

A Comprehensive Policy Framework for Public Private Partnerships Schemes in Hong Kong

Topic

The society is increasingly concerned about the possible impacts brought by new public infrastructure and construction facilities. This is particular the case when facilities are commissioned through public-private partnerships (PPP) as not every investor is prepared to put the interests of the society before commercial benefits. However, the existing mechanism of public engagement may not be applicable to PPP projects due to a different decision process from the publicly funded schemes. The purpose of this investigation is to formulate a comprehensive framework for public engagement to guide different stages of PPP schemes. To achieve that, it is necessary to investigate the current practice of PPP, to identify the factors critical to its success, to develop a tool for appraising the decision factors, and to formulate a comprehensive policy framework for PPP.

Methods Used

The investigation began by a series of interviews to identify the areas for improvement. Then, the factors critical to the success of a PPP scheme were established through a questionnaire survey. To examine the potential of applying decision network to appraise the satisfaction of the government, investor and community, a mathematical model was established. Besides, a computerised model was developed to appraise the impacts of different PPP options. A comprehensive policy framework was formulated according to the findings of the preceding stages and different PPP stages. By conducting a focus group workshop and administering a Delphi study, valuable comments were solicited to improve the framework.

Summary of Findings

The success of a PPP scheme is determined by the financial and commercial factors, political and legal factors, technical factors, and social factors. Nevertheless, the government, investor and community might have different emphasis on those success factors. Decision network can help government officials unveil the relationship between various PPP alternatives and stakeholders' satisfaction so as to avoid any unfavourable solution be chosen. The comprehensive policy framework developed should provide a road map for public engagement from the planning to operation stages of a PPP scheme. The framework stresses on the mobilisation phase of a PPP project and recommends various engagement activities to suit diverse project complexities and risks. Given the scale of PPP projects, experts suggested allowing sufficient time for public engagement.

Policy Implications and Recommendations

"Strong governance for the people" is crucial in today's society. Despite that, unless the well-being of all parties in the society is taken into account, it would be difficult for the government, private investor and general public to enjoy the full benefits of PPP and attain a "win-win-win" outcome. As a result, a comprehensive PPP policy framework with due consideration of public accountability, socio-economic concerns as well as commercial interests would be indispensable as it should help resolve the disparities and conflicts throughout the planning, development and operation phases so as to warrant a successful PPP scheme and promote genuine "partnership" amongst all parties.

Selected Publications Related to the Study

Xie, J. and Ng, S.T. (2010) A multi-objective decision support model for public private partnerships schemes, *Proceedings: CIB World Congress 2010*, May 10-13, The Lowry, Salford Quays, Manchester, UK, (ed. P. Barrett), 11 pages.

Ng, S.T., Wong, Y.M.W. and Wong, J.M.W. (2010) A structural equation model of feasibility evaluation and project success for public private partnerships, *Transactions on Engineering Management*, IEEE, 57(2), 310-322.



Biography of Principal Investigator

Thomas Ng, Associate Professor in the Department of Civil Engineering, The University of Hong Kong. His research interests include carbon footprint management, construction industry development, public participation, time/cost performance, contractor and consultant selection, accuracy of cost estimation, and application of information technology in construction management and economics.

Developing a Policy Framework for Integration of Traditional Chinese and Allopathic Medicine in Hong Kong Using Delphi Technique

Topic

The development of Traditional Chinese Medicine (TCM) in Hong Kong started a new phase of development after the handover of sovereignty in 1997. Despite reemphasis in sequential policy addresses, the healthcare reform policy papers failed to pay attention to its future role particularly in primary care. Given the increasing popularity of TCM amongst patients integration between western and Chinese healthcare systems needs an explicit policy framework to promote such practice. Our study aimed to:

- i. Explore western trained medical doctors (WMD) and TCM practitioners' (TCMP) knowledge, attitude, and beliefs on integration.
- ii. Develop consensus among western and Chinese medical experts on the steps needed to foster integration.
- iii. Produce a patient centred policy framework for promoting integration.

Methods Used

This study was a three staged investigation based on:

- (1) Focus groups interviews with professionals: a series of focus groups among local WMD (n=50) and TCMP (n=50) were held, generating divergent views on possible modes of integration. These views were synthesised into a model framework of integration, and statements in the framework formed a Delphi questionnaire for the following stage.
- (2) A double round Delphi survey with experts: The preliminary integration framework, containing 33 statements, was circulated for discussion and rating among a panel of experts (6 from western and Chinese medicine sector respectively).
- (3) Focus group interviews with patients: Findings from the Delphi survey were triangulated with qualitative comments from 29 patients interviewed in 9 separate focus group sessions.

Summary of Findings

In the round 1 Delphi survey, consensus was reached for 9 statements. The remaining 24 statements were reassessed by the experts in a round 2 survey. Consensus was reached for another 8 statements, which clustered into four major areas: Policy, Professions, Patients and Price.

Policy: The experts agreed that WMD and TCMP should collaborate without an assumed hierarchy across public and private sectors, and at both inpatient and outpatient settings. Strategies for improving collaboration include:

- Accepting referral from TCMP by the public WM sector;
- Developing a collaborative electronic health record;
- Establishing a consulting agency for coordinating collaboration including the promotion of evidence based research.

Profession: TCMP should be allowed to order WM investigations and diagnostic tests, while WMD may be allowed to perform acupuncture treatment.

Dual training for clinicians would aid successful integration. Part time TCM training leading, and dual western-Chinese medicine undergraduate courses could be made available.

Career prospects need to be improved and existing TCM undergraduate programmes reviewed.

Patients: The importance of enhancing continuity and coordination of care between WM and TCM was stressed. Shared care between the two professions can be realised to ensure safety and efficacy. Access to TCM services can be enhanced by equalising fees for both types of care.

Price: Patient choice for integrated treatment is an important rationale for collaboration, especially when patients are expected to make a greater financial contribution after the healthcare financing reform.

Policy Implications and Recommendations

- Our study highlights the misalignment between the wishes of patients to choose integrated care and the lack of a collaboration platform between TCMP and WMD. Current discussions on primary care reform provide an opportunity to make changes which facilitate better integration of care.
- Existing public sector TCM clinics should establish pilot programmes for collaboration. If successful, the model can be extended to a public private partnership.
- Primary care infrastructures including the family doctor register, electronic health records, and practice standards should be tailored to foster collaboration.
- Safe use of herbal medicines and equity of access should also be addressed, with strengthening of public health education, ensuring access to TCM services amongst the disadvantaged.

Selected Publications Related to the Study

Sian Griffiths, Jin Ling Tang, Vincent Chung (2010) Integrating Traditional Chinese Medicine: Experiences from China, *Australasian Medical Journal*, 3 (7), 385-396

Sian Griffiths, Vincent Chung, et al. Interprofessional collaboration between biomedically trained doctors and complementary medicine practitioners: A systematic review of organizational determinants. (In preparation).

Sian Griffiths, Vincent Chung, et al. Initiating interprofessional collaboration between biomedically trained doctors and traditional Chinese medicine practitioners: qualitative study in an urban Chinese society. (In preparation)

Sian Griffiths Vincent Chung et al. Integrating traditional Chinese medicine in the Hong Kong health system: A Delphi study. (In preparation)



Biography of Principal Investigator

Sian Griffiths, Director of the School of Public Health, Faculty of Medicine and Chairman, Department of Community and Family Medicine, The Chinese University of Hong Kong. Her research interests include developing primary care and community health systems, addressing health inequalities and developing public health education.

Mortality Transition in Hong Kong and its Major Theoretical and Policy Implications

Topic

The study aimed to provide a detailed explanation of the changes in mortality levels and patterns in the last three decades; changes in major causes of death, especially the similarities and differences across populations with different socio-demographic characteristics; changes in the relationship between the seasonality of deaths and daily mortality with variations in the environmental conditions in Hong Kong.

Methods Used

Age- and sex-specific mortality rates were calculated to analyze the changes in the major causes of death.

Summary of Findings

It is found that changes in mortality patterns and in sex differentia in Hong Kong are similar to those recorded in other parts of the world. There is a high sex ratio of deaths among the elderly population. Cardiovascular diseases have fallen significantly while cancer mortality at old ages has increased markedly. Variations in mortality levels were found to be closely related to a number of environmental factors. Mortality in the elderly population has declined significantly and there has been a great change in the causal structure of deaths for the elderly.

Policy Implications and Recommendations

Hong Kong needs to improve the quality of its death registration records if it wants to accurately identify the underlying causes of death of its citizens. In particular, Hong Kong should start recording multiple causes of death and maintain complete death records. It needs to have detailed single-year-of-age mortality data in order to deal with aging health issues. The public's knowledge of the impact of cancers and other degenerative diseases must be improved. A breakthrough in cancer research and treatments is very likely to be the next major driver in further improving longevity. Hong Kong should also further investigate the health situation of its elderly population, and determine how best to care for them.

Selected Publications Related to the Study

2009/China: Environmental impact on daily mortality patterns: A preliminary exploration; Shanghai International Forum

2008/Germany: Weather conditions, air quality and seasonal patterns of mortality; The Second HMD Symposium: Frontiers and Challenges in the Study of Human Longevity

2008/Australia: A comparative study of daily mortality variations and their link with changes in weather conditions and air quality; Australian Population Association 14th Biennial Conference

2009/Morocco: Sex differentials in mortality; the 26th IUSSP International Population Conference

2008-2009: Research findings have been reported at lectures and seminars in ten universities—University of Cambridge, The Second Military Medical University, Heilongjiang University, Harbin Medical University, Sun Yat-Sen University, Macau University, Eastern China Normal University, Baotou Medical University, Yunnan University, and People's University



Biography of Principal Investigator

Tu Jow Ching, Associate Professor, Division of Social Science, The Hong Kong University of Science and Technology. His research interests include population aging, health and mortality, and gender, development, and fertility.

Hong Kong People in Mainland: A Force for Integration?

Topic

Fourteen years after Hong Kong's sovereignty reverted to China, over 250,000 Hongkongers are now working and living on the mainland. However, the literature on migration illustrates that not all individuals acculturate well into a new society. This project examined Hongkongers' acculturation into mainland China and provides ways to facilitate the "integration." The key questions include:

- 1) Does living on the mainland affect Hongkongers' identity as "Chinese?"
- 2) Does living on the mainland make Hongkongers feel positive about the Mainland's political system?
- 3) Psychologically, do Hongkongers have difficulty adapting to life on the mainland?
- 4) What difficulties do Hong Kong students face in studying in the Mainland?
- 5) Are Hongkongers living on the mainland comfortable with the local business customs?

Methods Used

Face-to-face interviews were conducted with 270 professionals and employees: 130 in Shanghai, 71 in Guangdong, 40 in Hong Kong and 29 in Beijing. Interviews in Hong Kong afford us a comparative group for our mainland respondents. 290 students, with 100 in Beijing, over 160 in Hong Kong and 130 in Guangdong have also been interviewed.

Summary of Findings

Among 231 Hong Kong professionals interviewed on the mainland, 29% were "strong integrators" (moved two points towards feeling more "Chinese" on a 5-point scale), while 24.3% were "assimilators," (gave up all sense being of a Hongkonger). Only 5.6% were "rejecters" (felt more like a Hongkonger after moving to the Mainland). Still, the majority (58%) underwent no identity shift at all.

People at the two extremes—"rejecters" and "assimilators"—held strong views on issues such as the level of inequality in China, the efficiency of Hong Kong's government versus that of the Mainland government, and whether the Mainland government would soon become more "service-oriented."

Whether people changed their identity hinges on five factors: 1) were they satisfied living on the Mainland; 2) were they willing to learn Mandarin Chinese; 3) did they believe that inequality on the Mainland is significant; 4) if they believed other Hongkongers changed identity after moving to the Mainland; and 5) whether they felt they could affect government policy more on the Mainland than in Hong Kong.

Those who adapted easily to Mainland life paid attention to Mainland media, socialized with Mainlanders, and had higher education whereas those who adapted poorly had no Mainland friends and had stayed on the Mainland longer than they had anticipated or were dissatisfied with their quality of life on the Mainland. Surprisingly, income, whether their Mainland housing is better than their HK housing, and their age had no impact on the acculturation. It is also found that Hong Kong students in Guangzhou adapted easily to life on campus, whereas students in Beijing experienced greater stress due largely to studying at tougher universities.

Policy Implications and Recommendations

Hongkongers were disaffected because of a double standard. When they are asked to pay taxes, they are seen as mainlanders; but they are not eligible for social benefits such as pensions or medical benefits the Mainlanders receive. So, they choose to "integrate," but not "assimilate," and reserve a return path for the family to return to Hong Kong. To encourage them to assimilate and feel more Chinese, the mainland government must rectify this situation.

Second, with Hong Kong students in Beijing living under intense pressure, mental breakdowns or suicide are concerns that Hong Kong officials in Beijing should address.

Third, spouses on the mainland face marital tension and depression and should be encouraged to form their own support groups.

Fourth, many people see Hongkongers losing their unique position in Mainland society as purveyors of international business culture. Mainlanders returning from overseas, who know China well, undermine Hongkongers' comparative advantage. Yet Hongkongers still have an edge in their overall professional integrity, long-term vision, risk taking, and innovativeness. So if Hongkongers are indeed losing their unique position in first-tiered cities, they should explore second- or third-tiered cities.

Selected Publications Related to the Study

None published yet but two are in the pipeline.

Biography of Principal Investigator

David Stephen Zweig, Chair Professor of the Division of Social Science, Director of the Center on Environment, Energy and Resource Policy, The Hong Kong University of Science and Technology. His research interests include Chinese politics, China's search for resources overseas, Sino-American relations, and returnee scholars in China.



Hong Kong as an International Financial Centre for China and for the World

Topic

This project offered a systematic analysis of the strengths and weaknesses, competitiveness and strategic needs of Hong Kong as an international financial centre. It examined Hong Kong's position relative to major competitors in different key financial services, the locational choice for mainland firms for Initial Public Offerings (IPOs) and provided a cross-country bank-level examination of how regulatory affects performance of banking industry.

Methods Used

This project involved: (1) Statistical research on Hong Kong's financial sectors; on the determinants of IPO location choices; and on bank regulations and performance; (2) Two opinion surveys among financial leaders on Hong Kong as international financial centre and among investors in the mainland; and (3) A Policy Report based on the above, supplementary research, and extensive interviews with industry leaders, giving an in-depth view on six sectors particular central to Hong Kong including its role in Renminbi (RMB) internationalization and a critical look at its financial regulations and supervision.

Summary of Findings

First, it was found that Hong Kong's competitive position as an *international* financial centre is not as strong as it is commonly perceived especially one examines its different subsectors. Hong Kong has gained competitiveness in the equity, fund management, foreign exchange and derivatives markets over past decade, while losing competitiveness in the bond market and international banking, with an overall competitiveness ranking of fourth among the seven jurisdictions considered, falling behind the United Kingdom, Germany and Singapore.

Second, mainland firms' overseas IPO activity provides evidence of a *political advantage hypothesis* favouring Hong Kong in this area, with the central government directly or implicitly pursuing a political agenda with listings by State-owned enterprises (SOEs). Smaller mainland firms as well as high-tech firms are more likely to choose Singapore over Hong Kong, evidence consistent with a *regulatory cost disadvantage hypothesis* of Hong Kong. However, Hong Kong-listed mainland firms tend to have poorer post-listing performance.

Third, our cross-country study revealed that increased regulatory transparency is conducive to increase banking efficiency, which is of interest to Hong Kong where we find information availability in credit markets to be behind some regional competitors as well as major markets in the west.

Policy Implications and Recommendations

Based on our comprehensive studies of six subsectors of the financial markets in Hong Kong, the three research papers and two surveys, the project made the following recommendations to the government:

- To underpin and improve the level of Internationalisation of Hong Kong's stock market;
- To consolidate and establish Hong Kong as the leading natural resources stock exchange in this region.
- To strategically develop an onshore fund management industry.
- To propose and prepare the development of further expansions of the RMB bond, in particular in collaboration with local authorities in the mainland.
- To strengthen and create a small set of strong credit rating agencies for Asia.
- To introduce market-makers to create benchmark bonds in Hong Kong, and to make bonds available at the retail level.
- For more effective regulation, the Hong Kong Monetary Authority (HKMA) should focus on macro-level systematic risk management, leaving all micro-level complaints and law enforcement, and generally supervision and regulation, to the Securities and Futures Commission (SFC), which should in turn inform the HKMA of its activities but be allowed to have a free hand to expediently carry out its regulatory functions.



Selected Publications Related to the Study

"Final Report on Hong Kong as an International Financial Centre for China and for the World", November 2010, 359pp., at <http://www.ln.edu.hk/resources/get/b4ccd13b9ab7a9cdb6782c8287a153ccf5710cb2>

Biography of Principal Investigator

Ping Lin, Professor at the Department of Economics, Lingnan University. His research interests are centred on industrial organization, banking theory, and competition policy.

The Legal and Policy Implications of Establishing the Communications Authority in Hong Kong

Topic

This is a study of the legal and policy issues involved in the establishment of the Communications Authority in Hong Kong. The project objectives are, *firstly*, to acquire the latest knowledge of the implementation experience of unified communication regulation and regulator in overseas jurisdictions; and *secondly*, to formulate concrete recommendations for future operations of the Communications Authority in Hong Kong having regard to the experience of overseas jurisdictions.

Methods Used

This study draws on multiple research methods, including literature review, documentation analysis, and interviews with the government officials, and market operators in Hong Kong and overseas jurisdictions including E.U., U.K. and Taiwan respectively.

Summary of Findings

- The overseas experience of unified communications regulator has demonstrated that strong political support was indispensable for the establishment of a unified communications regulator.
- Senior management people recruited from private sector having a track record and good network in the communications sector have contributed to the successful establishment of a unified communications regulator in the UK.
- The experience in Malaysia has demonstrated that a unified communications regulator should ideally be independent from the government, and free from political influence.
- The experience in Taiwan has demonstrated that appointment of the board members of a unified communications regulator should be based on their professional competence, and not a political appointment.

Policy Implications and Recommendations

The following recommendations are formulated for the future adoption of Communications Authority (CA) and Communications Ordinance (CO) in Hong Kong:

- The appointment process of the board members of Communications Authority (CA) should be transparent.
- The appointment of the board members of the CA should be based on professional competence, and not a political appointment.
- The organizational culture of the CA should be dynamic and innovative in order to respond to the rapid market changes in the communications markets.
- The regulatory approach of the CA should be light-handed and consultative.
- The CA should be independent, and perceived to be independent, in order to secure credibility among the industry players and the public.
- The operations of the CA should maintain a high level of transparency.
- The organizational structure and staffing of the CA should be limited and cost-saving in the eyes of the government and the industry.
- The Communications Ordinance (CO) should replace the current sector-specific regulatory regime.
- The duties and operating principles of the CA should be clearly set out in the CO.
- The future relationship of the CA and Competition Authority, and their respective jurisdictions, over the competition issues in the communications sector should be clearly set out in the CO.
- The CO should set out clearly the dispute resolution and/or appeal mechanisms for disputes between the CA and the operators, and between operators themselves.

Selected Publications Related to the Study

Wu, R., & Leung, G. (2010), "The Law and Policy for Implementing a Unified Communications Regulator in the United Kingdom and Lessons for Hong Kong", *Hong Kong Law Journal*, 40(1), 111-128

Wu, R. & Zul K.M.Y.B. (2010), "Malaysian Communications and Multimedia Commission: A Model of Unified Communications Regulator for Hong Kong?", *Malayan Law Journal*, 2, lxxix-cix

Wu, R. & Leung, G. (2010), "A Study of Regulatory Reforms for Hong Kong Communications Sectors: Lessons from the Implementation Experience of NCC in Taiwan", *Journal of Communications Management*, 11(1), 36

Wu, R., & Leung, G. (2008), "Hong Kong and Singapore: Two Models Of Telecommunications Regulations", *Telematics and Informatics*, 26(4), 322-332

Wu, R., & Leung, G. (2008) "Competition Regulation in the Hong Kong Telecommunications Sector -Challenges and Reforms", *Telecommunications Policy*, 32, 652-661

Biography of Principal Investigator

Richard Wu, Associate Professor in the Faculty of Law, The University of Hong Kong. His current research focuses on four areas, namely, telecommunications regulation in HK and China; Chinese banking laws; legal education and ethics in HK and China; and real estate law and practice in HK and China.

The Relationship between Musical Aptitude, Musical Achievement, and Academic Aptitudes: Implications for Student Diversity and Educational Needs

Topic

Conventional modes of music training involve continuous processing and integration of auditory and visual stimuli. For instances, playing a musical instrument requires deciphering the score and close monitoring of the sound it produced at the same time. Hence, music training would strengthen cognitive processes that are crucial for academic achievement. The project explored the correlations between Hong Kong students' musical aptitude, musical achievement, and academic aptitudes.

Methods Used

Three thousand and fifty students from eleven schools were invited to take the Tonal and Rhythm Music Aptitude tests. Also, musical achievement data were collected by compiling their school music grades, private music instruction, and music performance experience. Equal number of students in each gender, age, and music aptitude level subgroups was then randomly selected for testing their Mental Processing Speed and Integrated Visual and Auditory Continuous Performance.



Summary of Findings

1. Across all age levels, Hong Kong students have much higher tonal aptitude than rhythmic aptitude, although their composite aptitude scores were comparable to the US standardized norms.
2. The younger the student, the wider the differences between his or her Tonal and Rhythm subtest scores was found. There was also a mild general decrease in aptitude scores as age increased. The results might suggest developmental music aptitude in the younger students but were relatively stabilized in the older students.
3. Students with music training performed better in Auditory Processing than in Visual Processing, whereas subjects with informal musical training performed more or less the same in both types of processing. Also, the longer a student received music training, the better he or she performed in both attention processing and processing speed.
4. Results suggested positive correlations between musical training and auditory processing. However, the results also supported the concept of stabilized music aptitude whereby training at a later age (after age 9) has minimal effects on music aptitude scores.

Policy Implications and Recommendations

1. Music aptitude is a predictor of music achievement and a useful tool to inform teachers about individual differences. It is imperative to make appropriate use of music aptitude assessment as a tool to address student needs and to facilitate school-based curriculum design.
2. Since music aptitude is developmental, early formal training in addition to general classroom music instruction could foster better music achievement later in life.
3. Present findings provide supportive evidence for positive correlations between formal music training and selected cognitive performance, and hence, investment on long-term music training could have positive effects on academic readiness (i.e., attention and processing speed).
4. Music education in younger children could focus on cultivating developmental music aptitude in addition to music achievement objectives. Hence, it is imperative to devote more resources on a systematic curriculum reform for preschool and early primary music education.
5. Music training may be viewed as crucial tool in well-rounded education that cultivates cognitive development.

Selected Publications Related to the Study

Mang, E. (2007, July). Musical Aptitudes of Young Children of Hong Kong: Implications for Early Childhood Curriculum. Paper presented at the 8th Annual Conference, Pacific Childhood Education Research Association.

Mang, E., Ogawa, Y., and Murao, T. (2008, August). Developing a music aptitude test for schoolchildren in Asia. Paper presented at the 10th International Conference of Music Perception and Cognition, University of Hokkaido, Japan.

Mang, E., Ogawa, Y., and Hiromichi, M. (2008, July). Assessment for music aptitudes: Preliminary findings from some children in Asia. Paper presented at the 22nd International Research Seminar, Porto, Portugal and the Research Commission poster session at the 28th International Society for Music Education World Conference in Bologna, Italy.

Mang, E., Ogawa, Y., and Lai, M.-L. (2011, July). A comparative study of music aptitude test for elementary school students in Japan, Taiwan and Hong Kong. Paper presented at the 8th Asia-Pacific Symposium on Music Education Research, Taipei Municipal University of Education, Taiwan.



Biography of Principal Investigator

Esther Mang Ho-shun, Associate Professor of the Department of Music of the Hong Kong Baptist University. Her main research areas are music, language and cognitive development in early childhood. She is particularly interested in neuroscientific findings on music perception and learning.

Educational Provision for Ethnic Minority Students in Hong Kong: Meeting the Challenges of the Proposed Racial Discrimination Bill

Topic

This project aimed to investigate the education of ethnic minority students in the light of the Racial Discrimination Ordinance. There were four major objectives:

1. Outline the system level policy context in which education is provided for ethnic minority students and compare it with international trends.
2. Explore the way in which schools develop policy and adapt practice to meet the needs of ethnic minority students.
3. Appreciate the aspirations that ethnic minority parents and students have for education and the barriers they perceive to be operating at different levels.
4. Assess the extent to which the Hong Kong SAR government may be exposed to possible litigation under the proposed Racial Discrimination Bill and suggest new policy directions for policy and practice to meet this challenge.

Methods Used

The research team adopted a “macro-micro” approach to address the research questions. The research focus began with a broader policy document review and was then focused on examining school practices and finally the daily lives of ethnic minority students. Data was collected from policy documents at system and school levels, policy makers, principals, teachers, students and their families. Document analysis, surveys, and focused interviews have been used as the main methods of data collection.

Summary of Findings

- The presence of ethnic minority students in Hong Kong’s schools is not new but the Racial Discrimination Ordinance has highlighted the multicultural nature of the school population and the need to take special measures to ensure that all students are treated equitably.
- At the school level, additional resources are provided by the government to some schools to support ethnic minority students, but not all ethnic minority students attend such schools. These students represent a very small proportion of the school’s population, however, their needs for resource support and professional development for teachers should be addressed.
- Chinese language education remains a core issue for schools, students and teachers. There is no doubt that learning to speak Chinese will be of great benefit to the future of ethnic minority students. The unresolved issue is the absence of Chinese as Second language curriculum for non-Chinese speaking students.
- The teachers having ethnic minority students in their classes face considerable challenges, especially in terms of language. Yet our surveys found that teachers hold very positive attitudes toward ethnic minority students, despite their relatively weak performance in their study.
- Home-school liaison and communication with ethnic minority parents can be very difficult due to language barrier and cultural differences. Yet there was no doubt from our interviews with ethnic minority students and their parents that both have aspirations for the future and they recognize the importance of education.

Policy Implications and Recommendations

- The Equal Opportunities Commission (EOC) needs to devote attention to the needs of ethnic minority students in relation to the Racial Discrimination Ordinance. A recent report from the EOC Working Group on Education for Ethnic Minorities has raised important issues that need to be addressed by the Education Bureau.
- Developing deliberate educational policies to increase participation of ethnic minorities beyond primary school is a fundamental issue. A target enabling all ethnic minority students to proceed to secondary education by 2020 should be set and support should be provided to help ethnic minorities students to complete secondary education successfully.
- A new policy approach that values multiculturalism and its potential to contribute to the social and economic development of Hong Kong is needed. Real attempts should be made to show how harmony can only be achieved in multicultural contexts.
- The changing discourse in education policy where reference to “ethnic minority students” is being replaced with a description of these students as “non-Chinese-speaking students (NCS)” is counterproductive. It implies that ethnic minority students suffer from a deficit – in this case a language deficit. Such approaches to ethnic minorities should be avoided.
- The Education Bureau needs to pay more attention to curriculum development, resource support and professional development for teachers in the context of students learning Chinese as their second (and sometimes third) language. This has been an issue of public debate since ethnic minority communities are not convinced that current curriculum arrangements are meeting the needs of their students.
- Additional support for ethnic minorities should be extended to other aspects of schooling such as learning mathematics, offering pastoral care for students with emotional and psychological difficulties, helping these students adapt to local culture, and promoting home-school collaboration.
- The government should introduce specific programmes to train ethnic minority teachers for schools in Hong Kong.



Selected Publications Related to the Study

Hue, M.T. (2011). Building up a culturally responsive school: Cross-cultural experience of ethnic minority students in Hong Kong schools. In: Pillion, J., Hue, M.T. & Wang, Y.X. (Eds.) *Minority Students in East Asia: Government Policies, School Practices and Teacher Responses* (pp. 141-154). New York: Routledge.

Kennedy, K (2011). The “long march” toward multiculturalism in Hong Kong: Supporting Ethnic minority students in a Confucian state. In: Pillion, J., Hue, M.T. & Wang, Y.X. (Eds.) *Minority Students in East Asia: Government Policies, School Practices and Teacher Responses* (pp. 155-173). New York: Routledge.

Hue, M.T. (2010). Educational planning for school guidance: Teachers’ narratives of the diverse needs of ethnic minority students in Hong Kong secondary schools. *Educational Planning*, 19 (2):34-45.

Biography of Principal Investigator

Kerry J. Kennedy, Chair Professor of Curriculum Studies at the Hong Kong Institute of Education. His main research interests are in curriculum policy and theory and citizenship education. He has been particularly interested in citizenship values in Asia and has written extensively in this field. His current research is focused on educational provision for ethnic minority students in Hong Kong and more generally student attitudes to key citizenship issues such as political trust, civic engagement and broader civic responsibilities.