

**Legislative Council
of the
Hong Kong Special Administrative Region**

Panel on Education

**Subcommittee to Study the Implementation of
Free Kindergarten Education**

R E P O R T

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Part I – Introduction

Background

In Hong Kong, nine years' free, universal and compulsory primary and junior secondary education has been introduced since 1978. Free education has been extended to 12 years to cover senior secondary education starting from the 2008-2009 school year. All along, kindergarten ("KG") education has been provided by private operators in accordance with the rules and regulations stipulated by the Education Bureau ("EDB"). The KG sector in Hong Kong is highly diversified in terms of the operating scale of KGs, their school premises, the school fees charged etc. For the purpose of this report, KGs shall be taken to cover both KGs and Kindergarten-cum-Child Care Centres ("KG-cum-CCCs").

2. As widely recognized, KG education is important in developing the physical, social, emotional and aesthetic aspects of a child as well as his/her language and cognitive skills in the early years of life. In his 2013 Policy Address, the Chief Executive announced that EDB would set up a committee to examine the feasibility of free KG education and recommend specific proposals to enable all children to have access to quality KG education. The Committee on Free Kindergarten Education ("KG Committee") was set up in April 2013 and underpinned by five Sub-committees to examine various related issues with a view to making proposals on how to implement quality KG education free in a practicable and sustainable manner. The KG Committee, headed by Dr Moses CHENG, completed its work and submitted a report ("the Report") to the Secretary for Education on 28 May 2015. According to the Administration, after studying the recommendations of the Report and taking into account the views of stakeholders and the public, it would formulate policies and specific measures as appropriate to foster the sustainable development of quality KG education.

The Subcommittee

3. At the meeting held on 14 April 2014, the Panel on Education ("the Panel") decided to set up a dedicated subcommittee to examine issues on how free KG education should be taken forward. The membership list and terms of reference of the Subcommittee to Study the Implementation of Free Kindergarten Education ("the Subcommittee") are in **Appendices I and II** respectively. The Subcommittee commenced work in October 2014. Pursuant to Rule 26(c) of the House Rules, the House Committee

gave approval on 9 October 2015 for the Subcommittee to continue its work until the end of January 2016.

4. Under the chairmanship of Hon Starry LEE Wai-king, the Subcommittee has held a total of 13 meetings. Apart from the Administration, the Subcommittee has also met with the KG Committee to exchange views on issues arising from the Report. To engage the public and stakeholders in the deliberation process, the Subcommittee held two prolonged meetings to receive their views. The deputations and individuals that have submitted views to the Subcommittee are listed in **Appendix III**. Consolidated summaries of the major views and concerns raised by these parties and the Administration's written responses thereto can be found at the following weblinks :

http://www.legco.gov.hk/yr14-15/english/panels/ed/ed_fke/papers/ed_fke20150117cb4-469-1-e.pdf

http://www.legco.gov.hk/yr14-15/english/panels/ed/ed_fke/papers/ed_fke20150117cb4-538-1-e.pdf

http://www.legco.gov.hk/yr14-15/english/panels/ed/ed_fke/papers/ed_fke20150704cb4-1432-1-e.pdf

http://www.legco.gov.hk/yr14-15/english/panels/ed/ed_fke/papers/ed_fke20150704cb4-163-1-e.pdf

5. At its meeting on 20 November 2015, the Subcommittee also agreed that individual members may submit their written views on the implementation of free KG education, which would be appended to the Subcommittee's report. The submissions received from members for this purpose are in **Appendix IV** and can be accessed at the following weblink :

http://www.legco.gov.hk/yr15-16/english/panels/ed/ed_fke/papers/fke_c1.htm

Part II – The local kindergarten sector

Overview

6. At present, KGs in Hong Kong are privately run and can be categorized as non-profit-making ("NPM") KGs and private independent ("PI") KGs depending on their sponsoring bodies which can be voluntary agencies or private organizations. In the 2014-2015 school year, NPM KGs account for about 80% of all KGs while the remaining ones are PI KGs. The three-year pre-primary programme for children between three to six years of age consists of classes at the nursery ("K1"), lower KG and upper KG ("K3") levels. Although KG education is not part of the free or compulsory education system in Hong Kong, the participation rate is over 100%, meaning that virtually all parents enroll their children in KGs.

7. Before 2005, KGs in Hong Kong were governed by the then Education Department while child care centres were overseen by the Social Welfare Department ("SWD"). Harmonization of pre-primary services took place in 2005 and the Joint Office for Pre-primary Services (now known as Joint office for Kindergartens and Child Care Centres) was set up and staffed by officers from EDB and SWD to monitor and support KG-cum-CCCs. Since then, all KGs and KG-cum-CCCs in Hong Kong have been collectively referred to as KGs.

8. In the 2014-2015 school year, 90% of KGs in Hong Kong are local KGs and 10% are non-local ones. Out of the 760 local NPM KGs, 381 KGs (around 50%) operate both half-day ("HD") and whole-day ("WD") classes, 235 KGs (31%) operate solely WD classes and 144 (19%) operate solely HD classes. Of those KGs with WD classes, 246 are long whole-day ("LWD") KGs (formerly aided centres under SWD) operating five and a half days per week with longer service hours. Some of them also provide ancillary services including extended hours service, occasional child care service and Integrated Programme ("IP") in KG-cum-CCCs¹.

¹ Extended hours service is provided for children below six years of age to meet the social needs of families and working parents. Occasional child care service is provided on a full-day, half-day or two-hour sessional basis for children aged below six whose parents or carers have sudden engagements or various commitments. Integrated Programme provides training and care for mildly disabled children aged two to six with a view to facilitating their future integration into the mainstream education system and the society.

Some major initiatives in recent years

Pre-primary Education Voucher Scheme ("PEVS")

9. The non-means-tested PEVS has been implemented since the 2007-2008 school year. KGs joining PEVS must be NPM offering a full local curriculum and charging a tuition fee not exceeding the specified fee thresholds². A child aged two years and eight months or above attending a NPM KG under PEVS is eligible for a voucher, to be redeemed by the KG concerned. The school fee to be paid by parents is the difference, if any, between the school fee charged by the KG and the fee subsidy under PEVS. The amount of fee subsidy under PEVS for the 2014-2015 and 2015-2016 school years is \$20,010 per student per annum ("pspa") and \$22,510 pspa respectively.

10. In the 2014-2015 school year, around 95% of local NPM KGs have joined PEVS and about 80% of the KG students are in receipt of the voucher subsidy.

Kindergarten and Child Care Centre Fee Remission Scheme ("KCFRS")

11. To help ensure that no child is deprived of the access to KG education due to the lack of means, parents who are financially in need may apply for additional assistance under KCFRS when their children are enrolled in a KG under PEVS. Under KCFRS, low income families which pass the means test are eligible for 100%, 75% or 50% fee remission. With effect from the 2014-2015 school year, the fee remission ceiling under KCFRS has been raised from the weighted average fees of KGs to the 75th percentile of the school fees of KGs under PEVS. The ceilings for HD and WD places were \$26,500 and \$40,500 respectively in the 2014-2015 school year.

Enhancing quality of KG education

12. In the first five-year phase of PEVS (i.e. the 2007-2008 to 2011-2012 school years), specific policy targets were set for KGs under PEVS to bring about a higher level of professional competency. By the end of 2011-2012, on the basis of the teacher-to-pupil ratio ("TP ratio") of 1:15, all KG teachers should possess a Certificate in Early Childhood Education ("C(ECE)") qualification. All newly appointed principals should possess a Bachelor degree in Early Childhood Education ("BEd(ECE)"), one year of post-qualification experience and have

² In the 2015-2016 school year, the fee thresholds for HD and WD classes are \$33,770 and \$67,540 pspa respectively.

completed the Certification Course for KG principals. In the 2014-2015 school year, about 98.5% of KG teachers and principals are either holding or pursuing C(ECE) as compared to only 56% in 2006-2007.

13. The Quality Assurance ("QA") Framework introduced to the KG sector in 2000 comprises school self-evaluation ("SSE") and external reviews in the form of Quality Review ("QR"). All KGs under PEVS are required to conduct ongoing SSE and undergo QR for sustainable school development and accountability purposes.

Admission arrangements

14. In about early October 2013, a large number of parents of cross-boundary students queued up for admission application forms at KGs in districts such as the North District and Tai Po. There was also grave concern among local parents about the adequacy of K1 places and the intense competition for KG places in certain districts. To address public concerns, EDB implemented a number of special measures with a view to improving the KG admission procedure and better utilizing the KG places in the two districts. In view of the positive results of these measures, they have been extended to all districts for admission to K1 in the 2015-2016 school year. The main improvements include –

- (a) there would not be a limit on the number of application forms to be distributed;
- (b) KGs were required to introduce a school-based admission mechanism;
- (c) to prevent a child from hoarding more than one place at one time, KGs were required to use the Certificate of Eligibility for the Pre-primary Education Voucher Scheme as a document for confirming acceptance of an offer; and
- (d) EDB collected and disseminated K1 vacancy information of all KGs through various channels.

Establishment of the KG Committee

15. The KG Committee was appointed by EDB in April 2013 to examine various related issues with a view to making proposals on how to implement quality KG education free in a practicable and sustainable manner³. Underpinned by five Sub-committees and headed by Dr Moses CHENG, the KG Committee completed its work and published a report on 28 May 2015⁴. The Report contains recommendations covering 10 main aspects ranging from the scope of free KG education, teacher professionalism, funding arrangements to catering for student diversity.

³ The membership and terms of reference of the KG Committee and each of the five Sub-committees can be found at <http://www.edb.gov.hk/en/edu-system/preprimary-kindergarten/free-kg-committee/index.html>

⁴ The Report of the KG Committee can be found at http://www.legco.gov.hk/yr14-15/english/panels/ed/ed_fke/papers/ed_fkecb4-1102-1-e.pdf.

Part III – Policy and scope of free kindergarten education

Present situation

16. At present, all KGs in Hong Kong are privately run and there is huge diversity among them in terms of their operating scale, school fees charged, school premises, teaching support and services offered. KGs can be categorized as NPM KGs or PI KGs. Operators of NPM KGs are granted tax exemption under the Inland Revenue Ordinance (Cap. 112) and may budget for a margin (up to 5% of expenditure) in their school fees when seeking approval of fee revision, provided that the whole margin is re-invested in education. PI KGs, on the other hand, are profit-making and can have a profit margin of 10% which can be distributed to shareholders.

17. In the 2014-2015 school year, there are a total of 978 KGs in Hong Kong. Among them, 760 are local NPM KGs enrolling some 144 700 students and 114 are local PI KGs attended by some 22 000 students. The annual school fee for PEVS KGs ranged from \$11,800 to \$30,020 for HD session, and from \$19,400 to \$60,040 for WD session. For local non-PEVS KGs, the annual school fee ranged from \$14,100 to \$99,000 for HD session, and from \$23,300 to \$154,100 for WD session.

Major issues considered by the Subcommittee

Objectives of KG education

18. The Subcommittee notes that in the Education Commission's report entitled "Learning for Life, Learning through Life – Reform Proposals for the Education System in Hong Kong" published in 2000, KG education has been positioned as the foundation of lifelong learning. Its aims were to help children cultivate a positive attitude towards learning and good living habits in an inspiring and enjoyable environment. Although the Subcommittee has not formulated a single or unified view on the objectives of KG education per se, members in general consider that –

- (a) the provision of both "education" and "care" at the KG education stage is essential for the well-being of children;
- (b) KG education should provide children with appropriate support so that they may grow and develop healthily and happily; and

- (c) KG education should be able to cater for the diverse needs of children.

Expectations on the future free KG education policy

19. The Subcommittee recognizes the importance of KG education as the starting point of formal education. KG education has unique pedagogical characteristics that integrate care and education. Members have no doubt that children between three to six years of age should have equal access to quality KG education.

20. In this connection, the Subcommittee has taken note of the five principles adopted by the KG Committee in its study –

- (a) no child aged between three to six should be deprived of KG education due to the lack of financial means;
- (b) quality of KG education is the prime concern;
- (c) the policy on future free KG education must be practicable and sustainable;
- (d) the uniqueness, vibrancy and diversity of KG education must be respected and the diverse needs of the children should be catered for through different modes of operation; and
- (e) government funding should be accompanied by good governance on the part of KGs.

21. In principle, the Subcommittee does not object to the principles adopted by the KG Committee. Members consider it important that when the policy on free KG education is implemented, the diversity of the KG sector should be maintained. Children should not be deprived of the chance to receive quality KG education due to the lack of means.

Scope of free KG education

Provision of HD, WD and LWD KG services

22. One of the contentious issues examined by the Subcommittee is the scope of free KG education to be provided. Specifically, there has been in-depth discussion on whether free KG education should cover different types of KG services, namely HD, WD and LWD services.

23. The Subcommittee notes that according to the KG Committee, existing evidence has precluded drawing conclusions that WD KG programmes are more favourable to young children than HD programmes. It holds the view that it is the quality of the KG programmes, rather than the duration, that determines whether children can benefit from them or not. After taking into consideration the development needs of children and overseas practices, the KG Committee has recommended that government subsidy should cover HD service as the basic provision for all eligible children aged three to six. In recognition of the much needed services provided by WD and LWD KGs as well as the recommendation under the population policy to enable more women with young children to re-join the workforce, the KG Committee has recommended that additional resources should be provided for KGs offering WD and LWD services in the form of a grant on a per capita basis at 25% to 30% of the basic funding for HD KG service. Further resources should be provided to LWD KGs for employing additional manpower. In other words, the extra costs for WD and LWD services are to be shared by the Government and parents. The Administration has also echoed the need to distinguish between the availability of services (i.e. the provision of school places) and subsidy (i.e. use of taxpayers' money). The KG Committee wishes that if its package of recommendations is implemented, about 60% of students attending local NPM KGs would not need to pay school fee.

24. Many deputations and Subcommittee members do not subscribe to the KG Committee's view that WD KG programmes do not necessarily benefit young children more than HD programmes do. According to some deputations, the global trend is the increased provision of WD/LWD KG places to cater for the education and care of children. Some members query the appropriateness of restricting the scope of free KG education to HD service on the assumption that from the educational perspective, HD service would suffice for the developmental and learning needs of young children. They see merits in children receiving KG education on a WD basis, and are concerned that if only 60% of children attending local NPM KGs can benefit under the future free KG education policy, the objective of providing 15 years of free education can hardly be achieved.

25. The Subcommittee well appreciates that WD and LWD KGs have been an integral part of the KG sector providing vital services to many families with working parents. Some members urge the Administration to seriously consider providing "Educare" in the implementation of free KG education, instead of maintaining the dichotomy between "education" and "care" services currently administered by EDB and the Labour and Welfare Bureau ("LWB") respectively. To tie in with the objective of the

population policy announced in the 2015 Policy Address to unleash the potential of the local labour force, there are views that the Administration should include WD and LWD services in the scope of free KG education so as to facilitate more women to join the workforce. In this regard, a member has expressed his view that it is more appropriate to fully subsidize HD KG education only, as WD and LWD KG services involve the provision of child care service, which should be distinguished from the provision of education service.

26. Some members share the concern of deputations that the additional subsidy of 25% to 30% of the basic funding cannot provide sufficient support for KGs to offer more WD/LWD places. They are also worried that in future, if only HD KG service is provided free, many KGs will only operate or switch to HD service, thereby further reducing the supply of WD/LWD places to cater for the needs of working parents, in particular those from low-income families.

Eligible KGs under the future policy

27. On the types of KGs that should be covered by the future free KG education policy, the Subcommittee notes the KG Committee's recommendation that such KGs should, among other criteria, be NPM, offering a local curriculum that conforms with the KG curriculum guidelines issued by EDB. For other eligibility criteria, reference may be made to some of those under the existing PEVS, such as meeting the requirements in teacher qualifications, quality assurance and transparency in operation.

28. The Subcommittee generally agrees that local NPM KGs should be covered under the new policy. Nevertheless, there is a view that consideration should be given to covering PI KGs, as all eligible children should be able to benefit from free KG education regardless of whether they study in local NPM KGs or local PI KGs. Members consider that more careful study is required because such a view, if pursued, would entail policy and resources implications.

Coverage of the subsidy

29. As recommended by the KG Committee, government subsidy should fund KG education at a level which enables KGs to provide quality education. The basic provision should cover school fees related to the expenses directly attributable to students' learning and school operation. Other charges collected by KGs for various school items as well as the expenses arising from above-standard services should be borne by parents.

30. Question has been raised as to whether the future subsidy should also cover the purchase of textbooks, as some deputations have indicated that there had been frequent revisions to the edition of KG textbooks. According to EDB, whether textbooks or other items should be subsidized would require further deliberation. There is a suggestion that the Administration should consider providing full subsidy to children to defray school fees and miscellaneous fees if their family income is below a specified level, such as below the median household income. For the prudent use of public resources, the Administration is of the view that the suggestion can only be taken forward if there is a ceiling on the school fees charged by KGs.

Recommendations

31. The Subcommittee considers that the Administration should –
- (a) issue a clear policy statement stating the objectives and intended outcomes of its free KG education policy;
 - (b) consider raising the level of additional funding to be provided to WD/LWD KGs;
 - (c) if free KG education will initially cover HD service only, study the feasibility of extending it to cover WD and LWD services in phases and draw up a timetable accordingly within a reasonable period of time; and
 - (d) provide information on the resources required if free KG education is to cover HD, WD and LWD KG services so as to facilitate more informed discussion.

Part IV – Funding arrangements

Present situation

32. All along, KGs in Hong Kong have been privately run and are self-financed. The PEVS has been implemented since 2007 with the objective to facilitate all eligible children to receive affordable and quality KG education. All local NPM KGs are eligible for applying to join PEVS. Parents are free to choose eligible KGs for their children, and have to pay for the difference in case the tuition fee exceeds the voucher value.

33. Apart from the PEVS subsidy, eligible NPM KGs may also apply for government subsidies which include reimbursement of rent, rates and government rent. As for former aided centres which are commonly known as LWD KGs and are all under PEVS, they may also receive reimbursement of rent, rates and government rent, as well as reimbursement of management fee and air-conditioning charges for individual LWD KGs. These KGs can also apply from the Lotteries Fund through SWD to meet non-recurrent expenditure such as renovation and purchase of furniture and equipment.

Major issues considered by the Subcommittee

34. In pursuing with the Administration the future mode of funding for KGs upon implementation of free KG education, members are keen to ensure that appropriate arrangements should be put in place to enable KGs to deliver quality education.

Allocation of resources

35. The Subcommittee has taken note of the Government's expenditure on pre-primary education in recent years as follows –

Financial year	Expenditure (\$ billion)	% of total expenditure on education	% of Hong Kong's GDP
2012-2013	2.825	3.7%	0.14%
2013-2014	3.222	4.2%	0.15%
2014-2015	3.486	4.7%	0.16%
2015-2016	4.094	5.2%	0.18%

Source : Estimates of Expenditure (various years)

Having regard to the level of expenditure on pre-primary education in members of the Organisation for Economic Co-operation and Development ("OECD") averaging at 0.6% of GDP, the Subcommittee considers that in Hong Kong, public resources for KG education compare much less favourably than those in other developed economies. Members have urged for greater policy and resources commitment by the Administration to provide quality free KG education.

36. In submitting views to the Subcommittee, quite a number of deputations have suggested that as a longer-term target, public expenditure on early childhood education ("ECE") should be increased progressively to 1% of Hong Kong's GDP, the 1% level being a recommendation of the European Union ("EU"). Some members consider that upon implementation of free KG education, it is necessary for the Administration to formulate appropriate policies and plans and provide the necessary resources to take them forward effectively.

Mode of funding

Making reference to existing subvention modes

37. Many members and deputations have pointed out that the existing PEVS has failed to cater for the operating needs of different types of KGs, as subsidy is provided in a flat rate irrespective of the type of services, i.e. HD, WD and LWD. Due to their scope of services and longer operating hours, WD and LWD KGs may not be able to receive adequate funding to meet their needs. The Administration has been urged to put in place an effective funding mechanism to replace PEVS. There are views that the Government should provide full reimbursement to KGs for expenses on teachers' salary, which is an essential feature in the subvention mode for aided primary and secondary schools.

38. The Subcommittee notes that both the Administration and the KG Committee has reservation about adopting the aided school subvention mode, as there are stringent planning parameters for ensuring that sufficient subvented school places are available under compulsory education. For instance, there is a standardized threshold for approving the number of operating classes in each school, which may result in packing of classes in case of under-enrolment. Adopting a similar threshold would create pressure for closure of some very small KGs and a knock-on effect on the stability of the KG teaching force in times of student population drop. In addition, the aided school subvention mode is premised on a centralized school place allocation system through the creation of school nets. If KG school nets are created and the allocation of KG places is centralized, the KG sector's overall operating flexibility

would be hampered and parents' choice of KGs might also become bound by districts.

39. In submitting views to the Subcommittee, many deputations, notably those from the KG sector and the teaching profession, have raised strong objection to subsidy in the form of lump sum grant ("LSG") as in the case of the social welfare sector. Members concur with the KG sector that if the amount of LSG is to be capped at the mid-point salaries of KG teachers, individual KGs will be reluctant to employ teachers with longer years of service. Ultimately, this will have a negative impact on the quality of KG education. The Subcommittee has considered it necessary for the Administration to explore a more diversified approach to support different types of KGs.

Views on the KG Committee's recommended approach

40. The KG Committee has recommended that to provide greater flexibility, funding for individual KGs will be partly provided on a per student basis (i.e. unit cost approach) and partly on a school-specific basis to cater for the special circumstances of KGs or students. Specifically, funding for the salary of teaching and supporting staff and other operating expenses would be provided in the form of a unit subsidy, i.e. on a per student basis. Additional funding will be provided to cater for the specific needs of individual KGs. The Administration has indicated its agreement to the recommendation.

41. The Subcommittee shares the grave concern of some deputations that this funding method will have drawbacks similar to PEVS. As funding will be provided on a per capita basis, there will be intense competition among KGs to recruit students, resulting in a commercialized and market-driven KG sector. Besides, all KGs, irrespective of their operating scale, need to incur certain baseline expenditure. The proposed per capita subsidy is tilted in favour of large KGs. The resource gap between large and small KGs will be aggravated.

42. As regards the LSG approach, the KG Committee has suggested that the Government should explore ways to address the KG sector's concern over insufficient funding to meet the salary expenses of KGs and consider providing a "safety net" under which KGs may apply for additional funding on a case-by-case basis. According to the Administration, it would need to analyze the implications of the suggested approach on the planning of KGs and the financial implications on the Government before making a final decision.

Level of subsidy

43. The Subcommittee notes that as recommended by the KG Committee, the basic provision for free KG education should cover the school fees that relate to the expenses directly attributable to students' learning and school operation. The level of funding would be linked to the cost of delivery of quality KG education. In determining the subsidies for a KG's basic operation, the KG Committee has made reference to the staff salary-related and other operating expenses, as well as premises-related expenses of KGs.

44. The Subcommittee has examined issues related to KG staff salary and premises, and its deliberations are set out in the ensuing Parts.

Recommendations

45. The Subcommittee recommends that the Administration should –
- (a) take into account the criticisms about the implementation of LSG in the social welfare sector and avoid applying the same funding approach for the KG sector;
 - (b) provide more details on how it will implement the more flexible mode as recommended by the KG Committee whereby funding will be provided partly on a per student basis and partly on a school-specific basis;
 - (c) introduce practicable measures to ensure that KGs of a smaller scale will be provided with sufficient resources to sustain their operations;
 - (d) after careful study, inform the public of its response to the KG Committee's recommendation to provide a "safety net" to help individual KGs meet expenditure on salaries of long-serving staff; and
 - (e) consider progressively putting more resources into pre-primary education in Hong Kong by making reference to the expenditure of other advanced countries (such as member states of EU and OECD) on pre-primary education as a percentage of their GDP.

Part V – Premises and planning-related issues

Present situation

46. Unlike aided primary and secondary schools which all operate on rental-free premises, KGs are located in a variety of premises ranging from self-acquired, privately leased premises to public housing estates or premises owned by their school sponsoring bodies ("SSBs"). Currently, less than 50% of KGs operate on premises allocated by the Government.

47. According to the Hong Kong Planning Standards and Guidelines, the current planning standards for KG places are 730 HD and 250 WD places for every 1 000 children in the age group of three to under six. At present, the Planning Department will reserve sites in new public housing estates or large scale residential development projects for educational services upon the advice of EDB. Available KG premises in public housing estates are allocated to KGs through a School Allocation Committee set up by EDB. Some KGs enter into lease agreements with private developers to rent their premises.

48. To alleviate NPM KGs' rental-related expenditure, EDB has been administering the Rent Reimbursement Scheme ("RRS") since 1982. All applications for rent reimbursement will be considered on individual merits based on a set of prescribed criteria and subject to the condition that there is a proven demand for KG places in the district. The amount of reimbursement is based on assessment by the Rating and Valuation Department. KGs will receive full reimbursement for a fill-up rate of 50% or above, or 50% reimbursement for a fill-up rate below 50%. In 2013-2014, 394 KGs (i.e. about 50% of all NPM KGs) received reimbursement under RRS with the reimbursed amount ranging from \$3,100 to \$350,000 per month.

Major issues considered by the Subcommittee

Planning standards

49. As discussed in foregoing Parts, members and deputations generally concur with the need to increase the number of WD and LWD KG places in order to meet the demand. At the meeting held on 28 April 2015, the Subcommittee passed a motion urging EDB to, amongst others, expeditiously review the planning standard for KG places so as to significantly increase WD and LWD KG places.

50. It is noted that the KG Committee has recommended to progressively revise the planning standards to 500 HD and 500 WD places for every 1 000 children in the age group of three to six. The Subcommittee and deputations support the revised planning targets, and urge the Administration, which agrees with the recommendation, to set a clear timetable for achieving the targets.

Provision of KG premises

51. Question has been raised as to whether it is feasible for the Government to negotiate with private developers so that the premises reserved for educational use in large scale residential development projects would be handed over to the Government for allocation to KG operators. The Administration has cautioned that such an arrangement would require very careful study as it would have implications on the amount of premium payable to the Government by developers.

52. Some members consider that the Administration has relied too heavily on market forces instead of taking active steps to increase the supply of KG premises. The failure of Topkids Anglo-Chinese Kindergarten to secure lease renewal in 2014 in the face of the exorbitant increase in rental was a case in point. Members and deputations call on the Administration to explore measures to ensure a stable supply of KG premises.

53. According to the Administration, it agrees with the KG Committee's recommendation that as a long-term strategy, more space should be earmarked for KG use in public housing estates to meet new demands as well as for relocation of existing KGs that require substantial improvement to their physical accommodation. It would also explore the feasibility of other measures, such as co-location of KGs and primary schools and increasing space for KGs in private housing developments. The Subcommittee shares the KG Committee's view that to support KGs without adequate facilities, regional resource centres should be set up to provide a safe education environment and a variety of activity-based learning activities for children. To ease the demand for private premises and the upward pressure on rental, the Subcommittee considers that the Administration should formulate a long-term target to provide government-owned premises for the operation of KGs.

Rental subsidy

54. As rental for school premises constitutes one of the major expenditure items of KGs, the KG Committee is of the view that the Government should consider providing rental subsidy to KGs on a

recurrent basis under an improved rental subsidy scheme with the following features –

- (a) consideration may be given to introducing more tiers of rental subsidy according to different fill-up rates;
- (b) to ensure proper use of public funds, a ceiling should be set with reference to the rentals of comparable KGs operating in public housing estates; and
- (c) KGs should be allowed to charge a fee to cover their actual rental payment in excess of the rental subsidy received.

55. There is support among some members and deputations for introducing more tiers of subsidy. However, a member has raised her objection in principle to the provision of rental subsidy, as she considers it more important to reserve sites/premises for educational use during the town planning stage. There is also the concern that the provision of government rental subsidy may have the unintended effect of driving up the rental levels of KG premises. Notwithstanding the provision of subsidy, the Subcommittee still considers it important for the Administration to take measures to increase the supply of government-owned premises as a longer-term strategy.

Recommendations

56. The Subcommittee considers that the Administration should –

- (a) formulate a clear timetable for revising the planning standards to 500 HD and 500 WD places for every 1 000 children in the age group of three to six;
- (b) promulgate the measures to be taken to increase the supply of government KG premises;
- (c) announce early the details of proposed enhancements to RRS such as the eligibility criteria and level of rental subsidy and the introduction of additional tiers of subsidy; and
- (d) conduct a stock-taking exercise on existing KG premises and where necessary, consider rendering assistance to KGs for upgrading their premises and facilities.

Part VI – The teaching profession and manpower requirements

Present situation

Teacher professionalism

57. The professional standards of KG teachers and principals have been upgraded progressively over the years. On the basis of the TP ratio of 1:15, all KGs under PEVS are required to employ sufficient number of teachers with a "C(ECE)" qualification. In the 2014-2015 school year, about 98.5% of KG teachers and principals are holding or pursuing C(ECE) as compared to 56% in 2006-2007. Around 82% of KG principals are either holding or pursuing BEd(ECE). The EDB and teacher education institutions ("TEIs") also provide local and non-local professional development programmes ("PDPs").

Staff salary

58. Under the former KG and Child Care Centre Subsidy Scheme, KGs were required to pay teachers according to the Recommended Normative Salary Scale ("RNSS"). Upon the introduction of PEVS in 2007, RNSS was abolished, thereby giving KGs full discretion in determining the salaries of their teachers. Currently, KGs adopt different remuneration practices, such as following basically RNSS or the Master Pay Scale of the civil service. Performance, years of experience, attainment of academic qualifications are some of the school-based criteria in awarding annual increments. According to the annual teacher survey conducted in September 2014, the average salary of teachers working full-time in KGs under PEVS was about \$18,800.

Staffing requirements

59. At present, the actual TP ratios of KGs vary because some KGs may employ additional teaching staff to provide for different learning activities. For some KGs, the enrolment is below the classroom capacity particularly in the afternoon session, resulting in a better TP ratio. There is currently no clear staff structure or career ladder for teachers in KGs.

60. In addition to teaching staff, KGs also employ supporting staff such as clerks and janitor staff to assist in various tasks such as school administrative work, cleaning and other general duties. The number of supporting staff varies among KGs and there are currently no specific guidelines on manpower requirements.

Major issues considered by the Subcommittee

Professional upgrading

61. The Subcommittee considers it vital for all KG teachers to seek to keep themselves abreast of the latest KG education developments through continuous professional development ("CPD"). For this purpose, a CPD policy with appropriate targets should be developed for the KG sector. The Subcommittee notes that the KG Committee has recommended a soft target of 150 hours for every three years for KG teachers and principals. Regarding the implementation of the soft target, the Administration has advised that the detailed arrangements are yet to be devised. To enable serving KG teachers to attend CPD training, the Subcommittee shares the views of some deputations that suitable support measures should be introduced to facilitate serving teachers to pursue professional development, such as by providing a subsidy for hiring substitute teachers.

62. The Subcommittee fully recognizes the importance of professional competence of KG teachers for the delivery of quality KG education. On one hand, members have noted the views of some deputations that to enhance professionalism and attract high-calibre individuals to join the KG sector, the entry qualification for KG teachers should be raised to degree level (i.e. possession of BEd(ECE) or equivalent). On the other hand, they are also mindful of the fact that various TEIs are currently offering government-subsidized C(ECE) programmes with some 700 graduates each year who are highly regarded by KGs. Any change to the existing policy should not jeopardize the career prospect of the prospective C(ECE) graduates.

63. Meanwhile, the KG Committee has recommended that the Government should aim at raising the entry qualification requirement of KG teachers to degree level. It should also study the issue of setting a graduate teacher ratio for each KG. In principle, the Subcommittee agrees with the recommendation, but considers that the Administration should work out a timetable in consultation with stakeholders for upgrading the professional qualifications of KG teachers to degree level.

Salary-related issues

64. One of the critical issues deliberated by the Subcommittee is the need or otherwise to put in place a salary framework for KG teachers in order to maintain a stable KG workforce and attract young people to join the profession. Members also note that the monthly salaries of teachers

working in PEVS KGs ranged widely from \$8,300 to \$71,000, as revealed in a teacher survey conducted in September 2013⁵.

65. In submitting views to the Subcommittee, many deputations have criticized the abolition of RNSS, as teachers have henceforth been subject to different remuneration practices. They are particularly concerned that when teachers transfer from one KG to another, their past experience is often not recognized in terms of their remuneration. There are strong calls for a mandatory salary scale to be put in place for compliance by KGs and according to which KG teachers will be remunerated. To provide stability in remuneration, there are also suggestions to adopt the salary practices applicable to the aided school sector to provide full reimbursement to KGs for teachers' salary.

66. The Subcommittee notes that according to the KG Committee, it would be more appropriate to provide a reference salary range, instead of a mandatory salary scale, which may ensure competitiveness and at the same time allow flexibility for the KG management to take into account teaching experience, performance, additional job duties, qualifications, special skills etc. in determining the salary for their staff. The KG Committee has proposed reference salary ranges (at 2014 price level) for teaching positions of Class Teacher, Senior Teacher, Vice Principal (for large scale KG), Principal II and Principal I; as well as for the positions of Clerk, Janitor and Cook⁶.

67. Many members of the Subcommittee concur with the importance of a mandatory salary scale for KG teachers, and consider that the existing salary of many KG teachers is not commensurate with their qualifications and level of responsibilities. In the absence of any mandatory salary scale, they are concerned about ways, if any, to ensure that KG teachers are reasonably remunerated. One member however has indicated that he does not support a mandatory salary scale in lieu of the existing discretion that can be exercised by KGs in determining the remuneration of their teachers.

68. The Administration agrees in principle that competitive remuneration should be offered to attract and retain talents. However, it considers that a mandatory salary scale may not be the only means to maintain a stable teaching force for the KG sector. It agrees with the KG Committee that setting a reference salary range for each position would ensure competitiveness while allowing flexibility for KGs. To ensure

⁵ See [LC Paper No. CB\(4\)225/14-15\(01\)](#).

⁶ A more detailed description is given in paragraph 7.3.15 of the Report.

proper use of government funding, the Administration will set out specific implementation guidelines and clear rules and regulations for compliance by KGs. It has also re-affirmed its stance that the salary-related practices under the funding mode for aided schools cannot be applied to KGs in isolation, as there are other control measures such as approval of operating classes and centralized allocation of school places.

Staff structure

69. The Subcommittee recognizes the need to put in place a clear career ladder for KG teachers. It notes that as recommended by the KG Committee, the staff structure of a typical KG should comprise a principal, a vice-principal (for KGs with an enrolment of more than 300 HD students), senior teachers and class teachers. As a general guide, KGs with about 600 HD students may have up to five senior teachers. The KG Committee has also made recommendations on the number of clerical staff and janitor staff with reference to the enrolment size of KGs.

70. Quite a number of deputations from the KG sector do not fully agree with the idea of determining the staff structure of KGs solely with reference to the enrolment size, as certain administrative and teaching duties are common to all KGs irrespective of their scale. Apart from the number of students, other factors such as the operating cost and service hours of KGs should be taken into consideration when determining the staff structure. The Administration has clarified to the Subcommittee that the notional staff structure and manning ratio as proposed by the KG Committee is for the purpose of computing the government subsidy, which is recommended to be provided partly on a per student basis and partly on a school-specific basis.

Improvement to the TP ratio

71. In principle, the Subcommittee and deputations welcome the recommendation of the KG Committee to increase the teaching manpower to bring about an improved TP ratio from the existing 1:15 to no worse than 1:12 (with the principal being excluded from the ratio), which will increase the capacity of teachers for curriculum development and lesson preparation, catering for learning diversity and professional development. The principal will also be able to devote his/her time to administrative work and managing the day-to-day operation of the KG. Members note the suggestion of some deputations that the TP ratio for WD and LWD KGs should be further improved to 1:10 in order to relieve teachers' workload and enhance the quality of education.

72. Some deputations have submitted to the Subcommittee that apart from the TP ratio, reference should also be made to the class-to-teacher ratio when computing the teaching staff establishment of KGs. There are suggestions to set the class-to-teacher ratios for HD, WD and LWD KGs at 1:1.25, 1:1.3 and 1:1.4 respectively. The Subcommittee considers that while the TP ratio will be improved, the Administration should keep it under review and in this process, the feasibility of making reference to the class-to-teacher ratio can be explored.

Recommendations

73. The Subcommittee recommends that the Administration should –
- (a) in consultation with the KG sector, devise the detailed arrangements on how to achieve the soft target of around 150 hours of CPD for every three years for KG teachers and principals;
 - (b) in parallel, provide suitable support measures to facilitate serving teachers to pursue professional development, such as by providing a subsidy for hiring substitute teachers and subsidizing the course fees of KG teachers;
 - (c) work out a timetable in consultation with stakeholders for upgrading the professional qualifications of KG teachers to degree level;
 - (d) establish a mandatory salary scale for KG teachers;
 - (e) keep the improved TP ratio under ongoing review and in this process, the feasibility of making reference to the class-to-teacher ratio can be explored; and
 - (f) in consultation with the KG sector, keep under review the manpower requirements (including both teaching and non-teaching staff) for operation of KGs, in particular KGs of a smaller scale.

Part VII - Support for students with special needs

Present situation

74. All along, the Government has been providing services for children with developmental disorders through the Department of Health ("DH"), Hospital Authority ("HA"), SWD and EDB. Specifically, DH and HA arrange assessment, treatment and referral of rehabilitation services for children with developmental disorders. The SWD provides pre-school rehabilitation services for children with disabilities from birth to the age of six, and renders assistance to the families of these children. The EDB provides training for KG teachers to enhance their capacity in identifying students with special needs⁷ and catering for student diversity. The DH, HA, SWD and EDB have jointly launched the Comprehensive Child Development Service in phases since 2005, which enables KG teachers to make referral of pre-school children with parental consent directly to DH's Maternal & Child Health Centres ("MCHCs") for initial assessment.

75. Children with suspected developmental concerns identified at MCHCs are referred to the Child Assessment Service ("CAS") under DH or HA for follow-up and assessment. In the past three years, i.e. from 2012 to 2014, nearly all new cases were seen within three weeks and assessments for 83% to 90% of newly registered cases were completed within six months at the CAS under DH. Upon completion of assessment, an assessment summary will be provided to parents.

76. Currently, SWD provides pre-school rehabilitation services mainly through the IP in KG-cum-CCCs, Early Education and Training Centres ("EETCs") and Special Child Care Centres ("SCCCs")⁸. In March 2015, SCCC, EETC and IP provided 1 775, 2 991 and 1 860 subvented pre-school rehabilitation places respectively. The average waiting time for such services ranged from 13 to 19.6 months in 2014-2015. An additional 1 471 places are expected to come on stream during the current-term Government. While waiting for subvented services, children from needy families may apply for subsidies to acquire rehabilitation services from non-governmental organizations ("NGOs"). The

⁷ For the purpose of this report, the expression "special needs" is used interchangeably with "special educational needs".

⁸ The IP in KG-cum-CCCs provides training and care to mildly disabled pre-school children aged two to six with a view to facilitating their future integration into mainstream education and society. EETCs provide early education and training programmes for children from birth to six with disabilities or at risk of becoming disabled. SCCC provides intensive pre-school training for children aged two to six with moderate to severe disability.

Parents/Relatives Resource Centres under SWD provide services to enable family members/carers to enhance their understanding and acceptance of their family members with disabilities.

Major issues considered by the Subcommittee

77. The provision of effective support to cater for student diversity, including students with special needs and non-Chinese speaking ("NCS") students, is one of the major issues pursued by the Subcommittee.

Policy and co-ordination of responsibilities

78. The Subcommittee notes that unlike the primary and secondary school sectors where a promulgated policy on integrated education prevails, currently, there is no declared policy on implementation of integrated education in the KG sector. Some members are concerned that in the absence of a clear policy on catering for students with special educational needs ("SEN"), there are no structured plans to equip individual KGs with the necessary guidance and capacity to support student diversity. With the implementation of free KG education, these members consider it timely for the Government to look into the feasibility of formulating a policy to cater for SENs in KG education, to be underpinned by principles such as early identification, early intervention and home-school cooperation etc.

79. As the responsibility of providing services to pre-school children with special needs is shared by quite a number of departments/bureaux according to their respective policy portfolio, there is serious concern about co-ordination problems due to the lack of steer by any of the bureaux. In this connection, the Subcommittee supports the KG Committee's recommendation that the Government should set up a cross bureaux/departments platform comprising government representatives and various stakeholders to give advice on the development of initiatives to cater for KG students with special needs.

Enhancement in service provision

80. The Subcommittee has followed up with the Administration the grave concern of some deputations that pre-school children with suspected developmental disorders often have to wait for a long time for assessment services; while those who have been assessed with special needs will need to wait for long before they can receive treatment or subvented rehabilitation services. As a result, children with special needs will miss the prime time (i.e. before they reach six years of age) for

effective assistance, which is inconsistent with the objective of early assessment and early intervention.

81. While the Subcommittee has noted the Administration's effort to expedite assessment services, members concur with the KG Committee that the waiting time for assessment should be further shortened and that the number of rehabilitation places should be further increased. Some deputations have suggested to set a service pledge to limit the waiting time for rehabilitation services to within six months.

82. The Administration has referred to two initiatives launched by SWD to address concerns about service enhancement. Under the Special Scheme on Privately Owned Sites for Welfare Uses launched in September 2013, NGOs will be encouraged to redevelop their sites to provide more welfare services, including about 3 800 pre-school rehabilitation places. Meanwhile, the Government has sought funding from the Lotteries Fund to implement the Pilot Scheme on On-site Pre-school Rehabilitation Services ("the Pilot Scheme") under which operators of subvented pre-school rehabilitation services will provide on-site rehabilitation services to children studying in KGs or KG-cum-CCCs. Professional support and assistance will also be provided for the teachers/child care workers and parents concerned.

83. Whilst welcoming the new service mode under the Pilot Scheme, some members have observed that as the on-site rehabilitation services are only targeted at students who have been assessed with special needs, the large number of children awaiting diagnosis cannot benefit from the Pilot Scheme. In this connection, they refer to a survey conducted by an NGO revealing that more than 12 000 (about 7.4%) KG students in Hong Kong are suspected to have special needs⁹. The members are concerned that if timely assistance is not available for suspected cases, the conditions of the children may worsen over time.

Additional support for KGs

84. In submitting views to the Subcommittee, deputations have made various suggestions to empower KGs to support students with special needs. There are views that additional resources should be provided to KGs which have admitted six or more students with special needs. The Administration has been asked to consider the feasibility of creating the post of Co-ordinator for students with special needs to better co-ordinate support measures and providing social workers for KGs. According to

⁹ See the submission from the Hong Kong Society for the Protection of Children ([LC Paper No. CB\(4\)245/14-15\(01\)](#))

some deputations, the quota of IP in KG-cum-CCCs should be increased and IP should be extended to all KGs.

85. Some deputations have suggested that additional funding should be provided for KGs to procure support services for their students with special needs. However, the KG Committee has reservation on KGs' expertise to procure suitable services for their students. The availability of sufficient quality service providers in the market is also in doubt. Instead, it considers that an improved TP ratio and a clear teaching staff structure will place KG teachers in a better position to cater for learner diversity.

Support for KG teachers and parents

86. Quite a number of deputations, notably those from the KG sector and the teaching profession, are of the view that upon the implementation of free KG education, EDB should consider introducing a training framework similar to that for primary and secondary school teachers¹⁰ for KG teachers to receive structured training to support children with special needs.

87. As parents play a key role in catering for children's special needs, the Subcommittee agrees with deputations and the KG Committee that parents should be well supported by different sectors in the community. For example, members support the suggestion to enhance the services of Parents/Relatives Resource Centres to further support disabled children on the waiting list of subvented pre-school rehabilitation services and their parents/carers. According to the Administration, in 2015-2016, it will spend some \$3.2 million to increase the number of social workers in these Centres with a view to enhancing parents' capacity to take care of children with special needs.

Recommendations

88. The Subcommittee recommends that the Administration should –
- (a) formulate an appropriate policy on implementing integrated education in the KG sector so as to cater for student diversity in a more effective manner;

¹⁰ The framework provides structured training courses on catering for SEN students pitched at the Basic, Advanced and Thematic levels, with specified training targets.

- (b) expeditiously set up a cross bureaux/departments platform comprising relevant government representatives and various stakeholders to give advice on the development of initiatives to cater for KG students with special needs;
- (c) set a service pledge for pre-school children with suspected developmental orders to receive assessment (e.g. within three months) and for those assessed with special needs to receive subvented rehabilitation services (e.g. within six months);
- (d) devise measures, with a timetable for implementation, to shorten the waiting time for assessment of SEN and subvented rehabilitation services with a view to meeting the service pledge in (c) above;
- (e) extend IP to HD and WD KGs;
- (f) make reference to the professional development framework for primary and secondary school teachers, draw up a training framework to provide structured training for KG teachers to support children with special needs;
- (g) explore further ways to enhance support for parents of children with special needs, such as strengthening the services available at Parents/Relatives Resource Centres;
- (h) provide an additional subsidy to KGs based on the number of children with special needs admitted; and
- (i) provide social workers and create the post of "Co-ordinator for students with special needs" in KGs.

Part VIII - Support for non-Chinese speaking students

Present situation

89. According to the Administration, parents of NCS children are encouraged to send their children to local KGs for early exposure to an immersed Chinese language environment. Like their local counterparts, NCS students can receive voucher subsidy under PEVS and those from needy families may apply for fee remission under KCFRS. In the 2014-2015 school year, about 7 000 NCS students attended local KGs, about 5 000 (over 70%) of whom were enrolled in PEVS KGs.

90. At present, teachers' capability of addressing the learning needs of NCS students is enhanced through PDPs organized by EDB and school-based support services, including the University-School Support Programmes which provide support for KGs in the teaching and learning of Chinese for NCS children¹¹.

91. With funding from the Language Fund and as advised by the Standing Committee on Language Education and Research, district-based programmes for NCS children aged three to nine have been organized in collaboration with NGOs in districts with a greater concentration of NCS students. These programmes are expected to complement the effort of KGs. Besides, KGs can apply for support under the Quality Education Fund for initiatives which address NCS students' needs and student diversity.

92. Regarding support for parents of NCS children, EDB has provided information packages in different languages for distribution at District Offices and MCHCs. Parent briefing sessions on KG education and school admission have also been organized.

Major issues considered by the Subcommittee

Admission of NCS children to KGs

93. The Subcommittee agrees that an equal opportunity to study in mainstream KGs is very important for the integration of ethnic minority ("EM") children into the local education system and the community. On whether adequate support is available to NCS students and their parents,

¹¹ In the 2014-2015 school year, 61 KGs were supported under the said Programmes, representing about 11% of all KGs with NCS students.

members have noted with concern that according to a concern group which conducted a research from December 2014 to April 2015, racial discrimination prevails and there is a lack of support for EM children in many KGs¹².

94. It has been submitted to the Subcommittee that many KGs (over 60%) conducted their admission interviews in Cantonese only. EM children who cannot speak Cantonese and respond to the instructions of the interviewer will unlikely gain admission to these KGs. Some members have questioned the justification and fairness of such practice.

95. According to EDB, it has advised schools via circulars and briefing sessions that their school-based admission mechanism should be fair, just and open, and in compliance with existing legislation including the Race Discrimination Ordinance (Cap. 602) ("RDO"). In mid-June 2015, when the briefing sessions on admission arrangements were conducted, EDB also invited representatives from the Equal Opportunities Commission to share with KGs the important points to note in admission arrangements and to promote understanding of RDO. Besides, KGs should put in place an effective means of communication and provide assistance (such as translation and/or interpretation) to students/parents as far as possible. Notwithstanding EDB's explanation, the Subcommittee remains concerned about the admission arrangements administered by individual KGs and how far they have been able to comply with the requirements and advice issued by EDB.

Concentration of NCS students in a few KGs

96. The Subcommittee is gravely concerned that as a result of the difficulties encountered by NCS children when seeking admission to KGs offering a local curriculum, NCS students tend to cluster in a few KGs. As depicted by the aforesaid research, this may constitute *de facto* racial segregation. Members also note that as observed by the KG Committee, about 4% of PEVS KGs have admitted NCS students accounting for 50% or above of their total enrolment. The KG Committee considers this not desirable from the educational perspective, especially when the learning of Chinese language is at stake.

97. The Subcommittee notes from EDB that in the 2014-2015 school year, the 5 000 NCS students studying in PEVS KGs were distributed in some 380 PEVS KGs in all 18 districts in Hong Kong. The EDB does not subscribe to the view that there is racial segregation. It attributes the concentration of NCS students in a few KGs to their unique cultural and

¹² See the submission from the Hong Kong Unison Limited ([LC Paper No. CB\(4\)996/14-15\(02\)](#)).

religious background and parental choice. On whether the ratio of EM students in all KGs should be monitored to prevent *de facto* racial segregation, the Administration cautions that this would in effect limit the choice of some NCS parents.

Additional support for KGs and teachers

98. While the Subcommittee is well aware of the obligation on KGs to comply with statutory requirements and EDB's guidelines in catering for EM students, it considers that KGs and teachers should be empowered to support the admission and learning of NCS students. For example, members have indicated that some KGs do not have sufficient resources to prepare bilingual circulars, or to recruit EM teaching assistants. Members support the KG Committee's recommendations to provide additional assistance, in the form of a grant comparable to the salary of a KG teacher, for KGs admitting a cluster of NCS students (say, eight or more) to enable them to enhance support for these students and strengthen home-school cooperation. The Subcommittee also considers it vital to enhance KG teachers' professional knowledge and pedagogical skills in catering for the learning differences of NCS students.

Learning of Chinese

99. Some deputations and members have queried why the KG Committee has not mentioned any need to design a "Chinese as a Second Language curriculum" for pre-primary NCS students, or to extend the "Chinese Language Curriculum Second Language Learning Framework" currently implemented in primary and secondary schools to KGs. As advised by the Administration, KGs provide a language-rich environment for children to learn Chinese through play, exploration and interaction. Chinese is not taught as an independent subject according to any prescribed curricular framework.

100. The Subcommittee shares the KG Committee's view that the Government should consider measures to enhance the provision of quality and targeted teacher training programmes on the learning of the Chinese language among NCS students. It also agrees that school-based professional support service should be strengthened to help KGs build up the expertise in facilitating NCS students' learning of the Chinese language for a smooth transition to primary schools.

Communication with NCS parents and children

101. There is general agreement among members that the Administration should take proactive steps to reach out to the local EM communities, as not all EM parents are familiar with the educational services available for their children. There is a suggestion that the Administration should take steps to help local KGs understand and respect the tradition, culture and religious beliefs of their NCS students.

102. To ensure access to information, some deputations have urged EDB to provide official information in bilingual versions, as much of the crucial information such as Curriculum Details and School Characteristics in the Profile of KGs and KG-cum-CCCs ("KG Profile") is in Chinese only. As explained by EDB, there are plans to provide the said information in English starting from the 2016-2017 school year. Various information materials regarding KG education and admission arrangements are publicized in different ethnic languages.

Recommendations

103. The Subcommittee considers that the Administration should –

- (a) continue and step up efforts to promote fair, just and open admission arrangements and relevant statutory requirements to KGs;
- (b) provide effective channels or strengthen existing ones for EM parents to seek assistance on admission of their children to KGs;
- (c) in consultation with the KG sector, expeditiously work out details of the additional grant for enhancing support for NCS students and keep its implementation under review;
- (d) provide bilingual templates of school circulars and other key documents to facilitate use by KGs with NCS students;
- (e) consider formulating a "Chinese as a Second Language curriculum" for NCS students;
- (f) take measures to enhance the provision of quality and targeted teacher training programmes on the learning of the Chinese language among NCS students; and
- (g) develop effective Chinese learning and teaching strategies and compile good practices for dissemination to all KGs.

Part IX – Financial assistance for students from needy families

Present situation

104. The Government's student finance policy is to ensure that no student would be denied access to education due to the lack of means. Apart from the non-means-tested subsidy under PEVS, KG students from needy families can apply for fee remission under the means-tested KCFRS¹³. In the 2013-2014 school year, a total of 36 699 KG students benefited from KCFRS, among whom 23 692, 2 715 and 10 292 students received fee remission at the subsidy level of 100%, 75% and 50% respectively. Starting from the 2011-2012 school year, applicants for fee remission for attending WD KGs are no longer required to pass the "social needs" assessment. Meal allowance is also provided for students of WD KG classes. The maximum allowance was \$480 per student per month in the 2014-2015 school year.

105. Children from families in receipt of Comprehensive Social Security Assistance ("CSSA") can receive grants under CSSA, which cover school fees and meal charges. A flat-rate grant, at \$3,600 for the 2015-2016 school year, is also available for KG students to defray school-related expenses such as books, stationery and school uniforms.

Major issues considered by the Subcommittee

106. Some members are gravely concerned about the affordability of quality KG education to children from needy families, in particular those attending WD and LWD KGs, given that as recommended by the KG Committee, government subsidy should fund KG education at a level which enables KGs to provide quality education while expenses arising from above-standard services should be borne by parents.

Views on KCFRS

107. The Subcommittee notes the KG Committee's recommendation that the existing KCFRS should be maintained to provide additional financial assistance for children from needy families. On concerns about receipt of fee remission among KG students, the Administration has informed the Subcommittee that in the 2013-2014 school year, among the 95 587

¹³ An account of PEVS and KCFRS has been given in Part II.

students attending HD classes, 14% received fee remission. Meanwhile, 50% of the 21 451 students attending LWD KGs, and 55% of the 22 670 students of WD KGs received fee remission¹⁴.

108. Some deputations and members have highlighted that for a KG student to be eligible for full fee remission under KCFRS, the monthly income of his four-member family cannot exceed \$15,867. They consider the existing income thresholds far too low when compared to the prevailing cost of living, and urge for a critical review of the thresholds in order that more families with genuine financial needs can benefit from fee remission. They are concerned that some parents in need of WD/LWD KG services would not be able to enroll their children in WD/LWD KGs due to the lack of means.

Other learning or schooling-related expenses

109. The Subcommittee understands that apart from school fees, it is a common practice for KGs to charge a fee for school items (such as textbooks, exercise books, school uniforms, school bags, tea and snacks) and paid services (such as school bus service and interest classes), which parents may purchase on a voluntary basis. While members consider that EDB should step up regulation over KGs' collection of fees as discussed in Part XII, they agree that some of these fee items are incidental to children's KG schooling.

110. The Subcommittee notes the KG Committee's recommendation to provide an additional grant to needy families to pay for the expenditure incurred from purchase of books and school uniforms etc., at a level comparable to similar grant available under CSSA. Members would look forward to knowing more details about the provision of this grant. There are also suggestions that the Administration should explore other support measures such as extending the existing School Textbook Assistance Scheme administered by the Student Finance Office of the Working Family and Student Financial Assistance Agency to cover needy KG students and whether tax relief can be provided for KG-related expenses.

¹⁴ See [LC Paper No.CB\(4\)542/14-15\(01\)](#)

Recommendations

111. The Subcommittee considers that the Administration should –
- (a) critically review the existing income thresholds under KCFRS in order that under the prevailing cost of living, families with genuine financial needs can receive assistance;
 - (b) work out and announce early the details of the additional grant to needy families to pay for the expenditure incurred from purchase of books and school uniforms etc.;
 - (c) extend the existing School Textbook Assistance Scheme to cover needy KG students; and
 - (d) consider providing parents with tax exemption in respect of the expenditure on items such as KG miscellaneous fees, textbooks and school bus service, subject to a specified ceiling in each financial year.

Part X – Transition from kindergarten to primary education

Present situation

112. In its "Reform Proposal for the Education System in Hong Kong" published in September 2000, the Education Commission put forward recommendations to enhance the interface between KG and Primary education. Among others, teacher training providers have reviewed teacher training courses for teachers of KG and primary education to facilitate a better understanding of the preceding/ensuing stage of education in terms of the curriculum, pedagogy and child psychology. The minimum age of entering KG has been aligned to 2 years 8 months. The issue of interface between KG and Primary ("P") 1 is also addressed in the "Basic Education Curriculum Guide – Building on Strengths", as well as in the Guide to the Pre-primary Curriculum (2006) ("the Guide")¹⁵.

113. Various measures have been taken by the KG and primary school sectors to facilitate smooth transition of students. For instance, KG and primary school teachers conduct mutual visits. Simulated P1 classes are organized by KGs towards the end of K3 to familiarize students with some basic routines of primary schooling. Many primary schools also offer on-site experiential days for their prospective P1 students.

114. According to EDB, in the 2013-2014 and 2014-2015 school years, interface between KG and primary education has been one of the support foci of its on-site professional support for KGs. It is also an important theme in seminars organized for parents. The EDB has also published leaflets on helping children adapt to their new learning environment in primary schools.

Major issues considered by the Subcommittee

Pressure on children

115. Members have drawn the Administration's attention to the reported practices of some KGs to teach P1 curriculum at KG level and to arrange intensive training in sports, music and art, with a view to better preparing the children for P1 and in some cases, for admission interviews. Some members have highlighted that the heavy pursuit of academic and non-

¹⁵ The Guide was prepared by the Curriculum Development Council for pre-primary institutions serving children aged two to six.

academic activities and its immense pressure on young children may amount to infringement upon children's right. They also refer to the prevailing practice of compiling elaborate personal portfolios when seeking admission to primary schools and the challenges faced by KG children in attending admission interviews conducted by some Direct Subsidy Scheme schools and private primary schools.

116. The Administration agrees that young children should not be subject to undue pressure arising from competitions and P1 admission interviews. According to some primary teachers, they would not expect high academic performance from new P1 students, but would expect them to be able to take care of themselves in school. A number of primary schools have advised applicants not to submit personal portfolios when applying for admission.

Learning outcomes

117. The Subcommittee notes that KGs are required to formulate their curriculum according to the Guide. Although the Subcommittee did not have the opportunity to examine the curriculum for KG education due to limited time, it believes that it is developmentally inappropriate to introduce the primary school curriculum at the KG stage where teaching and learning should be play-based. Noting that in some countries, P1 and P2 are part of ECE, there is a view that the teaching and learning environment at P1 and P2 levels should accommodate the transition and adaptation of KG students progressing to primary schools.

118. In this connection, the Subcommittee notes the view of the KG Committee that it is necessary to prepare the children, the schools as well as the families/communities for the transition from KG to primary education¹⁶. With a view to enhancing the continuity of the KG and primary school curricula, the Subcommittee has no objection in principle to the KG Committee's recommendation to set learning outcomes for children who have completed KG education. These outcomes serve the purpose of raising KG teachers' awareness of children competencies and giving primary school teachers a clearer picture of what to expect from their new P1 students. Members are keen to ensure that in setting the learning outcomes, the views of teachers, TEIs, experts in ECE and parents should be taken into account. Caution should also be taken to avoid using the learning outcomes as performance indicators of KG children, as this may result in unnecessary drilling.

¹⁶ The KG Committee was of the view that the concept of school readiness proposed by the United Nations Children's Fund would serve as a good reference. It consists of three dimensions – ready children, ready schools, and ready families.

Transfer of information

119. The Subcommittee considers it vital to put in place an effective mechanism so that information on KG students with SEN can be made available to the primary schools early for arranging timely and appropriate support.

120. As explained by EDB, parents are requested to indicate the SEN, if any, of their children when seeking admission under the Primary One Admission System. Subject to parental consent, EDB will arrange for the assessment reports of CAS of DH to be sent to the primary schools concerned before commencement of the school term. According to EDB, about 90% of the parents of SEN students have given consent to release the assessment reports to the primary schools admitting their children.

121. The Subcommittee notes that currently, EDB issues a circular memorandum annually to remind primary schools to transfer information on their P6 students with SEN to the secondary schools concerned as soon as possible after obtaining parental consent. Upon the implementation of free KG education, the Subcommittee sees a need for the Administration to promulgate and regularize a mechanism for the transfer of information on SEN students when they progress from KGs to primary schools. More practical guidelines should also be issued to parents, the KG and primary school sectors to facilitate timely notification of relevant information.

Recommendations

122. The Subcommittee recommends that the Administration should –

- (a) exercise caution and incorporate the views of teachers, TEIs, experts in ECE and parents when setting the learning outcomes for children having completed KG education;
- (b) step up parent education on what to expect from children who have completed KG education;
- (c) in consultation with stakeholders and with reference to the current arrangements adopted for primary and secondary students, put in place a proper mechanism for the transfer of information on SEN students upon their progression from KG to primary education; and

- (d) provide more practical guidelines to parents, the KG and primary school sectors to facilitate timely notification as set out in (c) above.

Part XI – Kindergarten admission arrangements

Present situation

123. All along, KGs handle student admission matters at their own discretion subject to relevant rules and guidelines issued by EDB. KGs are requested to provide parents with relevant school information¹⁷ through different channels such as leaflets and school websites. Besides, EDB also publishes on its website the KG Profile annually with essential information about individual KGs including their approved school fees, the number and qualification of teaching staff, the curriculum etc.

124. The EDB has set ceilings on the application fee and registration fee that can be collected by KGs¹⁸. KGs wishing to charge a higher fee are required to seek the prior approval of EDB.

125. In 2013, in view of the public concern over the admission arrangements for K1 classes in Tai Po and the North District, EDB implemented a number of special measures with a view to improving the admission procedure and better utilizing the KG places in the two districts. In view of the positive result of the measures, they were extended to all PEVS KGs for K1 admission in the 2015-2016 school year¹⁹. Among others, to prevent the hoarding of more than one place at one time, KGs under PEVS were required to use the Certificate of Eligibility for the Pre-primary Education Voucher Scheme as a document for parents to confirm the acceptance of an offer.

Major issues considered by the Subcommittee

Mechanism to allocate KG places

126. The Subcommittee notes that there are suggestions of putting in place a central allocation mechanism to place children to KGs in the vicinity of their homes. This would obviate the need for parents and

¹⁷ The information should include the estimated number of vacancies for application, approved school fees, other approved charges and a list of school items/paid services (which parents may purchase on a voluntary basis) and their charges.

¹⁸ At present, the approved ceiling for application fee is \$40. For registration fee, the approved ceiling is \$970 for HD session and \$1,570 for WD session, or half of the monthly school fee, whichever is lower.

¹⁹ The improvement measures are described in Part II.

children to undergo elaborate admission procedures while reducing the travelling time for small children. Nevertheless, both the Administration and the KG Committee have strong reservation on the suggestions. According to available statistics, the actual KG student enrolment in some districts significantly outnumbers the corresponding population projection, indicating that parents may enroll their children in preferred KGs which are outside their resident district²⁰. The need to create school nets for KGs would make the allocation system very complicated while hampering parental choice. Moreover, unlike aided schools which operate mainly in government-owned or rent-free private premises, the operation of KGs in commercial premises renders the planning of school places in a holistic manner not viable.

127. The Subcommittee is fully aware of the intricate issues that need to be addressed if a central allocation system similar to that for P1 and S1 places is to be pursued. It considers that the Administration should continue to monitor the admission arrangements of the KG sector in the light of changing circumstances, such as any upsurge or drop in student population or closure of KGs in particular districts.

Assistance to parents

128. The Subcommittee notes the observation of the KG Committee and the Administration that a central allocation mechanism is not conducive to the high level of flexibility and vibrancy of the KG sector and will affect its overall operating flexibility. While members have no objection that KG student admission should remain a school-based matter, they find it necessary for EDB to strengthen support for parents in securing a KG place for their children, in particular those who wish to enroll in KGs near their home. According to EDB, the improvement measures implemented since the 2015-2016 school year have largely addressed problems such as long queues and hoarding of K1 places. The Regional Education Offices of EDB will continue to render appropriate assistance to parents.

129. Currently, KGs under PEVS are required to use the Certificate of Eligibility for the Pre-primary Education Voucher Scheme as a document for parents to confirm their acceptance of an offer of K1 place. Question has been raised as to the future admission arrangements, assuming that PEVS would no longer be in place upon the implementation of free KG education. As advised by EDB, it may consider the use of certain document(s) for confirmation of acceptance of offer of K1 places. It will

²⁰ For example, the actual KG student enrolment in Kowloon City in the 2014-2015 school year was 22 873 while the projected population size of those aged three to five residing in that district was only 10 100.

also be mindful of the need to introduce measures to avoid long queuing for application forms and hoarding of more than one place.

Recommendations

130. The Subcommittee considers that the Administration should –
- (a) continue to monitor the admission arrangements of the KG sector in the light of changing circumstances, such as any upsurge or drop in student population or closure of KGs in particular districts; and
 - (b) strengthen support for parents in securing a KG place for their children, in particular those who wish to enroll in KGs near their home.

Part XII – Regulation, school governance and quality assurance

Present situation

Regulation of school operation

131. All KGs are registered under the Education Ordinance (Cap. 279) and are required to comply with related requirements on staff, school premises, health and safety etc. In addition, the Operation Manual for Pre-primary Institutions has specified requirements on matters such as premises design, furniture and equipment, health, sanitation, curriculum and activities, staffing etc. to ensure the delivery of quality service.

132. KGs under PEVS are further required to fulfill a set of criteria including having acquired a NPM status, offering a full local curriculum in accordance with the Guide, charging a tuition fee not exceeding the specified fee thresholds, employing sufficient number of teachers possessing the C(ECE) qualifications based on the TP ratio of 1:15 etc. They are also required to observe various financial and administrative requirements issued by EDB from time to time.

133. KGs are required to obtain written approval from EDB for collection or revision of school fees. EDB will process the applications in accordance with a set of criteria such as the income and expenditure of the KGs concerned and whether the expenditure items are allowable. Application fee and registration fee below the ceilings specified by EDB may also be collected. KGs may also collect charges from parents for the sale of items such as textbooks and exercise books, school uniforms, tea and snack, stationery etc. and the provision of paid services such as school bus service and interest classes. The sale of these items and services must be on a voluntary basis. While approval from EDB is not required, EDB has set guidelines on the collection of such charges²¹.

134. All KGs under PEVS are required to disclose to the public their key operational details and to consent to the publication of such information in the KG Profile issued by EDB. To ensure prudent use of public funds, EDB has instituted a system of regulatory measures on the financial operation of PEVS KGs, including annual review of audited accounts, conducting on-site inspections etc.

²¹ For example, under the guidelines, no profit should be generated by KGs from the sale of textbooks. Profit from the sale of school items and provision of paid services should not exceed the profit limit of 15% of the cost price at which they are purchased from the suppliers.

Governance structure

135. Under the Education Ordinance (Cap. 279), every school shall be managed by its Management Committee ("MC") which is responsible for ensuring that the school is managed satisfactorily. Currently, there is no strict requirement on KGs regarding their governing bodies. For instance, the number of managers in the MCs varies considerably from one manager to over 10 managers among NPM KGs.

Quality assurance

136. The QA Framework introduced to the KG sector in 2000 comprises SSE and external review. The latter has been formalized as QR since the launch of PEVS in 2007. All KGs under PEVS are required to conduct ongoing SSE and undergo QR for sustainable school development and accountability purposes.

137. For SSE, KGs should conduct a holistic review on their current state of performance with reference to the Performance Indicators (Pre-primary institutions) ("PIs") developed by EDB. KGs are strongly encouraged to make available their School Reports, which contain the findings of their SSE, on their school website. During QR, the review team from EDB will visit KGs and make professional judgment on their performance with reference to the PIs. The QR report of KGs under PEVS will be uploaded onto the EDB website and linked to the KG Profile to facilitate reference by parents.

138. Two reviews²² have been conducted during the first five-year cycle of PEVS (i.e. 2007-2008 to 2011-2012 school years), on the basis of which EDB has fine-tuned the QA Framework with a view to enhancing the effectiveness of SSE and QR²³. The enhanced QA Framework was implemented in the 2012-2013 school year.

²² They were the Review of the Pre-primary Education Voucher Scheme and the Impact Study on the Effectiveness of Quality Review in Pre-primary Education in Hong Kong.

²³ For example, the School Report template was modified for better guiding KGs to devise a development plan; each QR visit will last from 2.5 days to 3.5 days depending on the KG size

Major issues considered by the Subcommittee

Collection of fees by KGs

139. Quite a number of parents have reflected to the Subcommittee the practice of some KGs to collect hefty fees for stationery and other sundry items. As the collection of miscellaneous fees does not require EDB's prior approval, some members are gravely concerned about the possibility of over-charging and whether suitable regulatory measures will be introduced. They are concerned that the objective of free KG education will be defeated if individual KGs charge hefty miscellaneous fees, which are outside the scope of government subsidy and to be borne by parents.

140. The Subcommittee notes that the KG Committee has also recommended the EDB should strengthen its monitoring role to ensure KGs' compliance with the relevant guidelines and regulations and to require KGs to disclose the types and amounts of fees collected. The Administration concurs with the need to put in place a proper monitoring mechanism over the financial operation of KGs. The Subcommittee agrees that the Administration should explore ways to avoid the collection of hefty miscellaneous fees. In doing so, the Administration should maintain dialogue with the KG sector and take into consideration the operating needs of different types of KGs.

The need to avoid over-regulation

141. While members agree in principle that EDB should step up its regulatory role as public resources are involved in the provision of free KG education, they caution against over-regulation to the extent of compromising the flexibility and diversity of the KG sector. They are concerned that the additional administrative work, such as the preparation and filing of returns etc., will add to the heavy workload of KGs, in particular small KGs without sufficient supporting staff. The Administration is urged to streamline various procedures so as to minimize the administrative work required to be carried out by KGs for compliance purposes. There is a suggestion that the Administration should only regulate key operational matters such as the collection of fees.

Governance structure of KGs

142. The Subcommittee notes the KG Committee's recommendation that each KG should set up an MC with well-defined roles and responsibilities. With the substantial increase in government funding under the future free KG education policy, members agree in principle that the governance structure of KGs should be strengthened. However,

they share some deputations' concern that it may not be practicable to apply the existing governance model (e.g. setting up incorporated management committees ("IMCs")) of aided schools on KGs, owing to the differences between aided schools and KGs in terms of funding modes, operating scale and services offered. According to EDB, there is no intention to require KGs to set up IMCs as in the case of aided schools. The Subcommittee considers it necessary to take into consideration the unique characteristics of the KG sector in drawing up the appropriate governance structure.

143. There is support from some members and deputations for involving different stakeholders in the MCs of KGs. There is a suggestion that for KGs with NCS students, consideration should be given to including parent representatives from different ethnic diversities on their MCs. According to the Administration, it will work out the necessary arrangements in consultation with the KG sector.

Transparency of KG operations

144. The Subcommittee recognizes the importance of an effective QA mechanism in ensuring the quality of KG education. Nevertheless, quite a number of KGs have pointed out that publishing the QR reports on EDB's website has caused them immense pressure and stress, as this will have an impact on the admission of students. According to some members, the External School Review reports of primary and secondary schools are not required to be published on the Internet. They have questioned whether the transparency requirement on KGs is too stringent.

145. The Subcommittee notes that according to the KG Committee, the publication of QR reports on the website should continue. It has recommended that KGs should be given the opportunity to publicize their response to the QR reports and the follow-up actions taken in those areas requiring improvement.

Recommendations

146. The Subcommittee considers that the Administration should –

- (a) formulate ways to avoid the collection of hefty miscellaneous fees; and in doing so, the Administration should maintain dialogue with the KG sector and take into consideration the operating needs of different types of KGs;

- (b) streamline various procedures so as to minimize the administrative work required to be carried out by KGs for compliance purposes;
- (c) devise the appropriate governance structure for KGs, which should be as streamlined as possible, and consult the KG sector on matters such as membership and terms of reference;
- (d) where necessary, make necessary transitional arrangements and allow KGs to put in place their governance structure in phases; and
- (e) review the existing arrangement of publishing QR reports of KGs so as to address the need for transparency and alleviate unnecessary pressure on KGs.

Part XIII – Other major components of quality kindergarten education

Parent participation

147. Parents play a very important role in their child's early life and are their role model. Effective KG education requires parents and KGs to work together for the child. Currently, EDB provides Home-School Co-operation Grants to encourage KGs to set up Parent-Teacher Associations ("PTAs") and organizes home-school co-operation activities such as parent seminars, voluntary work etc. to promote parent participation in school activities. In the 2013-2014 school year, about 30% of KGs have set up PTAs.

148. Some members consider that parents' involvement should not be confined to PTAs or school activities. Steps should be taken to remove misconceptions about "losing at the scratch line" and compelling children to become all-rounders at a tender age. According to EDB, some KGs have involved parents as resources, such as being story-tellers and volunteers. It has taken note of members' concerns and will examine ways to disseminate key messages about child development and KG education.

Research on early childhood education

149. Currently, local research studies on KG education are limited. The Subcommittee notes the KG Committee's recommendation that more research should be encouraged to help keep the KG sector better informed of the latest trend and development of KG education.

150. The Subcommittee shares the concern of deputations about the lack of systematic and evidence-based local research on ECE. To inform long-term ECE policy formulation, some deputations have suggested that EDB should set up a research unit to study specifically ECE policies and related issues on early childhood development, and adopt an integrated approach to education, care and health for children aged eight years and below.

151. Some members consider that currently, the local academia has often focused effort on conducting researches for publication in international journals, at the expense of researches which are relevant to local needs. The Administration has been urged to play a more active facilitating role, such as setting up a cross-institution research centre with

government funding to conduct local researches on CEC, while the Central Policy Unit should also consider initiating more local researches in this area. Some members also find it useful to carry out longitudinal studies on KG students, such as comparing the developmental outcomes of children attending HD KGs and those attending WD/LWD KGs.

152. Both the Administration and the KG Committee acknowledge the need to conduct more local research studies on KG education to keep the sector abreast of the latest trends in child development and their learning needs. In facilitating more local research, the Administration has highlighted the need to strike a balance between the Government's taking a more active role on the one hand; and ensuring individual institutions' autonomy in conducting their academic activities on the other. It will consider strategic plans to encourage more local research studies on ECE, taking into account the views from members, the public and stakeholders.

Implementation

153. The Subcommittee agrees with the KG Committee's recommendation that the Government should appoint a Steering Committee consisting of representatives of relevant stakeholders to oversee the implementation of free KG education. Members also consider it necessary for the Administration to promulgate a clear timetable on implementing various arrangements to give effect to the policy on free KG education, and to inform the public of the resources involved.

154. Members understand that due to limited time, some related issues brought up by individual members cannot be dealt with by the Subcommittee. In this connection, a member has suggested that the curricula of PI KGs and of NPM KGs as well as the mode of operation of these two types of KGs should be followed up in due course. She considers it necessary to draw up a quality KG curriculum for adoption by NPM KGs upon implementation of free KG education to ensure that all children, irrespective of whether they attend PI or NMP KGs, will receive quality KG education.

Recommendations

155. The Subcommittee considers that the Administration should –
- (a) step up parent education and engage parents in the learning and development of KG students through appropriate means including PTAs and other activities;
 - (b) encourage more local researches on ECE;
 - (c) expeditiously set up a Steering Committee with representatives of relevant stakeholders to oversee the implementation of free KG as recommended by the KG Committee; and
 - (d) promulgate a clear timetable on implementing various arrangements to give effect to the policy on free KG education, and to inform the public of the resources involved.

Part XIV – Summary of recommendations and the way forward

Summary of recommendations

156. The Subcommittee considers that the Administration and relevant authorities should –

In respect of the policy and scope of free KG education (paragraph 31 refers)

- (a) issue a clear policy statement stating the objectives and intended outcomes of its free KG education policy;
- (b) consider raising the level of additional funding to be provided to WD/LWD KGs;
- (c) if free KG education will initially cover HD service only, study the feasibility of extending it to cover WD and LWD services in phases and draw up a timetable accordingly within a reasonable period of time;
- (d) provide information on the resources required if free KG education is to cover HD, WD and LWD KG services so as to facilitate more informed discussion;

In respect of funding arrangements (paragraph 45 refers)

- (e) take into account the criticisms about the implementation of LSG in the social welfare sector and avoid applying the same funding approach for the KG sector;
- (f) provide more details on how it will implement the more flexible mode as recommended by the KG Committee whereby funding will be provided partly on a per student basis and partly on a school-specific basis;
- (g) introduce practicable measures to ensure that KGs of a smaller scale will be provided with sufficient resources to sustain their operations;

- (h) after careful study, inform the public of its response to the KG Committee's recommendation to provide a "safety net" to help individual KGs meet expenditure on salaries of long-serving staff;
- (i) consider progressively putting more resources into pre-primary education in Hong Kong by making reference to the expenditure of other advanced countries (such as member states of EU and OECD) on pre-primary education as a percentage of their GDP;

In respect of premises and planning-related issues (paragraph 56 refers)

- (j) formulate a clear timetable for revising the planning standards to 500 HD and 500 WD places for every 1 000 children in the age group of three to six;
- (k) promulgate the measures to be taken to increase the supply of government KG premises;
- (l) announce early the details of proposed enhancements to RRS such as the eligibility criteria and level of rental subsidy and the introduction of additional tiers of subsidy;
- (m) conduct a stock-taking exercise on existing KG premises and where necessary, consider rendering assistance to KGs for upgrading their premises and facilities;

In respect of the teaching profession and manpower requirements (paragraph 73 refers)

- (n) in consultation with the KG sector, devise the detailed arrangements on how to achieve the soft target of around 150 hours of CPD for every three years for KG teachers and principals;
- (o) in parallel, provide suitable support measures to facilitate serving teachers to pursue professional development, such as by providing a subsidy for hiring substitute teachers and subsidizing the course fees of KG teachers;
- (p) work out a timetable in consultation with stakeholders for upgrading the professional qualification of KG teachers to degree level;

- (q) establish a mandatory salary scale for KG teachers;
- (r) keep the improved TP ratio under ongoing review and in this process, the feasibility of making reference to the class-to-teacher ratio can be explored;
- (s) in consultation with the KG sector, keep under review the manpower requirements (including both teaching and non-teaching staff) for operation of KGs, in particular KGs of a smaller scale;

In respect of support for students with special needs (paragraph 88 refers)

- (t) formulate an appropriate policy on implementing integrated education in the KG sector so as to cater for student diversity in a more effective manner;
- (u) expeditiously set up a cross bureaux/departments platform comprising relevant government representatives and various stakeholders to give advice on the development of initiatives to cater for KG students with special needs;
- (v) set a service pledge for pre-school children with suspected developmental disorders to receive assessment (e.g. within three months) and for those assessed with special needs to receive subvented rehabilitation services (e.g. within six months);
- (w) devise measures, with a timetable for implementation, to shorten the waiting time for assessment of SEN and subvented rehabilitation services with a view to meeting the service pledge in (v) above;
- (x) extend IP to HD and WD KGs;
- (y) make reference to the professional development framework for primary and secondary school teachers, draw up a training framework to provide structured training for KG teachers to support children with special needs;
- (z) explore further ways to enhance support for parents of children with special needs, such as strengthening the services available at Parents/Relatives Resource Centres;

- (aa) provide an additional subsidy to KGs based on the number of children with special needs admitted;
- (bb) provide social workers and create the post of "Co-ordinator for students with special needs" in KGs;

In respect of support for non-Chinese speaking students (paragraph 103 refers)

- (cc) continue and step up efforts to promote fair, just and open admission arrangements and relevant statutory requirements to KGs;
- (dd) provide effective channels or strengthen existing ones for EM parents to seek assistance on admission of their children to KGs;
- (ee) in consultation with the KG sector, expeditiously work out details of the additional grant for enhancing support for NCS students and keep its implementation under review;
- (ff) provide bilingual templates of school circulars and other key documents to facilitate use by KGs with NCS students;
- (gg) consider formulating a "Chinese as a Second Language curriculum" for NCS students;
- (hh) take measures to enhance the provision of quality and targeted teacher training programmes on the learning of the Chinese language among NCS students;
- (ii) develop effective Chinese learning and teaching strategies and compile good practices for dissemination to all KGs;

In respect of financial assistance for students from needy families (paragraph 111 refers)

- (jj) critically review the existing income thresholds under KCFRS in order that under the prevailing cost of living, families with genuine financial needs can receive assistance;
- (kk) work out and announce early the details of the additional grant to needy families to pay for the expenditure incurred from purchase of books and school uniforms etc.;

- (ll) extend the existing School Textbook Assistance Scheme to cover needy KG students;
- (mm) consider providing parents with tax exemption in respect of the expenditure on items such as KG miscellaneous fees, textbooks and school bus service, subject to a specified ceiling in each financial year;

In respect of the transition from KG to primary education
(paragraph 122 refers)

- (nn) exercise caution and incorporate the views of teachers, TEIs, experts in ECE and parents when setting the learning outcomes for children having completed KG education;
- (oo) step up parent education on what to expect from children who have completed KG education;
- (pp) in consultation with stakeholders and with reference to the current arrangements adopted for primary and secondary students, put in place a proper mechanism for the transfer of information on SEN students upon their progression from KG to primary education;
- (qq) provide more practical guidelines to parents, the KG and primary school sectors to facilitate timely notification as set out in (pp) above;

In respect of KG admission arrangements (paragraph 130 refers)

- (rr) continue to monitor the admission arrangements of the KG sector in the light of changing circumstances, such as any upsurge or drop in student population or closure of KGs in particular districts;
- (ss) strengthen support for parents in securing a KG place for their children, in particular those who wish to enroll in KGs near their home;

In respect of regulation, school governance and quality assurance
(paragraph 146 refers)

- (tt) formulate ways to avoid the collection of hefty miscellaneous fees; and in doing so, the Administration should maintain dialogue with the KG sector and take into consideration the operating needs of different types of KGs;
- (uu) streamline various procedures so as to minimize the administrative work required to be carried out by KGs for compliance purposes;
- (vv) devise the appropriate governance structure for KGs, which should be as streamlined as possible, and consult the KG sector on matters such as membership and terms of reference;
- (ww) where necessary, make necessary transitional arrangements and allow KGs to put in place their governance structure in phases;
- (xx) review the existing arrangement of publishing QR reports of KGs so as to address the need for transparency and alleviate unnecessary pressure on KGs;

In respect of other major components of quality KG education
(paragraph 155 refers)

- (yy) step up parent education and engage parents in the learning and development of KG students through appropriate means including PTAs and other activities;
- (zz) encourage more local researches on ECE;
- (aaa) expeditiously set up a Steering Committee with representatives of relevant stakeholders to oversee the implementation of free KG as recommended by the KG Committee; and
- (bbb) promulgate a clear timetable on implementing various arrangements to give effect to the policy on free KG education, and to inform the public of the resources involved.

The way forward

157. The provision of free KG education is an important milestone in Hong Kong's education system. While the Subcommittee has been set up on a time-limited basis, members appreciate that there will be ongoing developments in the policy and implementation of free KG education. New initiatives have been announced in the 2016 Policy Address. In view of the significance of the subject matter, the Subcommittee further recommends that –

- (a) after the Subcommittee has wrapped up its work, the Panel should continue to follow up progress in the implementation of free KG education; and
- (b) Members may consider setting up a policy subcommittee in the next Term to monitor the implementation of free KG education.

Panel on Education

**Subcommittee to Study the Implementation of
Free Kindergarten Education**

Membership list

Chairman	Hon Starry LEE Wai-king, JP
Deputy Chairman	Hon IP Kin-yuen
Members	Hon TAM Yiu-chung, GBS, JP Hon Abraham SHEK Lai-him, GBS, JP Hon Tommy CHEUNG Yu-yan, GBS, JP Hon WONG Kwok-hing, BBS, MH Hon Cyd HO Sau-lan, JP Hon CHEUNG Kwok-che Hon IP Kwok-him, GBS, JP Hon Mrs Regina IP LAU Suk-ye, GBS, JP Hon LEUNG Kwok-hung (since 22 October 2015) Hon WONG Yuk-man (since 22 October 2015) Hon Steven HO Chun-yin, BBS Hon Gary FAN Kwok-wai (since 22 October 2015) Hon MA Fung-kwok, SBS, JP Hon Charles Peter MOK, JP (up to 22 October 2015) Hon CHAN Chi-chuen Dr Hon Kenneth CHAN Ka-lok Dr Hon Fernando CHEUNG Chiu-hung Dr Hon Helena WONG Pik-wan Dr Hon CHIANG Lai-wan, JP (up to 5 May 2015) Hon Christopher CHUNG Shu-kun, BBS, MH, JP
Clerk	Miss Polly YEUNG
Legal Adviser	Miss Carrie WONG

Panel on Education

**Subcommittee to Study the Implementation of
Free Kindergarten Education**

Terms of reference

To study and review the progress, arrangements, policy and matters related to the implementation of free kindergarten education, and make recommendations where necessary.

**List of deputations and individuals that have submitted
views to the Subcommittee**

Meeting on 17 January 2015

Deputations

1. Alliance for Children Development Rights
2. Caritas Hong Kong – Pre-school Education and Child Care Service
3. Centre for Child Enlightenment, Hong Kong Society for the Protection of Children
4. Cheung Sha Wan Childcare Service Concern Group
5. Christian & Missionary Alliance Social Services
6. Civic Party
7. Concerning CSSA & Low Income Alliance
8. Council of Non-profit Making Organizations for Pre-primary Education
9. Democratic Alliance for the Betterment and Progress of Hong Kong
10. Democratic Party
11. Early Childhood Education Administrators Association (Hong Kong)
12. Early Childhood Education Programs Alumni Association, Faculty of Education, The Chinese University of Hong Kong
13. Education Convergence
14. E.F.C.C. – Tin Yan Nursery School
15. Evangelical Lutheran Church Social Service - Hong Kong
16. HKSPC Hong Kong Bank Foundation Nursery School
17. HKSPC Park'n Shop Staff Charitable Fund Nursery School
18. Hong Kong Baptist Kindergarten Education Convention
19. Hong Kong Baptist University – Early Childhood Education Society
20. Hong Kong Christian Service
21. Hong Kong Christian Service Times Nursery School
22. Hong Kong Early Childhood Educators Association
23. Hong Kong Federation of Education Workers
24. Hong Kong Federation of Women's Centres
25. Hong Kong Professional Teachers' Union
26. Hong Kong Society for the Protection of Children
27. Hong Kong Women Workers' Association
28. Hong Kong Young Women's Christian Association
29. Liberal Party
30. New People's Party
31. OMEP Hong Kong
32. Pacific Early Childhood Education Research Association (Hong Kong)

33. Pentecostal Church of Hong Kong
34. Professional Association of Masters of Education in Early Childhood Education of Hong Kong Institute of Education Ltd
35. Progressive Teachers' Alliance
36. Right of People's Livelihood & Legal Association, Hong Kong
37. Special Educational Needs Rights Association
38. The Association of Evangelical Free Churches of Hong Kong E.F.C.C. – Verbena Nursery School
39. The Boys' & Girls' Clubs Association of Hong Kong
40. The Forthright Caucus
41. The Hong Kong Council of Social Service
42. The Lion Rock Institute
43. The Salvation Army
44. The Tsung Tsin Mission of Hong Kong Social Service
45. Tin Shui Wai Children Carer Concern Group
46. Tin Shui Wai Community Development Network
47. 幼師起動聯盟
48. 爭取十五年免費教育大聯盟
49. 關心長全日家長會
50. 關注十五年免費教育工作小組

Individuals

51. Ms CHAN Choi-yee
52. Ms CHAN Chor-hang
53. Mr CHAN Chun-kit
54. Miss CHAN Fung-yi
55. Miss CHAN Han-ying
56. Ms CHAN Hoi-man
57. Mr CHAN Hung
58. Miss CHAN Wai-yan
59. Miss CHAN Yuet-wah
60. Mr CHENG Kai-yin
61. Mr CHENG Wai
62. Miss CHEUNG Pik-man
63. Ms CHEUNG Xiao-ling
64. Mr CHONG Chun-shun
65. Mr FAN Chi-lung
66. Miss FUNG Hoi-ching
67. Mr FUNG Ka-chun
68. Ms FUNG Pik-yee

69. Miss Ada FUNG Yuen-ting
70. Miss HUNG Wai-shan
71. Ms HUNG Yin-mei
72. Ms Milly KAN Mai-ling
73. Miss KWAN Shuk-ling
74. Miss LAI Suk-ching
75. Miss LAI Wan-yiu
76. Ms LAI Wing-hei
77. Mr LAM Kim-cheong
78. Miss LAM Lai-ching
79. Miss LAM Lai-wah
80. Mr Thomas LEDGER
81. Mr LEE Chi-to
82. Ms LEUNG Lai-kit
83. Miss LEUNG Wai-yan
84. Mr LEUNG Wing-shing
85. Miss LEUNG Yan
86. Ms LI Lan-chu
87. Mr Jackey LO
88. Miss MA Sze-ching
89. Ms MAN Wun-king
90. Miss NG Hiu-ying
91. Ms NG Lai-chun
92. Ms Penny PANG Pui-sze
93. Ms SU Guan-qionq
94. Mr SZE Chun-yuen
95. Ms Fanny TSANG Miu-fan
96. Miss TSE Tsz-wa
97. Ms VU Kit-vai
98. Miss WONG Hoi-ling
99. Mr K K WONG
100. Ms WONG Lai-yin
101. Miss WONG Pui-man
102. Ms WONG Siu-kwan
103. Miss WU Yuen-kwan
104. Miss YEUNG Ho-man
105. Mr YEUNG Wai-sing
106. Mr YIP Chung-him
107. Dr YU Wai-bing
108. Ms YUNG Hau-heung

Meeting on 4 July 2015

Deputations

1. Alliance for Children Development Rights
2. Alliance on the Fight for 15-year Free Education
3. BGCAHK Cheerland Nursery cum Kindergarten (Wanchai)
4. Caritas Hong Kong – Pre-school Education and Child Care Service
5. Centre for Child Enlightenment, Hong Kong Society for the Protection of Children
6. Children & Family Services Centre (Sham Mong Districts), Hong Kong Society for the Protection of Children
7. Christian & Missionary Alliance Social Services
8. Civic Party
9. Committee On Home-School Cooperation
10. Council of Non-profit Making Organizations for Pre-primary Education
11. Democratic Alliance for the Betterment and Progress of Hong Kong
12. Democratic Party
13. Early Childhood Education Administrators Association (Hong Kong)
14. Education Convergence
15. Education Division, Tung Wah Group of Hospitals
16. E.F.C.C. - Po Nga Nursery School
17. ELCHK Amazing Grace Nursery School
18. ELCHK Amazing Grace Nursery School Parents – Teacher Association
19. ELCHK Grace Nursery School
20. Evangelical Lutheran Church Social Service - Hong Kong
21. Faculty of Education, the University of Hong Kong
22. Federation of Parent Teacher Association of Islands District
23. Five Districts Business Welfare Association Cheung Chuk Shan Nursery School Cheung Chuk Shan Kindergarten
24. Five Districts Business Welfare Association Cheung Chuk Shan Nursery School Cheung Chuk Shan Kindergarten Parents-Teacher Association
25. Five Districts Business Welfare Association Nursery Kindergarten
26. Heep Hong Parents' Association
27. HKSPC Butterfly Estate Nursery School
28. HKSPC Cheung Sha Wan Nursery School
29. HKSPC Hong Kong Bank Foundation Nursery School
30. HKSPC SIA Whampoa Nursery School
31. Hong Kong Christian Service
32. Hong Kong Christian Service Chih Ai Parents' Association
33. Hong Kong Christian Service Early Childhood Education Service
34. Hong Kong Christian Service Lei Cheng Uk Nursery School
35. Hong Kong Early Childhood Educators Association
36. Hong Kong Federation of Women's Centres

37. Hong Kong Professional Teachers' Union
38. Hong Kong Society for the Protection of Children
39. Hong Kong Unison Limited
40. Hong Kong Women Workers' Association
41. Hong Kong Young Women's Christian Association
42. Hong Kong Young Women's Christian Association Athena Kindergarten
43. Hong Kong Young Women's Christian Association Cheung Ching Nursery School
44. Liberal Party
45. Neighbourhood and Workers Services Centre
46. New People's Party
47. OMEP Hong Kong
48. Oxfam Hong Kong
49. Pentecostal Church Of Hong Kong Tseung Kwan O Nursery School
50. Pentecostal Church of Hong Kong Tai Wo Nursery School
51. Pentecostal Church Of Hong Kong Nam Cheong Nursery School
52. Progressive Teachers' Alliance
53. Special Educational Needs Rights Association
54. The Association of Evangelical Free Churches of Hong Kong
55. The Association of Evangelical Free Churches of H.K.E.F.C.C.AGC
Abundant Grace Nursery School
56. The Boys' & Girls' Clubs Association of Hong Kong
57. The Forthright Caucus
58. The Hong Kong Chinese Women's Club Kindergarten
59. The Hong Kong Chinese Women's Club Kindergarten Nursery School, The
Parent-Teacher Association
60. The Hong Kong Chinese Women's Club Nursery School
61. The Hong Kong Council of Social Service
62. The Lion Rock Institute
63. The Parents' Association of Pre-school Handicapped Children
64. The Tsung Tsin Mission of Hong Kong Social Service
65. Tin Shui Wai Community Development Network
66. Tseung Kwan O Methodist Kindergarten
67. Tsung Tsin Mission of Hong Kong On Keung Nursery School
68. Tung Wah Group of Hospitals Early Childhood Services
69. Whole Day Nursery Principal Association
70. Young Children SEN Concern Group
71. Yuen Long District Kindergarten Heads Association
72. 竹園區神召會社會服務部
73. 太子學童關注組
74. 天水圍學童關注組
75. 幼師薪酬關注組

76. 長全日幼師聯盟
77. 基層學童權益會
78. 關注十五年免費教育聯盟
79. 關心長全日家長會

Individuals

80. Miss CHAN Chor-hang
81. Miss CHAN Chu-yi
82. Miss CHAN Foon-yi
83. Miss CHAN Fung-yi
84. Miss CHAN Han-ying
85. Miss CHAN Kwan-yee
86. Miss CHAN Mei-kuen
87. Miss CHAN Wai-yee
88. Miss CHENG Tsz-yan
89. Miss CHENG Yuen-tung
90. Mr CHEUNG Chin-pang
91. Miss CHEUNG Mei-ching
92. Mr CHIK Pun-shing
93. Miss CHO Mei-seung
94. Mr CHONG Chun-shun
95. Miss CHUN Ka-yan
96. Ms Christine FONG Kwok-shan
97. Miss FOO Hang-hoi
98. Mr Jeffery HUI
99. Miss KO Suk-yee
100. Ms KO Yuk-ping
101. Miss LAU Tze-ka
102. Ms LAU Wing-han
103. Mr LEE Chung-lun
104. Miss Queenie LEE Hiu-kwan
105. Miss Candy LEE Sau-wai
106. Miss LEE Shuk-yi
107. Ms LEUNG Oi-wah
108. Ms LEUNG Po-yue
109. Miss LEUNG Sze-wan
110. Miss LI Fung-tsing
111. Mr Jackey LO
112. Miss LO Ka-lai
113. Miss LO Ka-wai

114. Ms MAN Wun-king
115. Miss NG Suk-man
116. Mr NGAN Man-yu
117. Ms SHEK King-fun
118. Miss SO Wing-sze
119. Miss SZETO Wai-man
120. Ms TAI Sau-fong
121. Miss TING Wing-yue
122. Mr WONG Kwok-kei
123. Miss YEUNG Chau-mui
124. Miss YEUNG Ka-ki
125. Miss Maggie YIP
126. Dr YU Wai-bing

In the course of the Subcommittee's work

1. A group of 32 organizations presenting a joint submission
2. Alliance for Children Development Rights
3. Council of Non-profit Making Organizations for Pre-primary Education
4. Hong Kong Unison Limited
5. Hong Kong Society for the Protection of Children
6. The Hong Kong Council of Social Service
7. The Hong Kong Joint Council for People with Disabilities
8. Young Children SEN Concern Group

民建聯 就免費幼稚園教育委員會報告書 的意見

2015年8月

免費幼稚園教育委員會經過兩年研究後，今年五月向教育局提交報告書，提出一系列推行免費幼兒教育的建議。民建聯一直爭取把 12 年免費教育延伸至涵蓋幼兒教育，把幼兒教育正式納入基礎教育的其中一部份。幼兒教育對幼兒的個人成長、學習及全人發展是關鍵的起始點，故此政府有責任確保所有幼童可以按其家庭狀況及個人發展，獲得最合適的優質幼兒教育服務，不應因為家庭的經濟狀況而沒有選擇；政府亦應肯定不同形式的幼稚園在照顧幼兒的功能和貢獻。為此，民建聯經過細心理解和研究該報告後，提出如下意見，盼政府在制定相關政策時可一併考慮。

一．肯定多元培育模式

香港基於歷史發展因素，幼稚園多年來由私營機構營辦，運作十分靈活之餘，亦衍生多元化的服務，包括半日制（每天運作約 3 至 3.5 小時），部份則屬全日制（每天運作約 7 至 7.5 小時），有相當數目的幼稚園在同一校舍同時開辦半日制及全日制班級，亦有二百多所長全日幼稚園，它們前身為社會福利署資助營運的幼兒中心，運作時間多達每天 10 小時，每星期 5.5 天，這些長全日幼稚園還要按政府的要求提供延長時間服務、暫託幼兒服務和兼收服務。這種多元化的學前培育模式，一直為香港不同類型的家庭，特別是雙職家長提供優質的幼兒教育服務，故值得肯定。考慮到雙職家庭的實際需要以及人口政策下釋放婦女勞動力，民建聯要求當局提供半日、全日和長全日制的多元培育模式。

二· 為長全日提供充足資源

民建聯認為，基於社會需要和幼兒教育歷史發展的緣故，應肯定和正視長全日幼兒服務對雙職家庭的需要。非牟利的長全日幼兒學校，除了具教育功能之外，更照顧兒童全面成長及均衡發展，幼兒有更長時間留在學校，能在群體生活中建立良好的自理、自律能力，以及培養良好生活習慣及與他人相處的品德和態度；加上長全日服務為基層家長提供教育和照顧並行的幼兒服務，令家長能安心工作，有助釋放更多婦女返回本地勞動市場。

鑑於委員會以半日制為資助基礎，長全日制幼稚園只能保證獲半日制多 30%的資助，加上委員會建議為長全日提供的額外資助只能用作聘請「一至三名人員」，而並非幼師，就更人憂慮長全日幼稚園日後沒有足夠的資源繼續營運，更莫說提供優質幼兒教育服務。因此，民建聯要求當局肯定長全日服務對社會的貢獻，並為長全日提供資源上的安全網，例如，為社署發牌的長全日幼稚園設定基礎人力架構，或考慮以實報實銷的模式資助額外的幼師薪酬。

三· 確保規模較小幼稚園有足夠人手營運

就幼稚園的教職員架構方面，委員會建議取錄多於 300 名半日制學生的幼稚園，才會有兩名文員及一名副校長。這種純以學生人數的多寡來決定教職員人手，局限了規模相對小的幼稚園的教職員人手，也漠視了它們的營運實況。民建聯要求為規模較小的幼兒學校提供充足的人力資源，以維持學校的基本營運條件。

四· 為資深幼師提供薪酬保障

委員會建議員工薪酬的資助額可參考相關員工薪酬範圍的中點薪金。這項建議削弱了超逾中點薪金的資深員工加薪機會，漠視了資深員工過往對幼稚園付出的努力，對資深員工有欠公

允，對幼師隊伍的穩定性構成一定的打擊。民建聯要求政府對資深員工的薪酬要有合理的保障，穩定幼師隊伍，並確保資深幼師不會因薪酬被「被封頂」而流失。

五·為幼稚園用地作有效的規劃

現時幼稚園在不同類型的處所營運，例如自置校舍、私人租用校舍、公共屋邨或由辦學團體擁有的校舍，令幼稚園之間的租金開支差距很大。我們認同委員會的看法，只要有穩定的優質幼稚園校舍供應，才可增加無須收取為支付租金開支額外收費的幼稚園數目。

為此，民建聯要求當局作好長遠的規劃，教育局與相關的政策局或部門研究各項可行性措施，預留足夠的土地作幼稚園校舍用途，包括增加在公營房屋中由政府擁有的幼稚園校舍，以及在規劃新市鎮時要預留土地，探討在私人屋邨作類似安排等。

六·設立跨部門平台 加強支援特殊學習需要的學童

在支援有特殊學習需要幼童方面，相關的政策和措施實際上涉及多個政策局和政府部門。具體來說，衛生署及醫管局為有發展障礙的兒童安排評估、診治，以及轉介他們接受康復服務。社署則為初生至六歲的殘疾兒童提供學前康復服務，並協助兒童的家人照顧其特殊需要。而教育局為幼稚園教師提供培訓，以提升他們照顧學童多元學習需要的能力。然而，懷疑有特殊學習需要的幼童，評估及專業診斷的輪候時間冗長，而在輪候服務期間，又得不到任何支援，令他們白白錯失了及早介入的黃金機會。因此，民建聯要求設立一個跨局或部門的平台，專責統籌有特殊學習需要的學童政策。

民建聯一直要求當局貫徹「及早識別、及早介入」的原則，為幼兒的福祉作出更大的承擔，全面支援學習差異的幼童。因此，要求跨局或部門的平台盡快理順有特殊學習需要幼童的服務，增撥資源，加強各類支援服務，縮短幼童評估及輪候接受服務

的時間。

七·為取錄八名或以上幼童提供多一名幼師

另外，由於當局向學校提供的資源十分有限（資源較取錄多名非華語學生所獲得的資源為少），令人質疑當局缺乏承擔。民建聯要求政府參考取錄了多於八名非華語學生的幼師人手安排，為取錄了八名或以上懷疑或已確診幼童的幼稚園，提供多一名額外老師以擔任統籌主任一職，支援學校因應學生的特殊需要而調適課程，及協調到校的支援服務。

八·擴闊「到校復康服務」的服務對象

針對即將推出的試行到校復康服務，要求盡快交代即將試行的「到校復康服務」落實詳情，並把服務對象延伸至懷疑個案，同時包括確診、輪候評估和懷疑幼童，讓未得到全面復康治療前可及早介入。

民建聯又要求當局就設立專業團隊提供到校支援服務，作中期的規劃；專業團隊應有語言治療師、幼兒教育專家、教育心理學家等，有關的專業團隊將協助老師向校內的學習差異兒童給予適當的指導，以貫徹及早介入的原則。

民建聯要求向有學習差異幼兒的家長提供支援，包括資助他們為子女安排的教育心理診斷和支援服務。同時，也要加強向家長提供心理支援，以及提升父母照顧和訓練這些幼兒的能力。

九·支援非華語學生

現時有約一萬多名非華語學童就讀香港的幼稚園，約有一半學生參與學券計劃。然而，仍有不少非華語家長為幼童尋找幼兒學校時遇上困難，包括語言、資訊和被拒入學等。民建聯認為有需要加強對非華語學童的支援，協助他們盡早融入香港的教育制度，沉浸於中文語言的學習環境中。

為此，我們要求教育局設立一個為非華語學生而設的資訊櫃枱，專門為非華語家長提供教育資訊，協助他們尋找學位及申請與教育相關的資助；該櫃枱的職員宜聘請非華語人士出任，以及協助家長申請學前教育的相關資助，例如學券或學費減免等。另外，要求協助非華語學生家長尋找幼稚園學位，在醫院、衛生署母嬰健康院及出入境關口，向非華語家長提供教育局學位分配組的資訊，向家長提供幼稚園教育的資訊。

十· 確立幼師專業階梯

雖然委員會建議將幼師的專業資歷提升至學位及已受訓水平，以提高幼稚園教育質素，然而，卻沒有進一步提出方案如何朝著這目標進發，民建聯要求政府探討幼師學位化的進程。

幼師的專業能力直接影響幼稚園教育的質素。而由於幼師學位化、師資培訓和薪酬參考範圍，均是提升幼師專業能力、建立專業階梯不可或缺的環節，因此，要求當局探討建立全面的幼師專業發展階梯，引導幼教團隊邁向專業，長遠提升幼稚園質素。

十一· 有足夠人手及設立平台 落實免費幼兒教育

由於委員會報告在落實免費幼兒教育上，仍有多項細節沒有提及，包括由社署發牌的幼兒中心具體營運，以及由僱主自願為僱員設立的職業退休計劃具體安排等，因此，民建聯要求教育局提供足夠的人手以及建立監督平台，與業界共同落實免費幼兒教育。

盡快落實免費幼兒教育 為長全日制提供安全網

家長對免費幼兒教育需求調查結果

2015年11月15日

一. 調查簡介

調查目的：了解家長對免費幼兒教育服務的需求

訪問日期：21/9/2015 至 3/10/2015

問題數目：共 7 條

訪問對象：有子女就讀幼稚園的家長

有效被訪家長：5,652 人

二. 簡介

特區政府正就落實免費幼稚園教育政策制定執行細節，而幼兒教育業界和家長在此刻正期待免費幼兒教育的具體落實情況，故現階段仍有需要持續向政府反映家長的心聲，以便進一步完善相關的幼兒教育政策。就此，民建聯在九月下旬至十月上旬，邀請多所幼兒學校和幼稚園協助參與是次調查，有 73 所幼兒學校和幼稚園作出回應，協助把問卷轉交予家長填寫，收回的家長問卷多達 5,652 份，反應積極。問卷的主要結果以下：

有半數的受訪家長表示最想安排子女接受全日制幼兒教育服務，另外亦有四成半家長表示需要長全日服務，而絕大部份雙職父母均選擇全日制和長全日服務，反映家長對這兩類服務的需求是肯定的。鑑於當局一直對長全日服務在社會上的功能有欠缺重視，民建聯促請當局投入適當的資源，肯定長全日服務對社會的貢獻，並為長全日提供資源上的安全網，確保有充足的資源提升其競爭力，為家長提供優質的幼兒服務。

三. 調查結果摘要

1. 有五成(53%)受訪者屬雙職父母,有三成半(38.9%)只有父親工作,其餘為只有母親工作(4.7%)和父母暫沒有工作(3.4%)。
2. 八成(82.1%)被訪家長每月為每名年幼子女支付二千元或以上的教育開支，其

中有三成(29.5%)家長甚至支付四千元以上，反映家長需要為年幼兒女付出頗大的教育開支。教育開支包括學費、交通費和雜費等。

3. 扣除住屋開支(租金與供樓)之後，有接近九成(88.2%)家長的子女教育開支佔去其家庭收入的2成以上，而其中有兩成家長更表示佔去收入的五成(19%)或以上。
4. 五成(52%)家長最想安排子女接受全日制服務，另有四成半(45.9%)家長表示最想子女入接受長全日服務。
5. 有半數(52.6%)家長表示政府應對長全日制的幼兒服務提供更多資助，另有四成半(45.8%)表示應對全日制增加資助。

四· 詳細數據

一、 請問家長現時的工作狀況如何?

1. 雙職父母	2. 只有父親工作	3. 只有母親工作	4. 父母暫沒有工作
53%	38.9%	4.7%	3.4%

二、 除了學童的父母之外，現時屋企主要有那些人幫手照顧子女?

1. 祖父 母/外祖父 母	2. 全職 傭工	3. 鐘點/ 兼職傭工	4 其他親屬	5 朋友或 鄰居	6. 沒有人可 幫忙
38.7%	16.7%	0.8%	3.5%	0.8%	39.4%

三、 2015/16 學年，你每月用在一名就讀幼稚園子女身上的教育開支(包括學費、返學交通費、雜費等開支)，大概幾多?

1)1000 元或以下	2)1001-2000 元	3)2001-3000 元	4)3001 元-4000 元	5)4001 元或以上
4.7%	13.3%	26.2%	26.4%	29.5%

四、 在你家庭每月總收入中扣除住屋開支(租金與供樓)之後，你估計所有子女的教育開支(包括就讀幼稚園、小學、中學和大學的子女)，佔去你餘下收入幾多成?

1. 1 成或以下	2. 2 成	3. 3 成	4. 4 成	5. 5 成或以上
11.8%	23.5%	28.2%	17.5%	19%

五、 撇除學費的考慮因素，你最想安排子女接受那一類的幼兒教育服務?

1. 半日制	2. 全日制(上午 9 時至下午 4 時)	3. 長全日(上午 8 時至下午 6 時)
2.1%	52%	45.9%

六、 政府應對以下那一類幼兒教育服務提供更多資助？

1.半日制	2. 全日制	3. 長全日制
1.6%	45.8%	52.6%

七、 你有幾多名子女現正就讀幼稚園或幼兒學校？

1) 1名	2) 2名	3) 3名	4) 4名或以上
78.1%	20.2%	1.6%	0.1%

五·分析及建議

一·長全日和全日制服務需求殷切

是次調查，有五成 (53%)受訪者屬雙職父母，雙職父母傾向子女接受全日制的幼兒服務，另外，只有母親工作的家庭（可能是單親家庭）傾向子女接受全日服務，並傾向政府對長全日服務提供更多資助。

現實上，全港有二百多所長全日幼稚園，運作時間多達每天 10 小時，每星期 5.5 天，這些長全日幼稚園還要按政府的要求提供延長時間服務、暫託幼兒服務和兼收服務。這種多元化的學前培育模式，一直為香港不同類型的家庭，特別是雙職家長和單親家長提供優質的幼兒教育服務，故值得肯定。加上非牟利的長全日幼兒學校，除了具教育功能之外，更照顧兒童全面成長及均衡發展，幼兒有更長時間留在學校，能在群體生活中建立良好的自理、自律能力，以及培養良好生活習慣及與他人相處的品德和態度。長全日服務為基層家長提供教育和照顧並行的幼兒服務，令家長能安心工作，有助釋放更多婦女返回本地勞動市場。

是項調查結果正正反映家長對長全日和全日制服務需求殷切，然而當局現時對長全日幼稚園服務的支援十分不足，而日後在落實免費幼稚園教育時，支援成疑，亦不能確定未來有否足夠資源。民建聯要求：

1. 當局在制定免費幼兒教育政策時，應考慮到雙職家庭的實際需要，應提供半日、全日和長全日制的多元培育模式的資助，為這三類的幼兒教育服務提供充裕資源。
2. 早前免費幼稚園教育委員會建議全日幼稚園獲得的資助，只及半日制多 25-30%，另外，該委員會建議長全日的額外資助只能用作聘請「一至三名人員」，並不是指明聘用幼師，這令人憂慮長全日幼稚園日後可能沒有足夠的資源繼續營運，更莫說提供優質幼兒教育服務。因此，要求當局肯定長全日服務對社會的貢獻，確保長全日有充裕的資源持續經營，為

有需要的家庭特別是雙職家長提供優質的幼兒教育服務，並為長全日提供資源上的安全網，例如，為社署發牌的長全日幼稚園設定基礎人力架構，或考慮以實報實銷的模式資助額外的幼師薪酬。

二·為幼兒教育開支提供資助

調查發現，扣除住屋開支，有三成半家長每月支出四成或以上的收入在子女的教育開支上，反映家長需要為年幼子女付出頗大的教育開支。為紓緩家長的教育開支負擔，民建聯建議：

1. 把學校書簿津貼擴展至幼稚園，以支付必須的書簿費用：現時每年政府會支付約 5 億元，津貼有經濟需要學童的書簿開支，而成功獲批津貼的學童多達 16 萬人，但並不涵蓋幼稚園學童；由於幼稚園家長用在書簿費和雜費等開支頗多，建議書簿津貼計劃擴展至幼稚園，協助有經濟需要的家庭。
2. 設立學生開支扣稅，給予家長就在學子女的書簿開支、雜費及保姆車開支申請扣稅，每年每名子女最多一萬元：幼童的書簿開支、雜費及保姆車等開支，加重了一般家庭的經濟負擔，建議讓未符合資格的申領書簿津貼的學童家長，可就上述開支獲最多一萬元的扣稅安排。

三·確保規模較小幼稚園有足夠人手營運

幼稚園的營運經費與學費息息相關，如果政府給予的資助不足，幼稚園又不願增加幼稚園學費、把營運成本轉嫁予家長，那麼幼稚園便要面對經營困難的局面。早前，免費幼稚園教育委員會建議取錄多於 300 名半日制學生的幼稚園，才會有兩名文員及一名副校長。這種純以學生人數的多寡來決定教職員人手，局限了規模相對小的幼稚園的教職員人手，也漠視了它們的營運實況。民建聯要求：

1. 為規模較小的幼兒學校提供充足的人力資源，以維持學校的基本營運條件。
2. 為資深幼師提供薪酬保障：由於免費幼稚園教育委員會建議員工薪酬的資助額參考相關員工的中點薪酬，這會削弱了超逾中點薪金的資深員工加薪機會，漠視了資深員工過往對幼稚園付出的努力，對資深員工有欠公允，對幼師隊伍的穩定性構成一定的打擊。要求政府對資深員工的薪酬要有合理的保障，穩定幼師隊伍，並確保資深幼師不會因薪酬被「被封頂」而流失。

新聞查詢： 民建聯副主席 陳 勇
北區區議員 劉國勳

立法會教育事務委員會

葉建源議員

回應《免費幼稚園教育委員會報告》

改善資源 • 提升質素

發展專業 • 尊重多元

2015 年 12 月

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回應《免費幼稚園教育委員會報告》

摘要

1. 政府在政策和財政上，從來不把幼兒教育放在優先位置，導致幼教一直都追不上社會對教育愈來愈高的需求。特區政府承諾 15 年免費教育，是提升幼兒教育的大好良機，透過增加資源投入與責任承擔，建構一套可以促進社會公平、提高教育質素的幼兒教育系統。
2. 政府委任的免費幼稚園教育委員會(委員會)經過兩年研究，於本年 5 月 28 日提交報告，政府隨後進行了為期兩個月的公眾諮詢，也於 7 月 31 日結束。鑒於立法會「研究落實免費幼稚園教育小組委員會」未能於 2016 年 5 月重新展開工作，繼續跟進有關問題，因此本人提交本意見書以供參考，以便於明年 1 月 26 日前完成本小組委員會的報告。本人將就八大主要範疇提出重點評論及核心要求：

(1) 資源投入及資助模式

重點評論：以薪酬中位數資助的整筆過撥款機制，絕對不能引入幼教界，因社福界實施整筆過撥款以來，社工出現降薪、薪酬上限變為中點薪金、員工年資不被認可，不利專業發展，對服務質素影響深遠。

核心要求：反對整筆過撥款，要求參照中小學資助模式，確保為幼稚園提供足夠資源發展優質教育。

(2) 全日制/長全日制服務

重點評論：全日制服務除了具教育功能，還可以釋放婦女勞動力，發揮重大的社會效益。但委員會不建議全額資助全日制服務，將有逾二萬幼兒家長需繳付學費。而建議為全日制額外增撥的三成撥款，並不足以彌補其長時間的服務，學校仍要面對極大的營運困難。

核心要求：確立多元資助模式，為半日、全日及長全日制分別計算單位成本資助，確保各種模式的幼稚園獲得充足資源進行合理的營運，讓幼兒同享免費及優質的幼兒教育。

(3) 薪酬機制

重點評論：不設強制性的薪級表，薪酬便不能與學歷及年資等客觀標準掛鉤，將難以扭轉幼師薪酬「海鮮價」的局面，而中位數薪酬資助，更會成為壓抑薪酬的誘因。此外，委員會建議的薪酬水平，與小學文憑教師的起薪點差距仍大，不利吸納專業人才。

核心要求：反對任何帶有壓抑幼師薪酬或辭退資深人員的誘因的機制，要求建立強制性的薪級表，由政府「實報實銷」全額資助幼師薪酬，確立年資、學歷和職級，讓所有幼師透過完善的薪酬機制，感到受尊重和公平對待。

(4) 教師專業發展

重點評論：過去無論是幼稚園及幼兒中心資助計劃抑或是學券計劃，均有措施推動幼師資歷提升；但十五年免費教育竟然沒有任何學位化的實質計劃和配套，委員會耗費兩年時間的研究，結果只是將問題推回教育局「日後檢討」，幼師專業發展將更加滯後。

核心要求：設立專款鼓勵幼師自發進修，並訂立邁向學位化的時間表。薪級表應訂立文憑與學位薪級，保障教師資歷認可，以確立具前景的幼教專業階梯。

(5) 人手需求及專業階梯

重點評論：2014 年上午及下午班實際的平均師生比例已達 1:10 及 1:8.4，委員會建議的 1:12，其實比學校現有普遍情況為差，不能解決教師現時超高的工作量。而學校收取 300 人方可增設副校長職級的規定，門檻亦過高，不利小校建立專業階梯。

核心要求：因應實際需求改善師生比例，並增加額外人手，為教師提供備課及處理校務的時段，減輕教師課後的工作量。檢視副校長職系的收生人數要求，切合小校 / 全日制學校的現實情況。

(6) 多元學習需要

重點評論：現時只有長全日制幼兒學校，才有兼收特殊需要幼兒的服務，但名額至少要輪候一年，而在幼稚園的萬多名確診兒童，教育局並無任何支援。委員會報告提不出整全的融合教育政策，只有零星的措施，完全不足以應對問題。至於非華語學童，幼稚園必須收錄 8 人才可獲資助增加一名教師，或有 6 成幼稚園因人數未達標而得不到支援。

核心要求：制訂整全的幼稚園融合政策，加快識別工作，並將兼收計劃擴展至幼稚園，提供駐校專責老師。對收錄較少數非華語學生的幼稚園，也應提供適切支援；並採取更多元的方法，加強幼兒學習中文的能力，全方位協助幼兒融入社會。

(7) 校舍及租金

重點評論：幼稚園沒有足夠公共屋邨或社區公共用地的校舍，主因是政府一直欠缺規劃，導致部分家長未來仍要繳付學費，彌補租金差額，成為免費幼兒教育的一大難題。至於鼓勵辦學團體自購校舍，由於支出過於龐大，可行性不高。

核心要求：同意租金資助設立上限，但當局必須立即作具體規劃，包括在發展新市鎮時，預留土地承建校舍，並研究批出土地興建私人物業時，預留政府業權的校舍用地。長遠政府應提供辦學場地，興建優質幼稚園校舍。

(8) 學校管治與質素保證

重點評論：委員會不建議引入中小學的資助模式，卻建議引入中小學的監管機制，例如校董會的組成，以小規模的幼稚園人手，要應付這項要求困難甚大。而建議繼續將質素評核報告上網，無視措施異化為幼稚園帶來的壓力，這規管比中小學更嚴格。

核心要求：評估有關要求，令學校增添的工作量，特別是小型的幼稚園，應配備足夠行政人手，避免教師工作量不斷推高，無法集中教學。質素評核應與中小學看齊，取消將報告上網的規定。

3. 綜觀委員會的研究，本人認為有不少值得檢討的地方，例如：委員會的討論過程欠缺透明度；經歷兩年的研究，在多個重要範疇上仍欠缺具體建議，例如教師專業發展，竟然是交回教育局「日後檢討」；在評論全日制服務時只片面引用外國的研究，沒有針對本港人口結構和雙職家庭的特色和需要作研究；顧問公司沒有研究落實薪級表制度的各種可行性，只重申教育局的預設立場，便對薪級表予以否定，是欠業界一個合理交代。
4. 本人支持政府增加資源投入，落實免費而高質素的幼兒教育。但委員會的建議，特別是有關資助模式、全日及長全日制的平等資助、幼師薪酬機制及專業發展，以至對特殊需要兒童的支援，均未能達到「兒童為本、教育均等、優質教育」的目標，無助帶動幼兒教育邁向持續的優質發展，與幼教界和家長對優質幼兒教育的合理期望，落差巨大。
5. 本人期望政府能認真聆聽各持份者的意見，做好政策制訂的工作，加強資源投入，確保兒童有平等機會接受優質的幼兒教育，實踐「兒童優先——給他們一個好的開始」的承諾。

1. 引言

兒童是社會未來重要的人力資源，培育兒童是社會的整體責任，早於 1982 年《國際顧問團報告書》¹已指出，幼稚園應成為政府資助的一環。可是，過去二十多年，幼兒教育由「幼稚園及幼兒中心資助計劃」到引入學券制度，在政策和財政上從來不被放在優先的位置，政府的承擔一直都追不上社會對教育愈來愈高的需求。因此，特區政府終於承諾推行 15 年免費教育，是基礎教育的一個突破，更是提升幼兒教育的大好良機，透過增加資源投入與責任承擔，建構一套可以促進社會公平、提高教育質素的幼兒教育系統。

本人認為，本港未來的幼兒教育系統，應符合以下原則：

- 一、 確保每一個兒童都有平等機會，接受適切和高質素的普及幼兒教育；
- 二、 肯定不同類型幼稚園的價值，並獲得合理營運的資源，照顧不同幼兒的獨特性和多元發展的需要；
- 三、 政策能帶動幼兒教育朝向優質及可持續的發展。

政府於 2012 年委任的免費幼稚園教育委員會（委員會），經過兩年研究終於在 2014 年 12 月提交免費幼稚園教育委員會報告（報告）。委員會在報告提出，幼稚園教育的使命是：訂定持續可行政策，以尊重香港幼稚園教育的獨特性，並按兒童多元的需要，予以平等機會，接受優質而全面、能促進個人終身發展的幼稚園教育²。這與本人秉持的原則基本一致，但綜觀報告多項重要的政策建議，卻未能實踐所述原則。

在資助模式上，以中位數資助的整筆過撥款，仍然是以市場定位，並且沒有就不同學校的獨特性和需要作出檢視，維持以半日制的單一資助模式，無助減少不同類型幼稚園之間的資源和發展差異，繼續扼殺幼教的多元發展空間。而幼教界一直期望制訂健全的薪酬架構，以穩定幼師團隊持續提升質素，委員會不建議參照中、小學的薪級表制度，卻推薦漠視幼師年資與學歷的薪酬幅度，只保障職級的最低工資，不利推動專業提升，更有可能推高幼師嚴重的流失率，影響幼兒教育邁向持續優質的發展。這都令幼教界極度失望和不滿。

多年來，我所代表的教協會也屢次發動集體行動、約見教育局、提交意見等，並團結業界爭取免費幼兒教育，也參與十五年免費教育大聯盟，與近三十個團體提出清晰訴求，包括為長全日制提供單位成本資助、為幼師重設薪級表等，以提升幼教專業和質素。今年 5 至 6 月期間，近二千名幼師響應教協會呼籲寄回一人一信，主力爭取三大目標。另有 226 位幼師在三大訴求以外提交了補充意見，在附件輯錄了部分內容。而在本文件的第三部分，本人對委員會報告內的其中八大主要範疇，作出現況分析及評論委員會報告的內容，並提出本人的核心要求。

行政長官於 2012 年參選政綱中，向幼教界承諾盡快落實 15 年免費教育，並揚言「行幾大步就行幾大步」。委員會用了足足兩年時間研究，最終提交的報告，免費幼教打了六折，變成「六成學生免費」，政府的態度亦由最初「盡力做好」變為只求「切實可行」，業界對此已感到極度不滿，質疑承諾貨不對辦。

未來，我們希望政府能認真聆聽各持份者的意見，做好制訂政策的工作，確保兒童有平等機會接受優質的幼兒教育，實踐「兒童優先——給他們一個好的開始」的承諾。

2. 就《免費幼稚園教育委員會報告》所作評論及建議

2.1 資源投入及資助模式

2.1.1 現況與問題分析

幼教長期受忽略 資源投入落後

- 本港幼兒教育不屬於強迫教育，並且全屬私營，但多年來幼稚園的入學率已逾百分百，2014 學年本港有 178,119 名適齡幼兒入讀幼稚園。但由於政府一直視幼兒教育為「學前」教育，可有可無，甚至曾經否定其必須性³，因此既沒有規劃，資源承擔亦不足，令幼兒教育長期處於赤貧。
- 雖然透過學券計劃增加十多億元撥款，但根據財政預算，2014 年度本港投放於幼兒教育的撥款仍然不足 35 億元，僅佔各個教育範疇總開支的 4.7%，佔本地生產總值更只有 0.16%⁴（表一）。這數字遠低於經濟合作與發展組織（OECD）成員國的平均值 0.6%，個別國家如法國、西班牙和瑞典達 0.7%，均在平均值之上；德國、挪威、紐西蘭均有 0.5%；英國、美國為 0.3%；鄰近國家如韓國也有為 0.2%⁵，香港經濟富裕，財政儲備達 8 千多億，在幼教投資顯然落後於人。

表一：香港政府於幼兒教育的開支

年度	幼兒教育開支（百萬元）	佔教育開支	佔本地生產總值
15/16（預算）	\$4,094	5.2%	0.18%
14/15	\$3,486	4.7%	0.16%
13/14	\$3,222	4.2%	0.15%
12/13	\$2,825	3.7%	0.14%
11/12	\$2,639	3.9%	0.14%
10/11	\$2,429	4.0%	0.14%
09/10	\$2,226	3.8%	0.13%
08/09	\$2,156	2.9%	0.13%
07/08	\$1,710	3.2%	0.10%
06/07	\$1,290	2.7%	0.09%
05/06	\$1,230	2.6%	0.09%

資料來源：立法會財委會歷年審核開支預算答問

- 幼兒教育對兒童全人發展的重要性，以及對社會培育優質人才的高度效益，在國際上已獲認同，諾貝爾經濟學獎得主，芝加哥大學赫曼教授（James Heckman）研究指出，幼兒教育的投資回報率可高達每年 10%，遠高於大中小學及在職培訓；而最佳的投資，是讓零至五歲兒童獲得優質幼兒發展，尤其對於弱勢的兒童及其家庭⁶。

學券資助 加劇幼教市場化

- 政府有責任基於社會公義及兒童享有均等教育的權利，發展以「兒童為本」的幼兒教育。可是，政府於 2007 年堅決採納學券制資助模式，向合資格幼兒的家長發出學券，透過家長選擇，以市場力量來加強業界競爭，藉此達至提高質素的目的。這種資助模式，令本已全屬私營並已高度市場化的幼兒教育，再增添競爭元素。結果幼兒教育迎合的是市場需要，非以兒童為本的教育需要，本港幼兒教育因而走向更商品化之途，已引起幼教界極大的非議。

學券資助不足 難履行三項目標

- 根據教育局資料，當局以三項目標來訂定學券面值：(1) 抵銷期間的通脹；(2) 教師增薪；及(3) 教師資歷提升所涉及的款項⁷。首輪學券由 2007 學年開始為期 5 年，資助額按年大約提高 10%。可是，這個資助增幅顯然未能應付所需，因此不少幼稚園即使面對劇烈的收生競爭壓力，仍要申請加學費，甚至一些得不到租金發還的幼稚園，因有學費上限不能再加費，而要退出學券計劃。首年參加學券的幼稚園有 768 間，86% 合資格幼兒獲學券資助，但首輪學券 5 年期結束，參加學券的幼稚園減至 735 間，獲資助的幼兒減至 79%，遠遠低於教育局估計學券可涵蓋九成合資格兒童的預期。但第二輪學券開展時，政府竟然不加反減，改為只考慮通脹因素檢討學券面值，導致 2012 及 13 學年學券額每年只提升約 5% (表二)，幼稚園要履行全部三項目標，更是難上加難⁸。教協會及業界積極爭取增加學券面額，特首終於在《施政報告》宣布，連續在 2014 及 2015 兩個學年增加學券額，每年加 2,500 元，平均增幅 13%，作為過渡期的紓緩措施⁹。

表二：學券面額及增幅

學年	學券面額	學券額中 用作教師發展津貼	用作資助學費 (學費資助增幅)
2007	\$ 13,000	\$ 3,000	\$ 10,000
2008	\$ 14,000	\$ 3,000	\$ 11,000 (10.0%)
2009	\$ 14,000	\$ 2,000	\$ 12,000 (9.1%)
2010	\$ 16,000	\$ 2,000	\$ 14,000 (16.7%)
2011	\$ 16,000	\$ 0	\$ 16,000 (14.2%)
2012	\$ 16,800	\$ 0	\$ 16,800 (5.0%)
2013	\$ 17,510	\$ 0	\$ 17,510 (4.2%)
2014	\$ 20,010	\$ 0	\$ 20,010 (14.3%)
2015	\$ 22,510	—	\$ 22,510 (12.5%)

資料來源：教育局

2.1.2 委員會建議摘要

- 有關教學人員的薪酬、支援人員的薪酬及學校其他運作開支的資助，可透過單位資助的形式，即按學生人數向學校發放。為照顧個別幼稚園的特定需要，可向學校提供額外的資助，其中包括租金資助、用作大型修葺的額外津貼等。(7.2.10 段)

2.1.3 重點評論

(1) 整筆過撥款：延續市場導向、打擊幼教專業

- 整筆過撥款於 2000 年引入社福界，政府以薪金中位數計算薪酬，取締原有薪級表制度，問題已經清楚浮現，政府須避免重蹈覆轍，絕對不能將這個極有問題的制度引入幼教界。整筆過撥款的引入，導致社工年資不被承認、資深員工薪酬被削或被裁，嚴重打擊士氣和服務質素，更引發 2007 年三千社工罷工，反對整筆撥款制度¹⁰。2008 年政府委託的「獨立檢討委員會」公布的《整筆撥款津助制度檢討報告書》¹¹，以及 2014 年香港社會工作者總工會發表的《非政府福利機構薪酬及福利機制研究報告》¹²，均指出整筆過撥款引發的問題，反映幼教界的憂慮有事實基礎，當局制訂幼稚園資助模式時務必引以為鑑：

2008 年：獨立檢討委員會《整筆撥款津助制度檢討報告書》：

- (a) 很多非政府機構均把員工薪酬上限設定為對等公務員薪級表的中點薪金……此舉對員工士氣、員工離職率及福利界前景的衍生影響實在重大。(第 25 頁)
- (b) 部分非政府機構基於財政理由削減員工薪金，由於有關機構不但要推行資源增值計劃及節約措施等……所以擔心基準撥款最終可能不敷應用。(第 26 頁)
- (c) 我們（委員會）尤其關注上述做法對年青社會工作者的影響，如他們的前景因不當的人力資源政策而受到影響，將是社會重大損失。(第 28 頁)

2014 年：香港社會工作者總工會《非政府福利機構薪酬及福利機制研究報告》：

- (a) 整筆過撥款推行以來，機構面對財政緊絀的壓力，於是有經驗或將退休的員工被視為財政負累，因感到意興闌珊而離開；機構雖然不愁沒有新畢業社工入職，卻欠承傳，斷層情況嚴重，影響服務發展。(第 29 頁)
- (b) 現時社福界從業員人手極不穩定，過往年資不受認可，前線員工的士氣大受打擊，機構也面對很大的管治困難，而管理層與前線員工的互信亦嚴重減弱，機構內存在著嚴重矛盾，這些都源於新的薪酬機制和機構管治文化的改變，而我們相信它們都與整筆過撥款制度有莫大關連。(第 33 頁)
- (c) 社會服務是建基於人本關懷的信念而推行，從業員對服務的投入、認真關心服務受眾，這才是服務質素的最佳保證。如果機構內未能維持較為穩定的人力，或前

線員工士氣低落，即使用盡不同方法去監管「服務質素」和保證達致「成效指標」，亦只會徒勞無功，服務的延續性和質素定必受到嚴重打擊。(第 33 頁)

- 政府若以薪酬中位數為教育資源封頂，此舉將提供誘因導致機構壓抑員工薪酬，甚至放棄資深員工，幼教一旦缺乏前景，會進一步推高流失率，對幼教質素必定造成打擊。參考社福界於 2000 年引入整筆過撥款制度前後的社工離職率，1999 年為 6.8%，至 05 年已升至 11.1%。而根據《社會工作人力需求聯合委員會報告》顯示，自 2006 至 2011 年度，社工的離職率一直處於 13.5%至 16.5%不等¹³，反映整筆過撥款制度不利於穩定專業團隊的發展，並已達令人擔憂的程度。

(2) 按學生人數資助：不利小校發展

- 按「人頭」發放資助的模式與現學券制度近似，壞處在於鼓吹幼稚園市場競爭，促使幼稚園之間出現無止境地搶收學生的惡性競爭。
- 人頭資助促使資源向大校傾斜，令小規模學校處於更劣勢，因為小校收生人數雖少，但學校營運有基本開支，這資助模式會拉闊學校之間的差距，令學校貧富更趨懸殊。

2.1.4 核心訴求：

參照中小學資助模式 反對整筆過撥款

- 反對整筆過撥款，或任何延續教育市場化的資助模式；應為幼教重新定位，提升幼教專業的穩定性；參照中小學的資助模式，包括以學生單位成本計算的經常性津貼、因應校本需要而提供的各項非經常性津貼，及按薪級表實報實銷的教師薪酬撥款，確保為幼稚園提供足夠資源發展優質教育。
- 大幅增加對幼兒教育資源的投放，將現時極低的資助水平，長遠增至與小學教育的資助水平相近（2014 學年小學教育開支為 148 億元，佔本地生產總值為 0.67%）。
- 建議參照過去幼稚園資助計劃，採取「按組資助」方式，取代以學生人數計算資助的模式，紓緩學校不斷搶收學生的惡性競爭。

2.2 全日制/長全日制服務

2.2.1 現況與問題分析

全日制幼兒教育成為國際趨勢

- 世界各地的政府於過去 30 年間，在幼兒教育及照顧工作上，擔當日益重要的角色，在這方面投入的資源亦不斷增加。有關工作重點包括：建立幼兒教育成為兒童未來學

習的基礎、支援家長和鼓勵婦女投入勞動市場、處理不斷下降的出生率、扶貧和支援弱勢家庭。¹⁴在經濟合作與發展組織成員國 (OECD) 當中，一些北歐國家 (例如丹麥和瑞典) 的生育率明顯地較其他地方高，這些國家推行的政策，以協助婦女兼顧事業和家庭為目的，其家庭支援政策通常有兩類：(1) 直接補助或津貼；(2) 用以減低生育的機會成本的福利，例如資助託兒和課餘託管服務¹⁵。因此，增加全日班是大勢所趨，美國及歐盟國家入讀幼稚園全日班的適齡幼兒分別達 76% 及 46%¹⁶。反觀香港，本港現存 246 間以照顧雙職家庭及弱勢兒童為主要目標的「長全日」幼兒學校，數目由 2005 年起已遭凍結，發展空間受嚴重限制。

- 香港人口不斷老化，人口政策督導委員會於 2014 年發表的諮詢文件，表示本港 30 年間勞動人口參與率將下降一成。本港女性教育水平即使提高，但勞動人口參與率只由 2002 年的 48.6% 微升至 2012 年的 49.6%，仍然低於男性的 68.7%。督導委員會分析，這或反映女性為照顧家庭，更多選擇脫離工作行列。女性勞動人口參與率於 30 至 39 歲間，即大多數婦女組織家庭的年齡便急劇下降，足可反映這個論點。因此，督導委員會認為應着眼於締造有利環境，協助婦女同時兼顧工作與家庭。而根據社聯調查發現，有六成受訪家長均期望可享有全日或長全日制幼兒教育服務¹⁷，可見需求之大，但 2014 學年幼兒入讀學券資助的全日制比率僅為 32.5%¹⁸ (表三)，反映政策落後社會所需。

表三：學券計劃資助的全日制幼稚園學生人數

年度	2010	2011	2012	2013	2014
人數	36 069	39 499	41 272	42 516	43 920
(佔學券資助總人數)	(29.4%)	(30.6%)	(31.4%)	(32.3%)	(32.5%)

資料來源：立法會財委會答問

- 本港學券制以單一資助模式，以半日制為基礎，全日制學校的幼兒家長因而需要負擔較高的學費差額。以 2014 學年為例，全日制平均學費 \$37,700，扣除學券資助 (\$20,010) 後，獲批學費減免的家庭中，仍有 38% (8,376 人) 須繳付 \$4,423-\$8,845 學費¹⁹，對雙職的基層家庭來說負擔不輕，限制了幼兒享有優質全日制服務的選擇權。

全單一資助模式導致全日制營運困難

- 學券制單一的資助模式，特別對於長全日制幼稚園，其服務時間是半日制的三倍或以上 (表四)，成本遠遠高於半日制。由於不公平的資源投入，全日/長全日制面對社會需求增加，但發展空間卻不斷萎縮，機構營運困難，難以競爭人才。根據 2011 年非牟利幼兒機構議會調查顯示，全日制學校教師流失率與空缺率連續三年維持雙位數字，空缺率維持一年以上者由 2008 年的 12.6% 上升至 2010 年的 22.6%，可見全日制教師流失之嚴峻趨向²⁰。

表四：三類幼稚園課時比較

主要類別	學校數目	每日課時	每周課時	每年上課月數	全年教育時數
半日制幼稚園	139	3-3.5小時	周一至五	10至12個月	1146小時 上下午班合計
全日制幼稚園	387	7-7.5小時	周一至五	10至12個月	1615小時
長全日制幼兒學校	246	10小時	周一至六	12 個月	2527.5 小時 (未計延時服務)

2.2.2 報告摘要

- 有研究指出全日制課程在帶來正面影響的同時存在缺點，包括對兒童有過高期望、過早在幼稚園實行小學課程、兒童出現疲態及分離焦慮、較少時間與他人在較輕鬆和非正規的環境進行非正式的互動、家長的參與減少等等。此外，全日制課程所帶來的潛在好處似乎會隨時間淡化，在小學三年級完結時消失。(2.1.7 段)
- 未來的幼稚園教育應以半日制(三小時)服務，作為基本資助。(7.4.4 段)
- 全日制服務的額外資助水平，建議為半日制服務的基本資助額的 25%到 30%。(7.4.8 段)
- 規劃標準應循序漸進地改善至每 1 000 名三至六歲幼兒應設 500 個半日制學額和 500 個全日制學額。(7.4.7 段)

2.2.3 對報告建議的重點評論

(1) 負面評價全日制 扼殺幼教多元發展

報告訂立幼稚園的其中一項使命，是按兒童多元的需要，予以平等機會，接受優質而全面、能促進個人終身發展的幼稚園教育。而半日、全日及長全日制幼稚園，正是配合幼兒的不同需要而設立。但在報告中，委員會花費了不少篇幅，比較半日制和全日制幼稚園的優劣，卻忽視了一個重要的客觀現實，是無論半日、全日、長全日制，均各有特點，為不同需要的家庭提供多元的選擇，實無必要將三種模式作出比較。而報告對全日及長全日制作出不少片面的負面評價，更令人質疑委員會否定了全日制幼兒服務的價值，扼殺幼兒教育的多元發展。

(2) 以半日制為資助基礎：全日制服務不納入免費教育

全日制服務除了具教育功能，還可以釋放婦女勞動力，發揮重大的社會效益。而提供具質素及可負擔的幼兒教顧服務，是對雙職基層家庭最直接和有效的支援。然而，委員會表明不會全額資助全日及長全日服務，家長須繳付學費彌補差額，等同否定了全

日制 / 長全日制幼兒享有免費教育的權利。以 2014 學年計算，在 43,920 名受學券資助的全日制學生當中，獲批幼稚園及幼兒中心學費減免計劃的學生有 22,182 人，當中獲全額資助有 13,806 人。換言之，日後即使落實免費幼兒教育，也有逾 2 萬名（49.5%）入讀非牟利全日制班級的幼兒，可能須繳付全額學費。

(3) 以壓縮的成本釐定資助：全日制資源難獲改善

長全日制服務時間是半日班的三倍以上，但由於有學費減免計劃資助上限的限制，同時主要照顧有「社會需要」的基層家庭，因此學費絕大部分低於 \$40,000。參照 2014 學年全日班的學費中位數為 \$37,700，相對於半日制 \$23,600，全日班約為半日班學費的 1.6 倍²¹；而同樣為非牟利但沒有參加學券計劃的幼稚園，因毋須受學券學費上限的限制，全日制學費中位數為 \$75,900，是半日制中位數學費 \$33,700 的兩倍以上（表五），反映參與學券的全日制幼稚園的現有學費水平，其實是經壓縮營運成本的結果。由於委員會以此為基準，釐定長全日製成本水平，並設定家長平均承擔，因而建議最多 30% 的額外補貼。委員會將全日制被迫壓縮的營運成本，視作平均營運成本，而非重新評估幼兒的不同需要，未必能令這些學校改善資源。相反，由於資源以半日制為基礎，可能令三類幼稚園的資源差距更加擴大。

表五：2014 年學年全日制與半日制班的學費中位數

		參加學券計劃的幼稚園	沒有參加學券計劃的非牟利幼稚園
學費中位數	全日制	\$37,700	\$75,900
	半日制	\$23,600	\$33,700

資料來源：2015-16 年度立法會財政預算案答問

(4) 鼓勵措施欠奉 空談增加全日制學額

報告提出應提供誘因，以鼓勵幼稚園提供更多全日制或長全日制服務，但政策上並無任何具體措施鼓勵加開全日制學額，反而資助上只比半日制多 30%，業界已表明具有收生潛力的幼稚園，會將全日班轉回半日班，以增加收生人數，獲取「大校」較豐富的資源，全日制學額因而會不增反減。

2.2.4 核心訴求：

確立多元資助模式 全日制全額資助

- 不同模式的幼稚園各有功能，必須同時肯定半日、全日和長全日制幼稚園的貢獻，因此應設立多元資助模式，計算不同營運模式的單位成本，讓各類型的幼稚園均可因應服務時間，及針對幼兒和家庭的不同需要，獲得充足資源進行合理的營運，確保幼兒共享免費及優質的幼兒教育。

- 「照顧」、「教育」和「發展」是孕育孩子全人發展息息相關的環節。因此，全日及長全日制服務，不應與教育切割，應視為供家長選擇的其中一種幼兒教育模式，入讀的幼兒應獲得全額的單位成本資助，為雙職家庭提供適時適切的支援。
- 因應全日學額規劃，增加校舍供應及重置舊區校舍，包括在公共屋邨和私人大型屋苑發展項目預留土地作校舍用途，開辦新的長全日幼兒教育服務，切實回應社會訴求，並改善幼稚園校舍及設施，以提供更適合兒童學習及發展的環境。

2.3 薪酬機制

2.3.1 現況與問題分析

學券制摧毀幼師薪級表制度

- 政府於 2007 年推行學前教育學券計劃前，參與「幼稚園及幼兒中心資助計劃」²²的幼稚園，須向合格幼稚園教師 (QKT) 提供政府規定的薪酬級別 (公務員總薪級表第 7 至 18 點)。及至學券計劃推出，教育局提出五項網綁性原則，其中一項是：放寬幼師薪酬規管，不再向幼稚園發出建議薪級表²³。幼師薪酬由市場機制決定，而任職幼兒中心的幼師，則至今仍然沿用原有的建議薪級表制度。
- 學券制引入市場競爭機制，原意是控制成本和改善質素為目的。但幼稚園要在市場機制下，同時達致降低價格和改善教育質素，本質上出現矛盾，因為改善教育很大程度取決於教師質素，而控制成本導致教師薪酬受壓抑，學校難以發展穩定及以質素為先的教學團隊，對學校穩定和質素發展並無好處。
- 根據教育局資料，學券制下只開辦全日班級的幼稚園 (主要是長全日幼稚園) 教師平均月薪為 21,443 元 (表六)，相對於只開辦半日班及同時開辦全日及半日班的幼師，獲取的平均月薪普遍要高，其中一項主要原因是，長全日幼稚園一般仍會沿用建議薪級表支薪。從幼師薪酬差異可見，有薪級表保障的幼師薪酬水平較沒有薪級表普遍為佳。

表六：2012-14 學年三類型幼稚園幼師的平均月薪

本地幼稚園教師 平均月薪	只開辦全日班級的幼 稚園	只開辦半日制 班級的幼稚園	同時開辦全日和 半日制班級的幼稚園
2012 學年	\$20,058	\$19,373	\$17,276
2013 學年	\$20,904	\$20,340	\$18,271
2014 學年	\$21,443	\$21,136	\$18,982

資料來源：2015-16 年度立法會財政預算案答問

薪酬制度欠缺保障 推高幼師流失率

- 審計署於 2013 年 3 月就「學前教育學券計劃」發表報告，提出「能夠保持一組穩定合格教學人員團隊對幼稚園尤其重要。教師流失率/流動率高對幼稚園教育質素或有負面影響」。而審計署根據教育局資料，比較同一所幼稚園在 2011 及 2010 學年 9 月離職的正規教師人數，發現參加學券計劃的幼稚園流動率平均達 22%，其中有 26 所流動率更超逾 60%⁷。審計署引述教統會的檢討結果，列出教師流動率高的可能成因，反映幼師流動率高企，與學券制撤銷薪級表有莫大關係：

2010 年：教育統籌委員會《學前教育學券計劃檢討報告》¹⁴

- (a) 許多幼稚園教師及校長認為，政府推行學券計劃而撤銷薪級表的決定，令幼稚園教師感到政府沒有給予他們肯定和尊重，打擊他們的士氣及令教師團隊不穩定。
- (b) 部分幼稚園教師及校長表示，缺乏工作的安全感導致幼稚園教師流失率甚高，因而影響學前教育質素，他們認為教育局應按教師的學歷及經驗制訂薪級表。
- 立法會政府帳目委員會於 2013 年進行聆訊，對教育局撤銷幼稚園教師薪級表也深表關注，並認為以下情況不可接受²⁴：

2013 年：立法會《政府帳目委員會報告：學前教育學券計劃》²⁴

- (a) 過往，幼稚園及幼兒中心資助計劃規定須按標準薪級表支付教師薪酬，自學券計劃推行後，學券計劃的幼稚園可全權自行釐定教師薪酬，無須再遵從上述規定。
- (b) 雖然本地幼稚園界別的教師整體流失率由 2006 學年的 11.5% 下跌至 2011 學年的 7.1%，但是在 2010 學年，學券計劃下幼稚園的平均教師流失率達 22%，當中有 26 所的教師流動率更超逾 60%。
- (c) 教師流動率高或會影響學券計劃下幼稚園的質素及穩定性。

2.3.2 報告摘要

- 在整筆過撥款模式下，與薪酬有關的一筆過撥款，基本上是按相關職級的薪金中點釐定。(7.2.8 段)
- 如參考「整筆撥款」資助方式，政府應探討方法回應幼稚園業界對資助不足以支付幼稚園薪酬開支的關注，考慮為幼稚園供安全網，讓個別幼稚園可就額外資助提出申請。(7.2.8 段)

教學人員	建議薪酬幅度 (2014 物價水平)
教師	\$18,000 - \$32,000
主任	\$24,000 - \$38,000
副校長(適用於大規模幼稚園)	\$30,000 - \$42,000

二級校長	\$34,000 - \$47,000
一級校長	\$40,000 - \$53,000

2.3.3 對報告建議的重點評論

(1) 薪酬水平 未顧及幼師資歷提升

- 幼兒教育質素與幼師質素高度相關，要吸引高質素的人投入專業，並長遠地貢獻幼教界，則需要保障幼師的待遇和前景，薪酬水平也須具吸引力。委員會根據 2014 年進行教師統計調查，參加學券計劃幼稚園的全職教師平均薪酬為\$18,800，建議教師級別的薪酬範圍起薪點為 1.8 萬元。若參照政府於 1995 年推出幼稚園及幼兒中心資助計劃時，規定參與學校須向合格幼稚園教師 (QKT) 提供相當於公務員總薪級表第 7 點的起薪點水平，以 2014 年水平計算為\$16,140，對比委員會現時提出的起薪點，增幅不足 12%。當中發現四項重要問題：
 - 一、幼師學歷對比 20 年前年已大幅提升，由 QKT 提升至近百分百持文憑資歷，當中四成更已取得學位，薪酬水平未能充分反映提升的不同學歷；
 - 二、沒有處理全日及長全日制教師服務時間明顯較長的問題；
 - 三、小學文憑教師職位的起薪點為\$21,980 (2014 年水平)，在總薪級表第 12 點，而幼師建議的起薪點為 1.8 萬，兩者相差逾兩成之大；
 - 四、2014 學年獲中位數薪酬(約 1.8 萬元)的幼師，平均年資為 13 年半²⁵，表示目前已約有一半幼師的月薪超越 1.8 萬元。他們當中有部分更已達頂薪點，月薪接近 3 萬元 (第 18 點)，他們富教學經驗，不少更已具備學士甚至碩士學位，但委員會建議的薪酬幅度，上限只為 3.2 萬元。參照年資相若的小學文憑教師，其薪級點已大致在總薪級表 25 點或以上，薪酬達 4 萬元或以上。同樣具備本地認可學位及年資，但薪酬水平卻明顯差異甚大。

(2) 不設幼師薪級表 幼師持續薪酬海鮮價

- 委員會傾向採用一筆過撥款模式，由學校自訂薪酬；政府提出薪級幅度，但只保障職級的最低工資。本人強烈反對不設立強制性的薪級表，因為政府只建議薪級的幅度，教師的薪酬水平不與學歷及年資這些客觀標準掛鈎，將難以扭轉市場導向下幼師薪酬「海鮮價」的局面，而且教師轉校年資不保，更有機會跌回起薪點，尤其是收生規模小的學校，或在學生人口下降時，教師薪酬受壓抑的機會更大。
- 根據香港教育學院於 2010 年進行的調查顯示，一些任教於公共屋邨學校和學生名額在 100 人或以下的教師表示，薪酬在學券計劃推行首三年減少了或維持不變，令學

校之間的教師薪酬差距擴大²⁶。可見，在沒有幼師薪級表保障下，收生人數成為決定薪酬的其中一項重要指標，教學經驗及學歷不受重視，必定嚴重打擊幼師士氣。

- 若幼師轉校怕跌回起薪點，因此唯命是從，自主空間被侵蝕，幼師專業難存。學校在現有質素評核以外還要花大量心力設考績制度評量工作表現，及處理人事申訴；這制度亦會製造學校人事競爭和糾紛，容易破壞團隊協作，最終損害的是學生的利益。

(3) 以中位數計算資助 提供誘因壓抑薪酬

- 整筆過撥款以薪酬中位數提供資助，並非全額資助教師薪酬，由於幼稚園規模比社福機構更小，拉上補下空間更有限。這個限制提供了更大的誘因，促使學校壓抑教師薪酬，甚至將薪酬中位數變為職級的頂薪點，薪酬幅度中的最高薪酬，最終變成空中樓閣。
- 上述情況在社福界推行的整筆過撥款制度中得到證實。根據香港社會工作者總工會 2014 年發表的《非政府社福機構薪酬及福利機制研究報告》，證明不設立薪級表，並以中位數計算整筆過撥款，出現了以下情況，足以為鑑：
 - (a) 前線員工的整體薪酬下調，例如學位社工的職系起薪點比在 MPS 的入職點下調大約 38.2%，而大部分機構將原先職位的中位薪點作為頂薪點計算。
 - (b) 同工轉工時，年資沒有受到機構認可的同工超過一半（53.7%）。
 - (c) 中層的管理和督導工作量不斷增加，不少甚至遠超過合理的水平，但薪酬待遇維持不變或略為提升，其實也是變相減薪。

(4) 須額外申請資源 資深教師壓力大

- 教師隨著年資增長累積教學經驗，本是教育界的珍貴資產。委員會建議為學校提供額外津貼，讓「高齡幼稚園」申請，標準及手續暫時不詳，例如學校運用營運津貼增加額外教師，導致人手編制較教育局的規定為多，會否因此視為超出申請額外資源的標準？若是，學校到底是裁減額外教師來支付資深同工，還是保留額外教師而壓抑資深同工的薪酬？這成為了管理層面對的兩難。而申請若不獲批，資深老師或要凍薪或辭退，此舉不但令學校難以作長遠規劃，對資深老師也構成莫大心理壓力，對教師專業極不尊重。
- 所謂「高齡」幼稚園，即是運作多年的幼稚園，校內不少老師都屬於資深，以累積下來的經驗帶領新人，慢慢促成有效的教學，一個幼教團隊由此而生。而幼師在整筆撥款方式、以及用中位數計算薪酬開支的制度下，失去薪酬保障，幼稚園將難以育成一個健康的團隊生態。

2.3.4 核心訴求：

制訂幼師薪級表 反映學歷與年資

- 反對以中位數計算薪酬的整筆過撥款，要建立優秀的教師團隊，必須打破市場化操控，確立一套能穩定教師團隊的薪酬制度，讓幼師在一個穩定的環境中發揮專業，是保留和吸納人才，讓幼兒教育得以持續發展，以及質素提升的關鍵所在。因此，任何帶有壓抑幼師薪酬或辭退資深人員的誘因的機制，本人均會全力反對。
- 參照中、小學現有制度，建立一個與公務員薪級表掛鈎的薪酬機制，並由政府「實報實銷」全額資助幼師薪酬，確立年資、學歷和職級，讓包括半日、全日和長全日制的幼師，都能透過完善的薪酬機制，感到受尊重和公平對待，並能促進專業的持續發展。
- 薪酬水平應具吸引力，以吸納及穩定幼教人才，主任、副校長及校長的起薪及頂薪點應予提高，以逐步收窄幼師與中小學教師的薪級差距；除職級薪點外，應為學位教師提升薪點，以保障教師資歷認可。

2.4 教師專業發展

2.4.1 現況及問題分析

幼師學位化是國際趨勢

- 提升幼兒教育是國際間的大勢所趨，不少先進地區均要求幼稚園教師持學士學位資歷，作為入職條件。2013 年經濟合作及發展組織國家(OECD)當中，美國、澳洲、芬蘭、瑞士等 25 個國家，均要求幼師持學位資歷，當中法國、意大利等國更要求碩士資歷⁵。即使亞洲鄰近地區如台灣²⁷和日本²⁸，均規定幼師須持大學學位及完成師訓課程。同為中國特區的澳門²⁹，幼師須具備高等專科學位或以上學歷，及幼兒教育範疇的師範培訓。反觀香港，幼師入職要求維持在文憑資歷，雖有近四成幼師自我提升至學位水平，但當局仍未有任何規劃或配套，逐步提升幼師至學位資歷。

本港支援幼師專業發展的措施已全面中斷

- 儘管幼教界一直期望提升水平，但政府對幼教師資並無具體規劃，至 2000 年教育統籌委員會發表《香港教育制度改革建議：廿一世紀教育藍圖》，明確指出幼師和校長的專業水平，直接影響幼兒教育的質素，因而建議從入職要求和培訓兩方面，提升幼兒教育工作者的專業水平，長遠目標是在高等教育體系發展成熟時，評估提升幼師入職學歷要求至學士水平的可行性³⁰。在教師專業發展方面，政府歷年曾採取的措施，包括提升入職要求、向幼稚園提供鼓勵措施，另除了教資會的資助學額，也曾提供培

訓資助 (表七)。不過，幼稚園教師離學位化的目標仍然遙遠，進修資助於學券制推行至第五年 (2011 年) 也告終止，校長及教師培訓開支因而大幅度削減至去年的 4.5 百萬元³¹ (表八)，政府從此再沒有就持續提升資歷進行任何規劃。

表七：政府歷年就教師專業發展採取的各項措施

入職要求：

學年	學歷要求
2001	中學會考五科合格 (包括中英文科)。
2003	新入職幼師必須修畢一年職前合格幼稚園教師 (QKT) 課程。
2009	新任校長必須持幼兒教育學士學位及修畢校長證書課程
2011 學年完結前	<ul style="list-style-type: none"> 在職校長完成幼兒教育學士學位及修畢校長證書課程。 在職幼師取得幼兒教育證書課程。

向幼稚園提供的鼓勵措施：

學年	提升聘請學歷
1998	參加幼稚園及幼兒中心資助計劃的學校，最少聘有 50% 的 QKT，聘用比規定人數比例高一成的學校，可獲多一成的資助額。
2000	參加幼稚園及幼兒中心資助計劃的幼稚園，規定的 QKT 比例增至 60%，而 QKT 比例達 80% 或 100% 的學校，資助額會增加。

教師培訓資助：

2007 學年	<ul style="list-style-type: none"> 學券計劃推行的首四年，學券面值當中包括「學費資助」及「教師專業發展津貼」兩部分，至 2011 學年，學券面值全數用於學費資助。 教師發展津貼用於以下三個範疇：(1) 發還課程費用；(2) 聘用代課教師；(3) 校本培訓項目。津貼額如下： 										
	<table border="1"> <thead> <tr> <th>學年</th> <th>教師發展津貼額 (以每年每名學生計算)</th> </tr> </thead> <tbody> <tr> <td>2007</td> <td>\$ 3,000</td> </tr> <tr> <td>2008</td> <td>\$ 3,000</td> </tr> <tr> <td>2009</td> <td>\$ 2,000</td> </tr> <tr> <td>2010</td> <td>\$ 2,000</td> </tr> </tbody> </table>	學年	教師發展津貼額 (以每年每名學生計算)	2007	\$ 3,000	2008	\$ 3,000	2009	\$ 2,000	2010	\$ 2,000
學年	教師發展津貼額 (以每年每名學生計算)										
2007	\$ 3,000										
2008	\$ 3,000										
2009	\$ 2,000										
2010	\$ 2,000										

資料來源：教育局

表八：學前教育開支——校長及教師培訓

學年	2010	2011	2012	2013	2014
百萬元	32.0	17.5	7.3	1.0	4.5

資料來源：立法會財委會答問

職前培訓學額奇缺 阻礙幼師學位化步伐

- 教育局文件指出，現時每年均有數百名幼兒教育證書畢業生投身專業，應重視這些業界生力軍，但長遠應考慮把幼稚園教師的入職資格提高至學位程度。但自 2011 學年起，教資會資助的幼兒教育學士學額，已由每年逾百個減至只有 18 個，但報讀學生仍有一至二千多人。以致在大學聯招中，這項課程歷來都競爭最激烈，近年更是平均逾百人爭一個學位（表九），成為近年競爭最激烈學科的首一、二位。可見幼教職前學士學額奇缺，人為地窒礙了幼師學位化的進度。

表九：教資會資助的職前幼兒教育學士學位課程的供求比率

學年	學額	報讀人數	報讀人數比率
2015	18	1,908	1:106
2014	18	2,312	1:128
2013	18	2,858	1:159
2012	18	1,283	1: 71
2011	18	1,016	1: 56

資料來源：大學聯合招生辦法網頁及報章資料

2.4.2 報告摘要

- 委員會認為將幼稚園教師的專業資歷提升至學位及已受訓水平，有助提高香港幼稚園教育的質素。因此，政府應致力將幼稚園教師的入職資歷要求提升至學位水平。(4.1.6 段)
- 委員會建議當局在日後檢討未來幼稚園教育政策的推行情況時，應同時研究每所幼稚園內學位教師的比例。(4.1.6 段)
- 委員會建議為幼稚園教師及校長訂立每三年約 150 小時的軟指標。幼稚園人員可透過研討會、工作坊等有系統的培訓模式或校內專業分享等其他模式提升其專業能力。(4.1.9 段)

2.4.3 對報告建議的重點評論

(1) 空談幼師學位化 不符社會期望

- 根據社聯 2015 年調查結果，最多家長認為委員會報告最重要處理的問題，就是幼稚園教師師資；另外，也有最多受訪幼師認為，優質幼兒教育最重要的元素，是「具備專業資歷和水平提供適切幼兒發展的教育」。可見，對於未來的免費幼兒教育政策，

家長和教師的意見相當一致，同樣最重視教師專業水平的提升。

- 本港幼師作出重大努力提升專業水平，過去十多年資歷大幅提升，除了回應政府要求，最重要是過去的幼稚園及幼兒中心資助計劃，及現行的學券資助，均有具體措施，推動幼稚園提升入職資歷或提供培訓資助。15 年免費教育理應是幼師專業發展的另一個新里程，可是報告書只空談方向，沒有任何學位化的實質計劃和配套。委員會耗費兩年時間研究，結果將問題推回給教育局「日後檢討」。本港幼師專業發展停滯多年，相對先進地區更加滯後，令家長和幼教界大失所望。

(2) 薪酬不反映學歷 專業階梯無從說起

- 委員會提出的薪酬幅度，不反映學歷提升的增薪，委員會更明言幼師只維持文憑資歷，這對幼師學位化絕對是一個極沉重的打擊。當前，已有近四成幼師持幼兒教育學位資歷，當局理應在政策上給予肯定，幼教界期望政府制訂 15 年免費教育，可在職業階梯及進修支援方面，繼續帶動教師自發進修。可是，委員會表示幼師應邁向學位化，卻沒有任何薪酬配套，專業階梯更無從說起。幼教專業失去前景，會嚴重打擊士氣，人才流失將更加嚴重。

(3) 欠缺進修支援 幼師持續發展困難

- 委員會報告指出，超過 96%的經濟合作及發展組織國家 / 地區為報讀專業發展課程的幼稚園教師提供經濟資助。在本港，教統會於 2010 年檢討報告也曾提出，鑑於專業發展對學前教育的質素有正面影響，教育局應就幼稚園界別提出成立持續專業發展基金，以配合幼稚園教師及校長的發展需要，並支援校本發展計劃的建議，進行深入研究¹⁴。教統會轄下委員會的研究，一再肯定進修支援的重要，可是，報告竟然沒有就確立專款撥款進行研究或提出任何建議，支援教師專業發展淪為空談。

2.4.4 核心訴求：

專款支援幼師進修 制訂學位化時間表

- 訂立幼師邁向學位化的時間表，包括設定新入職教師須為學位教師的目標年期，以及提出逐步提升在職幼師至學位資歷的方案，最終達致全面幼師學位化。
- 薪酬表訂立文憑與學位薪級，保障教師資歷認可，確立具前景的幼教專業階梯。
- 設立專項撥款，支援及鼓勵在職幼師自發進修，逐步提升資歷。
- 每三年約 150 小時的軟指標的持續專業發展，應提供配套支援，例如參考學券計劃教師發展津貼的做法，為校本培訓項目提供津貼。

2.5 人手需求及專業階梯

2.5.1 現況及問題分析

編制人手不足 幼師工作量超標

- 要建立健全的教育專業體系，為教師提供合理的工作環境和待遇，才能維持教師團隊的穩定，持續改善專業質素。可是，根據香港教育學院於 2010 年就學券制推行後對幼師工作影響進行的調查，顯示幼師在不理想的工作環境下，已感到精力耗竭，損害身心健康。教師長期在一個不理想的工作環境下進行教學，例如：欠缺正常午膳和休息時間、沒有空堂去作教學準備、未有合宜的辦公設施、專責班內所有教學活動和評估，並同時兼顧繁重的校務、家長工作和進修學習。全職教師每天平均工作時數已超過 10 小時。教師和家長均建議，政府應提供充足的支援與配套，好讓學校建立穩定的專業團隊和適切的工作環境²⁶。

專業前景黯淡 幼師流失嚴重

- 學券計劃取消幼師的薪級表，幼稚園也沒有一致的職級規定，一般幼稚園設教師、主任及校長職級，但規定與薪酬水平均由校本決定，由於年資和學歷不確保可獲承認，難以建立穩定和具前景的專業階梯，而欠缺專業前景與高流失率有直接關係。

2.5.2 報告摘要

- 增加約 20% 幼稚園教師人手，使師生比例改善至不遜於 1:12。(5.1.13 段)
- 收生多於 300 名半日制學生的幼稚園應設副校長職位，以協助校長監督幼稚園的管理工作、課程發展和運作的事宜。(5.1.12 段)
- 委員會建議作為一般指引，取錄約 600 名半日制學生的幼稚園可聘任最多五名主任，而極小型的幼稚園(如每班級只有一名教師)則不需設有主任。(5.1.13 段)
- 除了全日制資助外，會提供更多資源以應付較長營運時間和更多上課日。因應學校規模，該筆資助應足夠讓幼稚園聘請一至三名人員。(7.4.9 段)

2.5.3 對報告建議的重點評論

(1) 改善師生比例 遜於現實情況

現時不少幼稚園均運用額外資源改善師生比例，正如委員會報告也提出，目前幼稚園因應學習活動需要會把學童分組，2014 年上午及下午班實際的平均師生比例分別為 1:10 及 1:8.4，²而報告建議由現有比例 1:15 改善至 1:12，其實比學校普遍情況為差，因此透過改善班師比所獲得的 20% 額外人手，根本不能解決教師現時超高的工作量，幼師仍然沒有備課和處理校務的空間，甚至沒有合理的午膳時間。

(2) 副校職級門檻過高 專業階梯不利小校

贊同增設副校長職級，但以錄取 300 名半日制學生為標準，門檻過高，因幼稚園多屬小校，尤其是長全日制學校，很難達到收生的最低要求，遑論 600 人獲 5 名主任的規定。報告完全沒有顧及全日制的換算，即使將收生人數要求減半，長全日制學校能收 150 人仍然是絕無僅有，變相令長全日制學校教師失去晉升副校長的機會，促使教師流失更加嚴重。

(3) 全日制額外人手若非教師職級 效用將大減

- 全日制學校收生較少，而建議各類學校 1:12 的劃一人手編制，難以照顧這類學校營運時間及日數較多的人手困難，因此報告建議為全日及長全日制學校增加 1-3 名額外人手，但卻沒有表明是教師職級。在教育局七月分舉辦的諮詢會，局方也曾表明未必是教師職級，但長全日制學校及團體均回應，學校為保教育質素，即使是延時服務時段，學校也會安排正規教師當值，因此若以其他輔助性質的人員取代，能減輕教師工時或工作量的效用將大減。

2.5.4 核心訴求：

改善編制人手 專業階梯須顧及小校

- 根據學校現有情況，改善師生比例。同時參照全日制學校的處理方法，提供編制的額外人手，為教師提供備課及處理校務的時段，減少教師課後的工作量，並提供適當的作息時間，全面改善教學條件，提升教學質素。
- 為全日制提供的額外一至三名人員，須為正規教師職系，才能紓緩上課時間及日數較多的額外工作量。
- 檢視副校長及主任職系的收生人數要求，以切合幼稚園規模較小的現實情況，特別是長全日制學校的處理，以免因專業階梯受阻，令全日制教師嚴重流失。

2.6 多元學習需要

2.6.1 現況及問題

有特殊教育需要的幼兒：輪候長、識別遲、支援少

- 本港現時有 12,200 名確診有發展障礙的 2 至 6 歲幼兒，就讀於一般的幼稚園，不過，教育局並沒有為幼稚園的融合教育提供任何支援。現時設於幼稚園暨幼兒中心的兼收弱能兒童計劃（簡稱「兼收」），由社會福利署提供，服務對象是：輕度弱智；輕度肢

體傷殘及沒有嚴重行動問題；輕度及中度聽覺或視覺受損的幼兒。兼收計劃的名額由 07 年起一直維持 1,860 個，但輪候人數每年均有餘千人，平均輪候時間由 07 年 8.3 個月延長至 2013 年的 14.1 個月³²（表十）。換言之，兒童即使確診，仍然要輪候超過一年才能入讀兼收計劃的幼稚園，獲得支援服務。

表十：兼收弱能兒童計劃的輪候時間、輪候人數及服務名額

年度	平均輪候時間（月）	輪候人數	服務名額
2007/08	8.3	1,041	1,860
2008/09	8.6	911	1,860
2009/10	8.7	1,156	1,860
2010/11	10	1,434	1,860
2011/12	12.2	1,536	1,860
2012/13	12.7	1,779	1,860
2013/14	14.1	1,529	1,860
2014/15	（未有數據）	1,484	1,860

資料來源：2012-13 年度立法會財政預算案答問

- 根據香港保護兒童會及香港教育學院 2014 年一項全港性大型調查發現，幼師懷疑其學生有發展障礙的比率達 7.4%，初步推算有 12,568 名幼稚園學生懷疑有發展障礙。若連同正在輪候及使用復康服務的特殊學習需要幼兒，全港於一般幼稚園就讀的幼兒接近 25,000 人（即七分一）有發展困難³³，換言之，平均每班有一至兩名特殊需要的兒童，情況非常嚴峻。幼稚園收錄有特殊學習需要的幼兒愈來愈多，但教育局沒有提供支援，幼師缺乏特教專業培訓及相關專科人士的協助，識別及介入感到困難，也不容易說服家長，面對自己子女在發展及成長上出現問題。再加上不理想的師生比例，若有懷疑個案，幼師更加疲於奔命，在課堂管理上也感困難，甚至影響課堂運作。
- 對支援有特殊學習需要兒童的，「及早識別、及早介入」是國際的共同原則。³⁴可是，因為缺乏專科團隊支援，在幼稚園潛藏的個案往往延誤了及早識別及介入的時機，大量幼兒白白錯過了 6 歲以前的復康黃金期³³。根據教育局資料，入讀小一及小二主流學校的特殊教育需要學童中，逾 93% 有特殊學習困難、言語障礙及注意力不足 / 過度活躍的學童，要在小一普及篩選後始被識別。

非華語學童：欠缺支援，錯過學習中文的黃金期

- 現時本港非華語幼稚園學童接近 1.2 萬人，佔全港幼稚園學童的 6.8%（表十一），而其中約有七千人入讀本地幼稚園。他們當中不少來自弱勢家庭，可調配的資源和建立的網絡都非常匱乏，本需得到更多的關顧，但教育局並沒有為幼兒提供中文學習支援。這些兒童若錯過了零至六歲學習和發展的黃金期，日後在升學和社交適應只會難上加難。因此，在幼小階段提升非華語兒童的中文能力，對他們融入社會和日後升學發展都非常重要，更可增加他們在社會的上流機會，有助紓緩跨代貧窮的問題。

- 樂施會於 2014 年的調查，接觸了 44 間本地幼稚園，發現逾半沒有為南亞裔學生提供任何中文學習支援；而幼兒的南亞裔父母，則近三成不懂說中文，難以在學習上協助子女³⁵。融樂會於今年的調查也發現，受訪的 239 間幼稚園當中，逾六成沒有為少數族裔學童提供額外中文學習支援；此外更發現，大部分少數族裔幼兒，有高度集中於某些幼稚園的情況，部分學校少數族裔學生的比例高達九成或以上，恐會出現「種族隔離」現象。而不諳中文的家長與幼稚園的溝通亦出現困難，因有逾六成受訪幼稚園只提供中文通告，當中近八成表明不會提供翻譯³⁶。兩項研究均反映，非華語兒童及其家長，在幼稚園階段得到的支援都是嚴重不足的。

表十一：華裔 / 非華語學童在幼兒教育的情況

2012/13 至 2014/15 學年非華語學生數目			
	2012/13	2013/14	2014/15
非華語學生人數	12,324	12,029	11,933
佔整體學生的百分比	7.5%	7.1%	6.8%

資料來源：《審核 2015-16 年度開支預算》答覆編號 EDB424。

2.6.2 報告摘要

- 向取錄了一群(如 8 名或以上)非華語學童的幼稚園提供額外 資源 (金額與一名幼稚園教師的薪酬相若)，讓學校加強支援這些學童。(8.2.11 段)
- 政府將在獎券基金資助的計劃下試行新康復服務模式，營辦津助學前康復服務的機構會為就讀幼稚園或幼稚園暨幼兒中心的兒童提供到校康復服務。委員會知悉，政府在推出上述計劃前，已徵詢相關持份者的意見。(8.3.13 段)
- 應基於計劃的成果，研究將兼收計劃擴展至幼稚園是否可取和可行。(8.3.13 段)
- 為幼稚園教師提供更有系統的在職培訓課程。在初期，每所幼稚園應有最少一名教師接受有關培訓。(8.3.13 段)

2.6.3 對報告建議的重點評論

有特殊教育需要的幼兒

(1) 沒有整全政策 只有零星措施

本港作為先進地區，但在幼稚園推動融合教育卻極其落後，導致數以萬計有發展障礙的幼稚園學童得不到及早介入和支援。藉著幼兒教育納入資助，社會期望有特殊需要的幼兒，也可平等享有優質免費教育。可是，報告仍然沒提出整全的融合教育政策，有的只是零星的措施，投入資源仍然是少之又少，提及的外購專業到校服務，也不過是獎券基金試行的先導計劃，不涉經常性開支，絕大部分面對困難的幼稚園仍得不到具體支援。

(2) 業界最渴求專責老師 報告只提「研究可行性」

對於識別及支援有發展障礙的幼兒，有調查顯示最多幼稚園認為「增聘具特教經驗的老師」(35.5%)乃最急需的措施³³。事實上，幼教界一直渴求駐校專責老師，因此建議將在幼稚園暨幼兒中心兼收計劃(即每六名有特殊需要兒童可獲一名專責支援老師)，擴大至全港幼稚園，而這計劃已實行多年並行之有效，深受業界認同，但報告卻只建議「研究是否可取和可行」，表現欠缺承擔令人失望。

非華語學童

(3) 逾六成收取非華語兒童的幼稚園或得不到支援

根據調查顯示，非華語學童高度集中某些幼稚園，按委員會建議，這些幼稚園將可獲得資助，但另有343間幼稚園只收1至9人(表十二)，若只收8名學童或以上才能獲得資助，這數百間只收少量非華語生的學校可能大部分得不到支援，最多佔該類幼稚園的六成。若這些學校放棄錄取非華語生，有可能令這些學童更加集中於某些學校，更難融入社會。而且，非華語學童的支援方式，只以一名教師薪金作估量，方法單一，也欠全面專業支援。

表十二：按學生人數分組列出有非華語學生就讀的幼稚園數量

非華語學生人數	2010/11	2011/12	2012/13	2013/14	2014/15
1至9人	348	360	357	374	343
10至29人	87	80	100	97	109
30至49人	35	36	28	27	36
50人或以上	68	68	74	74	69
合計幼稚園數目	538	544	559	572	557

資料來源：《審核2015-16年度開支預算》答覆編號EDB053。

2.6.4 核心訴求

有特殊教育需要的幼兒：制訂整全的融合政策 提供駐校專責老師

- 制訂幼稚園融合教育政策，協調各部門的支援服務，例如加強衛生署及社會福利署的評估及復康服務，在幼稚園推行普及篩選，支援幼稚園識別有特殊需要學生，並安排跨專業的支援團隊定期到訪學校，協助教師為幼兒提供適時適切的輔助，若情況嚴重，應盡早作出合適的轉介。
- 除了跨專業的到校服務，更需盡快將兼收計劃擴大至幼稚園，提供駐校專責老師，以密切地跟進幼兒的學習與輔導，包括為有需要的幼兒安排調適課程、選取適切教學策略等。

- 報告建議初期每校最少一名教師接受在職培訓，當局應提供配套支援，除了提供職前及在職培訓課程，在人力規劃上也要作出實際支援。建議的整體師生比例，應顧及需要增加教學人員，讓幼稚園有空間安排教師參加培訓，或提供資源聘請代課老師，而老師受訓後也要有空間發揮功能，回應不同幼兒的多元學習需要。

非華語學童：提供更多元的支援模式

- 對收取較少數非華語學生的幼稚園，也應設法提供支援；並應採取更多元的方法，加強幼兒學習中文的能力，例如建議在幼稚園試行中文加強學習班、為少數族裔幼兒設計教材、提供翻譯服務、加強少數族裔學童家長的教育及社工輔導等，全方位協助這些幼兒打破語言障礙、融入社會，令少數族裔幼兒也有均等機會享有優質免費教育。

2.7 校舍及租金

2.7.1 現況及問題分析

公共用地校舍不足 學校租金差異大

- 政府從沒有就幼稚園的校舍或學額供求，作出具體規劃，目前幼稚園沒有足夠的公共屋邨或社區公共用地校舍，因此，約半數幼稚園校舍須設在私人物業或租賃商業樓宇，部分要承受私人物業的高昂租金，以致租金金額差異很大，成為當前制訂免費幼兒教育政策的一大難題。對此，幼稚園校舍租金顧問研究結果證實，「在同一區域或不同地區的幼稚園租金有顯著差異，而在不同地區的屋邨及非屋邨的幼稚園租金亦有很大差異」³⁷。
- 政府現時設有租金發還計劃，為合資格的本地非牟利幼稚園提供租金資助(表十一)，以2013年為例，在公共屋邨或政府擁有的校舍平均獲得的租金資助是31,250元，但在其他租用物業的平均資助可達99,270元，是前者的三倍³⁸。更極端是同一區內，一所幼稚園獲發還的租金為3,100元，但另一所獲發還的租金達141,500元。³⁹

表十一：獲幼稚園校舍租金發還的比例

租金資助類別		百分比	備註
獲租金發還		52%	90%設於公共屋邨或政府擁有的校舍 10%在其他租用物業營辦
不獲租金發還	零租金/ 象徵式租金	26%	設於所屬辦學團體或幼稚園本身擁有的處所
	市值租金	22%	設於商業樓宇

資料來源：立法會資料文件

被迫捱貴租 不少學校倒閉或退出學券計劃

- 幼稚園租金發還計劃規定，校舍使用率低於 50%可獲發還 50%的租金，高於 50%可獲發還全數金額。而審批准則當中，包括「地區對幼稚園學額有確切需求」。於 2007 至 2013 年 1 月間，教育局共否決了 27 宗申請，原因是「各區學額均沒有短缺」⁷。而與此同時，由於學券計劃設定學費上限首五年不變（半日制每年 \$24,000、全日制每年 \$48,000），直至 2012 學年才按綜合指數調整，在此之前，不少幼稚園學費已接近或達到上限，特別是未能獲得租金資助的幼稚園，營運壓力大增，2010 年有 280 間（37%）學校錄得淨虧損，當中有部分被迫結業、也有選擇退出學券計劃，參與學券計劃的學校比率顯著下降，相信與此有密切關係，而由 2007 年至 2012 年間，參與學券的幼稚園由 845 間減至 735 間，減幅達 13%⁷。

2.7.2 報告摘要

- 政府可與相關各局或部門研究有關措施，以增加在公共屋邨中由政府擁有的幼稚園校舍，包括在有新需求的新市鎮預留足夠土地作幼稚園校舍用途，以及提供土地以供重置現時位於舊區而校舍和設施須作重大改善的幼稚園。探討在私人屋邨作類似安排的可行性。(6.1.10 段)
- 作為長遠策略，政府可考慮是否需要研究為鼓勵辦學團體／營辦者購置校舍提供誘因的可行性。(6.1.10 段)
- 可探討現有小學或新建小學與幼稚園共用校舍的可能性。(6.1.11 段)
- 如有超出由政府提供的租金資助的部份租金費用亦應由家長承擔。(7.1.10 段)
- 檢視現行的租金發還計劃，幼稚園的租金資助額應取決於使用率。可考慮按照使用率增設更多租金資助層級，防止使用公帑資助過剩的學位。(7.3.29 段)
- 每所合資格幼稚園獲發的資助額應設有上限。位於公共屋邨的相若幼稚園的租金可作為釐定資助額上限的參考。(7.3.29 段)

2.7.3 對報告建議的重點評論

(1) 鼓勵自購校舍 營辦者難以負擔

報告建議作為長遠策略，可鼓勵辦學團體／營辦者自購校舍辦學。但不少辦學團體已回應指出，租金雖然昂貴，但物業價格更加高昂，購買校舍支出過於龐大，實在難以負擔，建議的可行性不高。

(2) 不作規劃造成惡果 家長承擔租金差額

導致幼稚園沒有足夠的公共屋邨或社區公共用地校舍，是政府過去讓幼教自生自滅、不作承擔的惡果，以致非牟利幼稚園要在商業處所設校，承受大幅加租的壓力。但為

免資助業主不斷加租，以致日後推行 15 年免費教育，幼稚園獲租金資助，但家長仍要付費承擔租金差額，情況極不理想，因此只能視為過渡期措施，當局必須盡快作校舍規劃。

2.7.4 核心訴求

立即展開校舍用地的規劃 政府提供辦學場地

- 為確保公帑用得其所，本人同意租金資助設立上限，但當局必須立即展開校舍及學額規劃，包括跨部門策劃在公共屋邨中增加政府擁有的幼稚園校舍，例如檢視改建空置小學校舍的可能性。在發展新市鎮項目時，應預留土地承建校舍，並研究在批出土地興建私人屋苑或商業樓宇時，預留政府擁有業權的校舍用地。長遠而言，政府應提供辦學場地，包括因應不同類型幼稚園的特色，計劃興建優質校舍，供非牟利辦學團體申辦或調遷，避免市場租值影響幼稚園營運，讓所有合資格幼兒均可享真正的免費幼兒教育。
- 檢視全港校舍，以符合職業安全，及提供理想的學習環境為標準，並為未能達標的學校提供資源和時間進行維修工程。如學校環境非一般工程能達標，政府應協助這些學校作遷校安排或優先分配校舍。

2.8 學校管治與質素保證

2.8.1 現況及問題分析

學校管理：校董會組成無嚴格規限

- 在學校管理方面，按《教育條例》規定，幼稚園須由校董會管理。但現時政府並無嚴格規定幼稚園校董會的組成，因此校董人數差距甚大。根據委員會報告，有部分本地非牟利幼稚園只有一名校董，但另一些卻有超過十名校董²。

質素保證：自評外評要求嚴謹導致過大工作量

- 在現行政策下，所有學券計劃的幼稚園均要接受質素保證機制的監督，包括進行自我評估，而教育局則會作質素評核，核實自我評估的結果。自我評估分為兩部分：「學校報告」須就 12 個範疇回顧學生過去一年的發展情況；「學校計劃」則詳列來年學校的發展策略。這模式與中小學質素評核類同。對此，教統會 2010 年報告指出：有許多幼稚園認為質素保證機制對幼稚園和教師帶來沉重的壓力，特別是幼稚園是否符合資格參加學券計劃，取決於質素評核結果。他們認為教育局應有更多質素評核的支援¹⁴。

- 對幼稚園的質素保證，2013 年審計署報告同樣提到工作量的問題。審計署指出，質素評核有助提升幼稚園教育質素，教育局也建議幼稚園勿作過度準備工作或過多的文件紀錄。可是，一些幼稚園擬備的學校報告及學校計劃，合共仍長達 25 至 30 頁不等，是以校長及教師均認為，學券計劃加重了他們的行政工作。這狀況在中小學同樣出現，而針對這情況，當局於 2008 年將質素評核的表現指標由 29 項減至 23 項。然而，幼稚園的表現指標卻多達 32 項，是以審計署調查了 30 所參與學券計劃的幼稚園，近三分之二認為指標過多及混淆，建議當局參考中小學的經驗，將表現指標加以整合⁷。
- 此外，根據教育局第 15/2012 號通告，學券計劃下的幼稚園應以不同途徑，例如將文件上載學校網站和幼稚園概覽，向家長公布自我評核的結果。由於公布結果容易異化成為學校之間的惡性比較，為學校帶來不必要的重大壓力，當局在中小學已取消上述規定。因此，幼教界一直質疑當局為何在幼稚園保留有關規定，要求比中小學更嚴格。

財政規管：部分幼稚園被評雜費過高

- 在財政規管方面，教育局有四項主要措施：審評學券計劃幼稚園的學費及午膳費；實地抽查幼稚園，以確保採取足夠會計及內部監控措施；每年查閱經審核的周年帳目；突擊檢查學生人數。審計署於 2010 年就有關措施作出審查，由於部分學券計劃的幼稚園，收取高達學費收入 24%至 44%的雜費，因此，當局曾就規管雜費等進一步提出措施，例如須在周年帳目中列明每項買賣業務的收支及利潤等。

2.8.2 報告摘要

- 在教育用品或商業活動收取額外費用(或所謂雜費)方面，委員會認為教育局應加強其監察角色，確保幼稚園遵守相關的指引和規則。為此，教育局應就商業活動釐定更清晰的指引。此外，教育局應研究如何進一步加強監察和規管幼稚園利潤的用途。(9.1.10 段)
- 在中期或長期，校董會成員應包括幼稚園不同持份者。校董會宜設有五名或以上的校董，包括學校管理層、辦學團體、教師和家長的代表，及獨立或專業人士。(9.2.5 段)
- 繼續把質素評核報告上網供公眾閱覽，是較為合適的做法。(9.3.11 段)
- 在質素評核隊伍內加入外界獨立人士擔任外間觀察人員，教育局應採取必要的措施避免外間觀察人員與幼稚園之間在質素評核過程中出現利益衝突。(9.3.12 段)

2.8.3 對報告建議的重點評論

參照中小學規管模式 幼稚園工作量成問題

- 委員會不建議引入中、小學的資助模式，卻建議將中、小學規模的監管機制引入幼稚園，例如指定校董會的組成應有五名或以上的校董，包括獨立或專業人士等，這對於小規模的幼稚園來說，一般少至只有一名行政人手，要應付所要求困難甚大，再加上原有的質素保證機制，教師行政工作量恐怕會百上加斤。
- 對於將質素評核報告上網的要求，一直為幼教界質疑和批評，為何不能與中小學看齊，但現在報告仍然維持原有做法，無視這措施並無助學校達致自我提升的目標，反而因措施異化而為幼稚園帶來不必要的壓力。

監管濫收雜費 同時確保資助充足

- 同意加強監管幼稚園利潤的用途，但也必須留意幼稚園虧損的情況，2010 學年有 280 間（37%）錄得淨虧損額達 100 萬元至 200 萬元不等，由於現行學券制制訂學費有限制，有幼稚園便要收取高昂的雜費。政府帳目委員會對此曾指出，學券計劃下的幼稚園既然為非牟利，它們到底能否在校舍租金高昂的情況下在一個全私營市場中營運²⁴。可見，租金高昂而資助不足，是幼稚園收取高昂雜費的其中一個重要原因。

2.8.4 核心訴求

制訂適度的監管措施 關注幼稚園工作量和壓力

- 評估學校管治及質素評核的規定，為學校增添的工作量，特別是小型的幼稚園，應為學校配備足夠的行政人手，避免教師行政工作量不斷推高，無法集中教學工作。
- 應參照中小學的經驗，簡化自評和外評的要求，包括整合表現指標、取消評核報告上網的要求，避免學校花費太多心力處理評核工作，甚至本末倒置。
- 同意加強監察幼稚園避免濫收雜費，但由於幼稚園未來不能收取學費，當局須確保為幼稚園提供足夠的營運資源，避免學校要以雜費補足學校營運開支。

3. 總 評

本人絕對支持政府增加資源投入，落實免費而高質素的幼兒教育。但總體而言，委員會報告的建議，特別是資助模式、全日及長全日制的資助水平、幼師薪酬機制及專業發展，以至對特殊需要兒童的支援，均未達到「兒童為本、教育均等、優質教育」的目標，與幼教界和家長對優質幼兒教育的合理期望，落差巨大，致使幼教界和家長須不斷透過集體行動表達訴求和不滿。綜觀委員會的研究，我們認為有不少值得檢討的地方：

- **欠透明度**：委員會由組成到運作，透明度都極不理想。政府委任的二十位成員，只有一名幼稚園教師，即使連同辦學團體，幼教代表也只佔約三分之一，業界質疑其關注和意見能否得到重視。更關鍵的是，委員會連同五個專責小組成員，均須簽訂保密協議，令小組之間不能溝通，令本應環環相扣的幼兒教育政策，討論完全割裂，公眾更無從知悉進度和討論方向。正因如此，爭取十五年免費教育大聯盟才要在去年 4 月收集 2.5 萬個幼師和家長簽名，要求立法會召開小組委員會另行研究和討論。
- **欠具體政策**：社會對落實免費幼教並無爭議，委員會要以兩年時間研究，社會當然期望報告能提出具體政策。但報告在多個重要範疇上並無具體建議，業界關心的課題也沒有周詳考慮。例如：教師學位化問題，研究兩年後竟然是交回教育局日後檢討；設立副校長職級是以半日制 300 名學生為基礎，委員會甚至沒有考慮全日及長全日制的處理。
- **欠本地研究**：報告在評論全日制服務時，只引用外國經驗和研究，表明全日制「令兒童出現疲態及分離焦慮」、「全日制潛在好處會隨時間淡化，並會在小三完結時消失」等，以頗大的篇幅說明全日制不一定比半日制更有利於兒童發展；於立法會專責小組本年 6 月 9 日的會議上，委員會也是引用英國和芝加哥等外國研究，解釋為何以半日制為資助基礎，卻沒有針對本港人口結構和雙職家庭的特色和需要作研究，尤其外國在居住條件及工時等方面都與本港分別很大，單一套用外國經驗難反映實況。其實即使外國研究，也有不少指出全日制服務的重要性，只是委員會選擇性地引述否定全日制的個別研究。
- **欠合理交代**：委員會委託顧問公司進行的調查，並沒有向公眾披露整份報告內容，只提供簡短的摘要。其中對業界影響深遠的薪酬架構，在三頁紙的相關內容裡，顧問公司只重申教育局的預設立場，即是若採用資助學校的薪級表模式，便要受制於一籃子措施，包括開班數目等。顧問公司基本上也沒有交代在薪級表制度上，進行過深入的政策研究。特別是學券制推行之前的幼稚園，以至現時幼兒中心的幼師，都沿用薪級表制度，此行之有效而又不受資助學校班級數目等限制的方法，顧問公司沒有就薪級表的各種可行方式進行研究，便予以否定；委員會報告更表示，靈活釐訂薪酬會更適合幼稚園的情況，完全無視幼教界高度共識的薪級表制度，令人遺憾，局方也欠業界一個合理交代。

幼師一人一信意見輯錄

教協會於本年 5 至 6 月期間發起一人一信，邀請幼稚園教師參加，共收到 1966 人交回信件，要求教育局按三大原則落實 15 年免費教育：

- 一、支援全日制：確保半日、全日及長全日制幼稚園獲充足資源，幼兒可同享免費及優質的幼兒教育。
- 二、合理薪酬：提供具吸引力的薪酬水平保留人才。設立強制性的薪級表，保障學歷與年資。反對任何可導致壓抑薪酬或辭退資深教師的機制，例如以薪酬中位數計算資助額的整筆過撥款。
- 三、專業發展：確立幼教專業階梯，提供專款鼓勵幼師進修，並訂立邁向學位化的時間表。

在交回的信件當中，有 226 位幼師提出補充意見，主要關於支援全日制幼稚園、幼師薪酬及專業發展。摘錄如下：

合理薪酬機制 (頻數：97):

- 爭取幼師有強制性薪級表，保障幼師薪酬。幼師工作性質及工作量大，與小學教師相差無幾，近十年幼師師資要求不斷上升，老師工作後夜讀進修，花大量心力、金錢讀取課程，政府應有福利，薪酬上予以支持及肯定！
- 幼兒階段是非常重要的，盼望政府提供足夠的資源支援幼稚園，設立強制性的薪級表，讓幼教工作者得到合理的薪酬，盼望落實 15 年免費教育。
- 三歲定八十，可見幼兒教育的基礎性和重要性，對每位幼兒的影響深遠，對中小學、大學教育及社會的影響亦不容忽視，推行十五年免費教育，重視幼兒教育，提高幼教工作者的薪酬，是香港教育向前邁進的體現！
- 老師在幼兒成長階段佔很重要的角色，負責教導及培育他們的品德。老師另外亦花很多心思和創意，以最好的教學方法，培養他們的知識、體能、藝術、操行等各方面。因此，合理薪酬是不可或缺的理由鼓勵幼師繼續為教育界付出的原因！也不能忽視全日制幼稚園老師的付出和努力！
- 幼師的工作是十分瑣碎的，不單只在課堂上，每個幼兒的家庭教育、家長的身教、情緒亦會影響其子女發展，所以往往幼師亦要處理很多課外的工作，與家長聯絡。希望幼兒健康愉快地成長，而要處理恰當這些事情也需要一定的經驗，故資深教師如能留任，把經驗與新入職的教師分享，整個幼教才能薪火相傳。要吸引資歷較深的教師，其實薪酬也是一個重要的因素。

- 作為幼師，堅守有教無類的信念，堅持於工餘時間進修，為的是提供優質的幼兒教育，希望政策能尊重幼兒工作，制定合理薪酬架構及基本尊重。
- 幼師專業不容漠視，幼師一直以來為著幼兒，為著家長積極努力，默默耕耘，願意犧牲自己生活、家庭時間，努力進修，但政府一直是漠視我們的付出，古語云：三歲定八十，若仍停留幼兒不是必須的階段，實在為落後思想之舉！聆聽幼師的聲音、尊重幼師的專業、訂立認可薪酬、維護學前教育！
- 年資高的同工未能得到保障，反而因資深人士人工較高而遭辭退，轉校後年資又要重新計算，十分不公平。培訓上，沒有資助，從業前景十分令人擔心，希望能改善機制，吸引更多人才入行，服務人群。
- 懇請政府為孩子教育作出重要一步，能夠聽到我們業界的需要，確保學校有足夠資源營運學校，並給予教職員合理的薪酬，讓我們業界可以持續優化學前教育！

支援全日制幼稚園 (頻數：19):

- 全日制幼稚園的支援不及半日的幼稚園，但全日班可使家長在外工作，請給全日制學校有充足資源，以及提供合理薪級表，讓教師能有所保障。
- 希望局長能理解幼教實況，時代不同了，幼兒教育質素也提升了不少，長全日服務十分重要，除了學術之外，其實在學校還會：自理、社交等，希望局長明白長全日的重要。雖然每年入讀及畢業的人數很多，但因為待遇不理想而放棄入行或不停轉工，會影響幼教服務，希局長正視問題，明白幼師與中小學老師一樣，也是專業的、要被肯定的。
- 本人對教育局的 15 年免費教育建議深感失望。香港的家庭較多為雙職之家長，但反而沒有如實的資助全日制學校。只不停的說要提升師資，但完全沒有資助。
- 政府應實際回應現今社會需要，令全日制幼兒均能獲得全面資助，於計算撥款時，應同時計算一名全日制幼兒相等於兩名半日制學生的資助額，方為合理。好讓學校繼續按市場需求開辦全日制學額，以協助有需要之家庭。

教師專業發展 (頻數：18):

- 15 年免費教育必須進行，使幼師能有更多資源協助幼兒以及學校發展。另外，特殊學習需要的幼兒更加需要資源，專業培訓（老師）都需要政府（教育局）關注！
- 我們都是一群熱愛幼兒，讓他們快樂成長的教育工作者，期望政府能體諒及明白我們的需要，進修是不斷學習，以提升我們的教學專業，但亦期望薪酬在公平下有所保障，生活上的實際是不容忽視。
- 十五年免費教育很重要，幼師的辛勞需要肯定，合理薪酬是必需的，教育幼兒是學問，需要有資源鼓勵進修，訂立學位化，得益便是幼兒。
- 請政府重視幼兒教育的重要性，包括幼師的地位，確立完善架構及制度。

其他 (頻數 : 92) :

- 在社會，世界各地都重視幼兒教育，如果香港想在一個新的時代，得到一個世界性的確實地位，推動 15 年免費教育是必需的。
- 幼師是孩子最早接觸的老師，在幼兒發展最重要的階段中擔當重要的角色，是最前線的工作者，應給予認同、尊重。
- 希望讓幼兒得到免費教育，讓低收入家庭的孩子亦能享有優質教育。
- 希望政府認真、盡快落實十五年免費教育，不要一拖再拖，作為幼兒教育工作者，多年來未有合理的保障。同時希望政府重視兒童，關注他們不同的發展階段。
- 希望當局對學前教育有更好的規劃，令學前兒童及幼教老師得到公平的待遇！
- 孩子是社會未來的棟樑，社會寶貴的資源，十五年免費教育是孩子打好基礎的關鍵！請尊重學前教育，珍惜和尊重老師！
- 除了以上三大原則需要落實推行外，還應為有照顧特殊需要的學童提供支援。幼師的工時、醫療也建議訂立措施保障，以提升幼師的質素。
- 社會上最常聽到”兒童是社會未來的棟樑”，而這班棟樑確實有賴我們一班學前教育工作者來興建。但若然我們沒有完善的架構及保障，那怎樣能全心全意地興建出優秀的棟樑。現在政府提出的建議，確是有很多很多未完善及含糊不清的細節。因此，請政府不要再欺負我們這班看似渺小，但確實為社會有莫大影響的一班學前教育工作者。

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工黨立法會議員 – 何秀蘭、李卓人、張國柱、張超雄

致「研究落實免費幼稚園教育小組委員會」

聯合意見書

前言

立法會研究落實免費幼稚園教育小組自去年成立以來，舉行多次會議，並邀得政府官員、免費幼稚園教育委員會、教育界人員、家長及不同的幼兒教育關注團體出席、回應及分享不同意見供立法會參考。然而，就某些政策範圍，公眾和教育界人士與免費幼稚園教育委員會及教育局的立場和理解有所不同。工黨四位立法會議員（何秀蘭、李卓人、張國柱、張超雄）一直呼籲政府承擔發展幼兒教育的責任，令每個小孩都有機會自幼開始接受優良教育。就此，我們向小組委員會提交聯合意見書，就下列數個我們希望強調的項目重申立場，並予以政府及公眾人士備存。

一、 全數資助全日制 採用中小學資助模式 盡可能原區就讀

全數資助全日制

免費幼稚園教育委員會認為，初期應全數資助半日制幼稚園服務作為基本資助，而又指兒童能否得益是視乎幼稚園課程的質素而非時數，因此拒絕向全日制／長全日制幼稚園服務提供全數資助。我們完全不同意幼稚園委員會的建議，並對政府拒絕考慮向全日制／長全日制幼稚園服務提供全數資助感到失望，反映政府對落實免費幼兒教育承擔不足。

我們認為，從家長角度來說，提供全數資助的半日制、全日制，以及長全日制的幼稚園服務才能提供平等機會予所有家長選擇所需要的幼兒教育服務，而家長亦可因應兒童性格、能力等不同傾向選讀半日制、全日制、又或長全日制的幼稚園服務。

另一方面，從經濟發展及人口政策來看，政府一直強調香港將面對勞動力人口下降，釋放本地勞動潛力的人口刻不容緩，提供全數資助及增加全日制幼稚園學額對協助雙職家庭（特別是有「社會需要」的基層家庭）、鼓勵生育、增加勞動人口有積極及正面的幫助。

從性別平等的觀點來看，婦女作為傳統社會定義下的主要家庭工作者，長期被政府忽視而欠缺足夠的照顧兒童支援政策，全數資助的全日制幼兒教育、托兒和課餘托管服務，才能令婦女作出自主的選擇，真正與男性在職場上平等競爭。

而對幼兒教育界而言，由於在學券計劃下，全日制／長全日制幼稚園的學券資助額與半日制幼稚園相同，以致前者因支援不足及員工流失率高而遇到極大的營運困難。

政府不全數資助全日制／長全日制幼兒教育，令有龐大服務需要的全日制／長全日制服務在較高成本下日後營運更困難、人員流失更大。這些都對挽留資深幼兒教師產生困難，亦影響免費幼兒教育服務的質素。

因此，我們要求政府應向全日制／長全日制幼稚園服務提供全數資助。鑑於現時雙職家庭而住戶入息低於住戶入息中位數的家庭，對全日制／長全日制幼稚園服務需求甚大，政府應根據人口面貌等資料，長遠推算全日制／長全日制幼稚園學額的需求，並按此規劃和分配所需的資源以增加全日制／長全日制的學額。

採用中小學資助模式

免費幼稚園教育委員會的報告提出以整筆過撥款方式資助（員工薪酬及學校其他運作開支）。然而，福利界實施的整筆撥款已帶來惡果，例如：機構為增加累積儲備而不惜裁員減薪、員工薪酬與公務員的薪酬架構及薪級表脫鉤、員工每年的通脹薪酬調整及按工作表現獲增薪的幅度不受保障、年資不被認可、出現專業斷層、以短期合約聘用員工及工作量過重等現象。教育和社福一樣，都是以人為本的行業，以服務「人」為工作本位，是需要大量人力密集的行業，人力資源的管理改變，會最直接打擊服務質素、衝擊服務使用者的利益。如採取整筆撥款模式提供免費幼稚園教育，開支封頂及不設人手編制的情況便會延伸至教育界，政府就是在明知社福界出現種種問題而毫無對策的情況下，再次為香港帶來二次傷害。

因此，我們是堅決反對整筆撥款制度，為維持及提高幼兒教育的服務質素及穩定性，要求政府參照中小學的資助模式，如以學生作單位成本來計算經常性津貼、因應學校需要提供各項非經常性津貼，以及按薪級表進行實報實銷的經常性津貼，來開展全面的免費幼兒教育。

盡可能原區就讀

現時教育局表示由於幼稚園以私營辦學，跟小學及中學不同，故此當局不能強制幼稚園採取就近入學原則。然而，以優質教育著名的北歐國家都不鼓勵家長送幼兒到幼稚園，但香港多雙職父母，加上入讀小一的競爭劇烈，香港家長均早為子女籌謀，3歲便開始學校生活。但幼兒體力所限，根本不適宜每日長途跋涉，故此原區入學是家長選擇學校的首要考慮。對基層家庭來說，跨區就讀對學童及照顧者來說並不理想，不單帶來經濟負擔，於時間及交通安全上亦會有一定影響。因此，我們希望政府長遠能有相關政策，定期收集各區人口變化，盡早計劃各區所需學額，盡可能安排足夠學額予當區學童於原區就讀幼稚園。

二、 制訂人手編制

如前述所言，教育是以人為本的行業，制訂人手編制及薪酬架構對服務提供的影響深遠。可惜，免費幼稚園教育委員會主席鄭慕智曾表示強制推行薪級表會削弱管理層安排薪酬的彈性。我們完全不同意這一看法，所謂提供安排薪酬的彈性，就即是容許

出現現時社福界的同工不同酬、大部分職位的最高薪酬被迫設定在非政府機構一般職位的薪級表的中點薪金以下、甚至部分員工的薪酬低於該薪級表起薪點的惡劣情況。即使幼稚園委員會曾建議政府考慮設立安全網，讓個別幼稚園提出額外撥款申請，以應付資深教師的薪酬開支。但最終而言，這些「彈性」安排就是讓單位對薪酬安排完全不需跟從任何規定或受到當局規管，結果對人手帶來不良後果，特別是導致富經驗及資深員工被辭退。

我們認為政府必須制訂妥善的強制性幼稚園教師薪級表，即按幼稚園教師的年資和學歷計算薪酬，從而認可幼稚園教師的年資或經驗；以及就不同學生人數的學校制訂不同的人手編制。如政府日後在計算師生比例時，應參考幼稚園的每日服務時間，即全日制及長全日制幼稚園的教師人數，應分別為半日制幼稚園的 2 倍及 3 倍。否則，許多幼稚園將選擇提供或轉為提供半日服務，以致家長及學童皆無機會接受全日制／長全日制幼稚園服務。就合資格的長全日制幼稚園而言，考慮到他們的額外服務時數，除了全日制資助外，還有需要提供額外資源，讓他們因應學校規模聘請 1 至 3 名人員。

三、 照顧 SEN 及非華語學生需要、改善學前檢測服務

根據香港保護兒童會和香港教育學院特殊學習需要與融合教育中心去年 11 月進行了一項研究，估計全港約有 14.6% 學前兒童有特殊教育需要。然而，這些兒童只有大概一半 (12000 至 13000 人) 曾接受相關政府部門／機構的評估，反映幼稚園學童的支援政策不足，出現延遲識別及延後介入，令有特殊教育需要的幼兒錯過 6 歲以前的黃金康復期。

現時，及早識別和評估有特殊教育需要的學前兒童的責任由教育局、衛生署、醫院管理局及社會福利署分擔，而康復服務及幼稚園暨幼兒中心兼收弱能兒童計劃的名額，不足以應付被評定為有特殊需要的學生的需求。我們關注現時就輪候評估及康復服務的時間過長、懷疑個案亦全無支援，雖然政府透過獎卷基金推出到校學前康復服務試驗計劃，可令部份處於幼稚園的特殊教育需要學生得到支援，但相關計劃的銜蓋層面仍未能令所有學生受惠，我們認為應盡快納入常規資助及增加服務範圍；而除了有特殊需要的學生的需求外，非華語學童所得到的支援服務亦不足夠。現時，非華語學童報讀本港的幼稚園時亦遇到不少困難，如幼稚園未必有足夠的資源向非華語學生的家長提供雙語通告，或聘請少數族裔教學助理在課堂上協助非華語學生。

我們認為政府應研究如何協助就讀於幼稚園的非華語學生和有特殊教育需要學生的需要，如提供更多資源及培訓使幼稚園教師具備照顧有特殊需要兒童的能力 (如資助教師進修融合教育)、加強幼稚園及早識別及支援的服務，並向幼兒教育界提供額外津貼，如短期成立跨專業專科團隊提供到校支援、設立調適課程、聘用學校社工、購置所需教具或器材，加強照顧上述兒童並協助盡早解決兒童及其家庭問題。政府應立即將融合教育政策擴展至幼稚園教育，確認財政及人力資源投放的需要，及為幼師進行

全面的培訓，從而妥善推行融合教育的 5 個基本原則(即及早識別、及早支援、全校參與、家校合作及跨界別協作)。

四、 妥善處理租金問題

另一項就落實免費幼兒園教育的重要相關事項便是幼稚園的租金問題。去年天水圍的德怡中英文幼稚園因租金問題而不獲續租而被迫停辦，522 名學生因此受到影響；今年初粉嶺嘉寶中英文幼稚園又因租金問題陷入停辦危機，租金問題實令不少幼稚園如在刀口上度日，不少對教育有熱誠和承擔的教師和園長被迫因而失去優秀的教育環境。而如遇上同區幼稚園額滿的情況，更令不少家長為子女學位問題弄得焦頭爛額，徬徨無助。

我們認為政府盡快落實 15 年免費教育對幼稚園和中產及基層家庭來說當然有莫大幫助，但同時大財團實在應該顧及香港的下一代，負上社會責任，取之有道，不應盲目追求盈利趕絕幼稚園。至於長遠來說，作為政策制定和社會資源的分配者，政府實在責無旁貸，應該盡快就幼稚園用地作出規劃，增加用地供應，減低幼稚園依賴私人土地的比率；並重新推行租金管制，限制這些無止境、增加社會成本的貪婪行為。而中短期來說，我們建議政府在公共屋邨撥地予非牟利的幼稚園作永遠校舍；向幼稚園提供的租金資助水平亦應定期調整，甚至一併參考幼稚園的服務時間，例如每日服務時間分別為 6 小時及 9 小時的全日制及長全日制幼稚園所獲得的資助額，會否相當於每日服務時間約為 3 小時的半日制幼稚園的 2 或 3 倍。妥善處理好租金問題，才能令落實免費幼兒園教育的政策效果更高，為本港兒童創造更好的學習環境。

五、 減少收取雜費水平、加強支援低收入家庭、與家長保持緊密溝通

鑒於教育局表示日後將會加強規管幼稚園，我們擔心營運規模較小的幼稚園，未必有足夠的支援人員處理各項行政工作；而如個別幼稚園收取過高的雜費，即使將來家長安排子女入讀獲資助學費的幼稚園，家長仍需負擔一系列茶點費等雜費，還要購買校服，則可能有違免費幼稚園教育的目標。我們認為當局應探討方法，監管加費水平，調低或盡量減少幼稚園收取雜費；並加強收取雜費的透明度，如在學校網頁公布雜費清單。我們亦建議政府當局考慮向家庭收入低於某指定水平 (例如低於家庭入息中位數) 的低收入家庭兒童提供全數資助，以繳付學費及雜費。此外，現時不少學校提供網上列印表格，但卻不足以惠及基層家庭。由於貧困家庭未必有打印設施，我們認為幼稚園應繼續提供報名表供家長索取，並且不設上限。

此外，我們認為政府既有意在幼稚園設立校董會，家長的參與便不應限於參加家教會或學校活動，校董會須包括幼稚園不同持份者，如學校管理層、辦學團體、教育和家長代表，甚至讓獨立及專業人士提供意見。同樣重要的是，對於那些由於種種原因而無法參加家教會或學校活動的家長，幼稚園亦須建立渠道，與他們保持緊密溝通。

總結

工黨四位立法會議員 (何秀蘭、李卓人、張國柱、張超雄) 一直希望香港能盡快落實 15 年免費教育，希望政府能把社會資源集中至本港的兒童、家長、教師和學校身上，共同創造最大的社會效益，為有需要的家庭和幼兒提供適切協助。落實免費幼兒園教育後，政府亦應定期和家長和教育界共同作定期檢討和緊密交流，並鼓勵本地進行更多有關幼兒教育的基礎研究 (例如兒童的中文教與學) 。

工黨立法會議員

何秀蘭 李卓人 張國柱 張超雄

2015 年 12 月 10 日



自由黨就《研究落實免費幼稚園教育小組委員會》報告書的意見

2016年1月

1. 幼稚園教育是教育的基礎階段，也是很重要的階段，因此將學前教育納入政府的資助範疇，自由黨都非常支持。事實上，政府由 2007-2008 學年開始實施免入息審查的學券計劃，已經向十五年免費教育邁出了一大步，但自由黨認為有必要優化有關計劃，以致做到真正「錢跟人走」的資助模式，即是由家長掌握話事權。
2. 探討幼稚園教育的政策方向，應從宏觀角度分析，尤其必須配合香港人口政策及社會發展，讓社會更加明白幼稚園教育的重要性。根據人口政策督導委員會的預測，香港人口將急劇老化，勞動力亦會急速下降。工作人口萎縮意味著香港原已狹窄的稅基進一步收窄，這將阻礙香港社會及經濟發展。我們有必要給市民傳遞一個清楚的信息，就是人口增長，長遠對社會才有好處，故政府應該資助所有家長在學前教育方面的負擔，才可達到鼓勵生育的目標，以紓緩香港人口急速老化的情況。
3. 然而，現行學券制並不覆蓋私立獨立幼稚園，是香港學券制其中一個嚴重敗筆。優質的私立獨立幼稚園及學費較高的非牟利幼稚園被拒在學券計劃之外，變相亦令經濟能力有限的家庭，難以為子女開拓更多及更好的選擇，與計劃原訂的目標自相矛盾。最為人詬病的是，由於學券制只局限學費不可超過某個限額的非牟利幼稚園才可以受惠，在實行初期，反給積弱的幼稚園所利用，透過轉制得以苟延殘喘，這無疑是損害學前教育的健康生態，激勵學校提高教育質素的誘因完全失效。還有，私立獨立幼稚園未能得到學券資助，連累其幼師所得的資助比在學券學校任教的幼師大為遜色，故香港學券制對家長、幼兒、老師及學校之間，均造成歧視及嚴重分化。
4. 說到底，把多元化、優質幼稚園排斥在學券資助範圍外，甚至造成私立獨立幼稚園走向萎縮，這只會令幼兒教育重蹈覆轍，跟數十年前中小學一樣走錯路，教育質素必然不斷倒退，窒礙了一班用心從事幼兒教育的業界的發展，

最終迫使一些家長另謀出路，猶如今日中小學的直資學校一樣，如歷史般一錯再錯。

5. 因此，自由黨一直強調，學券資助必須涵蓋更多更好的優質學校，包括靈活多元、適應力強及充滿活力的私立獨立幼稚園，才可以令到家長有真正的自由選擇權。投放於學前教育的資源，必須用得其所，適當分配，盡量提高效率，避免好事變為壞事。學券制優勝之處，就是由用家決定資源分配，以發揮市場力量，鼓勵百花齊放，這才可提升幼稚園優質良性競爭。

-完-



公民黨15年免費教育政策倡議書

立法會議員陳家洛

2016年1月



公民黨 15 年免費教育政策倡議書

立法會議員陳家洛

2016 年 1 月

香港幼兒教育在多方面與國際趨勢脫節，主要因為教育局只有十二年免費教育政策，把「學前」幼兒教育交由市場供應，形容是「充滿活力的私人機構（private sector）」，只肯作出極低度管理，公共財政的支持則是見步行步，欠缺政策上的承擔。今天香港政府的幼兒教育開支佔本地生產總值 0.16%，遠低於發達國家平均的 0.6%的水平。

公民黨的教育政綱包括「推行十五年免費教育」，其政策支部及個別成員一直與教育界緊密溝通，研究和合力爭取「兒童為本」和「教顧並重」的免費幼兒教育，以期盡快擺脫種種教育市場化和商品化的敗象。

一般而言，除了要求增撥資源促成免費幼兒教育外，公眾同樣關注公帑能否得到善用。為此，本人於 2013 年至 2015 年間先後進行 4 次關於幼兒教育的實證調查，以瞭解現時幼兒教育的運作情況、幼兒教育界和公眾對免費幼稚園教育政策的期望以及公眾對免費幼稚園教育委員會報告的意見。本報告將總結上述 4 次調查的結果，並據有關結果及社會的關注提出政策建議。讀者可以根據本文的數據和建議，分析及評價政府日後正式推出的政策。

免費幼兒教育政策的理念和選項

一、幼稚園運作現況

本人於 2013 年 6 月公佈有關幼稚園運作現況的調查結果。鑒於免費幼稚園教育政策應只會涵蓋非牟利幼稚園，故是次調查只集中於非牟利幼稚園。整項調查過程中本人向全港所有幼稚園發出問卷，並收回 140 多份來自非牟利幼稚園的問卷。

經整理調查所得的數據後，本人發現非牟利幼稚園在學券制度下面對的最大問題是校舍問題。調查結果顯示僅有 15%的非牟利幼稚園擁有自置校舍，亦即大部份幼稚園均需要租用校舍辦學，其營運成本受租金升降的影響非常大。雖然大部份幼稚園均是向政府部門、公共機構或非牟利團體租用校舍，但這亦不代表它們均

享有遠比市值租金優惠的租金，租用私人處所作校舍的幼稚園情況自然不問而知。

調查又發現相當部份的幼稚園校舍租約竟短過 3 年，也就是說不少幼稚園學生均需要在就學期間面對最少一次校舍租約期滿的情況。租約期滿反映的問題可以是租金調升甚至拒絕續租。一旦幼稚園校舍業主拒絕續租，受影響的學生便會被迫轉校，出現猶如天水圍德怡幼稚園的情況，令家長和學生徬徨不已。

調查最重要的研究結果，是政府推行免費幼稚園教育政策時必須考慮和回應幼稚園在校舍方面的安排。如何為受資助幼稚園提供租金資助和處理幼稚園校舍的長遠規劃和供應，將會是社會能否接受政府的政策建議的關鍵因素。

二、幼稚園業界的政策期望

於 2014 年 2 月，本人公佈了免費幼稚園教育政策第二階段調查的結果，該次調查主要針對各間非牟利幼稚園的校長，搜集他們對免費幼稚園教育政策下某些具體政策原則的意見。整項調查共收回約 110 份問卷，經分析後本人發現幼稚園業界對部份政策方向均有相當大的共識。

首先，超過八成回應認同免費幼稚園教育政策下對幼稚園的資助模式應該參考現行津貼中小學的資助模式，也就是說受訪者均認為日後政府對幼稚園的資助，應該脫離現時學券制度的思維，改為與資助中小學看齊。

在學位分配模式方面，幼稚園業界的分歧相對較大，約六成受訪者認同可參考官津中小學的學位分配辦法，把大部份學位按學生的居住地區分配，並保留一部份供幼稚園校方自行分配。雖然如此，亦有約三成受訪者認為受資助幼稚園應可自行分配全數學位。

在課程方面，九成受訪幼稚園均認為教育局只宜提出方向性的課程指引，並讓幼稚園享有較大的自由度編訂校本的課程。幼稚園業界在這方面的意見可謂相當一致，政府當局實應予以高度重視並尊重。

同樣獲幼稚園業界接近一致共識的是要求政府推行免費幼稚園教育時，同時制訂適用於所有受資助幼稚園的幼稚園教師薪級表。調查結果顯示九成半的受訪者均認同上述原則。事實上幼稚園業界多年來一直爭取訂立幼師薪級表，不少教育團體亦提出同樣訴求，政府當局在落實相關政策時，不可避免地在這方面需要作出回應。

在校舍方面，受訪者中六成認為政府應向需要租用校舍的受資助幼稚園提供租金津貼，另外亦有約三成半受訪者認為政府當局應為受資助幼稚園安排校舍。綜合上述兩個觀點，可以看出約九成半的受訪者均認同政府在免費幼稚園教育政策下需要在校舍方面對受資助幼稚園提供部份或全面的支援。同時，大部份幼稚園亦表示政府當局應該為幼稚園校舍的面積和設施制訂劃一的標準。

在書簿費和雜費方面，則有近七成幼稚園認同政府當局可以為幼稚園的書簿費和雜費設定上限，這表明大部份幼稚園也願意照顧家長的負擔能力，避免因過高的書簿雜費引致免費幼稚園教育政策變得名不副實，政府當局在提出具體的免費幼教政策時應同時在這方面提出措施，確保家長的經濟負擔真正獲得紓緩。

總的而言，該次調查的結果反映了幼稚園業界對政策的共同期望，包括幼師薪級表、校舍的標準和資助以及資助模式等。我們也應該以此等共識作為審視政府提出的具體政策方案的重要指標和原則。

三、公眾對免費幼教政策的期望

第二階段的免費幼稚園教育政策調查反映幼稚園業界在不少政策原則均表現出相當的共識，本人於 2014 年 6 月進行第三階段調查研究，收集社會大眾對幼稚園業界已達共識的政策措施的意見。整項調查共訪問了 2,029 名市民，調查報告亦於 7 月公佈。調查發現大眾基本上也接受幼稚園業界的共識，也在公眾的角度補充了其他對免費幼稚園教育政策的期望。

幼稚園業界大部份均同意按照官津中小學的學位分配機制分配受資助幼稚園的學位，七成受訪市民亦同意這一點。在課程編制方面，約六成市民認同幼稚園業界在課程編製方面的立場，即由教育局發出統一的課程指引並由個別受資助幼稚

園編訂校本課程。雖然市民對此的同意比例未達壓倒性，但明顯地社會亦不反對把更多的課程自主權交予受資助幼稚園。

在校舍方面，社會大眾的觀點與幼稚園業界相當一致，大部份市民均認為政府應為受資助幼稚園訂立校舍面積和設施的標準。社會在這方面的共識相當明顯，政府當局在考慮為受資助幼稚園提供校舍支援的同時，也應該順應民意制訂校舍質素的標準。

在書簿雜費方面，大部份市民均表示受資助幼稚園的書簿雜費應該經由教育局審批，避免幼稚園透過調升書簿雜費增加學校收入。結果顯示家長均不希望免費幼教政策落實後仍然需要承擔高昂的書簿雜費。如果以此民意方向加上幼稚園業界同意訂立書簿雜費上限，將是政府處理受資助幼稚園書簿雜費水平的重要參考原則。

該次調查亦曾問及市民認為何時是落實免費幼教政策的合適時間，八成受訪者均表明應立即落實有關政策。顯示早在 2014 年中社會已有強烈聲音要求政策盡快落實，也間接反映了對政府和免費幼稚園教育委員會的工作進度的不滿。據此，政府實在不應再拖延落實免費幼教，否則將難以取信於民。

四、幼稚園業界對資助模式的意見

在第二階段的調查中，幼稚園業界在資助幼稚園的模式方面表達了相當一致的共識，希望獲免費幼稚園教育政策資助的幼稚園，應該參考現行津貼中小學的資助模式訂立資助機制。但是隨着免費幼稚園教育委員會的工作不斷進展，社會均意識到政府的取態根本不會考慮以此模式資助幼稚園，而是傾向採取一筆過撥款的模式處理。

有見及此，本人於 2015 年 4 月至 5 月期間，進行了第四階段的調查，向全港幼稚園發出問卷並成功收回 208 份問卷，集中就幼稚園的資助模式搜集意見。調查結果顯示幼稚園大部份均反對以一筆過撥款的形式進行資助，反而幼稚園業界傾向按照幼稚園的營運模式分開訂立資助機制，因半日制、全日制及長全日制幼稚園的成本結構不盡相同，不應以統一機制計算資助水平。

在校舍租金資助方面，調查結果發現業界就租金資助的水平仍未能達致明顯共識。部份幼稚園認為政府應全數資助租金，部份則認為政府可只資助部份租金。有鑒於此，本人認為向受資助幼稚園提供全數或部份租金津貼均應只屬過渡性安排，長遠而言政府應為所有受資助幼稚園安排校舍。這樣，幼稚園便不需要再以租用處所的形式辦學，租金資助水平如何製訂的爭議便可完全避免。

基於本人提出長遠由政府為受資助幼稚園安排校舍的建議，本人認為政府應立即檢討香港的規劃準則內有關幼稚園學位的規定。因為現時的規劃標準指幼稚園學額的半日制和全日制比例為 3 比 1，此比例卻與現實情況相去甚遠。根據最新的統計數字，幼稚園半日制、半日與全日混合制和長全日制的比例是 2 比 5 比 3，因此政府實在有需要重新檢視相關的規劃標準，並按經檢討的規劃標準規劃將來的幼稚園校舍供應，以及訂立供應的時間表。

上述調查結果和衍生的政策考慮補充了第二階段調查結果所建立的政策原則框架。本人認為政府當局應該正視幼稚園業界的清晰訴求，盡力提出符合業界期望的方案。

承擔和勇氣遜預期的梁振英

公民黨認為政府必須正視幼兒教育界和社會的訴求，籌劃公共資源增長幅度和為現行政策造成範式轉移（paradigm shift）。可惜梁振英選擇了欠缺教育政策經驗的吳克儉做教育局局長，因為局長的個人能力及表現一直備受批評，要求他下台的聲音從未間斷，教育局為局長撲火和處理危機而疲於奔命，影響免費幼稚園教育的籌備工作。

2013 年初，政府始決定成立免費幼稚園教育委員會，以兩年的時間研究有關政策並向教育局提交報告，繼而由政府當局決定何時及如何推行免費幼稚園教育政策，期間只會「優化」一些現有措施。委員會運作期間更花了不少時間辯論免費幼兒教育的必要性，讓人感覺政府借委員會來拖延落實社會期待已久的十五年免費教育。

至 2015 年 4 月免費幼稚園教育委員會的報告公佈，該「報告」以「兒童優先 給他們一個好的開始」為題，但縱觀整份報告，當中提出的免費幼稚園政策建議與幼稚園業界和家長的訴求實在相距甚遠，報告從頭到尾都有「期望管理」的意味，因若政府當局完全按照委員會報告的建議落實免費幼教，僅有約六成的非牟利幼稚園的學童能夠真正享受免費幼稚園教育，其他則因就讀長全日制幼稚園或幼稚園校舍需繳付市值租金而仍然需要繳付學費。意味委員會提出的並非真正的免費幼稚園教育，「兒童優先」之說實在不知從何說起。如果政府當局真的把兒童的福祉放在首位，就應該向受惠於政策的幼稚園提供全額資助。

資助模式方面：報告中建議以半日制幼稚園的運作成本計算免費幼稚園教育政策下的資助水平基準，至於全日制（每日 7 小時）或長全日制（每日 10 小時）的幼稚園和幼兒照顧服務則只能獲最多 30%的額外津貼。公民黨認為這樣的計算對全日制或長全日制的幼稚園並不公平，因整份報告中根本沒有提及 30%的比例是根據甚麼理據或研究結果而制訂。單就運作時間而言，長全日制甚至全日制的幼稚園的運作時間比半日制幼稚園多出 50%，以 30%作為額外津貼的上限實在未必能為全日制和長全日制的服務提供足夠的資源，使它們在資源運用上能與半日制學校公平競爭。

委員會既然知悉香港雙職父母對生育和照顧幼兒必須面對的困難，本應了解全日制及長全日制幼稚園學額的客觀需要，加上當政府亦承認要增加此類幼稚園學額的同時，便應該將全日制及長全日制的幼稚園也包含在免費幼稚園教育政策全額資助內，令整個政策達到真正免費、符合公平對待的基本原則。

教師與學生比例方面：報告建議把幼稚園的教師與學生比例由現時的 1 比 15 下調至 1 比 12，並提出幼稚園校長可以不計算入教師與學生比例之中。公民黨原則上支持有關建議，因這可增加受資助幼稚園的教師人手，但公民黨並不同意委員會主張修訂有關比例可以應付全日制和長全日制幼稚園的資源需求的主張。降低幼稚園的師生比例固然可以增加幼稚園的教師人手，但此比例同時適用於所有受資助幼稚園，即學生人數相等的半日制和長全日制幼稚園的教師人數將會一樣，這並不利於全日制或長全日制幼稚園吸納人才，因全日制和長全日制幼稚園若不能聘請更多教師，教師的工時將會很長，再加上這些教師不會獲得額外的薪酬津貼，挽留人才的能力亦相應降低。

因應上述情況，公民黨建議政府當局擴大全日制和長全日制幼稚園的教師編制，在 1 比 12 的師生比例基礎上增加若干名教師的編制至 1 比 10，避免造成全日制及長全日制教師工作量遠高於半日制幼稚園教師的情況。

幼師薪級表方面：根據公民黨曾經進行的調查研究結果，無論是幼稚園業界還是公眾人士，均同意在免費幼稚園教育政策下，政府當局應參照現時中小學教師的模式，訂立幼稚園教師的薪級表，但是委員會的報告則只提出幼稚園教師的薪酬指標。對此，公民黨表示失望，亦質疑此舉缺乏說服力，只會進一步打擊資深幼稚園教師。

教師薪金資助上限：委員會建議受資助的幼稚園的教師薪酬資助上限以幼稚園教師薪酬的中位值計算，這個計算方式參照現時一筆過撥款制度下給予社會服務機構的薪酬資助上限計算方式。根據調查所得，幼兒教育界普遍反對採用近以社會服務界一筆過撥款的資助模式向幼稚園提供資助，因此委員會的建議同樣是違反社會共識的做法。

以教師薪酬水平中位值作為資助模式的計算基礎，變相限制每所受資助的幼稚園資深幼師的數目，因為受資助的幼稚園根本不可能維持一個由超過一半資深幼師組成的教學團隊。這情況下不但幼師的工作穩定性受到衝擊，也不利於幼稚園保留和承傳其教學經驗，就此公民黨反對以薪金水平中點作為薪酬資助上限，而應該以實報實銷的模式，全數資助幼稚園教師的薪金開支。

校舍租金津貼方面：委員會建議以同區公共屋邨的相若幼稚園的租金作為釐定資助額上限的參考，向受資助的幼稚園提供校舍租金津貼，意味着租用私人物業為校舍的幼稚園需要向家長收取租金差額，導致家長不能享受真正的免費幼稚園教育。公民黨認為在政府同意為所有受資助幼稚園安排校舍的前提下，全數資助幼稚園的校舍租金是可以考慮的過渡性安排。

為此，公民黨建議政府立即開展詳細的校舍規劃工作，並訂立完整的時間表，務求安排所有受資助幼稚園於一定時間內遷入由政府當局安排的校舍，這樣不但可以促成真正的免費幼稚園教育，更可以讓政府掌握未來一段租金津貼的預算，減低提供租金津貼可能造成永遠向業主輸送利益的印象。

幼稚園校舍的規劃：委員會建議政府當局需要檢討現行的《香港規劃標準與準則》中有關幼稚園學額供應的規定，公民黨對此表示支持，因現時的規劃準則規定半日制和全日制幼稚園學位供應比例是 3 比 1，但根據最新的統計數據，幼稚園半日制、半日與全日混合制和長全日制的比例是 2 比 5 比 3，因此現行的規劃準則已經追不上學生的要求。公民黨認為政府當局必須立即開展有關修訂工作。

上述各點的分析均說明一點，就是即使推行委員會建議下的免費幼稚園教育政策，仍然有家長因為不同的原因需要承擔幼稚園的營運開支，享受不到他們期望已久的免費幼稚園教育。即使委員會建議政府向經濟有困難的家庭提供額外資助，也改變不了無法落實全面免費幼教的事實。

總括而言，「我要真免費幼教」是公民黨的核心訴求，免費幼稚園教育委員會提出的明顯是偷工減料的貨色。無論是營運開支或是租金津貼，以至幼師的薪級表等，都沒有積極切實回應我們的意見和強烈訴求，而一筆過撥款的模式更會帶來對行業生態的負面影響。我們要求教育局真正落實免費幼稚園教育政策，讓所有兒童真正得到一個好的開始。假免費幼教的推行絕對不能成為梁振英政府已兌現政綱的藉口。

對 2016 年施政報告的要求

近日有消息指特首會在 2016 年施政報告中公佈具體的免費幼稚園教育政策，多間傳媒已率先以政府消息的形式披露政府建議的免費幼稚園教育政策及相關的具體措施。本人將根據上述多個階段的調查結果對該等政策建議作出評論。

首先，政府建議於 2017 年起落實免費幼教政策，本人相信社會對此會甚為失望，因市民早已清晰表達希望立即落實免費幼稚園教育政策。因此，政府當局應考慮能否於 2016 年 9 月開始落實免費幼教政策。

在資助模式方面，據報政府的取向是只會全數資助非牟利半日制幼稚園的開支，資助水平約為每年每名學生 30,000 元，資助額以幼稚園的收生人數計算。這種資助模式其實與現時「錢跟人走」的學券制度思維沒有分別，只是把政府的資助額稍為調高，這明顯與幼稚園業界期望的資助制度存在很大距離。更重要的是若幼

稚園學生人數偏低，幼稚園獲得的資助額將極為有限，不少規模較小的幼稚園將未必能夠獲得足夠的資源，連基本營運亦出現困難，不是向家長收取費用，就是結束經營。

此外，政府建議在基本的半日制資助額之上，為全日制及長全日制幼稚園分別提供額外 30%和 60%的資助。這個方法表面上公平，但如果幼稚園分上午、下午的模式運作，就獲得更多的支持，變相不鼓勵開辦非半日制的幼稚園。本人認為幼稚園業界的訴求相當清晰，除非政府當局詳細解釋額外津貼的建議水平已足夠全日制和長全日制幼稚園正常運作，否則政府應採納幼兒教育界的意見，重新考慮全日制和長全日制幼稚園的全面資助方式。

在校舍租金津貼方面，現時已披露的資料表明政府無意全數資助幼稚園校舍的租金，而是把租金津貼的上限定為幼稚園獲得的基本資助額的 15%或市值租金的一半，並以較低者為準，也就是說幼稚園有可能需要向家長收取附加費用以應付租金，造成家長在實質上未能享受免費幼稚園教育。本人理解要處理這個問題並非容易，不過政府當局長遠必須在社區內提供足夠的幼稚園校舍，使非牟利幼稚園不需要再花費高昂租金租用私人物業為校舍。因此，政府當局應盡快檢討有關幼稚園校舍的規劃準則，並訂立供應幼稚園校舍的時間表。

消息透露的政府建議中，令人最難接受的是政府完全漠視幼兒教育界制訂幼師薪級表的強烈訴求。政府提出的四級幼稚園教職員薪酬水平，並沒有考慮幼稚園教師的年資，結果造成行業難以保留人才，未能晉身較高階層的幼稚園教師很容易跌入薪酬水平的瓶頸，不利於行業的人力資源發展。政府當局應慎重考慮設立幼師薪級表的建議。

結論：幼兒教育的新景象

當然，教育界和公眾的其他關注如融合教育、少數族裔幼童需要、學位分配、課程編訂、校舍標準、雜費安排及推動研究等方面的建議，政府都不能忽視。本人要求政府盡快就這些環節提出更全面及具體的政策措施，名符其實的推動真正的免費幼教政策。

最後，希望政府和議會能認真審視報告反映的意見和建議。政府亦切勿認為今次推出了「半桶水」的方案就可以為十五年免費教育的政策的制訂工作畫上句號。即使用政府最樂觀的估計，今天的方案僅能令約六至七成的學生享受免費幼教，本人促請政府承認有關「免費幼稚園教育」的政策仍未完成，往後仍需認真回應本人在這份報告中重點提及的幼稚園校舍和更具彈性的資助模式予全日和長全日的幼稚園。本人深信社會已經有共識拿出更多的資源進一步發展香港的學前教育，為香港的下一代帶來優質的學習環境。

附錄：公民黨 4 次實證調查結果

參考資料：

教育統籌委員會（2010），《學前教育學券計劃檢討報告》。

《香港規劃標準與準則》（2011 年 3 月版本）。

香港教育學院「教育政策論壇」15 年免費教育工作小組（2012），《全面資助幼兒教育：落實十五年免費教育建議書》。

非牟利幼兒教育機構議會（2012），《全面資助及發展優質非牟利全日制幼兒教育建議書》。

香港教育學院（2012），《家長選擇與學前教育學券計劃的全港性研究》。

香港審計署（2013），《香港審計署報告》第三章：《教育局「學前教育學券計劃」》。

香港保護兒童會及香港教育學院特殊學習需要與融合教育中心（2014），《幼師支援有發展障礙幼兒意見調查》。

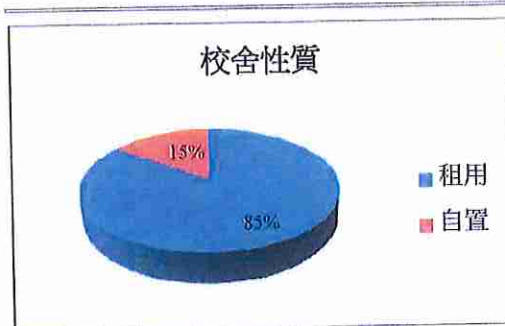
免費幼稚園教育委員會（2015），《兒童優先——給他們一個好的開始》。

免費幼稚園教育大聯盟（2015），《對免費幼稚園教育委員會報告的十大提問》。

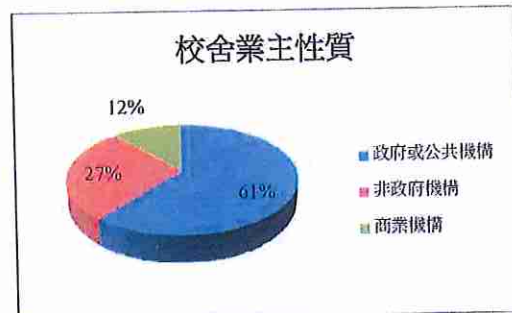
Hong Kong Unison (2015), Research on Kindergarten Support and Attitude towards Ethnic Minority Students in Hong Kong.

第一階段免費幼稚園教育調查數據

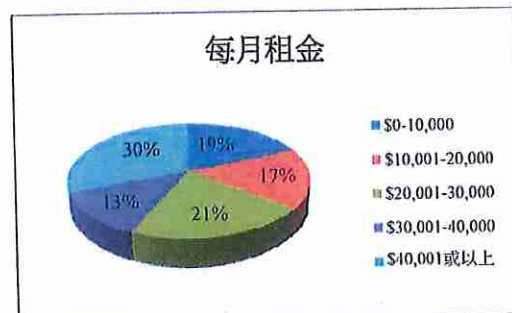
校舍性質	數目	百分比
租用	120	85%
自置	21	15%
total	141	100%



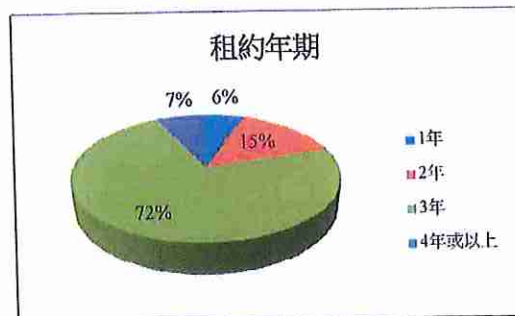
校舍業主性質	數目	百分比
政府或公共機構	85	61%
非政府機構	38	27%
商業機構	16	12%
total	139	100%



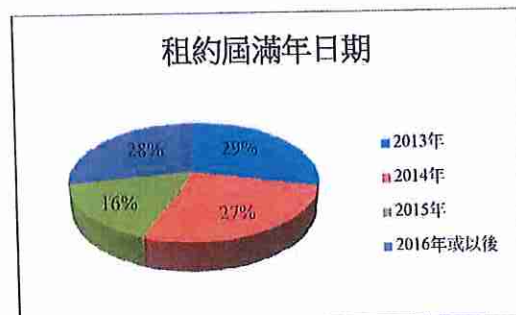
每月租金	數目	百分比
\$0-10,000	18	19%
\$10,001-20,000	16	17%
\$20,001-30,000	20	21%
\$30,001-40,000	12	13%
\$40,001或以上	29	31%
total	95	100%



租約年期	數目	百分比
1年	5	6%
2年	13	15%
3年	63	72%
4年或以上	6	7%
total	87	100%



租約屆滿年日期	數目	百分比
2013年	23	29%
2014年	21	27%
2015年	13	16%
2016年或以後	22	28%
total	79	100%

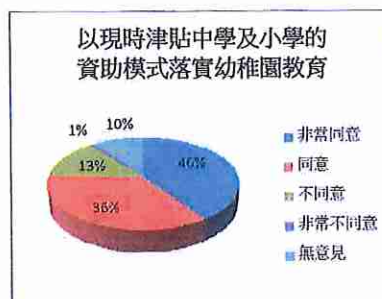


第二階段免費幼稚園教育調查數據

數目 百分比

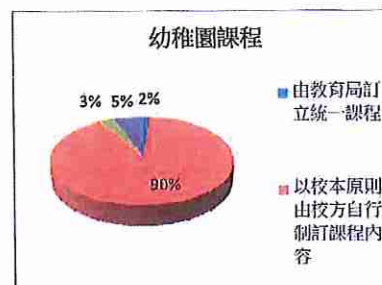
以現時津貼中學及小學的資助模式落實幼稚園教育

非常同意	44	40%
同意	40	36%
不同意	14	13%
非常不同意	1	1%
無意見	11	10%
回應總數	110	100%



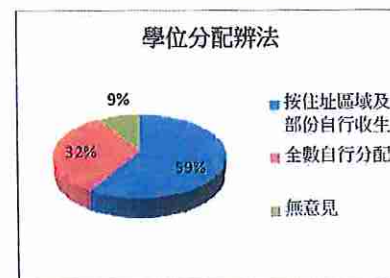
幼稚園課程

由教育局訂立統一課程	2	2%
以校本原則由校方自行制訂課程內容	99	90%
自由訂立課程內容	3	3%
無意見	6	5%
回應總數	110	100%



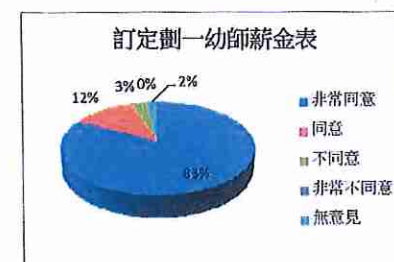
學位分配辦法

按住址區域及部份自行收生	65	59%
全數自行分配	35	32%
無意見	10	9%
回應總數	110	100%



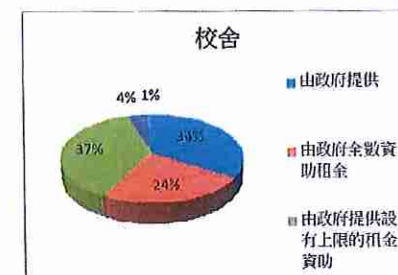
訂定劃一幼师薪金表

非常同意	92	83%
同意	13	12%
不同意	3	3%
非常不同意	0	0%
無意見	2	2%
回應總數	110	100%



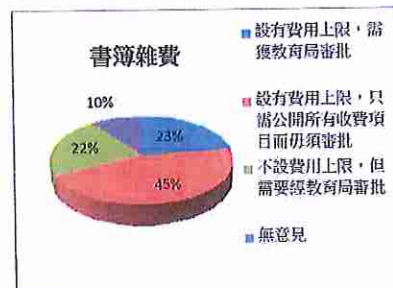
校舍

由政府提供	37	34%
由政府全數資助租金	27	24%
由政府提供設有上限的租金資助	41	37%
無意見	4	4%
其他	1	1%
回應總數	110	100%



制訂校舍面積和設備標準		
非常同意	45	41%
同意	56	51%
不同意	3	3%
非常不同意	0	0%
無意見	6	5%
回應總數	110	100%

書簿雜費		
設有費用上限，需獲教育局審批	25	23%
設有費用上限，只需公開所有收費項目而毋須審批	50	45%
不設費用上限，但需要經教育局審批	24	22%
無意見	11	10%
回應總數	110	100%



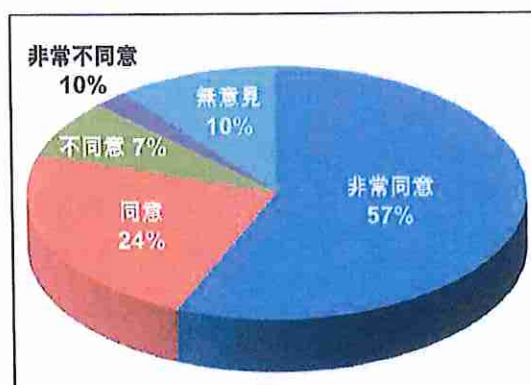


免費幼稚園教育調查數據

數目 百分比

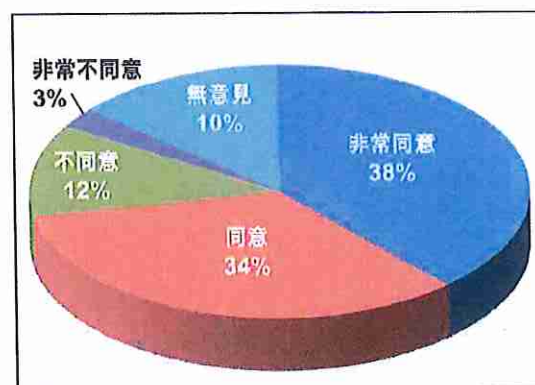
你是否同意香港必須立即落實免費幼稚園教育？

非常同意	1,149	57%
同意	475	23%
不同意	149	7%
非常不同意	46	2%
無意見	210	10%
回應總數	2,029	100%



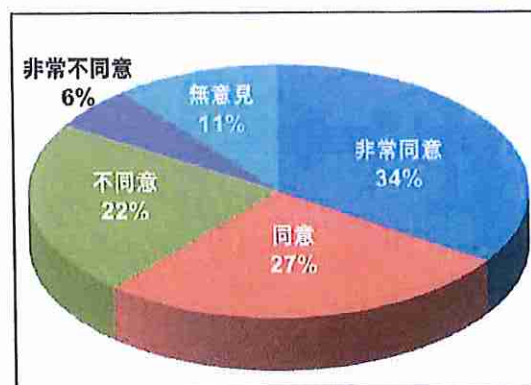
你是否同意受資助的幼稚園應實行類似現時津貼小學的派位制度？

非常同意	777	38%
同意	683	34%
不同意	239	12%
非常不同意	53	3%
無意見	277	14%
回應總數	2,029	100%



你是否同意受資助的幼稚園必須根據由教育局制訂的課程指引編訂教材？

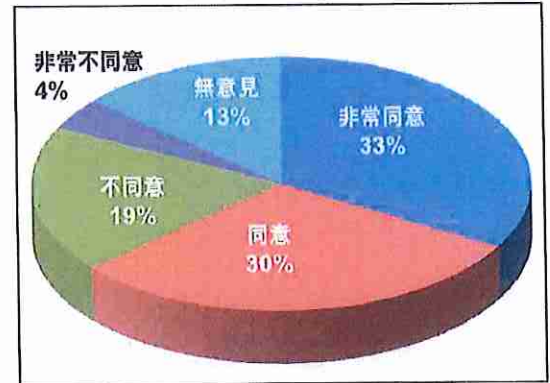
非常同意	697	34%
同意	550	27%
不同意	454	22%
非常不同意	112	6%
無意見	216	11%
回應總數	2,029	100%



數目 百分比

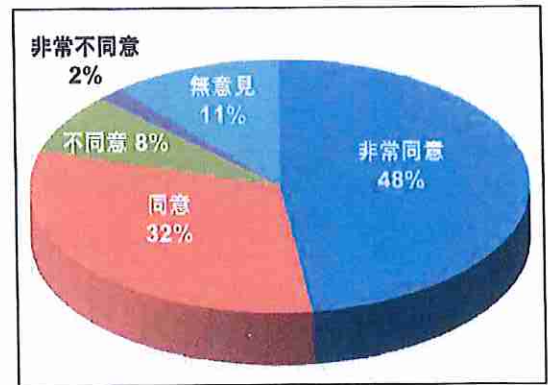
你是否同意政府必須為所有受資助的幼稚園安排校舍？

非常同意	679	33%
同意	613	30%
不同意	382	19%
非常不同意	83	4%
無意見	272	13%
回應總數	2,029	100%



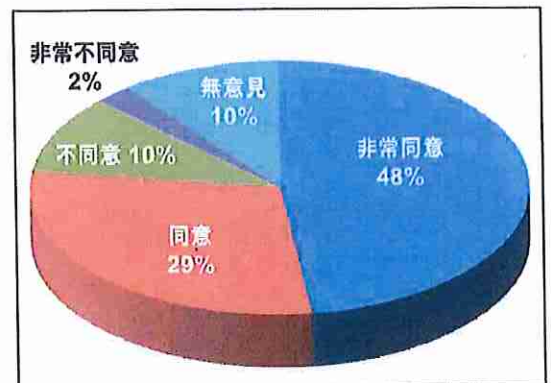
你是否同意受資助的幼稚園必須符合一定的面積和設施標準？

非常同意	975	48%
同意	643	32%
不同意	156	8%
非常不同意	35	2%
無意見	220	11%
回應總數	2,029	100%



你是否同意受資助的幼稚園的書簿費和雜費等必須獲教育局審批？

非常同意	975	48%
同意	594	29%
不同意	202	10%
非常不同意	49	2%
無意見	209	10%
回應總數	2,029	100%

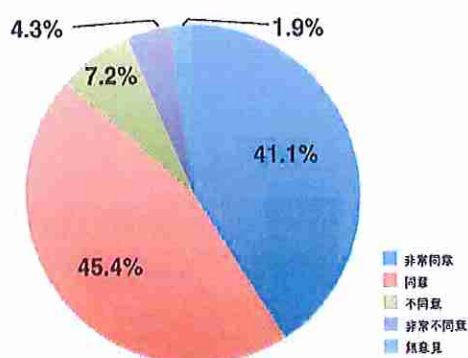




第四階段免費幼稚園教育調查數據

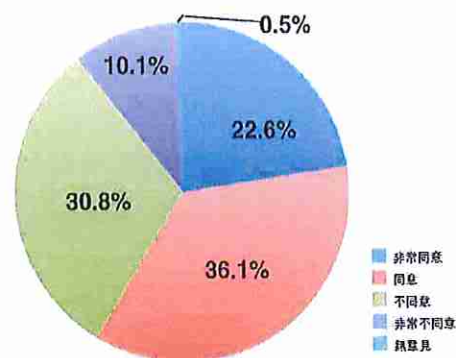
你是否同意政府當局應按照受資助幼稚園的運作模式向半日制、全日制和長全日制提供三個不同水平的資助額？

	數目	百分比
非常同意	85	41.1%
同意	94	45.4%
不同意	15	7.2%
非常不同意	9	4.3%
無意見	4	1.9%
回應總數	207	100%



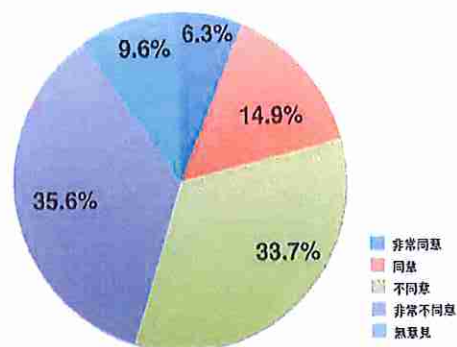
你是否同意以每間受資助幼稚園的學生人數計算每間幼稚園的資助額？

	數目	百分比
非常同意	47	22.6%
同意	75	36.1%
不同意	64	30.8%
非常不同意	21	10.1%
無意見	1	0.5%
回應總數	208	100%



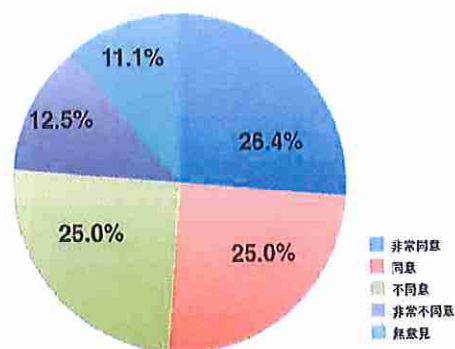
你是否同意落實免費幼稚園教育政策時，參考目前政府資助社會服務機構的做法，以「一筆過撥款」(block grant)的形式向各間受資助幼稚園提供資助？

	數目	百分比
非常同意	13	6.3%
同意	31	14.9%
不同意	70	33.7%
非常不同意	74	35.6%
無意見	20	9.6%
回應總數	208	100%



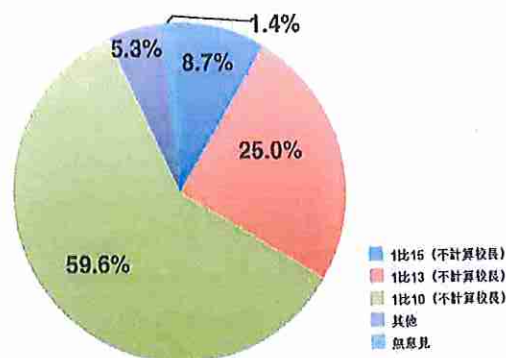
你是否同意政府在未能提供合適校舍的情況下，向受資助幼稚園提供全額(100%)的校舍租金津貼？

	數目	百分比
非常同意	55	26.4%
同意	52	25.0%
不同意	52	25.0%
非常不同意	26	12.5%
無意見	23	11.1%
回應總數	208	100%



你認為幼稚園的師生比例應定為：

	數目	百分比
1比15 (不計算校長)	18	8.7%
1比12 (不計算校長)	52	25.0%
1比10 (不計算校長)	124	59.6%
其他	11	5.3%
無意見	3	1.4%
回應總數	208	100%



Acronyms and abbreviations

BEd(ECE)	Bachelor degree in Early Childhood Education
CAS	Child Assessment Service
C(ECE)	Certificate in Early Childhood Education
CPD	continuous professional development
CSSA	Comprehensive Social Security Assistance
DH	Department of Health
ECE	early childhood education
EDB	Education Bureau
EETCs	Early Education and Training Centres
EM	ethnic minority
EU	European Union
the Guide	Guide to the Pre-primary Curriculum (2006)
HA	Hospital Authority
HD	half-day
IMCs	incorporated management committees
IP	Integrated Programme in Kindergarten-cum-Child Care Centres
KCFRS	Kindergarten and Child Care Centre Fee Remission Scheme
KG	kindergarten
KG Committee	Committee on Free Kindergarten Education

KG-cum-CCCs	Kindergarten-cum-Child Care Centres
KG Profile	Profile of KGs and KG-cum-CCCs
K1	nursery
K3	upper KG
LSG	lump-sum grant
LWB	Labour and Welfare Bureau
LWD	long whole-day
MC	Management Committee
MCHCs	Maternal & Child Health Centres
NCS	non-Chinese speaking
NGOs	non-government organizations
NPM	non-profit-making
OECD	Organisation for Economic Co-operation and Development
P	primary
the Panel	Panel on Education
PDPs	professional development programmes
PEVS	Pre-primary Education Voucher Scheme
PI	private independent
PIs	Performance Indicators (Pre-primary institutions)
the Pilot Scheme	Pilot Scheme on On-site Pre-school Rehabilitation Services
pspa	per student per annum

PTAs	Parent-Teacher Associations
QA	Quality Assurance
QR	Quality Review
RDO	Race Discrimination Ordinance (Cap. 602)
the Report	Report of the Committee on Free Kindergarten Education
RNSS	Recommended Normative Salary Scale
RRS	Rent Reimbursement Scheme
SCCCs	Special Child Care Centres
SEN	special education needs
SSBs	school sponsoring bodies
SSE	school self-evaluation
the Subcommittee	Subcommittee to Study the Implementation of Free Kindergarten Education
SWD	Social Welfare Department
TEIs	teacher education institutions
TP ratio	teacher-to-pupil ratio
WD	whole-day