

**主旨:** BPF Submission to the Steering Committee on Population Policy: Public Engagement Exercise on Population Policy

**附件:** BPF Response to Population Policy\_final\_20140124.pdf; Health Care Manpower Planning\_September 2010.pdf; Hong Kong 2020 Human Capital\_September 2009.pdf; Ageing Populations the challenges ahead\_October 2009.pdf; The silver-collar economy - The Christian Science Monitor\_September 2012.pdf; How BMW reinvents the factory for older workersThe CSMonitor\_September2012.pdf; In Japan, better with age - The Christian Science Monitor\_September 2012.pdf

Dear sir/madam,

The Business and Professionals Federation of Hong Kong is pleased to submit the attached response to your Public Engagement Exercise on Population Policy.

The studies mentioned in our submission are attached. They are:

1. Health Care Manpower Planning – Business and Professionals Federation of Hong Kong, September 2010
2. Hong Kong 2020: The Big Picture, Human Capital – Business and Professionals Federation of Hong Kong, September 2009
3. Ageing Populations: The Challenges Ahead – Prof Kaare Christensen, MD, Prof Gabriele Doblhammer, PhD, Roland Rau PhD and Prof James W Vaupel, PhD, National Institutes of Health, U.S. Department of Health and Human Services. 2009; 12.
4. The Silver-Collar Economy – The Christian Science Monitor, 2 September 2012
5. How BMW Reinvents the Factory for Older Workers – The Christian Science Monitor, 2 September 2012
6. In Japan, Better with Age – The Christian Science Monitor, 2 September 2012



## BPF Response to Public Engagement Exercise on Population Policy

### Chapter 1 Introduction: Hong Kong Our Home

1. BPF supports the statement of the Steering Committee on Population Policy (SCPP) that a sustainable population policy is to enhance Hong Kong's human capital (paragraph 1.17). We emphasize the importance of human capital as being Hong Kong's only natural resource, which is worth the much needed investment coordinated by long term strategies implemented with on-going measures.
2. We also agree that "our goal is to build a population for Hong Kong to flourish both economically and socially" (paragraph 1.17). However, while flourishing both, it is worth more attention to "strive a balance" between economic and social development, in order to prevent the polarization of various segments of our population. We reckon that there are many trade-offs in pursuing a certain strategy. **For example, we as a society need to balance between allowing the ageing population to work longer years and the promotion of the younger generation. To overcome these conflicts, we believe long-term vision, flexibility in policy design, and constant adjustments based on honest facts finding are paramount fundamentals to our population policies.**
3. Regarding paragraph 1.22, we consider the statement more appropriately referred to as a "vision statement" than "objective statement". In addition, we would like to suggest some amendments to this statement:  
***"To sustain a population that advances and/or enhances Hong Kong's socio-economic evolution as one of the Asia's world cities and as a socially inclusive and cohesive society committed to attaining quality life for all residents and encouraging the realization of individual potential."***
4. In addition, BPF suggests to add the following high-level dimensions to the design of a population policy for Hong Kong:
  - i) Emphasize population policy as a pro-active policy for the sustainable development instead of a reactive policy to current problems or existing challenges.
  - ii) To be effective, set specific measurable objectives across the board, which are regularly measured and monitored.
  - iii) To cope with changing environment, the process of setting specific objectives under



the population policy should be dynamic instead of static. That means, specific objectives should be periodically assessed, and if required, adjusted.

- iv) The population quality will on its own foster more economic opportunities. More talents living in the territory will naturally generate more businesses.
- v) Establish a systematic and independent "manpower projection system" to project and monitor the supply and demand of various types of profession. And, this projection system should be integrated with regional Asia-Pacific Economic Cooperation (APEC) network so that we can plan on the possibility of immigration as a source of talent as well as forthcoming shortages created by emigration to other regional cities. As previously recommended by BPF, the current work on Medical Manpower Planning should be a model for this.<sup>1</sup>
- vi) It is a lot of work and many challenges to develop Hong Kong's human capital. BPF re-iterates a previous proposal of establishing a Human Capital Minister (either a new position or restructure of existing posts)<sup>2</sup> who will be the Champion of the population policy and the leader/coordinator of the various government units (such as Education Bureau, Labour and Welfare Bureau, and Immigration Department) in implementing the specific objectives set under the population policy. In addition, we propose establishing an appropriate sized Human Capital Agency (or Department) to deal with the additional works, such as the "manpower projection system", research in the quality aspects of the population, measurement of specific population policy objectives, and integration of the one-way-permit immigrants, etc.

## **Chapter 2                    Unleashing the Potential of the Existing Population, and Chapter 6                    Embracing Opportunities in an Ageing Society**

- 5. BPF considers that "maximising or optimising" is more relevant than "unleashing".
- 6. BPF considers both quantity and quality as important policy dimensions. Generally we are in agreement with the points stated in the consultation paper.
- 7. Currently, quantity is seen as an issue rather than quality as fortunately Hong Kong enjoys low unemployment and there is an imminent threat of an ageing population. In the longer-term, however, for sustainable development, the quality of the population is

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<sup>1</sup> Business and Professionals Federation of Hong Kong – Health Care Manpower Planning, September 2010

<sup>2</sup> Business and Professionals Federation of Hong Kong – HK2020 The Big Picture: Human Capital, September 2009



probably a more important issue to deserve more attention and warrant more policy measures. As such, we recommend that in future more focus and resources should be spent on quality issues and aspects.

## **Labour Participation**

8. To increase the labour participation of the existing population, BPF has identified major opportunities under the topic of retirement:

- i) With reference to the "early retirees" mentioned in the Consultation Document (paragraphs 2.4 to 2.7), we consider that the traditional term "retirees" is too narrow and does not fully reflect this fast developing segment of our population. As a result of longevity and improving health, more than ever there are people, often in their 50s or 60s or older, no longer working full-time, but still live an active social and economic life. This means, they are far away from the usual retirement mode, and they are available or even looking for meaningful things to do other than taking a full-time employment. These "active post full-time employment" groups have the experience and skills to continue to contribute to society, if deployed appropriately. Insufficient attention is being paid to this growing segment.
- ii) Research conducted in other developed countries, however, suggests that people are not only living longer than they did previously, but they are also living longer with less disability and fewer functional limitations.<sup>3</sup> This means **instead of treating this new ageing group as potential social and public funding burden, they can better be viewed as a new source of labour and talent.** A new paradigm thinking for a refreshing set of strategies is warranted.
- iii) We should revamp the currently rather rigid retirement age system (which is primarily based on the age of an individual) for a more flexible system that should consider both the health and mindset of the individual involved and the needs of the work place (especially those areas of acute shortage of skilled or experienced workers). Some developed countries have found ageing workers to be a valuable addition and supplement to their current workforce if certain necessary adjustments can be made.<sup>4</sup>

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<sup>3</sup> Ageing Populations: The Challenges Ahead - Prof Kaare Christensen, MD, Prof Gabriele Doblhammer, PhD, Roland Rau PhD and Prof James W Vaupel, PhD, National Institutes of Health, U.S. Department of Health and Human Services. 2009; 12.

<sup>4</sup> "The Silver-Collar Economy", "How BMW Reinvents the Factory for Older Workers", and "In Japan, Better with Age" - The Christian Science Monitor, 2 September 2012.



- iv) Obviously there must be a balance between keeping the ageing workers (either full-time, part-time or project employment) and the younger generations. We believe this can be addressed with job designs and nature of the services.
9. BPF believes a different paradigm in expanding the definition of a work place would include more women and the active post full-time employment groups in labour participation, while minimizing the negative impact on the younger generations' career development.
- i) Creative work designs can structure more work as projects instead of fixed positions, in order to allow part-time modular workflow instead of on-going full time employment. The mature workers can serve as consultants and advisors whose primary roles are to nurture the younger ones, support their work, and tackle the more complex issues which require more judgment based on experience. They can also be deployed as "interim managers" and "temporary workers" to tackle cyclical or temporary shortage of skilled labor.
  - ii) A more flexible work place should eliminate the typical dilemma faced by many young women of choosing between full employment or no employment. We can try to create more part-time positions, work-from-home, projects oriented workflow, etc. And, we can foster re-entry to the work force by those middle-aged mothers whose children start to grow older and become more independent.
10. In attaining quality life as in the mission statement, BPF would like to raise the work overtime issues. Generally, the Hong Kong people, particularly the middle-class professionals, work very long hours. Aside from the debate on whether this over-time work should be compensated, we observe that the overly long working hours has a direct negative impact on the low employment ratio of women and the low birth rates. There have been many apparent consequences which have proven to be undesirable, including delayed or no marriage, hard choice between raising kids and employment, and stress-related health problems. Hence, although we recommended working longer years under a more flexible retirement system and work place, BPF does not recommend working longer hours as a means to produce economic development, while more emphasis must be placed on improving productivity.
11. The government is the single largest employer in the territory, while on the other hand a major part of our economy is made up of medium and small sized enterprises who



cannot afford or do not have the resources to develop new concepts and experiment new ideas with regard to work place and labor policies. Hence, it is very important for the government to set pioneering examples (e.g. as in implementation of the 5-days workweek) in implementing new work-related policies. We also encourage Government to experiment new work measures (e.g. part-time jobs, projects, and interim managers) in order to demonstrate the effectiveness of certain new work arrangements before private enterprises may "borrow" and apply these ideas. Furthermore, the Government may set up (or sponsor trade associations to do so) sector-wise portals for information and best practice sharing.

12. We support the One-way Permit to continue on humane grounds and as a source of population growth (paragraphs 2.10 to 2.12). Although the approval power rests with the Mainland authorities, there are many administrative and follow-up measures the Government can do to enhance the ultimate outcome of Hong Kong's single largest immigration program. For example, the government can systematically plan for the expected arrivals who are coming. Then, common problems of this type of immigrants should be pro-actively dealt with upon their arrival, and on a need-to basis, there should be specific counseling and follow-up on individual cases. If we believe in the value of this scheme, and as it is our single largest population growth factor, a proactive systematic management is necessary to improve the quality of this segment of new population.

### **Chapter 3 Enhancing the Quality of our Home-grown Talent**

13. We agree with the SCPP that diversifying our economic base is desirable (paragraph 3.6). However, while respecting and agreeing with the Government's initiatives in promoting four industry sectors, it is equally worth reminding ourselves that the most often (and arguably the best kind of) new areas of economic development are generated from the private sector, i.e. from its own population or immigrants, instead of generated or led by the Government.
14. To improve productivity and foster innovation and entrepreneurialism in today's competitive environment, development of our human capital should include the promotion of these fundamental attributes and abilities: situation analysis (identifying the cause of the problem), problem solving (deriving and implementing solutions), creativity (new insights, daring to experiment), entrepreneurial spirits (calculated risk taking), automation (inventing and/or applying technologies) and appropriate workflow design (e.g. outsourcing, supply chain, production lines). It would be ideal if we can minimize



the uninteresting works, so that people can enjoy what they do instead of just going for money. However, does our current culture and education system foster these attributes? Our current education system is notoriously famous for "spoon-feeding" students with information, and educates them to take orders and implement such obediently. Do we equip the younger generation with soft skills such as the language skills? And, are they exposed to the world? BPF believes that these qualitative issues deserve more attention so that they become an integral part of the population policy, implemented with our investment in education, vocational training and continuing education.

15. Currently our philosophy on education funding is to support certain years of formal education to be taken before a person leaves the formal education system. While we encourage expanding the number of years of education funded for each citizen, we also encourage a more flexible arrangement so that some of these expanded funding can be taken at different times of one's life span instead of all taken before they enter full-time work. This will allow flexibility to change/adjust career more easily given a fast changing economic environment and offer people the chance to learn new skills and technologies after they pass formal schooling years.
16. Regarding vocational training, we agree the prevailing narrow mindset towards career options is both worrying and unsustainable (paragraph 3.13). Very often the source of the problem comes from the parents as their children are still too young to know what they want. In addition to the money issues, a lot has to do with the lack of understanding and the herd mentality. Hence, BPF has the following recommendations which focus on better informed decision making by both parents and students:
  - i) Public education should emphasize the importance of "good match" for a particular individual (characters, abilities and interests) and his career / professional choice. Starting from senior high schools, we should consider introducing formal career counseling guidance.
  - ii) Promote and facilitate internship and part-time jobs while still in formal schooling which offer opportunities to "try it out". Consider granting school credits on qualified internship.
  - iii) More job fairs funded by the Government to allow various industry sectors to introduce their career paths and successful persons in that industry.



- iv) Promote masters of each trade under a more supervised and structured apprenticeship, as an incentive to attract young students to join the trade or profession to learn from these masters.
17. BPF members recognize that most of the vocational training in fact takes place within a company instead of in the form of a formal government program. What can society and our government do to support this type of training? Would more tax incentives generate more good training? Can there be industry-based training material and guidelines prepared with public funding for use by all businesses in that sector? BPF encourages more specific objectives to be set in these areas.
18. Furthermore, as reflected by BPF members, very often there is an apparent mismatch between the supply of vocational trainees and the demand from various industries. Effectiveness of such training is more important than the number of trainees processed by the system. Unfortunately, we lack measurements of effectiveness when publishing quota fulfillment. While we support public funding to continue to be spent in this important area, we also believe there is a need to adjust our approaches in order to get a better value out of this investment. As such, we recommend that vocational training should only be provided to:
- i) those individuals who have found a job, or
  - ii) there is a clearly identified need (i.e. labor shortage) in a certain industry sector
19. Regarding the apprenticeship scheme (paragraph 3.15), BPF considers apprenticeship appropriate, and to some extent necessary, for highly technical works and skilled crafts which would serve as a vital bridge between the more general and broad-based education and certain professions and careers. Unfortunately, our society does not have a working model on such, and unfortunately over time this concept has become associated with low end or undesirable jobs. To revive this concept, a refined vision and set of strategies are necessary.
20. An often repeated idea is for Hong Kong to become an education hub to attract talents and to develop the education industry. Most renowned major world cities have education as a core business sector and the resulting constant source of educated foreign students has proven to be a vital source of talents for implementing a pro-active immigration policy. BPF encourages the public debate on population policy to include



this concept of building Hong Kong into an education hub. And, should it be considered an integral part of the population policy, there would be a number of policy and infrastructure issues to be worked out.

#### **Chapter 4 Complementing Workforce with New Sources**

21. BPF supports Hong Kong as a very open society, with the import of human capital for meeting current needs and fostering future development (paragraphs 4.1 and 4.6). We also encourage the government to promote Hong Kong proactively in attracting talents to come to Hong Kong (paragraph 4.7)
22. On the other hand, it should be emphasized that "import" of talents is not the same as immigration (although the current schemes are handled by the Immigration Department). As a world city, we must emphasize it is strategically imperative to maintain Hong Kong as a transient place for people to come and live, so we may attract talents from all corners of the world. This flexibility has many benefits of self-adjusting the demand with supply, reaching out to a larger pool of talents and shortening the time for adapting to the changing environment.
23. At the same time, import of talents instead of permanent immigration raises other considerations and related issues concerning the future return of these talents to their own countries. BPF further agrees with the importance of air quality, international school and housing costs as deterrence in attracting global talents (paragraph 4.8). On air quality, we must seriously invest in reducing road-side pollution. There should be a separate study to formulate long-term policy on the international school places issue. The issue of very high housing costs is now being tackled by the current Administration.
24. However, in implementing the various "admission" schemes to attract talents, the current approach is largely a reactive approach, i.e. based on applications (paragraphs 4.2 to 4.4) submitted by the private sector. In addition to these schemes, BPF recommends the research into and preparation of a "talents-in-demand" list based on shortage of labour and skills, both current and forecast. **Based on the demand list, Hong Kong should promote itself to target the attraction of these talents.**
25. BPF believes that there is a need to import labor on a discretionary basis so as to benefit the overall economy, particularly to fill structural shortage (e.g. domestic helpers and junior retail servicing jobs) and to address cyclical or short-term demands of a particular industry (e.g. construction). However, proper balance is necessary to address the



inherent conflicts and negative impact such schemes would create on the local labor population. BPF urges the establishment of a credible and transparent framework so that both the employers and labor representatives / unions can work together to benefit the overall economy. In addition, we have the following recommendations for public consultation:

- i) A credible and objective "manpower projection system" should be established to research into, define and communicate the manpower status of different industry sectors.
  - ii) Vocational training resources are committed to such industry sectors in order to provide more labor supply.
  - iii) If there remains shortage in various time frames, the industry should be allowed to import labor under certain quota under those time frames.
26. It is clear from the above that the issues concerning import of talent go far beyond the implementation of certain schemes which are currently handled by the Immigration Department. In this regard, BPF reiterates its previous proposal that both the immigration policy and the implementation of its programs should be placed under the Human Capital Minister, and in lieu of this position, the Commerce and Economic Development Bureau.

### **Further Topics That Deserve More Attention**

27. BPF has identified the following important topics which deserve more public consultation and debates in order to formulate public policies:
- i) The topic of "what is the right population size?" was once debated among society. BPF believes it is important to formulate a policy on this subject among public debates of our society because Hong Kong is already considered very crowded by world standard and has very high housing costs due to imbalance of supply and demand.
  - ii) What is the actual impact of an ageing population on our economy? Very often, the ageing population is being discussed as a burden to our public funding. But is this really true? While this is true that people are older as they live longer, but this does not necessarily mean they are sick for longer.



- iii) What is the impact of the changing population profile (i.e. smaller family size and aging population) on our economy? Without robust population growth, an economy lacks the young families willing to spend on housing, home appliances, apparel and education. On the other hand, there are more mature consumers who live longer to spend on discretionary items such as tourism and health care. Many of these issues have long-term implications on our social infrastructure.

January 2014

# Health Care Manpower Planning

## 醫療人力資源計劃

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September 2010



# Health Care Manpower Planning

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## 醫療人力資源計劃

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## HEALTH CARE MANPOWER PLANNING

### Foreword

In its major Hong Kong 2020 – The Big Picture study last year the Business and Professionals Federation of Hong Kong (BPF) highlighted Human Capital as a core issue for Hong Kong.

Most Asian societies in the next generation will be ageing societies with shrinking active skills. The battle to develop and attract relevant talent will be won by those best equipped to match their skills to current and future needs.

Today there is however a serious lack in Hong Kong of coordinated Human Capital planning based on comprehensive and carefully assessed future needs. For example, in tertiary education the loudest voice rather than objective assessment tends to prevail in allocating university places.

In its search for solutions BPF has started by focusing on one major area where Hong Kong is well placed to succeed. We have chosen health care which with its many faceted requirements and interests we consider to be an ideal model for wider application.

This study is just a first step in addressing the Human Capital challenge. In our ongoing work we will welcome partners in seeking the best way forward.



David Akers-Jones  
President

## **Executive Summary**

### **1. Introduction**

- i) BPF in its recent major study “Hong Kong 2020 – the Big Picture” highlighted the importance of adopting a far more coordinated and organised approach to develop our human capital. Of all human capital issues health care manpower planning is one of the most complex and most in need of high level informed coordination.
- ii) The success or failure of Hong Kong’s health care reform will depend very largely on the ability to have in place the necessary quantity and relevant quality of skills.
- iii) In this paper, BPF examines the current planning and skills training environment, identifies issues which must be addressed and looks to international experience and opinion to highlight the extent, complexity and universal nature of the task and how it may best be addressed.

### **2. An Overview of Hong Kong Health Care Manpower**

- i) The Hospital Authority employees half of the medical practitioners and registered nurses (RN) while the private sector employs more than 50% of professionally qualified health care workers.
- ii) There are shortages in several key areas, notably in nurses, appropriately skilled general practitioners/family doctors and in several specialised disciplines.
- iii) Six of the 12 registered health care professions require local licensing examinations for non local trained professionals.
- iv) There are substantial accreditation barriers for non locally trained health care professions.
- v) Future major impacts on health manpower needs include:
  - Medical tourism
  - Jobs opportunities in Mainland through CEPA licence waiver
  - Move to team delivery
  - Emphasis on primary care/prevention

- Reallocation of tasks between skills
- Growth in chronic disease burden
- Growing elderly population

### **3. Training and Education of Health Care Workers in Hong Kong**

- i) There is a lack of coordinated macro manpower planning in Hong Kong.
- ii) The Hospital Authority (HA) has been developing over the past three years a specific workforce planning unit working from a comprehensive statistical base and using dynamic forecasting and modelling techniques in a consultative environment.
- iii) There is no coordinated mechanism for planning health care manpower needs in the private sector.
- iv) The training and education at the tertiary level of all skills is predominately budget driven, with the allocation of publicly funded university places currently capped at 14,500.
- v) The main burden of training rests with the major universities and the Hospital Authority.
- vi) Vocational Training Council does not conduct any courses relating to any of the registered health care professions. It should have an increasingly important role to play, especially in providing training for health care support services staff.

### **4. The International Perspective**

- i) Analysis of health care manpower planning in European countries, Canada and some Asian countries show the following trends:
  - A global shortage in nurses.
  - Increasing International mobility.
  - Changing professional boundaries and skill mixes.
  - A move away from planning based on past utilisation trends and dominated by the profession to a more scientifically based and inclusive approach.

- ii) Of the countries reviewed by BPF, Australia has been at the forefront of developing medical workforce planning approaches and the methods used continue to evolve. Key features of their approach include:
- Simulation models for projecting supply and demand.
  - Review by the Australian Work Force Advisory Committees of particular disciplines and analysis of specific issues.
  - The Australian Medical Workforce Advisory Committee (AMWAC) has worked hard to develop good relationships between the key players.
  - The Health Workforce Australia (HWA) is responsible for workforce planning and research.

## **5. A Way Forward for Hong Kong**

### **i) Mobility of Skills**

Virtually every developed country actively promotes mobility of skills and Hong Kong is virtually alone in having moved increasingly in recent times to a more closed shop approach. By doing so we put at serious risk our ability to maintain a healthy community and our ability to grasp the enormous opportunities both in Hong Kong and in the Mainland.

We must find a solution which enables a two way freedom of movement of skills while protecting the high local standards achieved in past decades.

### **ii) Three Essential Planning Ingredients for Effective Planning:**

- An extensive database covering past, present and future manpower resources and trends.
- Research personnel equipped with skills and modelling tools to undertake dynamic projections.
- All stakeholders' collaboration.

### **iii) The Current Hong Kong Approach**

Our current planning methodology tends to reflect the views of the more dominant professions, based on existing practices and priorities.

Major improvements in the planning process within the Hospital Authority have the unfortunate by-product of exacerbating

weaknesses in assessing and filling future needs in the rest of our total health care system. In some areas, for example, in dispensing, nearly all available talent has been absorbed by the public sector.

At the heart of this problem is the public/private divide, the public centrally and strongly managed, the private lacking focus and coordination.

iv) A Two Stage Approach

The Hospital Authority approach to planning should ultimately be the model for a community wide health care planning system, embracing both the public and private sectors. The creation of a strong central governance structure for primary care must be a long term objective.

A first step for Hong Kong is to establish a central health care planning resources unit within the Food and Health Bureau. The initial task of the resources unit should be to establish the framework for a territory wide database as well as the parameters for modelling and forecasting. Its first priority should be to conduct studies in selected areas of priority need, reaching out to the stakeholders in these areas to support the next UGC triennial review.

The unit might, at the next stage, expand its remit into all aspects of health care manpower planning or make way for a more authoritative work force planning task force within the Food and Health Bureau.

This approach must address both numbers and the skills sets of training. The proposed research unit must engage the universities to identify changes in curricular content.

Whilst this paper is concerned specifically with health care human resource planning, we believe that introduction of the planning disciplines we recommend for health care should be a test case and model for wider introduction in addressing Hong Kong's Human Capital challenges.

## HEALTH CARE MANPOWER PLANNING

### 1. Introduction

- i. BPF in its recent major study “Hong Kong 2020 – the Big Picture” highlighted the importance of adopting a far more coordinated and organised approach to develop our human capital.
- ii. Health care is an essential ingredient in the well being and economic productivity of the community and, in Hong Kong, has been identified as a major economic pillar in its own right. It encompasses highly diverse and complex skills and interpersonal relationships and is experiencing revolutionary changes in technology and in both the nature and structure of delivery. While it involves some of the longest training regimes of all disciplines, the knowledge, skills and attitudes of yesterday and today are increasingly either being superseded or are inadequate. Of all human capital issues health care manpower planning is one of the most complex and most in need of high level informed coordination, made more difficult in Hong Kong by the divide between public and private roles in delivery.
- iii. Hong Kong has embarked in the past few years on a programme of fundamental health care reform. The success or failure of this reform will depend very largely on the ability to have in place the necessary quantity and quality of skills, either trained locally or imported internationally.
- iv. The supply of professional doctors and nurses with relevant skills to work in a multidisciplinary environment is recognised as a crucial challenge. Our well publicised gaps in skills sets and/or numbers in these areas and the controversy surrounding them are witness to the shortcoming of Hong Kong’s current manpower planning regime. Less well known but also vitally important are increasing shortages in specialist skills, such as radiography, therapy and psychology and in lower skilled support services. In this paper, BPF examines the current planning and skills training environment, identifies issues which must be addressed and looks to international experience and opinion to highlight the extent, complexity and universal nature of the task and how it may best be addressed. It has been a key plank of the BPF position in the health care reform debate that repositioning health care to place emphasis on primary care and prevention

necessitates reform of the governance structure and resources. Effective manpower planning is a key element of governance.

## **2. An Overview of Hong Kong Health Care Manpower**

- i. There are 12 registered health care professions, six of which require local licensing examinations for non local trained professionals.
- ii. Physiotherapists, occupational therapists, radiographers do consider non local qualifications.
- iii. Others such as clinical psychologists/dieticians insist on non local qualification.
- iv. There is a 14,500 cap on publicly funded first degree courses for ALL subjects. There is no plan to increase this cap, so that expanding publicly funded health care training can only be at the expense of other fields.
- v. The accreditation licensing examinations for medical professionals have an extremely low pass rate, less than 20% on average, and represent a formidable barrier and deterrent for overseas professionals to practise here. For example, a UK qualified doctor with 5 years' training and 2 years' internship experience must wait (presumably without working) to sit for an exam held only once a year requiring revision of years 1-5 of his/her study with very low success prospect.
- vi. For nurses in particular there is a perceived language barrier to non local recruitment.
- vii. Hong Kong has  
12,000 medical practitioners, about 50% employed by HA.  
37,000 registered nurses, about 50% employed by HA.
- viii. Future major impacts on health manpower include:
  - Medical tourism
  - Jobs opportunities in Mainland through CEPA licence waiver
  - Move to team delivery
  - Emphasis on primary care/prevention
  - Reallocation of tasks between skills

- Growth in chronic disease burden
  - Growing elderly population
- ix. There is currently an acute nursing shortage (alleviated partly by recent HA initiatives) and in particular of appropriately skilled general practitioners/family doctors. Overall Hong Kong has 1.7 doctors for 1,000 population, compared with 2.0 in Japan, 2.2 in the UK and 3.1 in the US.
- x. In 2007/08, out of 51,509 full time undergraduates studying in Hong Kong universities, 6,959 were health care related, comprising:
- |       |                                  |
|-------|----------------------------------|
| 1,351 | medical students                 |
| 258   | dentistry                        |
| 3,394 | allied medical including nursing |
| 1,956 | biological/food sciences         |
| ----- |                                  |
| 6,959 |                                  |
- xi. In 2008/09, the total new intake of full degree University Grants Commission (UGC) funded programmes relating to registered health care professions was 1,201. Annex 1 shows the distribution for these.
- xii. The main burden of the training of health care workers rests with the major universities and the Hospital Authority. There is also a total of 1,650 students currently enrolled in registered and exempted health care related courses of non local universities.

### **3. Training and Education of Health Care Workers in Hong Kong**

- i. There is effectively no coordinated macro manpower planning in Hong Kong. In 2002, in his inaugural address the Chief Executive highlighted an urgent need for development of a population policy. The objective of such a policy was defined as defining and nurturing a population which sustains our development as a knowledge based economy. Progress in achieving this appears minimal and, as will be seen from the current key responsibilities of the 12 policy bureaux, neither population policy nor manpower planning is highlighted. (Annex 2)

- ii. In practice the training and education at the tertiary level of all skills is predominately budget driven with the allocation of public funded university place in all disciplines, including health care related programmes, arrived at as the result of consultation between the UGC, local universities and Government. The Government sets a cap on the number of publicly funded university places, currently 14,500. The UGC's basic mechanism is to work on a Triennial Planning Cycle, in the course of which Government invites the Department of Health, the Hospital Authority, the Social Welfare Department and private hospitals to make long term manpower demand forecasts and give advice to UGC.
- iii. The Department of Health does not undertake any dynamic manpower planning as such. It does conduct regular surveys of individual professions. These are entirely factual and do not address future needs and trends.
- iv. Other than the input from the private hospitals, there is no coordinated mechanism for planning health care manpower needs in the private sector notwithstanding that currently more than 50% of professionally qualified health care workers are in the private sector, with the emphasis of health care reform on the restructuring and development of this sector.
- v. In contrast the Hospital Authority, recognising the several shortfalls and mismatches arising from the existing manpower planning regime, has been developing over the past three years a specific workforce planning unit working from a comprehensive statistical base and using dynamic forecasting and modelling techniques in a consultative environment. Also, recent initiatives taken by them and private hospitals to augment the limited university capacity are alleviating the nursing shortage of both EN and RN nurses. As a result, the annual intake for nurse training has increased from 993 in 2009 to 1500 annually increasing to 1900 by 2012.
- vi. Continuous professional training is a vital but controversial issue in future manpower planning. In this regard, the Vocational Training Council, as a major provider of sub degree and in service training, does not at this stage conduct any courses relating to any of the registered health care professions. It should have an increasingly important role to play, especially in providing training for health care support services staff.

- vii. Another factor which has impacted the training and education of health care professionals has been the problem posed by the differing requirements of various self regulatory jurisdictions. The recent rejection by the Nursing Council of Hong Kong of a 3 year Hong Kong Institute of Technology (HKIT) associate degree course is an example.
- viii. One area which does seem to be lacking adequate focus in planning and providing training is the impact of upgrading skills on essential support sourcing. Where does Hong Kong source, train and provide levels of qualification for dispensers, nursing assistants and personal carers for example and what community wide planning, if any, exists to assess Hong Kong's future needs in this area?

#### **4. The International Perspectives**

- i. A review of published material available to BPF indicates wide spread international concern for the need to enhance health care planning, though it has to be said that the rhetoric often indicates the lack rather than the success of established or satisfactory planning mechanisms.
- ii. In this overview, we summarise some of the challenges being faced internationally and how they are being addressed.

##### **4.1 European Health Care Planning**<sup>i)</sup>

- i. "The ways in which the health care workforce is recruited, trained, regulated and managed often fail to keep pace with changing demands facing health care systems".
- ii. The UK has been particularly innovative in changing professional boundaries and skill mixes and in increasing international mobility.
- iii. There is considerable scope for changing the mix of skills moving from an individual model of practice to one based on multi professional team work.
- iv. There is pressure on educational programmes to offer packages of skills that differ from those traditionally offered.

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<sup>i)</sup> European Observatory on Healthcare Systems 2006

- v. Prevailing practices for the supply of personnel, dominated historically by the profession, cannot change without modification in regulations.
- vi. In 2003, about one in three hospital medical staff in the National Health Service (NHS) had obtained their primary medical qualifications outside the UK (notably South Africa and India).
- vii. International recruitment is a sound and legitimate contribution to the development of the NHS work force. [a criticism being this deprives developing countries of skilled personnel]
- viii. The existing division of labour in any health care system is not sacrosanct – the skill mix is changing.
- ix. The reason why some tasks are the responsibility of one profession and not another is frequently an accident of history.
- x. Basic medical training occurs mainly in universities which maintain a closer link to science and research than to health care systems. This can result in academic indifference to current (or future) daily practice and render part of the training irrelevant.
- xi. Entry levels are typically arrived at by collaboration between education and health ministries, such policies often lead to shortages.
- xii. It is not easy to forecast health care profession needs. It requires extensive data bases on present and past staffing resources and health care needs, equal involvement of all stakeholders and not just the more vocal interest groups, and the ability to think out of the box.
- xiii. A key observation in **health care management** in Europe is that literature rarely recognises them as a critical component of the health care work force. This translates into a lack of clarity about how many managers are needed where and with what skills.

#### **4.2 Canadian Planning** <sup>ii)</sup>

- i. All jurisdictions in Canada are currently experiencing shortages of health care providers.

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<sup>ii)</sup> A framework for collaborative pan-Canadian health human resources planning 2007

- ii. In 2002, Canada established the Advisory Committee on Health Delivery and Human Resources. The focus of its work is to ensure Canada has the health human resources (HHR) to support the health system of the future.
- iii. The key differences between the proposed pan-Canadian approach and the traditional approach to HHR planning are that the proposed approach is collaborative and is driven by the delivery system design.
- iv. Planning health human resources based on system and population health needs – as opposed to relying primarily on past utilisation trends – will lead to more responsive health systems. Such planning provides an opportunity to identify the types of professionals required and how to deploy them to make the best use of their skills.
- v. The traditional approach to HHR planning in Canada has relied primarily on a supply side analysis of past utilisation trends. Faced with shortages in a certain profession, jurisdictions tend to add training positions; faced with surpluses they cut. Some weaknesses of this approach are:
  - Tendency to plan for the past rather than the future.
  - Planning is based on traditional service delivery models.
  - Planning tends to focus almost exclusively on physicians and nurses rather than the full range of providers.
  - Planning has been based on weak data.
  - There has been insufficient collaboration between the education and health systems.
  - It is in everyone's best interests to participate in more collaborative HHR planning.

#### **4.3 Medical Work Force Planning in Australia**<sup>iii)</sup>

- i. Australia is facing an impending shortage in the medical workforce.
- ii. Work force planning has not taken into account the full range of dynamic variables.
- iii. Future planning will require more careful monitoring and dynamic modelling.

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<sup>iii)</sup> The medical journal of Australia 2004

- iv. Australia has been at the forefront of developing medical workforce planning approaches and the methods used continue to evolve.
- v. Planning issues are emerging such as reallocation of tasks to other health professionals and re-skilling of medical practitioners for changed roles.
- vi. The increasing amount of non-clinical work undertaken by doctors reduces the effective supply of doctors available to provide medical services. Many doctors in clinical roles are choosing to spend time on non-clinical work such as research and teaching.
- vii. New models of care particularly those associated with chronic illnesses have changed the market for medical services.
- viii. The possibility of other health care providers, particularly nurses, substituting for doctors in performing certain tasks is a key emerging issue.
- ix. The general societal trend towards greater fluidity in career pathways is having an impact on the medical profession.
- x. A more effective approach to medical work force planning requires three key features:
  - Monitoring of all key factors effecting supply and demand
  - A systems level perspective
  - A dynamic approach
- xi. A basic requirement is that all key drivers of supply and demand are identified and that there is ongoing systematic collection of good quality data to monitor trends over time in these factors.
- xii. To date the Australian Medical Workforce Advisory Committee has undertaken reviews of particular disciplines within the medical workforce and provided analysis of specific issues.
- xiii. While the need for integration is recognised, planning agencies and policy makers struggle on how to put this into practice.
- xiv. Effective work force planning approaches must be able to account for a large number of variables simultaneously and to adjust to changes

over time. This requires sophisticated dynamic modelling. Australia has developed simulation models for projecting supply and demand.

- xv. No matter how much we improve the technical side of work force planning, projecting future supply and demand will always be difficult. This is partly because of inherent uncertainties in forecasting, but also the result of the political side of the process. The success of planning is thus highly dependent on good relationships between the key players. The AMWAC has worked hard to develop such relationships.
- xvi. AMWAC is an advisory body. The body now responsible for workforce planning and research is Health Workforce Australia. This body will subsume the current National Health Workforce Taskforce (NHWT): see attached workforce structure (Annex 3).

#### **4.4 Some Other Relevant Factors**

- i. Nursing shortage is a global problem.  
United States estimated shortage 500,000 by 2025  
Japan 550,000 by 2014  
Canada 113,000 by 2014
- ii. Faced with the inability to train sufficient nurses domestically, Japan is faced with the need to import. Language training is proving a major hurdle.
- iii. Singapore is aggressively recruiting doctors from overseas. In the past three years (2006-9) they have recruited over 1,000 foreign trained doctors.

#### **5. A Way Forward for Hong Kong**

- i. The research unit should be the first priority to conduct targeted studies in critical areas to support the next UGC triennial review.
- ii. The longer term aim should be to “merge” the discrete HA planning process in to a territory wide medical man power planning mechanism engaging all stakeholders.
- iii. There would also appear to be a need for improved dialogue between the health care and university sectors.

#### iv. Mobility of Skills

One of the most striking contrasts to emerge from a review of the international approach to manpower planning is that virtually every developed country recognises the existence of shortages which cannot be filled from local resources alone and that even the most sophisticated planning cannot accurately forecast both quantity and quality in future manpower needs. In nearly all cases they actively promote mobility of skills, both to address known shortages and to create flexibility to overcome short term peaks and troughs in skills availability. Hong Kong is virtually alone in having moved increasingly in recent times to a more closed shop approach. This exception is made even more critical and contradictory by the situation in Hong Kong today. We are committed to making changes to our health care system, we face a potential drain of resources to the Mainland which could absorb them many times over, we seek to position Hong Kong as hub of medical excellence and we seek to create a new industry as a centre of Medical Tourism.

The protection of standards and integrity are paramount but in our current circumstances the closed shop is a recipe for decline and for failure. For decline, in that we put at serious risk our ability to maintain a healthy community. For failure, in placing at risk our ability to grasp the enormous opportunities that are opening up for us and for our next generation of health professionals, both in Hong Kong and in the Mainland.

There is an overriding imperative that we find a solution which enables Hong Kong to adopt a two way freedom of movement of skills while protecting the high local standards achieved in past decades. Without this flexibility, effective health care manpower planning for Hong Kong will be an impossibility.

#### v. Essential Planning Ingredients

There are three fundamental requirements for effective planning. These are:

- An extensive database covering past, present and future manpower resources and trends.
- Research personnel equipped with skills and modelling tools to undertake dynamic projections.
- All stakeholders' collaboration.

vi. The Current Hong Kong Approach

To many the most obvious weaknesses with our current planning methodology are that it tends to reflect the views of the more dominant professions, based on existing practices and priorities. Nearly 50% of the current health care work force is largely excluded from the process, to the extent that future trends in delivery models, in skills sets and in patient profiles are not factored in, this appears unscientific and lacks transparency.

Major improvements in the planning process within the Hospital Authority over the past three years have the unfortunate by-product of exacerbating weaknesses in assessing and filling future needs in the rest of our total health care system, currently employing over half of our health care work force. In some areas, for example, in dispensing, nearly all available talent has been absorbed by the public sector.

At the heart of this problem, as with many other health care related issues in Hong Kong, is the public/private divide, the public centrally and strongly managed, the private lacking focus and coordination.

vii. A Two Stage Approach

The Hospital Authority approach to planning largely echoes progress in Australia, which is widely acknowledged to be a world leader in this field. Clearly it is an approach which ultimately should be the model for a community wide health care planning system for Hong Kong, embracing both the public and private sectors. The creation of a strong central governance structure for primary care must be a long term objective.

We have observed that Australia started their planning journey over some ten years by formation of an all Australia Health Advisory Committee, moving over time to coordinated planning, now through Health Workforce Australia.

A practical way forward and first step for Hong Kong is to establish a central health care planning resources unit within the Food and Health Bureau. Mirroring the approach adopted in rolling out the Electronic Patient Record to the wider community, we recommend that the initial task of the resources unit, advised by the workforce planning unit of the Hospital Authority, should be to establish the

framework for a territory wide database, building on the current limited Department of Health database, as well as the parameters for modelling and forecasting. In the initial stage the unit should conduct specific studies in selected level areas of priority need, reaching out to the stakeholders in these areas. By the end of the next UGC Triennial planning cycle the unit would be making a constructive and objective contribution to the planning process.

Depending on progress, both in achieving acceptance by the health care community for its work, and in the implementation of the wider health care reform initiatives, the unit might, at the next stage, expand its remit into all aspects of health care manpower planning or make way for a more authoritative work force planning task force, within the Food and Health Bureau, following the Australian model. A possible local model for this could be the Financial Services Manpower Planning Unit of the Financial Services and the Treasury Bureau.

It is important to stress that this approach to planning must address both numbers and the skills sets of training. The right mix of skills in an increasingly interdisciplinary environment is essential. One of the core tasks of the proposed research unit must be to engage with the universities to identify changes in curricular content.

Whilst this paper is concerned specifically with health care human resource planning, we believe that introduction of the planning disciplines we recommend for health care should be a test case and model for wider introduction in addressing Hong Kong's Human Capital challenges.

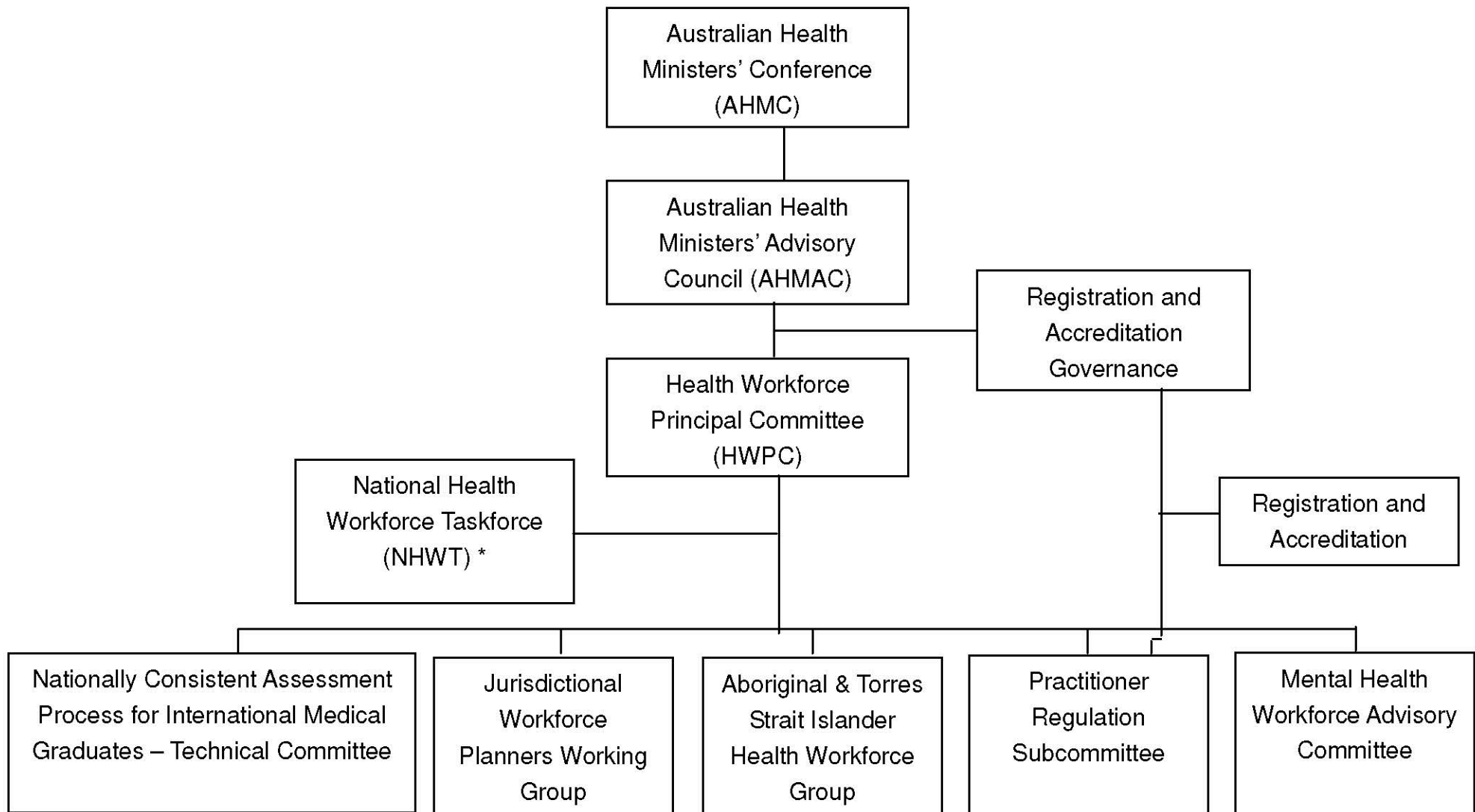
**Annex 1: New Student Intake for UGC-Funded First-Degree Places in Registered Profession-Related Programmes at Local Universities**

<b>Registered Profession-Related Programmes</b>	<b>New Student Intake 2008/9</b>
Nursing	590
Medicine	250
Chinese Medicine	85
Physiotherapy	60
Dentistry	50
Occupational Therapy	40
Medical Laboratory Science	35
Optometry	35
Radiography	35
Pharmacy	30
Chiropractic	0
Midwifery	0
<b>Total</b>	<b>1,210</b>

## Annex 2: Key Responsibilities under the 12 Bureaux

Bureau	Key policy responsibilities
<a href="http://www.csb.gov.hk">Civil Service Bureau</a> ( <a href="http://www.csb.gov.hk">http://www.csb.gov.hk</a> )	Management of the Civil Service
<a href="http://www.cedb.gov.hk">Commerce and Economic Development Bureau</a> ( <a href="http://www.cedb.gov.hk">http://www.cedb.gov.hk</a> )	Commerce and industry; telecommunications; technology; creative, including film, industry; broadcasting; tourism; consumer protection and competition
<a href="http://www.cmab.gov.hk">Constitutional and Mainland Affairs Bureau</a> ( <a href="http://www.cmab.gov.hk">http://www.cmab.gov.hk</a> )	Constitutional development of Hong Kong; coordination of HKSAR's relations with the Mainland; human rights and access to information
<a href="http://www.devb.gov.hk">Development Bureau</a> ( <a href="http://www.devb.gov.hk">http://www.devb.gov.hk</a> )	Planning; land-use; buildings; urban renewal; construction and works and development-related heritage conservation
<a href="http://www.edb.gov.hk">Education Bureau</a> ( <a href="http://www.edb.gov.hk">http://www.edb.gov.hk</a> )	Education
<a href="http://www.enb.gov.hk">Environment Bureau</a> ( <a href="http://www.enb.gov.hk">http://www.enb.gov.hk</a> )	Environmental protection; sustainable development and energy
<a href="http://www.fstb.gov.hk">Financial Services and the Treasury Bureau</a> ( <a href="http://www.fstb.gov.hk">http://www.fstb.gov.hk</a> )	Financial services and public finance
<a href="http://www.fhb.gov.hk">Food and Health Bureau</a> ( <a href="http://www.fhb.gov.hk">http://www.fhb.gov.hk</a> )	Food safety; environmental hygiene and health issues
<a href="http://www.hab.gov.hk">Home Affairs Bureau</a> ( <a href="http://www.hab.gov.hk">http://www.hab.gov.hk</a> )	District administration; community and youth development; building management; legal aid; social enterprise; arts, culture, sport and recreation
<a href="http://www.lwb.gov.hk">Labour and Welfare Bureau</a> ( <a href="http://www.lwb.gov.hk">http://www.lwb.gov.hk</a> )	Poverty alleviation; labour; manpower and welfare
<a href="http://www.sb.gov.hk">Security Bureau</a> ( <a href="http://www.sb.gov.hk">http://www.sb.gov.hk</a> )	Internal security and law and order; emergency response management; immigration and boundary crossing; fire fighting and rescue services; correctional services; anti-drugs, anti-money laundering and counter terrorist financing
<a href="http://www.thb.gov.hk">Transport and Housing Bureau</a> ( <a href="http://www.thb.gov.hk">http://www.thb.gov.hk</a> )	Air services, maritime transport, land and waterborne transport and logistics development and housing

## Annex 3: AHMAC Workforce Committee Structure



\* With effect from 2010, to be subsumed into Health Workforce Australia

## 醫療人力資源規劃

### 序言

香港工商專業聯會（工商專聯）去年進行大型研究，並發表《2020香港綜覽》報告。該報告強調，人力資源是香港面對的核心問題。

大部分亞洲社會都將面對人口老化和熟練技術人員銳減的問題。在培養和延聘人才的爭奪戰中，能發展技能以應付當前及未來人力資源需求的，才能突圍而出。

然而，當前香港嚴重缺乏全面和仔細的未來人力資源需求評估，亦沒有統籌規劃。舉例說，大專學位資源分配並非根據客觀的評估，而是傾向爭取聲音最響亮者。

在探索出路的過程中，工商專聯決定以醫療人力資源規劃為焦點，嘗試找出解決方法。醫療對香港十分重要，香港亦具備成功優勢。醫療面對多方面的需求，需要不同的人才，亦有不同利益的持分者；我們認為醫療人力資源規劃可成為全港人力資源規劃的參考範例。

本文只是研究應對人力資源挑戰的第一步。工商專聯將繼續努力尋找最佳的解決方法，並歡迎各界參與合作，共同尋求最佳方案。

香港工商專業聯會會長



鍾逸傑

## 撮要

### 1. 引言

- i) 工商專聯在最近的研究報告《2012 香港綜覽》中強調，香港必須協調統籌發展人力資源。在人力資源的領域中，醫療人力資源規劃最為複雜，也最需要高層次知情的協調。
- ii) 香港醫療改革要成功，一定要有足夠的人才和所需技能。
- iii) 在本文中，工商專聯將探討香港醫療人才規劃和培訓的現狀，確定應當關注的問題；並參考國際經驗和見解，以呈現醫療人力資源規劃所覆蓋的領域、複雜程度和各地所面對問題的相同性質，以及探討最佳的解決方法。

### 2. 香港醫療人力資源綜覽

- i) 醫管局聘請了全港約一半的西醫和絕大多數的註冊護士，而私營界別則聘請了全港一半的醫護人員。
- ii) 香港在數個領域均人才短缺，特別是護士、具備專業資格的家庭醫生，以及某些專科的醫護人員。
- iii) 在十二個需要註冊的醫療專業中，六個要求非香港培訓人員參加本地執業資格考試。
- iv) 非本地培訓的醫護人員要獲取香港的專業資格，常面對重重資格認可障礙。
- v) 醫療人力資源將面對下列衝擊：
  - 醫療旅遊
  - CEPA 專業資格豁免所帶來的內地工作機會
  - 轉移至團隊服務的趨勢
  - 著重基層醫療／疾病預防
  - 重新分配不同專業的職能
  - 長期病患的擔子日重
  - 人口老化

### 3. 香港醫護人員教育及培訓概況

- i) 香港的人力資源規劃在宏觀層面協調不足。
- ii) 醫管局在過去三年成立了人力資源規劃小組，以全面的統計數據為基礎，採用動態預測和模擬分析技巧，並聽取多方意見。
- iii) 香港並無機制統籌私營界別的醫療人才發展規劃。
- iv) 所有醫療專業的專上教育和培訓均為財政預算主導，公營大學學位限於 14,500 個。
- v) 培訓的責任主要由各大學和醫管局承擔。
- vi) 職業訓練局（職訓局）並無開辦註冊醫護專業的課程。職訓局應扮演更重要的角色，特別是培訓輔助醫療人員。

### 4. 國際分析

- i) 根據對加拿大和歐亞國家的分析，醫療人力資源規劃的趨勢如下：
  - 護士短缺乃全球現象。
  - 全球人才流動增加。
  - 各專業領域之間的界限和所需技能不斷轉變。
  - 規劃不再以過去的使用趨勢為依據，亦不再由醫護專業人員主導，轉為以科學為依據，並聽取各方意見。
- ii) 在工商專聯所研究分析的國家中，澳洲在發展醫療人力資源規劃方面居領導地位，所採用的方法亦不斷改進。澳洲所採用的方法特點如下：
  - 以模擬範例預計供求。
  - 由澳洲勞動力顧問委員會(Australian Work Force Advisory Committee)檢視不同專業的情況，同時對不同議題進行分析。
  - 澳洲醫療勞動力顧問委員會(Australian Medical Workforce Advisory Committee)致力讓主要參與者建立良好關係。
  - 澳洲醫療勞動力工作組(Health Workforce Australia)負責勞動力規劃和研究。

## 5. 香港的前路

### i) 人才流動

差不多所有已發展國家都致力推動人才的流動，香港卻背道而馳，愈趨自我封閉(**closed shop approach**)。這樣將嚴重損害香港保障市民健康的能力，亦妨礙我們把握香港與內地的龐大機遇。

我們必須解決此問題，促使雙向人才流動暢通無阻，但同時要確保本地的服務和專業素質得以維持。

### ii) 有效的人才規劃有以下三要素：

- 全面的資料數據庫，涵蓋過去、現在及將來的人力資源所需和發展趨勢。
- 擁有相關知識技能和模式分析工具的研究人員，以進行多元化的預測。
- 所有持分者的參與和合作。

### iii) 香港的現行路徑

我們目前的規劃方法趨向反映佔主導地位的專業的意見，以現行做法和優先次序為依歸。

醫管局在人力資源規劃的多方面改進，卻帶來不幸的副產品——加劇未能評估和滿足私營界別的未來人才資源需求這個問題。在某些輔助醫療領域，例如配藥，人才都幾乎全為公營界別所吸納。

問題的癥結在於公私營分地而治，公營界別實施中央健全管理；而私營界別則結構鬆散、欠缺統籌。

### iv) 兩階段方案

醫管局的人力資源規劃方法應推而廣之，涵蓋公私營界別，成為全港醫療人才規劃的模式。長遠目標，是設立健全的中央管治架構，專責基層醫療。

香港的第一步，是在食物及衛生局內成立醫療資源中央規劃組，首要任務是訂立全港資料庫的框架，並制定模擬模式和預測推算的參

數。規劃組應盡快對重要的領域進行研究，與持份者溝通對話，在大學資助委員會進行下一次三年期審議時表達意見。

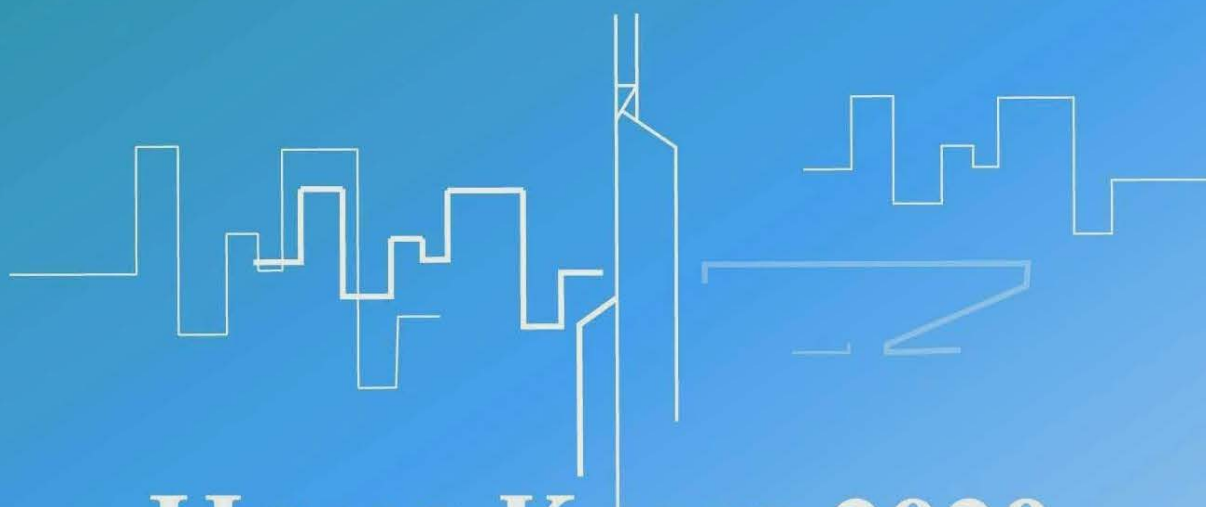
在下一階段，規劃組或可擴展職能，負責所有醫療領域的人力資源規劃。另一方案，是在食物及衛生局內成立權力更大的人力資源規劃組。

在此方案下，人才數量和技能培訓的問題都必須獲得處理。前述的研究組應徵詢大學的意見以修改課程內容。

雖然本文探討的是醫療人力資源規劃問題，但我們相信這只是起點，以醫療界別測試所建議的規劃準則，探討能否用以應付香港整體人力資源規劃的挑戰。







# HONG KONG 2020 - THE BIG PICTURE :

## HUMAN CAPITAL



**Business and Professionals  
Federation of Hong Kong**  
香港工商專業聯會

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## EXECUTIVE SUMMARY

### Background

1. Hong Kong has always been a place for people to realise their dreams. From the turn of the 20th century with the arrival of the Europeans, to the post-war immigration flood of poor refugees and the arrival of foreigners from many countries seeking their fortunes, Hong Kong has been a city of immigration, change and entrepreneurial energy. People are Hong Kong's only asset.
2. Hong Kong has benefited too as the "gateway" to Mainland China; in that respect its strengths are:
  - i) An open society.
  - ii) Multi-ethnic business and social environment.
  - iii) A strong middle class of professionals from many countries.
  - iv) Rule of law and high integrity.
  - v) A strong and stable governance.
3. As China becomes more open internationally in its own right, Hong Kong's traditional "gateway" role is diminishing. Furthermore, Hong Kong faces its own internal challenges:
  - i) An ageing population.
  - ii) A growing inward-looking and protectionist mindset.
  - iii) Increasing competition from the rise of entrepreneurialism in the Mainland.
  - iv) An excellent education system that nonetheless does not produce the soft and language skills required by today's international business conditions.
  - v) Lack of Government leadership in human capital management.
4. Hong Kong therefore needs to recognise that its role in the world has changed and position itself for the future. At the heart of the needed changes are – as always – its people. This study makes recommendations to build on and adapt Hong Kong's strengths so as to ensure its people will continue to have the chance to realise their dreams in 2020 and beyond.
5. We make recommendations in three broad areas:
  - i) Human capital leadership.
  - ii) People development strategies.
  - iii) Maintaining an open society.

## Human Capital Leadership

6. The current administrative structure for people is fragmented and involves several government departments (Immigration, Education, Labour for example) each with different aims: there is no single body overseeing human capital strategies.
7. We recommend appointing (or designating) a **Minister of Human Capital** to champion and lead the development and implementation of comprehensive human capital strategies for Hong Kong. The Minister's roles would be to develop long-term strategies, align society behind such strategies, continuously monitor their implementation, and ensure coordination among government units and non-government organisations.

## People Development Strategies

### Education reform

8. Building on its strong foundation and tradition, Hong Kong's education system must continue to reform and encourage the development of **"soft" skills**, such as communication skills, interpersonal relationships, international adaptation, character building and values formation.
9. Secondly, our students need more **international exposure**. This can be achieved by more foreign students studying in Hong Kong universities, exchange programmes with high schools in the Mainland, and subsidised opportunities for qualified local students to study abroad. English and Putonghua language capabilities are essential and must be continually promoted.
10. Thirdly, we need more diversity in our tertiary education, specifically by private universities, that can help Hong Kong fill the gap between its graduate population and that of other world cities.

### Vocational training

11. There should be more **collaboration between the public and private sectors** in the provision of vocational training. The current engagement of the private sector as advisors in various government appointed committees can be deepened with more formalised exchanges at the working staff level. To encourage more training investment, a territory-wide undertaking agreement for training (along the lines of Training Boards) may be introduced.

### Life long learning

12. A sound human capital strategy must be **comprehensive** in its scope and **cohesively coordinated** among different life-cycle stages and various stakeholders. For example, the importance of proper parenthood can only be addressed with government resources as well as community and employer support. Adults' continuing education cannot be possible without the recognition and support of employers. Also, better grounds for collaboration between academics and private sectors as well as within the private sectors would help to reduce the competence gaps of our graduates.

## Maintaining an Open society

### Most preferred city to live

13. Hong Kong must strive to be the most preferred city to live in the eyes of a broad range of population segments in order to attract, retain and raise the productivity of its population. Hong Kong has an advantage with its advanced development, and it must maintain its strengths and focus on the priorities:
  - i) Opportunities with its strategic position in China.
  - ii) Integrity of its institutional infrastructure.
  - iii) Unique Hong Kong multi-ethnic culture and lifestyle: a fun, safe and clean place to live and work.
14. For benchmarking purposes, the Government can frequently conduct and publish surveys on various segments of the population to measure our city's performance and identify areas for improvement.

### Culture and mindset

15. We need to continue renewing and strengthening our culture and mindset: in particular, the values of Commitment, Community, Contribution, Confidence and Creativity - the five C's - should be emphasised.
16. Hong Kong should allocate more resources to promote values in our culture with more positive thinking. For example, with the support of the business sectors, academics may research on Hong Kong's own values, culture and **successful role models** to demonstrate these virtues.
17. As a society, a lot can be done to elevate Hong Kong's media industry and we propose strategies for achieving and promoting a long-term **sustainable professionalism of the media** as a very important pillar to promote Hong Kong's virtues.

### Education hub

18. By building on its current talent and educational capacities, development of Hong Kong as an education hub is an effective way to **encourage high-quality talent flow** to Hong Kong. In addition, there are direct economic benefits, such as the development of research and development capabilities, particularly for those applying proven technology to actual situations that would support Hong Kong's development into a more diversified economy. The business of educational services could become a new economic sector to generate new revenues and employment.

### Comprehensive Immigration Policies

19. Hong Kong needs the formation of a set of comprehensive and forward-looking immigration policies to minimise the overall ageing population problem and enhance the quality of Hong Kong's population profile.
20. The current population growth via family-dependent migrants from the Mainland must be rebalanced, significant efforts must be placed on global talent attraction through an overhaul of the investor immigration scheme to attract businessmen and entrepreneurs.
21. As the current challenges are more to attract quality migrants than to defend our borders, administration of all talents and economic immigration schemes should be administered pro-actively by either the Development Bureau or the Commerce and Economic Development Bureau.

## INTRODUCTION

22. This paper focuses on Hong Kong's human capital issue.
23. Firstly, we analyse the role of human capital in contributing to Hong Kong's successful history, in which we have identified several prevailing and repeated key success factors.
24. Against the backdrop of these strong fundamentals and traditions, we look at Hong Kong's current situation, and highlight some of the key structural challenges recently faced by Hong Kong. In the vision statement, we articulate the basic desirable qualities of Hong Kong's human capital.
25. In the last section of the main text, we offer several specific recommendations on how to realise the vision. In the Appendices, there are details of the various specific development strategies.

## HUMAN CAPITAL IN HONG KONG'S SUCCESSFUL HISTORY

26. Hong Kong's population has gone through numerous changes over the past century. Starting off as a fishing village, it became a colony where Chinese and Europeans learnt to live and work together during the second half of the 19<sup>th</sup> Century.
27. After the turbulent times of the Second World War and then the civil war in China, there were several decades of major upheavals in its population. These included:
  - i) Being a haven for Chinese refugees (1950s and 1960s) who risked their lives for a better life.
  - ii) The rise of the locally educated middle-class professionals who realised a rapid localisation in both public administration and private sectors (1970s to 1990s).
  - iii) The increasing multi-ethnic and multi-cultural mix of Hong Kong's population with the arrival of the Americans, Japanese, and people from other countries.
  - iv) During the latter part of the 20<sup>th</sup> century, Hong Kong suffered its own "brain drain" due to the imminent change of sovereignty.
28. All along, international residents have always had a significant presence in Hong Kong, who come here to pursue their business and cultural interests in China. This has given Hong Kong the name as the "Gateway to China".
29. The profile and demography of ethnic Chinese who constitute the majority of the population, have also gone through rapid and significant changes with the ageing of baby boomers born between 1950s and 1970s and the substitution of Chinese refugees with the new migrants who are dependents of Hong Kong men. The latest major new era started from the return of sovereignty to China in 1997, where the presence of more residents from the Mainland has added more colour to Hong Kong's population.
30. Hong Kong has thrived during many periods of mega-changes. One theme has always stood out: **Hong Kong has always been the place for its population to realise their dreams and potential.** When analysing this theme in more detail, there have been several key success factors:
  - i) **Open Society**
    - a. Quantitatively, this can be measured by the presence of international companies and organisations and the number of goods, visitors, and cross-border vehicles that pass through Hong Kong; and qualitatively, this can be demonstrated by the population's connection with the outside world either through relatives living in Mainland China or overseas, employment with foreign companies, education abroad, etc.

- b. Furthermore, this openness has resulted in some long-held traditions such as freedom of speech and protest, unrestricted capital movement, overseas travel, and an open media. This is reinforced in everyone's daily life with regard to consumption choices, career decisions and lifestyles. By all means, Hong Kong has been one of the most open societies in the world.
- c. The importance of this openness is not restricted to economic activities with the outside world, but rather, it is the mindset and culture of the Hong Kong people in terms of cultural inclusiveness and the ability to adapt to external changes.
- d. With this openness, Hong Kong has been able to go beyond its very small physical territory to engage in numerous borderless connections with the entire world, and its population has been able to tap into, explore and profit from new opportunities and trends in the world. This phenomenon is clearly evident in all commercial sectors including trade, manufacturing, commercial activities, financial and service industries.

## **ii) Multi-Ethnic Entrepreneurs**

- a. There has always been a constant flow of expatriates, who bring their talents, energies and ambitions to this unique land. While they are here, they show their values through contributions to the developments in commerce and public services. In return, they are rewarded handsomely by being able to realise their dreams and ambitions.
- b. This is even truer in the case of the Chinese refugees who risked their lives to cross the borders illegally for the sole purpose of finding a better place to live and work. They became the labour supply needed to kick-start Hong Kong's industrialisation and infrastructural build-up (since 1960s), and later on their return to home towns in South China (since 1980s) triggered the industrial boom that helped China become "factory of the world".

## **iii) Middle-Class Professionals**

- a. Hong Kong's "baby boomers" grew up during the 1960s to the 1980s and become the current majority in our population. Having seen their parents' humble lives, they studied extremely hard in the western-style advanced education system that was installed for the first time in Hong Kong under the British regime. Many went abroad to continue their studies and others obtained world-class professional qualifications.
- b. In their careers, they have also demonstrated one of the highest work ethics in the world. Coupled with plenty of opportunities from a rapid localisation and a booming economy, they quickly established their careers and many became professionals and senior managers. They have been handsomely rewarded with stable employment and rising enumeration, as well as personal wealth from owning homes and stocks during the booming decades. They have fully realised the dreams of the middle class.

#### **iv) Institutional Infrastructure of Highest Integrity**

- a. These middle-class professionals provide Hong Kong with a reliable institutional infrastructure, which is governed under a sound legal system and supported by world-class commercial practices.
- b. These institutions comprise the entire range of key elements required for a successful business environment in a metropolitan city, such as company laws, banking, investment and securities regulations, accountancy, medicines, engineering, architecture, etc.
- c. The high integrity of these institutions has been one of the major reasons for businesses and communities to continue to flourish. This integrity is well guarded by the loyal locals and their trade and professional associations, which are monitored under the regulators' supervision.

#### **v) Stable and Strong Leadership and Governance**

- a. During the several turbulent decades since the Second World War, the relatively stable governance in Hong Kong contributed largely to its success as the place for business in East Asia. This stability facilitated the concentration of entrepreneurs and businessmen, as well as the development of the middle-class professionals.
- b. For a long period of time under strong leadership, the Hong Kong Government implemented many fundamentally correct measures at the right time, including the development of the New Territories, massive housing and health programmes, investment in education, build-up of physical infrastructure, enforcement of public security and anti-corruption policies.
- c. Its governance philosophies, such as non-intervention in business, free capital flow, low and simple taxation, and absolute upholding of law and order, etc., have been suitable for the local situation in directing and promoting commercial development as the theme for Hong Kong's continuous peace and success.

## HONG KONG'S CURRENT CHALLENGES

31. Since the 1990s, growth in Hong Kong has slowed, while its neighbouring cities have grown much faster and became stronger, many traditionally strong local industries and businesses have been gradually losing its edge to those in major Mainland cities. In addition, foreign corporations are no longer automatically coming to establish offices in Hong Kong: some of them choose to go directly to Mainland cities.
32. In general, the local population has become more inward-looking. Most are reluctant to venture to work in Mainland China (or elsewhere in the world) but would rather keep a comfortable life at home. Some have become protectionists due to job insecurity.
33. Furthermore, many feel that academic standards are deteriorating: English and Putonghua language proficiency is low and soft skills is generally poor. For the first time in its history, Hong Kong's population appears to be losing its edge.

### i) Ageing Population

- a. Many studies have shown that Hong Kong's population is ageing, as is commonly seen in developed countries. The causes include better health services, higher hygiene standards and lower birth rates. The major cause is the fact that Hong Kong's population is growing at less than 1% per year<sup>1</sup>.
- b. But as a city (as opposed to a country), Hong Kong is doing much worse than other major cities such as New York and London<sup>2</sup>, and even Beijing and Shanghai, because since the end of the influx of the Chinese refugees and illegal immigrants, Hong Kong has been unable to draw quality population flow from a large hinterland.
- c. In the case of other major capitals of the world, the younger and more aggressive population would migrate to their major cities in pursuit of their careers and ventures, whereas many of the elderly or families for economic reasons would move away from the cities to the rural areas for better quality of living at lower costs. Unfortunately, this is not applicable in the case of Hong Kong with its clear border.

### ii) Immigration Policies for Quality Population Growth

- a. Since the end of the influx of Chinese refugees, a majority of Hong Kong's new immigrants, which also account for the majority of its population growth, have been the family dependents of Hong Kong men<sup>3</sup> from cross-border marriages.

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<sup>1</sup> Per statistics from the Immigration Department, the population in Hong Kong was 6,544,000 in 1998 and 6,994,500 in 2006. The annual rate of increase was always less than 1% p.a. with the sole exception of 1.2% in 2004.

<sup>2</sup> In comparing 1990 vs. 2000, the distribution of population age for New York and London remained the same, with the majority in the 20 – 44 age group, but Hong Kong has shown an obvious shift to an older age bracket.

<sup>3</sup> Current quota is 150 per day or 54,750 per year. During 2008, there were 41,460 immigration approvals for dependents from the Mainland.

- b. In contrast to the Chinese refugees who became Hong Kong's economic engine at that time, these dependents are less educated than their average Hong Kong counterparts. Most of them end up working in low-end jobs and some even become dependent on social welfare. Social support is evidently inadequate given the government's piecemeal attempts to help and failure to formulate a comprehensive and positive approach to assimilate them.
- c. In some worse cases, the husbands were structurally unemployed, families were split, and their wives from the Mainland were stricken with isolation and home-sickness. When the problems finally erupted, these unfortunate immigrants became a drain to government resources and exhausted societal goodwill.
- d. Only since 2003 has the Government begun to slowly introduce other immigration schemes to attract Mainland talents<sup>4</sup>, foreign students (mostly from Mainland) graduating from Hong Kong universities<sup>5</sup>, and talents around the world<sup>6</sup>. As shown by the actual figures, these talent immigrant programmes were only introduced recently and the results were low in numbers. So far, their impact on Hong Kong has been minimal.
- e. The weakest link is probably the lack of entrepreneurs or the so-called "economic migrants". Paradoxically, Hong Kong's only investor immigration scheme<sup>7</sup> requires minimum capital investment but does not permit the running of businesses in Hong Kong.
- f. Other than the family-dependent immigrants, the next largest class of new residents to Hong Kong is the expatriates who are only granted residence visas based on confirmed employment<sup>8</sup>. Their numbers fluctuate with economic cycles, and most of them typically leave Hong Kong after their employment.
- g. This on-going stream of new expatriate residents continues to contribute significantly to our society and seldom cause any social burden. However the long term sustainability of this population flow is becoming uncertain as Hong Kong loses its desirability as a second-home, given that expatriate wives must apply before they are allowed to work in

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<sup>4</sup> Introduced since 2003, the Mainland Talents and Professionals scheme had 7,576 approvals in 2008. Confirmed employment is required before application.

<sup>5</sup> Started in mid-2008, the Immigration for Non-Local Graduates granted 2,758 cases the right to work in Hong Kong between May 2008 and January 2009. Confirmed employment was not required for application and temporary visas were also issued to facilitate job seeking. Most were students from Mainland.

<sup>6</sup> The Quality Migrant Admission Scheme was introduced in mid-2006, but the approvals were only 322 between 2006 and 2007, and another 404 in 2008. Employment confirmation is not necessary.

<sup>7</sup> The Capital Investment Entrant Scheme was also introduced in 2003 for persons who invest a minimum of HK\$6.5 million in Hong Kong but would not be engaged to run any business here.

<sup>8</sup> During 2007 and 2008, there were 26,384 and 26,466 approved working visas under the General Employment Policy. And during 2008, there were another 19,043 dependents of nationalities other than from Mainland granted residence visas to stay in Hong Kong.

Hong Kong<sup>9</sup>, the scarcity of good international schools when demand is high, the continually worsening pollution, and the fact that businesses are shifting their focus away to the Mainland; relocating regional headquarters and expatriates from Hong Kong in the process.

- h. Currently all immigration schemes are administered by the Immigration Department which is a disciplined force under the Secretary for Security. In the past, when the primary objective was to turn away unwelcome illegal immigrants, that was a sensible approach. But in today's world where there is strong competition for talents, Hong Kong's current needs are to attract talents and entrepreneurs, instead of defending its borders from illegal immigrants.
- i. Given its lack of engagement in activities that identify desirable immigrants or promote Hong Kong, the Immigration Department should not be surprised by the very mediocre response to the talents immigration schemes.

### iii) Culture and Mindset for Open Society

- a. Since the 1990s, as the "baby boomers" have grown up, a larger portion of the Hong Kong population is local-grown and received their education in Hong Kong or overseas. Unlike most of their parents who migrated to Hong Kong from the Mainland, the current adult generation grew up with limited direct connections with the Mainland, unless they work in the Mainland.
- b. Fast urbanisation, busy professional career lives, and the immense pressure to cope with the inflationary living standards (mainly due to the high property prices) have led these locals to become more inward-looking and turn protectionists. Hong Kong's relative success during the 1960s to the 1980s was in extreme contrast to the Mainland's backwardness during the same period. This led to the development of a sense of complacency and superiority of Hong Kong over the Mainland among many Hong Kong locals.
- c. Discrimination has further increased over the years as a result of media's report on some bad cases of "Mainland new migrants" and the fact that many of the migrants are economically lower class, less educated and from the rural areas.
- d. The apparent lack of consensus about Hong Kong's population policies has generated doubts about Hong Kong's ability to attract competitive talent and labour during a time of structural change within Hong Kong and external competition from other Mainland cities.

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<sup>9</sup> Stated in the paragraph 46 of the published "Immigration Guidelines for Entry to the Hong Kong SAR", "dependants of persons who have been admitted into Hong Kong to study are prohibited from taking up employment in Hong Kong unless they have obtained permission from the Director of Immigration. Dependants of persons who have been admitted to take up employment (as professionals, investors or for training) or as capital investment entrants may apply to the Immigration Department for cancellation of the condition of stay that employment is not permitted if such condition has been imposed on them."

- e. These tensions have been fuelled by a political system that produces elected representatives with little hope to govern so they turn themselves into opposition to the Government in order to get re-elected. Some media have added to the issue with unfair coverage and exaggeration of problems to attract audience/readership. Many failures of the Government's leadership during crises did not help to instil public confidence but added further to the vicious cycle. These factors have produced a somewhat negative culture that endorses blaming.

#### **iv) Entrepreneurship to Meet Competition**

- a. While faced with new competition from Mainland cities, Hong Kong's entrepreneurship ranks lower in comparison with major cities in Mainland China<sup>10</sup>. In addition to its correlation with high GDP per capita, this can be attributed to several causes:
- Ending of the influx of Mainland refugee immigrants.
  - Lack of effective immigration policies to attract entrepreneurs
  - Absence of institutional and corporate entrepreneurship due to the absence of major research and development centres in big corporations.
  - The rise of a dominating middle-class of professionals who are educated to conform rather than to challenge and prefer stable employment over risky ventures.
  - Complacency within Hong Kong's society and the government after decades of prosperity.
  - Entrepreneurship is about aptitude and character. These unique qualities are present in only a very small portion of the population. During the turbulent years, the Mainland refugees provided Hong Kong with a disproportionate number of "necessary entrepreneurs" who started their own businesses due to the lack of other alternatives.
- b. In today's mature society, the "opportunity entrepreneurs" who do this out of personal character are very rare, especially as we are a small city where there is no quality population flow from a large hinterland or proactive immigration policy.

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<sup>10</sup> According to the Global Entrepreneurship Monitor Hong Kong 2007 report, Hong Kong has relatively high levels of nascent and new business entrepreneurship which combine to give the SAR a relatively high rate of early-stage entrepreneurial activity. Compared with China, however, the SAR looks far less entrepreneurial. Note, however, that Hong Kong is a developed economy while China is a developing economy, there is a parabolic relationship between GDP per capita (purchasing power parity basis) and early-stage entrepreneurial activity. Lack of employment opportunities in low income countries, the ability of middle income economies to successfully use existing technologies, and the role of innovation to spur the development of leading economies may account for this persistently parabolic shape. Among the high income economies of the world, only Iceland appears more entrepreneurial than Hong Kong.

## v) Education Reforms to Address Changes

- a. The amount of public funding spent on Hong Kong's education has continually increased and resulted in improved examination results and more graduates. However, many parts of the education system has failed to cope with the rapidly changing environment surrounding Hong Kong.
- b. For example, the curriculum remains heavily focused on academic subjects and test scores and places less effort on the development of soft skills such as communication, collaboration, interpersonal relationships and entrepreneurship. There has been a lack of international exposure and diversity, as reflected by the limited number of foreign students in our universities<sup>11</sup>, scarce supply of international or independent schools, and diminishing English language skills together with the reluctance in using Putonghua. The majority of schools are publicly funded which make them subject to the bureaucracy of the Education Bureau. In addition, there is little competition from private schools, apart from those overseas institutions that attract away quality students. This is not intended to downplay the significant achievements of the Government, teachers and schools, academics and various advisory committees. Since universal secondary education became mandatory in 1970's, Hong Kong's education system has provided a broad education network to serve the overall population and fulfilled many quantitative goals to satisfy Hong Kong's system-wide education needs.
- c. However, this approach frequently downplays quality issues such as individual creativity, development of soft skills, attention to special learning needs, and nurturing of the gifted, of the attention they deserve.

## vi) Government Leadership in Human Capital

- a. It has been well recognised within society that Hong Kong's long-term future is directly related to the quality of its population<sup>12</sup>. Human capital development is a part of many public policies and government administrative areas including education, immigration, family planning, vocational training and employer - employee relationships. There are many different stakeholders and contributors in the entire system, who are involved during different stages of a typical life-span, including parents, teaching professionals (primary, secondary and tertiary schools), academics, employers, and associations for the trade and professionals.

<sup>11</sup> At the tertiary level, the current overall percentage of foreign students is shown in the table below. Majority of these students are from the Mainland. The Government targets to increase the foreign students percentage to a total of 20%.

	Undergraduate	Graduate Research	Overall
2005/2006	4%	46%	6%
2006/2007	6%	51%	9%
2007/2008	7%	55%	10%

<sup>12</sup> The Commission on Strategic Development identified the importance of population quality in its report issued in February 2002.

- b. To do this right, sound human capital development must be built on clearly laid-out long-term strategies and short-term objectives, and building public consensus on many of these issues and processes is vital for its success. As it takes years to yield results, it is critical to have strong leadership that persistently follows a set of long-term strategies.
- c. However, the current government's administration on human capital remains piecemeal, which is organised under the traditional administrative silos<sup>13</sup>. There is no senior official who is responsible for overseeing Hong Kong's human capital development on an on-going basis and co-ordinates with various Ministers who are accountable for this area.
- d. At times, various ad-hoc committees are formed and although they made many good and valid recommendations, the follow-up actions have been piecemeal and re-directed back to various government silos without a clear overall agenda or structure for coordination.

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<sup>13</sup> Currently there are several bureaux and departments involved in the process: Education Bureau, Immigration Department, Labour and Welfare Bureau and to some extent the Civil Service Bureau as the Government is the largest employer. In addition, there are many standing committees and agencies involved in education and vocational training such as University Grant Committees, Student Financial Assistance Agency, Vocational Training Council, Employee Retraining Board, and Construction Industry Council Training Academy.

## **2020 VISION FOR HONG KONG'S HUMAN CAPITAL**

34. Based on a combination of Hong Kong's successful traditions and its current challenges, a well articulated vision would help to define Hong Kong's human capital development strategy, facilitate the community's discussion and eventual alignment on the way forward. Our views are that:
- i) Human capital is Hong Kong's only resource, we must maintain its top quality, competitiveness and openness.
  - ii) Hong Kong must strive to remain the most preferred city to live and for people to raise their children, supported by its foundation of multi-ethnic traditions and reliable institutions.
  - iii) Hong Kong must attract and maintain a high flow of talents including entrepreneurs and businessmen. To achieve this, Hong Kong locals must be able to embrace internationalisation and acquire the soft skills required for integration with the fast changing world.
  - iv) Hong Kong should continue to be a vibrant and harmonious society, sustained by the inclusive attitude of its people and the support of its institutional integrity and relentlessly guarded by its values which include the rule of law, liberty, equal opportunities and fair competition, where everyone has a fair chance and the freedom to realise his/her potential.

## RECOMMENDATIONS

35. To achieve the 2020 vision for Hong Kong's human capital development, we recommend a three-prong strategy:
- i) The first step is to establish leadership for overseeing this vital issue, coordinating all stakeholders and organising the implementation of various strategies. Leadership is needed to highlight the importance of human capital as Hong Kong's only resource, focus and align various segments of the community on the topic, and ensure synergy and efficiency in the deployment of public and private resources.
  - ii) Secondly, there must be comprehensive development strategies for Hong Kong's population, including life-long learning from childhood, formal schooling to continuing adult development.
  - iii) Thirdly, Hong Kong must continue its good tradition of an open society with a constant flow of quality population, which values new ideas and trends, attract entrepreneurs and businessmen, and address the supply gap in our workforce.

### **Establish Leadership for Human Capital Development**

36. Overall leadership is needed to put more focus on this very important issue, pool resources and align our society behind clearly defined objectives, development strategies and implementation measures.

#### **i) Definition of Hong Kong's Human Capital**

- a. Hong Kong's human capital includes current permanent residents, new and potential migrants, expatriates and visitors. This is the first step to developing an open mindset. With this comprehensive view, appropriate long-term human capital development strategies can be determined along with the corresponding allocation of resources to support the desirable population policies.

#### **ii) Long-term Population Policies**

- a. Hong Kong's future will rely on our ability to grow our own quality population and balance that with the ability to attract talents from the Mainland and overseas, so as to ultimately build a community with diverse and competent human capital.
- b. A set of well-articulated long-term population policies will spell out those desirable objectives, point to the direction and lay down the paths forward. The process of setting long-term population policies will facilitate consensus building within Hong Kong's society and help focus on the right issues. A better understanding of Hong Kong's long-term needs as well as threats would help to dispel discrimination and promote open and inclusive mindsets and attitudes.
- c. Furthermore, setting goals for the long-term policies are necessary to facilitate planning

by both the public and private sectors to ensure adequate services and infrastructural development.

### **iii) Minister of Human Capital**

- a. Government leadership plays a critical role in strengthening human capital as Hong Kong's competitive edge, as well as monitoring and facilitating the implementation of strategies through allocation of resources and coordination with stakeholders.
- b. Immediately, under the current structure, there should be at least a very senior official who would act as the "champion" to coordinate various departments in their respective implementation of the strategies, follow through on various recommendations on a collective basis, and monitor measures implemented by different departments on an on-going basis.
- c. In the long term, it is recommended that the Government have a Minister for Human Capital, who should be as senior as the Chief Secretary and the Financial Secretary. To avoid duplications and overlapping, all current policies under different ministers should be reshuffled and consolidated under this position, such as education, immigration, labour, and optionally the civil service (due to the implication of government human resource practices set an example to the market).
- d. The Minister's roles are to develop long-term strategies, continuously monitor the implementation, and ensure coordination among government units and NGOs. The Minister must possess the authority (under a fair degree of check-and-balance) to reallocate resources for greater efficiency in achieving the goals. For example, a review of the current large pool of fragmented resources is needed to ensure efficiency and that the resource allocation is in line with the priorities of objectives.
- e. Equally important is the Minister's role in the process of building consensus within society and facilitating tough decision making whenever appropriate. He/She must be flexible to respond to the public in adjusting the previous strategies and/or implementation measures.

### **Comprehensive Development**

37. Rapid changes has always been a reality, the more so for Hong Kong as an external economy and an open society. It is necessary to ensure that Hong Kong people are continuously developing under a set of comprehensive programmes throughout their lives.

#### **i) Vocational Training**

- a. Current efforts by the private sectors in human resources development can be coordinated to yield synergies and better results. Firstly, there should be closer collaboration between the private sectors, educators, the trade or professional associations and the government. The current engagement of the private sector in the

form of advisors in various government appointed committees can be deepened with more formalised exchanges at the working staff level. To encourage more training investment, a system-wide undertaking agreement for training may be introduced.

- b. Vocational training is better organised along the lines of trade and professions, which are managed by the respective trade and professional associations instead of system-wide government committees and public institutes.
- c. Formalised certification for qualifications along professionals or trade lines would facilitate life-long development and raise standards of our population. Better understanding of market needs can be achieved via better interaction and exchange of information.

## **ii) Life-long Learning**

- a. Human capital development is about life-long learning, starting with character building and values formation during childhood, learning academic subjects and professional skills during formal schooling, as well as vocational training and self-learning during adulthood.
- b. Throughout this life-long process, there are many stakeholders. A sound human capital strategy must be comprehensive and cohesively coordinated among different life-cycle stages and various stakeholders. For example, the importance of proper parenthood can only be addressed with government resources and support from the community and employers. Adults' continuing education cannot be possible without the recognition and support of employers. Also, better collaboration between academics and the private sectors as well as within the private sectors themselves would help to reduce the competence gaps of our graduates.
- c. Every person has different potential and means to realise it. Social norms are critical in promoting life-long learning. To develop more diversity in Hong Kong's economy such as creativity and scientific research, Hong Kong society needs to be more open-minded towards a wider range of career choices. If the objectives for education are more than just career orientated, Hong Kong people needs to understand life-long actualisation through continuous self-learning.

## **Maintain an Open Society**

38. In order to continue to benefit from its long tradition of an open society, Hong Kong must continue to do all it can to encourage and attract quality population flow. This has to start with the culture and mindset of Hong Kong residents, quality of life and activities in the community, and pro-active measures to attract quality migrants.

### **i) Culture & Mindset**

- a. To revitalise the "Hong Kong spirit", we recommend the adoption of the "5 C's" into our

culture and mindset: Commitment, Community, Contribution, Confidence and Creativity.

- b. It must begin with good parenting for child development and then reinforced by formal schooling. It is continuously influenced by social norms, promulgated by the media and shaped by various role models in our society.
- c. Hong Kong should allocate more resources to promote the right values in our culture, they should be formally incorporated to the school curriculum and can also be integrated into corporations and organisations, by promoting abstract values through systematic tools and training kits. Academics may research on Hong Kong's own values, culture and successful role models in demonstrating these virtues. At the same time, role models amongst business, public administration, and community leaders can be engaged to exemplify these virtues. Success stories from different sectors of society should be captured and a platform set up to promote them.
- d. School activities should become one of the requirements of receiving an academic diploma so students can have the opportunity to learn from sports, music, community services and summer internships. Our youngsters can also benefit from further exposure to the outside world; knowledge of more advanced cities may humble their minds whilst witnessing the less developed world would remind them of their blessings.
- e. As a society, a lot can be done to elevate Hong Kong's media industry and we propose strategies for achieving and promoting long-term sustainable professionalism of the media as a very important pillar to promote Hong Kong's virtues. For instance, additional media channels may be employed to promote the positive cultural characteristics of Hong Kong.

## **ii) Most Preferred City to Live**

- a. Hong Kong must strive to be the most preferred city to live in the eyes of a broad range of population segments in order to retain and raise productivity of its population. In addition to the key elements including infrastructure, public safety, and a clean environment, we should also have good schooling, culture and arts, leisure activities and great commercial services.
- b. Hong Kong has an advantage with its advanced development, and it must maintain its strengths and focus on the priorities:
  - Opportunities with its strategic position in China.
  - Integrity of its institutional infrastructure.
  - Unique Hong Kong multi-ethnic culture and lifestyle: a fun, safe and clean place to live and work.
- c. For benchmarking purposes, the Government can frequently conduct and publish

surveys on various segments of the population to measure our city's performance and identify areas for improvement.

### iii) Education Hub

- a. Development of Hong Kong into an education hub is an effective way to encourage high-quality talent flow to Hong Kong. In addition, there are direct economic benefits, such as the development of research and development capabilities (particularly for those applying new technology to actual situations) that would support Hong Kong's development into a more diversified economy. Educational services could become a new economic sector to generate new revenues and employment.
- b. For the education hub to become a new service industry for Hong Kong, a larger degree of private ownership and management is necessary to generate greater creativity and lesser levels of bureaucracy. Another important element is private endowment that supports specific targeted researches or student scholarships.
- c. Faced with fierce competition, Hong Kong can start off by building on its current strengths, such as its financial and professional service sectors, but in the long term, there should not be any set boundaries.
- d. For long-term development, interdisciplinary researches can be done in clearly defined niche areas in which Hong Kong has both the strengths and proven track records. For example,
  - World-class research in China business practices such as Chinese family-owned enterprises, personalised services with East Asian characteristics.
  - Chinese medicine combined with western medical technology.
  - Creative industries and services with Chinese cultural elements (e.g. Kung Fu movies, Cantonese soap opera, etc).
  - Leadership in public administration such as anti-corruption laws and practices, implementation of the "One-country two-systems", and the urban planning of large Chinese cities.
- e. To retain elite foreign students, scholarships may be granted based on an agreement with conditions to accept the offer, e.g. promises to conduct research for Hong Kong's interests, commitment to work for Hong Kong after graduation, etc.
- f. To attract attention, Hong Kong may broaden its long-term appeal to talents around the world through the use of creative, eye-catching tactics such as organising internships for bright and elite foreign students, the establishment of joint ventures with famous overseas institutions to set up branches in Hong Kong, the convention of world renowned academic events, pro-active engagement with developments in Mainland

China and the like.

- g. To reach out and promote themselves, Hong Kong universities should set up branches or joint venture programmes in selected locations in Mainland China and/or overseas. In addition, summer programmes can be organised to provide foreign students with the opportunity to experience Hong Kong as a vibrant city.

#### **iv) Comprehensive Immigration Policies**

- a. One of the most desirable outcomes of the long-term population policies would be the formation of a set of comprehensive immigration policies to minimise the overall ageing population problem and enhance the quality of Hong Kong's population profile.
- b. With a very low population growth rate of less than 1% per annum, the adjustment of Hong Kong's immigration policies is crucial. The current population growth via family-dependent migrants from Mainland must be rebalanced, significant efforts must be made to attract more talents and changes to the investor immigration policies should be made in order to attract businessmen and entrepreneurs. To attract international talent, all "quality migrant" programmes must be proactively promoted and spearheaded by an appropriate agency whose mission is to promote immigration instead of defending the borders. The current administration of all immigration programmes, irrespective of their nature and purpose, under a disciplined force of security is not serving this desired purpose. Specifically, it is recommended that the implementation of all talents and economic migrant programmes should be administered by a pro-active and creative department, under either the Development Bureau or the Commerce and Economic Development Bureau, whereas the safeguarding of our borders should still remain within the Immigration Department of the Security Bureau.
- c. Measures should be introduced to ensure better assimilation of family-dependent migrants with the local society. As the young children living in Mainland China will eventually relocate to Hong Kong, their Hong Kong style education should begin even before their arrival. If conditions are ready (e.g. primary school places are available), these young children should be brought into the Hong Kong system as early as possible without imposing rigid quota restrictions.
- d. Upon arrival, better social support services should be employed to monitor each and every case with regard to the assimilation process, instead of providing services only after problems arise. If inadequate social service resources cause a lack of care, then perhaps we should only allow the quantity of migrants that the system can service and support into Hong Kong. In addition, Hong Kong must exert a reasonable level of control, for humanity reasons, over the entrants in order to consider the circumstances of each case. For example, each family's economic independence and living conditions should be assessed as part of the migrant process.

## Conclusion

39. It is not easy to implement these recommendations. Many of these measures would not produce results until after a long period of persistent implementation. Furthermore, a lot depends on attitude changes in many and at many different levels. This takes time and patience. The Government, the educators, media, businesses and families all have a part to play.
40. But at this juncture, Hong Kong must act to reach consensus on the right long-term population policies and implement the right measures to address this vital issue of human capital development. Failure to do so will lead to steady but inevitable decline.

~ End ~

## Appendix A: Hong Kong immigration programmes

Categories	Immigration Schemes	Criteria	Remarks	Statistics
Employment as Professionals	Immigration Arrangements for Non-local Graduates	Entry visas for those who have obtained a degree or higher qualification in a full-time and locally accredited programme in Hong Kong.	Quota-free and non-sector specific. Confirmed employment is not required for 12 months limit.	From May 2008 to Jan 2009, 2,758 non-local graduates were granted with the right to stay in HK for work by the Immigration Department, of which most are from the Mainland
	General Employment Policy	Entry visas for those who are not graduates from Hong Kong, but possess special skills, knowledge or experience of value to and not readily available in the HKSAR. Applicants must have a confirmed offer of employment.	Quota-free and non-sector specific, applicable to overseas applicants and Chinese Nationals with overseas residence.	In 2007, 26,384 overseas professionals were admitted under the General Employment Policy (GEP). In 2008, 26,466 applications were approved.
	Admission Scheme for Mainland Talents and Professionals	Entry visas for Chinese residents of the Mainland who are not non-local graduates but possess special skills, knowledge or experience of value to and not readily available in the HKSAR. Confirmed employment is required.	Quota-free and non-sector specific. Specifically for Mainland Chinese residents.	This scheme was implemented on 15 July 2003, up until the end of 2007, 20,230 Mainland talents and professionals were admitted under this scheme. In 2007, 6,648 applications were approved and 7,570 applications were approved in 2008.
Investment	Capital Investment Entrant Scheme	For persons who make capital investment of not less than HK\$6.5 million in Hong Kong but would not be engaged in the running of any business here.	Applicable to overseas applicants, Macao SAR residents, Taiwan residents, Overseas Chinese Nationals and stateless persons (Both Overseas Chinese and stateless persons have to have permanent resident status in a foreign country).	This scheme was implemented on 27 October 2003, up until the end of 2008, 6,503 applications were received, of which 3,347 applications were approved. The amount of investments totalled HK\$23.84 billion. Out of the total, 2318 were Chinese nationals with permanent residents overseas.
Talents	Quality Migrant Admission Scheme	Quota-based. Points-based selection process. To attract highly skilled or talented persons to settle in Hong Kong in order to enhance Hong Kong's economic competitiveness in the global market. Confirmed employment is not required.	Open for overseas applicants as well as Chinese Mainland residents	This scheme was implemented on 28 June 2006, up until the end of 2007, a total of 322 applicants were allocated quotas. In 2008, 404 applications were allocated quotas (up from 187 in 2007)
Entry for Residence as Dependence	-	Spouse/unmarried dependent children under the age of 18 and parents above 60 of a sponsor who is a Hong Kong permanent resident or a resident who is not subject to a limit of stay may apply	a) One-way permits are issued to Chinese nationals who are spouses, children and other qualified dependents of HK residents. Issuance is by Mainland authorities under the Mainland laws, policies and regulations. b) Other nationals are processed by the Immigration Department as dependents of residents or people with valid entry visas to work or study in HK.	In 2008, 41,610 Chinese Mainland applications were approved, which took up 74% of the population growth. For other nationals, 18,692 applications were approved in 2007 and 19,043 applications were approved in 2008

Sources: <http://www.gov.hk/en/about/about/hk/factsheets/docs/immigration.pdf> [http://www.immd.gov.hk/ehhtml/hkvisas\\_13\\_19.htm](http://www.immd.gov.hk/ehhtml/hkvisas_13_19.htm)  
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## Appendix B: Foreign students studying in Hong Kong universities

Institutions	Levels	2005/06				2006/07				2007/08			
		Mainland China	Other Places in Asia	The Rest of the World	Total	Mainland China	Other Places in Asia	The Rest of the World	Total	Mainland China	Other Places in Asia	The Rest of the World	Total
City University of Hong Kong	Ug	2.9%	*	*	3.0%	3.9%	*	*	4.0%	5.8%	*	*	6.0%
	TPg	1.5%	0.6%	0.9%	3.0%	5.0%	2.0%	2.0%	9.0%	1.3%	2.7%	8.0%	12.0%
	RPg	53.3%	2.3%	1.5%	57.0%	59.3%	2.4%	1.2%	63.0%	63.3%	2.6%	1.2%	67.0%
	Sub-total	3.7%	*	*	4.0%	5.7%	*	*	6.0%	8.6%	*	*	9.0%
Hong Kong Baptist University	Ug	3.0%	*	nil	3.0%	5.0%	*	*	5.0%	6.9%	*	*	7.0%
	TPg	nil	*	nil	*	nil	nil	nil	nil	*	nil	nil	*
	RPg	45.0%	0.5%	0.5%	46.0%	50.5%	1.0%	0.5%	52.0%	51.7%	0.5%	0.9%	53.0%
	Sub-total	3.9%	*	*	4.0%	6.9%	*	*	7.0%	7.9%	*	*	8.0%
Lingnan University	Ug	2.0%	nil	nil	2.0%	2.7%	*	*	3.0%	4.3%	*	*	5.0%
	RPg	49.0%	nil	nil	49.0%	48.0%	nil	nil	48.0%	40.8%	nil	nil	41.0%
	Sub-total	3.0%	nil	nil	3.0%	3.7%	*	*	4.0%	5.3%	*	*	6.0%
The Chinese University of Hong Kong	Ug	6.6%	*	*	7.0%	8.2%	0.7%	*	9.0%	7.0%	0.8%	*	8.0%
	TPg	*	nil	nil	*	*	nil	nil	*	*	nil	nil	*
	RPg	37.9%	1.1%	1.1%	40.0%	45.9%	1.1%	1.0%	48.0%	51.9%	1.3%	0.8%	54.0%
	Sub-total	9.4%	*	*	10.0%	11.2%	0.6%	*	12.0%	12.0%	0.8%	*	13.0%
Hong Kong Institution of Education	Ug	1.0%	nil	*	1.0%	2.0%	nil	nil	2.0%	5.0%	nil	nil	5.0%
	TPg	1.0%	nil	nil	1.0%	1.0%	nil	nil	1.0%	3.0%	nil	nil	3.0%
	Sub-total	1.0%	nil	*	1.0%	1.0%	nil	nil	1.0%	3.0%	nil	nil	3.0%
The Hong Kong Polytechnic University	Ug	2.7%	*	*	3.0%	4.6%	*	*	5.0%	6.6%	*	*	7.0%
	TPg	*	nil	nil	*	*	nil	nil	*	*	nil	nil	*
	RPg	36.9%	2.8%	2.2%	42.0%	43.1%	3.2%	1.7%	48.0%	53.7%	2.8%	1.5%	58.0%
	Sub-total	2.7%	*	*	3.0%	4.6%	*	*	5.0%	5.6%	*	*	6.0%
Hong Kong University of Science & Technology	Ug	5.6%	*	*	6.0%	7.4%	*	*	8.0%	8.0%	0.6%	*	9.0%
	TPg	7.5%	0.5%	nil	8.0%	14.9%	2.1%	nil	17.0%	26.1%	4.3%	nil	30.0%
	RPg	54.3%	1.6%	1.1%	57.0%	58.2%	1.0%	0.8%	60.0%	63.1%	1.2%	0.7%	65.0%
	Sub-total	12.3%	*	*	13.0%	15.2%	0.5%	*	16.0%	15.8%	0.7%	*	17.0%
The University of Hong Kong	Ug	4.6%	*	*	5.0%	6.4%	*	*	7.0%	8.1%	0.5%	*	9.0%
	TPg	1.7%	1.5%	1.8%	5.0%	1.6%	1.1%	1.3%	4.0%	1.3%	1.2%	0.5%	3.0%
	RPg	36.9%	3.5%	2.6%	43.0%	40.8%	2.8%	2.5%	46.0%	42.4%	2.4%	2.2%	47.0%
	Sub-total	8.5%	0.8%	0.7%	10.0%	11.5%	0.8%	0.7%	13.0%	5.0%	0.8%	0.7%	14.0%
<b>Total</b>	<b>Ug</b>	<b>3.7%</b>	<b>*</b>	<b>*</b>	<b>4.0%</b>	<b>5.6%</b>	<b>*</b>	<b>*</b>	<b>6.0%</b>	<b>6.4%</b>	<b>*</b>	<b>*</b>	<b>7.0%</b>
	<b>TPg</b>	<b>1.0%</b>	<b>0.5%</b>	<b>0.5%</b>	<b>2.0%</b>	<b>1.2%</b>	<b>*</b>	<b>*</b>	<b>2.0%</b>	<b>1.3%</b>	<b>*</b>	<b>*</b>	<b>2.0%</b>
	<b>RPg</b>	<b>42.1%</b>	<b>2.2%</b>	<b>1.7%</b>	<b>46.0%</b>	<b>47.5%</b>	<b>1.9%</b>	<b>1.5%</b>	<b>51.0%</b>	<b>51.8%</b>	<b>1.9%</b>	<b>1.3%</b>	<b>55.0%</b>
	<b>Total</b>	<b>5.5%</b>	<b>0.3%</b>	<b>0.2%</b>	<b>6.0%</b>	<b>8.3%</b>	<b>0.4%</b>	<b>0.2%</b>	<b>9.0%</b>	<b>9.3%</b>	<b>0.5%</b>	<b>0.3%</b>	<b>10.0%</b>

Notes:

1. Research Postgraduate figures include only students who are counted within the formal time limit and funded by UGC
2. Figures may not add up to the corresponding totals owing to rounding
3. The Origins refer to the nationality of the non-local students
4. "\*" denotes less than 0.5%
5. Ug - Undergraduate, TPg - Taught postgraduate, RPg - Research postgraduate

Sources:

<http://www.ugc.edu.hk/eng/ugc/publication/report/figure2006/figures/12.pdf>

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## Collaboration to Promote Vocational Training and Life Long Learning

