



SECONDARY EDUCATION IN HONG KONG OVER THE NEXT DECADE

(RETYPE D DOCUMENT)

**TABLED IN THE LEGISLATIVE COUNCIL,
16th OCTOBER, 1974**

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CHAPTER 1

INTRODUCTION

1.1 This Paper sets out the broad basis on which the Government, after taking into account the views of the Board of Education and the general public, intends secondary education in Hong Kong to develop during the next ten years.

1.2 The White Paper on Education Policy, published in April 1965, stated that the final aim of any educational policy must be to provide every child with the best education which he or she is capable of absorbing, at a cost which the parents and the community can afford. The interim goal, of providing free primary education for all who desire it, was accepted by the Government, although it was recognized that it could not be achieved immediately. Free primary education was subsequently introduced in all Government and aided primary schools [with the exception of the Junior English Schools and a minority of subsidized schools] in 1971, by which time sufficient places had become available for every child in the primary age-group.

1.3 The 1965 White Paper recommended that between 15% and 20% of those completing the primary course should receive subsidized secondary education. In 1970, the Government, after a reappraisal of progress, decided that a further major expansion of secondary education was necessary. Steps were taken to increase the provision of subsidized secondary education to a total of 50% of the Forms I—III age-group. By 1972, with universal primary education a reality, the Government concluded the time had come for a full study of the future development of secondary education to be undertaken.

1.4 On 26th January 1973, the Governor appointed a new Board of Education and asked it to submit a practical policy for the expansion of secondary education. The Board, under the chairmanship of the Honourable P.C. Woo, C.B.E., J.P., included members of the Legislative Council, representatives of a number of religious bodies which manage secondary schools, the Vice-Chancellors of the two Universities, the Director of the Polytechnic, an industrialist, and an educationalist from the New Territories. The Board's report was forwarded to the

Governor on 11th October 1973 and tabled as a Green Paper in the Legislative Council on 31st October. In the foreword to the Green Paper it was pointed out that, although the Government was aware of the need for a substantial expansion of secondary education, final conclusions upon the Board's recommendations would not be reached until public reaction had been assessed. Accordingly, members of the public were invited to comment on the Green Paper before the end of January 1974.

1.5 During the next few months, a substantial number of comments was received from official bodies, educational organizations, and members of the public. As a result of these representations, the Board reconsidered its earlier recommendations, and put forward modified proposals, the bulk of which have been incorporated in this Paper.

1.6 Hong Kong has every reason to be proud of its progress in the provision of educational facilities since the war. The population has increased sevenfold and the demands which have, in consequence, fallen upon its social, economic and financial resources have been immense.

1.7 In spite of the urgent claims of housing, medical services, social welfare, and the manifold demands of a modern urban society, the significant target of making subsidized primary education free for all has been attained. A careful examination of our resources has now satisfied the Government that it is feasible to embark upon the far reaching plans set out in this Paper.

1.8 There is no doubt that the majority of the community fervently believe that there should be a generous expansion of secondary education. The financial and other commitments involved will represent a heavy burden, which can only be carried at the expense of other social and community needs. The Government's duty is to try to balance, as equitably as it can, the competing claims of many more desirable projects than our resources permit us to undertake.

1.9 This programme should go far to provide for the children of Hong Kong the standards of education which they need if they are to be properly equipped to fend for themselves and serve their fellows in the competitive world of the next decade. It will do so in a considerably shorter time than that envisaged in the Green Paper, though at the price of some temporary disadvantages. The cost to the community will be heavy but it is an investment in our future prosperity.

CHAPTER 2

THE FUTURE SECONDARY EDUCATION SYSTEM

Nine years of general education for all

2.1 In 1965, when the previous White Paper on Education Policy was published, universal primary education was the immediate aim. Now that this has been achieved, the time has come for the next major step forward, in the field of education, the development of secondary education.

2.2 The Government's main objective is to make available, by 1979, subsidized education for every child for nine years, i.e. six years in a primary school followed by three years in a secondary school. All children should follow a common course of general education throughout these nine years. With this ambitious target, there will be combined a significant expansion of places for those wishing to continue their education thereafter.

Junior secondary forms

2.3 The education at present provided in secondary schools tends to be dominated by preparation for the Hong Kong Certificate of Education and for the entrance examinations of the two Universities. Because many pupils will be unable to obtain a place in a tertiary educational institution, it is desirable that the three years of secondary education, which will be provided for every child, should lead to a new public examination. This will both provide evidence that a pupil has satisfactorily completed his education to Form III standard and will act as a form of selection for further subsidized education.

2.4 A possible system would be to provide special junior secondary schools for Forms I to III only, with separate senior secondary schools offering a further two years secondary education in Forms IV and V. Children selected from the junior secondary schools would have to move to senior secondary schools to complete their secondary education, while those not selected would leave school to enter employment. However, there are serious disadvantages to such a divided secondary school system; the practical difficulties of converting existing school premises; the disruptive effect of changing schools on the education of those children who will continue beyond Form III; and the problems

of discipline in schools with a narrow age structure. It is therefore intended that, so far as possible, each secondary school should provide five years of secondary education, in a junior secondary course covering Forms I to III, and a senior secondary course for Forms IV and V. All new secondary schools should be constructed with these requirements in mind.

2.5 In junior secondary forms, all pupils should follow the same general curriculum, of which between 25% and 30% would be allocated to practical and technical subjects. The junior secondary curriculum will be designed to foster a liking for practical subjects, and it will be left to the discretion of individual schools to increase the proportion of time devoted to them. Schools will also be encouraged to ensure that junior secondary pupils participate in cultural activities (such as art and music) and in physical education.

2.6 The means by which sufficient junior secondary form places for every child can be provided as rapidly as possible are outlined in Chapter 3. When there are sufficient subsidized junior secondary places available to provide for every child completing six years of primary education, the existing Secondary School Entrance Examination, which is the method now used to select pupils for subsidized secondary education, will no longer be necessary and can be abolished.

2.7 With the abolition of the Secondary School Entrance Examination, an alternative system will have to be devised to regulate the flow of students from primary to junior secondary schools. As far as possible, a secondary school will take its pupils from primary schools in the same area. It will be the responsibility of each school to select its pupils under the general supervision of the Education Department, which will co-ordinate the placing of children for whom school places are not available near their homes. A secondary school will be encouraged to avoid elitist admission policies and to accept pupils of all levels of ability. It should seek advice on a pupil's abilities from the head of his primary school and will be discouraged from setting its own private entrance examination. However, a secondary school which also runs a linked primary school will be allowed to give preference to pupils from the latter.

Senior secondary forms

2.8 After completing the three years junior secondary course, children selected by means of a new public examination in Form III

will enter senior secondary grammar or senior secondary technical forms. It is intended that 60% of the places should be in senior secondary grammar forms and 40% in senior secondary technical forms, although this ratio may take some time to achieve in view of the existing preponderance of secondary grammar schools. It is the Government's aim that there should be sufficient places in senior secondary forms in the public sector for 40% of the 15-16 age group by 1979. In due course, the Government will consider whether a higher target percentage should be set for the public sector, though it should be remembered that the private sector will continue to offer an alternative for children ineligible for subsidized education in Forms IV and V and for those who opt for education in the private sector, so that the overall percentage of children for whom post-Form III secondary education will be available by 1979 will exceed 40% and will be at least 55%; this latter figure may well be not far short of the total of those who want to continue their education after Form III.

2.9 Senior secondary courses will follow curricula leading to the Hong Kong Certificate of Education, which is taken at the end of Form V; and one third of pupils entering Form IV should obtain places in lower Form VI where they can prepare for higher education.

2.10 There will be no automatic promotion from junior secondary to senior secondary forms. Selection and allocation procedures for the senior secondary course will be conducted by the Education Department and will be based on the results of a new public examination (to be called the Hong Kong Junior Certificate of Education) which will be taken at the end of the junior secondary course. As far as possible, children selected to continue beyond Form III should be permitted to do so in the senior section of the same school, and the allocation procedure will be so designed.

Prevocational schools and technical education

2.11 It is recognized that the proposed plan of expansion must place the correct emphasis on technical education. The increasingly sophisticated industrial requirements of the next decade will best be met by providing workers with a basic minimum nine year course of general education but with a practical and technical content of 25-30%. This will provide the foundation on which further industrial training can be given. The pre-vocational concept by which a three year technical course is given after a basic six year primary course is not

necessarily the most appropriate answer to the needs of a community as developed as Hong Kong is rapidly becoming, or with the extensive facilities for post-secondary technical education and vocational training that are being built in Hong Kong.

2.12 Existing prevocational schools, and those already planned or under construction, will continue as such for as long as they attract pupils. They will be allowed to accept children living anywhere in Hong Kong, and will not be restricted to drawing pupils from any particular geographical area. Although some parents wish their children to receive the type of education offered by prevocational schools, it appears that public support is more limited than was previously thought.

2.13 The Government has already embarked upon a substantial programme of technical institutes starting with Morrison Hill, and a further four are already under construction or in the planning stage. A major function of these institutes is to provide the related technical education which is required to complement the on-the-job training provided by industry. This aspect of technical education is of course of a vocational nature. The question of a further expansion in this field will depend upon the long term acceptability of technical institute trainees to industry. Technical institutes will provide a substantial number of places which will permit pupils leaving prevocational and other schools after Form III, to obtain full time technical training. Technical institutes will also provide for the training of apprentices under part-time day release training schemes.

2.14 As already mentioned in paragraph 2.5, practical and technical subjects will be included in the common curriculum of the junior secondary course, as speedily as facilities in schools permit. The curriculum for the two year technical course in senior secondary technical schools will be revised in order to give more emphasis to technical subjects, to ensure that pupils reach adequate standards in these subjects both in the Hong Kong Certificate of Education Examination taken in Form V, and for employment in industry.

2.15 The practical and technical content of the common curriculum for the junior secondary course, the substantial expansion of technical institutes and the intended overall ratio of three grammar to two secondary technical schools indicate that the Government attaches considerable importance to a build-up of technical education at the secondary level in line with Hong Kong's future needs.

Language of Instruction

2.16 In the past secondary education has been conducted mainly through the medium of English. Now that it is intended to make secondary education in Forms I—III available to all, it is appropriate to review this practice. On educational grounds there are strong arguments for maintaining that the medium of instruction for children aged 12-14 should be Chinese. However, there are other considerations. Hong Kong is a commercial and industrial centre which has reached a high level of technical and professional sophistication and has established close contacts all over the world. It is undeniable that Hong Kong, if it is to maintain its progress, will continue to need people at all levels in commerce, industry and the professions who are at home in English as well as in Chinese. For these practical reasons, the standards of Chinese and English must be maintained, and indeed, if possible, improved, and parents are likely to demand that they should be. These considerations suggest the need for a balanced approach.

2.17 It is the Government's intention that individual school authorities should themselves decide whether the medium of instruction should be English or Chinese for any particular subject in junior secondary forms. This will facilitate the adoption of appropriate measures to ensure that there is no drop in the standard of English of those continuing their education beyond Form III, while, at the same time, enabling other students to derive maximum benefit from their education through the medium of Chinese. It is not intended to be more specific on this topic until full consultation with schools has taken place. Encouraging the greater use of Chinese will necessitate the development of textbooks in Chinese, the training of teachers who can use Chinese effectively as the medium of instruction, and the introduction of improved teaching techniques. These factors will to a large extent govern the rate at which teaching in Chinese can be introduced. Schools will probably wish to consider each subject separately, taking into account factors such as the nature of the subject, availability of suitable textbooks and teachers, and the needs of their pupils. A pupil would then be able to take each subject of the new Hong Kong Junior Certificate Examination in the language appropriate to him.

2.18 The Government intends to review the arrangements for the language of instruction as these develop.

Examinations

2.19 The Government acknowledges that the existing Secondary School Entrance Examination should be phased out as soon as it is no longer required for its present purpose of determining whether a child should receive subsidized secondary education. This will be possible as soon as the target of 100% provision of junior secondary places (paragraph 2.2) is achieved. Thus, if the programme for these places, as outlined in this Paper, is carried out without delay, the Secondary School Entrance Examination would be set for the last time in May 1978.

2.20 A new public examination, the Hong Kong Junior Certificate of Education, will be introduced at the end of the junior secondary school course, to serve two functions. Firstly, it will provide evidence that a pupil has satisfactorily completed his education to Form III standard, which should assist him in securing employment if he leaves school at this stage. Secondly, it will serve as the means of selection for those who wish to continue their studies beyond Form III. The examination will be based on the common teaching syllabus for the junior secondary school course and will not have a special syllabus of its own.

2.21 It would make unreasonable demands on a pupil to require him to take both the Secondary School Entrance Examination and the Hong Kong Junior Certificate of Education. For this reason, the Hong Kong Junior Certificate of Education will only be introduced after the Secondary School Entrance Examination has been abolished. The Education Department, in consultation with school authorities, will devise measures to bridge the gap between the phasing out of the Secondary School Entrance Examination and the introduction of the Hong Kong Junior Certificate of Education. Consultation will also be required with school authorities on the phasing out of those selection procedures which are associated with the Secondary School Entrance Examination; on the introduction of new selection arrangements for junior secondary courses on an area basis, as the number of places available approaches the 100% provision target; and on the introduction of the new examination itself.

2.22 The present Hong Kong Certificate of Education will continue to be taken by pupils completing Form V of senior secondary schools. It will also be used as the basis for selection for entry to Form VI. Selection of students for Form VI will continue to be made by school

authorities, taking into account broad guidelines, governing standards of entry, laid down by the Education Department.

Quality of education

2.23 The emphasis in this Paper is on the need to provide a sufficient number of places and on the ways by which these can be made available. But the Government is very much aware of the desirability of improving the quality of the education provided in our secondary schools. With this in mind, steps will be taken to ensure an adequate supply of qualified teachers (see Appendix 1) to meet the rapid expansion planned for the public sector and the additional teachers required for 'bought' places in the private sector. The early extension of educational television to secondary schools is under consideration. The recently established curriculum development committees will continue to examine syllabuses, with a view to making them more relevant to the needs of pupils in a changing and more demanding society.

Teacher Training requirements

2.24 The future pattern of secondary education outlined in this Chapter will naturally require a matching increase in teacher training, and this is considered in detail in Appendix 1.

CHAPTER 3

IMPLEMENTATION OF THE NEW SYSTEM

Provision of places

3.1 As stated in paragraphs 2.2 and 2.8, the aim is to provide sufficient subsidized places in junior secondary forms for all children in the 12-14 age group, and in Forms IV and V for 40% of the 15-16 age group. It is obvious this objective will be achieved only if there is the fullest co-operation by sponsors and school managements; past experience is such that the Government is sure that this will be forthcoming.

3.2 Before considering how these targets may be achieved, it is necessary to take stock of the total number of places currently avail-

able, and those expected to be available in the future if the proposals in this Paper are fulfilled. The following table projects the position, assuming that there is no disruption of the current school building programme and that the number of private school places remains substantially as it is:

TABLE I

**The total number of school places likely to be available
(including subsidized and private places)**

	<i>September 1974</i>	<i>September 1976</i>	<i>September 1979</i>
<i>(a) Forms I & II (junior secondary forms)</i>			
(i) Government	10,000	15,600	19,560
(ii) Aided	44,040	91,630*	126,725
(iii) Assisted Private	33,367	4,251	4,251
(iv) Asymmetrical	960	11,840	34,720
(v) Prevocational and Secondary Modern (Public Sector)	7,220 (95,587)	13,640 (136,961)	19,690 (204,946)
(vi) Private non-profit making	27,340	29,605	30,565
(vii) Private independent schools	<u>87,132</u>	<u>87,132</u>	<u>87,132</u>
	<u>210,059</u>	<u>253,698</u>	<u>322,643</u>
<i>(b) Forms IV and V (senior secondary forms)</i>			
(i) Government	6,360	7,549	8,600
(ii) Aided	28,880	47,250	56,930
(iii) Assisted Private (Public Sector)	11,718 (46,958)	1,383 (56,182)	1,383 (66,913)
(iv) Private non-profit making	6,077	7,587	8,227
(v) Private independent schools	<u>29,807</u>	<u>29,807</u>	<u>29,807</u>
	<u>82,842</u>	<u>93,576</u>	<u>104,947</u>

[*Note:* Table I assumes that 36 Assisted Private Schools ~~34~~ * above ~~34~~ will become fully aided with effect from September 1976; and does not include any 'bought' places within the Public Sector.]

3.3 The targets of the campaign to provide 100% subsidized junior secondary places and 40% subsidized senior secondary places by 1979 will be as follows:

	<i>September 1974</i>		<i>September 1976</i>		<i>September 1979</i>	
	<i>Forms I-III</i>	<i>Forms IV-VI</i>	<i>Forms I-III</i>	<i>Forms IV-VI</i>	<i>Forms I-III</i>	<i>Forms IV-VI</i>
Public Sector	95,587	46,958	136,961	56,182	204,946	66,913
Bought places	<u>64,320</u>	<u>3,000</u>	<u>64,320</u>	<u>—</u>	<u>77,454</u>	<u>19,007</u>
Total	<u>159,907</u>	<u>49,958</u>	<u>201,281</u>	<u>56,182</u>	<u>282,400</u>	<u>85,920</u>
Percentage of school population of age group	48%	24%	62%	25%	100%	40%

[*Note:* These figures include the extra places in Forms I-III from the adoption of the flotation/extended day pattern. Form VI places are excluded though these may be seen in Table III dealing with recurrent costs.]

3.4 It is clear from these figures that the targets given in paragraph 3.1 for junior secondary places cannot be achieved unless there is a rapid expansion in the number of subsidized places available. Ideally, this expansion should take place through a substantial new school building programme but, even if financial and other resources so permitted, it would not be possible to plan and construct sufficient schools in the time available. Thus, temporary measures will have to be adopted to maximize enrolments in existing schools, until the building programme overtakes the school population.

Bisessional operation

3.5 Bisessional operation would have been the most effective means of increasing secondary school enrolments quickly, but this system has not found public support and it is not the Government's intention to introduce it compulsorily in junior secondary forms, even as an interim measure. But, if individual school authorities choose to adopt bisessionalism in preference to any of the other methods proposed to achieve the same objective, there would be no government objection.

Rotation

3.6 Rotation, which is a six-day working week for the school buildings but a five-day working week for the pupils and teachers, is already practised in some schools. Although there are disadvantages such as the additional burden imposed on school administration and the inconvenience caused to the home lives of pupils and their families, school authorities will be permitted to continue rotation if they wish.

Nevertheless it is not intended to recommend the adoption of rotation as standard practice.

Flotation/Extended Day

3.7 Flotation is an arrangement whereby utilization of the teaching areas of a school is maximized (see Glossary). It is already practised in many secondary schools and is thought to be the best available method of providing the additional places required in the shortest possible time. Flotation, combined with an extended day system (see Glossary), which permits a staggering of classes throughout the day, could increase school enrolments by up to 50%, without any significant educational disadvantage. It is therefore proposed to introduce this flotation/extended day system into all junior secondary forms in Government schools, but not to senior secondary forms, thereby increasing junior secondary enrolments by up to 50%. The aided schools will also be encouraged to adopt this system.

3.8 Although there was a fair measure of public support for the flotation/extended day system, it is not an ideal solution; but the Government believes that it is far more acceptable than the alternative, which is that a really effective expansion of secondary education should await the completion of the school building programme and the major movement of population to the New Towns. Although the system does not ordinarily increase the number of hours spent in school by an individual child, the Government is aware that it will create staff problems. Every effort must be made to streamline school timetables so as to avoid any substantial increase in teaching hours, and the position of school supervisory staff, whose responsibilities are significantly increased by larger enrolments, will require review.

3.9 In order to achieve the 1979 target of 100/40% places as a start the flotation/extended day system should be adopted in September 1975 in Forms I³4II of Government and aided secondary schools. If it proves possible to increase their enrolments by 50%, the number of places available in Forms I³4II of these schools will be 137,000 in September 1976 and 205,000 in September 1979. The balance of places necessary to make up the target of 100% provision for the age group by September 1979 would be 'bought' in private schools. In 1979 it is likely that about 77,000 places (see Table III) would have to be 'bought', but the actual number of 'bought' places will also depend

upon the rate of completion of new school buildings and the extent to which aided schools are able and willing to increase their enrolments by flotation/extended day operation.

3.10 It is not proposed to increase enrolments in Forms IV and V by use of the flotation/extended day method. 66,913 places will be available in September 1979 in Forms IV and V of Government, aided and assisted private schools against a target figure of 85,920 places [see paragraph 3.3 above]. The balance of about 19,000 places will have to be 'bought' in private schools and there is no reason to doubt that this will be available.

Bought places

3.11 It should be noted that while the number of 'bought' places proposed to achieve targets in the public sector in Forms IV to V will increase from 3,000 in September 1974 to 19,000 in September 1979, there will be a relatively smaller increase in 'bought' places in Forms I to III. The latter will increase from 64,000 in September 1974 to the target of 77,000 by September 1979. The reason for this comparatively modest increase is that in order to achieve the 1976 target of secondary places in Forms I to III of the public sector for 50% of the 12-14 age group, it has already become necessary to place maximum reliance on the buying of such places in the private sector. Recourse to buying of places was necessary to offset the time required to carry through the secondary school building programme. As a result the majority of places of an acceptable standard in Forms I to III of the private sector have already been taken up and present indications are that there is only a limited reserve of 'unbought' private secondary places available between now and 1979.

Spare accommodation in primary schools

3.12 As a result of the current downward trend in the primary age group, the preference of some parents for places in the private sector, and the movement of population from one district to another, some primary school premises in the public sector are under-utilized. Such schools are mostly on Hong Kong Island and in the New Territories, while in Kowloon the majority of primary schools are fully utilized.

3.13 A feasibility study has indicated that the conversion of a primary school to secondary school operation is usually uneconomic if

a reasonable range of secondary level facilities is to be provided. Consideration is therefore being given to possible linking of existing primary school premises to adjacent secondary schools, and to the possible amalgamation of adjacent primary schools to provide increased secondary level accommodation. The scope for such *ad hoc* conversion of primary school premises is nevertheless limited, as individual primary schools are intended to serve a restricted area and falling primary enrolments do not necessarily indicate that a primary school is wholly redundant.

3.14 Conversion to secondary level usage is not the only choice when considering how best to make use of under-utilized Government primary schools. The special education diagnostic and remedial centres, the temporary College of Education at Hung Hom, and the Technical Teachers College are all operating in converted primary school premises. There are a number of other possible specialist usages within the sphere of the Education Department, and competing claims for surplus primary accommodation will require careful weighing. It is nevertheless expected that a measure of re-organization will permit some primary school premises to be utilized for additional secondary places.

School building programme

3.15 The 1979 targets set for secondary education can be achieved on time if ³/₄

- (a) all existing and planned Government and aided schools accept and practise the flotation/extended day system to the fullest extent by September 1976;
- (b) the schools building programme set out in Table II is fully implemented on schedule; and
- (c) the required number of 'bought' places in private schools can be acquired.

3.16 It is estimated that, by 1983, there will be about 82,000 in the 12-14 age group and about 23,000 in the 15-16 age group living in the New Towns. Sufficient places for these children will, if possible, be provided in Government and aided secondary schools in the New Towns. The full achievement of this goal will require a further 57

new schools in addition to the 53 schools in the present New Towns building programme and the 12 existing schools in the New Towns, i.e. there will be a total requirement of 122 secondary schools (12 existing; 110 to be built).

3.17 Outside the New Towns, there are areas (notably in Kwun Tong and parts of the New Territories) in which there is an existing shortage of secondary school places. This will be accentuated by the adoption of the new targets. It is estimated that by 1983 a total of 51 extra new secondary schools will be required in areas other than the New Towns. Thus, altogether, 161 new secondary schools will be required for the whole Colony [see Table II].

Fees

3.18 Since the 1965 White Paper on Education Policy, free primary education has been introduced in Hong Kong. This step was only possible when there were sufficient places available in Government and aided primary schools for all children of primary school age. The Government believes that no child should be denied secondary education solely because of the inability of parents to pay school fees. It is, therefore, intended that the present system of fee remission will continue for so long as the Government is unable to accept the high cost which would be involved in making secondary education wholly free.

Costs

3.19 In considering the cost of the new policy now outlined, it is necessary to assess capital and recurrent expenditure separately, and to differentiate between the various types of education to be provided. Whatever cost projections are used, many uncertain factors may affect them. For example, general rises in costs of building and of teachers' salaries and variations in fees and fee remissions, will have an important influence on net costs. It should be stressed that the estimates in Table II and III are based on mid-1974 prices.

Capital Costs

3.20 The estimated capital costs (at mid-1974 prices) of the secondary schools which are estimated to be required to meet the new targets, as detailed in paragraph 3.16 and 3.17 are given below in Table II.

TABLE II

Capital costs for new secondary schools

Type	No.	Buildings	Furniture & Equipment	Total Cost	Cost	
					Government	Sponsor
		\$	\$	\$	\$	\$
<i>Sept. 1974-Sept. 1976</i>						
(i) Government Technical	4	17,000,000	4,480,000	21,480,000	21,480,000	-
(ii) Aided Technical						
(a) Estate type	6	25,500,000	6,720,000	32,220,000	25,500,000	6,720,000
(b) Standard type	3	19,590,000	3,360,000	22,950,000	18,360,000	4,590,000
(iii) Aided Grammar						
(a) Estate type	-	-	-	-	-	-
(b) Standard type	10	54,800,000	7,250,000	62,050,000	49,640,000	12,410,000
(iv) Prevocational	3	13,500,000	2,850,000	16,350,000	13,080,000	3,270,000
(v) Asymmetrical						
(a) Estate type	-	-	-	-	-	-
(b) Standard type	9	49,320,000	6,525,000	55,845,000	46,910,000	8,935,000
(vi) Loan projects	5	-	-	-	-	-
Sub-total	40	<u>179,710,000</u>	<u>31,185,000</u>	<u>210,895,000</u>	<u>174,970,000</u>	<u>35,925,000</u>
<i>Sept. 1976-Sept. 1979</i>						
(i) Government Technical	3	12,750,000	3,360,000	16,110,000	16,110,000	-
(ii) Aided Technical						
(a) Estate type	17	72,250,000	19,040,000	91,290,000	72,250,000	19,040,000
(b) Standard type	2	13,060,000	2,240,000	15,300,000	12,240,000	3,060,000
(iii) Aided Grammar						
(a) Estate type	10	42,500,000	7,250,000	49,750,000	42,500,000	7,250,000
(b) Standard type	1	5,480,000	725,000	6,205,000	4,964,000	1,241,000
(iv) Prevocational	3	13,500,000	2,850,000	16,350,000	13,080,000	3,270,000
(v) Asymmetrical						
(a) Estate type	9	38,250,000	6,525,000	44,775,000	38,250,000	6,525,000
(b) Standard type	6	32,880,000	4,350,000	37,230,000	31,273,000	5,957,000
(vi) Loan projects	2	-	-	-	-	-
Sub-total	53	<u>230,670,000</u>	<u>46,340,000</u>	<u>277,010,000</u>	<u>230,667,000</u>	<u>46,343,000</u>

TABLE II^{3/4} Contd.

Sept. 1979-Sept. 1983

(i)	Aided Technical						
	(a) Estate type	-	-	-	-	-	-
	(b) Standard type	12	78,360,000	13,440,000	91,800,000	73,440,000	18,360,000
(ii)	Aided Grammar						
	(a) Estate type	21	89,250,000	15,225,000	104,475,000	89,250,000	15,225,000
	(b) Standard type	-	-	-	-	-	-
(iii)	Asymmetrical						
	(a) Estate type	33	140,250,000	23,925,000	164,175,000	140,250,000	23,925,000
	(b) Standard type	2	10,960,000	1,450,000	12,410,000	10,424,000	1,986,000
(iv)	Loan projects	-	-	-	-	-	-
	Sub-total	<u>68</u>	<u>318,820,000</u>	<u>54,040,000</u>	<u>372,860,000</u>	<u>313,364,000</u>	<u>59,496,000</u>
	Grand total	<u>161</u>	<u>729,200,000</u>	<u>131,565,000</u>	<u>860,765,000</u>	<u>719,001,000</u>	<u>141,764,000</u>

Footnote (i) Table II is based on normal site costs (at mid-1974 prices) and no allowance is included for the extra costs of difficult sites:

(ii) These capital costs assume the continuance of the present policies on ratios of capital assistance as between the Government and sponsors [80%—20%, or 84%—16% in the case of asymmetrical schools]. In estate type schools it has been assumed that the Government will bear the cost of the buildings, and that sponsors will pay for furniture and equipment.

(iii) By 1983, the correct proportions of 3 secondary grammar to 2 technical schools should have been achieved in the New Towns, but not in the older urban areas, due to the existing preponderance of grammar type secondary schools.

(iv) It is proposed that the following new schools will be estate type secondary schools to be built as part of the housing estates in the New Towns:-

- (1) *September 1974-September 1976*
6 Technical schools
- (2) *September 1976-September 1979*
17 Technical schools
10 Grammar schools
9 Asymmetrical schools
- (3) *September 1979-September 1983*
21 Grammar schools
33 Asymmetrical schools

Financial provision has already been included within the proposed overall block provision for the development of the New Towns for all the school buildings at (1) and (2), and for 39 of the schools at (3) above.

Recurrent Costs

3.21 By September 1979, if the target figures of places are fully achieved, there will be an enrolment in junior secondary forms of about 282,000 and in senior secondary forms of about 86,000, plus 12,960 places in Form VI. However, as 1979 will be the end of the transitional period, during which enrolments in schools will have been building up towards these target figures, all places in higher forms will not have been filled. By 1983, the enrolment pattern based on 100% of the 12-14 age group in junior secondary forms and 40% in senior secondary forms should be fully operative. Table III gives an estimate of recurrent costs for the four key years 1974, 1976, 1979 and 1983, based on mid-1974 costs.

TABLE III

Estimated Recurrent Costs of Secondary Education

(Showing progression towards 100% of the 12-14 age group in 3 year places,
and 40% of the 15-16 age group in Forms IV & V)

September 1974	<i>Places</i>	<i>Costs</i> \$
<i>(a) Junior Secondary Forms</i>		
1. Government	10,000	26,960,000
2. Fully Aided	44,040	77,730,600
3. Assisted Private	33,367	24,524,745
4. Asymmetrical	960	705,600
5. Prevocational	3,360	5,009,760
6. Secondary Modern	3,860	5,299,780
7. Bought Places	<u>64,320</u>	<u>47,275,200</u>
Total:	<u>159,907</u>	<u>187,505,685</u>
	Say	<u>\$187,506,000</u>
 <i>(b) Senior Secondary Forms (incl. Form VI)</i>		
1. Government	(1,770)	8,130
2. Fully Aided	(5,880)	34,760
3. Assisted Private	11,718	8,612,730
4. Bought Places	<u>3,000</u>	<u>2,205,000</u>
Total:	(7,650)	<u>57,608</u>
Grand total:	217,515	281,593,295
Estimated Central Admin. Costs:		16,940,000
Assuming Phase I of 36 Asst. Private Schools becoming fully aided (3 year conversion)		<u>9,888,000</u>
		<u>308,421,295</u>
	Say	<u>\$308,421,000</u>

TABLE III^{3/4} Contd.

September 1976

(36 Asst. Private Schools become fully aided)

	<i>Places</i>	<i>Costs</i> \$
<i>(a) Junior Secondary Forms (with extended day in Forms I and II only)</i>		
1. Government	15,600	40,138,800
2. Fully Aided	91,630	152,655,580
3. Assisted Private	4,251	3,124,485
4. Asymmetrical	11,840	8,702,400
5. Prevocational	8,490	12,658,590
6. Secondary Modern	5,150	7,070,950
7. Bought Places	<u>64,320</u>	<u>47,275,200</u>
Total:	<u>201,281</u>	<u>271,626,005</u>
<i>(b) Senior Secondary Forms (incl. Form VI)</i>		
1. Government (2,101)	9,650	24,829,450
2. Fully Aided (9,120)	56,370	93,912,420
3. Assisted Private	1,383	1,016,505
4. Bought Places	<u>-</u>	<u>-</u>
Total: (11,221)	<u>67,403</u>	<u>119,758,375</u>
Grand total:	268,684	391,384,380
Estimated Central Admin. Costs:		<u>22,120,000</u>
		<u>413,504,380</u>
	Say	<u>\$413,504,000</u>

September 1979

(a) Junior Secondary Forms (with extended day in Forms I, II and III)

1. Government	19,560	49,115,160
2. Fully Aided	126,725	204,914,325
3. Assisted Private	4,251	3,124,485
4. Asymmetrical	34,720	25,519,200
5. Prevocational	13,900	20,724,900
6. Secondary Modern	5,790	7,949,670
7. Bought Places	<u>77,454</u>	<u>56,928,690</u>
Total:	<u>282,400</u>	<u>368,276,430</u>
<i>(b) Senior Secondary Forms (incl. Form VI)</i>		
1. Government (2,250)	10,850	27,244,350
2. Fully Aided (10,710)	67,640	109,373,880
3. Assisted Private	1,383	1,016,505
4. Bought Places	<u>19,007</u>	<u>13,970,145</u>
Total: (12,960)	<u>98,880</u>	<u>151,604,880</u>
Grand total:	381,280	519,881,310
Estimated Central Admin. Costs:		<u>30,160,000</u>
		<u>550,041,310</u>
	Say	<u>\$550,041,000</u>

TABLE III^{3/4} Contd.

September 1983		Places	Costs \$
<i>(a) Junior Secondary Forms (without extended day)</i>			
1.	Government	13,360	36,018,560
2.	Fully Aided	91,340	161,215,100
3.	Assisted Private	4,251	3,124,485
4.	Asymmetrical	74,500	54,757,500
5.	Prevocational	9,480	14,134,680
6.	Secondary Modern	3,860	5,299,780
7.	Bought Places	<u>38,809</u>	<u>28,524,615</u>
	Total	<u>235,600</u>	<u>303,074,720</u>
 <i>(b) Senior Secondary Forms (incl. Form VI)</i>			
1.	Government (3,090)	11,690	31,516,240
2.	Fully Aided (15,570)	76,770	135,499,050
3.	Assisted Private	1,383	1,016,505
4.	Bought Places	<u>-</u>	<u>-</u>
	Total: (18,660)	<u>89,843</u>	<u>168,031,795</u>
	Grand total:	325,443	471,106,515
	Estimated Central Admin. Costs:		<u>26,910,000</u>
			<u>498,016,515</u>
		Say	<u>\$498,017,000</u>

3.22 The estimate of costs for 1983 in Table III assumes that the completion of the projected school building programmes will by that time have made it possible to phase out the flotation/extended day system, which is an essential element in the early years of the new secondary pattern. Phasing out of this system will have to be postponed if financial or other difficulties delay completion of the building programme. The projected costs shown for 1983 are lower than those for 1979 because census projections indicate that there will be fewer children in the relevant age groups in 1983.

3.23 The figures in the preceding paragraphs indicate the cost of the proposals set out in this Paper at mid-1974 prices. It should be emphasized that no allowance has been included for inflation, nor for the recent salary increases approved for the public service and aided schools. Recurrent expenditure is estimated to rise from \$359,807,000 for the school year commencing September 1975 to \$550,041,000 for

the school year commencing September 1979, making a total of \$2,259,906,000 over the 5 year period. In addition, a total Government capital contribution of \$719,001,000 will be required for the ten year period September 1974 to September 1983 (see Table II). These are very substantial figures, and must be viewed against the background of escalating pressures from other social and community needs on our financial resources. The Government will make every effort to fulfil the ambitious educational targets set out in this Paper. But it has to be accepted that their fulfilment must be subject to a regular review of the overall resources available to the Government and of the share of them which properly can be made available for secondary education.

APPENDIX 1

TEACHER TRAINING REQUIREMENTS

No educational system can attain the standards demanded by a competitive world unless the teaching profession is adequate in numbers and quality.

2. The Government believes that, in general, the ratio of teachers to pupils which is now adopted in Government, aided and assisted secondary schools is adequate in a period of rapid expansion. Any further improvement in this respect must be postponed until at least after the targets contained in this Paper have been achieved. Consequently, the estimate of our need for additional teachers during the next decade is based upon the maintenance of these ratios. This will be a formidable task.

3. Present enrolments in the public sector (that is to say, Government, aided and assisted schools and 'bought' places in private schools) are now about 160,000 in Forms I to III and about 50,000 in Forms IV and V—a total of 210,000. By 1979, there should be about 282,000 in Forms I to III and 86,000 in Forms IV and V—a total of 368,000.

4. To meet the needs of these extra 158,000 pupils, a substantial expansion in excess of the present strength of about 3,400 graduates and 1,550 non-graduate trained teachers in the public sector would be needed.

5. How is this heavy additional demand to be met? The two Universities will, in consequence of their approved expansion between now and 1978, substantially increase their output of graduates in the next few years. It is fair to assume that there will be a proportionate rise in the numbers of graduates who will enter the teaching profession. Nevertheless, it is clear that the demand for graduate teachers cannot be wholly met from local sources.

6. One solution would be to recruit graduate teachers from abroad. The prospects of doing so in sufficient numbers are not encouraging. In any event, it would probably be more costly than present arrangements and would both be beyond our financial resources and produce a divisive effect within the teaching profession in Hong Kong. The solution must, therefore, lie in a more sparing use of our limited number of graduate teachers and a rapid expansion of training facilities for non-graduate teachers.

7. The proposed method would be to utilise trained non-graduate teachers in the planned expansion of the junior secondary forms (that is, Form I—III). While it is not the Government's intention to alter the present arrangements in existing schools, future vacancies in these forms should also be filled by trained non-graduate teachers. If this is done, the needs for graduate and trained non-graduate teachers are as follows:—

	<i>Graduate</i>	<i>Non- Graduate</i>	<i>Total</i>
September 1975	620	1,330	1,950
September 1976	650	1,380	2,030
September 1977	720	1,480	2,200
September 1978	760	1,530	2,290
September 1979	790	1,590	2,380

8. The above Table deals separately with graduate and non-graduate teachers. The expected requirement of technical teachers is included in the 'Total' column but has not been analysed since the syllabuses for practical and technical subjects in Forms I to III and for senior technical schools require further consideration. On the other hand, the Table makes due allowance for wastage, whether by reason of death, premature retire-

ment or other cause. But it is a conservative estimate and does not take into account the higher ratio of staff to pupils required in Form VI; nor does it allow for the staffing needs of private schools save to the extent to which these provide 'bought' places.

9. The Colleges of Education undertake all training of non-graduate teachers, and hence must be responsible for meeting the annual needs shown in the Table in paragraph 7 above. The present planned output of the three Colleges of Education by 1975 is 1,660 (720 full-time and 940 part-time). However, this output can be increased to 2,040 (900 full-time and 1,140 part-time) by:

- (a) bringing into temporary use the accommodation in Hung Hom which has just been vacated by the Sir Robert Black College of Education on its move to recently completed premises at Pipers Hill, and
- (b) a small increase in the output of the three permanent Colleges of Education.

10. The total output of 2,040 from 1976 onwards will probably be adequate to meet the projected non-graduate requirements of primary and secondary schools up to September 1979, (see paragraph 7 above) taking into account the requirements of primary schools, estimated at about 500-600 non-graduate teachers a year.

11. After September 1979, the demand for teacher training facilities will depend on the output of graduates from the Universities and the influence of the trends in birthrate on the 12-16 age group in the nineteen eighties, and on teacher wastage. A permanent fourth College of Education will be provided, if this demand exceeds significantly the output of the three present Colleges of Education, since the Hung Hom accommodation is unsuitable as permanent accommodation for either primary or secondary teacher training. It is therefore proposed to review separately the probable requirement for teachers at both primary and secondary levels and the appropriate size of the fourth College of Education in the light of these factors.

12. If the review indicates a need for a new permanent fourth College of Education, it is intended that it should also accommodate the permanent Technical Teachers College which was opened in September 1974 in temporary accommodation at Morrison Hill.

APPENDIX 2

GLOSSARY OF TERMS USED IN THE WHITE PAPER

- (1) Aided secondary school – operated by a voluntary body and mainly financed by Government through the unified Code of Aid.
- (2) Assisted private secondary school – operated by a voluntary body and in receipt of Government financial recurrent assistance in the form of classroom allowance and supplementation of the teachers' salaries.
- (3) Asymmetrical school – a school in which the class structure is such that most of the classes are in Forms I to III, e.g. a school of 30 classes with 24 classes in Forms I to III and 6 classes in Form IV and above. This type is operated by voluntary bodies and is in receipt of the same Government recurrent financial aid as a private non-profit-making secondary school.
- (4) Bisessional operation – two schools operating in one school building, one school uses the building in the morning and the other in the afternoon.
- (5) Bought place – the Government subsidizes a place in a private secondary school so that the pupil is only required to pay the same fee and is eligible for the same privileges in respect of fee remission as a pupil in a Government or aided secondary school.
- (6) Capital expenditure – the cost of providing school buildings, furniture and equipment.
- (7) Curriculum – course of study.
- (8) Curriculum development committee – a committee comprising a cross-section of the educational field appointed by the Director of Education to advise him on the development of the curricula in schools.
- (9) Estate type school – a standard plan secondary school built by the Government as a part of the overall construction of a housing estate, and subsequently handed over to sponsors to operate.
- (10) Extended day system – an arrangement which permits a staggering of classes throughout the day i.e. some classes begin and end the school day before some other classes but all classes are in session at the same time for a greater part of the day.
- (11) Fee remission – The Government, and not the pupil, pays the fees to the school (this ensures that no pupil awarded a place is deprived of the opportunity to follow a secondary school course in the public sector through inability to pay the school fees).

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|------|--|---|
| (12) | Flotation | – there are more classes than actual classrooms in a school. Use is made of the special rooms as form bases. In this manner a more intensive use of all teaching areas is obtained e.g. a standard plan asymmetrical school has 24 classrooms, 11 special rooms and 1 assembly hall, giving 36 teaching areas in which it is proposed to operate 30 classes. This permits up to an extra 25% enrolment. |
| (13) | Government secondary school | – wholly operated and financed by Government. |
| (14) | Hong Kong junior certificate of education | – proposed examination to be taken by pupils at the end of Form III. It will serve the two functions of selecting pupils for promotion to Form IV in Government and aided secondary schools and as standard of attainment for those pupils leaving school. |
| (15) | Junior English school | – primary school for English speaking children. |
| (16) | Linked primary school | – a primary school which acts as a feeder school for a particular secondary school. |
| (17) | New towns | – the three new towns of Sha Tin, Tsuen Wan and Tuen Mun in the New Territories. They will eventually house 1.8 million people. |
| (18) | Practical subjects | – such as woodwork, metalwork, integrated woodwork, metalwork and design, practical electricity, technical drawing, home economics, typing, commercial studies, pottery, and other manipulative skills. |
| (19) | Prevocational school | – a school offering a three year post-primary course. The curriculum gives equal emphasis to both practical and general subjects. It includes instruction in at least three of the major industrial and commercial subjects. Operated by a voluntary body and mainly financed by Government through the unified Code of Aid. |
| (20) | Private independent secondary school | – operated on a profit-making basis and not in receipt of any Government financial aid. Bought place students receive a fee supplementation. |
| (21) | Private non-profit-making secondary school | – operated by a voluntary body and in receipt of Government recurrent financial aid in the form of a per capita grant for each place bought. |
| (22) | Private sector | – any school other than one in the public sector. |
| (23) | Public sector | – Government, aided, and assisted schools, and the 'bought' places in private schools. |
| (24) | Recurrent expenditure | – the cost of operating a school. |

APPENDIX 2^{3/4} Contd.

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|------|---------------------------------------|---|
| (25) | Rotation | – a school building is used for six whole days per week but with each pupil only attending for five of these days, thus permitting a 20% increase in pupils. |
| (26) | Secondary grammar school | – a school providing a secondary course with emphasis on academic subjects. |
| (27) | Secondary modern school | – a school offering a three year general post-primary course. Operated by a voluntary body and mainly financed by Government through the unified Code of Aid. |
| (28) | Secondary school entrance examination | – existing examination taken by Primary 6 pupils to select them for and allocate them to places in Form I in Government and aided secondary schools. |
| (29) | Secondary technical school | – a school providing a secondary education with emphasis on science rather than the humanities, and on technical (non-vocational) subjects. |
| (30) | Teaching syllabus | – scheme of work to indicate to teachers the work to be covered. |
| (31) | Technical institute | – a post-secondary institution providing vocational courses, both on a full-time and part-time basis for students at a craft and lower technician level in a wide variety of industries and trades. |



Printed by the Government Printer

Code No.: F351174

Price:\$3.00

