

主旨: Views on Population Policy from VTC Employees General Association  
附件: Responding to Population Policy consultation.pdf; 人口政策意見書.pdf

Dear Sir / Madam of the Population Policy Steering Committee

Attached please find the views from VTC Employees General Association, a union registered under the Trade Unions Ordinance of Hong Kong.

Regards,  
The Secretariat  
VTC Employees General Association

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致人口政策督導委員會：

經電郵 [views@hkpopulation.gov.hk](mailto:views@hkpopulation.gov.hk)

## 職業訓練局員工總會對人口政策意見書

### 前言

一個有利於大多數人的政策是一個好的政策。它應該是公平和公正的。

某些政府政策的錯誤導致香港往錯誤的方向，其不利影響正在顯現。我們要檢視什麼阻礙了我們，並且加以糾正。

### 理想與現實

有說，香港的經濟正走向高端，因此需要更多受過更高教育的人。

無疑，經濟正在走向第三產業及人們需要更高水平的培訓。擴大高等教育和培訓界別是正確的方向，但它不應該集中在「最高」級別（如果大學是「最高」級別）。我們認為，經濟升級，以能力及潛力把人們來分類為梯隊，不論高中層人士都需要量和質的提升。公共開支應該充分地使用去達成這個目標。可惜，事實上現在和過去都並非如此。

### 不平衡

根據 2013/14 財政預算，分配給教育局（EDB）是\$444.784 億元，包括\$19.838 億元給職業教育，支持 72 900 名學生（45 400 全日制職業教育學生和 27 500 兼讀制職業教育學生）。

分配給大學教育資助委員會（教資會）是\$150.156 億元，支持 81 690 本科生，授課碩士生，研究生和非學位課程學生。

誠然，學位的投資是應該比副學位高。

然而，太失衡了。

## 向政府政策彎腰

不到二十年以前，政府決定將職業教育和培訓（VET）市場化。這產生以下影響：

- 職業訓練局（職訓局）學生有增加但只有不變或減少的資助；
- 職訓局不得不減少受資助課程及開辦或增辦“市場費用”課程；
- 為了更有“有競爭力”，職訓局提供有“吸引力”的課程/計劃，但可能是短命的；
- 職訓局推行一些不利長遠的措施，如大幅增加每班學生人數

長遠來說，大部分的工作崗位需要穩定而有技術的人員供應，以上舉動都不利於經濟和社會長遠利益。

## 不公平待遇

我們必須認同，大多數考上大學的學生都是根據他們的學術成績。那些在中學教育文憑（DSE）考試表現不夠理想，而就讀副學位的學生或是被剝奪了公帑的支持或是只有微薄的支持。

教資會有資助商業方面的課程。而類似的副學位課程沒有資助。沒有理由為什麼在資歷架構只是一個級別水平差別的學生有這樣一個根本的區別。

此外，許多學生在完成副學位後，又自費攻讀學位。他們掙扎向上，最終成為納稅人並貢獻等同於有資助的大學畢業生。這公平何有？

## 雖非經意，但有傷害

延長中學教育至六年對副學位教育和培訓有如不良的影響：

- 副學位課程從 3 年縮短至 2 年；
- 完成中三之學生及其家長更不可能選擇職業教育與培訓作為一種替代傳統學習路線

此外，專上教育系統承接了小學和中學教育系統的學生。語言和溝通技巧已建構完成，繼後的「增強」只是削減專上教育於專業培訓的學習時間。我們盡力訓練學生的工作能力，但無法變魔術。由於新高中學制有待檢討，為了公平起見，我們在這一方面不作進一步的評論。

以上所述，只是短視的政府的政策或因為其他原因產生的歧見而副學位程度職業教育面

臨問題的冰山一角。

## 結論

世上沒有靈丹妙藥。最近的施政報告中已有舉動糾正過去的一些錯誤，我們期望有更多。

我們支持施政報告中提出的關於職業教育與培訓的短期措施。這些措施應該成為經常性。

長遠來說，即使中期學生人數有減少也不應削減職業教育與培訓任何開支。我們見證了削減小中學的後果而不應重蹈覆轍。

與此同時，我們主張如下：

### 認識人力結構

職訓局對超過 20 個行業有進行人力調查，評估人力需求和供應。然而，它們是獨立而不相互關聯的。職訓局的工作也沒有與政府在這方面的調查和預測工作有聯繫。需要政府和職訓局聯手，制定出經濟對人力需求的全方位（由下而上和由上而下）的方案，以達至供求平衡。

### 諮詢業界

業界諮詢是個行業/教育機構/政府的三角關係。對於受資助項目，諮詢機構不缺；而由於歷史原因，架構是多元化的：行業培訓諮委會，行業諮詢網絡（再培訓局），訓練委員會都在進行類似的工作，應該檢討。

### 更深入探討問題

許多基層職位無法找到足夠的求職者，可能因為工作時間 及/或 薪酬原因這些工作缺乏吸引力。就算有培訓機會也難以吸引人們。其根本原因應加以辨明。

### 持續教育

持續教育是指下班後學習或是其他模式的學習。一個實際問題是時間的應用。如果員工下班後精力都耗盡，學習的有效性實可疑。應鼓勵雇主有實質行動讓員工參加持續教育，如放學習假等。

## 創新的方法加強職業教育和培訓

如：

- 更靈活的副學位課程的長度（為什麼要限制為兩年？）；
- 恢復學／工／學制；
- 畢業生入行特定時間後有獎勵

2014 年 2 月 22 日

職業訓練局員工總會是根據香港《職工會條例》註冊的工會團體，工會註冊號碼 TU-1270。本會會員是職業訓練局所有職系的員工(不包括首長級)，成立目的是保護會員權益、捍衛專業教育。我們承諾以無畏、無私之心為會員發聲出力。

22 February 2014

Steering Committee on Population Policy

Attention Secretariat: [views@hkpopulation.gov.hk](mailto:views@hkpopulation.gov.hk)

Dear Sir/Madam,

## **Public Engagement Exercise on Population Policy – Opinions of the Vocational Training Council Employees General Association**

### **Foreword**

Policy that benefits the majority is good policy. It should be fair and impartial.

Certain wrongdoing in the government's policy had led Hong Kong in the wrong direction and the detrimental effects are now emerging. We should identify what had hindered us and rectify it.

### **Myth & Reality**

It is usually said that Hong Kong's economy is heading for the high-end and therefore requires more highly educated people.

Undoubtedly, the economy is heading for more service-oriented and more people needed to be trained to higher levels. Expansion of the higher education and training sectors is the right direction, BUT it should not focus on the 'highest' level (if it is the degree level). We argue that if the economy is upgrading, it implies that people at the top echelon AS WELL AS those at the middle are required to be upgraded quantitatively and qualitatively. Public spending should be fully mobilised to facilitate it. Unfortunately, this is not so now and in the past.

### **Imbalance**

According to the estimate for 2013/14, the allocation to the Education Bureau (EDB) is \$44,478.4 million, that is including \$1,983.8 million for vocational education, supporting 72 900 students (45 400 full-time vocational education student places and 27 500 part-time vocational education student places).

The allocation to University Grants Committee (UGC) is \$15,015.6 million, supporting 81 690 undergraduate, taught postgraduate, research postgraduate and sub-degree students.

Admittedly and fairly speaking, the investment on a degree holder should be higher than a sub-degree holder.

However, the imbalance is too much.

### **Bending to Government Policy**

Less than two decades ago, the government had decided to de-centralize vocational education and training (VET). It produces the following effects:

- The Vocational Training Council (VTC) had to cope with increasing number of students with the same or reduced amount of subvention;
- So-called market force was imposed upon VTC and VTC had to resort to reducing the number of subvented courses/programmes and/or charging so-called ‘market fee’;
- In order to be more ‘competitive’, VTC had to offer ‘attractive’ courses/programmes but which might have short-life;
- VTC had to resort to some undesirable measures such as large class size

These moves are not good for the long term interest of the economy and the community in having a stable supply of skilled people for catering for mainstay job positions.

### **Unfair Treatment**

We have to realize that most students are admitted to UGC institutions according to their academic performance. Those at the time of the Diploma in Secondary Education (DSE) examination, do not perform satisfactorily and later admitted to sub-degree education/training either are deprived of financial support from public money or receiving vastly meager support.

Commercial/business oriented courses are subvented by the UGC. Similar courses at sub-degree level are not. There is no reason why there is such a fundamental difference in treating students of just one level difference (according to the Qualifications Framework).

Moreover, many students completing sub-degree education and training later proceed to degree, again largely self-financed. These people pay their way upward and eventually



become tax-payers and contribute the equivalent to those UGC-supported graduates. How fair is this?

### **Un-intended but Hurting**

The extension of the secondary education to six years has some bad effects on sub-degree education and training:

- Shortening of the sub-degree studies (from 3 years previously to 2 years now);
- Less likely for parents and students to choose VET as an alternative path after completing secondary three

Moreover, post-secondary education system inherits students from the primary and secondary education systems. The foundation for language and communication skills should be inbuilt before students complete their secondary education. The ‘enhancement’ of such skills just cut-short the time available for post-secondary education/training. We try to train them for the economy but we cannot play magic on students after 12 years of education. To be fair, we give no further comment on the New Secondary Education System because it is yet to be reviewed.

The above described is tip of the iceberg of problems that the sub-degree vocational education sector is facing, either because of the short-sightedness of the government’s policy or the stereotype produced one way or the other.

### **Conclusions**

There is no panacea to the problems. Recent policy address has shed light on rectifying past mistakes and we are looking for more.

We support all the short-term initiatives proposed by the policy address regarding VET. The initiatives should become recurrent undertakings.

In the long-term, no cut back on spending on VET even if the student number is reducing in the interim. We have witnessed the aftermath of the cut in primary and secondary schools and mistakes should not be repeated.

In the interim, we advocate for the following:



### *Know the Manpower Structure*

VTC conducts manpower surveys for over 20 industrial sectors to assess the manpower demand and supply. The exercises produce elaborated pictures of manpower situation in the industrial sectors. However, they are independent and not related to each other. The VTC's exercise is also not linked to the government's efforts in surveys and projections. To achieve balance in supply and demand, an integrated approach by the government and VTC to work out all round (bottom-up and top-down) picture of the manpower of the economy is needed.

### *Consultation with the Industry*

We should talk about a triangular relationship of employers (industries)/education institutions/government. Especially for subvented ventures, there is no shortage of consultative bodies. Because of historical development, the consultative structure is diversified (if not chaotic): Industry Training Advisory Committees, Industry Consultative Networks (ERN) and training boards are doing similar if not the same job. It should be reviewed.

### *More In-depth Identification of the Problems*

Many working level jobs cannot find adequate job-seekers because these jobs are comparatively unattractive due to working hours and/or pay is/are not right. Training opportunity for such jobs does little to attract people. The root cause should be identified.

### *Continuing education*

Continuing education means study after work. It could also mean other mode of study. A practical problem is the time for the study. If employees are exhausted after work, the effectiveness of study is questioned. Employers should be encouraged to allow employees to participate in continuous education such as study leave etc.

### *Innovative Ways to Enhance VET*

- More flexible sub-degree course duration (Why should it be restricted to two years full time?);
- Reinstate sandwich;
- Introduce incentives for graduates staying at industries for specific period

Vocational Training Council Employees General Association (**VEGA**) is a union body registered under the Trade Unions Ordinance Hong Kong. The union registration number is TU-1270. Our members are employees of the Vocational Training Council at all grades except the directorate. We strive to protect the rights and benefits of our members and safeguard the professionalism of vocational education. We pledge to speak the members' minds and act in their interests boldly and selflessly.