop Attendant per workshop.

Chapter 21, page 82, Recommendation (2).

170. *Consideration should be given to the adoption of a uniform salary scale for laboratory assistants in all government and aided schools.*

Chapter 21, page 83, Recommendation (3).

171. *The existing promotion procedure for laboratory assistants should be reviewed and staffing establishments for schools should provide for specific posts of senior laboratory assistants only in those government and aided schools where such senior posts are warranted.*

We agree with the first part of this recommendation and, as regards the second part, fully support the manning scale proposed by the Committee referred to in paragraph 168 above.

Chapter 21, page 83, Recommendation (4).

172. *There should be uniform standards for provision of minor and clerical staff in all types of government and aided schools.*

We agree with this recommendation only insofar as minor staff are concerned. We accept the view that uniform standards of provision for clerical and secretarial assistants in the different types of government and aided schools is a desirable administrative aim, but so long as aided schools are called upon to carry major responsibility for financial matters and the recruitment of staff, we consider that it would be inequitable to insist upon a clerical establishment designed for government schools. We suggest rather that the level of assistance given to aided schools should take into account the more onerous duties undertaken by the clerical staff of large aided schools.

Chapter 21, page 83, Recommendation (5).

173. The existing establishment and promotion procedures for school clerical assistants and school secretaries should be reviewed.

We agree generally with this recommendation but note that it seems to imply the establishment of a unified School Clerical Service for all government and aided schools. In view of the different conditions of service for clerks in government and aided schools, we doubt that it is practicable to establish a unified service except for the government group of schools. We recommend that, within the limits of the financial aid approved for clerical assistance in schools, considerable freedom should be left to aided schools to recruit the number and kind of staff best suited to their needs. We realize that difficulties would arise in applying this same principle to the clerical establishments of government schools, but advise that as much flexibility as possible should be allowed within the framework of government establishment and financial practice.

Chapter 21, page 83, Recommendation (6).

174. A uniform standard for provision of school secretaries and clerical assistants is illustrated.

Subject to our comments in paragraph 173 above, we agree that the suggested uniform standard of provision for school secretaries and clerical assistants is reasonable as a general guide, but we consider it undesirable to lay down too rigidly the details of the grades to be employed. A more general description such as "Senior Clerk" and "Junior Clerk" would, we think, be more appropriate.

Chapter 21, page 83, Recommendation (7).

175. The present number of secretarial and clerical staff in the four grant aided schools with more than 1,000 pupils should be retained.

The salary position of existing staff should be protected where necessary and the present staffing establishments in the Junior English Schools with less than twelve classes should be maintained.

We agree with this recommendation and again note the special position of aided schools in relation to their need for capable and adequate clerical assistance. We advise that the final part of this recommendation should apply to King George Vth School as well as to Junior English Schools with less than twelve classes.

MISCELLANEOUS MATTERS

Chapter 22, page 85, Recommendation (1).

176. Provision should be made for the further development of Evening Classes and the opening of additional Adult Education and Recreation Centres.

Chapter 22, page 85, Recommendation (2).

The fees for classes in the Technical College Evening Department and in the Evening Institute Urban Courses should be revised.

Chapter 22, page 85, Recommendation (3).

An additional salary rate should be fixed for evening class lecturers in work at university level.

The Commissioners have linked the further development of evening classes and reconsideration of fees paid to lecturers with the level of tuition fees payable. We, therefore, consider it apposite to comment on these three recommendations together.

177. We have reviewed the wide variety of courses conducted under the auspices of the Technical College Evening Department and the Evening Institute. The former not only provides educational opportunities for apprentices and workers to secure training to technician level by attending evening courses, but is also, at present, the sole agency in Hong Kong capable of training in such courses the skilled technicians essential to industrial development. The Evening Institute offers courses either of a more generally cultural nature or of a remedial character, ranging from classes for illiterates to post-secondary studies. We consider that both these institutions for adult education are carrying out most valuable and constructive work and fully endorse the first of the Commissioners' recommendations.

178. We note that fees payable by students and to lecturers have remained unchanged since 1949. A review of the level of fees is, therefore, timely.

179. We have considered whether tuition fees for classes at the Technical College Evening Department should be equated with those for the urban classes of the Evening Institute but do not feel that fees payable in two institutions offering such widely differing courses should necessarily be uniform.

180. We have further considered whether it is desirable and practicable to balance expenditure on lecturers' fees against income from tuition fees and appreciate that such a balance would have the financial advantage of permitting an expansion of the courses provided without increasing the recurrent educational subsidy. We have, however, borne in mind the very great importance to Hong Kong of the work carried out in the two institutions, the fact that many of the adults attending evening classes are among the poorer members of the community, and the fact that courses leading to recognized qualifications are long and arduous, particularly so at the Technical College Evening Department where they may last for nine years. As regards the practicability of balancing expenditure and income, we note that student wastage and a consequent loss of income normally occurs as the academic year progresses. Owing to the variety and length of the courses provided it is not always possible to ensure an initial economic enrolment of students, nor is it always possible to combine classes as student wastage occurs. Moreover, dispensing with the services of lecturers during the year merely to achieve classes of an economic size adversely affects the recruitment of lecturers. We conclude, therefore, that a balance between expenditure and income should not alone determine the level of tuition fees payable.

181. Nevertheless, we consider that some increase in tuition fees is justifiable and we recommend the following scale which accords with the recommendations of the Board of Education in 1962 and of the Commissioners except that a fourth level of fees is introduced.

<i>Level of Instruction</i>		<i>Fees payable at the Technical College Evening Department</i>	<i>Fees payable for the Evening Institute Urban Courses</i>
Elementary	...	\$40 per annum	\$60 per annum
Intermediate	...	\$50 „ „	\$75 „ „
Senior	\$60 „ „	\$90 „ „
Advanced	\$70 „ „	\$105 „ „

182. As regards lecturers' fees, we note that the Commissioners recommend an increase only for work at university level, while acknowledging that increased rates below this level might produce a greater stability in staffing. Having been informed of the views of the Principal, Technical College and the Director, Evening Institute, and having considered both the problem of recruiting suitable lecturers for work at all levels and the work involved, we agree generally with the 1962 recommendations of the Board of Education and recommend the following scale of fees for lecturers in both institutions.

<i>Level of Instruction</i>	<i>Lecturers' fees</i>
Elementary	\$15 per hour
Intermediate	\$20 per hour
Senior	\$25 per hour
Advanced	\$32 per hour

In making this recommendation, we advise that whereas the advanced level of instruction is readily identifiable in the Technical College Evening Department we are in some doubt as to whether any course at present provided in the Evening Institute can be regarded as at university level. We consider that this is a matter for further discussion between the Education Department and the Colonial Secretariat.

Chapter 22, page 85, Recommendation (4).

183. *Merit scholarships in government and aided schools should be abolished.*

We consider that this recommendation is concerned with two distinct types of scholarships:

- (a) scholarships awarded in individual schools as a result of annual internal examinations, and
- (b) merit scholarships awarded on the results of public examinations, i.e., the Secondary School Entrance Examination and the School Certificate Examinations.

We agree with the Commissioners that merit scholarships in category (a) have doubtful educational value and should be discontinued, although this proposal should in no way prevent the award of internal scholarships financed by private benefactions. Having regard to the relatively small number of awards made compared with the total entry of candidates for the public examinations we consider it reasonable to recommend the continuance of awards in category (b).

Chapter 22, page 85, Recommendation (5).

184. *Maintenance and book grants should be continued but should be merged into one comprehensive grant to cover the needs of necessitous sixth form pupils.*

At present book grants are given on the recommendation of Heads of schools only to holders of scholarships awarded on the results of the English School Certificate Examination. The book grants are, therefore, part of a merit award. Since all sixth form pupils, including scholars, are eligible for maintenance grants we agree that the book grants should be merged with maintenance grants.

TRAINING OF TEACHERS

Chapter 23, page 89, Recommendation (1).

185. *A fee of \$5 should be charged for admission to the examination for training college entry.*

We consider that a fee such as that recommended by the Commissioners would not impose hardship but might discourage applications from students who do not seriously intend to enter the colleges. We advise that the fee should take the form of an application fee, not a fee payable on admission to the examination.

Chapter 23, page 89, Recommendation (2).

186. *The minimum period of training for qualification should be extended to a two-year course for full-time students at a very early date. At the same time the in-service training course should be extended to three years.*

We fully endorse the first sentence of this recommendation and agree with the second sentence subject to the following amendment: 'The in-service training course should be extended to three years as soon as practicable'.

187. We advise that the introduction of the two-year course for full-time students will need to be carefully phased so as to avoid any sudden disruption of the supply of trained teachers from the colleges.

Chapter 23, page 89, Recommendation (3).

188. *Specialist teachers of art, music, housecraft and physical education should be trained in Hong Kong by the organization in the Training Colleges of a special third year specialist training.*

While we agree with this recommendation, we do not consider that the special third year of specialist training should necessarily be limited to the subjects listed. We consider that three-year trained teachers would serve a most useful role in primary schools and in support of fully qualified specialist teachers in secondary schools.

Chapter 23, page 89, Recommendation (4).

189. Students in Teacher Training Colleges should be required to pay a fee of \$400 per annum, with provision for the granting of free places for 45% of the entry in cases of need.

Chapter 23, page 89, Recommendation (5).

Maintenance allowances paid to students in training should be repayable by them over an agreed period after they have commenced employment. Alternative methods of payment and recovery are suggested.

We comment on these two recommendations together as both are concerned with the extent of assistance from public funds to full-time students of the colleges undertaking basic training as teachers.

190. In paragraph 17 on page 88 of their Report, the Commissioners refer to the very favourable position of college students training to enter the teaching profession as compared with students training for other professions. Our main concern is with the supply of suitable teachers for the schools of the Colony and we note that three of the Commissioners' recommendations might adversely affect the quality of students seeking admission to the training colleges. These are: salary scales for non-graduate teachers in government and aided schools considerably lower than existing scales; the introduction of a tuition fee; and the replacement of maintenance allowances by repayable loans.

191. Having studied an analysis of the academic qualifications of students at the colleges and papers on the estimated demand for trained non-graduate teachers, we have concluded that, if the recommendation in paragraph 186 is accepted, the minimum academic qualification for admission to the new two-year course will need to be a Hong Kong English or Chinese School Certificate. We consider that our recommendations on salaries should continue to attract suitable students possessing this academic qualification.

192. We have also studied information about the student demand for training and the maintenance allowances approved for students in the two-year course of training in recent years. We note that there has been

a falling off in the number of students entering the colleges in 1964. It is difficult, however, to assess how much this is due to the counter-attraction of admission to the Chinese University of Hong Kong or the uncertainty regarding future salary scales for non-graduate teachers or the opportunity for other employment. In general, in recent years, there has been considerable pressure on training college places. One in five of the two-year students are regarded as not needing a maintenance allowance, the average per capita allowance for the remainder has been HK\$120 per month.

193. We have concluded that a number of students can afford to pay tuition fees for their training and, on balance, consider that all students might reasonably be expected to contribute towards the cost of training which provides reasonable salary and career prospects for them. We are, however, strongly opposed to any system which would compel students to undertake part-time work during training or impose upon them a burden of debt which could not be discharged without undue difficulty over a period of three or four years in paid employment.

194. We, therefore, propose:

- (a) an annual tuition fee of \$400, which is comparable to the fees recommended for full-time students at the Technical College (\$400 p.a.) and VIth Form students in public secondary schools (\$450 p.a.), and advise that this fee should not be remittable;
- (b) that all students should be eligible to receive interest-free loans up to HK\$1,200 per annum, repayable over a period of three or four years; and
- (c) that, additionally, needy students should be eligible for further assistance in the form of an outright grant up to a maximum of HK\$1,600 per annum.

We wish to stress that tuition fees should not be introduced if the proposals at (b) and (c) are not accepted.

195. We have taken note of the Commissioners' comment that 'difficulties of collection may well arise where outgoing students are not engaged in adequately paid positions.' We endorse this view and advise that this aspect of the proposed loan system should receive careful and sympathetic consideration by the Colonial Secretariat and the Education Department.

Chapter 23, page 89, Recommendation (6).

196. *Free tuition and a full maintenance grant of \$200 per month should be granted, irrespective of means, to all students selected for a specialist third year course of training.*

In endorsing this recommendation, we understand that these students will be chosen on a highly selective basis and note that they will forego one year's paid teaching employment in order to take up this extra year of training. We further consider that preference should be given to selected practising teachers for the special third year of training.

Chapter 23, page 89, Recommendation (7).

197. *Refresher courses for practising teachers and for Head Teachers and those aspiring to promotion need co-ordination and development.*

Chapter 23, page 89, Recommendation (8).

198. *Provision must be made for the inclusion of courses in the proper use of television and radio as teaching aids.*

TECHNICAL EDUCATION

Chapter 26, page 100, Recommendation (1).

199. *The Principal of the Technical College should be relieved of his responsibilities as general adviser on technical education by the establishment in the Education Department of an additional post of Assistant Director (Technical and Further Education).*

We note that the Technical College is the principal centre for technical education in Hong Kong and is expected to concentrate increasingly on the training of technicians and technologists. We have been informed that craft and commercial training are provided in some secondary schools and in the adult education sector, and that supervision of the rapidly expanding system of further education and planning for its development require a great deal of administrative work. By endorsing Recommendation 14 in paragraph 215 of our report we express agreement with the Commissioners' view that the Deputy Director of Education is at present too closely involved in all aspects of technical and further education, and should be freed from detailed responsibility for the administration of any particular field of education so that he may assist the Director more fully in the general control of the educational service.

Similarly, we consider that the Principal of the Technical College should concentrate his attention on the development of the Technical College. Nevertheless, we are reluctant to endorse the recommendation as it is worded since we feel that the Director of Education should continue to have the benefit of specialist advice from the Principal of the Technical College on certain aspects of technical education and relations with industry and commerce. We recommend, therefore, that the Principal of the Technical College should be freed as far as possible from his administrative responsibilities in respect of technical education generally by the establishment in the Education Department of an additional section under a new Assistant Director (Technical and Further Education). The Principal of the Technical College should, however, continue to advise on the part to be played by the Technical College in the overall development of technical education.

Chapter 26, page 100, Recommendation (2).

200. *The post of Organizer (Technical) should be redesignated Head of Department.*

We agree with this recommendation and note that, whereas the term 'Head of Department' is a recognized post in Technical Colleges overseas, the term 'Organizer (Technical)' is not identifiable outside the Colony.

Chapter 26, page 100, Recommendation (3).

201. *Courses to School Certificate level in woodwork and metalwork for boys and housecraft for girls should be available in all secondary schools.*

We consider this recommendation to be sound in principle but too restrictive as it is worded. We advise that it should read: 'Secondary schools should be encouraged to make available to their students courses to the School Certificate level in domestic subjects, arts and crafts, technical and commercial subjects.' We would, however, draw attention to the recommendations in paragraphs 260 to 263 of our Report.

Chapter 26, page 100, Recommendation (4).

202. *The trade training centres provided and maintained by voluntary bodies should look for aid and assistance to the Education Department.*

The Commissioners have commented that 'trade training is a division of education which has not, so far, been entered upon by Government (except in providing vocational training for young offenders in certain local prisons)'. We understand, however, that as a result of a recent decision the Labour Department will become responsible for the Government's participation in the training of craftsmen and operatives. We recommend, therefore, that the trade training centres should in future look to the Labour Department for any assistance that the Government may be able to offer rather than to the Social Welfare Department or the Education Department. In making this recommendation we do not discount the possibility that the Education Department might continue to provide training facilities appropriate to this level in its own institutions at the request of the Labour Department.

Chapter 26, page 100, Recommendation (5).

203. A pre-apprenticeship course, of one year's duration, should be introduced as soon as possible on Hong Kong Island and should be developed in additional centres as soon as their value becomes apparent.

We are informed that pre-apprenticeship courses of one year's duration were started at the Technical College in September, 1964, and give every indication of being a success. In paragraph 199 we have noted that the Technical College is expected to concentrate increasingly on the training of technicians and technologists and in our opinion there is urgent need to expand the facilities for such training. We, therefore, welcome the Government's decision to establish a Technical Institute on Hong Kong Island, which will provide facilities for additional technician training and more pre-apprenticeship courses. When the Technical Institute is established, we recommend that the pre-apprenticeship courses at the Technical College should be discontinued in order to permit the College to concentrate on higher level courses. We further recommend that consideration be given to developing additional centres for pre-apprenticeship training.

ORGANIZATION OF THE INSPECTORATE

204. We are in general agreement with the Commissioners' proposals for the re-organization of the Inspectorate of the Education Department and have commented in paragraph 137 of our Report that the Inspectorate should become pre-eminently an advisory service, its present supervisory functions becoming the responsibility of a regional educational administration. We comment now on the recommendations dealing with the future organization of the Inspectorate.

Chapter 26, page 100, Recommendation (6).

205. *The post of Assistant Director (Inspection) should be redesignated Chief Inspector.*

In paragraph 137 of our Report we have proposed the title 'Chief Inspector of Schools.'

Chapter 26, page 100, Recommendation (7).

206. *Posts need to be established at headquarters of Senior Inspector (Primary) and Senior Inspector (Secondary).*

Chapter 25, page 95, paragraph 3.

207. *At present the senior inspectors in music and in physical education are singled out for senior rank: these are the longest established and most developed advisory sections and excellent work is being done, but there do not seem to us to be solid grounds for this special recognition of these two subjects.*

The Commissioners do not expressly state that the posts of Organizer of Music and Organizer of Physical Education should cease to be Senior Inspector posts but such a recommendation is implicit in this sentence. We are satisfied that the sections controlled by these two officers have developed on a large scale a range of expert services to the community in general which extend far beyond the normal curricula of schools. For these reasons we consider that the present gradings are justified.

Chapter 26, page 100, Recommendation (8).

208. *Consideration should be given to relieving from administrative duties members of the Inspectorate and trained teachers.*

We agree in general with this recommendation but not with the Commissioners' proposals that all the administrative responsibilities of the present Assistant Director (Inspection) should be re-allocated between the proposed four Assistant Directors (See paragraph 218 below). We consider that the Chief Inspector of Schools and his staff should continue to be responsible for all advisory services including visual aids, as well as other matters which are directly related to the academic work in schools such as the preparation or approval of syllabuses and advice on textbooks. We further consider that, since inspectors are so closely associated at all stages with the conduct of those public examinations for which the Department is responsible, the Examinations Section should continue to be under the administrative control of the Chief Inspector of Schools.

Chapter 26, page 101, Recommendation (9).

209. *Supervisory work which involves the physical inspection of buildings should not be the responsibility of the Education Inspectorate but the duties should be transferred to a more appropriate department.*

We do not agree with this recommendation. We understand that close liaison exists between the Education Department and the other government departments concerned: Public Works, Medical and Health and Fire Services. We consider that the Education Department should continue to be responsible for routine inspection of school buildings, and only call upon the other government departments for specialist and technical advice when necessary.

Chapter 26, page 101, Recommendation (10).

210. *Particular attention should be given to strengthening of the Inspectorate by the appointment of personnel qualified to advise on woodwork, metalwork and handicrafts.*

Chapter 26, page 101, Recommendation (11).

211. *The supervisory and advisory staff should be merged into one inspectorate whose members are qualified to advise teachers generally and in a particular field of education.*

We agree with this recommendation and consider that the supervisory staff should, as far as possible, be absorbed into the regional educational administration we recommend in paragraph 137.

Chapter 26, page 101, Recommendation (12).

212. *A post needs to be established under the Chief Inspector of an officer in charge of research and guidance.*

We agree with this recommendation and have commented in paragraph 42 in our Report.

ORGANIZATION OF THE EDUCATION DEPARTMENT

213. We endorse the Commissioners' tribute to the energy and ability with which the Education Department has tackled educational problems and agree with their opinion that the present provides 'an

opportune moment to consider the organization and structure of a department which is soundly based, but which was designed for a much lighter and less comprehensive system.' We understand that the former and present Directors of Education agree in general with the broad outlines of the re-organization proposed by the Commission for the Education Department and its Inspectorate at the level of Assistant Director and above, and we endorse these recommendations. In addition, we have had before us an outline of proposals by the Director of Education which seek to establish within the framework of the Commission's recommendations, and without involving further additions to the staff, a system of district and divisional administration particularly in the field of primary education. Whilst we consider that such a system of devolution from the centre is highly desirable both in the interests of greater efficiency and closer liaison between the Department and the rapidly increasing number of institutions for which it is responsible, we feel that the details of such a system are more appropriately a matter for discussion between the Department and the Colonial Secretariat after consultation, where appropriate, with the Government's Organizational Surveys Unit.

Chapter 26, page 101, Recommendation (13).

214. *The staff of the Department should be strengthened by the establishment of posts on a departmental grade in order to ensure stability and continuity of policy at an executive level.*

In making this recommendation, the Commissioners were, we feel, probably thinking in terms of the extensive use of executive officers in educational administration in Britain. There, such officers enter educational administration as junior clerks with the intention of making a career in that field, and largely as a result of the wide background knowledge and familiarity with specialized administrative procedures which they acquire over the years, they often rise to executive positions of importance. Experience in Hong Kong, however, seems to indicate that up to the present the existing stability and continuity of policy has been achieved more through the professional staff than through the nonprofessional staff with the exception of those non-professional officers responsible for establishment and accounting matters. Nevertheless it is clearly undesirable, and in certain cases uneconomic, to employ trained educationists on duties which do not require the possession of their special qualifications or experience and we agree that where possible such posts should be filled by non-professional staff in appropriate civil service grades.

Chapter 26, page 101, Recommendation (14).

215. *The Deputy Director of Education should be freed from direct administrative control in a particular field of education in order that he may be free to support and relieve the Director in the general administrative control of the Department.*

Chapter 26, page 101, Recommendation (15).

216. *The establishment should be increased to provide four Assistant Directors to be responsible respectively for Primary, Secondary, Technical and Further Education and Development.*

Chapter 26, page 101, Recommendation (16).

217. *A post should be established in the Development Section of a Statistics Officer.*

We were informed by the Director of Education that a post of a statistics officer, attached to the Development Section of the Department, was approved and established in 1961. The post is, at present, held by an Education Officer, who is able to provide the Department with all its statistical requirements and who works in liaison where necessary with the Statistical Branch of the Commerce and Industry Department and the Commissioner of Census and Statistical Planning. We agree with the proposal that such a post is necessary in the Education Department and consider that the survey at present being carried out by the Commissioner of Census and Statistical Planning should prove helpful to the Colonial Secretariat and the Education Department in deciding whether the post should continue to be held by an Education Officer or whether this post requires a trained statistician.

Chapter 26, page 101, Recommendation (17).

218. *The administrative responsibilities of the Assistant Director (Inspection) should be re-allocated between the proposed four Assistant Directors and the post should be redesignated Chief Inspector.*

We agree with this recommendation subject to the modifications we have proposed in paragraph 208.

Chapter 26, page 101, Recommendation (18).

219. *Posts should be established in the department to provide training and administrative experience for professionally qualified recruits to the administration.*

We agree with this recommendation and advise that education officers should be encouraged to enter the administrative field at a reasonably early age and receive their training by a scheme of progressively increasing responsibility similar generally to the scheme followed in educational administration in Britain.

Chapter 26, page 101, Recommendation (19).

220. *Professional posts in the administration should be open not only to teachers in government schools but also to teachers in aided schools and consideration should be given to making some of these posts open to applicants from outside the Colony.*

We note, as a background to this recommendation, that recruitment to the government education service is by competitive selection and that appointments on expatriate terms are not permitted if a suitable local candidate is available. Within this system of recruitment, posts in educational administration are at present filled by the transfer of serving government teachers from institutional to non-institutional posts.

221. We fully agree with the principle that every effort should be made to recruit the most suitable personnel to educational administration, but, in view of the suggested re-organization of the Education Department, we consider that senior posts in the administration should, except in unusual circumstances, be filled by the promotion of officers serving in the administrative branch of the Department.

222. As regards junior posts in the administration, we agree that recruitment should be from as wide a field as possible within the context of public policy for recruiting civil servants, and we consider that there should be reasonable fluidity of movement between junior administrative posts and teaching posts. We recommend wider opportunities for appointment to junior administrative posts on a trial basis, and consider that applications for such posts in the Education Department should be accepted from all suitably qualified professional persons, not solely from teachers in government and aided schools.

223. We also recommend that consideration should be given to appointing Inspectors and Assistant Inspectors of schools, Lecturers and Assistant Lecturers in teacher training colleges by open competitive selection from among experienced teachers. We do not, however, see any good reason for departing from present policy as regards appointments on expatriate terms in government service.

Chapter 26, page 101, Recommendation (20).

224. *A detailed review of the establishment and work of the Education Department should be carried out by the Organization and Method Unit of Government.*

Note on page 101.

225. *'Financial effect of our Recommendations.'*

In the note on page 101 of their Report entitled 'Financial effect of our recommendations', the Commissioners express the view that the majority of their recommendations for the re-organization of the Education Department Administration and Inspectorate 'do not involve additional members of staff on the establishment'. We agree with this view in the context of the position existing at the time of their visit, but advise that development since their visit should be taken into account when assessing the present staffing needs of the Education Department.

226. We make more detailed comments on the financial effect of the Commissioners' recommendations in our observations on Chapter 29, 'Summary of Recommendations involving Finance and Review of Financial Considerations.'

FINANCIAL CONTROL AND ACCOUNTING PROCEDURES

Chapter 27, page 105, Recommendation (1).

227. *An early investigation should be made into the many advantages which would accrue from the installation of a centralized system of automatic data processing to serve the financial and statistical needs of Government.*

Chapter 27, page 105, Recommendation (2).

228. *An early review of systems and procedures should be carried out by the Colony's Work Study Team who should also participate in the initial planning for the installation of a centralized system of automatic data processing.*

Chapter 27, page 104, paragraph 8.

229. We note that the Commissioners have made two suggestions in paragraph 8 of this Chapter which do not appear in their summary of recommendations.

- (a) *We would suggest that a common incremental date of 1st April should be used - staff appointed on or prior to 1st October qualifying for an increment on 1st April following and payments of increments to staff appointed after that date being deferred until the next succeeding 1st April.*

We consider that acceptance of this recommendation would result in simplified administration. We advise that incremental dates for officers serving in the Education Department should be considered in the light of practice adopted for all government servants, but that the suggestion put forward by the Commission might well be applied at an early date to staff in aided schools.

- (b) *We would also suggest that the present procedure for obtaining certificates supporting payments of annual increments might be replaced by arrangements which would call for a special report only where there are good reasons why increments should be withheld.*

In the interest of simplified administration, we recommend that this procedure be adopted in regard to teachers in aided schools and that the Government should consider its adoption in government service. Insofar as teachers are concerned the present procedures are most time-consuming because of the large number of teachers involved. In paragraph 127 of our Report we have recommended that there should be no efficiency or promotion bars in the proposed new time-scales for teachers and commented that this would not mean that inefficient teaching would be condoned. Similarly, acceptance of the Commissioners' suggestion above would not absolve school authorities from notifying the Education Department of all cases where the award of an increment is not, in their opinion, justified.

EDUCATIONAL DEVELOPMENT

Chapter 28.

230. During our deliberations we were invited by the Governor in Council to include in our Report advice 'on the extent to which the Government should provide for primary education in government and aided schools and on the various ways in which, so far as aided schools are concerned, such provision might be subsidized.' We deal with this

request before commenting on the Commissioners' recommendations in Chapter 28, entitled 'Educational Development.'

231. The present declared aim of the Government in relation to primary education is 'to provide in conjunction with private agencies places for all children of primary school age.' At the time when this policy was enunciated there was a very large gap between what was needed and what was available. A decision on how much primary education should be provided in the public sector (i.e. government and aided schools) and how much would have to rely on private enterprise was of no immediate significance at that time owing to the size of the gap to be filled. The success of the government seven-year expansion programme in government and aided primary schools and the corresponding development in the private sector, together with the more recent provision of educational facilities in resettlement areas, has altered the situation. Up to date statistics indicate that 548,195 pupils are enrolled in day primary schools of all types: an enrolment which represents 83.5% * of that portion of the population which according to the census figures are within the primary school age range. Although some parents prefer to send their children to private schools, it is disturbing to reflect that many of the children attending private schools must pay high fees, whether their parents wish to or not, because admission to public primary schools is largely by chance and is entirely so in the case of admission to government primary schools, except for needy children recommended by the Director of Social Welfare.

232. It is, therefore, opportune that the Government should now consider as a matter of policy the extent of its further participation at this level of education.

233. The 322,561 pupils in government and aided primary day schools in September, 1964, represent 59% of the total primary enrolment for day schools. It is clear that many of the recommendations in the Education Commission Report were made with the object of facilitating an expansion of public primary education, without placing an impossible burden on the economy of the Colony. This does not mean, however, that the private schools, which have contributed so greatly to education in Hong Kong, will cease to play an important part in the provision of primary education. In fact, some parents will, for a variety of reasons, continue to send their children to private schools in spite

* Refers to population statistics and ignores children outside the recognized primary school age who are occupying primary day school places.

of the increase in places in public schools. Taking all things into consideration we feel that it would not be unreasonable to assume that about 20% of the potential enrolment would prefer to enter private schools. This may be an overestimate, but the attractions which many private schools are able to offer, e.g. whole-day education, are undeniable.

234. We agree with the Commission that free primary education for everybody must be the ultimate aim, but we do not think that this can be regarded as an immediate aim in the context of the Colony's present financial resources and other pressing social needs. Having regard to the progress which has already been made to date, however, we consider that it should be possible to achieve an interim target of providing, within the next seven years, subsidized education at a moderate fee for all children aged 7 to 12 inclusive wishing to attend government or aided schools. The achievement of this target during the 1970-71 academic year would involve the provision of approximately 619,000* subsidized places, taking into account the estimated increase in the population by that date. This would be achieved if an additional 49,500 places were made available in public primary schools in each of the intervening years. The current government and aided school building programme, if fulfilled, will provide places for an additional 64,000 pupils by September 1965, and a further 67,000 by September 1966 and during the last three years the average annual increase in the number of government and aided primary school places has been 29,161. Bearing in mind that, until policy is decided, recurrent subsidy to schools is normally restricted to 50% of the total new places provided on a bisessional basis, it appears to us that in terms of capital development the target is within the capabilities of the Colony. Moreover the attainment of the target need not depend entirely upon new building, since the aided system can be rapidly expanded given the necessary additional finance by bringing on to subsidy the private sessions of subsidized schools and by extending aid to a number of non-profit-making private schools, who have requested it, as well as by securing a number of subsidized places in selected private schools.

235. The present net annual recurrent cost to the Government of providing public primary education for 322,561 pupils is approximately

* This figure includes an operational margin of 15% of the estimated population of primary school age. The term 'subsidized places' includes places in government and aided schools and places secured in private schools.

\$95 million. If the target of 619,000 places in public primary schools were achieved by 1970-71 the net annual recurrent cost to the Government, if all the various recommendations contained in our Report are adopted, is estimated to be not more than \$182,000,000. We advise that the Government should earnestly consider whether the necessary finance can be provided, so that a detailed development plan on the above lines may be prepared and implemented.

236. If after due consideration the Government should decide that the expansion of public primary education at the rate suggested is not likely to be within the financial capacity of the Colony, we advise that the Education Department be required to prepare a modified plan for the same period based on such lower annual expenditure figures as may be determined. The object of such a modified plan would be to try and secure a measure of financial aid for the same number of pupils as envisaged in paragraph 234, but owing to the limitation of finance a larger proportion of places would, for an interim period, have to depend upon partial subsidy. We suggest that partial subsidy might include the following types of aid to private schools.

- (a) The supplementation of salaries of selected qualified teachers.
- (b) The payment of a proportionate subsidy to permit reduction of school fees.
- (c) Partial assistance with school fees to certain pupils in selected schools.

Aid as at (a) and (b) is considered more appropriate for the private sections of subsidized schools and those non-profit-making private schools which may later qualify for full subsidy. Aid as at (c) is perhaps more appropriate for private schools which do not intend to come within the public system. We do not recommend that partial subsidy should remain as a permanent feature of the public system, but rather as an interim stage in the achievement, by the earliest possible date, of the aim of fully subsidized primary education in public primary schools for all who seek it.

237. We now turn to the second half of the request for advice on primary education policy, namely the various ways in which aided schools might be subsidized. It appeared to us that two questions were involved. In the first place, if it is assumed as a general principle that a system of aid should be adopted for all aided schools on the basis that the government subsidy together with the income from the standard tuition fees should be sufficient to ensure that every aided school is

financially able to provide education of an acceptable standard, the question arises how best such a subsidy is to be calculated. Some of the possible methods may be mentioned.

- (a) *Deficiency Grants.* This method involves a detailed annual scrutiny of each school's proposed budget by officers of the Education Department, so that the Government may be satisfied that its balancing subsidy is paid on a budget which has due regard for economy and efficiency. This method is generally adopted when the number of institutions is small or when there are peculiar circumstances which make a grant formula difficult to operate.

Forward planning is, however, difficult to achieve since the school authorities are unable to anticipate the Department's reaction to future proposals.

- (b) *Capitation Grants.* This is one of the various formula systems. The grant which has been found by experience to be appropriate in a number of comparable schools is reduced to a per caput amount and then applied universally to all other schools. This method has the great merit of simplicity and the schools themselves have advance knowledge of their likely resources, which is of great help in the planning and ordering of equipment. Its chief disadvantage lies in the fact that the greatest portion of all educational expenditure relates to teachers' salaries. Since these are normally paid on an incremental scale it follows that there are always considerable variations in the salaries bill among individual schools. A capitation system of grant takes no account of these differences nor of the difficulties encountered by developing schools in securing full enrolment and is only fully satisfactory when used for the purposes of paying supplementary grants for equipment and other items not connected with salaries.
- (c) *Salaries formula.* Because the salaries element takes up such a high proportion of the total expenditure, a formula which takes account of this factor generally produces more satisfactory and equitable results than a simple capitation formula. It is generally found, for example, that the government subvention, which is determined by the laborious process of scrutinizing each individual item in the budget of every school, represents a percentage of the salaries bill and that this percentage does not in fact vary greatly between one school and another. It can, therefore, be used as a formula for determining grant. There is one slight dis-

advantage in this method. It is obvious that the balance of the salaries bill which has to be met from school fees will not be the same in all schools because the total bill will be higher in schools with a mature staff than in schools with a younger staff on lower points of the scale. Where, however, the fees are comparatively low and the subsidy covers a very large proportion of salaries' costs (as would be the case in Hong Kong), this variation is of no great significance.

- (d) *Non-recurrent aid* (excluding capital development). We understand that it is the present practice of the Government to make grants in aid of a wide variety of items of expenditure of a nonrecurrent nature. These may include the purchase of new items of equipment, or their replacement, as well as ordinary or extraordinary repairs and maintenance. We consider that such ad hoc grants will need to be continued in the future even if a new formula system is introduced, but we consider that the formula grant should be at a level which will permit the school authorities to meet all their normal non-recurrent expenditure, and that the payment of an ad hoc non-recurrent grant should be restricted to major items of repair and major items of equipment which are likely to occur at infrequent intervals.

238. It will be noted that whatever method is used to calculate the subsidy for individual schools, the implied intention is that they should receive an amount which, when added to the normal fee income, will enable them to operate efficiently and to pay their staffs the salaries that are prescribed.

239. In paragraph 236 above, we have made an alternative suggestion involving partial subsidy to certain types of schools as an interim measure. In such cases the extent of the aid to be provided will vary considerably among different schools and there is less need to consider methods which will ensure parity of treatment. Possible methods might include the following:

- (a) Capitation grants to be used for an agreed purpose. These could be based either on the total enrolment or the number of classes.
- (b) Aid towards specific agreed items of expenditure e.g. teachers' salaries.
- (c) Aid based on a reduced proportion of full subsidy.

We are inclined to the view that (c) is administratively preferable to the others in that the calculations involved should provide a more

accurate guide to future commitments, when it becomes possible to extend the level of subsidy.

240. We are, of course, aware that there are many parents in Hong Kong who are able to pay fees greatly in excess of the standard fees and who would be quite happy to do so, if they were satisfied with the quality of the education provided. We, therefore, considered as the second question, whether we could suggest different levels of aid which took account of the differing financial circumstances of parents. In this connexion we have taken note of the Commission's recommendation (Chapter 7 Recommendation (1)) that systems of aid should have greater uniformity as well as their somewhat contradictory suggestion (Chapter 28 Recommendation (8)) that the Government should pay a 70% subsidy in resettlement estates if it finds itself unable to afford 100%.

241. Two possible approaches to this problem suggested themselves to us. One method might be to set the standard fees considerably higher than has hitherto been contemplated with a sliding scale of remission depending on parents' income. We do not favour this approach because we believe that it would involve the schools in an intolerable burden of private investigation into the affairs of a very large number of families. Moreover, we do not consider that a compulsory increase in fees, even though it were only applied to families able to afford it, would be consistent with the long-term aim of reducing and finally abolishing fees in the primary sector of education.

242. We have also considered whether it would be appropriate to suggest the development of a separate group of schools, which would receive subsidy on a much reduced scale and would therefore be compelled to charge a higher fee by way of compensation. Although this idea has certain attractions from the financial point of view, we are not in favour of encouraging a system of separate public schools for the well-to-do and for the poorer sections of the community. On the contrary, we suggest that if an aided primary school seeks to charge a fee which is higher than a certain prescribed maximum, one of the conditions for permitting such a fee should be a reduction in the government subsidy.

243. Our views on primary education development may be summarized as follows:

- (a) We endorse the Commission's statement (Chapter 28 para. 1) that the ultimate aim in the Colony must be to provide free

primary education for everybody, but we consider that this aim is unlikely to be realized in the foreseeable future.

- (b) We advise that the Government should now declare an interim policy aim of providing subsidized education at moderate fees for all who desire it in government and aided schools, and that the provision of subsidized places at the standard fee in private schools should be carefully considered both as a temporary and a permanent feature of this system.
- (c) We further advise that, provided the necessary finance can be made available, authority be given for the preparation and implementation of a primary education development plan designed to achieve the interim target by 1970-71 through the construction where necessary of new schools, the extension of recurrent aid to existing schools and by the securing of special places in selected private schools.
- (d) If the realization of the interim target appears to the Government to be beyond the immediate resources of the Colony, we suggest the preparation of a modified plan involving a greater degree of partial subsidy, and the consequent postponement of the date by which the interim target can be fully attained.
- (e) We have made certain suggestions regarding the general principles on which revised grant regulations should be based.

244. We now turn to the recommendations which appear on page 118 of the Education Commission Report.

Chapter 28, page 118, Recommendation (1).

245. *Consideration should be given to increasing the proportion of Chinese schools in which English is taught as a second language.*

We note that when making this recommendation the Commissioners have referred to the establishment of the Chinese University and the 'very great burden on some of the pupils' in Anglo-Chinese schools resulting from the fact that the language of instruction in these schools is English. We appreciate the importance to Chinese youth of making a thorough study of their own language and cultural heritage, and the educational advantage of learning through the mother-tongue. Indeed, we consider that many of the pupils in Anglo-Chinese secondary schools are unable to benefit fully from the education provided because of the difficulty of studying through the medium of a second language. Nevertheless, we are reluctant to endorse this recommendation in face of the marked parental preference for Anglo-Chinese secondary education, the

fact that the English language is an important medium of international communication and that a knowledge of it has undoubted commercial value in Hong Kong. Moreover, in the context of approved policy for secondary education, the proportion of provided Chinese education could only be increased by reducing the proportion of provided Anglo-Chinese education.

246. We advise, instead, that consideration should be given to improving the standards of Chinese studies in Anglo-Chinese secondary schools and of English language in Chinese secondary schools.

Chapter 28, page 118, Recommendation (2).

247. The extension of teacher training to two years and the approval of common standards of staffing and of teachers' salaries in both government and aided schools are regarded as being of fundamental importance.

We endorse both these proposals but have noted certain inevitable differences in staffing needs.

Chapter 28, page 118, Recommendation (3).

248. The reduction of the size of classes in primary schools from 45 to 40 merits early consideration.

We have acknowledged the desirability of a reduction in the size of primary classes in paragraph 113 and sympathize with the high degree of priority given to this recommendation by the Commissioners. Nevertheless, we are convinced that increased opportunity for education in public primary schools should be given higher priority in the immediate future.

Chapter 28, page 118, Recommendation (4).

249. When the new policy is fully implemented children should either take the examination at the present age of 12 or at the completion of the proposed new two year course when their age will be 14.

Chapter 28, page 118, Recommendation (5).

The proposal to provide, from 1963 onwards, for those pupils who are unable to gain admission to a full secondary course, a seventh year of education in Special Form I classes, so far as accommodation is available, is not a wise expenditure of public money and should be deferred.

Chapter 28, page 118, Recommendation (6).

As an interim measure, and in collaboration with teachers in the grammar schools, a one year secondary syllabus should be prepared

for the new Form I and should operate in September 1965 or 1966 if accommodation is available for all children to the age of 13. At this stage the age for taking the examination should be raised to 13.

Chapter 28, page 118, Recommendation (7).

The entrance examination age should be raised to 14 at the same time as accommodation makes it possible to introduce the new Form 2 covering a two year secondary syllabus.

We comment on these four recommendations together as they are concerned with the age of selection for provided secondary education, the length of the secondary school course to School Certificate level, the timing of any changes from the present age of selection, and the syllabus to be followed by secondary classes housed in primary school buildings.

250. We were informed that during the late summer of 1963, a Subcommittee of the Board of Education whose findings were endorsed by the Board had considered some of the major problems involved. We have studied its report and are in general agreement with the conclusions reached. We have, however, recommended a new policy for primary education and have the advantage of statistics of school enrolment since the Sub-committee made its report. We have concluded that the findings of the Subcommittee should be modified in the light of our recommendations for the expansion of the public primary school system, the proportion of children who in fact embark upon a full secondary school course, and the unpopularity of the present Special Form I course.

251. As regards the age of selection for provided secondary education we agree with the Commissioners and the Board of Education that selection should take place as late as practicable. We note that in Britain comprehensive secondary schools are favoured as a solution to the twin problems of late selection and of providing diversified secondary courses suitable for pupils of widely varying intellectual ability and academic attainment. For financial reasons we do not consider that a solution on these lines is feasible in Hong Kong in the foreseeable future. Nor do we consider that it is possible to delay selection until the age of fourteen in a dual system of secondary education if standards in secondary schools are to be maintained and pupils are to complete School Certificate studies at a reasonable age.

252. At the same time we are equally concerned that seven years of meaningful education shall be available for all children, and note that

a full secondary education in public or private schools is clearly the most popular form of post-primary education. In fact some 66% of the children leaving day primary schools in 1964 entered courses leading to the School Certificate examinations while an additional 6% were admitted to other secondary courses. The essential features of our proposals are that all children attending public primary schools will receive six years of general education before the stage of selection for provided secondary education; that children selected for admission to government and aided secondary schools will undertake a standard five-year or alternative four-year course to School Certificate level; that, as soon as practicable, a seventh year of full-time education with a strong vocational bias will be made available in special centres for children who do not proceed to secondary schools.

253. In the summer of 1968 the first pupils in the Junior classes under the re-organized system of primary education will have completed Junior 5 studies and are expected to reach approximately the same standard of academic attainment as pupils completing Primary 6 studies. We are also informed that a minority of the pupils entering the secondary schools at present are capable of successfully completing the course to School Certificate level in four years. There can, however, be no guarantee that pupils completing Junior 5 studies will reach the same academic standards as those completing Primary 6 studies. Nor can there be any certainty that the best pupils in Junior 5 classes after a further year's study in unselected first forms would reach the same academic standards as pupils who at present are promoted to secondary schools proper from Primary 6, and have the benefits of teaching supervised by specialist secondary school staff and a curriculum designed specifically for either Chinese or Anglo-Chinese secondary studies. In many parts of the world, however, pupils sit successfully for School Certificate examinations, of equivalent standard to the Hong Kong School Certificate examination, after a six-year preliminary educational course and four years of secondary school studies. If such a system can be successfully established in Hong Kong, pupils wishing to proceed to higher education or professional studies will benefit by completing their School Certificate studies one year earlier and it will be possible to extend the opportunity of subsidized secondary education to more children without increasing the recurrent cost of secondary education. Nevertheless, the Hong Kong pupil is required to devote a much greater proportion of his time to the study of two languages, i.e. Chinese and English, than many pupils elsewhere and we think it would be wrong

to establish four-year courses to School Certificate level in aided and government secondary schools as a general rule until there is evidence to show that a reasonable proportion of the pupils would obtain good results in the School Certificate examinations after a four-year course. In these circumstances, we advise that:

- (a) selection for education in public secondary schools should continue to take place on the completion of Primary 6 studies until the summer of 1968;
- (b) in the academic year 1968-69, all pupils completing Junior 5 studies should be given a year of secondary studies in primary school buildings and Special Forms I should be discontinued;
- (c) the syllabus for this one-year secondary course should be prepared in collaboration with teachers in secondary schools;
- (d) in the summer of 1969 selection for education in public secondary schools should take place about the age of 13 on completion of the six-year basic educational course;
- (e) consideration should be given to the preparation, in collaboration with secondary school teachers, of four-year secondary school syllabuses leading to the School Certificate examinations;
- (f) when this syllabus has been prepared, schools should encourage the ablest of their pupils to undertake the four-year courses leading to the School Certificate examinations, with the safeguard that any such pupil failing to reach satisfactory standards in the School Certificate examination should have a further opportunity of taking the examination;
- (g) in the year 1969 and the years immediately following, pupils selected for education in public secondary schools should undertake the existing five-year course or the alternative four-year course to School Certificate level;
- (h) as soon as practicable, a seventh year of full-time education should be made available for pupils who do not proceed to secondary schools.

254. We make the further following observations on our proposals in paragraph 253 above:

- (a) while we clearly disagree with the procedure recommended by the Commissioners we entirely agree with them on the desirability of announcing an agreed procedure at an early date in order to remove uncertainty in the minds of parents, pupils and teachers, and to facilitate the planning and programming of additional provision of schools;

- (b) after a period of experimentation, we consider that all pupils entering the public secondary schools might undertake a four-year course to School Certificate level. We think, however, that it would be impracticable in a dual system of secondary education to attempt to establish a three-year course to such a level;
- (c) we would expect English language studies to be emphasized in the curriculum for the sixth year of general education and English to be used as the language of instruction in some subjects. We consider that such emphasis on English language work would not only facilitate later study in Anglo-Chinese secondary schools but also improve English language standards in Chinese secondary schools and ultimately at the Chinese University of Hong Kong;
- (d) efforts should be made to ensure that children study a balanced curriculum during the sixth year of general education and, for this purpose, the form of the Secondary School Entrance Examination might be reconsidered;
- (e) standard primary school fees should apply during the sixth year of general education which will be the final year of an initial educational course preceding the stage of selection for secondary education;
- (f) the responsibility allowances recommended for non-graduate teachers selected for appointment to secondary schools proper should not be payable to non-graduate teachers appointed to teach pupils in the sixth year of general education. This position should, however, be reviewed if the standard secondary school courses to School Certificate level become four-year courses;
- (g) we do not consider that the provision of a seventh year of education in Special Form I classes up to the academic year 1968-69, so far as accommodation is available, is an unwise expenditure of public money. We understand that the curriculum is designed to give the pupils greater opportunity for employment at the age of 14, and that classes are opened only in response to demand and if they are of an economic size;
- (h) we envisage the eventual seventh year of full-time education, not as a further year of general education in ordinary schools, but as one year of vocational or pre-apprenticeship training provided in centres established for this purpose and leading to further education in courses conducted by the Evening Institute or the Technical College Evening Department.

Chapter 28, page 118, Recommendation (8).

255. Primary school provision in Resettlement Estates should take the form of Aided schools, preferably operating under full subsidy. If the cost of this is felt to be prohibitive, consideration should be given to the introduction of a special Subsidy Code based on 70% of the estimated cost of operation under the full Subsidy Code.

We appreciate that the construction of the resettlement estates poses a massive educational problem for the Government and that most of the inhabitants are likely to seek education for their children in aided and government schools. Nevertheless we are unable to justify special educational facilities in these estates as distinct from other parts of Hong Kong or in low-cost housing estates. In paragraphs 230 to 243 we have advocated a new policy for the provision of public primary education and recommend that schools in resettlement estates should be aided in conformity with this policy.

Chapter 28, page 118, Recommendation (9).

256. With a view to the preparation of a planned programme for primary and secondary school provision Government should come to an early decision on recommendation No. 6 for the introduction of the new Form 1 in primary schools in 1965 or 1966 and on the policy for the provision of primary school places in Resettlement Estates.

Our views on this recommendation are in paragraphs 253 to 257.

Chapter 28, page 113, paragraph 38.

257. At paragraphs 37 and 38 on page 113 of their Report the Commissioners express the hope that future school provision in resettlement areas will increasingly take the form of annexe schools on stilts to enable the ground floor to be used as an assembly hall/covered playground, and express the view that this type of school would be particularly attractive to religious and voluntary organizations, if they were permitted to use the covered ground floor area for their own purposes outside school hours. The Commissioners then make the following suggestion which does not appear in their summary of recommendations.

'As these schools will be constructed by Government we consider that they should be owned by Government and an economic rent charged by the Resettlement Department. To the extent that they are operated under the Subsidy Code we feel that one half of such rent should be payable

by the sponsors of the school, the other half ranking for reimbursement under the Code.'

- (a) We appreciate that the simultaneous construction of this form of school with housing blocks in resettlement estates is desirable as it ensures that educational facilities will be available as soon as residential accommodation is ready for occupation. However, we feel that the Commissioners' conclusion that half of the economic rent chargeable should not qualify for subsidy under the Subsidy Code can only derive from three assumptions:
 - (i) that use of the covered playground for religious and other community uses (as distinct from school use) will be permitted;
 - (ii) that the sponsors will not be required to make a contribution from their own resources towards construction costs; and
 - (iii) that in conjunction with (ii) the market rent of the covered playground for non-school uses is worth about half the full rent chargeable.
- (b) While we see definite sociological advantages if community activities centre round these schools, the use of schools for non-school purposes gives rise to considerations quite distinct from the provision of school buildings. It should also be borne in mind that the voluntary agencies will have no title to the land on which the schools stand, will not own the buildings and will have no voice in the design and size of the schools. We consider that if the sponsors provide the initial furniture and equipment for these schools without subsidy they will make an adequate contribution to the cost of building and equipping the schools, and that any rent chargeable for an annexe school building for use as a school should be recoverable in full under the provisions of the Subsidy Code.
- (c) If, however, a voluntary agency so desires, and the Government permits the use of the building for non-school purposes outside school hours, we consider that a separate rent should be charged, but that this additional payment must be borne by the agency from its own resources and must not be recoverable from the pupils through the school fees they are called upon to pay.

Chapter 28, page 118, Recommendation (10).

258. An agreed time-table should be observed for the preparation of annual programmes of estimated capital expenditure.

Chapter 28, page 118, Recommendation (11).

259. Planning for the provision of the additional secondary schools to maintain the proportion of selective secondary education at 15% during the period 1967-70 is urgent.

Chapter 28, page 118, Recommendation (12).

260. Extended use should be made of the practical facilities in the secondary grammar schools and pupils in those schools should be able to take examinations at school certificate level in such subjects as craft, art and music.

We have commented on this recommendation in paragraph 201.

Chapter 28, page 118, Recommendation (13).

261. With the broadening of the course in the secondary grammar schools, secondary technical schools should be merged in the general secondary selective scheme and the individual nomenclature should be abandoned.

In paragraph 70 we have noted that the public secondary technical schools have already been merged into the general secondary selective scheme, and that pupils entering these schools have opportunities similar to those of pupils entering the secondary grammar schools.

262. The educational course provided, however, has a strong technical bias. The schools are well staffed, well equipped and attract an increasing number of able pupils who have opportunities for higher education at the Technical College and University of Hong Kong.

263. In view of the need for more technicians and technologists we consider that the maximum use should be made of the special facilities provided in these schools and that it would be unwise to dissipate the present available resources of teachers of technical subjects.

Chapter 28, page 118, Recommendation (14).

264. In order to meet the needs of industry the provision of craft colleges for pre-apprenticeship training is recommended.

We are in some doubt as to the exact intention of this recommendation as, in our view, craft training and pre-apprenticeship training are dissimilar. If the pre-apprenticeship courses started at the Technical College in September 1964 prove successful, and there is every indication that they will prove so, we recommend that centres for pre-apprenticeship training should be established in accordance with the views we have expressed in paragraphs 199 and 203 of our Report.

Chapter 28, page 118, Recommendation (15).

265. *The provision of additional schools for various categories of handicapped pupils should receive early attention.*

SUMMARY OF RECOMMENDATIONS INVOLVING FINANCE

266. In this section of our Report we compare the financial effects of our recommendations with those of the Commission, and for this purpose we have revised the estimates of additional income and expenditure in Table 25 on pages 119-120 of the Education Commission Report. We explain our revision of the estimates by a series of notes below the Table and have renumbered the recommendations or sets of recommendations consecutively in order to facilitate reference to the notes.

267. We must emphasize that Table 25 is not based on actual income and expenditure but seeks to show, hypothetically, what additional costs and additional income would have been likely to arise if all the various recommendations had been operative during the financial year 1963-64. In making their estimates the Commissioners have on occasions, such as when estimating the fee income arising from item 5 in the table below, stated that it is not possible to indicate precisely the effect of a particular recommendation. On other occasions, such as when estimating the effect of item 6, they have not clearly stated the basis of their calculations. Since our purpose is to compare the financial effects of two sets of recommendations, we have left the Commissioners' estimate unrevised (although not necessarily agreeing with them) except when our own recommendations alter the basis of the calculation or when we are unable to ascertain how the Commissioners' estimates are derived.

268. We do not include in the table the Commissioners' estimate of \$6,425,800 for the additional capital expenditure which would have arisen had all their recommendations been operative, because we have not proposed any change in basic policy affecting items of capital expenditure except in relation to the schools in item 7. If our proposal that aided English schools should be established had been implemented, the hypothetical capital cost to the public purse of the schools in item 7 would have been considerably less than the \$4,850,800 allowed by the Commissioners.

REVISED TABLE 25

Itemized Recommendations	Education Commission Recommendations		Our Recommendations	
	Additional annual		Additional annual	
	Expenditure	Income	Expenditure	Income
	\$	\$	\$	\$
<i>Chapter 8-Private Schools</i>				
1. Extension of supplementation of salaries of teachers in approved private schools	1,500,000		1,500,000	
2. Extension of scheme for assisted places in private primary schools	75,000		75,000	
3. Extension of scheme of assistance to selected private schools on classroom basis	275,000		275,000	
4. Special assistance to private non-profit-making rooftop schools in Resettlement Estate (Note 1).....	217,500		217,500	
<i>Chapter 9-Admission of Pupils</i>				
5. Additional fee payable by certain pupils admitted to grant schools over and above normal 10% private entry.....		500,000		500,000
<i>Chapter 10-Fees in Schools</i>				
6. Increased fees in government and aided primary and secondary schools (Balancing figure see Note 2).....		11,000,000		780,000 (685,000)
<i>Chapter 11-Provision of education for English Speaking Children</i>				
7. Summary No. 11 Possible provision of additional schools (Note 3)	3,390,000		1,985,000	
8. Summary No. 15 Increased school fees (Note 4).....		3,945,000		2,877,000 (470,000)
<i>Chapter 12-School Accommodation and Equipment</i>				
9. Replenishment of school libraries in secondary schools	75,000		75,000	

REVISED TABLE 25-Contd.

Itemized Recommendations	Education Commission Recommendations		Our Recommendations	
	Additional annual		Additional annual	
	Expenditure	Income	Expenditure	Income
	\$	\$	\$	\$
<i>Chapter 15-Staffing Ratios</i>				
10. Reduction of size of classes in primary schools	11,000,000	-		
11 Revision of teacher staffing ratios (Note 5).....		10,500,000		10,650,000
<i>Chapter 17-Salary Structure</i>				
12 New teacher salary scales and scheme of allowances for posts of special responsibility with personal safe guarding where appropriate (Note 6)	6,000,000		12,500,000	
<i>Chapter 18-Examinations</i>				
13 Increased fee for Secondary School Entrance Examination.....		100,000		-
14 Increased fee for new examination at fifth form level		250,000		158,000
<i>Chapter 19-Special Education for handicapped pupils</i>				
15. Appointment of a Specialist Adviser on teaching of educationally sub-normal children	45,000		45,000	
16 Provision for partially sighted children	200,000		200,000	
17 Facilities for earlier ascertainment of deaf and partially deaf.....	150,000		150,000	
18 Special accommodation for other handicapped children	180,000		180,000	
<i>Chapter 20-Television and Radio</i>				
19 Initial experimentation in sound radio and television for schools (Note 7).....	350,000		350,000	
<i>Chapter 21-Non-Teaching and Ancillary Staff at Schools</i>				
20 New salary scales for Laboratory Assistants and Senior Laboratory Assistant (Note 8)	--		10,000	
21 Uniform standard of provision of secretaries and clerical staff in schools	550,000		550,000	

REVISED TABLE 25-Contd.

Itemized Recommendations	Education Commission Recommendations		Our Recommendations	
	Additional annual		Additional annual	
	Expenditure	Income	Expenditure	Income
	\$	\$	\$	\$
<i>Chapter 22-Miscellaneous Matters</i>				
22 Development of evening classes and adult centres.....	200,000		200,000	
23 Revised fees for evening classes		182,000		193,000
24 Additional salary rate for work at university level (Note 9).....	75,000		693,000	
25 Abolition of merit scholarships in government and aided schools		150,000		77,000
<i>Chapter 23-Training of Teachers</i>				
26 Entry fee for Training College entrance examination		7,500		7,500
27 Special third year of training for specialist teachers.....	150,000		150,000	
28 Payment of fees by Training College students.....		154,000		280,000
29 Recoupment of maintenance allowances which it is recommended should be advanced on loan (Note 10).....		1,250,000	360,000	1,250,000
30 Payment of maintenance allowances during third year special training.....	100,000		100,000	
31 Extension of refresher courses for practising teachers	150,000		150,000	
<i>Chapter 24 to 26-Technical Education, Inspectorate and Education Department</i>				
32 Appointment of additional staff (Note 11)	275,700		275,700	
33 Development of pre-apprenticeship courses and provision of further centre	250,000		250,000	
	25,208,200	28,038,500	20,291,200	17,927,500
Excess of additional annual income over additional annual expenditure		+2,830,300		-2,363,700

Note 1: As regards Item 4, we consider that rooftop schools in resettlement estates should be aided in conformity with the policy we advocate for the provision of public primary education, not in accordance with a scheme of special assistance. We have not, however, deleted the sum of \$217,500 from our revised table since we consider that expenditure on items (1) to (4) should be regarded as an overall sum for aid to private schools.

Note 2: As regards Item 6, school enrolment figures as at 31st March, 1963, were the latest available to the Commissioners when they forecast the additional fee income arising from their proposals, and their forecast of \$11,000,000 includes an allowance for an estimated increase in school enrolment during 1963-64. We do not know the projection used by the Commissioners, but have the advantage of knowing the actual school enrolment as at 31st March, 1964. In order to compare the financial effects of our proposals about fees and maximum levels of fees remission with those of the Commissioners we decided to use the actual school enrolment figures as the numerical basis for estimating the additional income under Item 6. The effect of using this basis of calculation is to reduce the Commissioners' forecast of additional fee income by about \$685,000. We do not, however, think it appropriate to insert a revised estimate into the Commissioners' table and have shown this sum of \$685,000 as a balancing figure in our own table.

Note 3: In Item 7, the Commissioners have accepted the order of costs as estimated by the Working Party on the provision of education for English-speaking children (vide Recurrent Expenditure column (c), paragraph 43, page 15 of Appendix 15 to the Education Commission Report) and have not adjusted these costs in the light of their salary proposals. We consider that the proposed new schools should be costed on the basis of our recommended salaries and staffing ratios. We have, therefore, adjusted the figure of \$3,390,000 to \$1,985,000.

Note 4: In Item 8, the Commissioners have arrived at the total of \$3,945,000 by adjusting, in the light of their own recommendations about fees, the Junior English school fee income and the secondary school fee income as estimated by the Working Party on the provision of education for English-speaking children (vide Revenue-Fees, paragraph 43, page 16 of Appendix 15 to the Education Commission Report). The Commissioners' calculations do not, however,

take into account any reduction in fee income resulting from remission of fees and, in the absence of an alternative recommendation, we think it reasonable to apply the levels of fees remission proposed by the original Working Party: i.e. 10% in Junior English schools and 40% in English secondary schools. We, on the other hand, recommend lower fees and lower levels of fees remission, and illustrate the effect of the different proposals as follows:

Maximum reduction in fee income arising from remission of fees at 10% and 40% with the Commissioners' proposed fees	\$ 1,013,780
Maximum reduction in fee income under our proposals.....	<u>\$ 544,258</u>
Difference	<u>\$ 469,522</u>
Say	<u>\$ 470,000</u>

We do not consider it appropriate to amend the Commissioners' table but, since remission of fees represents a substantial reduction in the estimated fee income we show the sum of \$470,000 as a balancing figure in our own table.

Note 5: As regards Item 11, the Commissioners' estimate of savings from this recommendation is based upon the following average annual costs per teacher: \$12,000 (Primary), \$17,000 (Secondary). Assuming an 18-year time-scale in our recommended salary scales, using the proportion of men to women teachers in existing government and aided schools, and making additions for indirect costs we estimate the average annual costs per teacher under our proposals to be \$13,000 (Primary), \$23,500 (Secondary). Our revised proposals for the teacher staffing ratio in secondary schools would result in a reduction of 88 instead of 150 secondary school teachers. The financial savings from item (12) are, therefore, expressed as \$10,650,000, derived as follows:

660 x \$13,000	= \$ 8,580,000
88 x \$23,500	= <u>\$ 2,068,000</u>
Total	= <u>\$10,648,000</u>
Say	<u>\$10,650,000</u>

Note 6: In estimating the immediate cost of applying their proposed salary structure the Commissioners considered that annual savings would cover the cost of the initial personal salary protection to safeguard the position of teachers employed in government service. They, therefore, concentrated on the cost of applying their proposals to teachers in aided schools. Our salary proposals involve longer time-scales, higher minimum and maximum salaries on the time-scales and lower responsibility allowances. We consider that the initial cost of implementing our salary proposals will depend upon the conversion arrangements adopted and agree with the Commissioners that detailed calculations will be necessary to ascertain the precise financial effects. In general we consider that there will be less need to safeguard the position of serving teachers but that the initial cost of making salaries and allowances uniform in government and aided schools is likely to be higher by some \$6 1/2 million.

Note 7: In Item 19, the sum of \$350,000 represents the Commissioners' estimate of the cost of a limited experiment in sound radio and educational television for schools. The annual cost of a regular Schools Educational Television Service will obviously be very much higher. We have retained the Commissioners' figures in our own calculations to represent initial expenditure on the preparation of programmes which would be incurred before the service could become operational.

Note 8: As regards Item 20, the Commissioners have not suggested new salary scales for Laboratory Assistants, but their comments imply a reduction of expenditure. Our proposals represent a calculated increase of \$10,000 annually.

Note 9: In Item 24, our proposal to raise the fees of all lecturers accounts for the much higher costs.

Note 10: In Item 29, we use the same enrolment figure as the Commissioners and estimate that \$360,000 should still be made available for maintenance grants to teachers in training.

Summary of additional recurrent costs:

<i>(a)</i> Education Commission Recommendations:	\$
Additional annual income	28,038,500
less Increased annual expenditure.....	<u>25,208,200</u>
Net additional annual income	<u>\$2,830,300</u>

(b) Our Recommendations:

Increased annual expenditure.....	20,291,200
less Additional annual income.....	<u>17,927,500</u>
Net increased annual expenditure.....	<u>\$2,363,700</u>

269. It will be seen that our recommendations result in an increase in annual expenditure of the order of \$2,363,000 whereas the Commissioners' recommendations result in decreased annual costs of the order of \$2,830,000 - a difference in annual costs of \$5,193,000. The chief reasons for the higher expenditure arising from our proposals are that we are unable to agree with the Commissioners' recommended increases in government and aided Chinese and Anglo-Chinese primary school fees, their salary scales for teachers, their secondary school staffing ratio, their fees for lecturers in the Technical College Evening Department and the Evening Institute and their proposals to eliminate entirely maintenance grants for teachers in training. At the same time, much of this increase is offset by the fact that we do not consider it desirable for the time being to recommend a reduction in the size of primary school classes.

270. Like the Commissioners we have not sought to balance additional expenditure against additional income. We have accorded highest priority to the rapid expansion of subsidized primary education and to conditions of service for teachers which, we believe, will continue to attract young men and women of the right calibre into the teaching profession. We consider that the quality of teaching must be maintained despite the rapid expansion of educational facilities we envisage but we note that, fortuitously, the increased annual expenditure of about \$5,193,000 arising from our proposals as compared with those of the Commissioners is \$3,957,000 less than the \$9,150,000 which we estimate would arise from the Commissioners' proposals to increase fees in Chinese and Anglo-Chinese primary schools. We urge most strongly that such fees should not be increased and that the Government should seek other forms of revenue to make possible the expansion of primary education for the children of Hong Kong without recourse to higher fees.

THE LEVEL OF RECURRENT ANNUAL COSTS BY 1966-67

271. Just as we have compared the annual financial effects of our recommendations with those of the Commission by revising Table 25

on pages 119-120 of the Education Commission Report, we now seek to compare the approximate forecast of recurrent expenditure in 1966-67 by revising Table 27 on page 124 of the Education Commission Report.

272. We must stress that both forecasts of recurrent expenditure in 1966-67 are largely hypothetical exercises, which have little validity other than as a comparison of the financial effects of our recommendations with those of the Commission. We must also stress that we do not know the detailed methods of calculation used by the Commissioners. Nevertheless, we have followed the general procedure adopted by them: that is, we have first adjusted the 1963-64 estimates to reflect what we consider to be the financial effect of implementing our various recommendations and then applied to the resultant figures under most heads of expenditure and income the estimated proportionate increase in numbers of school places between 1963-64 and 1966-67. The figures for school places are taken from Table 26 on page 122 of the Education Report, the increase being 147,270 aided and government primary school places and 13,490 provided secondary school places. Allowance has also been made for salary increments and for a slight rise in price levels and the revised estimates have been rounded off to avoid any suggestion of spurious accuracy.

273. It will be seen from the table that the effect of our recommendations is to increase the total net expenditure by about \$11 million over the forecast made by the Commissioners. We estimate, however, that at least this increase arises from our advice that government and aided Chinese and Anglo-Chinese primary school fees should not be raised.

REVISED TABLE 27

ESTIMATED GOVERNMENT EDUCATION EXPENDITURE IN 1963-64 AND APPROXIMATE FORECAST OF 1966-67

(excluding Universities)

Heading	Estimated expenditure 1963-64	1963-64 figures adjusted to reflect the financial effect of our recommendations	Education Commission's Forecast 1966-67	Our Forecast 1966-67
<i>Expenditure</i>	\$	\$	\$	\$
Administration and Inspection	11,753,250	12,527,000	14,500,000	14,500,000
Examination Expenses.....	1,050,000	1,050,000	1,310,000	1,310,000
Printing and Stationery.....	372,280	372,000	470,000	470,000
Maintenance of Government Buildings.....	910,000	910,000	1,000,000	1,000,000
<i>Primary Schools (including Special Education)</i>				
Government.....	37,654,374	38,343,000	52,000,000	51,200,000
Aided (Net).....	62,100,000	65,107,000	100,000,000	105,100,000
<i>Secondary Schools</i>				
Government.....	15,340,910	16,177,000	22,000,000	20,700,000
Aided (Net).....	14,648,000	14,443,000	19,500,000	21,200,000
Private Schools-Assistance.....	5,570,000	7,638,000	8,000,000	8,000,000
Technical College.....	3,761,560	4,357,000	5,000,000	5,000,000
Evening Institute and Adult Education.....	2,045,750	2,693,000	2,700,000	3,100,000
Training Colleges	5,187,770	6,342,000	6,900,000	7,300,000
Other Expenditure.....	2,108,300	2,108,000	2,600,000	2,600,000
Total Expenditure	162,502,194	172,067,000	235,980,000	241,480,000

Heading	Estimated 1963-64		Forecast 1966-67	Forecast 1966-67
<i>Income</i>	\$	\$	\$	\$
<i>Fees</i>				
Government Primary Schools	4,030,000	4,842,000	10,300,000	5,800,000
Government Secondary Schools	2,149,800	3,375,000	4,800,000	3,700,000
Technical College (and Evening Classes)	540,200	631,000	690,000	730,000
Examination Fees	906,400	1,064,000	1,600,000	1,800,000
Training College Fees and refund of maintenance allowances	--	1,538,000	1,490,000	1,620,000
Miscellaneous (including Evening Institute Fees)	1,185,000	1,287,000	1,550,000	1,500,000
Total Income	8,811,400	12,737,000	20,430,000	15,150,000
Total Net Expenditure	153,690,794	159,330,000	215,550,000	226,330,000

APPENDIX A

LIST OF REPRESENTATIONS RECEIVED

The Right Reverend R. O. HALL, M.C., Bishop of Hong Kong

The Hong Kong Council of the Church of Christ in China.

The Grant Schools' Council.

The Senior Non-Expatriate Officers' Association.

The Right Reverend Mgr. L. MENCARINI, P.I.M.E.

The Sheng Kung Hui Primary Schools' Council.

The Reform Club of Hong Kong.

The Hong Kong Chinese Civil Servants' Association.

The Hong Kong Teachers' Association.

The Diocesan Boys' School Committee.

The Association of European Civil Servants.

The Subsidized Schools' Council.

The Joint Council of Parent Teacher Associations of English Schools.

The Professional Teachers Training Board.