CHAPTER 1  EDUCATION AND RESEARCH

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I. Definitions and background

Definition

1 The term “Third Sector” is an evolving concept. It also refers to the social sector, voluntary sector, nonprofit sector or the independent sector. There are various definitions of the terms but they all seem to point to the organizations that belong to neither the government nor the private market and are devoted to the promotion of the public good.1 According to the scholars Michael Hall and Keith G. Banting, the term “Third Sector” has its origin in political science and focuses on its independence from government and its difference from the private sector. As such, the framework suggests that the government is the first sector whereas “business organizations comprise the second sector and the rest of organizational life occurs in the Third Sector.”2

2 As indicated in a recent study commissioned by the Central Policy Unit of the Hong Kong SAR Government, the term is often confused with “the voluntary sector,” the “not-for-profit” sector, “Non-Governmental Organizations” or NGOs, the “independent sector” or “charitable organizations.”3 A widely used definition was developed by the Johns Hopkins Comparative Nonprofit Sector Project4 in which an International Classification of Non-profit Organizations (ICNPO) was utilized to study and compare the development of the Third Sector in 22 countries. The five key features of organizations in the Third Sector include:

Organized, i.e. institutionalized to some extent. Therefore, we included professional organizations such as teachers’ unions and parent-teachers associations. However, the size, formality and legal status of an organization were not the essential criteria for drawing the line.

Private, i.e. separate from the government institutionally and not exercising governmental authority. As a result, public schools and institutions under the Vocational Training Council (under government structure) were excluded from this study.

Non-profit making, i.e. not returning profits to their directors or owners, and profits are reinvested in the organization to further its stated purpose, for example, to serve the poor and the needy. Private schools and institutes were therefore excluded

Self-governing, i.e. have their own internal governance procedures, controlling their own activities and enjoying a meaningful degree of autonomy. Although many schools in Hong Kong receive significant financial support from the Government to provide educational service, the aided schools also enjoy a meaningful degree of academic freedom; and most of them have their own governance structure (e.g. School Management Committee). Therefore, most
were included in this study.

**Voluntary**, i.e. involving some meaningful degree of voluntary participation. Many schools encouraged their students to participate in community services and members of the public (e.g. parents) do also participate in voluntary work in schools (e.g. organizing variety shows, tutoring programmes, etc.).

**Background**

“In most countries now education as well as charity has become a national concern. The state receives, and often takes, the child from its mother’s arms to hand it over to its functionaries; it takes responsibility for forming the feelings and shaping the ideas of each generation. Uniformity prevails in schoolwork as in everything else; diversity, as well as freedom is daily vanishing.”

Alexis de Tocqueville (1969, pp. 680-681)

3 Education in modern society has become a major social institution with its financial and administrative responsibilities primarily taken up by the government. Access to basic education is seen as a human right as well as an indicator of social development. Education is positively related to economic advancement. Like many economically developed countries and regions, Hong Kong has a system of free and compulsory education. In 1978, the Government started nine years of free and universal primary and junior secondary education. But unlike many of its counterparts, the Hong Kong Government does not play the role as a direct provider of basic education. Instead, it relies on mostly non-governmental organizations (NGOs), or the Third Sector, to provide basic education for Hong Kong’s residents.

4 Currently, about one-third of secondary school graduates enter into matriculation after passing the Hong Kong Certification of Education examination after Form 5. About half of those who enter matriculation pass the A-level examination. In 2002, only about 18% of our youth were admitted to the eight universities in Hong Kong, all of which are subvented by the Government. Although the current situation represents a huge improvement from the 1970s when the university enrolment ratio was only about 2-3%, the usual path to get into a university is still dependent on one’s passing a series of examinations with good grades. Therefore it is understandable that the content of public examination syllabus and the honing of examination skills are the main emphasis in most schools, be they managed and run by NGOs, the private sector, or by the Government itself. Not surprisingly, a pro-vice-chancellor of the University of Hong Kong commented that many parents still believe in rote learning only.

5 In 1997, Chief Executive Tung Chee Hwa proposed an education review in his first Policy Address. Subsequently, he asked the Education Commission to launch an education reform. He also set up a $5 billion Quality Education Fund to finance projects for the promotion of quality education in Hong Kong. In addition, the Chief Executive re-affirmed the policy of mother-tongue teaching, which had been promoted since the 1980’s. Since 1998, 112 public sector schools, having fulfilled the prescribed criteria (in students’ ability, teachers’ capability and support measures), have been allowed to use English as the teaching medium. Some 300 schools adopt Chinese as the teaching medium in
the junior forms. Tung also started a pilot project of “integrative education,” which allowed handicapped children who were traditionally confined to special schools to study in ordinary schools. Tung seemed determined to alter the elitist approach to education. In his 1999 Policy Address, he maintained that “the focus of our education system should be on cultivation, not elimination, and examinations should not be reduced to a mechanism of producing losers.” In his 2000 Policy Address, the Chief Executive vowed to increase the enrolment ratio in tertiary education—including not just universities but also other post-secondary institutions—from about 30% to 60% in ten years. In 2001, Tung set up an additional $5 billion fund—the Continuing Education Fund—to promote lifelong learning.

6 The Chief Executive backed up his vision for education reform with solid financial support. Funding for education surged from $37.9 billion in 1996-1997 to $52.2 billion in 2001-2002, a 38% increase over five years. However, despite these increases, funding for higher education has been on the decline in the past five years. A 10% cut was realized in the 1998-01 triennium and with an additional 5% cut in the 2001-04 triennium. The Government’s plan is to allow the private market to play a larger role in the provision of tertiary education in Hong Kong. In this, higher education in Hong Kong reflects a global trend towards private charges, market competition, non-state provision, corporate governance, and system-wide performance management.

7 Many governments are being squeezed financially in their attempt to keep up with the everincreasing demand for public services. Hong Kong, too, is in a similar situation. Many countries have turned to the market or the Third Sector to share the burden. How should education be structured and its responsibilities shared among the state, the market, and the Third Sector? What roles should these different sectors play? The following sections are our initial findings based on a series of individual in-depth interviews and focus group discussions.

Educational Policies

Responsible Departments

8 The Education and Manpower Bureau (EMB) is responsible for providing quality education at all levels in Hong Kong. Under EMB, up until 2003, there were a number of educational bodies, such as the Education Department, University Grants Committee (UGC), and the Hong Kong Examinations and Assessment Authority. The Education Department, which was merged into the EMB in 2003, oversaw basic education while UGC oversees government-funded universities, reviews the current practices and suggests changes from time to time.

9 Alongside EMB there is also the Education Commission (EC). It co-ordinates with other advisory bodies to advise the Secretary for Education and Manpower on Hong Kong’s overall educational policies. It also initiates research and oversees the operation of the Quality Education Fund (QEF) with advice from the QEF Steering Committee. The Education Commission reports are significant documents that chart the direction of educational reforms in Hong Kong since the 1980s. [Note: The EC merged with the Board of Education in 2003 and the
Board no longer exists.1

Major Policy Initiatives

Aims & Objectives15

10 The Government aims to provide quality education to enhance students’ all-round development and capacity for lifelong learning in order to train a skilled workforce and quality citizens.

Education Commission Reports Highlights16


12 Apart from Education Commission Reports, there were also other initiatives and recommendations. In 1991, for example, the first School Management Initiative suggested changes in school management in primary and secondary schools. A five-year strategy plan for information technology in education was implemented in 199817 and a comprehensive education reform proposal was initiated in 2000. Most educational reforms in Hong Kong are implemented by a top-down approach, with much participation in the process of policy formulation from various stakeholders.

Education Reform18

13 A series of consultation papers: “Review of Education System: Reform Proposals. Education Blueprint for the 21st Century” was published in 1999-2000 to collect opinions from the public on how to improve the local education system. In Policy Address 2000, the Chief Executive endorsed the reform recommendations made by the EC.

14 The whole education reform effort is aimed at addressing the inadequacies of the existing educational system and to produce students who are capable of lifelong learning to face unprecedented challenges in this fast-changing world. The reforms were meant to enable students to develop to their full potential, including honing their critical thinking and creative thinking abilities.

15 The reforms sought to focus on students, enhance the quality of education, inculcate a “no loser” spirit and provide a life-wide learning environment with
society-wide mobilization.

16 There are seven major areas of reform, namely, the admission systems and public examinations system, the curricula and improving teaching methods, improving the assessment mechanism to supplement learning and teaching, opportunities for lifelong learning at senior secondary level and beyond, resource strategy, the professionalism of teachers and support for frontline educators.

17 For senior secondary education, a more diversified and multi-channeled system that includes mainstream secondary schools, senior secondary schools offering alternative curricula as well as vocational training institutes is preferred by EMB as this would provide more choices for students.

The Sutherland Report\textsuperscript{19}

18 UGC’s recent review on higher education in Hong Kong (2002), known as the Sutherland Report, built on the pioneering work of the 1996 report and suggested reforms in the higher education sector in view of the new local and international landscape and challenges. The report mainly suggested changes in funding and governance. It suggested, for example, establishing a Further Education Council to oversee associate degree provisions by both public and private providers; encouraging each university’s governing body to carry out regular reviews of its management structures, and maintaining the dual funding system of teaching and research activities.

Reform Progress and Outcomes

19 There have been continuous attempts to improve Hong Kong’s education system since the colonial period. After 1997, HKSAR Government continued to review and reform the education sector. For example, the number of native English-speaking teacher was increased in order to enhance students’ English-language abilities and targets were set to provide more professional and continuous training for teachers and principals.

20 Two comprehensive “Progress Report on Education Reform” were issued in 2002 and 2003\textsuperscript{20}, providing detailed account of the progress of key areas of education reform since 2000.

21 In 2001, the Standing Committee on Language Education and Research (SCOLAR) began a review of language education. Moreover, some of the suggestions in Education Reform 2000 have been implemented gradually with enhanced support to school through Capacity Enhancement Grant, school-based support from EMB and other professional institutions, sharing of good practices, development of home-school cooperation culture, etc. Also, the Academic Aptitude Test was abolished in 2000 and there is now a growing number of “through-train” schools.

22 For post-secondary education, there are now increased opportunities with the offer of Associate Degree (AD) programmes and the recognition of AD qualifications by the Government (2001). UGC’s final recommendations for future higher education development include setting up of a Further Education
Council to look after lifelong learning; gradually putting taught postgraduate and sub-degree programmes on a self-financing basis; introducing the Credit Accumulation and Transfer System (CATS); and identifying a few institutions for focused public and private sector support.

23 The pursuit of quality education at all levels requires the concerted effort of the government, various educational bodies and the cooperation of different stakeholders.

**Methodology**

**Quantitative Approach**

24 To understand the diverse nature of education, the Education and Research category was divided into six sub-sectors, namely professional organizations, primary education, secondary education, higher education, special education and adult education. An extensive survey was conducted to collect opinions from the Third Sector itself. The questionnaire focused on NGOs’ financial status, human resource management and responses to government policies.

25 The population of this sector includes all private independent and non-profit-making kindergartens, primary and secondary schools, universities, post-secondary education institutes, adult education institutes, special schools, and professional organizations. The school list was retrieved from census data while the educational organization list was obtained from Teachers’ Centre. The total population amounted to 853 units.

26 Hundred percent sampling was conducted for the higher education sub-sector while a 20% sampling was conducted for the rest (except big organizations). In this 20% sampling cohort, 174 questionnaires were sent out with 68 returned, a 39.1% response rate. However, of those who responded, ten considered themselves non-Third Sector and thus, there were only 58 valid cases. Also, among those valid cases, nearly one-third were kindergartens while primary and secondary schools together accounted for less than 20%. Thus, the valid cases collected formed a skewed picture of the education sector. The team therefore decided not to use this data to reflect stakeholders’ opinions.

27 Nevertheless, an extensive survey on basic statistics of the sector were retrieved from published sources, such as the Education and Manpower Bureau’s website, the University Grants Committee’s website and a number of government consultation papers. They were incorporated into this part of the report to provide a comprehensive picture of the sector. Moreover, focus groups and individual interviews were conducted to collect primary source data from the sector.

**Qualitative Approach**

28 To have more in-depth analysis in this qualitative study, stratified random sampling of each sub-sector was conducted to identify interviewees. The school list obtained from the Census and Statistics Department and a professional organization list obtained from the Teachers’ Centre formed the basis of the sampling. Five to 19 organizations were randomly selected from each
sub-sector, depending on its relative size. Data was collected from 36 educational organizations, with a response rate of 52.9%. Those participating in this study were 12 professional organizations, three primary schools, eight secondary schools, nine special education schools, five adult education schools and five universities or institutes offering higher education.

Information was collected through a questionnaire, a 120-minute focus group interview and/or a 20-60 minute individual interview in person or over the telephone. The key informants were the headmaster/headmistress, president, vice-president or other leading officials of the organizations.

Some of the hurdles we faced in conducting this study were worth noting. Understanding of the term “Third Sector” was low. We had to explain the purpose of our study before some of the educational organizations would answer our research questions.

We intended to form focus groups for each sub-sector. Due to shortness of time, only two focus groups could be formed; interviews were conducted for the other sub-sectors. Yet, for both focus groups and individual interviews, it was difficult to schedule meetings with the headmasters/headmistresses, many of whom cited their participation in local or overseas meetings for their refusal.

Framework for qualitative data interpretation

As this final report is mainly based on qualitative data collected from focus group discussions and personal interviews with randomly selected informants from the Education and Research sector, a brief framework for data interpretation adopted by the Principal Investigator (PI) is in order.

Problem with using traditional inquiry in this research

Ours is a pluralistic society. There is no turning back on this. It is also the aim of the CPU that this report, in a finalized version, will be read by people from this pluralistic society. That is to say, the readers will be people from all walks of life both from within and outside of the Government hierarchy. It is from this vantage point that the PI wishes to point out the inappropriateness of using the “Traditional Inquiry Approach”.

The traditional approach assumes that reality exists separately from any attempts to know that reality. That is, no single object can be conceived to be two different things at the same time. It follows therefore that “the universe affords only one unique explanation and conflicting ones prove biases in perception that need to be corrected at all costs”. Thus, a good piece of research is how to track down errors in the search for truth. Errors are defined as inconsistencies, confusions and contradictions in the data and in the conclusion they generate. So, observation will settle all disputes.

This traditional view permits no intrinsic incompatitibilities, no inconsistencies and no contradictions in reality. This is simply not the case when we attempt to compile data from our informants. All data was generated from communication between groups of people and between the investigators and our informants.
Communication is fluid and complex, consisting of diverse and contradictory elements, not to mention social expectations and diverse motives that are part of the “given reality” in a government-commissioned study at this stage of the HKSAR.

**A social constructionism approach to data analysis**

36 Then what do reliability and validity mean in this study? The answer to this methodological question will be more satisfactory when a social constructionism approach is adopted. What is error to traditionalists can be theoretically meaningful to a constructionist view of reality. Inconsistencies and contradictions can be signs of research success, because such presentation may be seen as evidence of the existence of multiple meaning systems and it therefore holds promises for future polyphonic dialogue between agents from the Third Sector and the Government. This assertion is taken by the PI to be the Government’s intention in the conducting of this research study, unless proven otherwise.

37 It is from this vantage point that the PI wished to propose the use of one of the many “social approaches”, namely social constructionism. This approach assumes that multiple realities are created in social interaction, that these realities are fluid, and that inquiry is itself a process of constructing and reconstructing realities. Hence, the purpose of this type of inquiry is to better understand alternative constructions and yet remain open to new interpretations.

38 It is important to bring out the set of assumptions that are shared by this type of approach here. A few assumptions central to our interpretation frame are that data generated from communication is embedded in a social-cultural-historical context, that appropriate unit of analysis is not just the organization the informant represented but relationships between and among “actors” in that particular point in time, that the views so captured as provided by these individuals should not be seen as “isolated and objectively real” but are constructed for the individual and the investigators to understand in that context in question.

39 Thus, the quality and reliability of our study lie not so much in the assurance that our informants will produce exactly the same utterances under any and all circumstances as in the consistent directionality of such views. The validity of the study, on the other hand, depends on the reasonableness of such views as understood by the very people who were present in those data collection sessions. The PI wishes to assert that the report should be subjected to scrutiny from this perspective.

**The nature of the “Definitiveness” of this research**

40 The nature of the “definitiveness” of this research lies in the following domains. First, the manner in which samples are drawn from representative organizations of their respective sectors as well as the systematic and comprehensive inclusion of these 14 sectors provides an unprecedented “coverage” of the study of the Third Sector in Hong Kong. Second, the inquiry covers most if not all of the major areas of concern commonly shared by the international community with respect to the Third Sector. Third, the interpretation and analysis framework,
clearly stipulated above, allows the co-existence of multiple systems of meaning from our diverse groups of informants.

41 This is based on an assumption that data solicited from methods such as the focus group and interviews are best understood in the social-cultural-historical context of the informants not as isolated individuals but rather as individuals-in-interaction with the social world, i.e., Hong Kong society at large. Conclusions drawn from such an analysis will stand a better chance of being taken seriously by the readers of this report as not just representing one voice and one interpretation only.

II. **Current picture of the education sector**

*Description of the landscape*

42 According to the Education and Manpower Bureau, there were some 1.48 million students, receiving education in the school system, from the basic to the highest levels, including vocational, adult, continuing and special courses, at the end of the 2001-02 fiscal year. Providing basic education were 784 kindergartens, 815 primary schools, and 496 day and 41 evening secondary schools. Further breakdowns of schools by sector share are tabulated in Table 1. All of the kindergartens are privately operated but 63.5% of them are sponsored by non-government organizations (NGOs) and are non-profit-making. The NGOs’ kindergartens receive government assistance, such as rent and rates reimbursement, as well as training programmes for teachers and principals. The Government provided subventions to NGOs to manage 82.6% of the primary schools and 68.3% of secondary schools and as a total of 76.9% of the basic education. Only 5.8% were government schools, 12.8% were local private and 4.5% were private international schools, operated by NGOs or by profit-making organizations. The amount of money spent on primary and secondary education as a proportion of total government recurrent expenditure on education has grown to 22.5% and 34.2% respectively. This increase has been quite steady in the past decade.

43 There are 62 special schools (including a hospital school) that provide special education to students with physical and mental disabilities as well as emotional behaviour problem. There are four practical schools and seven skills opportunity schools that provide alternative education to students with learning difficulties and low motivation problems. [Note: Four practical schools and one skills opportunity school (SOS) will be fully mainstreamed as from September 2004. Three SOS will be phased out by end August 2004 while the remaining three SOS will be fully mainstreamed as from September 2005.] An international special school sponsored by the English School Foundation (ESF) provides special education mainly to non-Chinese speaking students. All of the 74 special schools are subvented by the Government and are operated by voluntary organizations.

44 The Government-funded Vocational Training Council (VTC) is mainly responsible for vocational, continuing and some post-secondary education to school leavers at Form 3 or above. The council also offers some self-financing higher diploma programmes. There are 30 school centres offering adult
education courses operated by the two EMB-commissioned service providers for two years with effect from 2003/04 school year. Apart from the government-subvented programmes, there are about 762 day and 652 evening institutes that provide courses in language, computer, and commerce. Most of them are privately operated.28

45 The total number of programmes or courses for continuing education registered as of November 2001 is 5,456 with 430,086 students’ enrolled29. Private schools and commercial associations provide almost 42% of the courses; only 17% from the Government and government-related organizations; 31% from the UGC-funded institutes and their related sections; 4.6% from the voluntary organizations and 5.2% from others.30

46 The University Grants Committee (UGC) is mainly responsible for the subvention of higher education in Hong Kong. The UGC fully subsidizes seven universities and one teacher training institute.31 There are four higher education institutes not funded by UGC; one is privately owned but had been established with government assistance,32 another is publicly-funded33 and the two others are self-financing with registration under the Post-Secondary College Ordinance.34 Grants and loans are available to eligible students of the two approved post-secondary colleges, though they are financially independent. The amount of money spent on tertiary education as a percentage of total recurrent government expenditure on education reached 30.9% in 2001-02. It is worth noting that the total amount of approved grants to UGC-funded institutions as a percentage of the total government education expenditure has decreased from 36.8% to 26.5% in the past decade.35

47 The UGC-funded institutes offer both degree and non-degree programmes. In addition, five of the UGC funded institutes also provide self-financing programmes that award associate degrees and higher diplomas. In 2001-02, together with four self-financing post-secondary institutes, the VTC and the Open University of Hong Kong, there were 41 accredited programmes offered. In the year of 2002-03, the number of self-financing programmes more than doubled from 41 to 84, offered by a total of 16 post-secondary institutions.36 In 2003-04, a total of 20 post-secondary institutions are offering around 120 self-financing programmes.

48 There are more than 300 overseas universities or institutions offering about 824 non-local higher and professional education courses through local agents or by various methods of distant learning.37 They are all registered under the Non-Local Higher and Professional Education Ordinance and are of a non-charitable nature.

49 Non-formal courses in art, dancing or arts and craft, are mainly provided by private institutes. In addition, there are about 2 200 private schools offering non-formal curriculum including tutorial, commercial, language and computer courses.

50 As discussed above, the vast majority of schools that provide basic education are run by NGOs (76.9%). There are about 383 independent sponsoring bodies of schools that provide basic education in Hong Kong. The classification and
types of sponsoring bodies are shown in Table 2. The background of the sponsoring bodies is quite diverse. About a quarter of the sponsoring bodies (23.7%) have a religious affiliation, 9.7% are of a voluntary or social services nature, such as kaifong or neighborhood associations, 30.7% are organized by indigenous villagers, clansmen or benevolent groups, 6.4% are related to chambers of commerce or trade associations, 26.3% are of independent educational organizations, such as foundations or trusts for education, the school management boards themselves or international institutes, and about 3% are operated by alumni groups.

Although the number of faith-based organizations is smaller than non-faith based organizations, they manage more than 51% of all schools that provide basic and special education. The Protestant and Catholic churches are the two most dominant players, managing 48.5% of all the aided schools in basic education and 34.5% of the private schools, including direct subsidy scheme and evening schools. Among the non-faith based organizations, five major local benevolent groups, namely, Po Leung Kuk, Tung Wah Group of Hospitals, Lok Sin Tong, Shun Tak Fraternities and Yan Chai Hospital together account for more than 11% of total schools.

According to the 2002 charitable organization list from the Inland Revenue Department, more than 72% of the sponsoring bodies, as shown in Table 2, are registered as charitable organizations. The charitable status of an organization implies that the organization is non-profit-making and entitles exemption from profit tax. At present, charitable status is a necessary condition for a sponsoring body to operate an aided school. However, we found that quite a large number of sponsoring bodies from the indigenous villagers or clansmen category are non-charitable organizations. Most of these non-charitable sponsoring bodies have a long history of operating local or village schools with a small number of classes and students and the sponsoring bodies are organized by local villagers.

It is not true that only charitable sponsoring bodies operate aided schools and non-charitable sponsoring bodies operate private schools. In fact, over 60% of the private schools are sponsored by charitable organizations, with a majority of them by the Catholic Church. By the same token, it is possible for non-charitable sponsoring bodies to manage aided schools, though the number is relatively small. In addition to the 77 aided schools operated by village organizations, there are 15 aided schools operated by nine non-charitable organizations, such as chambers of commerce or trade associations. The fact that these non-charitable sponsoring bodies are operating aided schools may be a result of historical circumstances.

In addition to operating schools, some of these sponsoring bodies have formed an association. For example, there are councils for kindergartens, primary, secondary and special schools; unions or federations for students, teachers or principals; and special clubs, such as the Mathematics Society, and independent research institutes. These educational organizations or societies were formed to meet the needs of the group’s interest. The largest organizations in terms of membership are the Hong Kong Professional Teachers’ Union, with over 70,000 members, and the Hong Kong Federation of Education Workers, which has 23,000 members. According to the list tallied by Education Convergence,
there are more than 120 organizations of such a nature registered under the Societies Ordinance.

55 In order to promote cooperation between schools and parents, the Education and Manpower Bureau formed an office, Home School Cooperation, to help set up Parents Teachers Associations in schools. All the Government and ESF schools have established PTAs. About 90% of the aided schools and 73% of the special schools also have formed PTAs. PTAs have been growing in the past decade, reaching 1,284 in 2002.

Role in economy

56 Access to higher education in Hong Kong used to be highly selective. Before 1989, only about 3% of the 17-20 age cohort went to university. This jumped to 18% in 1995 as a result of a change in government policy. This rapid expansion raised sharply the higher education sector’s share in the Government’s total education budget compared with primary and secondary education. This trend started to change after the Asian Financial Crisis in 1998, followed by the recent economic doldrums. The funding for primary and secondary education sectors continued to increase while Higher Education Institutions (hereafter HEIs) were encouraged to explore alternative funding sources. Private sponsorships were sought actively and new self-financed postgraduate programmes and Associate Degree programmes were launched by the HEIs in their search for alternative funding sources. The trend of marketization is now in full speed with more cooperation between the HEIs and private business firms.

Role in society

57 The higher education sector contributes to society by increasing the volume of knowledge and by participation in the economy and serving society. It also contributes by conducting research into new theories and products and investigating and delineating new policies.

58 Primary and secondary education build and strengthen the foundation of knowledge, morals and values in society, which is a very important function. Nine years of compulsory education provide a basic education for the public. In addition, most of the interviewed schools and education organizations suggested that more emphasis should be placed in the curriculum on the promotion of moral and civic education.

59 There is an increasing need for harmony and integration in society. The implementation of “integrative education” in 1999 was a milestone in education development and it served as a communication bridge for people with diversified needs and abilities.

III. Major issues facing the sector

Student Quality

Introduction
All interviewed HEIs saw “student quality” as the most important challenge to the higher education sub-sector. The public (mainly employers) have expressed much concern on the declining standards of recent graduates. They complained of students’ poor communication skills, language abilities and work attitude. HEIs work hard to improve students in these aspects. However, there is a fairly common view that says because of the limited pool of local eligible students, general societal values (examination oriented) and a relatively weak basic education (primary and secondary education), it still takes a long time for achievements to be made and recognized.

Language Education

There has been much concern in the community (including employers, teachers, parents and students) about declining language standards among the student population. Many different views were expressed on how to achieve the target of “biliteracy and trilingualism”. The Government has proposed various reforms in Education Commission Reports since the late 1980s. It set up a working group to review Language Improvement Measures in 1989 and commissioned the Standing Committee on Language Education and Research (SCOLAR) to review overall language education in 2001.

Among the various areas of language policy, such as the supply of language teachers, parental support and the attitudes of students, the most controversial one is on “medium of instruction” (MOI). Implementation of the firm guidance on the medium of instruction in secondary schools in 1998 under which 112 public-sector secondary schools were allowed to adopt English medium of instruction while other public-sector secondary schools were required to adopt Chinese medium of instruction. A working group has been set up by the Education Commission in July 2003 to review the MOI policy in tandem with the secondary school places allocation mechanism. The review is still in progress. Some teachers’ unions have expressed concern over the potential labeling effect after the launch of schools using English as the medium of instruction. Our interviewees also observed that such a policy brought no significant benefit to students. It is still uncertain whether a long-term strategy for MOI policy should be formulated as reported in SCOLAR progress review.

There are fewer controversies regarding medium of instruction at university level, since most HEIs use English as the medium of instruction. However, concern over students’ English standards has also been expressed. HEIs are active in promoting the use of English on campus and assisting students by offering various learning activities such as film shows, personal consultation, thesis editing service and e-learning platforms.

Admission and Assessment Mechanism

Another government policy that most HEIs highlight is the admission of qualified students from overseas and mainland China. Most informants suggested a relaxation of the restrictions on student recruitment as the presence of such students is quite helpful. The increased diversity provides local students with exposure, for example, to the hard-working attitude of mainland students. The informants were aware that there may be strong opposition from local students
but they asserted that HEIs would maintain a fair mix if restrictions were to be relaxed.  

More attentions was paid to the adult and continuous education sub-sector with the world trend towards lifelong learning and continuous education. Assistance and encouragement were given by the Government (e.g. the setting up of the Continuing Education Fund, the release of information on accredited self-financing post-secondary programmes for the public, and the allocation of premises for setting up senior secondary schools). These courses and programmes provide alternatives to those who are interested and willing to pursue further studies apart from formal undergraduate and postgraduate education at universities. It helps to enhance the quality of the population by providing opportunities to study as well as choices of programmes, which benefit both the public (students) and society.

The mechanism of student admission to primary schools is also of concern. Because of the low fertility rate in Hong Kong and redevelopment in certain districts, our interviewees said, some schools are facing the challenge of dwindling student enrolment. On the other hand, because of the influx of new immigrant students, the family background and age of students have become more and more heterogeneous. Many interviewed schools have encountered difficulties in meeting the ever divergent needs of students.

On the other hand, the concern regarding admission procedures for secondary schools has focused on ending the reliance on examinations while maintaining a fair enough system that best benefit students. The Academic Aptitude Test was abolished in 2000 to eliminate the incentives for drilling for the test and hence provide more room for enhancing the all-round development of students and the gender-based features were also removed to comply with a court judgment. The “through-train” mode has also attracted much public attention.

Difficulties also attend special education. The “integrative education” policy is not easily implemented. Lack of supportive resources, such as special education training for teachers in integrated schools and the lack of social acceptance by parents and students hinder their success. There is a trend of special students moving back to special schools after an unsuccessful integration. Special students find it difficult to catch up with the curriculum of a normal school as the class level goes up. Teachers are not well prepared in teaching students with disabilities. And parents and students may consider the inclusion of disabled students a negative effect on the school’s performance in general.

In sum, the education sector would like to have more flexibility and diversity in admitting and assessing students; government policies are also devised with this in mind. The reduction of exam-oriented assessments and the measurement of multiple intelligence (e.g. including assessment of extra-curricular activities performance) are seen in education reforms as well as recommendations from educational organizations.

Efficient use of resources: School and Parental Support

Apart from complying with mandatory government policies, our interviewees did
have creative initiatives promoted at their schools for improving student quality. Such initiatives included organizing new extra-curricular activities for students apart from traditional ball games; providing supplementary tutorials for students, and extending school opening hours for students to surf the internet and finish their homework to keep students off the streets.

71 Schools situated in public housing estates and in the New Territories consider the quality of parenting an important issue that affects students’ academic performance and learning motivation. The education levels of parents directly affect the quality of assistance provided by parents to their children. Moreover, principals interviewed said that students from single-parent families need more intensive care from teachers as their parents do not spend enough time with them, especially in the current economic environment.

72 Parent education, in collaboration with Parent Teacher Associations (PTAs), is worth fostering. The Government has committed $50 million for Parent-Teacher Associations to apply for running parent education programmes in June, 2002 after the continued efforts of the Committee on Home-School Cooperation (set up in 1993), in order to promote home-school cooperation in building quality education. The participation of parents in students’ learning is not universal across all types of schools. With the help of enthusiastic parents, PTAs can offer extra help to improve student’s learning, which can take place both inside and outside of the classroom. Positive outcomes are considered by our interviewees to be visible. However, working parents and parents of disabled students, except for those of severely handicapped students, are less likely to be involved with PTAs. Special schools of mild to moderate grade and schools in public housing estates experience a lower level of parental participation and volunteering. Recommendations for increasing parental participation in school activities are much needed.

Management/Staffing

Teacher Quality and Effectiveness of Teaching and Learning

73 HEIs that introduced new financial and human resource management measures managed to reduce and redistribute manpower, and at the same time keep up (or even improve) the quality of services provided. Other staff enhancement measures include internal training programmes (e.g. Putonghua, computer, and inter-personal relationships courses) and discounts for staff to take some of the institutions’ own postgraduate programmes in order to encourage staff to engage in lifelong learning. These value-added steps were welcomed by HEIs’ staff and, according to one HEI interviewed, helped uphold its overall standards. In general, informants agreed that the quality of staff in Hong Kong HEIs is of a high standard, comparable with their international counterparts.

74 It seems that there is more concern for teachers’ quality in primary and secondary schools among our interviewees. A number of interviewees expressed concern over teachers’ professional training, suggesting both undergraduate and continuous training; formal and informal education; theories and on-the-site mentoring are all important. Proficient IT skills, as well as positive attitude towards teaching and team work, are essential criteria for qualified teachers. The
problem of teachers not teaching in the subject matters of their own specialty (or not related to their major in university studies) is also of major concern to most schools interviewed. The lack of time for continuous education due to heavy workload is another major concern. Interviewees maintained that quality of teachers should be further improved. The school principals reported that they encouraged teachers to attend workshops, seminars and training sessions to enhance their teaching and professional development, and they themselves also want to engage in specialized principal training as well (e.g. leadership development programmes).

75 As mentioned before, staff workloads are still increasing. Because of the education reforms, principals, teachers, and even non-teaching staff have to share much administrative work. For example, schools had to process enormous amounts of paperwork when communicating with the Education and Manpower Bureau in the implementation of education reforms. Such administrative requirements take a lot of energy and time away from teaching. Besides, primary schools that are now operating on a whole day basis often require teachers to look after students during lunchtime, with students and teachers having lunch together in the classroom.

76 While primary and secondary schools consider the teacher-student ratio (TSR) as an issue, the issue of class size is most critical to special schools. Teachers in normal schools have a high teaching load and also many extracurricular activities to conduct for students after school. The TSR has improved in ordinary schools. The special schools interviewed commented that improvement in their schools was slow. Although the TSR is relatively low: 1 to 20 in the mild mental-disability grade, 1 to15 in moderate disability grade and 1 to 8 in severe disability grade, even with enhanced resources, teachers often find it difficult to serve the very diverse needs of students with multiple levels of disabilities in the same class. There is no relationship between students’ chronological age and their mental age, thus, there is no single teaching approach that can be adopted to meet the class’s needs. A class of students may be of a mix of very different levels of mental disabilities or even of physical disabilities. Teachers often place the students in different groups within a class, and therefore need extra help in conducting the lessons.

77 Apart from teachers’ professional standards and the general classroom environment, some schools are facing other problems of human resource management. Some schools hire non-clerical staff on a short-term basis or contracts and their job performance is often of concern. New teachers are employed on a temporary basis and that also creates job insecurity. There are also communication problems between the management and frontline teachers in face of their huge workload and pressure for improvement in teaching and learning. Although the Government has taken initiatives to allow the employment of teacher assistants, some interviewees suggested opening of more middle-management posts to cope with the increased administrative work.

Home-school-community Partnership

78 Interviewees expressed interest—some have actually taken action—to involve parents and alumni in assisting teaching and learning at schools (e.g. assisting in
school activities and ceremonies, part-time coaching in extra-curricular activities). Besides, teaching and learning is no longer confined to classrooms. Many learning activities take place in the community, for example, asking students to participate in voluntary work for their better personal growth. Schools are encouraged to cooperate with Regional Education Offices (REOs) and other NGOs to align community resources for educational use. This idea of using external resources is not new and overseas experience has proved its effectiveness. As schools in Hong Kong are just starting to consider making use of all available resources, it would be worthwhile to look at international findings and suggestions as we may benefit from these initiatives.

**School-based Management**

79 Schools have to face a number of challenges in this fast-changing world: producing students who are equipped with advanced information literacy in addition to traditional numeracy and language skills as well as training students with positive learning attitude in an environment of lots of temptations. Therefore schools need to have a clear set of goals and strategic plans, before they can cooperate with parents to motivate students to learn. Moreover, there is a need of check and balances to ensure resources are used to maximize benefits for students. Therefore, the discussion of school management committees in primary and secondary schools is worthwhile.

80 The Government has promoted school-based management since 1991. Education Commission Report No. 7 suggested that all schools should implement school-based management by year 2000. This consists of five major elements: developing formal procedures for setting school goals, providing a school development plan, preparing a written constitution for school-based management, developing formal procedures for staff appraisals, and participation by teachers’, parents’ and alumni in the school’s decision-making process. School-based management aims to enable schools to deploy their resources in an effective and accountable manner so as to raise the standards of teaching and learning and thus improve the students' learning outcomes.

81 Most of the aided schools in Hong Kong operate under the aegis of School Sponsoring Bodies (SSBs), with School Management Committees (SMC) that manage individual schools. By law, each SMC has to ensure that the school is managed satisfactorily, the education of pupils is properly undertaken, and the school complies with the Education Ordinance. Reforms launched recently were mainly aimed at involving different stakeholders, including principals, teachers, parents, alumni and sponsoring bodies, in school policy decision making. As a rule, at least 40% of the representatives of SMCs must NOT be from SSBs, and there should be at least one parent representative, one teacher representative, one alumni representative and one independent representative. The hope was to establish collective accountability. The restructuring of the governing board is a step to increase the flexibility and degree of self-management for individual schools, though interviewees from faith-based sponsoring bodies have expressed strong worries about this proposed reform.

82 The different background of parents, teachers, and principals in the school management committee may dilute the emphasis on religious practices and
beliefs that would violate the original intention of the sponsoring bodies. Moreover, the inclusion of the school principal in the governing board is also considered a source of possible conflict of interest when it comes to decision-making and evaluation.

Merger of Universities and other related issues

83 Other government policies (including proposed ones) that attracted our informants’ attention include the merger of universities, the Credit Accumulation and Transfer System (CATS), and the change to a four-year undergraduate programme. Opinions were divided on the issue of merging universities. Some established HEIs regarded it as a worthwhile idea since it may enhance cooperation among academics and increase the opportunities to form critical mass in strategic research areas. More papers would be published and more choices would be offered to students with less cost because of the economy of scale. And, gradually, prestige may be built. Others were of the view that merging would be worthwhile to consider if all the eight universities were to merge to form a unique university that represents Hong Kong (e.g. “The United University of Hong Kong”) which will put that university on a more competitive platform with other universities in mainland China. It was suggested that the process of merging could follow the example of the previous college system of the Chinese University of Hong Kong (because this would be less painful).

84 Another controversial proposal is CATS, mentioned in the Sutherland Report (Higher Education in Hong Kong: Report of the University Grants Committee). Under CATS, teaching would be funded with respect to a student base to be expressed in credit units instead of FTE’s (full time equivalent) over the different Academic Programme Categories (APCs). There were mainly two views: supporters cited the potential benefits of enhanced student choices and flexibility while those who were not enthusiastic cited overseas failures as lessons and worried about the possible drain of students due to “brand name effect”.

85 While there were diverse views on the “merger issue” and CATS, there were fewer disagreements on a four-year undergraduate programme. Most HEIs hoped that the Government would provide more resources and/or allow them to admit fewer students in order to give students a more intense education. A three-year programme is too short for students to explore and grow.

Funding

Share of Responsibility

86 Funding is allocated to HEIs according to set criteria, namely, the number of student intakes, research outputs (assessed by the RAE) and levels of programmes offered (degree courses have more funding than diploma ones). The HEIs tended to agree that the current block grant funding model has brought some degree of flexibility to HEIs and the interviewed HEIs favoured the continuation of such funding model. Nevertheless, the issue of transparency arouses much concern, in which the process of how exactly resources were allocated to individual HEIs is of genuine interest to HEIs that have tighter budgets.
87 HEIs which have invested heavily in the quality of teaching (assessed in the TLQPR exercises) suggested that teaching quality is as important as research output and could be considered as one of the major/important funding criteria apart from the quantity and quality of research outputs. Also, as each HEI has its own history of development, support network, special strengths and nature of its alternative resources, consideration of the different situations and challenges faced by each HEI in the process of allocating resources were highlighted by the respective HEIs as of utmost importance in resource allocation.

88 “Education is the basic infrastructure on which everything else is built.” This quote from an HEI representative highlighted the importance of education and the need for sufficient resources. Continued support from the Government would be much appreciated by HEIs as all informants have expressed concern on the issue of resources being frozen for the moment. All agreed that education is very important and worth putting in more investments. HEIs with a smaller student intake worried about the potential continued reduction in UGC funding in the next triennium. However, the interviewed HEIs reacted proactively and have started preparing to face potential difficulties in maintaining student quality with a lower level of resources: for example, by offering more self-financed courses; by soliciting more sponsorship from the private sector; and by increasing staff’s cost-effectiveness.

89 All of the interviewed primary and secondary schools are subvented by the Government and reported no difficulties in securing funding sources. The recurrent expenditures of schools are fully reimbursed. In addition, numerous grants are available to schools, such as the Capacity Enhancement Grant and Quality Education Fund. Primary and secondary schools can make use of the grants to employ part-time teachers or to subsidize student activity costs. It is noted that although the aided schools are operated by sponsoring bodies of religious or benevolent backgrounds, most of them usually do not receive extra funds from their affiliated organizations.

90 Although funding source does not appear to be a major concern of the schools, many school principals we interviewed opined that the funding mechanism is still restrictive and inflexible. [This is of particular concern to the special schools because of the relatively smaller population of disabled students in the community. The supportive resources for special schools are relatively rare and insufficient to meet the special needs of students. For them, there is, for instance, no curriculum officer, no resources for the library or funding allocated for purchasing of toys for play therapy.]

91 Most educational organizations like the Parent Teacher Associations (PTA) or professional and academic discipline related organizations receive little financial support from the Government. These organizations are formed according to the special interest in curriculum, policy or programme planning on educational affairs. They are organized by volunteers and funded by private donations and membership fees. They think that the Government should support them in terms of office space and administrative costs.
Marketization & Privatization: the Future Trend of Share Responsibility

92 The Government is trying to encourage schools that have attained a sufficiently high educational standard to convert to the Direct Subsidy Scheme (DSS) so as to provide parents with more choice. However, many of the schools interviewed did not apply for DSS because they have to consider their own capacity and future development. Schools in the DDS are satisfied with the flexibility both in fiscal and curriculum planning.

93 Many HEIs have already offered some self-financed certificate, diploma and postgraduate courses in face of the decline in Government financial support. These courses are mainly designed for the needs of mature students for continuous education purposes. Courses like IT training, management, logistics and tourism are most in demand.

94 However, the increasing marketization of the provision of post-secondary education may affect the variety and quality of the programmes provided. For example, there was a flood of programmes on “Logistics Management” after the Government stressed its importance. Students may take fancy subjects without giving them serious consideration. Moreover, smaller non-profit-making institutions complained of the lack of a level playing field when competing with institutions with HEI background.

Public awareness

95 Primary and secondary schools do not encounter problems in public awareness. This is, however, not true for special schools. The low public awareness of the needs of special students is reflected by the negative attitudes of parents from integrated schools. Students with physical disabilities are more likely to be accepted by peers in schools. Students with mental disabilities or autistic features, however, find it more difficult to function in the mainstream schools because of their limited intellectual capacity. They also have a different way of expressing their emotions and sometimes their behaviour draws unwanted public attention. Public acceptance and tolerance in the community of the needs of students with disabilities is still considered inadequate.

96 Educational organizations that are concerned with policy issues receive a high level of public awareness because they are given more exposure in the media. Organizations that are subject-related or are of an academic nature may not be as visible and therefore are considered less recognized in the educational sector.

Summary

97 The pace of implementing education reforms is being heavily criticized. Most schools interviewed do not question the need for the reforms. However, they say that the pace is incompatible with the needs and the development pace of schools. Many school principals and education organizations commented that the reforms have disregarded the uniqueness and developmental histories of their schools and set an inappropriate model of change for them. In addition, concepts of the reforms are not clearly defined and some programmes were phased out without notice.
Most of the interviewed educational organizations would prefer the Government to consult with them more often. Although regional education officers are considered facilitative in carrying out their measures and reforms, these measures are rationalized and implemented with a minimum amount of consultation with schools, professionals and educational organizations.

IV. Interactions among three sectors

In the previous sections, we outlined the scope and size of the Third Sector in education. In this section, we would like to discuss the relationships and interactions among the three sectors, namely, government, private enterprise and the Third Sector. Dennis Young of Case Western Reserve University has offered a theoretical framework for analyzing relationships between the government and the Third Sector. Using different strands of economic theories, Young argues that nonprofits can be viewed as (1) operating independently as supplements to government, (b) working as complements to government in a partnership relationship, or (c) engaging in an adversarial relationship to make changes in public policy and to maintain accountability to the public. Young’s classification is similar to the conceptualization of NGOs as “policy entrepreneurs” by Adil Najam of Boston University, whereby they work in confrontation, complementary to, and in collaboration with the government. Which of the three roles fits most closely to the Third Sector in Hong Kong? The scholars Wai-fung Lam and James L. Perry maintained that Hong Kong’s nonprofit sector is largely supplementary in nature. They argued that the unique characteristics of the ex-colonial Government, which included a centralized and executive-led political-administrative system and the positive non-interventionism approach, have shaped the residual role of the Third Sector in Hong Kong. As suggested by the feedback from our key informants, this tradition seems to have continued even after the 1997 handover.

Lam and Perry’s analysis can be best described in the development of the social welfare sector. As described in the earlier landscape section, the Third Sector has varying degrees of participation in early childhood education, primary and secondary education, higher education, and continuing education. Below is a discussion of the interaction among the three sectors at different educational levels.

In early childhood education, all kindergartens are privately operated, with more than 63% of the kindergartens administered by nonprofit entities. The Government’s role is primarily in policy regulation and supervision of the operation. Apart from rent and rates reimbursement and provision of training programmes to teachers and principals in early childhood education, the Government also provides non-profit making kindergartens with Kindergarten Subsidy Scheme and parents with Kindergarten Fee Remission Scheme. Given the Government’s funding mode in early childhood education, the private for-profit sector is relatively active as compared to primary and secondary education. The relationship between Government and private sector is best described as complementary as they each play a very distinct role in early childhood education.
To understand the changes of the sector development, the number of schools (day) and students’ enrolment by each level of education and by sector operation in the past decade are tabulated in Table 3 and Table 4. The rapid increase of 22.8% enrolment in international kindergartens in the past decade, as shown in Table 4, indicates the private sector’s development, even though there is a dwindling pre-primary student population due to demographic shifts and deteriorating economic conditions. Furthermore, non-profit kindergartens have become involved as well. Traditionally, non-profit kindergartens seem to target working families in public estates, while private for-profit kindergartens target middle-class families by offering multilingual and active learning curriculum. In recent years, however, this division of market segments has become blurred as many charitable operators began to run nurseries and kindergartens specifically for large corporations and middle-class working families in commercial districts. The competition between private and non-profit kindergartens has apparently increased.

The situation in primary and secondary education is quite different from that of early childhood education. There is little doubt that the Government is the major sponsor in basic education. Local private schools only represent 12.8% of all primary and secondary institutions in Hong Kong. However, the Government is not the direct provider of basic education. Seventy-seven percent of the day/evening, primary/secondary schools are operated by the Third Sector with financial support from the Government. Government schools now account for only 5.8% of all schools. As the number of schools directly operated by the Government slowly declines, aided schools that are managed by the Third Sector dominate the scene.

As discussed above, the backgrounds of the sponsoring bodies of aided schools are quite diversified. The faith-based organizations operate almost a quarter of schools while the benevolent groups with native affiliations, such as Po Leung Kuk, Tung Wah Group of Hospitals and Yan Chai Hospital, operate about 12% of schools. Among the faith-based organizations, the Catholic Diocese of Hong Kong and Church Body of the Hong Kong Sheng Kung Hui (SKH) are the most dominant and established providers with a long history. In fact, most “brand name” schools with good reputations are under their sponsorship. The growth and development of these religious organizations have been tremendous in the past three or four decades.

Despite its significant role in education delivery, the Third Sector has never been considered a legitimate institution or a real partner for policy formulation in education. The historical development of the Third Sector in education has been a direct result of the Government’s non-commitment in earlier years and active financial support in the past few decades. As indicated by one of our key informants, who represents a major nonprofit educational institution, the number of its aided schools depends on the willingness of the Government to allow their services to grow. This has succinctly captured the residual role and subsidiary position of the Third Sector in education in Hong Kong.

The development of professional educational organizations signifies their increasing influence on the policy-making and implementation level. In recent years, not only have they been active in policy formulations, but they have also
become an operator in educational service delivery.\textsuperscript{62} These professional organizations represent their own interests and beliefs in education and advocate policy changes. Although the number of schools sponsored by these organizations is relatively small, the roles undertaken by these organizations are significant. The relationship observed between the Government and these organizations can be considered adversarial in the education sector.

\textit{107} While the non-government organizations are the major direct providers of basic education, they are almost 100\% funded by public money. For accountability, the allocation of funds is subject to control and their operation is subject to monitor. Although the Government has recently given more flexibility for schools’ deployment of resources, the participating schools under this study indicated their discontent about the inflexibility and interference of the Education and Manpower Bureau. The Government has proposed opening up the School Management Committee (SMC) to wider participation from principals, teachers, parents and alumni in an effort to increase school autonomy and accountability, as well as to diversify the background and interests of the SMC. Under the proposal, the school sponsoring bodies can retain at most 60\% of the SMC membership in each school.

\textit{108} The non-aided private sector has been reduced to a very small player in basic education. The student enrolment in private schools has dropped from 8.5\% to 7\% of primary and 12\% to 8.4\% of secondary education in 10 years, as shown in Table 4. However, two exceptional trends are observed in the private sector’s development. First, the student enrolment in international schools has been on the rise in recent years. For instance, the number of students studying in international kindergartens has increased by 22.8\% between 1992 and 2001 while the total student enrolment in kindergartens has decreased by 17.7\%. Student enrolment in international primary and secondary schools over the same period has also increased by 41\% and 38.4\% respectively while the total student enrolment has remained relatively stable. The total number of international schools has increased from 68 in 1994 to 99 in 2001, a 46\% increase in seven years as shown in Table 3.

\textit{109} Second, a number of private for-profit schools were eligible to join the Direct Subsidy Scheme before 1999/2000 school year. As the market share of private schools continued to dwindle in the past decade, the DSS scheme may prove to be a viable way for private schools to operate and survive. In fact, the DSS is where private for-profit and charitable organizations meet and operate under the same set of regulations. Many “brand name schools” operated by charitable organizations have been encouraged to participate in the DSS scheme for greater autonomy. Privately run schools that have traditionally targeted school dropouts and Form 3 leavers or repeaters have also participated in the scheme for financial reasons. The DSS scheme resembles the concept of charter school in the United States where greater flexibility is given to schools in personnel and financial management. One could argue that the DSS scheme borders between the private and nonprofit sectors. It is an effort on the part of the Government to privatize basic education by inducing nonprofit schools to operate in a more market-like environment. The relationship between the Government and private sector is best described as complementary.
110 The introduction of DSS has raised some public concerns and controversies. Many are concerned about the rising school fees and the loss of opportunity for the underprivileged to receive quality education. Since DSS schools are considered private, the public fund being drawn to subsidize their operation is a concern. It remains to be seen whether DSS will become a dominant delivery mode of education services in Hong Kong.

111 The Government’s role in special education is dominantly on the fiscal level. All special schools receive full subventions from the Government; however, none of them is operated by the Government. More than 53% of special schools are operated by social services organizations and 29% by faith-based institutions. The non-profit sector is there working as a partner with a major responsibility for service delivery. Due to the small population of disabled students and the relatively low level of public awareness of their needs, the possibility of share from the private market is less likely to occur.

112 The eight UGC funded institutions dominate the higher education sector in Hong Kong. Between 1992 and 2001, student enrolment in these institutions has grown from 51,190 to 68,546, an increase of 34% in 10 years. The Government’s expenditure for education has also increased from $37.9 billion in 1996-97 to $52.2 billion in the 2001-02 fiscal year. Such financial investment and the size of student enrolment in publicly funded tertiary education institutions are unmatched by private educational institutions. The Government has established all UGC-funded universities with only two exceptions. There is little doubt that the Government has played a major role in funding and shaping the development of higher education in Hong Kong while leaving not much room for development to the private market or Third Sector.

113 Although public funding in education has continued to rise, the proportion of resources going into primary, secondary, and tertiary education is not the same. The proportion of recurrent expenditure spent on primary education has increased from 21.1% in 1999-2000 to 22.5% in 2001-02. Similarly, the proportion spent on secondary education has increased from 32.6% to 34.2% over the same three years. In contrast, the proportion spent on tertiary education has decreased from 34.6% to 30.9% in these three years. The total amount of approved grants to UGC-funded institutions as a percentage of total Government expenditure has decreased from 7.8% in 1992-93 to 5.8% in 2001-02. The Sutherland Report called for changes that imply further budget cuts in higher education by making most sub-degree programmes and taught postgraduate programmes self-financing.

114 As recommended by the Sutherland Report, almost all UGC-funded institutions have begun to operate self-financing post-secondary courses and sub-degree courses under their extensions. The number of self-financing programmes offered by the university extensions and post-secondary colleges has more than doubled from 41 in 2001 to 84 in 2002. The student enrolment of the University of Hong Kong’s extension (SPACE), for example, has even exceeded that of the university’s own UGC-funded student places. The intention of the Government to open up tertiary education to the private market is observable. Needless to say, the Government’s move has caused some concern about the affordability of future higher education should a good portion of it become
privatized. However, a number of nonprofit organizations in the Third Sector could also see this as an opportunity to expand their services in tertiary education.\textsuperscript{70}

115 Although there are no private universities in Hong Kong,\textsuperscript{71} the private sector does also play a part in higher education. In the past, quite a number of local businesses contributed by sponsoring the construction of new campus buildings named after the donor, giving out scholarships for students and setting up research funds. At present, there is an increasing trend of co-operation between private business firms and universities. However, the nature, ratio of private funds and pattern of growth in higher education institutes’ ability in attracting private funds is not available from official sources. Many universities have set up affiliated companies to build partnerships with private firms, providing services such as designing products, trouble-shooting and organizing human resource training to private firms’ staff.

116 Apart from taking the role of the funding provider, the Government is also a gatekeeper and quality monitor in higher education. The UGC is responsible in monitoring the quality of the higher education institutes by conducting regular exercises (such as Research Assessment Exercise and Teaching Learning Quality Process Review) to evaluate higher education institutes’ overall standards and specific strengths.

117 The Third Sector and private market have been major players in providing adult, continuing and vocational education for many years. The Government’s effort in this area is minimal as the total expenditure in this area is less than 12\%.\textsuperscript{72} The Government channels funding through many programmes to the non-profit organizations, such as, the Employment Retraining Board, Continuing Education Fund, Workplace English Campaign, Skills Upgrading Scheme, Yi Jin, Youth Work Experience & Training Scheme, Youth Pre-employment Training Programme, and the Re-employment Pilot Programme for the Middle-Aged. With the subventions provided by the Government, many NGOs have expanded their roles in providing continuous education by tapping into these resources.

118 A more booming development of for-profit training institutions is observed in the adult, continuing education and vocational training sub-sector. As shown in Table 1, the size of the private sector is much bigger than the Government and the Third Sector in terms of number of institutions providing the service. The profit-making institutes also are active in providing non-formal courses such as arts, crafts and tutorials. The relationship between the Government and private sector is complementary, while the NGOs are playing a subsidiary role in this area.

119 In addition to the complementary role of the Third Sector in providing basic education to the public, the educational organizations have been active in advocating policy changes. The involvement of the Third Sector in policy changes can be traced back to the 1960s when there was a call for the abolishment of the placement test to the secondary schools as well as the request in the 1980s for ending the examination at the junior secondary schools. The functional constituency elections of the Legislative Council after the 1997 handover have also strengthened the participation of the Third Sector in
Government policy formulation. The formation of PTAs is another example of increasing the participation level of the Third Sector in government policy formulations and changes. Thus an adversarial relationship also exists, though it is not the dominant relationship between the Government and the Third Sector. The organizations have played the role of maintaining checks and balances on government policies.

120 In sum, the early development of the Third Sector in education can be described as supplementary in that they provided educational services to various communities whose needs were not met by the Government. With the implementation of the nine-year mandatory education rule, schools sponsored by organizations of the Third Sector expanded quickly. These aided schools were funded by the government but operated by charitable organizations. Thus the relationship between the government and the Third Sector has become complementary in nature.

121 The scholar L.M. Salamon has defined two possible kinds of complementary relationships in which the Government treats Third Sector organizations, either as partners or as contractors. The colonial Government had considered the Third Sector as a partner in the early days. Therefore, the Third Sector played a dual role of providing education on one hand and being responsible for improving the quality of education on the other hand. The establishment of a $5 billion Quality Education Fund and additional resources to improve the English level of students, to renovate school facilities and to improve information technology are indications that the Third Sector is being considered as an important partner in shaping the quality and quantity of education in Hong Kong.

122 However, the development of the DSS scheme suggests that their relationship may be shifting from a partnership to a contractual base where the roles of purchasers and providers are more clearly and legally defined. The Government is purchasing a better quality of education through the scheme from both non-profit and profit-making organizations. The contract is clearly stated and may be extended based on performance. The contractual relationship is evolving and will be more dynamic when the private sector’s participation becomes more significant.

V. Conclusion

123 The concept of the Third Sector is both unclear and evolving. Most Third Sector organizations in the education sector are not familiar with the concept and do not identify themselves as a part of it. The term has not been widely used in Hong Kong until fairly recently. Therefore, when requested by the present study to participate in our focus group interviews, key informant interviews, or simply to fill out a questionnaire, many organizations were not sure if they wanted to take part in the study. Some respondents found the research schedule too rushed. Others were skeptical of the study’s intention. Their skepticism could be the result of the Government’s need to slash its budget in all sectors, including education, in the next several years. Confidentiality was also a concern. Some respondents and potential respondents were worried that the results of the present study might negatively affect their financial support from
124 The Third Sector’s role in education in Hong Kong is rather distinct. It is the major provider of basic and higher education, though with the financial support of the Government. Within the Third Sector providers, faith-based sponsoring bodies are the most dominant group in basic education. But unlike many religious countries, Hong Kong’s situation is unique in that its ruling parties do not come from a religious background. On the contrary, religion and politics are separate and do not necessarily occupy the same domain in life in Hong Kong. However, given the background of the colonial Government and the European origin of many churches, these faith-based organizations had quickly gained the trust of the Government in the early days in helping to make basic education accessible to all. The colonial Government also made conscious efforts to support local educational institutions that were organized by locally by such groups as clansmen’s associations. Though they were on a small scale and most apparent in the local villages, they played a significant role in education in the early days. Nowadays, some clansmen’s groups have a more developed structure and have become major providers of basic education. This historical development reflects the unique characteristics of the Third Sector in education in Hong Kong.

125 Although the Third Sector has been the major provider of education and both faith-based organizations and clansmen and indigenous groups have been receiving substantial financial support from the Government to provide educational services, there is little doubt that the delivery mode is still state-centred rather than society-centred. As indicated in the major issues and concerns raised by our interviewees, the Government continues to be the decision maker on how and what is being transmitted to students by whom and for how much. Although the Government has invested heavily in basic education, the scales and scopes of the rapid changes in its educational policies have left many Third Sector organizations feeling at odds with it. Some organizations have raised the issue of transparency while others have expressed the wish to see increased participation of the Third Sector in the process of educational and public policy formulation. Frequent and sincere communication and consultations may help reduce unnecessary conflicts between the Third Sector and the Government.

126 The Government’s generous financial support to the Third Sector in education, however, may not last for much longer. Given the budget deficit, the Financial Secretary has made an across-the-board budget cut of 1.8% in the 2002-03 fiscal year and a total reduction of $20 billion in Government expenditure by 2006. The Government has begun to adopt privatization as the main strategy to offload its financial commitment in higher education. It is under tremendous pressure to apply the same strategy to basic education as well. The proposed large magnitude of budget cut will have negative impact on resources available to the Third Sector providers in education. Privatization in educational services may
also conflict with the missions and values of many sponsoring bodies of schools in the Third Sector. It is almost certain that there will be growing strains in the relationship between the Government and the Third Sector in the future. Given its irreplaceable role – be it complementary or supplementary in nature – the Third Sector is a major provider in educational services. The Government has to depend on it to educate the residents of Hong Kong. The future development of the Third Sector will become more dynamic as competition with the private market increases on one hand, and the Government’s financial support decreases on the other hand.

127 The present study represents an explorative effort to describe the landscape of the Third Sector in education in Hong Kong. It is conducted at a time when society as a whole is experiencing many rapid changes and difficult challenges. Many of the concerns expressed by the interviewees, such as student quality, funding, the reforms in School Management Committees, the need for continuing education of teachers and principals, and participation in policy formulation, are important issues. Taken together, these issues help explain the tenuous relationship that exists between the Government and the Third Sector. Further studies along these issues are called for in order to increase the effectiveness of the Third Sector. It is also important for the Government to restore a trustful relationship with the Third Sector by maintaining a steadier and secure environment in education rather than a volatile one.

128 Moreover, privatization is deemed as the direction for future development in Hong Kong. It is therefore imperative to study how privatization can create a more diverse Third Sector in education, thus offering more choices for students and schools. It is also important to allow the Third Sector to retain its autonomy, values, and unique role under the new regime of market principles. The challenge ahead is to maintain a balance of fairness, efficiency, and human purposes. The Government needs to be careful about preserving the Third Sector’s mission-driven character when it asks for value for money in educational services. Third Sector organizations also should not lose sight of their unique values when they try to seize new opportunities in a more privatized educational market in the future.

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24. LAU, Principal, 劉志聰校長, Po Leung Kuk Chee Jing Yee Primary School
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28. LEE, 李鳳琼秘書長, Hong Kong Federation of Education Workers 香港教育工作者聯會
29. LEUNG, Chairman, 梁紹川主席, Union of Heads of Aided Primary Schools of Hong Kong 香港資助小學校長職工會
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31. LIU, Professor Pak Wai LIU, Pro-Vice-Chancellor, The Chinese University of Hong Kong
32. LO, Principal, 羅智華校長, 匡智張玉琬新輝學校
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66
37. Professor Mee Kau NYAW, Vice-President, Lingnan University
38. TAM, Principal, 譚偉珠校長, Ho Ngai College 畜色園主辦可藝中學
39. Yi Lin TSANG, Principal, Pooi To Middle School
40. TSE, Principal, 謝宗義校長, John F Kennedy Centre 甘迺迪中心
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46. Professor Yuk Shan WONG, Vice-President, City University of Hong Kong
47. YEUNG, 楊陳明英女士, Hong Kong Teacher Librarians’ Association 香港學校圖書館主任協會榮譽顧問
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49. YIP, Principal, 葉肇和校長, Mary Rose School 天保民學校
50. YU, 余榮輝先生, 沙田區家長教師會聯會主席
Table 1: Number of Educational Institutions and Students Enrolment in Hong Kong

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<th>SCHOOLS</th>
<th>ENROLMENT</th>
<th>EXPENDITURE**</th>
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<td>Distribution</td>
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<td>TOTAL</td>
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<tr>
<td>Primary</td>
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<tr>
<td>Government</td>
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</tr>
<tr>
<td>Aided</td>
<td>673</td>
<td>82.6%</td>
</tr>
<tr>
<td>Private</td>
<td>63</td>
<td>7.7%</td>
</tr>
<tr>
<td>International (1)</td>
<td>38</td>
<td>4.7%</td>
</tr>
<tr>
<td>TOTAL</td>
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</tr>
<tr>
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<td></td>
<td></td>
</tr>
<tr>
<td>Government</td>
<td>37</td>
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</tr>
<tr>
<td>Aided</td>
<td>367</td>
<td>68.3%</td>
</tr>
<tr>
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<td>69</td>
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</tr>
<tr>
<td>Private (evening)</td>
<td>41</td>
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</tr>
<tr>
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<tr>
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<td>Special Education (2)</td>
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<tr>
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<td>Higher Education</td>
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<td>Government (UGC)</td>
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<td></td>
</tr>
<tr>
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</tr>
<tr>
<td>International (1)</td>
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<tr>
<td>TOTAL</td>
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</table>

Notes:
(1) Including schools under the English Schools Foundation and other international schools.
(2) Including 4 Practical Schools, 7 Skills Opportunity Schools and 62 special schools. The enrolment figure includes all the schools and special classes of ordinary government schools.
(3) Other colleges are those private schools which offer post-secondary courses, such as Chu Hai College, Hong Kong Adventist College and Hong Kong Buddhist College, etc.
* Note: There is no breakdown value available for the total government recurrent expenditure on kindergarten, special education, adult/education/tutorial/vocational institutions. The total expenditure percentage is 12.3. The data is obtained from the website of the EMB, <http://www.emb.gov.hk/eng/archive.asp?sid=21&cid=161>, Jan, 2003.
** As based on draft estimates. The actual estimates for 2001/02 are 22.5%, 34.2% and 31.1% respectively.
N.B.: All figures were refer to the year 2001/02.
Table 2: Number of Schools by Sponsoring Bodies and by School Types

<table>
<thead>
<tr>
<th>Sponsoring Bodies</th>
<th>Charitable Status (1)</th>
<th>Number</th>
<th>Distribution</th>
<th>School Types</th>
<th>Total</th>
<th>Distribution</th>
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<td><strong>Faith-Based</strong></td>
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<tr>
<td>Buddhism</td>
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<td>8</td>
<td>2.1%</td>
<td>45</td>
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<td>Catholic</td>
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<td>218</td>
<td>2</td>
<td>33</td>
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<tr>
<td>Confucianism</td>
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<td>0.5%</td>
<td>4</td>
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<tr>
<td>Muslim</td>
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<td>3</td>
<td>-</td>
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<td>Protestant</td>
<td>Charitable</td>
<td>50</td>
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<td>302</td>
<td>15</td>
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<tr>
<td>Taoism</td>
<td>Charitable</td>
<td>3</td>
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<td>29</td>
<td>-</td>
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<tr>
<td><strong>Sub-Total</strong></td>
<td></td>
<td>91</td>
<td>23.8%</td>
<td>601</td>
<td>18</td>
<td>65</td>
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<tr>
<td><strong>Non Faith-Based</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Voluntary/Social Services Org.</td>
<td>Charitable</td>
<td>37</td>
<td>9.7%</td>
<td>49</td>
<td>-</td>
<td>-</td>
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<tr>
<td>Alumni</td>
<td>Charitable</td>
<td>11</td>
<td>2.9%</td>
<td>23</td>
<td>1</td>
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<tr>
<td>Natives/Clansman</td>
<td>Charitable</td>
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<td>12.8%</td>
<td>197</td>
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<tr>
<td></td>
<td>Non-Charitable</td>
<td>69</td>
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<td>77</td>
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<tr>
<td>Chamber of Commerce</td>
<td>Charitable</td>
<td>16</td>
<td>4.2%</td>
<td>35</td>
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<tr>
<td></td>
<td>Non-Charitable</td>
<td>9</td>
<td>2.3%</td>
<td>15</td>
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<tr>
<td>Independent Educational Org.</td>
<td>Charitable</td>
<td>73</td>
<td>19.1%</td>
<td>76</td>
<td>20</td>
<td>35</td>
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<tr>
<td></td>
<td>Non-Charitable</td>
<td>28</td>
<td>7.3%</td>
<td>-</td>
<td>7</td>
<td>67</td>
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<tr>
<td><strong>Sub-Total</strong></td>
<td></td>
<td>292</td>
<td>76.2%</td>
<td>472</td>
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<td>108</td>
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<tr>
<td><strong>Total</strong></td>
<td></td>
<td>383</td>
<td>100%</td>
<td>1,073</td>
<td>53</td>
<td>173</td>
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Notes:
(1) The charitable status is noted according to the list of approved charitable institutions and trust of a public character under section 88 of the Inland Revenue Ordinance as at 31 May 2002.
(2) The figure does not include Practical Schools, Skills Opportunity Schools and International schools.
N.B.: All figures refer to the year 2001/02.
Table 3: 一九九二年至二〇〇一年日校数目 — 按程度及學校類別統計

Day Schools by Level by Sector, 1992 – 2001

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</thead>
<tbody>
<tr>
<td>幼稚園</td>
<td>Kindergarten</td>
<td>本地/私立</td>
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<td>709</td>
<td>711</td>
<td>706</td>
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註 : (1) 包括英基學校協會會屬下的學校及其他國際學校。
(2) 包括在一九八六學年九月開放的實用教育中心。
(3) 包括一九九五年及一九九六年開放的可觀自然中心暨天文館和明愛陳震夏郊野學園。
(4) 一九九三年或之前，技能訓練學校和實用中學歸納於特殊學校之內。
(5) 以該年十月為準。
(6) 其他學院是指按資助學校的私立學校，例如珠海書院、香港三育書院和香港能仁書院等。
(7) 沒有細分數字。

Notes : (1) Including schools under the English Schools Foundation and other international schools.
(2) Including the Practical Education Centre opened in September 1986.
(3) Including the Ho Koon Nature Ed Cum Astronomical Centre and the Caritas Chan Chun Ha Field Studies Centre opened in 1995 and 1996 respectively.
(4) Practical school and Skills Opportunity school were grouped under special school in 1993 and before.
(5) As in October of the year.
(6) Other colleges are those private schools which offer post-secondary courses, such as Chu Hai College, Hong Kong Adventist College and Hong Kong Buddhist College, etc.
(7) ... Breakdown figures not available.

Source: Statistics Section, Education and Manpower Bureau, Hong Kong SAR Government, Jan, 2003.
### Table 4: Enrolment in Day Schools by Level by Sector, 1992 – 2001

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**註：**
(1) 包括特殊學校的學生，包括下表所示的本地/資助類型的學生。
(2) 指該年十一月三十日的學生數字。
(3) 包括補習學生。
(4) 包括特殊學校和普通學校的學生。
(5) 包括所有中學/預備職訓課程的學生。

**Notes:**
(1) Including schools under the English Schools Foundation and other international schools.
(2) Including special schools (Aided sector) and special classes of ordinary government schools (Government sector).
(3) As in October of the year.
(4) Other colleges are those private schools which offer post-secondary courses, such as Chu Hai College, Hong Kong Adventist College and Hong Kong Buddhist College, etc. Prior to 1994, figures were included in Adult Education/Tutorial/Vocational Courses.
(5) Some of the students enrolled in Adult Education/Tutorial/Vocational Courses might have also enrolled in primary or secondary day schools at the same time.

Source: Statistics Section, Education and Manpower Bureau, Hong Kong SAR Government, Jan, 2003.
Appendix

Appendix I – Sample of Consent Form (English)

Study on Hong Kong Third Sector Landscape (Education)

Consent Form

I, Mr. Alexander H. C. Tzang of The Hong Kong Polytechnic University, hereby agree to participate in the Hong Kong Third Sector Landscape Study conducted by the Central Policy Unit and the Hong Kong Polytechnic University. I have read the attached interview notes prepared by the researchers and agree to let them use the materials for research purposes. All information I provided should not be used for purposes other than what is stated above without my permission.

I understand and accept the above request.

Signature: __________________________
Date: __________________________
Appendix II – Sample of Consent Form (Chinese)

香港第三部門現況研究同意書

本人_________ 為 ________________（機構名稱）之 ________________（職位），現同意參與由中央政策組委托香港理工大學舉辦的第三部門現況研究。本人亦同意研究員將個人訪問的內容筆錄以作研究用途。除上述用途外，若非得本人同意，所有訪問內容均不得作其他用途。

本人亦可隨時終止參與此研究。

本人*同意／不同意 研究員在報告中鳴謝本人所代表的機構。

本人明白以上內容，並簽署以作證明。

簽名：__________________
日期：__________________

*請刪除不適用的選擇。
Appendix III – Interview guide for primary, secondary and adult education

Interview guide 問題大綱
教育 (Higher Education)

1. 貴校現時正面臨什麼挑戰?
___________________________________________________________________________
___________________________________________________________________________

2. 閣下認為什麼是理想的資助模式?
___________________________________________________________________________
___________________________________________________________________________

3. 貴校在未來三年有什麼措施去達至理想的資助模式?
___________________________________________________________________________
___________________________________________________________________________

4. 在現時的資助模式下，怎樣去善用資源（人力資源調配及管理）?
___________________________________________________________________________
___________________________________________________________________________

5. 貴校在未來三年有什麼措施去提升院校的競爭能力（在哪幾方面）?
___________________________________________________________________________
___________________________________________________________________________

6. 貴校現時有什麼機制監察資金的運用?
___________________________________________________________________________

7. 貴校覺得現時人力資源範圍中首要面對哪三項挑戰?
___________________________________________________________________________
___________________________________________________________________________

8. 如何達到理想的教育改革方向？（在哪幾方面及政府所擔當的角色）
___________________________________________________________________________

9. 政府可扮演什麼角色?
___________________________________________________________________________
Appendix IV – Sample Interview Guide for Higher Education

香港第三部門的現況研究—訪問詳情

日期: 二零零二年十一月十一日
時間: 上午十一時
地點: 番南大學
研究負責人: 陳清海博士

香港理工大學應用社會科學學系副教授

主題: 探討香港教育界（專上教育）所關心的問題

討論重點:

1. 貴校現時正面臨什麼挑戰？
2. 貴校認為什麼是理想的資助模式？
3. 貴校在未來三年有什麼措施去達至理想的資助模式？
4. 在現時的資助模式下，怎樣去善用資源（人力資源調配及管理）？
5. 貴校在未來三年有什麼措施去提升院校的競爭能力（在哪幾方面）？
6. 政府可扮演什麼角色？
Appendix V – Interview Guide for Special Education Focus Group

主題: 探討香港教育界（特殊教育）所關心的問題

討論重點:

1. 貴校認爲什麼是理想的資助模式？
2. 貴校在未來三年有什麼措施去達至理想的資助模式？
3. 在現時的資助模式下，怎樣去善用資源（人力資源調配及管理）？
4. 貴校在未來三年有什麼措施去提升學校的競爭能力（在哪幾方面）？
5. 政府可扮演的角色？
Appendix VI – Interview Guide for Professional Organization Focus Group Discussion

香港第三部門的現況研究—專題小組討論詳情

日期: 二零零二年十一月四日
時間: 下午三時至五時
地點: 香港理工大學 GH 201 室（平台）
主持人: 許為天校長
研究負責人: 陳清海博士
香港理工大學應用社會科學學系副教授
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主題: 探討香港教育界（教學團體）所關心的問題

討論重點:

1. 貴組織現時在教育界的社會功能？
2. 貴組織現時的社會認受性？
3. 在未來三年有什麼措施去增強貴組織現時的社會認受性？
4. 人力資源的運用如何配合貴組織的宗旨？
5. 貴組織如何維持會員參與組織的工作及活動？
6. 政府可在教育界扮演什[]的角色？
For example, according to the Independent Sector, the nonprofit sector in America includes hospitals, museums, schools, homeless shelters, houses of worship, symphony orchestras, research centers, youth groups, and many other organizations in every community across the nation. These charitable groups are sometimes collectively referred to as the “independent sector” to emphasize their unique role in society, distinct from business and government. (in The Nonprofit Almanac in Brief: Facts and figures on the independent sector, 2001)

6 The data is quoted from Prof. Arthur K C Li’s “University management and finance in the 21st century” in the University of the 21st Century: A forum in higher education in conjunction with the Centennial of Peking University, 2-3 May, 1998, The Chinese University of Hong Kong.
7 “Learning to produce a quality workforce” by Shirley Kwok in South China Morning Post, January 30, 1999.
8 Tung, Chee Hwa, (1999), The 1999 Policy Address, Hong Kong: HKSAR Government.
12 The Education Department merged with the Bureau and ceased to exist from Jan 1, 2003. Regional Education Offices have been set up to work with schools for quality education.


Education Indicators for the Hong Kong School Education System 2001 Abridged Report.

See Table 1 for details.


The UGC-funded institutions are City University of Hong Kong, Hong Kong Baptist University, Lingnan University, The Chinese University of Hong Kong, The Hong Kong Institute of Education, The Hong Kong Polytechnic University, The Hong Kong University of Science and Technology, and The University of Hong Kong.

The Open University of Hong Kong.

The Hong Kong Academy for Performing Arts.

Caritas Francis Hsu College and Hong Kong Shue Yan College.


Please refer to Table 2. There are 33 schools out of 62.

List of approved charitable institutions and trust of a public character under section 88 of the Island Revenue Ordinance as at 31 May 2002.

Please refer to Table 2. Please note that the figure does not include DSS and Evening schools.


The UGC has released the final recommendations on higher education reform on November 28, 2002 and agreed to relax the enrolment of non-local students. Please refer to UGC’s website http://www.ugc.edu.hk for the full report.


教協 (1999). 教育改革建議


The Advisory Committee on School-based Management (2001). Transforming Schools into Dynamic and Professional Learning Communities. Hong Kong: the Author.


Najam, A. (1997). The 3 C’s of NGO-government relations: Confrontation, complementarity, collaboration. Unpublished manuscript, Boston University, as cited in Young’s article.


57 Data source is from the Statistics Section, Education and Manpower Bureau, Hong Kong SAR Government, Jan, 2003.

58 The kindergarten enrolment has dropped from 189,730 in 1992 to 156,202 in 2001.

59 For example, the Hong Kong Christian Service and St. James Settlement have, in recent years, engaged in providing pre-primary education service specifically for professional and middle-class families.

60 Please refer to Table 1. The figure includes private primary and secondary evening schools.

61 Please refer to Table 2. The benevolent groups are listed on the table as “Natives/Clansmen.”

62 For example, the Hong Kong Federation of Education Workers, Education Convergence, and Hong Kong Teachers’ Association have operated their own primary and secondary schools. But each organization is sponsoring one or two schools.

63 Please refer to Table 2.


65 The two exceptions are the Hong Kong Baptist University and Lingnan University.


68 Higher Education in Hong Kong: Report of the University Grants Committee, by Steward R. Sutherland, March 2002.


70 For instance, charitable organizations such as the Caritas and Po Leung Kwok have been active in providing post-secondary education in recent years.

71 Shue Yan College and Caritas Francis Hsu are considered as approved post-secondary colleges but not universities.

72 The figure include government recurrent expenditure on kindergarten, special education, adult education courses run or funded by the Education Department, vocational courses run by the Hong Kong Institute of Vocation Education and department support. Source: Education and Manpower Bureau, Archive, <http://www.emb.gov.hk/eng/archive.asp?sid=21&cid=161>, Jan, 2003.


76 Statements made by the Financial Secretary Anthony Leung at a press conference on October 25, 2002.