

A Study on Comprehensive Sexuality Education in Secondary Schools of Hong Kong

Equal Opportunities Commission 2022



平等機會委員會
EQUAL OPPORTUNITIES COMMISSION

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A STUDY ON

COMPREHENSIVE SEXUALITY EDUCATION

IN SECONDARY SCHOOLS OF HONG KONG

Equal Opportunities Commission 2022



平等機會委員會
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The analyses and recommendations of this report are of the EOC and do not necessarily reflect the views or endorsements of the respondents or interviewees. ◆



Executive Summary

Background and Objectives

1. Comprehensive and proper sexuality education helps young people develop positive values, knowledge and skills to make respectful and healthy choices about relationship and sex, which, as a result, contributes to what the Equal Opportunities Commission (EOC) has long been advocating—a sexual harassment-free and gender-equal society.
2. This Study, *A Study on Comprehensive Sexuality Education in Secondary Schools of Hong Kong*, attempts to collect solid data to paint an overall picture of implementation of sexuality education in Hong Kong, with a view to providing recommendations for the Government, schools and NGOs to map out a better overall strategy to improve sexuality education for all the youths in the city.
3. Focusing on the implementation aspect of sexuality education in Hong Kong, this Study aims at creating robust quantitative and qualitative evidence on the issue with specific objectives as follows:
 - To examine the actual implementation of sexuality education at secondary schools under Education Bureau's (EDB's) "school-based approach", including the amount of time and classes devoted to sexuality education, the manpower allocation for teaching sexuality education, the content of the curriculum, etc.;
 - To understand the views of secondary school principals and/or teachers on implementing sexuality education;
 - To study the potential challenges faced by teachers and schools in different areas during implementing sexuality education, such as resource availability, potential opposition of relevant stakeholders (such as parents), effectiveness of the guidance and training for teachers, etc.;
 - To examine the role of NGOs and other organisations which provide lessons or activities related to sexuality education; and
 - To recommend what the Government and other stakeholders should do to better improve sexuality education in secondary schools of Hong Kong.



Research methodology

4. This Study adopts a mixed-method research design with two major methods of data collection:

- i. A self-administered paper questionnaire was sent to all 473 local secondary schools (excluding ESF and other private international schools) in Hong Kong;
- ii. Five focus group discussions were conducted with principals and teachers from local secondary schools and NGO workers/school social workers who work on sexuality education related projects in Hong Kong.

5. The paper questionnaire, together with an invitation letter from the EOC, were sent to all 473 local secondary schools (excluding ESF and other private international schools) in Hong Kong by the data collection firm on 25 November 2020. Either the principal or the teacher-in-charge of coordinating sexuality education curriculum was invited to complete the questionnaire. All the valid completed questionnaires were collected by 15 March 2021. A total of **203** completed questionnaires were received out of 473 local secondary schools invited, representing a response rate of **42.9%** of the issued sample. At a 95% level of confidence, the sampling error is within **+/-5.2%**.

6. After collecting all the completed questionnaires, responded schools were randomly selected by the data collection firm and their principals or teachers were invited to participate in focus group discussions. A total of 26 discussants were recruited and a total of five focus group discussions were conducted from 9 to 27 April 2021, either remotely via Zoom or face-to-face at the office of the data collection firm.

Key findings

Overall situation of implementing sexuality education

Teaching modes and activities

7. This Study found that 13.8% of the responded schools did not teach sexuality education in classrooms at all. A majority of schools (85.2%) included elements of sexuality education in the classes of different subjects, and 2.0% of schools taught sexuality education as a separate subject in the 2018/19 school year.



8. Among the responded schools which said they have included elements of sexuality education in the classes of different school subjects, majority of them said those subjects were Science/Integrated Science (81.7%, for junior curriculum) and Biology (81.7%, for senior curriculum).

Teaching hours

9. This Study also found that the actual teaching hours allocated to sexuality education were largely inadequate. Among the schools which taught sexuality education at formal lessons, nearly half of them said they only allocated a total of **five hours or below** to sexuality education classes at junior (47.4%) and senior (49.7%) forms in the 2018/19 school year. Over 90% of schools provided 20 hours or below of sexuality education to both junior (97.1%) and senior (94.9%) forms in the 2018/19 school year.

10. Also, among the schools which taught sexuality education at formal lessons, over three-fourths of them (75.4%) said they did not have a target of lesson hours allocated to sexuality education for different subjects per year.

Activities related to sexuality education

11. Among the 203 responded schools, over half of them said they taught sexuality education during group or individual counselling sessions (55.7%) or sharing/discussions at Form Teacher Periods (52.2%). Around one-third of them (31.0%) said they conducted talks related to sexuality education in morning assemblies. Also, there are 12.3% of schools reported that they did not organise any activities that are related to sexuality education in the 2018/19 school year.

12. As for the grade of students who joined sexuality education activities, over 80% of responded schools said their junior form students (F.1-3) had joined those activities in the 2018/19 school year, whereas fewer senior form students joined those activities in comparison. For instance, only 42.7% of schools said their Form Six students had joined sexuality education activities in the 2018/19 school year.

Teaching scope and content

13. The three topics that were covered by most schools were “self-image and self-concept”, “friendship, dating and courtship” and “puberty”, whereas most schools did NOT cover the following sexuality education related topics:

- Sexual informed consent (59.1% of schools did not cover);
- Sexual orientation and gender identities (53.2% of schools did not cover);



- Sex, law and ethics (45.8% of schools did not cover).

Manpower deployment for sexuality education

14. Only a minority of schools (19.3%) said they had created the post of sexuality education coordinator, whereas 80.8% of the responded schools said there were no such post in their schools. Meanwhile, more than half of the schools (56.8%) said the responsibility of organising or coordinating the implementation of sexuality education lies with their Guidance Master/Mistress. Other schools said it was tasked to their school social worker (23.4%), Moral and Civil Education Master/Mistress (20.8%), Vice Principal (19.8%), etc. A small percentage of responded schools (7.3%) said they had set up a specific committee by a number of teachers for coordinating their schools' sexuality education. Yet, 6.8% of respondents said they did not designate anyone to coordinate matters related to sexuality education.

15. This Study also found that most staff who were responsible for teaching sexuality education are subject teacher (66.5%), school social worker (64.0%), form teacher (47.8%) and Guidance teacher (42.4%). Also, a small percentage of schools (5.4%) said none of their teaching staff had taught sexuality education.

16. While most schools had assigned their staff to teach sexuality education, not all of those staff had received specific training for the matter. Nearly half of the responded schools (47.6%) said their staff who taught sexuality education in 2018/19 school year had NOT taken any professional development course related to the subject.

17. On average, the responded schools had assigned 21.9% of their teaching staff to teach sexuality education, whereas only 4.7% of their teaching staff had taken related professional development courses. Furthermore, 95.3% of schools did not impose any training requirements to their staff who are responsible for teaching sexuality education.

The role of external organisations

18. This Study found that 93.1% of responded schools said they had invited external organisation to teach sexuality education in the 2018/19 school year. Among those schools, a majority of them (77.8%) invited NGOs, followed by Department of Health (55.0%), to teach sexuality education. A minority of 16.9% of schools said they had engaged religious groups for conducting sexuality education.



19. Most of the schools said NGOs are the external organisations that they most often resorted to for obtaining teaching materials for sexuality education. A high percentage of 91.6% responded schools said they “always” or “often” obtained such materials from NGOs. On average, schools allocated 8.48 hours for external organisations to teach sexuality education in the 2018/19 school year.

Support for parents

20. In general, school representatives found that parents of their students are supportive of teaching sexuality education in schools. Most of them (71.9%) said parents are “very supportive (11.3%)” or “supportive (60.6%)” and none of them said parents of their students are “unsupportive or very unsupportive” for schools to teach sexuality education.

21. Nevertheless, not many schools provided support for parents on the subject matter. Over half of the schools (56.7%) did not provide any support to parents related to sexuality education, whereas just a minority of responded schools said they “provided resources on sexuality education compiled by NGOs to parents (16.3%)”, or “discussed with parents the school’s vision for sexuality education on occasions like the Parents’ Day or meetings of the Parent-Teacher Association (15.3%)”. Only a very small percentage of schools (7.4%) said they “organised workshops to guide parents on how to explain values and behaviours on sexuality to their children”.

Support for minority students

22. The Study also identified from the focus group discussions that minority students may encounter issues related to sex and relationship that required tailored support. For instance, discussants shared that students with special educational needs (SEN) are sometimes more vulnerable to incidents like image-based sexual violence (IBSV) and require schools to provide them with individual support via case work or group counselling on the issue of sexuality education and IBSV. Some teachers also observed that cultural differences could be one of the challenges they faced while teaching sexuality education for non-ethnic Chinese (NEC) students. They pointed out that there were insufficient bilingual teaching materials and external organisations which offer bilingual activities for sexuality education.

23. As for the issue related to lesbian, gay, bisexual and transgender (LGBT), some discussants said they had LGBT students told them that they would like to or have the need to learn more about sexuality education that covers LGBT issues. Yet, many of them found it difficult to cover LGBT issues in class as the topic remains



“controversial” in Hong Kong, or due to disagreement over the topic among their own colleagues.

Views shared by school representatives

Insufficient sexuality education

24. School representatives were asked to rate whether they think sexuality education in secondary schools is sufficient. A majority of respondents (49.7%) answered “Insufficient (43.3%)” or “Very insufficient (6.4%)”. Only 3.4% of respondents answered “Sufficient”, while 46.8% of them rated “Fair”. A similar observation was found among participants of focus group discussions, who shared the following key observations: (1) students do not know how to maintain appropriate boundaries with others, (2) sexuality education taught in class is different from students’ everyday experiences, (3) students do not handle relationships well and (4) students learned sexuality education from unreliable sources like the Internet.

Difficulties encountered by schools

25. A high percentage of responded schools (82.3%) said there was no time for sexuality education “as the secondary school curriculum is already jam-packed”. A significant proportion of respondents found that there was “a lack of relevant training for teachers (60.6%)”, “a lack of structured or appropriate teaching materials (56.2%)” or “a lack of sufficient teaching resources (48.8%)”. A considerable 36.5% found there was “a lack of government support or subsidies for hiring extra manpower” for teaching sexuality education.

26. Just a very few numbers of respondents think that “students are not interested in sexuality education (2.5%)” or “parents do not wish the school to provide sexuality education (2.0%)”, while only 1.5% of responded schools said that there were no difficulties encountered.

Views on improving sexuality education

27. The top three recommendations chose by the school representatives from the aspect of policy were wishing the Government to:

- Widely promote the importance of sexuality education among parents and the general public (62.6%);
- Revise the existing guidelines on sexuality education in schools (61.6%); and
- Set recommended lesson hours for sexuality education in different school subjects (55.7%).



28. As from the perspective of provision of resources, the top three recommendations identified by school respondents were hoping the Government to:

- Provide schools with comprehensive teaching materials on sexuality education in different media (74.9%);
- Subsidise schools to hire non-governmental organisations to provide on-site sexuality education courses (69.5%); and
- Provide funding and incentives to encourage teachers to take relevant courses on sexuality education (64.5%).

Conclusions

29. Below are some key issues and observations identified by this Study regarding the implementation of sexuality education in Hong Kong:

- a. **Sexuality education in Hong Kong is largely inadequate:** This Study found that 13.8% of the responded schools did not teach sexuality education in classrooms at all, whereas 12.3% of schools reported that they did not organise any activities that are related to sexuality education in the 2018/19 school year. Also, among the responded schools, almost half of the school representatives (49.7%) said sexuality education in Hong Kong was “Insufficient (43.3%)” or “Very insufficient (6.4%)”.
- b. **Insufficient teaching hours for sexuality education:** Nearly half of the responded schools said they only allocated a total of five hours or below to sexuality education classes at junior (47.4%) and senior (49.7%) forms in the 2018/19 school year. This is clearly insufficient even by the standard of Government’s 1997 Guidelines (inactive now) which suggested that a total of 36 hours sexuality education classes should be allocated to junior forms, and 30 hours to senior forms. In addition, over three-fourths of them (75.4%) said they did not have a target of lesson hours allocated to sexuality education for different subjects per year.
- c. **A curriculum that is heavily focused on the physiological aspect of sexuality education:** This Study also found that most schools’ curricula of sexuality education heavily focus on the biological and physiological aspects (e.g. the mechanics of reproduction), and overlook the psychological and social aspects like healthy relationships, sexual consent, gender equality, etc. which are equally important. Majority of schools said they covered sexuality education in subjects like Science/Integrated Science (81.7%, for junior curriculum) and Biology (81.7%,



for senior curriculum), while 59.1% of schools said they did not cover topics like sexual informed consent in their classes at all.

- d. **The lack of proper coordination mechanism at schools:** Only a minority of schools (19.3%) said they had created the post of sexuality education coordinator, whereas 6.8% of respondents said they did not designate anyone to coordinate matters related to sexuality education. More than half of the schools (56.8%) said the responsibility of organising or coordinating the implementation of sexuality education lies with their Guidance Master/Mistress.
- e. **Teachers are not equipped with proper professional training on the subject matter:** Nearly half of the responded schools (47.6%) said their staff who taught sexuality education in 2018/19 school year had NOT taken any professional development course related to the subject. Most of the schools (95.3%) said they did not impose any training requirements for their staff who are responsible for teaching sexuality education. On average, the responded schools had assigned 21.9% of their teaching staff to teach sexuality education, whereas only 4.7% of their teaching staff had taken related professional development courses.
- f. **The role of NGOs is crucial and significant:** This Study found that 93.1% of responded schools said they had invited external organisation to teach sexuality education in the 2018/19 school year. Among them, a majority (77.8%) invited NGOs to teach sexuality education. A small percentage of schools (5.4%) even said none of their teaching staff had taught sexuality education, which those schools likely relied on external organisations for teaching sexuality education.
- g. **Support for parents on sexuality education is very minimal:** Over half of the schools (56.7%) did not provide any support to parents related to sexuality education. Only a very small percentage of schools (7.4%) said they “organised workshops to guide parents on how to explain values and behaviours on sexuality to their children”.
- h. **Support for minority students on sexuality education needs to be enhanced:** The focus group discussions identified that minority students, such as students with SEN and NEC students, may encounter issues related to sex and relationship that required tailored support. For instance, there is an unmet demand for bilingual teaching materials and organisations which can offer bilingual activities for sexuality education.



- i. **A clear demand for up-to-date and official guidelines and recommended lesson hours for sexuality education:** A high percentage of responded schools (82.3%) said there was no time for sexuality education “as the secondary school curriculum is already jam-packed”. As much as 61.6% of school representatives would like the Government to revise the existing guidelines on sexuality education, and 55.7% of them would like to have recommended lesson hours for the sexuality education in different school subjects.
- j. **A strong plea for resources for sexuality education from schools:** A significant proportion of respondents found that there was “a lack of relevant training for teachers (60.6%)”, “a lack of structured or appropriate teaching materials (56.2%)” or “a lack of sufficient teaching resources (48.8%)”. Most of them would like the Government to provide schools with comprehensive teaching materials on sexuality education in different media (74.9%), to subsidise schools to hire NGOs to provide on-site sexuality education courses (69.5%), and to provide funding and incentives to encourage teachers to take relevant courses on sexuality education (64.5%).

Recommendations

30. Based on the key findings of this Study, as well as expertise and past experiences of the EOC in advocating gender equality and comprehensive sexuality education, this Study proposes the following list of key recommendations for improving sexuality education in Hong Kong:

- **Recommendation 1:** *It is recommended that the Government should consider reactivating and updating the 1997 Guidelines on Sex Education in Schools for all secondary schools to follow. The Guidelines should also stipulate a standardised structure and recommended learning hours for elements of sexuality education in different school subjects and extra-curricular activities.*
- **Recommendation 2:** *It is recommended that schools should review and revise their own curriculum of sexuality education as appropriate, to ensure that not just biological and physiological aspects of the subject are included, but also psychological and social aspects. Topics that are currently not covered by most schools, such as healthy relationships, sexual consent, gender equality, image-based sexual violence (IBSV), sex, law and ethics should also be included.*
- **Recommendation 3:** *It is recommended that professional development training courses should be mandatory for teachers responsible for teaching sexuality education in*



secondary schools. Both schools and the Government should provide adequate resources and incentives for teachers to attend those training. They should also encourage teachers to attend refresher training from time to time, in order to keep abreast of the latest issues and development related to sexuality education, such as online dating, IBSV, online sexual harassment, etc.

- **Recommendation 4:** It is recommended that each school should set up a designated post of sexuality education coordinator, preferably at the rank of Senior Graduate Master/Mistress (SGM), to coordinate and take charge of matters related to sexuality education. The Government should consider providing appropriate funding for schools to set up such position.
- **Recommendation 5:** It is recommended that the Government should provide adequate subsidies for schools to hire NGOs to provide on-site sexuality education courses. Funding should also be granted to NGOs to develop innovative methods and up-to-date activities for teaching sexuality education.
- **Recommendation 6:** The Government should consider developing, and/or providing funding for developing, a comprehensive set of teaching materials that are structured, up-to-date, available in different media (such as short clips and multimedia/online materials), and categorised into different topics and age groups.
- **Recommendation 7:** Funding should be provided to develop sexuality education materials that are tailored for the needs of minority students, such as students with special educational needs (SEN), non-ethnic Chinese (NEC) students, or Lesbian, Gay, Bisexual and Transgender (LGBT) students. For instance, the Government should consider funding NGOs and schools to develop bilingual teaching materials and learning activities that is culturally appropriate for NEC students.
- **Recommendation 8:** It is recommended that support for parents on sexuality education should be enhanced by schools. Schools may consider providing resources on sexuality education compiled by NGOs to parents, discussing with parents the school's vision for sexuality education on occasions like the Parents' Day or meetings of the Parent-Teacher Association, organising workshops to guide parents on how to explain values and behaviours on sexuality to their children, etc. ♦

A Study on Comprehensive Sexuality Education in Secondary Schools of Hong Kong (2022)



平等機會委員會
EQUAL OPPORTUNITIES COMMISSION



All **473** local secondary schools were invited to join the questionnaire survey

5 focus group discussions conducted



203 questionnaires received (Response rate of 42.9%)



Interviewed **26** principals, teachers, NGO workers and school social workers

Current Situation



2%

of the schools taught sexuality education as **a separate subject**



85.2%

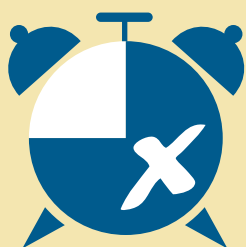
of the schools included sexuality education **in different school subjects** (e.g. Biology, Liberal Studies)



13.8%

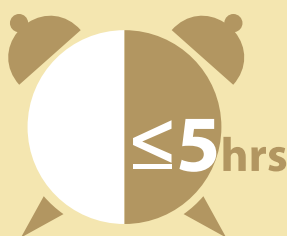
of the schools had **no sexuality education in formal lessons**

Teaching Hours in the 2018/19 School Year



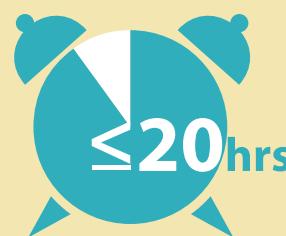
75.4%

of the schools **did not have a target of lesson hours** allocated to sexuality education for different subjects per year



Around half

of the schools offered **5 hours or below** of sexuality education classes in junior and senior secondary levels



Over 90%

of the schools offered **20 hours or below** of sexuality education classes in both levels

Common Activities Organised by Schools

55.7%

Group or individual counselling sessions



52.2%

Sharing/discussion at Form Teacher Periods



31.0%

Talks in morning assemblies



16.3%

Extra-curricular activities (e.g. drama contests, game booths, quizzes, etc.)



12.3%

No activities

Topics Covered in Sexuality Education

covered by most schools



96.1%

Self-image and self-concept



95.1%

Friendship, dating and courtship



93.6%

Puberty

covered by fewest schools



54.2%

Sex, law and ethics

LGBT

46.8%

Sexual orientation and gender identities



40.9%

Sexual informed consent

Who Teaches Sexuality Education?



80.8% of the schools **did not** have the post of **sexuality education coordinator**

93.1% of the schools invited **external organisations** to teach sexuality education in the 2018/19 school year



56.7% of the schools **did not** provide **support to parents** to help them teach sexuality education to students

Among the schools in which sexuality education is taught by teaching staff (2018/19 school year):

On average, each school had **4.7%** of teaching staff **taken professional development courses** related to sexuality education

47.6% of schools said that their staff who taught sexuality education **had NOT taken any relevant professional development courses**



95.3% of them **did not require** teaching staff to take relevant professional development courses before teaching sexuality education

Challenges

Nearly half (49.7%) of the interviewed school representatives believed sexuality education in secondary schools is **insufficient or very insufficient**



Top difficulties encountered by schools

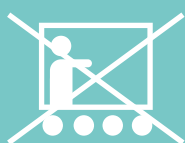
1



82.3%

No time for it as the school curriculum is already jam-packed

2



60.6%

A lack of relevant training for teachers

3



56.2%

A lack of structured or appropriate teaching materials

Quotes from the Focus Group Discussions

A social worker responsible for implementing sexuality education



“Teachers are not fully prepared to teach sexuality education”

A student asked a teacher in class, **“Have you ever had sex? How was it like?”** That teacher said that he could not react but blushed at the question. Since he had never expected to be challenged by students in class, he felt embarrassed and remained silent. **He had no idea how to proceed with the class.**

School management is relatively conservative. They think that the topic of safe sex should not be introduced to school, and that it would be best to keep students from the knowledge of contraceptive methods. The view of the school management is not in line with that of social workers and counsellors. **Given the conservative approach of the school management, it would not be easy for teachers to organise related activities.**

“School management and frontline staff have different views”

A teacher responsible for implementing sexuality education



A social worker responsible for implementing sexuality education



“Sexuality education has a low priority”

After a video capturing two students kissing in a classroom went viral online, the school management asked us to give students a sexuality education lesson. **My perception is that the school does not welcome us except when remedial measures are needed.**

Recommendations

What did school representatives want the government to do from the aspect of policy?



62.6% Widely **promote the importance** of sexuality education among parents and the general public

61.6% **Revise the existing guidelines** on sexuality education in schools



55.7% Set **recommended lesson hours** for sexuality education in different school subjects

What resources did school representatives want the government to provide?



74.9% Provide schools with **comprehensive teaching materials** on sexuality education in **different media**

69.5% **Subsidise schools to hire** NGOs to provide on-site sexuality education courses



64.5% Provide **funding and incentives** to encourage teachers to **take relevant courses** on sexuality education

Quotes from the Focus Group Discussions

A teacher responsible for implementing sexuality education



"Implementing sexuality education using innovative approaches"

Students gave positive feedback when **drama performance** was adopted in teaching sexuality education. When it comes to the activities in the classroom, they prefer **more practical knowledge**. We need to teach them about contraception or how to define sexual harassment, which they may have no idea at all.

As sexuality education evolves, the focus has **shifted from purely imparting physiological knowledge to value education**. The key is to encourage students to uphold the values of **respecting others** in all circumstances.

"Sexuality education should help build positive attitudes towards gender equality"



A teacher responsible for implementing sexuality education



1. Introduction

1.1. Background

1.1.1. Comprehensive and proper sexuality education helps young people develop positive values,¹ knowledge and skills to make respectful and healthy choices about relationship and sex, which, as a result, contributes to what the Equal Opportunities Commission (EOC) has long been advocating—a sexual harassment-free and gender-equal society.

1.1.2. As a statutory body tasked with eliminating sexual harassment and promoting gender equality under the Sex Discrimination Ordinance (SDO), the EOC published a large-scale research report entitled *Break the Silence: Territory-wide Study on Sexual Harassment of University Students in Hong Kong* in January 2019.² The report found that nearly one-fourth of students (23%) participated in the study indicated that they were sexually harassed within 12 months before the survey was conducted. It also found that one of the root causes of sexual harassment of university students was misconceptions about sex and relationship which had taken shape in their teenage years, and thus, a thorough reform of sexuality education would be very timely in light of these findings.

1.1.3. The EOC, therefore, has undertaken a series of initiatives to advocate a thorough reform for the existing sexuality education in Hong Kong, including making multiple submissions to the Education Bureau (EDB),^{3,4} co-organising the “Roundtable on Reforming Sexuality Education in Hong Kong” for key stakeholders from non-governmental organisations (NGOs), primary and secondary schools, and school sponsoring bodies in May 2019, attending and supporting different sexuality education related conferences and seminars between 2019 and 2021, etc.

1.1.4. On many of the abovementioned occasions, views have been expressed that the Government did not collect robust and systematic data regarding the details and effectiveness of sexuality education implementation in each and every school, as it

¹ The EOC believes that “sex education” should be retitled as “sexuality education” in order to emphasise the gender and relationships elements of the subject and its comprehensive nature. A detailed definition will be provided in [Chapter 3.1](#) of this Study.

² CHAN, James K.S., LAM, Kitty K.Y., CHEUNG, Christy C.M., LO, Jimmy T.Y. (2019). *Break the Silence: Territory-wide Study on Sexual Harassment of University Students in Hong Kong*. Hong Kong: Equal Opportunities Commission.

³ Equal Opportunities Commission (2018). *Submission on Review of Sex Education in Schools*. Retrieved from <https://www.eoc.org.hk/eoc/upload/20181010172945136776.pdf>

⁴ Equal Opportunities Commission (2019). *Submission to the Task Force on Review of School Curriculum of the Education Bureau: Key issues and recommendations raised by participants of the Roundtable on Reforming Sexuality Education in Hong Kong*. Retrieved from <https://www.eoc.org.hk/eoc/upload/20191028115746386751.pdf>



has adopted a “school-based approach” for implementing sexuality education. Also, there is a little research on implementation of sexuality education in Hong Kong, which makes it difficult for teachers or NGO workers to persuade school management to implement comprehensive sexuality education in primary and secondary schools.

1.1.5. Hence, the EOC decided to conduct this Study, namely *A Study on Comprehensive Sexuality Education in Secondary Schools of Hong Kong*, in order to collect solid data to paint an overall picture of implementation of sexuality education in Hong Kong, with a view to providing recommendations for the Government, schools and NGOs to map out a better overall strategy to improve sexuality education for all the youths in the city.

1.2. Objectives of the research

1.2.1. Focusing on the implementation aspect of sexuality education in Hong Kong, this Study aims at creating robust quantitative and qualitative evidence on the issue with specific objectives as follows:

- To examine the actual implementation of sexuality education at secondary schools under EDB’s “school-based approach”, including the amount of time and classes devoted to sexuality education, the manpower allocation for teaching sexuality education, the content of the curriculum, etc.;
- To understand the views of secondary school principals and/or teachers on implementing sexuality education;
- To study the potential challenges faced by teachers and schools in different areas during implementing sexuality education, such as resource availability, potential opposition of relevant stakeholders (such as parents), effectiveness of the guidance and training for teachers, etc.;
- To examine the role of NGOs and other organisations which provide lessons or activities related to sexuality education; and
- To recommend what the Government and other stakeholders should do to better improve sexuality education in secondary schools of Hong Kong.



1.3. Structure of the report

1.3.1. This report is divided into five main chapters. Chapter 1 provides background information and objectives of this Study. Chapter 2 presents the detailed research methodology, and limitations of data collection of this Study. Chapter 3 provides the definition of sexuality education used in this Study, the background and development of sexuality education in Hong Kong, and a literature review of implementation of sexuality education in Hong Kong, the United Kingdom, Australia, and Singapore. The key findings of this Study are presented in Chapter 4. It examines the overall situation of implementing sexuality education, manpower deployment for sexuality education, the role of external organisations, support for parents and minority students on sexuality education, views shared by school representatives on sexuality education, as well as their views on how to improve sexuality education. Finally, Chapter 5 of the report concludes all the findings of this Study and provides some recommendations for changes that could serve as guiding principles for the Government, schools, NGOs and other stakeholders to improve the implementation of sexuality education in Hong Kong. ◆



2. Research methodology

2.1. Overview

2.1.1. This Study is an in-house research project of the EOC, conducted by the staff of the Policy, Research and Training Division. They are referred as the research team in this Report.

2.1.2. In order to paint a full picture regarding the situation of the implementation of sexuality education in secondary schools of Hong Kong, this Study adopts a mixed-method research design with two major methods of data collection:

- iii. A self-administered paper questionnaire was sent to all 473 local secondary schools (excluding ESF and other private international schools) in Hong Kong;
- iv. Five focus group discussions were conducted with principals and teachers from local secondary schools and NGO workers/school social workers who work on sexuality education related projects in Hong Kong.

2.1.3. A market research firm, Consumer Search Hong Kong Limited (CSG), was hired by the EOC to assist the data collection process for both the quantitative and qualitative part of the Study.

2.2. Quantitative data

2.2.1. While designing the questionnaire, the research team took reference from similar Hong Kong studies done in the past, such as surveys conducted by the Hong Kong Institute of Education and the Family Planning Association of Hong Kong in 2005 and 2017, respectively.^{5,6}

2.2.2. Consisted of 36 questions, the self-administrated paper questionnaire was divided into six sections, including I) Implementation of sexuality education; II) Manpower deployment for sexuality education; III) The role of external organisations and parents; IV) Curriculum for sexuality education; V) Respondents' views on

⁵ Che, F. S. (2005). A Study of the Implementation of Sex Education in Hong Kong Secondary Schools. *Sex Education*, 5(3), 281-294.

⁶ The Family Planning Association of Hong Kong (2017). *Report on Youth Sexuality Study 2016*. Hong Kong: The Family Planning Association of Hong Kong.



sexuality education; and VI) Particulars of the respondents' school. The questionnaire was provided in both English and Chinese, and a sample of the full questionnaire is at [Appendix I](#).

2.2.3. Before commencing the data collection, the draft of the questionnaire was sent to Members of EOC's Working Group on Anti-Sexual Harassment Campaign and some secondary school teachers to solicit their opinions and feedback. The questionnaire was then revised to ensure the questions and options for answers are properly phrased and sequenced for the avoidance of misinterpretation and the effective collection of information.

2.2.4. The paper questionnaire, together with an invitation letter from the EOC, were sent to all 473 local secondary schools (excluding ESF and other private international schools) in Hong Kong by the data collection firm on 25 November 2020, using the database of local ordinary secondary schools for the 2020/21 school year as maintained by the EDB.

2.2.5. Either the principal or the teacher-in-charge of coordinating sexuality education curriculum was invited to complete the questionnaire. Follow-up phone calls were made to non-response schools. All the valid completed questionnaires were collected by 15 March 2021.

2.2.6. A total of **203** completed questionnaires were received out of 473 local secondary schools invited, representing a response rate of **42.9%** of the issued sample. At a 95% level of confidence, the sampling error is within **+/-5.2%**.

Data Accuracy and Confidentiality

2.2.7. The following methods were employed to ensure accuracy of the data:

- i. Data checking: Completed questionnaires were subject to random sample check to identify dubious cases such as cases with ambiguous, incomplete or missing responses. Those cases were followed up by phone calls with the parties concerned as far as practicable.
- ii. Double data entry: A progressive double data entry system was adopted to minimise the risk of incorrect data entry. Specifically, data entry checks of 5.4% of the completed questionnaires were conducted with an observed error rate of less than 0.2%.



- iii. Data coding, imputation and validation: Data coding and imputation were performed, as deemed appropriate. A data validation plan was also imposed to ensure the accuracy and quality of the collected data.

2.2.8. All the questionnaire responses were entirely collected and handled by the data collection firm with strict confidentiality. Only aggregated and anonymous data were passed to the research team of the EOC, who was not able to identify any of the respondents or the schools they belong.

2.2.9. All statistical analyses in this Study were performed by using the statistical software package IBM SPSS version 28.0.

Limitations

2.2.10. The quantitative research design of this Study has the limitations and caveats listed as follows:

- **Response bias:** The participation in this Study was completely voluntary. The respondents, therefore, were those who were motivated to respond. They might be schools which have paid more effort in promoting and implementing sexuality education, or schools that were more aware of issues related to gender equality, sex discrimination or sexual harassment. Therefore, the responded sample may not necessarily be representative of all the local secondary schools in Hong Kong.
- **Non-response bias:** Moreover, schools which have done little in the area of sexuality education, may tend not to respond to the questionnaire. They may also tend to be schools that do not have a designated person in-charge-of sexuality education, or schools which place sexuality education in a low priority. The accuracy of the results of this Study will thus be affected as well.

2.3. Qualitative data

Focus group discussions

2.3.1. After collecting all the completed questionnaires, responded schools were randomly selected by the data collection firm and their principals or teachers were invited to participate in focus group discussions, in order to better understand their



views and opinions of implementing sexuality education at their schools—with a view to supplementing the quantitative analyses of this Study.

2.3.2. Various criteria were employed by the data collection firm while selecting the discussants to ensure they came from schools of different backgrounds, such as single-sex and co-educational schools, schools with different religious backgrounds, media of instruction (i.e. English or Chinese), funding modes, etc. It was also ensured that a mix of representatives—who indicated they held different views regarding sexuality education implementation in secondary schools in the questionnaire—were included in the focus groups.

2.3.3. Schools with at least 100 or above students with Special Educational Needs or non-Chinese speaking students were included as discussants of a separate focus group, to allow the research team to know more about the situation of sexuality education for students of minority groups.

2.3.4. In addition, principals and teachers from special schools and NGO workers and school social workers who worked on sexuality education related projects were also invited to join the focus groups, and they were recruited by the data collection firm through referral.

2.3.5. The participation in the interview is voluntary. A total of 26 discussants were recruited and a total of five focus group discussions were conducted from 9 to 27 April 2021, either remotely via Zoom or face-to-face at the office of the CSG. All discussants have signed a consent form prior to the focus group discussions, agreeing to keep the identity of other discussants in confidence and be quoted in this Study anonymously.

2.3.6. The focus group discussions were semi-structured. Each group had five to six participants and the duration of each focus group discussion was around 1.5 hours. The focus group discussions were moderated by one or two researchers from the EOC and were conducted in Cantonese. The detailed composition of the five focus groups is at [Appendix 2](#).

2.3.7. As a token of appreciation, all discussants would receive a remuneration of HK\$500 or book coupons of the equivalent amount upon the completion of the focus group discussions.



Qualitative responses collected from the questionnaire

2.3.8. In order to collect more views of principals and teachers other than those who participated in the focus group discussions, Q29 of the questionnaire was set as an open-ended question for representatives of school to provide qualitative responses, if they wished. The optional question asked respondents how the Government or society could further promote sexuality education, and a total of 31 valid responses were collected. A list of all the responses was included in [Appendix I](#).





3. Review of sexuality education development and academic literature

3.1. What is Sexuality Education?

3.1.1. According to the International Technical Guidance on Sexuality Education (International Technical Guidance) published by the United Nations Educational, Scientific and Cultural Organization (UNESCO), comprehensive sexuality education (CSE) is “a curriculum-based process of teaching and learning about the cognitive, emotional, physical and social aspects of sexuality.”⁷ It addresses not only sexual and reproductive health issues but empowers students to (1) realise their health, well-being and dignity; (2) develop respectful social and sexual relationship; (3) consider how their choices affect their own well-being and that of others; and (4) understand and ensure the protection of their rights throughout their lives.

3.1.2. The International Technical Guidance stresses that not only should CSE programmes be adapted to the cultural context, but also be informed by evidence, scientifically accurate, based on a human rights approach and gender equality, and support young people to make informed and healthy choices.⁸ CSE also addresses safer sex and provides information on preventing unwanted pregnancy, sexually transmitted infections (STIs) and human immunodeficiency virus (HIV). Thus, it is different from abstinence-only programmes, which are found to be ineffective and potentially harmful to young persons’ sexual and reproductive health and rights.⁹

3.1.3. Moreover, the United Nations Population Fund (UNFPA) emphasises a right-based and gender-focused approach to sexuality education. As such, CSE serves as a strategic vehicle for promoting gender equality and human rights, which the UNFPA considers as a core component of CSE.¹⁰ Educating young people concepts including the right to health, equal opportunities and non-discrimination, as well as eliminating harmful gender stereotypes and norms, helps lay the foundation for young persons’ well-being and positive social relationships.

⁷ UNESCO. (2018). *International Technical Guidance on Sexuality Education: An Evidence-informed Approach* (Revised Edition). Retrieved June 2022, from <https://unesdoc.unesco.org/ark:/48223/pf0000260770>

⁸ *Ibid.*, p.16-17

⁹ *Ibid.*, p.18

¹⁰ UNFPA. (2014). *UNFPA Operational Guidance for Comprehensive Sexuality Education: A Focus on Human Rights and Gender* New York: UNFPA. Retrieved from <https://www.unfpa.org/publications/unfpa-operational-guidance-comprehensive-sexuality-education> p.7-11



3.1.4. A similar definition is actually shared by a decades-old document published by the Hong Kong Education Department in 1997 namely *the Guidelines on Sex Education in Schools* (the 1997 Guidelines).¹¹ While the Guidelines are no longer a curriculum document for instructing schools how to implement sexuality education, it is worth noting that the document—published by the Government 25 years ago—recognised sexuality education covers not only knowledge and skills related to reproductive physiology, but also the understanding of oneself, the relationship with others and other life values.

3.1.5. With reference to several local and international guidelines, this Study adopts a broad definition of sexuality education, covering the physiological, psychological and social aspects of sexuality, such as sexual behaviours, sexual health, gender equality, gender roles, sexual orientation, gender identities, gender relationships and values, etc. In addition to physiological knowledge of reproduction, sexuality education activities surveyed in this Study include education related to sexuality or gender taught in formal lessons (e.g. Liberal Studies classes, Biology classes) or during extra-curricular activities.

3.1.6. Lastly, while this Study focuses more on the implementation aspect of sexuality education in Hong Kong, it is worth mentioning that robust studies, both local and international ones, have found lines of evidence regarding the benefits of CSE. Based on two evidence review processes commissioned by UNESCO in 2008 and 2016,¹² evidence shows that sexuality education increases knowledge and improves attitudes related to sexual and reproductive health and behaviours, but does not increase sexual activity, sexual risk-taking behaviour or STI/HIV infection rates. Various studies have found that sexuality education is effective in reducing HIV-related risks, enhancing students' self-efficacy related to refusing sex, promoting condom use and reducing the number of sexual partners.¹³ An EOC survey also found that people who received sexuality education in primary and secondary schools had a higher level of awareness of sexual harassment than those who did not.¹⁴

¹¹ Education Department. (1997). *Guidelines on Sex Education in Schools*.

¹² Montgomery, P., & Knerr, W. (2016). *Review of the Evidence on Sexuality Education. Report to inform the update of the UNESCO International Technical Guidance on Sexuality Education*. Retrieved June 2022, From <https://unesdoc.unesco.org/ark:/48223/pf0000264649>

¹³ Fonner, V. A., Armstrong, K. S., Kennedy, C. E., O'Reilly, K. R., & Sweat, M. D. (2014). School based sex education and HIV prevention in low- and middle-income countries: a systematic review and meta-analysis. *PLoS One*, 9(3), e89692.; Salam, R. A., Faqqah, A., Sajjad, N., Lassi, Z. S., Das, J. K., Kaufman, M., & Bhutta, Z. A. (2016). Improving Adolescent Sexual and Reproductive Health: A Systematic Review of Potential Interventions. *Journal of Adolescent Health*, 59(4), S11–S28

¹⁴ Ip, C.Y. (2022). *A Territory-wide Representative Survey on Sexual Harassment in Hong Kong 2021*: Report. Hong Kong: Equal Opportunities Commission



3.2. *Development of Sexuality Education in Hong Kong*

3.2.1. Sexuality education in Hong Kong adopts a school-based and cross-curricular approach. Schools have the flexibility to decide the strategy and approach of implementing sexuality education in accordance with their resources, background, mission, ethos and needs of students.¹⁵ Though the Government has developed various guidelines over the years, they are provided to schools as reference documents and not strictly enforced.¹⁶

3.2.2. The Government emphasised that sexuality education is part of values education and interrelated with moral education, affective education, health education and life education, etc.¹⁷ The EDB has advocated a holistic learning experience and encouraged schools to plan their curricula and learning activities holistically for values education. Sexuality education is currently included in Key Learning Areas (KLAs), academic subjects (such as General Studies, Biology and Ethics and Religious Studies) and curricular of moral and civic education (MCE), rather than being treated as a separate subject.

3.2.3. The implementation of sexuality education in Hong Kong dates back to 1971, when the Education Department issued a memorandum to encourage schools to include sex education topics in standard subjects.¹⁸ The Curriculum Development Committee of the Education Department published the first *Guidelines on Sex Education in Secondary Schools* in 1986,¹⁹ which provided detailed recommendations and practical advice on implementing sex education in secondary schools. The 1997 Guidelines were published as a revision on the 1986 Guidelines in order to strengthen the implementation of sex education. Compared with the 1986 Guidelines, scholars found that the 1997 Guidelines cover a broader conceptual framework relating to different aspects of human sexuality, provide a greater variety of topics and teaching strategies and focus more on gender equality and human rights.²⁰

¹⁵ Education Department. (1997). *Guidelines on Sex Education in Schools*.

¹⁶ HKSAR Government (2006). LCQ7: Sex Education in schools. Retrieved June 2022, from <https://www.info.gov.hk/gia/general/200605/17/P200605160251.htm>.

¹⁷ Education Bureau. (2018). Overview of Sex Education and Prevention and Handling of Sexual Harassment in Schools. Retrieved June 2022, from <https://www.legco.gov.hk/yr17-18/english/panels/ed/papers/ed20180202cb4-535-2-e.pdf>.

¹⁸ Cheng, I. (2018). Information note: sexuality education. In *Information Note of the 6th Legislative Council*, Research Office LCSD. Retrieved from <https://www.legco.gov.hk/research-publications/english/1718in03-sexuality-education-20180109-e.pdf>.

¹⁹ Education Department. (1997). *Guidelines on Sex Education in Schools*.

²⁰ Fok, S. C., & Tung-Cheung, Y. L. (2000). Reflection over the Guidelines on Sex Education in Schools. In Y. C. Cheng, K. W. Chow, & K. T. Tsui (Eds.), *School Curriculum Change and Development in Hong Kong* (pp. 329–350). Hong Kong Institute of Education., p.331



3.2.4. In 2001, the EDB introduced a curriculum reform which integrated civic education, moral education, sex education, health education and environmental education into MCE.²¹ MCE aims to cultivate students' positive values and attitudes, and help them develop skills to deal with daily life and social problems. The MCE curriculum was revised in 2008 to strengthen connections between different learning areas and school subjects, and cover a wider range of values. Concepts relating to sexuality education, including gender awareness, respecting others, handling sex impulse and family lives and values, were incorporated into the MCE curriculum framework.²²

3.2.5. The EDB launched the Values Education Curriculum Framework (Pilot Version) in 2021 to put a higher priority on values education.²³ The framework continues the school-based and cross-curricular approach and encourages schools to use everyday life events to nurture students in ten priority values and attitudes, which include “respect for others”, “care for others” and “responsibility”. Sex education is included as one of the cross-curricular domains in the framework, such as moral education, national education, anti-drug education and life education.

3.3. *Literature on Sexuality Education* **Hong Kong**

3.3.1. Various studies pointed to the need for more comprehensive and effective sexuality education in Hong Kong. For instance, since 1981, the Family Planning Association of Hong Kong has conducted territory-wide surveys every five years to monitor the trend in young people's knowledge, attitude and behaviours relating to sexuality. The latest 2021 survey found that students lacked sexual knowledge, and more were exposed to pornographic content and image-based sexual violence on social media.²⁴

3.3.2. A study by the Hong Kong Federation of Youth Groups in 2019 found that over 30.1% of secondary school and college students had dating experience and more

²¹ HKSAR Government (2006). LCQ7: Sex Education in schools. Retrieved June 2022, from <https://www.info.gov.hk/gia/general/200605/17/P200605160251.htm>.

²² Education Bureau. (2008). 新修訂德育及公民教育課程架構. Retrieved June 2022, from <https://www.edb.gov.hk/attachment/tc/common/revise%20mce%20framework.pdf>.

²³ Education Bureau. (2021). 價值觀教育課程架構（試行版）. Retrieved June 2022, from https://www.edb.gov.hk/attachment/tc/curriculum-development/4-key-tasks/moral-civic/Value%20Education%20Curriculum%20Framework%20%20Pilot%20Version_R.pdf.

²⁴ The Family Planning Association of Hong Kong. (2022, June 14). Report on Youth Sexuality Study 2021 (Secondary School Survey). Retrieved June 2022, from <https://www.famplan.org.hk/en/media-centre/press-releases/detail/report-on-youth-sexuality-study-2021-secondary-school-survey>.



than half of them had conflicts with their partners at least once a month. It also found that most students handled relationship breakdowns in negative ways, such as concealing their emotions and self-harm.²⁵

3.3.3. Another recent survey by the think-tank MWYO revealed that there are problems with sexuality education in Hong Kong, including the insufficient teaching hours for sexuality education, the discrepancies between students' expectations and the actual topics covered, teaching mode and quality of sexuality education, as well as the tendency of students obtaining sexual knowledge from unreliable sources.²⁶

3.3.4. As for literature focusing on the implementation of sexuality education in Hong Kong, there were two studies providing an overview of the situation published in 2001 and 2014. The Hong Kong Institute of Education's study surveyed 198 secondary schools about the implementation of sex education in junior forms in July 1999 (IED study),²⁷ whereas the Government published a territory-wide survey in 2014 (government survey) studied the situation of life skills-based education (LSBE) on HIV/AIDS and sex at junior secondary school level in 134 schools.²⁸

3.3.5. In terms of the mode of implementation, the government survey found that 96 of the 134 schools surveyed (72%) had provided LSBE on HIV/AIDS or sex in the 2011/12 academic year. Apart from LSBE, 86% and 28% of the schools had provided sex education through KLAs, subjects and Life-wide learning respectively.²⁹ The IED study found that 74.8% of schools implemented sex education through informal curriculum and 55.6% adopted an integrated approach, in which sex education was taught through special time-tabled periods designated for the personal growth of students, i.e. Form Teacher Periods. Only 4.5% of the schools had sex education as an individual subject.

3.3.6. Regarding teachers' training, the IED study found that, in 1999, 22.6% of teachers responsible for planning and implementing sex education had never received

²⁵ The Federation of Youth Groups. (2019, February 13). 青協學校社會工作組公布「兩性關係及價值觀」調查結果. Retrieved June 2022, from <https://hkfyg.org.hk/wp-content/uploads/2019/02/%E9%9D%92%E5%8D%94%E6%96%B0%E8%81%9E%E7%A8%BF%E5%85%AC%E5%B8%83%E3%80%8C%E5%85%A9%E6%80%A7%E9%97%9C%E4%BF%82%E5%8F%8A%E5%83%B9%E5%80%BC%E8%A7%80%E3%80%8D%E8%AA%BF%E6%9F%A5%E7%B5%90%E6%9E%9C.pdf>.

²⁶ MWYO. (2021, December 14). *Sex & Relationship Education*. Retrieved June 2022, from <https://mwyo.org/attachment/cms/1/cms1Pdf/1652681702jeuzT.pdf>

²⁷ The Hong Kong Institute of Education (2001). 香港中學推行性教育調查報告. Retrieved June 2022, from http://libdr1.eduhk.hk/pubdata/img00/arch00/link/archive/1/2/1521_image.pdf

²⁸ Red Ribbon Centre of the Department of Health. (2014, January). Fact sheet on Survey of Life Skills-based Education on HIV/AIDS at Junior Level of Secondary School in Hong Kong. Retrieved June 2022, from https://www.rrc.gov.hk/res/lse_02.pdf

²⁹ For Life-wide learning, please see: <https://www.edb.gov.hk/en/curriculum-development/curriculum-area/life-wide-learning/index.html>



any training and half of the teachers had received less than 20 hours of training. The government survey showed that, in 2013, 66% of the schools had their teachers received training on HIV/AIDS, sex or LSBE and a mean of 4.1 teachers in each school attended relevant professional development programs after they had started working in the schools.

3.3.7. Both studies found that the schools encountered various barriers in providing effective sexuality education. Key barriers include (1) teachers were not fully equipped to teach sex education; (2) teachers felt uncomfortable/embarrassed; (3) schools were too busy and had no time; (4) schools regarded sex education as a low priority; (5) schools did not treat it as an explicit learning objective; and (6) schools lacked documented policy to implement sexuality education.

United Kingdom

3.3.8. In the United Kingdom, Relationships and Sex Education (RSE) has been made a compulsory subject for all primary and secondary school students since 2022, following the enactment of the Relationships Education, Relationships and Sex Education and Health Education (England) Regulations 2019.³⁰ It aims to prepare students for the opportunities, responsibilities and experiences of adult life by enabling them to make informed decisions about their wellbeing, health and relationships.

3.3.9. The Department of Education published a statutory guidance which sets out the legal obligations of schools when implementing RSE, for instance, all schools must have in place a written policy for RSE, which is publicly available, and developed and reviewed in consultation with parents.³¹ The guidance outlines clearly and in detail what students are expected to know by the end of different stages. It also makes strong reference to the Equality Act 2010 and requires schools to ensure that the needs of all students (including students with special educational needs and disabilities) are appropriately met and that all students understand the importance of equality and respect. In particular, schools are required to address issues such as everyday sexism, misogyny, homophobia and gender stereotypes, as well as ensuring content about Lesbian, Gay, Bisexual and Transgender (LGBT) is fully integrated into the RSE programme rather than delivered as a stand-alone unit.

³⁰ Department of Education, UK. (2019). *Relationships Education, Relationships and Sex Education (RSE) and Health Education Statutory guidance for governing bodies, proprietors, head teachers, principals, senior leadership teams, teachers*. Retrieved June 2022, from https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1090195/Relationships_Education_RSE_and_Health_Education.pdf.

³¹ *Ibid.*



3.3.10. Despite the statutory requirements, schools are given flexibility in determining how to deliver the content in the guidance in consultation with parents and the local community. Schools with a religious character may have programmes that reflect faith teaching, but at the same time they should reflect the law, e.g. the Equality Act 2010, and have balanced debate when teaching issues which are seen as contentious.³²

3.3.11. In relation to implementation, sexuality education in the United Kingdom has been found inadequate before and after the reform. For example, in 2013, the Office for Standards in Education, Children's Services and Skills (Ofsted) found that personal, social and health education (PSHE) required improvement in 40% of schools.³³ Curriculum in secondary schools were found placing too much emphasis on 'the mechanics' of reproduction but not on topics such as healthy relationships, sexuality and dealing with emotions. Besides, the study found sensitive and controversial topics were omitted because teachers had not received adequate training. In particular, in 20% of schools, teachers had received little or no relevant training. The study also revealed that two-thirds of the secondary schools had ineffective monitoring and evaluation of the quality of teaching and learning of PSHE.

3.3.12. In spite of the recent reform, studies suggested the need for further improvement. In a 2021 survey conducted by Sex Education Forum,³⁴ 22% of students rated the quality of RSE in their schools as 'bad' or 'very bad'. It also found that basic and mandatory aspects of the curriculum, including healthy relationships and how to access sexual health services, were often missed when delivered by schools. Besides, 23% of students reported that they had received no RSE from parents and carers.

3.3.13. Moreover, a 2021 Ofsted research revealed widespread sexual harassment in schools, for example, over 90% of female students said sexist name calling and being sent unwanted explicit pictures or videos happened 'a lot' or 'sometimes'.³⁵ The study highlighted that teachers had consistently underestimated the situation of sexual harassment in schools and many of them lacked knowledge on topics such as

³² *Ibid.*, p.32.

³³ Ofsted. (2013). *Not yet good enough: personal, social, health and economic education in schools* Retrieved June 2022, from <https://www.gov.uk/government/publications/not-yet-good-enough-personal-social-health-and-economic-education>.

³⁴ Sex Education Forum. (2022). *Young People's RSE Poll 2021*, Retrieved June 2022 from <https://www.sexeducationforum.org.uk/sites/default/files/field/attachment/Young%20Peoples%20RSE%20Poll%202021%20-%20SEF%201%20Feb%202022.pdf>

³⁵ Ofsted. (2021). *Review of Sexual Abuse in Schools and Colleges*. Retrieved June 2022, from <https://www.gov.uk/government/publications/review-of-sexual-abuse-in-schools-and-colleges/review-of-sexual-abuse-in-schools-and-colleges>



consent, healthy relationships and sharing of sexual images. The study recommended schools include sexual harassment and sexual violence, both online and offline, in the RSE curriculum, and provide high-quality training for teachers delivering RSE.

Australia

3.3.14. State and territory governments in Australia are responsible for regulating and delivering school-based education within their jurisdiction. Yet, since 2014, all states and territories have begun to implement the Australian Curriculum (AC), i.e. the national curriculum for Foundation to Year 10.³⁶ Elements of sexuality education are included in Health and Physical Education (HPE) as a part of the AC. It was the first attempt at including sexuality education in a curriculum at the national level.³⁷ The latest version of the AC, Version 9.0, was approved on 1 April 2022.

3.3.15. HPE aims to enable students to develop skills, understanding and willingness to positively influence the health and well-being of themselves and their communities.³⁸ “Relationships and sexuality” is one of the 12 focus areas under HPE, which also includes other relevant areas such as “alcohol and other drugs”, “mental health and wellbeing” and “safety”. The latest revision added consent education into the curriculum to educate students about seeking, giving, denying, and negotiating consent, which is relevant to preventing and tackling sexual harassment.

3.3.16. The HPE curriculum requires schools to cater for the needs of diverse learners and ensure that teaching is inclusive and relevant to the lived experience of all students, including LGBT students.

3.3.17. Scholars suggested that the HPE curriculum shifted sexuality education in Australia from a risk-based to a strength-based approach.³⁹ Prior to the release of the AC, sexuality education tended to focus on negative outcomes of sexual behaviours. In contrast, the HPE curriculum focuses more on knowledge of handling different stages of life and sexual/relationships experiences, and empowers students to become their own authorities.

³⁶ ACARA. (n.d.). The Australian Curriculum. Retrieved June 2022, from https://docs.acara.edu.au/resources/20140729_ACARA_infographic.pdf.

³⁷ Ezer, P., Jones, T., Fisher, C., & Power, J. (2019). A critical discourse analysis of sexuality education in the Australian curriculum. *Sex Education*, 19(5), 551-567. p.552

³⁸ Australian Curriculum. (2022). Understand this learning area: Health and Physical Education. Australian Curriculum. Retrieved June 2022, from <https://v9.australiancurriculum.edu.au/teacher-resources/understand-this-learning-area/health-and-physical-education>

³⁹ Ezer, P., Jones, T., Fisher, C., & Power, J. (2019). A critical discourse analysis of sexuality education in the Australian curriculum. *Sex Education*, 19(5), 551-567. p.562-564



3.3.18. While the HPE curriculum provided guidance for more effective sexuality education nationwide, there remain challenges when it comes to implementation at regional and school levels. According to the latest National Survey of Australian Secondary Students and Sexual Health, 13.2% of students said they had received no relationships and sexuality education at schools and over a quarter (26.5%) of students said sexuality/relationship classes were 'not relevant at all' or 'a little relevant'.⁴⁰ Another study compared survey data collected in 2013 and 2018 to understand the effect of the AC HPE curriculum in promoting sexuality education.⁴¹ It found that most student experiences remained unchanged and the overall knowledge scores in HIV, STIs and HPV continued to be moderate to low.

3.3.19. Another qualitative study which looked at the delivery of sexuality education in a regional location in Victoria showed that the presence and delivery of sexuality education in different schools in the region were inconsistent.⁴² The study attributed the inconsistency to factors including the perceived lack of commitment at the government level, the lack of importance in comparison with other subjects, and the lack of teachers' training.

Singapore

3.3.20. Since 2000, all schools in Singapore have been required to provide sexuality education to students from Primary Five to pre-university levels (junior colleges and Millennia Institute).⁴³ The Ministry of Education (MOE) issued guidelines which schools must strictly follow when implementing sexuality education. The guidelines require schools to implement two programmes, i.e. Growing Years (GY) Programme and Empowered Teens (eTeens) Programme, and specify the curriculum time students should receive per level per year. For example, Secondary Three and Four students shall attend five 60-minute lessons each year. In total, each student shall receive 35-38 hours of sexuality education throughout Primary Five to pre-university.

3.3.21. Sexuality education in Singapore is organised around five themes, which are: (1) human development, (2) interpersonal relationships, (3) sexual health, (4)

⁴⁰ Fisher, C., Waling, et al. (2019). *6th National Survey of Australian Secondary Students and Sexual Health 2018*. Retrieved June 2022, from <http://www.teenhealth.org.au/resources/Reports/SSASH%202018%20National%20Report%20-%20V10%20-%20web.pdf>

⁴¹ Ezer, P., Kerr, L., Fisher, C. M., Waling, A., Bellamy, R., & Lucke, J. (2020). School-based relationship and sexuality education: what has changed since the release of the Australian Curriculum? *Sex Education*, 20(6), 642–657

⁴² Hulme Chambers, A., Tomnay, J., Clune, S., & Roberts, S. (2017). Sexuality education delivery in Australian regional secondary schools: A qualitative case study. *Health Education Journal*, 76(4), 467–478

⁴³ Ministry of Education. (2022, February). Sexuality education: Implementation policies for schools. Ministry of Education. Retrieved June 2022, from <https://www.moe.gov.sg/education-in-sg/our-programmes/sexuality-education/implementation>



sexual behaviour and (5) culture, society and law. The curriculum emphasises the importance of respect for self and others and maintaining personal boundaries for healthy relationships and safety. In particular, it promotes abstinence before marriage, covers facts about contraception and consequence of casual sex and teaches how to say “no” to sexual advances.

3.3.22. Sexuality education is delivered through science lessons, Character and Citizenship Education, form teacher guidance periods, GY and eTeens Programmes. Also, MOE requires the GY and eTeens Programmes to be conducted by “specially-selected and MOE-trained Sexuality Education teachers”.⁴⁴ When engaging community resources, schools must also strictly follow MOE’s guidelines on engaging external providers.

3.3.23. However, sexuality education in Singapore is described as “a conservative, medicalised approach that promotes abstinence, and idealises healthy (heterosexual) relationships between married couples,”⁴⁵ which is said to create a “culture of shame and fear” that discourages youth from seeking information and help.⁴⁶ Abstinence-based approach is different from CSE and is found to be ineffective in preventing STIs and unwanted pregnancies by scholars.⁴⁷ The Singaporean approach’s emphasis on abstinence and its lack of coverage on contraception for STIs prevention have also caused concerns for some stakeholders.⁴⁸ A study in 2018 observed that many Singaporeans youth lack knowledge about contraceptives.⁴⁹ It found that 12% of young persons aged 16-18 had engaged in some forms of sexual activity but 60% of them did not take any precautions to avoid pregnancy or STIs. It also reported that youths relied on friends and partners as sources of information for sexual health knowledge. ♦

⁴⁴ *Ibid.*

⁴⁵ Abidin, C. (2017). Sex bait: Sex talk on commercial blogs as informal sexuality education. In *The Palgrave Handbook of Sexuality Education* (pp. 493-508). Palgrave Macmillan, London. p.493

⁴⁶ Yaacob, N. A., Abdul Rahim, A. F., Najid, N. A., Mohd Noor, R., & Zulkifli, N. (2020). Sex Education for Children: A Betterment Pathway for ASEAN Member States. *Charting a Sustainable Future of ASEAN in Business and Social Sciences*, 477-489. p.479

⁴⁷ Kohler, P. K., Manhart, L. E., & Lafferty, W. E. (2008). Abstinence-only and Comprehensive Sex Education and the Initiation of Sexual Activity and Teen Pregnancy. *Journal of Adolescent Health*, 42(4), 344-351. Carr, J. B., & Packham, A. (2017). The Effects of State-mandated Abstinence-based Sex Education on Teen Health Outcomes. *Health Economics*, 26(4), 403-420.

⁴⁸ Asia Sentinel. (2012, July 6). Singaporeans Failing at Sex Education? Asia Sentinel. Retrieved June 2022, from <https://www.asiasentinel.com/p/singaporeans-failing-at-sex-education>; Awang, N., & Oh, T. (2019, October 28). Let’s talk about safe sex: Sex education should go beyond preaching abstinence, say students and experts. *Today*. Retrieved June 2022, from <https://www.todayonline.com/singapore/lets-talk-about-safe-sex-sex-education-should-go-beyond-preaching-abstinence-say-students>.

⁴⁹ AWARE. (2018, November 23). Many young people unsure of contraceptive use, and feel they can’t talk to parents about sexual health. Retrieved June 2022, from <https://www.aware.org.sg/2018/11/many-young-people-unsure-of-contraceptive-use-and-feel-they-cant-talk-to-parents-about-sexual-health/>.



4. Key findings

4.1. Overall situation of implementing sexuality education

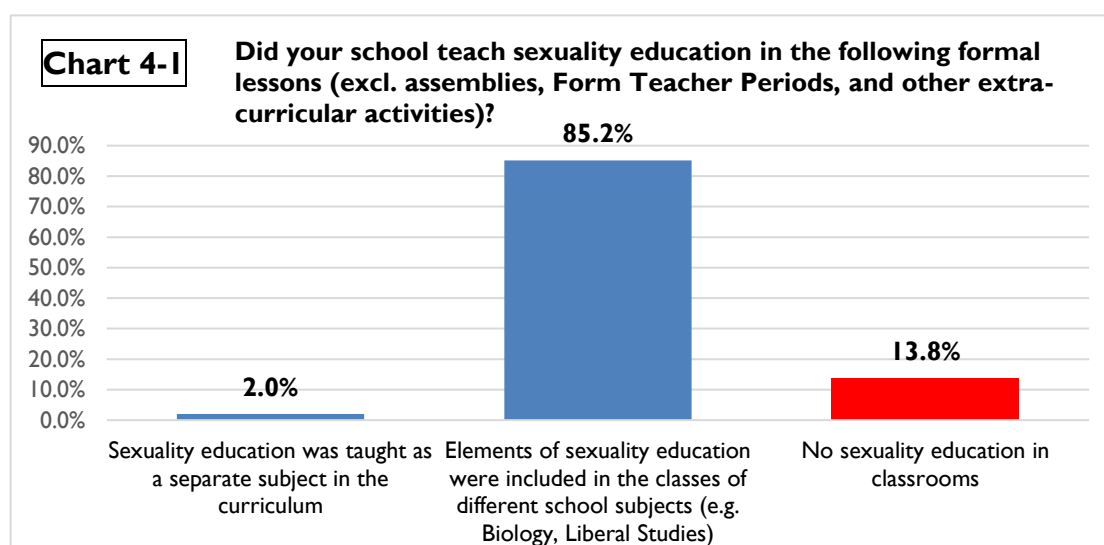
4.1.1. This Study first examines the overall situation of implementing sexuality education among the 203 schools which responded to the questionnaire survey. Representatives of the responded schools were first asked to provide details of their teaching modes, activities, hours, scope and content of sexuality education.

4.1.2. As classes were suspended in local secondary schools due to the Coronavirus disease 2019 (COVID-19) pandemic, respondents were asked to use the data of 2018/19 school year to answer questions related to teaching hours and curriculum design, for the sake of comparison with local and international benchmarks and standards.

Teaching modes and activities

4.1.3. While the EDB has long been adopting the school-based and cross-curricular approach for implementing sexuality education—such as encouraging schools to plan their academic curricula holistically to cover sexuality education—it was found that 13.8% of the responded schools did not teach sexuality education in classrooms at all. A majority of schools (85.2%) included elements of sexuality education in the classes of different subjects, and 2.0% of schools taught sexuality education as a separate subject in the 2018/19 school year (Chart 4-1).

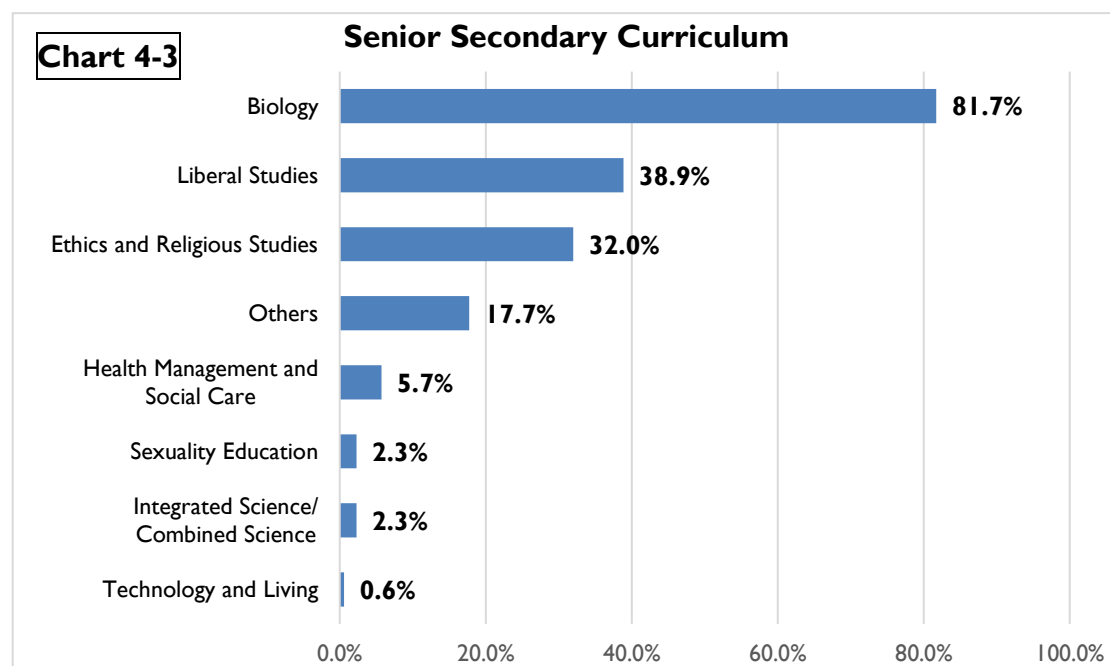
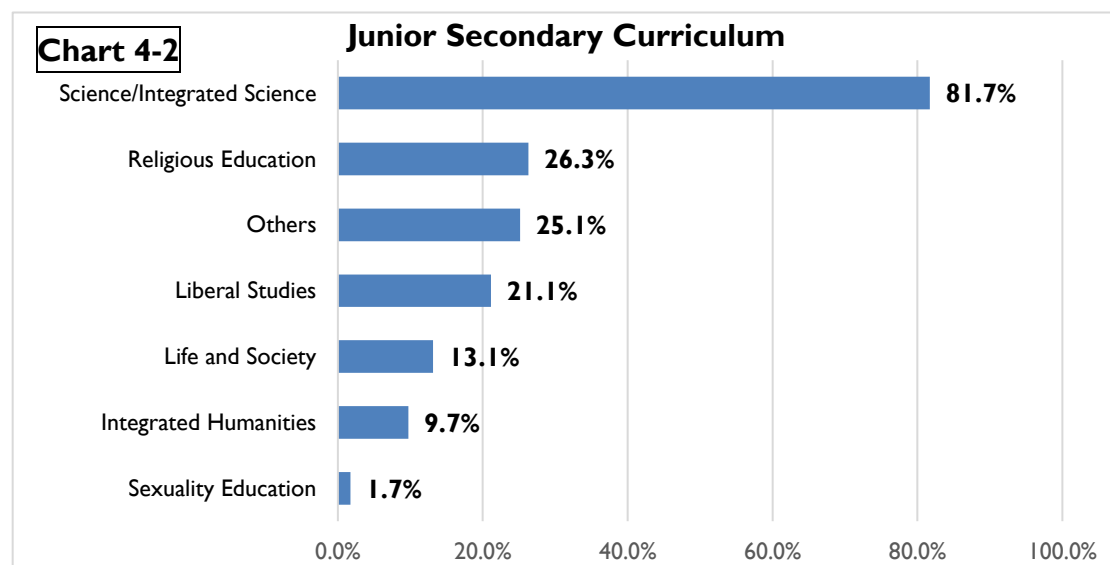
Chart 4-1: Teaching modes of sexuality education in the 2018/19 school year (multiple answers allowed)





4.1.4. Among the responded schools which said they have included elements of sexuality education in the classes of different school subjects, majority of them said those subjects were Science/Integrated Science (81.7%, for junior curriculum) and Biology (81.7%, for senior curriculum). The second and third most common subjects with elements of sexuality education were Religious Education (26.3%) and Liberal Studies (21.1%) for junior curriculum, and Liberal Studies (38.9%) and Ethics and Religious Studies (32.0%) for senior curriculum (Charts 4-2 & 4-3).

Charts 4-2 & 4-3: Subjects with elements of sexuality education taught in junior and senior secondary curriculum in the 2018/19 school year (multiple answers allowed)





4.1.5. The above figures may indicate that sexuality education in formal lessons mostly focusing on the physiological aspect of the subject, such as the mechanics of reproduction, rather than the psychological and social aspects like healthy relationships, sexual consent, gender equality, etc. Similar issues were also identified in some overseas jurisdictions as mentioned in the literature review ([Chapter 3.3](#)).

4.1.6. When principals and teachers in the focus group discussions were asked about their views regarding incorporating elements of sexuality education in academic subjects, some shared that it was difficult as it largely depended on the nature of the subjects:

“Every subject has its own characteristics. It is easier to incorporate [elements of sexuality education] in science subjects, particularly Biology or Junior Science. In the case of language subjects, only elements of sex or ethics can be added, which are more about values education. When it comes to mathematics, I think it is impossible to do so.” (A principal, Focus Group 1)

“I do not think it works for every subject, but it is true that sexuality education is not confined to subjects like Life and Society or Biology. For example, some articles in the Chinese Language or English Language subject may touch on sexuality education. But in the case of History, how is it possible to abruptly switch the topic to sexuality education?” (A principal, Focus Group 1)

4.1.7. Some also suggested that the background and knowledge of individual teachers significantly affect the effectiveness of teaching gender equality or sexuality education in academic subjects:

“I think it is not good enough to use, for example Mulan, to teach feminism. I used to be a Chinese Language teacher and I think the teaching staff may not have a good awareness that it may be difficult for them to talk about topics like feminism or women[-related issues].” (A principal, Focus Group 4)

4.1.8. Some subjects, such as Liberal Studies,⁵⁰ are directly relevant to sexuality education. Yet, some teachers said the exam-oriented culture prevented open and in-depth discussion about sexuality education in classes:

“I have taught the module of interpersonal relationship in Liberal Studies ... In the first year I was idealistic and wanted to discuss life events with students ...

⁵⁰ The subject of Liberal Studies in the senior secondary curriculum was replaced by the subject of Citizenship and Social Development.

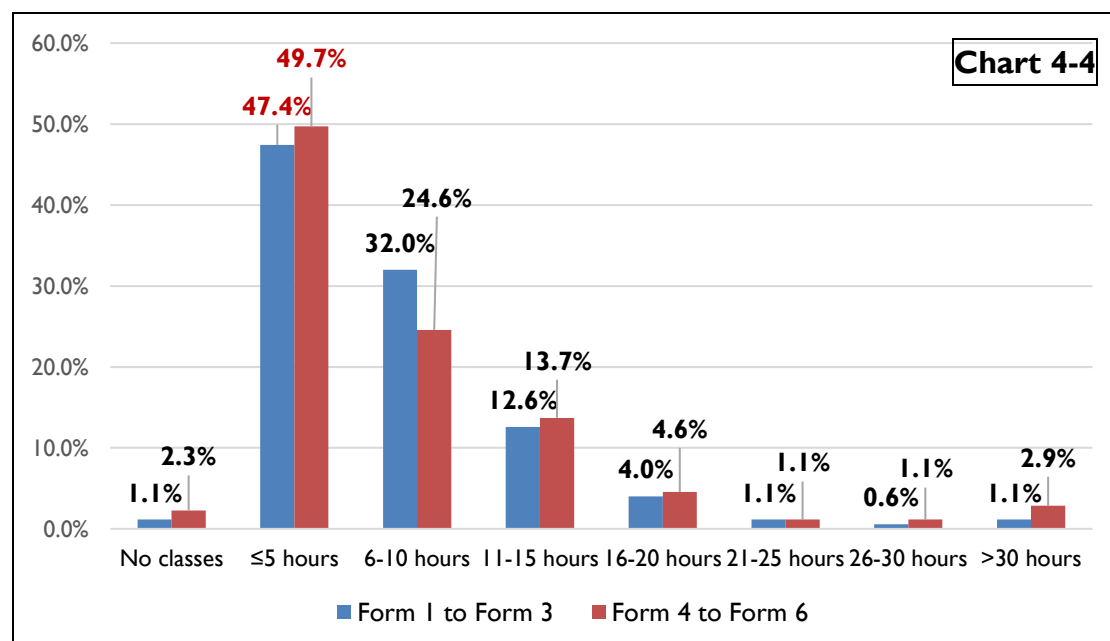


but I found out that I did not mention the format of the examination to my students, I am afraid they may mess it up. So in the second year, I did not dare to use the same method because of limited teaching hours. I had to tell students to study certain theories and the aspects of courtship, and to answer questions in a certain way, etc.” (A teacher, Focus Group 2)

Teaching hours

4.1.9. While most of the schools said they have incorporated elements of sexuality education into different academic subjects, this Study found that the actual teaching hours allocated to sexuality education were largely inadequate. Among the schools which taught sexuality education at formal lessons, nearly half of them said they only allocated a total of **five hours or below** to sexuality education classes at junior (47.4%) and senior (49.7%) forms in the 2018/19 school year (Chart 4-4).

Chart 4-4: The total number of teaching hours allocated to sexuality education classes at junior and senior secondary levels approximately in the 2018/19 school year (extra-curricular activities excluded)



4.1.10. Although the EDB has no longer provided recommended teaching hours for sexuality education, the decades-old *Guidelines on Sex Education in Schools* published by the Government in 1997 actually suggested that a total of 36 hours sexuality education classes should be allocated to junior forms, and 30 hours to senior forms.⁵¹

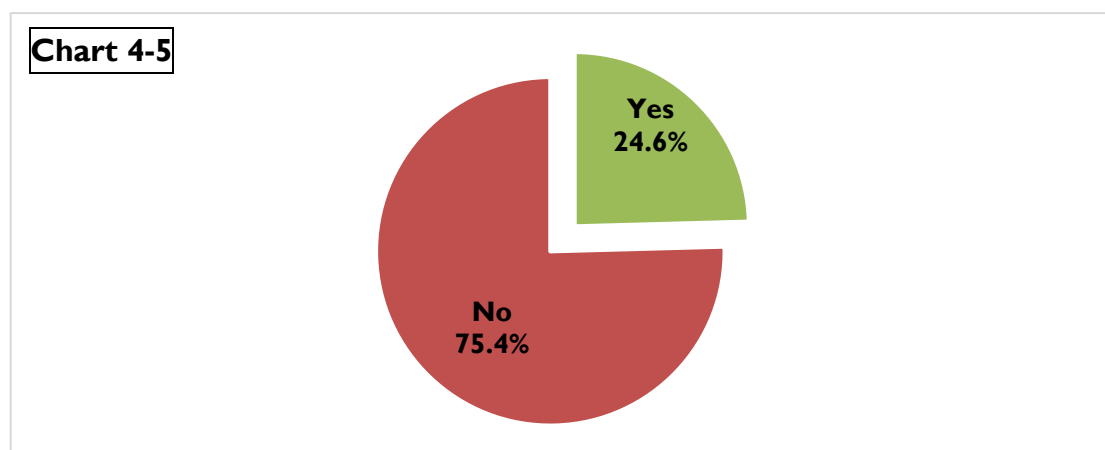
⁵¹ The Guidelines suggested a total of 54 lessons for junior forms (from F.1 to F.3), and 46 lessons for senior forms (from F.4 to F.5). The above figures were calculated assuming the duration of each lesson is 40 minutes.



As compared to the result listed in Chart 4-4, over 90% of schools provided 20 hours or below of sexuality education to both junior (97.1%) and senior (94.9%) forms in the 2018/19 school year.

4.1.11. Also, among the schools which taught sexuality education at formal lessons, over three-fourths of them (75.4%) said they did not have a target of lesson hours allocated to sexuality education for different subjects per year (Chart 4-5).

Chart 4-5: Did your school come up with a target of lesson hours allocated to sexuality education for different subjects per year?



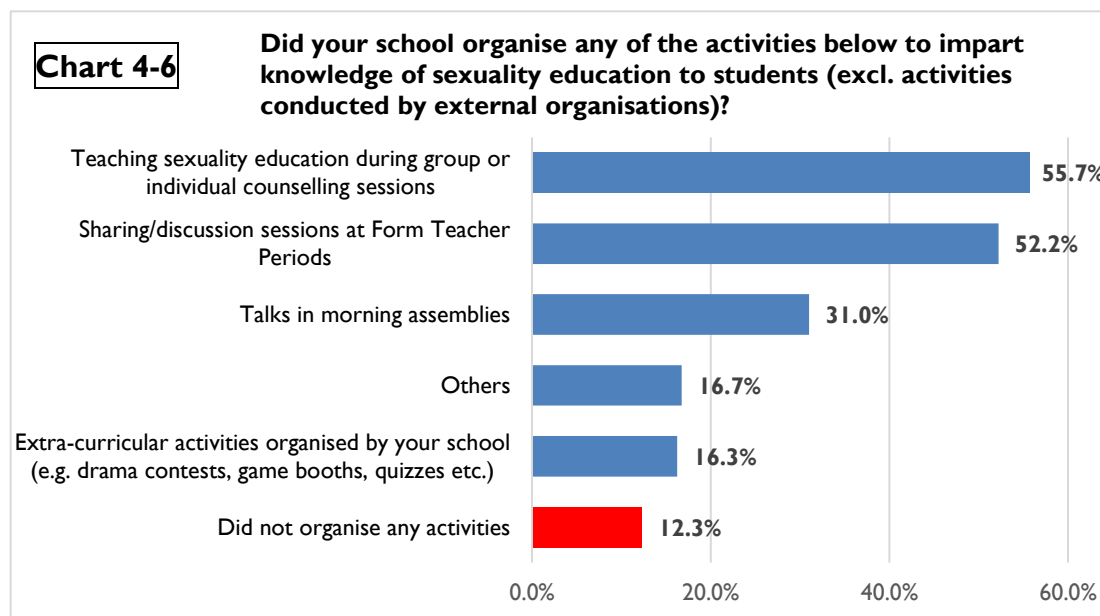
Activities related to sexuality education

4.1.12. Besides formal lessons, the EDB has also included elements of sexuality education in one of the Key Learning Areas (KLAs), i.e. the Personal, Social and Humanities Education, and schools are thus encouraged to plan their learning activities holistically for sexuality education. Hence, this Study also examines the situation of schools who choose to impart knowledge of sexuality education via activities.

4.1.13. Among the 203 responded schools, over half of them said they taught sexuality education during group or individual counselling sessions (55.7%) or sharing/discussions at Form Teacher Periods (52.2%). Around one-third of them (31.0%) said they conducted talks related to sexuality education in morning assemblies. Also, there are 12.3% of schools reported that they did not organise any activities that are related to sexuality education in the 2018/19 school year (Chart 4-6).



Chart 4-6: Types of activities organised by schools to impart knowledge of sexuality education in 2018/19 school year (multiple answers allowed)



4.1.14. During the focus group discussions, some representatives of schools explained that small group activities were organised to complement talks and seminars because students learn more effectively in an interactive setting:

“Young people may fail to get anything or may become more curious after they were taught something. That is why we used workshops so as to discuss sexuality education with students more closely. When we talked about media influence, for example, we may refer to some newspapers or cases and do some sharing.” (An assistant principal, Focus Group 3)

4.1.15. Some discussants also said group counselling sessions were tailored for students of a particular gender or circumstance, such as those with a history of bullying others or traumatic experiences, to better address their needs:

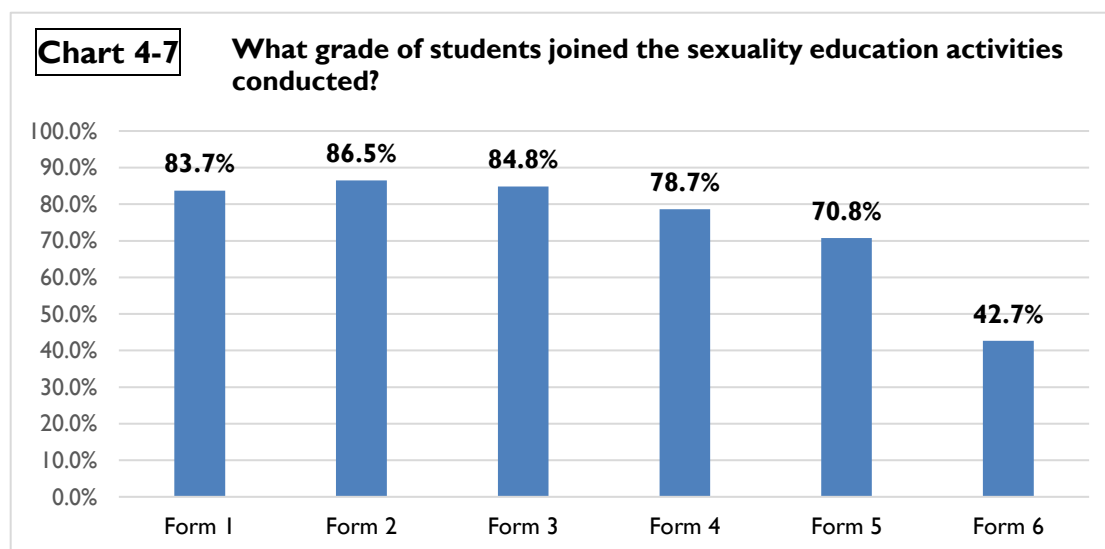
“We will conduct some sessions tailored for male or female students in junior forms. Some students may be more rebellious and often attack or bully others, so we hold some sessions especially for them.” (A teacher, Focus Group 3)

“We will hold group sessions only if students have some situations. For example, if a student has been sexually abused, we may hold group counselling sessions for him/her. They are therapeutic in nature and conducted by professionals, instead of teachers.” (A principal, Focus Group 4)



4.1.16. As for the grade of students who joined sexuality education activities, over 80% of responded schools said their junior form students (F.1-3) had joined those activities in the 2018/19 school year, whereas fewer senior form students joined those activities in comparison. For instance, only 42.7% of schools said their Form Six students had joined sexuality education activities in the 2018/19 school year (Chart 4-7).

Chart 4-7: The grade of study of students who joined sexuality education activities in 2018/19 school year (multiple answers allowed)



4.1.17. This was echoed by what some school representatives shared at focus group discussions, who said senior form students prioritise academic performance and have less time to join activities other than make-up classes:

“Sexuality education in formal lessons will only be provided for junior forms because senior form students have to attend make-up classes. Very often panels of elective subjects need to schedule make-up classes. In other words, teaching hours are mostly allocated to academic subjects.” (A teacher, Focus Group 2)

Teaching scope and content

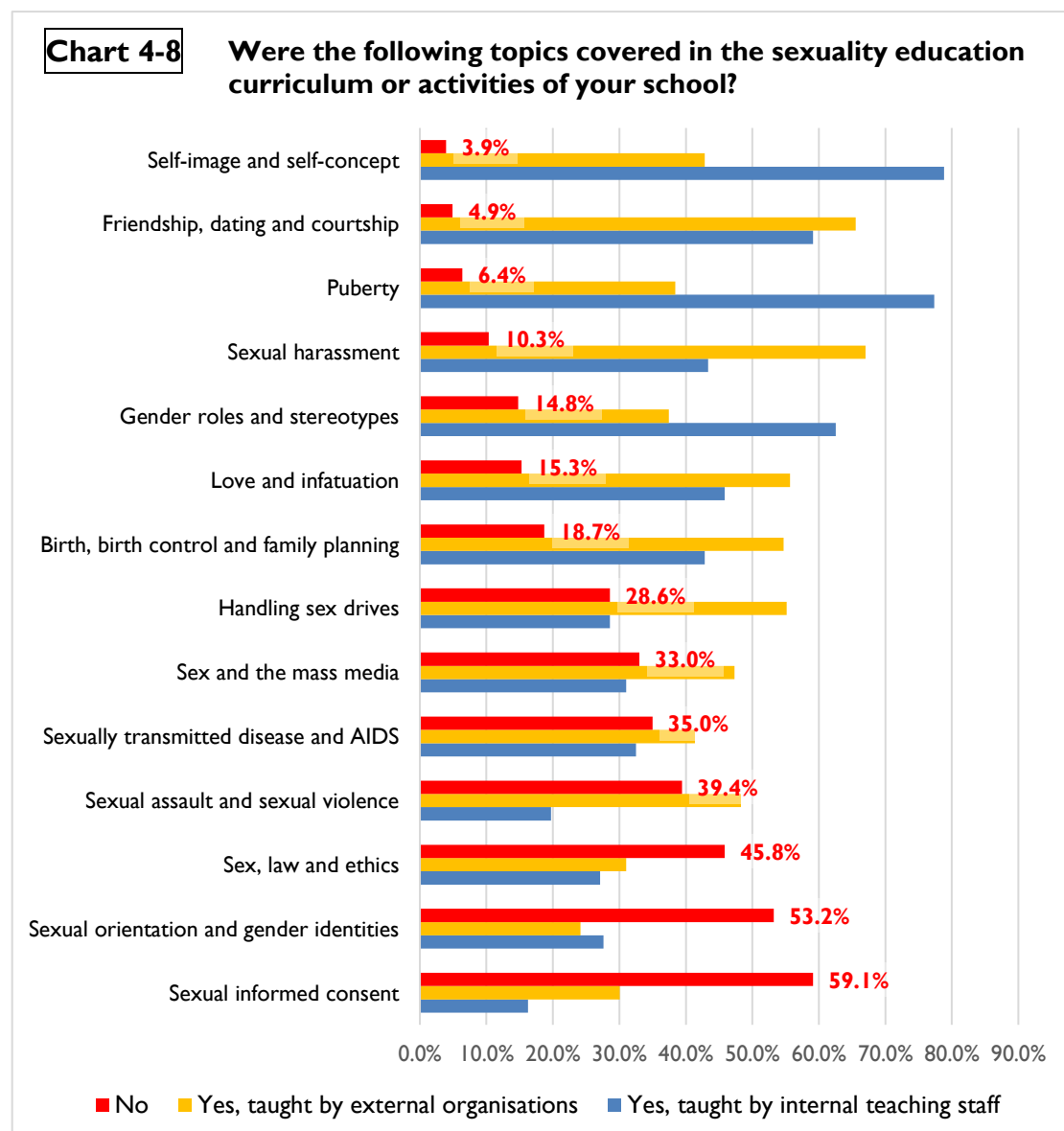
4.1.18. Another focus of the implementation of sexuality education is the scope and content taught by different secondary schools. Under the existing school-based and cross-curricular approach for implementing sexuality education, the actual topics and themes related to sexuality education covered at classes and activities in different schools could be vastly different. This survey, therefore, asked representatives of schools to indicate whether their schools had covered a list of sexuality education-related topics in the 2018/19 school year (Chart 4-8).



4.1.19. As shown in Chart 4-8, the three topics that were covered by most schools were “self-image and self-concept”, “friendship, dating and courtship” and “puberty”, whereas most schools did NOT cover the following sexuality education related topics:

- Sexual informed consent (59.1% of schools did not cover);
- Sexual orientation and gender identities (53.2% of schools did not cover);
- Sex, law and ethics (45.8% of schools did not cover).

Chart 4-8: Topics related to sexuality education that were covered in the 2018/19 school year—by teaching staff/external organisations (multiple answers allowed)



4.1.20. These findings actually coincide with the results shown in Charts 4-2 and 4-3, which most schools said they had incorporated elements of sexuality education



at classes like Biology and Science/Integrated Science—with a focus on physiological aspect of the subject rather than issues like sexual informed consent or sex, law and ethics.

4.1.21. In addition, as shared by some focus group discussants, many of the schools may consider those topics “sensitive or controversial”, and thus decided not to include them in the curriculum or sexuality education activities:

“Management is relatively conservative. They think that the topic of safe sex should not be introduced to school, and that it would be best to keep students from having sight of contraceptive methods. The view of management is not in line with that of social workers and counsellors. I am therefore left in a difficult position to organise such activities.” (A teacher, Focus Group 2)

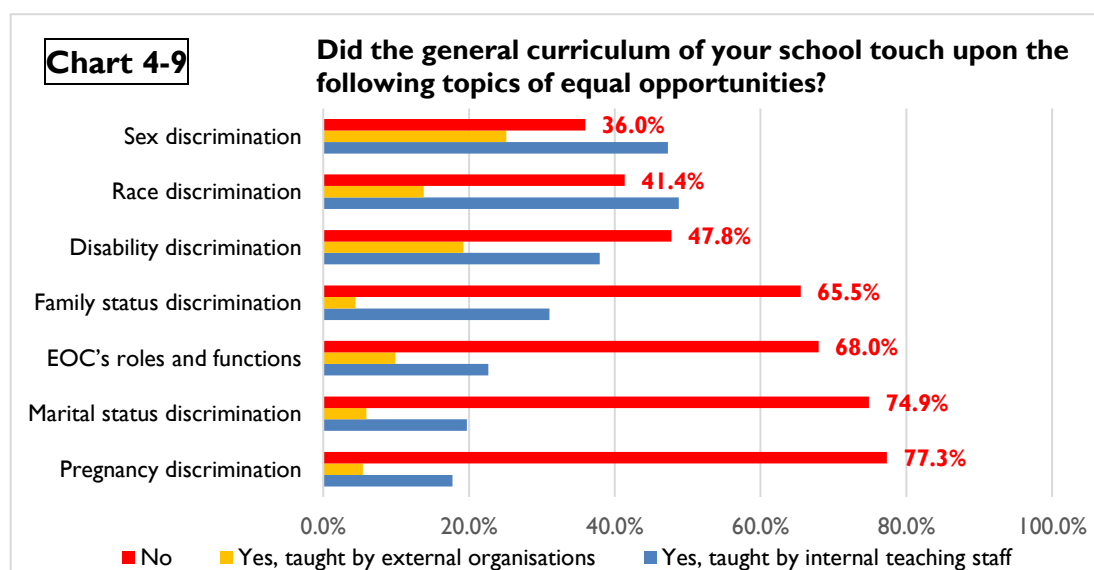
“The Family Planning Association had a package [on sexuality education including the topic of] homosexuality. I found it quite good in quality, but it met with much opposition once it was released. A very senior colleague who is a Christian strongly objected to it. I had read the content. We did not mean to encourage homosexuality. It is all about respect. Unfortunately, the issue was escalated to the management which instructed that homosexuality should not be touched upon anymore.” (A teacher from a Christian school, Focus Group 3)

4.1.22. This Study also asked responded schools whether they had covered topics related to equal opportunities in their general curriculum, as it is believed that equality and anti-discrimination education go hand in hand with comprehensive sexuality education, especially for topics related to gender equality, anti-sexual harassment and discrimination, etc.

4.1.23. It was found that while most schools said they did cover the issue of sex discrimination in their curriculum, a majority of schools said they did not teach content related to “EOC’s roles and functions (68.0%)”, “marital status discrimination (74.9%)” and “pregnancy discrimination (77.3%)” (Chart 4-9).

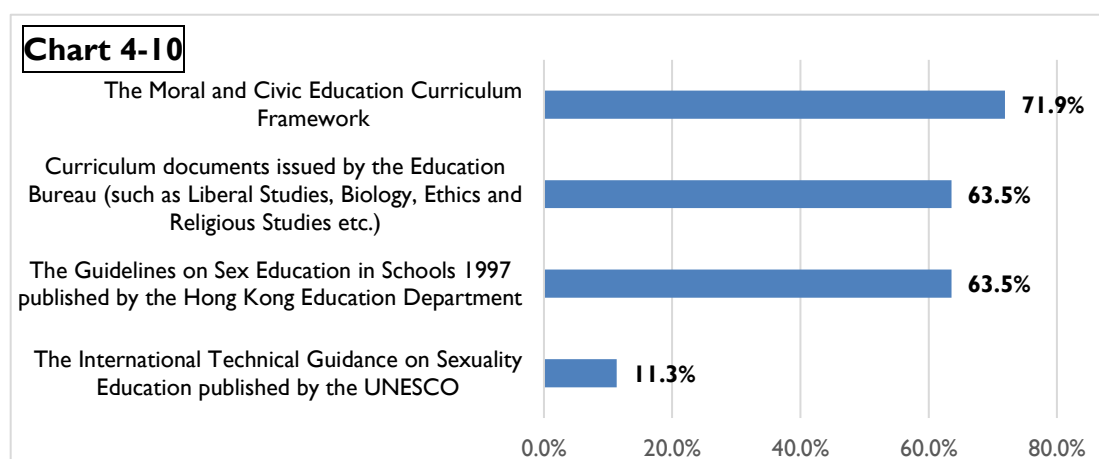


Chart 4-9: Topics related to equal opportunities that were covered in the 2018/19 school year—by teaching staff/external organisations (multiple answers allowed)



4.1.24. Furthermore, this Study also examines the usefulness and awareness of curriculum documents related to sexuality education. Among the 203 responded schools, only 11.3% of secondary schools representatives said they had read UNESCO's *International Technical Guidance on Sexuality Education*.

Chart 4-10: Have you ever read the documents below related to sexuality education? (multiple answers allowed)



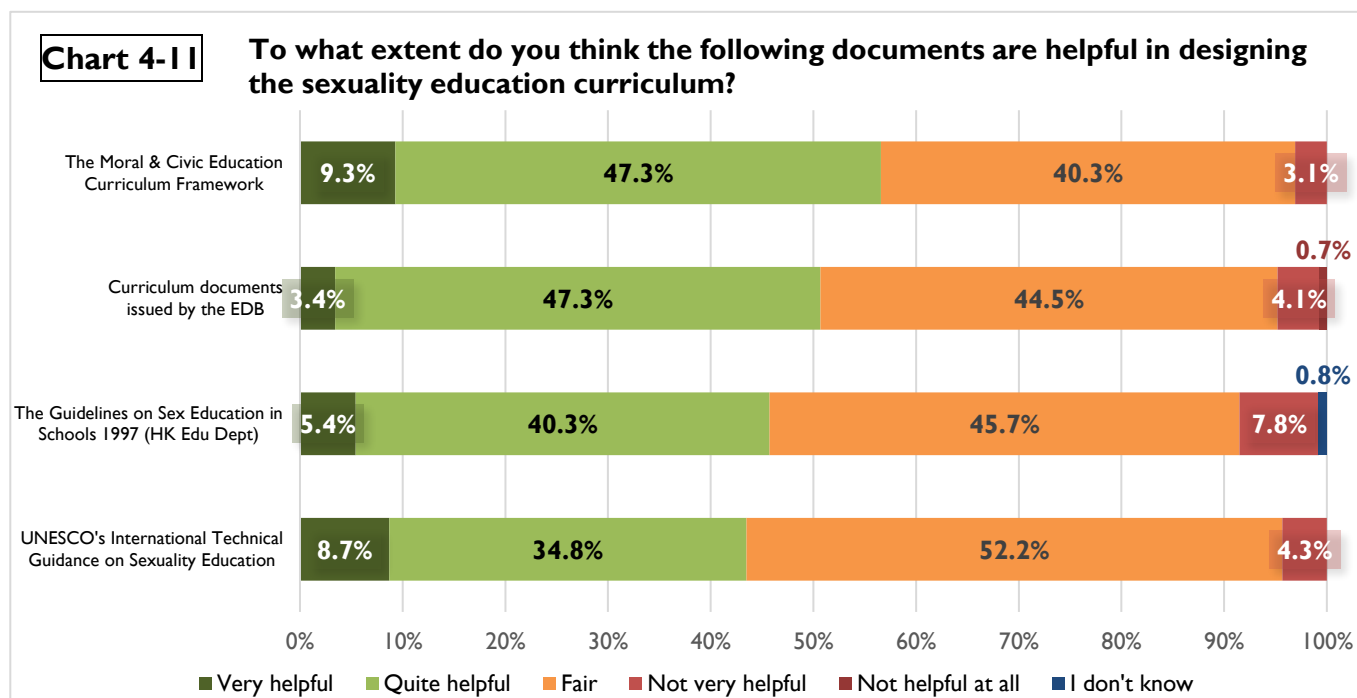
4.1.25. In contrast, most of them said they had read the local curriculum documents that are related to sexuality education (71.9% for the Moral and Civic Education Curriculum Framework; 63.5% for the curriculum documents issued by the EDB for different academic subjects). Also, it is worth noting that 63.5% of school



representatives said they had read the decades-old *Guidelines on Sex Education in Schools* published by the Government in 1997 (Chart 4-10).

4.1.26. Among the school representatives who responded that they had read the said curriculum documents, around half of them found those documents somewhat helpful for designing sexuality education curriculum for their schools. For instance, 56.6% of representatives said the Moral and Civic Education Curriculum Framework is “very helpful/helpful”, and 45.7% of representatives found the dated 1997 Guidelines issued by the Education Department “very helpful/helpful”. Only a small proportion of respondents said those documents are “not very helpful/not helpful at all” (Chart 4-11).

Chart 4-11: The usefulness of curriculum documents for designing sexuality education curriculum as responded by school representatives



4.1.27. However, some representatives of schools shared at the focus group discussions that due to limited teaching hours and different characteristics of schools, they could not strictly follow EDB's guidelines but only use that as a reference to develop their school-based curricula:

“To be honest, we did not follow the guidelines at all. We adopted the school-based approach. The school is highly supportive and attaches a lot of importance to sexuality education. Yet different subject panels fight hard over



teaching hours, and there are limited form teacher periods every year. We are therefore not able to follow the guidelines but we would make arrangements according to the needs of each form.” (A teacher, Focus Group 3)

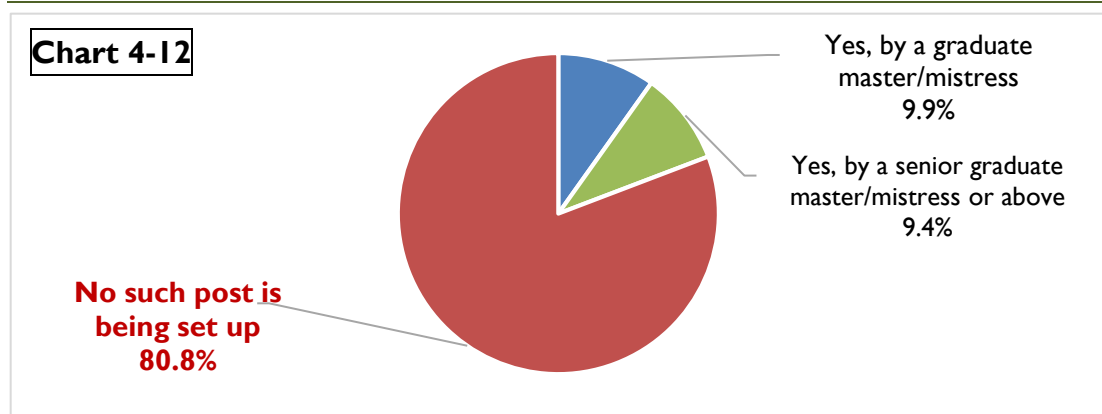
“In hindsight, I think we should have at least tried to follow some guidelines. I fully agree that the content of sexuality education have to meet the school’s needs. As we probably understand our students the best, we can choose the content that best suit our students.” (An assistant principal, Focus Group 3)

4.2. Manpower deployment for sexuality education

4.2.1. The second part of this Study focuses on the manpower deployment for sexuality education in different secondary schools, including the manpower for teaching sexuality education, coordination mechanisms of sexuality education among the schools, professional training received by teaching staff, etc.

4.2.2. While most schools had adopted a cross-curricular approach for teaching sexuality education, different approaches had actually been used for coordinating its implementation. First of all, only a minority of schools (19.3%) said they had created the post of sexuality education coordinator, whereas 80.8% of the responded schools said there were no such post in their schools (Chart 4-12).

Chart 4-12: Does your school have the post of sexuality education coordinator?

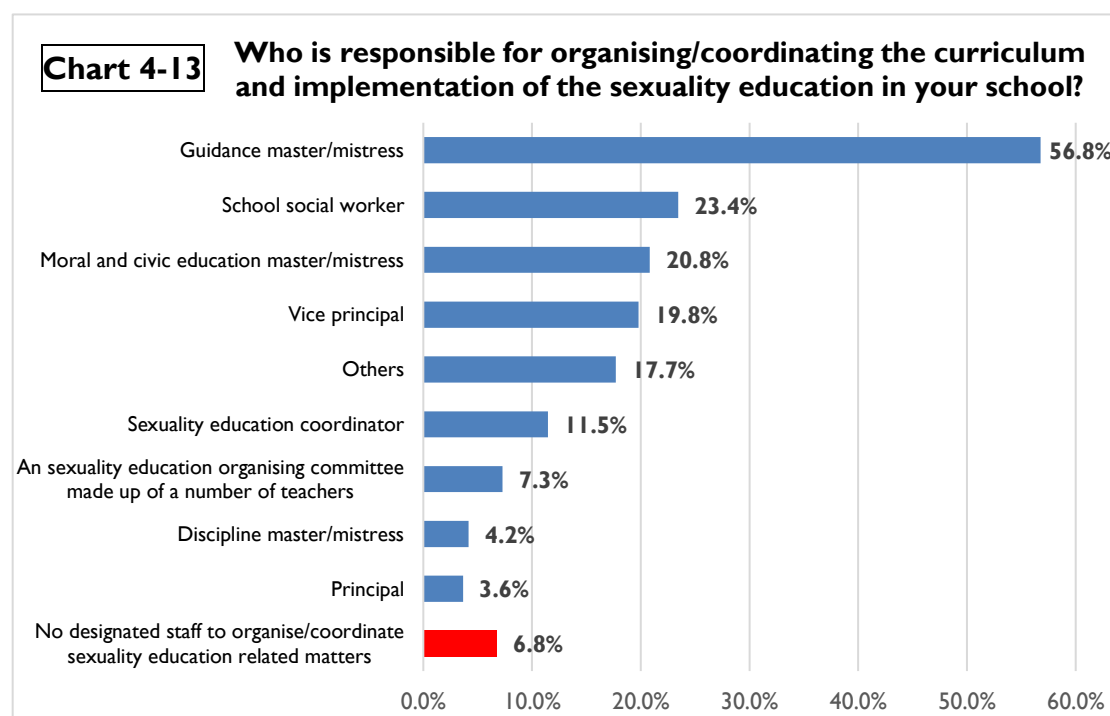


4.2.3. Meanwhile, more than half of the schools (56.8%) said the responsibility of organising or coordinating the implementation of sexuality education lies with their Guidance Master/Mistress. Other schools said it was tasked to their school social worker (23.4%), Moral and Civil Education Master/Mistress (20.8%), Vice Principal (19.8%), etc.



4.2.4. A small percentage of responded schools (7.3%) said they had set up a specific committee by a number of teachers for coordinating their schools' sexuality education. Yet, 6.8% of respondents said they did not designate anyone to coordinate matters related to sexuality education, which might be problematic as no one could grasp the full picture regarding sexuality education at their schools (Chart 4-13).

Chart 4-13: Teaching staff/committees who are responsible for coordinating sexuality education-related matters at their schools (multiple answers allowed)



4.2.5. Also, in particular, for schools which set up relevant committees to coordinate sexuality education, some only work with teachers of specific subjects and some have no relevant policy or coordination as shared by the focus group discussants:

“We have a Whole-person Development Committee for Students, which includes representatives from the discipline section, the counselling section, the student support section and social workers. Also in the Committee are teachers responsible for health and sexuality education.” (A principal, Focus Group 1)

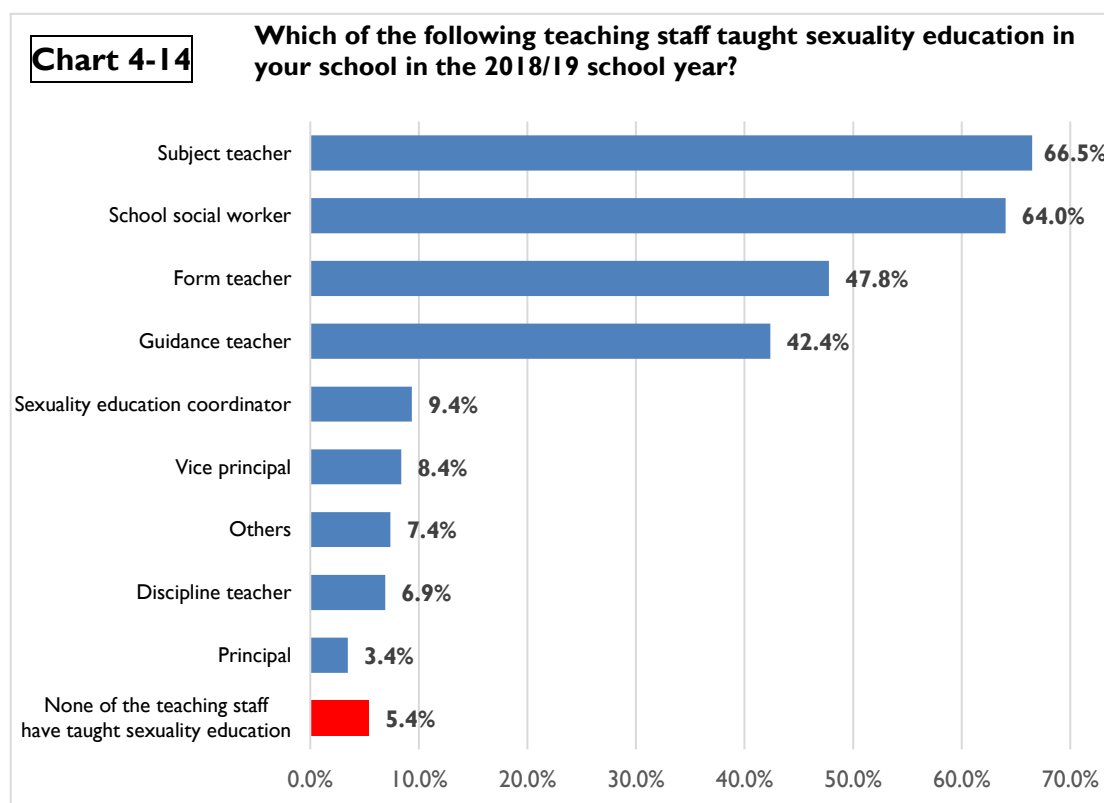
“We tried to coordinate with various sections at best. The counselling section has worked with Religious Studies because it covers more topics of sexuality education, family and values. We seldom work with the Biology subject.” (A teacher, Focus Group 2)



“I have been teaching in this school for nearly 30 years. Our school does not have a very clear sex education policy. We teach sex education by making our own arrangement in different subjects or sections.” (A teacher, Focus Group 3)

4.2.6. This Study also found that most staff who were responsible for teaching sexuality education are subject teacher (66.5%), school social worker (64.0%), form teacher (47.8%) and Guidance teacher (42.4%). Also, a small percentage of schools (5.4%) said none of their teaching staff had taught sexuality education, which those schools likely relied on external organisations for teaching sexuality education (Chart 4-14).

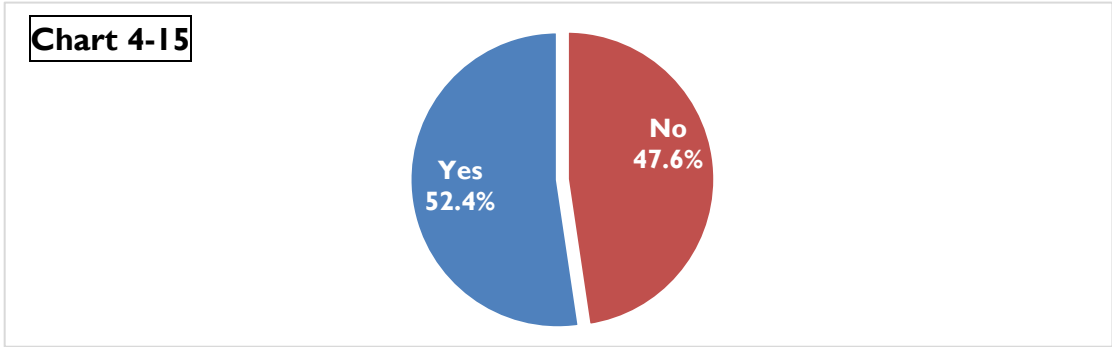
Chart 4-14: Staff who are responsible for teaching sexuality education in the 2018/19 school year (multiple answers allowed)



4.2.7. While most schools had assigned their staff to teach sexuality education, not all of those staff had received specific training for the matter. Nearly half of the responded schools (47.6%) said their staff who taught sexuality education in 2018/19 school year had NOT taken any professional development course related to the subject (Chart 4-15).



Chart 4-15: Have your staff who taught sexuality education in 2018/19 school year taken any professional development courses related to sexuality education?

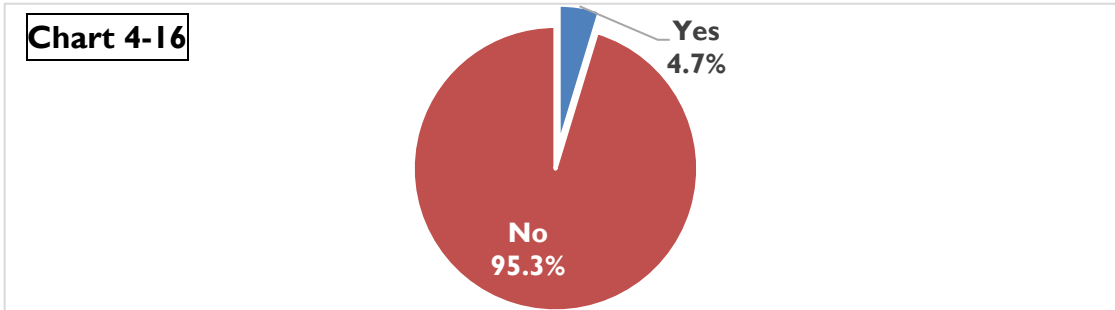


4.2.8. Upon detailed analysis, on average, the responded schools had assigned 21.9% of their teaching staff to teach sexuality education, whereas only 4.7% of their teaching staff had taken related professional development courses (Table 4-a). This figure comparison further showed that a majority of staff who taught sexuality education were not equipped with proper professional training.

Table 4-a: The percentage of teaching staff who taught sexuality education and the percentage of teaching staff who had taken related professional development courses among the responded schools respectively

	% of teaching staff who taught sexuality education (N=188)	% of teaching staff who have taken professional development courses related to sexuality education (N=167)
Mean	21.88%	4.73%
Median	12.50%	1.67%
Std. Deviation	23.72	10.59

Chart 4-16: Does your school require teaching staff to take professional development courses related to sexuality education before teaching sexuality education?



4.2.9. Furthermore, 95.3% of schools did not impose any training requirements to their staff who are responsible for teaching sexuality education (Chart 4-16). This



might be one of the reasons accounting for the low percentage of teachers who had taken courses on sexuality education among the responded schools.

4.2.10. The focus group discussants shared similar views as some teachers said that professional development related to sexuality education was not required by their schools but relied heavily on the teachers' own initiatives:

"The school has not particularly encouraged teachers to take any courses on sexuality education. It all depends on teachers' own initiatives. Teachers can hardly attend any courses during office hours. I once attended a course from 6:00pm to 8:00pm organised by the Family Planning Association. The timeslot was fine with me and I decided to take it." (A teacher, Focus Group 2)

"Our school has policies in place to encourage teachers to receive training but it is not mandatory. Some teachers are proactive and took the initiative to acquire different skills. But we do not have a system to require teachers to achieve certain goals every year." (A teacher, Focus Group 3)

"When our principal receives invitation from the Education Bureau to a seminar, he/she may ask the counselling section or a certain section to go. A few representatives will be sent and they may do some sharing with us later. We may discuss if any new programmes can be added in the coming year. I do not think there is adequate training. Not all teachers are required to undergo training either." (A teacher, Focus Group 3)

4.3. The role of external organisations

4.3.1. After examining the role of teaching staff for implementing sexuality education, this Study also looks into the role of external organisations, such as non-governmental organisations (NGOs), which are important partners for many schools for teaching sexuality education. For instance, as mentioned in paragraph 4.2.6, some responded schools did not assign any teaching staff to teach sexuality education and likely rely on external organisations to do so.

Table 4-b: Did your school invite any external organisation to teach sexuality education in the 2018/19 school year? (N=203):

	Yes	No
n	189	14
%	93.1%	6.9%



4.3.2. This Study found that 93.1% of responded schools said they had invited external organisation to teach sexuality education in the 2018/19 school year (Table 4-b). Among those schools, a majority of them (77.8%) invited NGOs, followed by Department of Health (55.0%), to teach sexuality education. A minority of 16.9% of schools said they had engaged religious groups for conducting sexuality education (Chart 4-17).

Chart 4-17: Types of external organisations that were engaged by schools to teach sexuality education in the 2018/19 school year (multiple answers allowed)

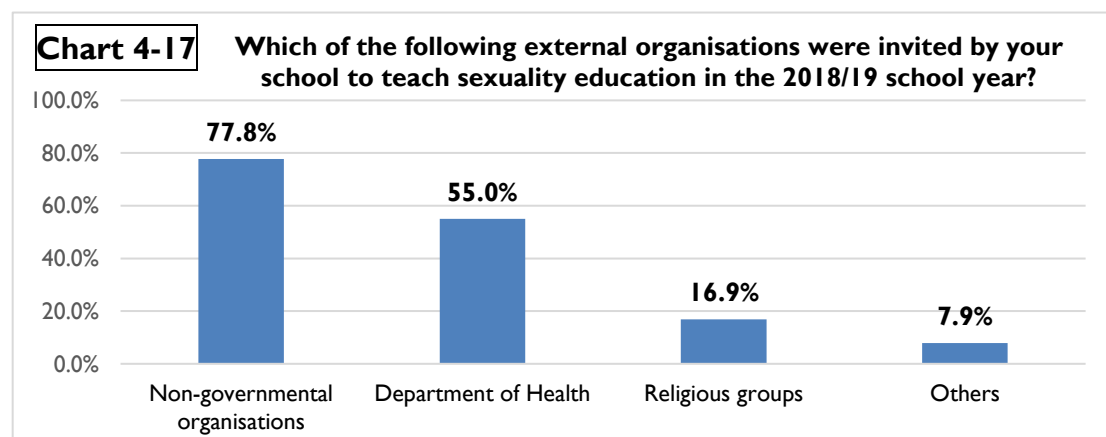
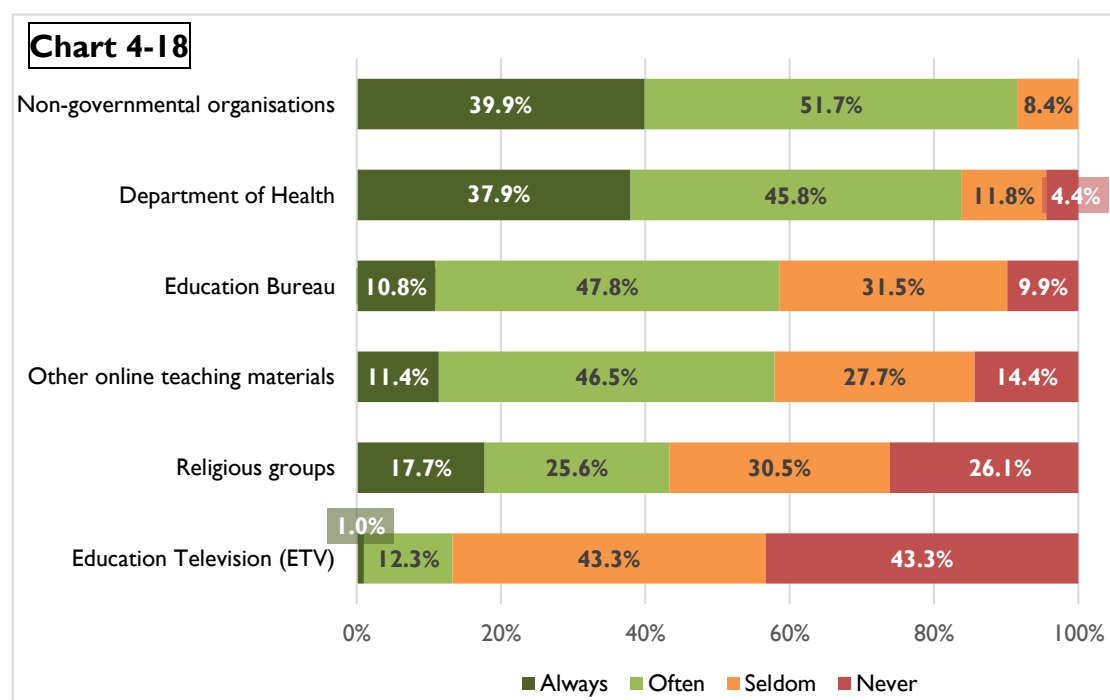


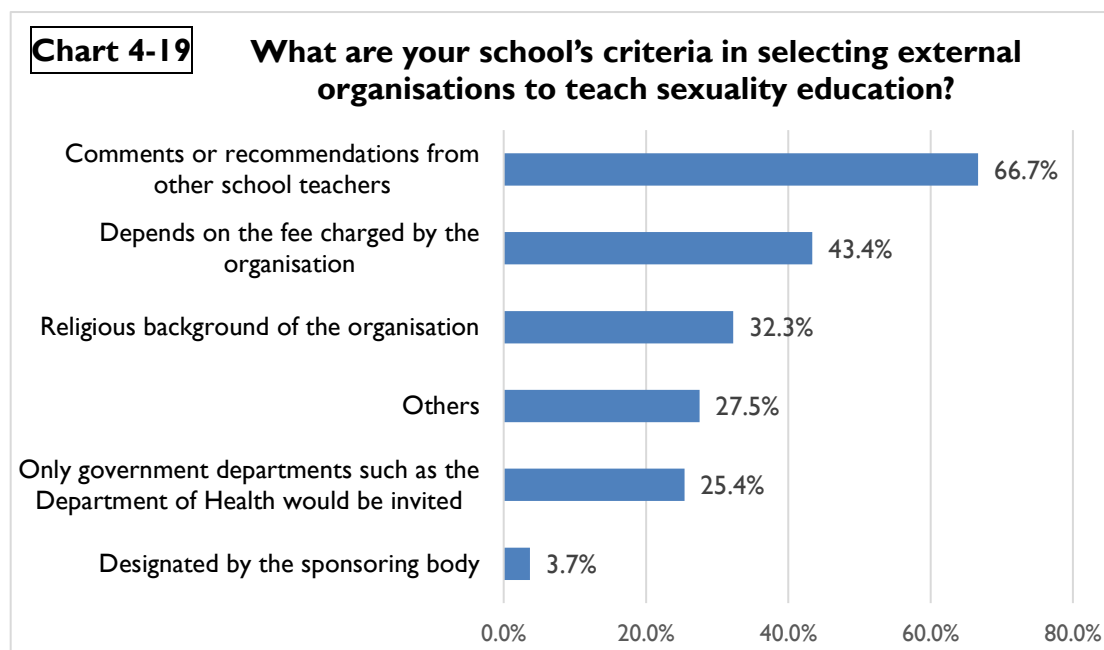
Chart 4-18: How often would your school obtain teaching materials for sexuality education through the following organisations or channels?





4.3.3. Similarly, most of the schools said NGOs are the external organisations that they most often resorted to for obtaining teaching materials for sexuality education. A high percentage of 91.6% responded schools said they “always” or “often” obtained such materials from NGOs, followed by Department of Health (83.7%) and the Education Bureau (58.6%) (Chart 4-18).

Chart 4-19: Criteria of schools in selecting external organisations to teach sexuality education (multiple answers allowed)



4.3.4. When asked about the criteria of schools in selecting external organisation to teach sexuality education, most of them said they relied on “comments or recommendations from other school teachers” (66.7%), while others said it “depended on fee charged by the organisations” (43.4%), and “religious background of the organisation” (32.3%) (Chart 4-19).

Table 4-c: The total number of teaching hours of sexuality education by the external organisation invited by your school in the 2018/19 school year was (n=189):

Mean	Median	Std. Deviation
8.476	6.000	8.3030

4.3.5. As compared to the figures shown in Chart 4-4, which nearly half of the responded schools said they only allocated a total of five hours or below for sexuality education at formal lessons, those schools on average allocated 8.48 hours for external organisations to teach sexuality education in the 2018/19 school year (Table 4-c).



4.3.6. Views shared in focus groups may shed light on the preference of choosing external organisations to teach sexuality education. For instance, they believed that teachers prefer inviting outsiders like NGO workers and social workers who can discuss issues related to sexuality education more openly:

“Outsiders like male nurses, social workers or speakers are in a very different position from us the male teachers. After all, we have to face students every day. We have to uphold the dignity of teachers and cannot reply to students in the same way as external parties do ... Some students may think, ‘this male teacher seems to be quite playful’ and may try to test the limits in other classes. This is worrying.” (A teacher, Focus Group 3)

“You know, young people find the topic of sex appealing, especially life experience sharing. Sometimes male teachers may present the topic in a very charming way. Students may have fantasies or special feelings about teachers who share their experience. This may give rise to misunderstanding.” (An NGO worker, Focus Group 5)

4.3.7. Some teachers also said that they prefer inviting external organisations to teach sexuality education because external organisations are more equipped and with better knowledge on the subject matter:

“Actually many teachers are concerned about explaining the laws or the correct attitude they should have. We do not have much experience. How to deal with naughty students? How to answer students’ questions? What if we cannot handle the questions? Teachers may have many such concerns. Our school later considered it more appropriate to engage professionals.” (A teacher, Focus Group 3)

“We want to play safe and usually engage NOGs because they have a comprehensive framework, teaching materials, teaching tools and they know what students’ questions to expect. All in all, they are very experienced.” (A teacher, Focus Group 4)

4.3.8. Some NGO workers shared that teaching sexuality education in schools by external organisations like them are one of the effective ways to introduce useful resources and channels related to sexuality education, which might be useful for students in future:



“Many students may think ‘I am not in a relationship now and have not had sex yet. Why should I learn all those stuffs?’ So they will not pay attention or simply take it as a joke for the whole class. But I think it is very important that at least they know where to seek help. That’s why I will mention the relevant organisations and resources in class and let them know that when they are in need, they should ask us for help instead of withdrawing from others.” (An NGO worker, Focus Group 5)

“Someone suddenly contacted us via Facebook ... and explained that we had held a workshop in their school several months before. He/she said the workshop was boring, but could recall our organisation and understand that we can offer help when in need. By holding workshops in schools, apart from disseminating some messages to students, the most important thing is to let young people know who we are so that they can approach us when necessary.” (An NGO worker, Focus Group 5)

“We are well aware that we cannot have in-depth discussions at talks, but still we have to continue because we are doing them for the future. We have to let students know that there are resources to help them. Or in case of unplanned pregnancy, young people can approach our youth clinics for help.” (An NGO worker, Focus Group 5)

4.3.9. Meanwhile, some discussants said that sexuality education would be more effectively implemented when both teachers and external organisations work together to deliver such classes and activities, since teachers can monitor students’ development and provide support in the long run:

“I think it will be more effective to teach [sexuality education] together with social workers. Teachers used to teach academic subjects. Students may not be willing to share their experience like dating with teachers. If social workers are there, students will get into the class more easily. Sometimes social workers can have more chats with them.” (A teacher, Focus Group 2)

“We are after all outsiders. It is quite impossible to build a close relationship with them in a single class. If teachers can conduct the class with us, they can take follow-up actions ... We have questionnaires for students to fill out ... They indeed prefer to have external speakers conduct the class with their teachers.” (A social worker, Focus Group 5)



4.4. Support for parents

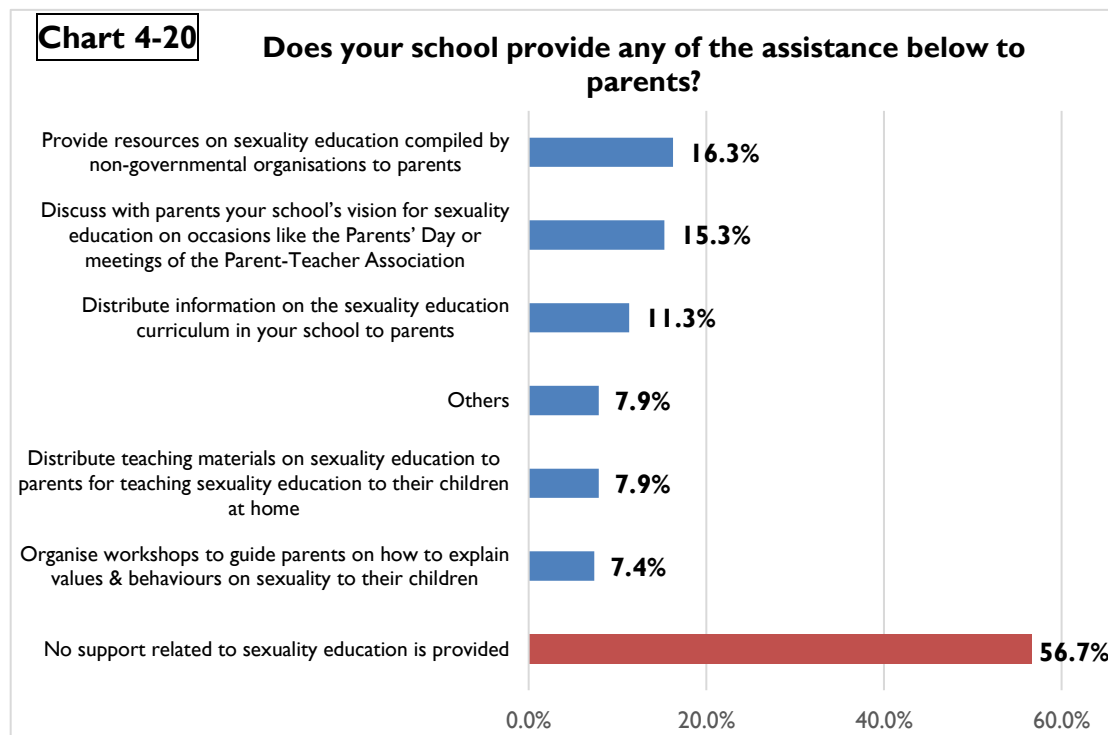
4.4.1. Another theme that this Study attempts to look into is the support for parents in sexuality education, which has often been overlooked but is also a crucial part for imparting knowledge of sexuality education for secondary students.

4.4.2. In general, school representatives found that parents of their students are supportive of teaching sexuality education in schools. Most of them (71.9%) said parents are “very supportive (11.3%)” or “supportive (60.6%)” and none of them said parents of their students are “unsupportive or very unsupportive” for schools to teach sexuality education (Table 4-d).

Table 4-d: Do you think parents are supportive of teaching sexuality education in schools?

	Very supportive	Supportive	Neutral	Unsupportive	Very unsupportive	Total
n	23	123	57	0	0	203
%	11.3%	60.6%	28.1%	0.0%	0.0%	100.0%

Chart 4-20: Types of support provided by schools to parents on sexuality education (multiple answers allowed)



4.4.3. Nevertheless, not many schools provided support for parents on the subject matter. Over half of the schools (56.7%) did not provide any support to parents related to sexuality education, whereas just a minority of responded schools said they “provided resources on sexuality education compiled by NGOs to parents



(16.3%)”, or “discussed with parents the school’s vision for sexuality education on occasions like the Parents’ Day or meetings of the Parent-Teacher Association (15.3%)”. Only a very small percentage of schools (7.4%) said they “organised workshops to guide parents on how to explain values and behaviours on sexuality to their children” (Chart 4-20).

4.4.4. As shared in the focus groups, some discussants said it was because that sexuality education was not parents’ top priority and parents therefore do not spare time to attend talks related to the issue:

“Actually what parents are concerned about is their children’s academic performance, subject choices and future pathways. So when we can finally get the parents together, we may not have enough time even for the parts on those topics, leave alone sexuality education.” (A principal, Focus Group 1)

“We do have parents’ talks for schools, but those for primary schools definitely outnumbered those for secondary schools. I think even secondary teachers are not quite willing to organise parents’ talks. On one hand, parents are very busy and may not have time to attend the talks. On the other hand, it is not easy to teach parents how to talk about sex with their children.” (An NGO worker, Focus Group 5)

4.4.5. Therefore, some representatives said that schools may work with parents only when their children encounter issues related to sex and relationship:

“When it comes to sexuality education, it is true that we will talk with parents only when there is a genuine need. For example, if their child are in a relationship, we may need to let their parents know and to explain to them in the capacity as teachers how to discuss with their children in a better way. We will do this on an individual basis, but will rarely run a mass programme.” (A principal, Focus Group 1)

4.5. Support for minority students

4.5.1. Given that the EOC is tasked with eliminating sex, disability and race discrimination, as well as advocating equal opportunities for minority groups, this section of the Study thus attempts to look into the support needed for minority students on sexuality education—such as students with special educational needs



(SEN),⁵² students with traumatic experience, non-ethnic Chinese (NEC) students, and Lesbian, Gay, Bisexual and Transgender (LGBT) students—by reviewing the views of principals, teachers, and NGO workers shared in the focus group discussions.

Students with special educational needs

4.5.2. One of the observations shared by some teachers was that students with SEN are sometimes more vulnerable to incidents like image-based sexual violence (IBSV):

“Every one to two years there may be SEN students who encounter some problems. For example, they may have taken photos of their private parts and uploaded them onto the social media. Sometimes those photos may even be re-posted onto porn websites which will extort money from SEN students. This has nothing to do with specific types of SEN, but may happen for all types.” (A teacher of a school with at least 30 or above students with SEN, Focus Group 4)

4.5.3. As a result, some schools would provide students with SEN with individual support via case work or group counselling on the issue of sexuality education and IBSV:

“Those teachers [who are responsible for SEN students] will target certain types of students because ... some students are especially curious about sex or electronic media on sex. Teachers will provide small group counselling to them.” (A teacher of a school with at least 30 or above students with SEN, Focus Group 4)

“We found that two students with autism were dating. Our social worker counselled them separately, asking if they understood what dating exactly means and what the boundaries in dating are. When we see some SEN students always hug classmates, we will also give support to them via case work.” (A teacher, Focus Group 4)

Students with traumatic experience

4.5.4. Some representatives of schools said that additional support is often needed for students with certain traumatic experiences, e.g. students who have experienced or witnessed sexual violence, or have undergone abortion. They

⁵² Currently, the SEN of students in ordinary schools are mainly categorised into nine types, including Specific Learning Difficulties, Intellectual Disability, Autism Spectrum Disorder, Attention Deficit/Hyperactivity Disorder, Physical Disability, Visual Impairment, Hearing Impairment, Speech and Language Impairment and Mental Illness.



observed that sexuality education classes might trigger strong emotions of these students:

“I think it is not a matter about whether students have SEN or not, but whether they have experience of being abused. For example, if a female student has experience of abortion or pregnancy, she may become emotional in sexuality education classes. We may need to pay special attention to them and prepare in advance if she attends relevant talks.” (A principal of a special school, Focus Group 4)

4.5.5. For some of those cases, representatives of schools said they would allow those students to opt out from certain sexuality education classes and provide them with tailored support like small group counselling or therapy:

“Some students may have experience of abortion. They may become emotional or will go away if they see photos of babies. We will avoid provoking their emotions. Once we observe that students may become emotionally unstable, we will keep them away from such a situation.” (A principal of a special school, Focus Group 4)

“For students with particular experience [such as sex violence], we will conduct small group counselling for them. The counselling is therapeutic in nature and led by professionals.” (A principal of a special school, Focus Group 4)

Non-ethnic Chinese students

4.5.6. As for NEC students, some teachers observed that cultural differences could be one of the challenges they faced while teaching sexuality education. For instance, some NEC students or their parents may choose to opt out from certain sexuality education classes:

“Female NEC students, in particular, do not like attending sexuality education classes. They or their parents will tell us that they want to skip the class because they consider it a sin to hear about such topics. For example, when we talk about contraception, they choose to skip it because they think they do not need it at all.” (A teacher of a school with high concentration of non-Chinese speaking students,⁵³ Focus Group 4)

⁵³ High concentration is defined as schools with more than 50 NCS students.



(Do you think that cultural background will affect how you teach sexuality education to NEC students?) “Absolutely—when it comes to gender equality. Their [NEC] mothers think that girls do not need much education because they will get married after all ...” (A principal, Focus Group 4)

4.5.7. In some cases, some NEC students may also find attending sexuality education classes embarrassing or uncomfortable due to cultural differences. Some teachers participated in the focus groups said they would bring those students to another classroom or allow them to skip the lesson:

“NEC teachers had joined a briefing together. When they learnt about the contents of sexuality education, they all thought that it would cause problems because NEC girls would probably be very embarrassed and uncomfortable. They would be unwilling to attend the class.” (A teacher of a school with high concentration of non-Chinese speaking students, Focus Group 4)

4.5.8. In addition, some school representatives pointed out that there were insufficient bilingual teaching materials and external organisations which offer bilingual activities for sexuality education. Some engaged different external organisations to teach sexuality education to different groups of students, resulting in some discrepancy between the content of sexuality education delivered to the two groups, which was not ideal.

Lesbian, Gay, Bisexual and Transgender Students

4.5.9. As for the issue related to LGBT, some discussants shared that it is not uncommon for them to encounter LGBT students in schools. Some of those students told the discussants that they would like to or have the need to learn more about sexuality education that covers LGBT issues:

“A female student frankly told her teachers that she is a lesbian. She thought that the school seemed to be very conservative and sexuality education about homosexuality was inadequate. She wanted to speak for herself and therefore told me that the school should cover more topics about homosexuality in the curriculum or have more discussions on the topic.” (A teacher, Focus Group 3)

“We once held a workshop for Form 1 students. Upon completion of the workshop, a student came over and said, ‘I did not know I can identify myself as another gender even though I have the reproductive organs of this sex.’ We



understood that the student is probably a transgender person after having a conversation. Later we had a follow-up with teachers and said that we could help if the student had any need.” (An NGO worker, Focus Group 5)

4.5.10. However, schools have different considerations and approaches to teach concepts related to LGBT. Many representatives of schools found it difficult to cover LGBT issues in class as the topic remains “controversial” in Hong Kong, or due to disagreement over the topic among their own colleagues:

“The Family Planning Association had a package [on sexuality education including the topic of] homosexuality. I found it quite good in quality, but it met with much opposition once it was released. A very senior colleague who is a Christian strongly objected to it. I had read the contents. We did not mean to encourage homosexuality. It is all about respect. Unfortunately, the issue was escalated to the management which instructed that homosexuality should not be touched upon anymore.” (A teacher from a Christian school, Focus Group 3)

“Teachers share similar views that we do not know how to discuss the topic with students. There are teachers for and against it even in the same school. So what should we do? If there is a lack of central core values for us to follow, I of course suggest that we should avoid the topic (homosexuality).” (A teacher, Focus Group 4)

4.5.11. Some representatives of NGOs said that very few schools invite them to teach LGBT concepts as the issue is regarded as a minority issue. For example, a teacher who participated in the focus group suggested that concepts such as transgender were only relevant to a small group of students and thus unnecessary to be included in the curriculum for all students:

“I do not think it is necessary to talk about transgender in class, except for very few students. It is not necessary to require students of every grade to learn about this topic. We will review which grade is suitable for the topic.” (A teacher, Focus Group 3)

4.5.12. Nonetheless, some NGOs believed it is crucial to incorporate concepts related to LGBT into different classes of sexuality education, which can raise the overall students’ awareness on the issue:



“We use gender neutral language, without specifying the sex, in all our PowerPoint presentations. When we talk about reproductive organs, we do not specify which organs belong to which sex. Instead, we explain that people with such reproductive organs will usually identify themselves as females, but there are occasions that some others do not identify themselves as females.” (An NGO worker, Focus Group 5)

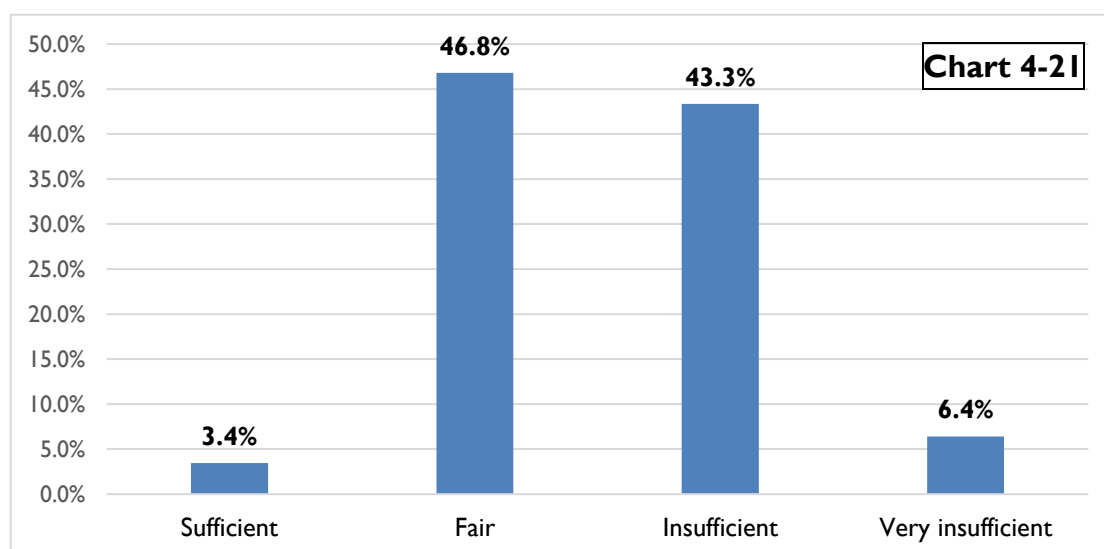
“We usually adopt an immersed approach. For example, we will not specify the sex when we cover the topic of dating. When we design some scenarios about dating, we will try to immerse elements of the same sex relationship in them, so as to let students understand that such relationship may also exist in school. This method is rather subtle. It is also easier for schools to accept the concept.” (An NGO worker, Focus Group 5)

4.6. Views shared by school representatives

4.6.1. After examining the situation of implementing sexuality education in secondary schools of Hong Kong, this final section of the Study will look into the views shared by school representatives regarding sexuality education in Hong Kong, including whether they think sexuality education is sufficient, the major challenges and difficulties faced during the implementation, and their views on how to improve sexuality education.

Insufficient sexuality education

Chart 4-21: Do you think sexuality education in secondary schools is sufficient currently?





4.6.2. The questionnaire of the Study asked school representatives to rate whether they think sexuality education in secondary schools is sufficient. A majority of respondents (49.7%) answered “Insufficient (43.3%)” or “Very insufficient (6.4%)”. Only 3.4% of respondents answered “Sufficient”, while 46.8% of them rated “Fair” (Chart 4-21).

4.6.3. A similar observation was found among participants of focus group discussions, who believed sexuality education was insufficient in Hong Kong. Their observations can be largely summarised as (1) students do not know how to maintain appropriate boundaries with others, (2) sexuality education taught in class is different from students’ everyday experiences, (3) students do not handle relationships well and (4) students learned sexuality education from unreliable sources, e.g. the Internet. These issues suggest that sexuality education in schools has to be more comprehensive, effective, and appealing to students.

4.6.4. Participants of focus group discussions suggested that some students did not maintain proper personal boundaries with others, which could lead to potential incidents of sexual harassment:

“A female student spilled water over her chair and could not sit down. A male student in the adjacent seat talked nonsense and told her, “Just sit on me”. It was, in fact, an act of sexual harassment. Before I could react, another student told her, “You did that before.” Male students like to take advantage of others verbally. But did the female student really not mind? Or did she simply not know how to react?” (An assistant principal, Focus Group 2)

“Students lack a sense of crisis with respect to sex. Some of them made video calls in the shower. There was an incident where a student’s boyfriend had taken a screenshot.” (An NGO worker, Focus Group 5)

4.6.5. Some teachers also observed that what students was taught at sexuality education classes might be detached from their actual experience. In some cases, students might not be able to apply the knowledge to handle sexual harassment incidents:

“A Form I student said, ‘I once came across a guy in a park. I was so scared that I hid in the bush immediately ... I thought he wanted to assault me and do something to me.’ I was shocked to hear that. It turned out that what students learnt about sexual harassment is different from what they encountered in



reality. Although awareness of sexual harassment has been taught in primary school, misconception still prevails.” (A teacher from a girls’ school, Focus Group 2)

4.6.6. Some teachers and social workers found that many secondary school students were dating but did not know how to handle relationships:

“More than half of the Form 6 students are in a relationship, or have experienced a breakup. Some of them even have had more than one breakups. Some students who had a bitter breakup became demotivated and made scratches on their arms by cutters. We did receive calls from their parents to talk about related issues.” (A teacher, Focus Group 2)

“Students start and end a relationship easily. The whole process can happen in a very short period of time. I am worried that they do not even understand what it means to have a relationship when they graduate. It is obvious that they cannot distinguish between friendship and romantic relationship, and that their boundaries on intimacy are not clear.” (A social worker, Focus Group 5)

4.6.7. A few teachers mentioned that many students obtained sexual knowledge on the Internet, which is full of misleading information and values:

“The younger generation has their needs. Students would gain sex knowledge by searching on Google if they cannot obtain such knowledge in school. That is why they are misguided by wrong values. For example, they think that it is not a big deal to have so-called sex partners.” (A teacher from a special school, Focus Group 2)

4.6.8. Some teachers also found that students were highly influenced by social media while some may even display problematic behaviours on those platforms. They suggested that the current sexuality education has to be revamped to keep up with its latest development:

“It was found that some students had downloaded and sent out obscene and inappropriate images. We need to educate the students, not only in the aspect of sexuality education but also that of legal liability and information literacy.” (A principal, Focus Group 1)

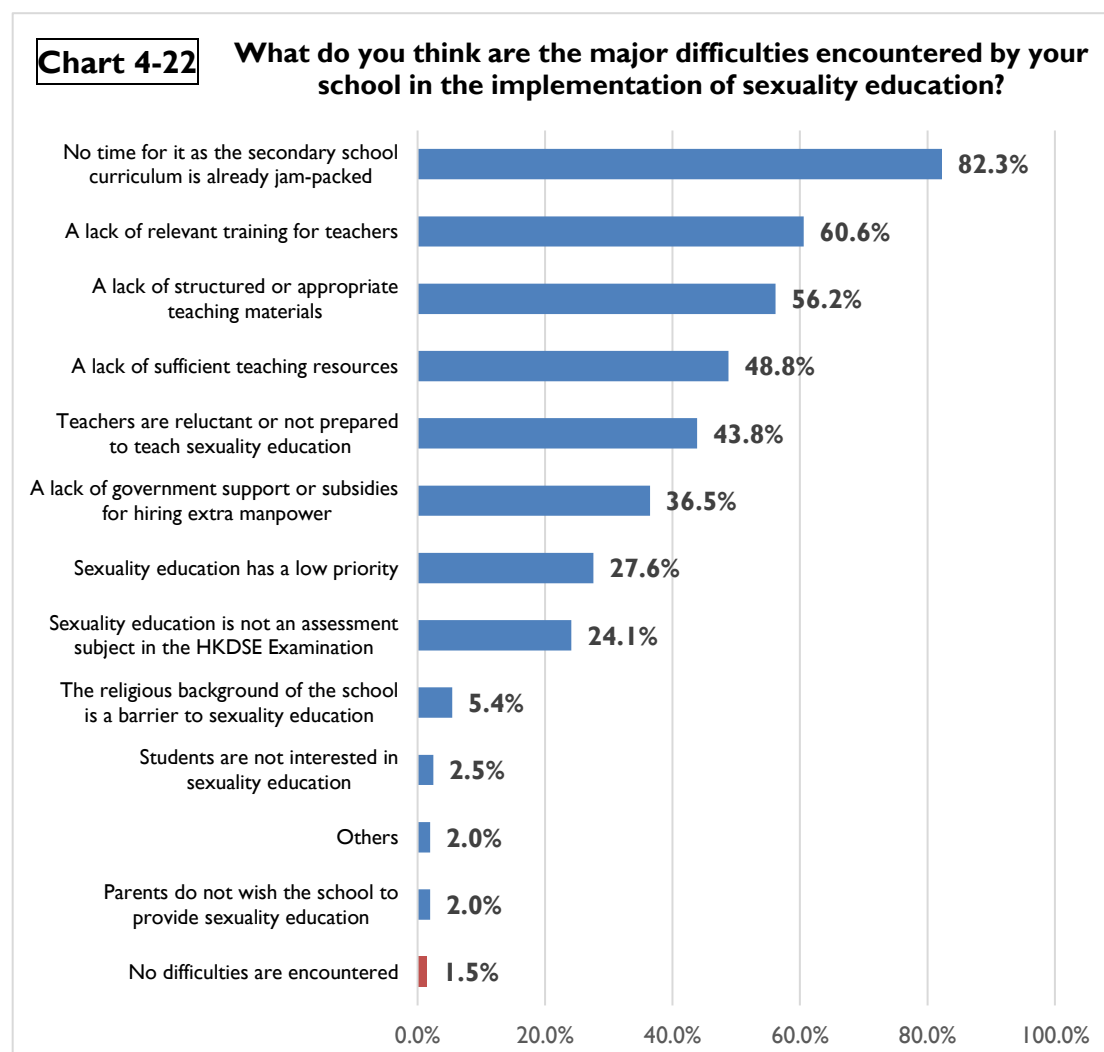


“In recent years, it is not uncommon to come across naked chat and compensated dating on the Internet. It has recently come to my attention that some youngsters referred to themselves as ‘sex therapist’ on their Instagram profile, which denotes and glorifies compensated dating. Sexuality education needs to be updated from imparting knowledge to fostering correct values which I believe is essential.” (A teacher from a special school, Focus Group 2)

Difficulties encountered by schools: Quantitative findings

4.6.9. Whereas many of the respondents said sexuality education is not sufficient, they were also asked about what kind of particular difficulties they faced while implementing sexuality education.

Chart 4-22: Difficulties encountered by schools while implementing sexuality education (multiple answers allowed)





4.6.10. A high percentage of responded schools (82.3%) said there was no time for sexuality education “as the secondary school curriculum is already jam-packed”. A significant proportion of respondents found that there was “a lack of relevant training for teachers (60.6%)”, “a lack of structured or appropriate teaching materials (56.2%)” or “a lack of sufficient teaching resources (48.8%)”. A considerable 36.5% found there was “a lack of government support or subsidies for hiring extra manpower” for teaching sexuality education.

4.6.11. Just a very few numbers of respondents think that “students are not interested in sexuality education (2.5%)” or “parents do not wish the school to provide sexuality education (2.0%)”, while only 1.5% of responded schools said that there were no difficulties encountered (Chart 4-22).

Difficulties encountered by schools: Qualitative findings

4.6.12. Participants of focus group discussions shared similar views with the respondents of the survey. In particular, many stressed that the implementation of sexuality of education is hampered by the lack of teaching hours, teaching training and structured or appropriate materials.

Insufficient time in a jam-packed curriculum

4.6.13. Teachers who participated in focus group discussions explained that the top challenge they encountered was the lack of time as there were multiple priorities, in addition to the academic curriculum, competing for teaching hours:

“To be honest, lesson hours allocated to sexuality education are insufficient. But counselling and life planning also share the same situation.” (A principal, Focus Group 1)

“Students are taken up by other subjects and values education. Even if resources are available, students can hardly have room for sexuality education.” (A principal, Focus Group 1)

4.6.14. A social worker also suggested that the limited teaching hours prevented them from offering comprehensive and in-depth sexuality education programmes:

“We encountered difficulties in implementing sexuality education. The first one is insufficient lesson hours to enable students to gain a deep understanding. Also,



the delivery of sexuality education can differ from teachers own' expectation. We need to juggle right-based, value-based and health-based knowledge within a limited time.” (A social worker, Focus Group 5)

4.6.15. Besides, teachers from different schools suggested that sexuality education was not a priority and thus schools did not allocate sufficient time and resources to sexuality education:

“We have never included sexuality education in the list of major concerns. Mainstream schools mostly focus on academic performance and moral education. Despite its importance, sexuality education cannot be prioritised due to limited lesson hours and resources.” (A principal, Focus Group 1)

“Sexuality education may probably be a priority for counselling section and social workers. But when it comes to schools' major concerns, sexuality education will not be included. We actually need to fight over time. The lesson hours we are able to get are indeed very limited.” (A teacher, Focus Group 2)

“After a video capturing two students kissing in a classroom went viral online, the school management asked us to give students a sexuality education lesson. My perception is that the school does not welcome us except when remedial measures are needed.” (An NGO worker, Focus Group 5)

Inadequate professional teaching training

4.6.16. Moreover, many participants of focus groups said that teachers were not prepared to teach sexuality education as they lack professional knowledge and the skills to teach sensitive and challenging topics. Some also observed that teachers were not equipped to answer questions from students which may be personal and technical:

“A student asked a teacher in class, ‘Have you ever had sex? How was it like?’ That teacher said that he could not react but blushed at the question. Since he had never expected to be challenged by students in class, he felt extremely embarrassed and remained silent. He had no idea how to proceed with the class.” (A social worker, Focus Group 5)

“Actually many teachers are concerned about explaining the laws or the correct attitudes they should have. We do not have much experience. How to



deal with naughty students? How to answer students' questions? What if we cannot handle the questions?" (A teacher, Focus Group 3)

"We are not confident enough to teach sexuality education because teachers are not completely ready to do so. During lesson observation, we found that students would ask questions we had not heard of, such as terminologies. The questions could only be answered by professionals. Sexuality education is a curriculum that involves expertise. It is not easy for teachers to deliver." (A teacher, Focus Group 4)

4.6.17. Some NGO workers also shared that they encountered teachers that were unprepared or unfamiliar with the issue, which may sometimes prevent them from teaching sexuality education:

"Teachers usually make a lot of comments on the arrangement of lessons. I was once asked by a teacher why we had to bring so many props and suggested that we should merely teach verbally. I explained that we hope to give a better learning experience to students. The teacher responded, 'The school told me to teach sexuality education but I do not know how to teach at all. I just randomly picked your organisation. How can I teach without having any idea? I do not even know how to use a condom.'" (An NGO worker, Focus Group 5)

4.6.18. One of the possible reasons explaining why teachers are not prepared to teach sexuality education is that they have not received sufficient training. Participants of focus group discussions suggested that professional development related to sexuality education was not prioritised by schools and teachers did not have time to participate in relevant training:

"All of us are aware of the teaching priorities. There are many ongoing education reforms, for instance, the recent adoption of online lessons. How can teachers spare time to have other trainings? Teachers may also need to undergo training on national education later. I have no doubt that trainings are useful. However, there are only three Teachers' Development Days in a year. Will schools use them for sexuality education? It depends on individual schools." (A principal, Focus Group 1)



(Why did the school fail to engage teachers in taking sexuality education courses?) “Colleagues are not able to compromise on their schedule. Also, they tend to place greater emphasis on other development areas. Teachers rather receive training on SEN than that on sexuality education. It is a question of the allocation of resources.” (A vice principal, Focus Group 3)

A lack of resources and manpower

4.6.19. Some representatives of schools also mentioned a lack of resources or manpower as a major challenge they encountered:

“Actually I think we need more manpower. If there are more regular teachers, we can allocate manpower more flexibly on outside training, design teaching materials or make preparation for lessons. The most important thing is human resources.” (A principal, Focus Group 1)

4.6.20. Furthermore, some teachers said that there was a lack of structured or appropriate teaching materials for sexuality education at the secondary school level:

“There are many textbooks available for sexuality education in primary schools. We can simply purchase textbooks for moral education of Primary 1-6 students. However, similar resources are not available for secondary students. We can only rely on the resources provided by relevant organisations.” (A principal, Focus Group 1)

Constraint due to religious background or views of school management

4.6.21. Apart from the resource constraints, some teachers and NGO workers who participated in focus group discussions said that religious background of the schools may also limit the implementation or curricula of sexuality education:

It is not rare for schools with religious backgrounds to ask us avoid topics such as abortion and the use of condoms. These schools consider that their students are well-behaved and do not need such information. Another point of view is that skipping these topics can prevent students from performing those acts. There were actual circumstances where teachers, upon our first lesson, were shocked and anxious that these topics were covered. Consequently, we were told to skip that section in the next lesson.” (An NGO worker, Focus Group 5)



“The correct method of using a condom is covered in our lessons. We inform schools earnestly that this topic is part of our lessons. Still, some schools may ask us to skip this topic, and also the topic of abortion.” (An NGO worker, Focus Group 5)

4.6.22. In particular, a teacher who teaches in a Christian school said that their faith-based sexuality education curriculum, was not comprehensive and might not be helpful for all students:

“There are non-Christian students in Christian schools. I think the scopes covered by the teaching materials [of family and marriage] are relatively narrow. In the context of the marriage institution in Hong Kong, students can see that there are problems in their own families. Can students’ concerns be addressed merely by biblical stories? I do not think so.” (A teacher from a Christian school, Focus Group 3)

4.6.23. In some other schools, teachers said that the school management and frontline staff held different views on sexuality education, making it difficult to organise sexuality education activities:

“Management is relatively conservative. They think that the topic of safe sex should not be introduced to school, and that it would be best to keep students from having sight of contraceptive methods. The view of management is not in line with that of social workers and counsellors. I am therefore left in a difficult position to launch such activities.” (A teacher, Focus Group 2)

4.6.24. For some cases, NGO workers also found that school management and teachers restricted what they could cover in sexuality education:

“I remember clearly that we told a teacher the topics under safe sex practices should not be restricted to the use of condoms, but also that of finger condoms and dental dams. The teacher responded, ‘I have no idea about all these but this has no bearing on me at all. So why is it necessary for students to know?’ Personally speaking, sometimes the most difficult part is to communicate with teachers prior to the lessons, because I have to convince them about what we are going to teach.” (An NGO worker, Focus Group 5)

“I was told by a social worker that there was no restriction on what to be taught. I took it seriously but found out after the lesson that the vice principal



was not as open-minded as we thought. The social worker asked us to organise the three-session workshop without informing the vice principal. The social worker told us, 'Please remind the students not to tell their fellows in other classes about what has been taught.'" (An NGO worker, Focus Group 5)

A lack of evaluation and impact assessment

4.6.25. Finally, some participants in the focus group discussions pointed out that the lack of a systemic assessment of the impact of sexuality education prevented them from implementing it effectively:

"The most difficult part is that I do not know whether the work I have done is impactful or not. I do not think the Questionnaire on Assessment Program for Affective and Social Outcomes is a practical tool to gauge the effectiveness of sexuality education." (An NGO worker, Focus Group 5)

"We lack long-term study to follow up and determine what curriculum is considered an effective one. Some studies overseas revealed that safe sex education at an earlier age does not encourage but instead defers sexual behaviours of students. In Hong Kong, teachers are not convinced because there is no similar local study to support the cause." (An NGO worker, Focus Group 5)

Views on improving sexuality education

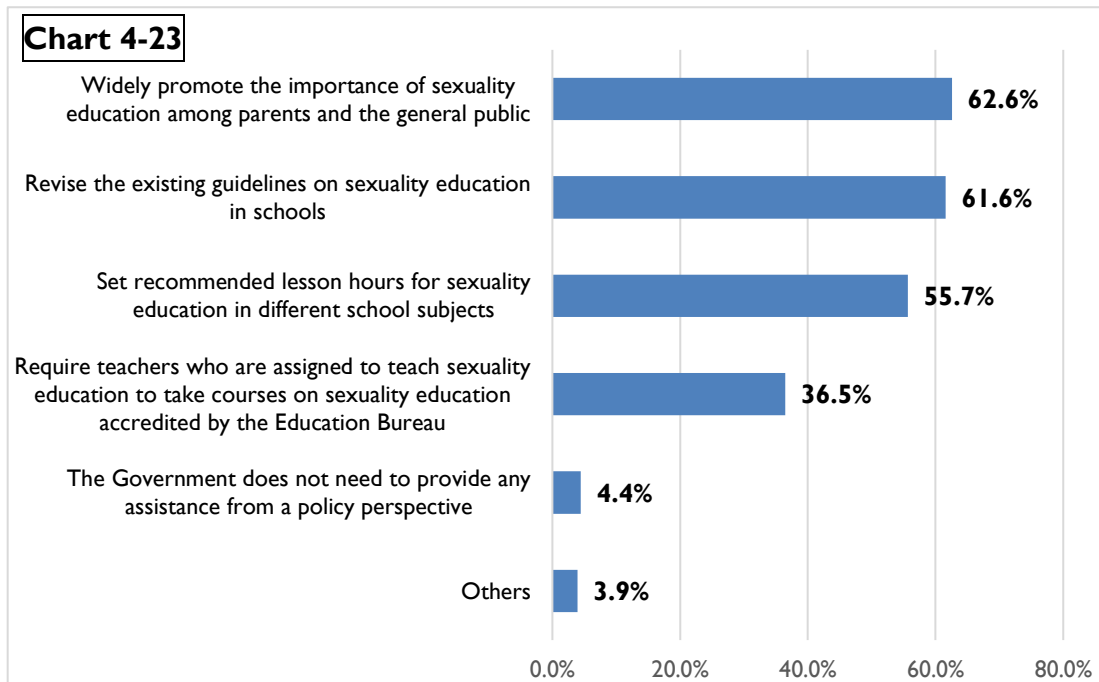
4.6.26. The last part of the questionnaire also asked school representatives to identify potential ways to improve sexuality education in secondary schools, from the aspects of policy and provision of resources.

4.6.27. The top three recommendations chose by the school representatives from the aspect of policy were wishing the Government to:

- Widely promote the importance of sexuality education among parents and the general public (62.6%);
- Revise the existing guidelines on sexuality education in schools (61.6%); and
- Set recommended lesson hours for sexuality education in different school subjects (55.7%) (Chart 4-23).



Chart 4-23: How do you want the Government to help schools conduct sexuality education from the aspect of policy? (multiple answers allowed)



4.6.28. On the recommendation of revising existing guidelines on sexuality education, some focus group discussants explained that it could provide standards and benchmarks for all schools to follow, which could allow students from different schools to be equipped with the common set of knowledge and skills related to sexuality education:

“I think there is a need to update the (sexuality education) guidelines ... As sexuality education evolves, the focus has shifted from purely imparting physiological knowledge to value education. The key is to encourage students to uphold the values of respecting others in all circumstances. (A teacher, Focus Group 3)

“It would be better if the EDB can develop a new guideline on sexuality education to set out the major learning objectives for everyone to follow. Otherwise we will be confused by the information obtained from various sources such as different sexuality education seminars.” (A principal, Focus Group 4)

“Much of the information in the 1997 Guidelines is now out of date and no longer applicable. That Guidelines has no reference value to any of our



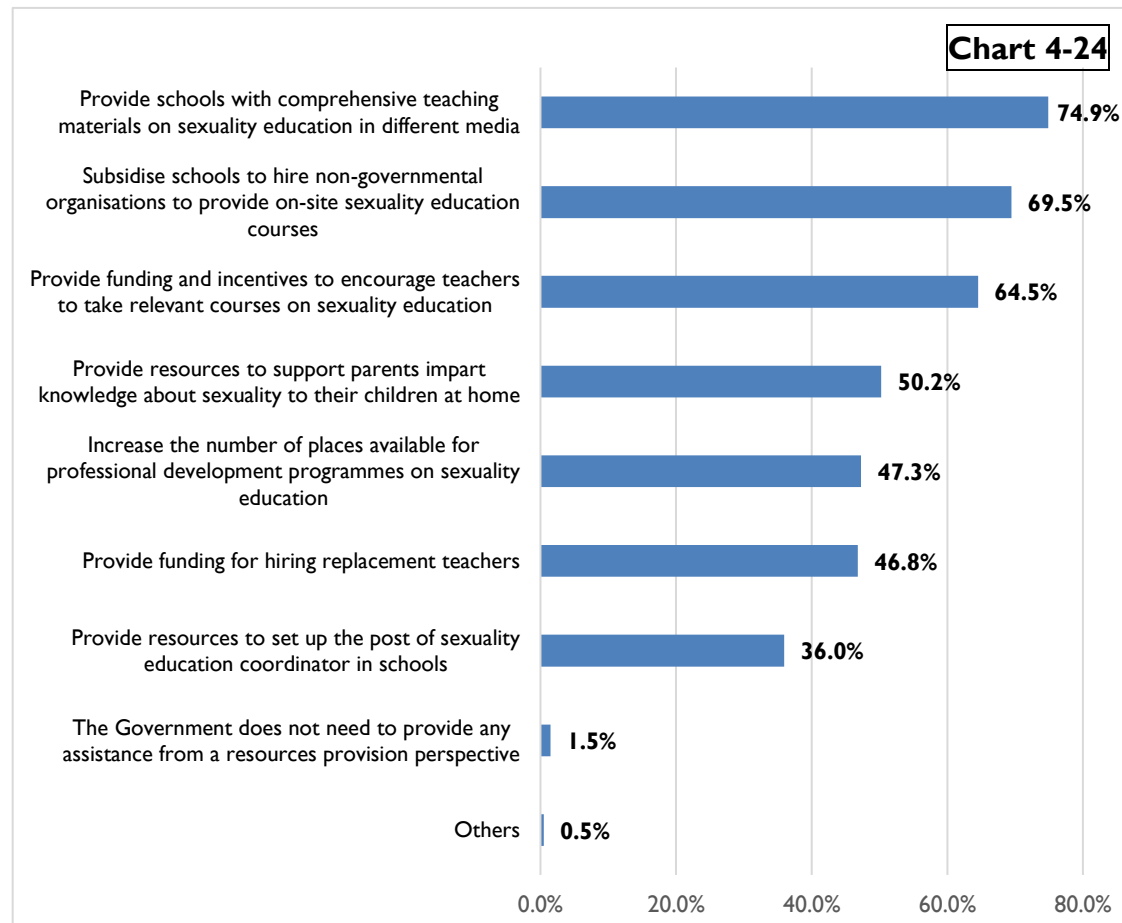
proposals. The question is whether we can reach a consensus [on sexuality education].” (A principal, Focus Group 4)

4.6.29. In particular, discussants suggested including a standardised curriculum structure for sexuality education in schools so that schools can have a common curriculum while maintaining some flexibility:

“I think a curriculum structure consisting of core topics and elective topics should first be developed centrally. It is important for students across Hong Kong to study the core topics, otherwise there will be discrepancies in the topics taught in different schools. It will therefore be difficult to reach a consensus if the curriculum is further developed.” (A principal, Focus Group 4)

“I wonder if major learning objectives can be set out, with some objectives to be taught mandatorily by all secondary schools and some electively. I think this can help develop a structured education system.” (A principal, Focus Group 4)

Chart 4-24: How do you want the Government to help schools conduct sexuality education from the aspect of provision of resources? (multiple answers allowed)





4.6.30. As from the perspective of provision of resources, the top three recommendations identified by school respondents were hoping the Government to:

- Provide schools with comprehensive teaching materials on sexuality education in different media (74.9%);
- Subsidise schools to hire non-governmental organisations to provide on-site sexuality education courses (69.5%); and
- Provide funding and incentives to encourage teachers to take relevant courses on sexuality education (64.5%) (Chart 4-24).

4.6.31. Those recommendations were echoed by discussants of the focus groups, who agreed that the Government should provide more up-to-date teaching materials in different media:

“The provision of ready-made materials would be helpful. Schools can save these materials in an internal database, circulate them to colleagues or upload them to an internal shared drive for the use of teachers. It is more facilitative and useful as compared to having teachers squeezing a few hours to attend a seminar.” (A principal, Focus Group 1)

“Appropriate and updated teaching materials are needed. The content needs to be in line with the trend of the younger generation, cover the issues that students are interested in, and address the pattern of problems faced by students. I think it is necessary to have such teaching materials and discussion guidelines.” (A vice-principal from a Catholic school, Focus Group 3)

“It would be easier for students to put themselves in the scenarios if videos and real-life examples are used in class. It is easier for students to gain a better understanding of the issues.” (An assistant-principal, Focus Group 3)

“Audio-visual and multimedia resources can be used. I would search the Internet for suitable videos which I consider appropriate for students at targeted age and level of cognitive abilities. I would discuss with students after watching the videos. I find this teaching arrangement quite effective.” (A vice-principal from a Catholic school, Focus Group 3)



4.6.32. An NGO worker in the focus group agreed that utilising different media, especially social media, to educate and provide support to students is very effective:

“We tried to reach the younger generation through social media. For example, we released more posts on Instagram and Facebook to encourage those in need to get in touch with us by sending private messages. We could give immediate response to their questions about sex in this way, hence addressing their concerns. They are therefore more willing to talk to us.” (An NGO worker, Focus Group 5)

4.6.33. Besides, discussants also suggested providing more professional development programmes on sexuality education to empower teachers to teach sexuality education with the required skills, knowledge and confidence:

“When we talked about contraception, a student asked a teacher whether he had ever tried it. One would be surprised by the question and feel embarrassed if he/she has never encountered such a question and has not prepared an answer for it. You would then see smug expressions on other students’ faces. If teachers are given a chance to observe and learn from others, they would gain confidence in dealing with a similar situation.” (A teacher, Focus Group 3)

“It is common that teachers have less time and motivation to receive training after employment. Would it be better to at least include the topic of attitudes towards sex in teachers’ pre-employment training? This is because your attitudes towards sex, understanding of genders and stereotypes are reflected in how you deliver sexuality education. Pre-employment training allows prospective teachers to gain a better understanding of attitudes towards sex, hence a more effective teaching in future.” (An NGO worker, Focus Group 5)

4.6.34. Finally, regarding the recommendation of subsidising schools to hire NGOs to provide on-site sexuality education courses, many discussants concurred that NGOs which utilise innovative approaches to implement sexuality education are usually attractive for students, and can lead to better learning outcomes:

“Students gave positive feedback when drama performance was adopted in teaching sexuality education. When it comes to the activities in the classroom, they prefer more practical knowledge. We need to teach them about contraception or how to define sexual harassment.” (A teacher, Focus Group 2)



“Exchange activities are recommended. Students are curious about the views and mentality of the opposite sex but dare not to ask around. For example, in workshops on teenage pregnancy, students were shocked to learn about this topic. It was not until the end of workshops that students became aware that having sex may result in a creation of life. Through the workshops, students can reflect on the issue and realise that there would be consequences to bear.” (A teacher from a boys’ school, Focus Group 2)

“The organisation invited an unmarried teenage mother with her child to a sharing session. During the whole session, the young mother had to give attention to her fidgety child. The last question posed to the students was that whether they want to be that young mother. There was no doubt as to what their responses were. The session seemed to be ruined because the child was out of control but it was, in fact, an impactful and effective one. It stimulated students’ reflection. Some students said in response, ‘It is a challenge for a girl to be a mother and always bring her child along at such a young age’, ‘raising a child is painstakingly difficult.’” (A teacher, Focus Group 3) ◆



5. Conclusions and Recommendations

5.1. Conclusions

5.1.1. Since the large-scale EOC's research report published in January 2019⁵⁴—which found that nearly one-fourth of university students (23%) had been sexually harassed—the EOC believes that it is crucial to tackle the issues of sexual harassment from its root: advocating a comprehensive sexuality education that would break down misconceptions about sex and relationship for teenagers.

5.1.2. As mentioned in Chapter 3, a “school-based” approach has long been adopted by the Government, in particular the EDB, for implementing sexuality education in secondary schools of Hong Kong. While such approach may allow flexibility for different schools to adjust the subject to cater the needs of their students, it also leads to the issue of lacking robust and systematic data regarding the details and effectiveness of sexuality education implementation in each and every school. This Study, therefore, attempts to collect solid data to paint an overall picture of implementation of sexuality education in Hong Kong, with a view to providing recommendations for the Government, schools and NGOs to map out a better overall strategy to improve sexuality education for all the youths in the city.

5.1.3. Before turning to the recommendations provided by this Study, below are some key issues and observations identified regarding the implementation of sexuality education in Hong Kong:

- a. **Sexuality education in Hong Kong is largely inadequate:** This Study found that 13.8% of the responded schools did not teach sexuality education in classrooms at all, whereas 12.3% of schools reported that they did not organise any activities that are related to sexuality education in the 2018/19 school year. Also, among the responded schools, almost half of the school representatives (49.7%) said sexuality education in Hong Kong was “Insufficient (43.3%)” or “Very insufficient (6.4%)”.
- b. **Insufficient teaching hours for sexuality education:** Nearly half of the responded schools said they only allocated a total of five hours or below to sexuality education classes at junior (47.4%) and senior (49.7%) forms in the 2018/19 school year. This is clearly insufficient even by the

⁵⁴ CHAN, James K.S., LAM, Kitty K.Y., CHEUNG, Christy C.M., LO, Jimmy T.Y. (2019). *Break the Silence: Territory-wide Study on Sexual Harassment of University Students in Hong Kong*. Hong Kong: Equal Opportunities Commission.



standard of Government's 1997 Guidelines (inactive now) which suggested that a total of 36 hours sexuality education classes should be allocated to junior forms, and 30 hours to senior forms. In addition, over three-fourths of them (75.4%) said they did not have a target of lesson hours allocated to sexuality education for different subjects per year.

- c. **A curriculum that is heavily focused on the physiological aspect of sexuality education:** This Study also found that most schools' curricula of sexuality education heavily focus on the biological and physiological aspects (e.g. the mechanics of reproduction), and overlook the psychological and social aspects like healthy relationships, sexual consent, gender equality, etc. which are equally important. Majority of schools said they covered sexuality education in subjects like Science/Integrated Science (81.7%, for junior curriculum) and Biology (81.7%, for senior curriculum), while 59.1% of schools said they did not cover topics like sexual informed consent in their classes at all.
- d. **The lack of proper coordination mechanism at schools:** Only a minority of schools (19.3%) said they had created the post of sexuality education coordinator, whereas 6.8% of respondents said they did not designate anyone to coordinate matters related to sexuality education. More than half of the schools (56.8%) said the responsibility of organising or coordinating the implementation of sexuality education lies with their Guidance Master/Mistress.
- e. **Teachers are not equipped with proper professional training on the subject matter:** Nearly half of the responded schools (47.6%) said their staff who taught sexuality education in 2018/19 school year had NOT taken any professional development course related to the subject. Most of the schools (95.3%) said they did not impose any training requirements for their staff who are responsible for teaching sexuality education. On average, the responded schools had assigned 21.9% of their teaching staff to teach sexuality education, whereas only 4.7% of their teaching staff had taken related professional development courses.
- f. **The role of NGOs is crucial and significant:** This Study found that 93.1% of responded schools said they had invited external organisation to teach sexuality education in the 2018/19 school year. Among them, a majority (77.8%) invited NGOs to teach sexuality education. A small



percentage of schools (5.4%) even said none of their teaching staff had taught sexuality education, which those schools likely relied on external organisations for teaching sexuality education.

- g. Support for parents on sexuality education is very minimal:** Over half of the schools (56.7%) did not provide any support to parents related to sexuality education. Only a very small percentage of schools (7.4%) said they “organised workshops to guide parents on how to explain values and behaviours on sexuality to their children”.
- h. Support for minority students on sexuality education needs to be enhanced:** The focus group discussions identified that minority students, such as students with SEN and NEC students, may encounter issues related to sex and relationship that required tailored support. For instance, there is an unmet demand for bilingual teaching materials and organisations which can offer bilingual activities for sexuality education.
- i. A clear demand for up-to-date and official guidelines and recommended lesson hours for sexuality education:** A high percentage of responded schools (82.3%) said there was no time for sexuality education “as the secondary school curriculum is already jam-packed”. As much as 61.6% of school representatives would like the Government to revise the existing guidelines on sexuality education, and 55.7% of them would like to have recommended lesson hours for the sexuality education in different school subjects.
- j. A strong plea for resources for sexuality education from schools:** A significant proportion of respondents found that there was “a lack of relevant training for teachers (60.6%)”, “a lack of structured or appropriate teaching materials (56.2%)” or “a lack of sufficient teaching resources (48.8%)”. Most of them would like the Government to provide schools with comprehensive teaching materials on sexuality education in different media (74.9%), to subsidise schools to hire NGOs to provide on-site sexuality education courses (69.5%), and to provide funding and incentives to encourage teachers to take relevant courses on sexuality education (64.5%).



5.2. Recommendations

5.2.1. Based on the key findings of this Study, as well as expertise and past experiences of the EOC in advocating gender equality and comprehensive sexuality education, this Study is going to propose a list of key recommendations for improving sexuality education in Hong Kong.

5.2.2. While it is understood that the backgrounds and situations of different schools may vary, these proposed recommendations that are mostly general strategies and directions for stakeholders, such as the EDB, secondary schools, principals, teachers, NGOs to consider, and adopt as appropriate.

Recommendation I

It is recommended that the Government should consider reactivating and updating the *1997 Guidelines on Sex Education in Schools* for all secondary schools to follow. The Guidelines should also stipulate a standardised structure and recommended learning hours for elements of sexuality education in different school subjects and extra-curricular activities.

5.2.3. As shown in this Study, nearly half of the responded schools said they only allocated a total of five hours or below to sexuality education classes at junior (47.4%) and senior (49.7%) forms in the 2018/19 school year. Also, over three-fourths of them (75.4%) said they did not have a target of lesson hours allocated to sexuality education for different subjects per year. The situation is clearly far from ideal even by the decades-old standard set up in the Government's in *1997 Guidelines on Sex Education in Schools*.

5.2.4. Nevertheless, the *1997 Guidelines* is no longer an instructional curriculum document for schools. It is now regarded as a historical document by the EDB and is no longer available on the EDB website. Yet, it contains useful information, such as recommended lesson hours for sexuality education, that are of significant reference value for schools to design their classes and learning activities. Such information is no longer provided in all the superseding curriculum documents related to sexuality education, such as the latest Values Education Curriculum Framework (Pilot Version) issued by the EDB in 2021.

5.2.5. This may explain why a significant proportion of responded schools said they would like the Government to revise the existing guidelines on sexuality education, and 55.7% of them would like to have recommended lesson hours for the



sexuality education in different school subjects. Similar views were also shared by key stakeholders who participated in the “Roundtable on Reforming Sexuality Education in Hong Kong” organised by the EOC in 2019.⁵⁵

5.2.6. It is, therefore, believed that such a recommended curriculum document could facilitate the management and teaching staff of the schools to allocate more time for implementing sexuality education and improving the problem of largely inadequate sexuality education as identified in most schools.

Recommendation 2

It is recommended that schools should review and revise their own curriculum of sexuality education as appropriate, to ensure that not just biological and physiological aspects of the subject are included, but also psychological and social aspects. Topics that are currently not covered by most schools, such as healthy relationships, sexual consent, gender equality, image-based sexual violence (IBSV), sex, law and ethics should also be included.

5.2.7. This Study found that majority of schools’ sexuality education curricula heavily focus on the biological and physiological aspect (e.g. the mechanics of reproduction), yet overlook the psychological and social aspect like healthy relationships, sexual consent, gender equality, etc.

5.2.8. While at the same time, different issues of students related to sex and relationship were identified from the focus group discussions which are not addressed by most of the schools’ sexuality education, such as students do not know how to maintain appropriate boundaries with others; students do not handle relationships well; students learn about sexuality education from unreliable sources; etc.

5.2.9. Hence, it is crucial for schools to keep their sexuality education curricula up-to-date to incorporate contemporary issues which were not on the radar in the past, such as IBSV, sexual informed consent, sexual orientation and gender identities as well as sex, law and ethics.

⁵⁵ Equal Opportunities Commission (2019). *Submission to the Task Force on Review of School Curriculum of the Education Bureau: Key issues and recommendations raised by participants of the Roundtable on Reforming Sexuality Education in Hong Kong*. Retrieved from <https://www.eoc.org.hk/eoc/upload/20191028115746386751.pdf>



Recommendation 3

It is recommended that professional development training courses should be mandatory for teachers responsible for teaching sexuality education in secondary schools. Both schools and the Government should provide adequate resources and incentives for teachers to attend those training. They should also encourage teachers to attend refresher training from time to time, in order to keep abreast of the latest issues and development related to sexuality education, such as online dating, IBSV, online sexual harassment, etc.

5.2.10. One of the recurring themes identified in this Study is that teachers at secondary schools are usually not equipped with proper professional knowledge and skills to teach sexuality education. This is highlighted by the figures that nearly half of the responded schools (47.6%) said their staff who taught sexuality education in 2018/19 school year had NOT taken any professional development course related to the subject.

5.2.11. It is, therefore, recommended that all teachers who are responsible for teaching sexuality education should be required to attend some basic training on the subject matter, given that comprehensive sexuality education covers a wide range of topics across different subjects. Teaching staff should also be encouraged and incentivised by the Government and the school to take relevant professional development courses to broaden the breadth and depth of their knowledge on sexuality education.

Recommendation 4

It is recommended that each school should set up a designated post of sexuality education coordinator, preferably at the rank of Senior Graduate Master/Mistress (SGM), to coordinate and take charge of matters related to sexuality education. The Government should consider providing appropriate funding for schools to set up such position.

5.2.12. This Study found that only a minority of schools (19.3%) said they had created the post of sexuality education coordinator, whereas 6.8% of respondents said they did not designate anyone to coordinate matters related to sexuality education. For most schools, the responsibility of organising or coordinating the implementation of sexuality education lies with their Guidance Master/Mistress.



5.2.13. While Guidance Master/Mistress is usually a senior position at schools that has to take care of a wide range of issues related to counselling and cases and crisis management, they may not have the time and expert knowledge to oversee and coordinate all the sexuality education related classes and activities at schools. For schools that without resources for establishing a designated position, they may consider having a committee comprises of a number of teachers to oversee the matters related to sexuality education.

Recommendation 5

It is recommended that the Government should provide adequate subsidies for schools to hire NGOs to provide on-site sexuality education courses. Funding should also be granted to NGOs to develop innovative methods and up-to-date activities for teaching sexuality education.

5.2.14. This Study also found that NGOs actually play an important and valuable role for implementing sexuality education in secondary schools. As much as 93.1% of responded schools said they had invited external organisation to teach sexuality education in the 2018/19 school year. Among them, a majority (77.8%) invited NGOs to teach sexuality education. Many of the focus group discussants also shared that some NGOs which utilise innovative approaches to implement sexuality education are usually attractive for students, and can lead to better learning outcomes.

5.2.15. Hence, it is suggested that Government should provide adequate subsidies for schools to hire NGOs to provide on-site sexuality education courses. Funding should also be granted to NGOs to develop innovative methods and up-to-date activities for teaching sexuality education.

Recommendation 6

The Government should consider developing, and/or providing funding for developing, a comprehensive set of teaching materials that are structured, up-to-date, available in different media (such as short clips and multimedia/online materials), and categorised into different topics and age groups.

5.2.16. A lack of appropriate teaching materials for sexuality education has long been a concern raised by teachers. It is, therefore, suggested that the Government should consider developing, and/or providing funding for developing, a comprehensive set of teaching materials that are structured, up-to-date, available in different media



(such as short clips and multimedia/online materials), and categorised into different topics and age groups.

Recommendation 7

Funding should be provided to develop sexuality education materials that are tailored for the needs of minority students, such as students with special educational needs (SEN), non-ethnic Chinese (NEC) students, or Lesbian, Gay, Bisexual and Transgender (LGBT) students. For instance, the Government should consider funding NGOs and schools to develop bilingual teaching materials and learning activities that is culturally appropriate for NEC students.

5.2.17. The focus group discussions identified that minority students, such as students with SEN and NEC students, may encounter issues related to sex and relationship that required tailored support. It is thus suggested that the Government should consider funding NGOs and schools to develop programmes and materials to meet the needs of minority students. For instance, the Government should consider funding NGOs and schools to develop bilingual teaching materials and learning activities that is culturally appropriate for NEC students, as well as courses that are tailored for the needs of SEN and LGBT students.

Recommendation 8

It is recommended that support for parents on sexuality education should be enhanced by schools. Schools may consider providing resources on sexuality education compiled by NGOs to parents, discussing with parents the school's vision for sexuality education on occasions like the Parents' Day or meetings of the Parent-Teacher Association, organising workshops to guide parents on how to explain values and behaviours on sexuality to their children, etc.

5.2.18. Finally, delivering comprehensive sexuality education to students will never be successful without the participation of their family. The issues related to students' personal growth and social well-being are not confined to campus, but also at home. Hence, the support of parents is crucial in the process. Schools should therefore consider organising training and activities for parents to disseminate relevant information, knowledge and skills, so that parents will be better equipped to work with schools and play a role in students' sexuality education.

5.2.19. For instance, schools may consider providing resources on sexuality education compiled by NGOs to parents, discussing with parents the school's vision



for sexuality education on occasions like the Parents' Day or meetings of the Parent-Teacher Association, organising workshops to guide parents on how to explain values and behaviours on sexuality to their children, etc. ♦



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Appendices

Appendix 1: Supplementary information of the questionnaire survey

Sample of the questionnaire

簡介

平等機會委員會（平機會）現正進行一項「**本港中學實施全面性教育問卷調查**」，希望收集實證數據，更全面了解本港中學實施性教育的情況，以及校長和教師對性教育的看法。平機會希望藉本調查提出建議，完善推行性教育的策略，以培養年輕人尊重別人和對兩性關係的正向價值觀；長遠而言，達到消除性騷擾和性別歧視的目標。

本問卷對象為貴校**校長**或**負責統籌性教育的教師**，需時約 10 分鐘，並會以不記名的方式進行。本問卷收集所得的資料僅供研究用途，整體的研究結果將以不記名形式供平機會作公開發布及政策倡議之用。

是項調查由平機會委託**精確市場研究中心（研究小組）**以獨立形式進行。懇請貴校能於**2021 年 1 月 8 日或之前**把隨函的紙本問卷填妥，並使用隨函附上的回郵信封或透過電郵（）或傳真（）方式交回研究小組。如您對本調查有任何查詢，歡迎致電與研究小組聯絡。

關於平機會

平機會是一個法定機構，於 1996 年成立，負責執行《性別歧視條例》、《殘疾歧視條例》、《家庭崗位歧視條例》及《種族歧視條例》。委員會致力消除基於性別、婚姻狀況、懷孕、殘疾、家庭崗位及種族而產生的歧視。如欲了解更多有關平機會的工作，請瀏覽本會網站：www.eoc.org.hk。

開始回答本問卷前，請在以下方格打勾☑，以確認您已細閱以上簡介，並明白是次調查的目的及同意參與本問卷調查。

☐ 我已細閱以上簡介，並明白是次調查的目的及同意參與本問卷調查。【必須選擇】

¹ 本問卷所涵蓋的問題較為廣泛，故本問卷採用了「全面性教育（comprehensive sexuality education）」一詞，而不是「性教育（sex education）」。「性教育（sexuality education）」的詳細定義載於第 3 頁。



Introduction

The Equal Opportunities Commission (EOC) is conducting a *“Study on Comprehensive Sexuality Education² in Secondary Schools of Hong Kong”*. Through collecting empirical data, it is hoped that the survey could give a better picture of the implementation of sexuality education in local secondary schools, as well as the views of principals and teachers on the issue. Based on the survey findings, the EOC will provide recommendations to better the implementation strategies of sexuality education, with a view to promoting among young people respect for others and cultivating positive values towards gender relationships. In the long term, the ultimate goal is to eliminate sexual harassment and sex discrimination.

The target of this survey would be the **principal** or **the teacher in charge of coordinating the sexuality education curriculum** of your school. The survey will take about 10 minutes, and is entirely anonymous and confidential. The information collected from this survey would solely be used for research purpose. The findings of the study will be published by the EOC in an aggregate form for policy advocacy.

The EOC has commissioned Consumer Search Hong Kong Limited (the Research Team) to conduct this survey independently. Please kindly complete the questionnaire and return to the Research Team by mail with the enclosed return envelope, or by email to [REDACTED], or by fax at [REDACTED] **on or before 8 January 2021**. If you have any enquiries about this survey, please contact the Research Team at [REDACTED].

About the EOC

The EOC is a statutory body set up in 1996, which implements the Sex Discrimination Ordinance, the Disability Discrimination Ordinance, the Family Status Discrimination Ordinance and the Race Discrimination Ordinance. The EOC works towards the elimination of discrimination on the grounds of sex, marital status, pregnancy, disability, family status and race. For more information about the EOC, please visit our website at www.eoc.org.hk.

Before you start the questionnaire, please check the box below to confirm that you have read the above information, and understand the purpose of the study and agree to participate in this survey.

☐ ₁ I have read the above information. I understand the purpose of the study and agree to participate in this survey. **【Mandatory】**

² Instead of “sex education”, the term “comprehensive sexuality education” is used to include wide-ranging questions under this questionnaire. A detailed definition of sexuality education is provided in the next page.



註：本調查旨在探討中學實施全面性教育 (Comprehensive Sexuality Education) 的情況，故本問卷採用的性教育定義較為廣泛，包括與性有關的生理、心理及社會層面的範疇，例如性行為、性健康、性別平等、性別身分、性傾向、性別認同、兩性關係及價值觀等等。本問卷所述的性教育活動包括在正規課堂（如：通識教育課、生物課）或課外活動中教授的性與性別相關的教育，而不只限於生理方面的生殖知識。

Note: This survey seeks to examine the implementation of comprehensive sexuality education in secondary schools. To this end, the definition of sexuality education adopted by this questionnaire is relatively broad, covering the physiological, psychological and social aspects of sexuality, such as sexual behaviours, sexual health, gender equality, gender roles, sexual orientation, gender identities, gender relationships and values etc. In addition to physiological knowledge of reproduction, sexuality education activities stated in this questionnaire include education related to sexuality or gender taught in formal lessons (e.g. Liberal Studies classes, Biology classes) or during extra-curricular activities.

第一部分：性教育的實施情況

Part One: Implementation of Sexuality Education

有鑒於本港中學早前受「2019 冠狀病毒病」的疫情影響而停課，故本問卷希望了解貴校於2018/19 學年的性教育實施情況。

As classes were suspended in local secondary schools earlier due to the COVID-19 pandemic, this survey seeks to understand the implementation of sexuality education in your school in the 2018/19 school year.

1. 貴校於 2018/19 學年，曾否透過以下正規課堂（不包括早會、班主任課及其他課外活動）向學生教授性教育？（可選多項）

Did your school teach sexuality education in the following formal lessons (assemblies, Form Teacher Periods, and other extra-curricular activities excluded) in the 2018/19 school year? (You may select more than one option)

- ☐ ₁ 有，於獨立成科的性教育課堂中教授
Yes, sexuality education was taught as a separate subject in the curriculum
- ☐ ₂ 有，在不同學科（如：生物課、通識教育科）課堂中教授性教育元素
Yes, elements of sexuality education were included in the classes of different school subjects (e.g. Biology, Liberal Studies)
- ☐ ₃ 沒有在課堂中向學生教授性教育知識【跳至第 5 題】
No sexuality education in classrooms 【Skip to Q5】



2. 貴校於 2018/19 學年，曾在以下哪個學科中教授性教育的知識？（可選多項）

In what subjects did your school impart knowledge of sexuality education in the 2018/19 school year? (You may select more than one option)

初中課程 Junior Secondary Curriculum	高中課程 Senior Secondary Curriculum
<input type="checkbox"/> ₁₁ 科學/綜合科學科 Science/Integrated Science	<input type="checkbox"/> ₂₁ 生物科 Biology
<input type="checkbox"/> ₁₂ 綜合人文科 Integrated Humanities	<input type="checkbox"/> ₂₂ 綜合科學/組合科學科 Integrated Science/Combined Science
<input type="checkbox"/> ₁₃ 生活與社會科 Life and Society	<input type="checkbox"/> ₂₃ 通識教育科 Liberal Studies
<input type="checkbox"/> ₁₄ 通識教育科 Liberal Studies	<input type="checkbox"/> ₂₄ 倫理與宗教科 Ethics and Religious Studies
<input type="checkbox"/> ₁₅ 宗教教育科 Religious Education	<input type="checkbox"/> ₂₅ 科技與生活科 Technology and Living
<input type="checkbox"/> ₁₆ 性教育科 Sexuality Education	<input type="checkbox"/> ₂₆ 健康管理與社會關懷科 Health Management and Social Care
<input type="checkbox"/> ₁₉₇ 其他 Others: _____	<input type="checkbox"/> ₂₇ 性教育科 Sexuality Education
	<input type="checkbox"/> ₂₉₇ 其他 Others: _____

3. 貴校有否自行設定目標，以釐定不同科目中每年教授性教育的課時？

Did your school come up with a target of lesson hours allocated to sexuality education for different subjects per year?

- ☐ ₁ 有 Yes
☐ ₂ 沒有 No

4. 貴校於 2018/19 學年，給予初中及高中的性教育課堂總時數約為（不包括課外活動）：

The total number of teaching hours allocated to sexuality education classes at junior and senior secondary levels in the 2018/19 school year was approximately (extra-curricular activities excluded):

初中（中一至中三）總時數： Junior secondary level (Form 1 to Form 3) Total number of hours:	高中（中四至中六）總時數： Senior secondary level (Form 4 to Form 6) Total number of hours:
<input type="checkbox"/> ₁₁ 初中階段沒有性教育課堂 No sexuality education classes at junior secondary level	<input type="checkbox"/> ₂₁ 高中階段沒有性教育課堂 No sexuality education classes at senior secondary level
<input type="checkbox"/> ₁₂ 5 小時或以下 5 hours or below	<input type="checkbox"/> ₂₂ 5 小時或以下 5 hours or below
<input type="checkbox"/> ₁₃ 6-10 小時 6 to 10 hours	<input type="checkbox"/> ₂₃ 6-10 小時 6 to 10 hours
<input type="checkbox"/> ₁₄ 11-15 小時 11 to 15 hours	<input type="checkbox"/> ₂₄ 11-15 小時 11 to 15 hours
<input type="checkbox"/> ₁₅ 16-20 小時 16 to 20 hours	<input type="checkbox"/> ₂₅ 16-20 小時 16 to 20 hours
<input type="checkbox"/> ₁₆ 21-25 小時 21 to 25 hours	<input type="checkbox"/> ₂₆ 21-25 小時 21 to 25 hours
<input type="checkbox"/> ₁₇ 26-30 小時 26 to 30 hours	<input type="checkbox"/> ₂₇ 26-30 小時 26 to 30 hours
<input type="checkbox"/> ₁₈ 30 小時以上 Above 30 hours	<input type="checkbox"/> ₂₈ 30 小時以上 Above 30 hours



5. 貴校於 2018/19 學年，曾否舉辦以下活動向學生教授性教育（不包括外間機構舉辦的活動）？（可選多項）

Did your school organise any of the activities below to impart knowledge of sexuality education to students (activities conducted by external organisations excluded) in the 2018/19 school year? (You may select more than one option)

- ☐ ₁ 早會講座
Talks in morning assemblies
- ☐ ₂ 班主任課教師分享/討論
Sharing/discussion sessions at Form Teacher Periods
- ☐ ₃ 學校自行舉辦的課外活動（如：戲劇比賽、攤位遊戲、問答比賽等）
Extra-curricular activities organised by your school (e.g. drama contests, game booths, quizzes etc.)
- ☐ ₄ 以小組或個別輔導形式教授性教育
Teaching sexuality education during group or individual counselling sessions
- ☐ ₉₇ 其他 Others: _____
- ☐ ₉₈ 沒有舉辦任何校內活動教授性教育【跳至第 7 題】
Did not organise any activities within the school to teach sexuality education 【Skip to Q7】

6. 在 2018/19 學年內，哪個年級的學生接受過以上第 5 題所列形式的性教育活動？（可選多項）

What grade of students joined the sexuality education activities conducted in the forms listed in question 5 above, in the 2018/19 school year? (You may select more than one option)

- ☐ ₁ 中一 Form 1
- ☐ ₂ 中二 Form 2
- ☐ ₃ 中三 Form 3
- ☐ ₄ 中四 Form 4
- ☐ ₅ 中五 Form 5
- ☐ ₆ 中六 Form 6

第二部分：性教育的人手安排

Part Two: Manpower deployment for sexuality education

7. 貴校有否設立性教育統籌主任一職？

Does your school have the post of sexuality education coordinator?

- ☐ ₁ 有，由學位教師擔任
Yes, the post is taken up by a graduate master/mistress
- ☐ ₂ 有，由高級學位教師或以上職級擔任
Yes, the post is taken up by a senior graduate master/mistress or above
- ☐ ₃ 沒有設立該職位
No such post is being set up



8. 以下哪些教職員曾於 2018/19 學年期間，在校內教授性教育？（可選多項）

Which of the following teaching staff taught sexuality education in your school in the 2018/19 school year? (You may select more than one option)

- ☐ ₁ 校長 Principal
☐ ₂ 副校長 Vice principal
☐ ₃ 訓導老師 Discipline teacher
☐ ₄ 輔導老師 Guidance teacher
☐ ₅ 學科老師 Subject teacher
☐ ₆ 班主任 Form teacher
☐ ₇ 學校社工 School social worker
☐ ₈ 性教育統籌主任 Sexuality education coordinator
☐ ₉₇ 其他 Others: _____
☐ ₉₈ 沒有任何教職員教授性教育 【跳至第 14 題】

None of the teaching staff have taught sexuality education 【Skip to Q14】

	教職員總人數 Total number of teaching staff
9. 貴校於 2018/19 學年曾教授性教育的教職員總人數為： The total number of teaching staff who taught sexuality education in your school in the 2018/19 school year was:	_____
10. 承上題，於 2018/19 學年曾教授性教育的教職員當中，有多少人曾修讀與性教育相關的專業發展課程？ Further to the previous question, how many of the teaching staff who taught sexuality education in the 2018/19 school year have taken professional development courses related to sexuality education?	_____
11. 貴校所有曾修讀與性教育相關專業發展課程的教職員總人數為： The total number of teaching staff who have taken professional development courses related to sexuality education is:	_____

12. 貴校有否規定教職員在教授性教育前，必須修讀與性教育相關專業發展課程？

Does your school require teaching staff to take professional development courses related to sexuality education before teaching sexuality education?

- ☐ ₁ 有 Yes
☐ ₂ 沒有 No



13. 貴校由誰專責統籌/協調學校的性教育課程與實施？(可選多項)

Who is responsible for organising/coordinating the curriculum and implementation of the sexuality education in your school? (You may select more than one option)

- ☐ ₁ 校長 Principal
☐ ₂ 副校長 Vice principal
☐ ₃ 訓導主任 Discipline master/mistress
☐ ₄ 輔導主任 Guidance master/mistress
☐ ₅ 德育及公民教育主任 Moral and civic education master/mistress
☐ ₆ 學校社工 School social worker
☐ ₇ 性教育統籌主任 Sexuality education coordinator
☐ ₈ 由多位教師組成的性教育統籌委員會負責
 An sexuality education organising committee made up of a number of teachers
☐ ₉₇ 其他 Others: _____
☐ ₉₈ 沒有專責人員統籌/協調學校的性教育事宜
 No designated staff to organise/coordinate sexuality education related matters

第三部分：外間機構及家長的角色

Part Three: The role of external organisations and parents

14. 貴校多常使用從以下機構或途徑獲取的性教育教材？

How often would your school obtain teaching materials for sexuality education through the following organisations or channels?

	經常 Always	間中 Often	很少 Seldom	從不 Never
教育局 Education Bureau	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃	<input type="checkbox"/> ₄
衛生署 Department of Health	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃	<input type="checkbox"/> ₄
非政府組織 Non-governmental organisations	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃	<input type="checkbox"/> ₄
宗教團體 Religious groups	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃	<input type="checkbox"/> ₄
教育電視 Education Television (ETV)	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃	<input type="checkbox"/> ₄
其他的網上教材 Other online teaching materials	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃	<input type="checkbox"/> ₄



15. 貴校於 2018/19 學年，有否邀請外間機構向學生教授性教育？

Did your school invite any external organisation to teach sexuality education in the 2018/19 school year?

☐₁ 有 Yes

☐₂ 沒有 No 【跳至第 19 題/Skip to Q19】

16. 承上題，貴校於 2018/19 學年邀請了以下哪類外間機構教授性教育？（可選多項）

Further to the previous question, which of the following external organisations were invited by your school to teach sexuality education in the 2018/19 school year? (You may select more than one option)

☐₁ 衛生署 Department of Health

☐₂ 非政府組織 Non-governmental organisations

☐₃ 宗教團體 Religious groups

☐₉₇ 其他 Others: _____

總時數（小時）

Total number of
teaching hours

17. 貴校於 2018/19 學年，邀請外間機構提供性教育的總時數為：

The total number of teaching hours of sexuality education by the external organisation invited by your school in the 2018/19 school year was:

18. 貴校按甚麼準則去挑選外間機構教授性教育？（可選多項）

What are your school's criteria in selecting external organisations to teach sexuality education? (You may select more than one option)

☐₁ 只會邀請衛生署等政府部門

Only government departments such as the Department of Health would be invited

☐₂ 其他學校教師的評價或推介 Comments or recommendations from other school teachers

☐₃ 機構的宗教背景 Religious background of the organisation

☐₄ 由辦學團體指定 Designated by the sponsoring body

☐₅ 視乎機構的費用 Depends on the fee charged by the organisation

☐₉₇ 其他 Others: _____

19. 您認為貴校家長是否支持學校教授性教育？

Do you think parents are supportive of teaching sexuality education in schools?

☐₁ 非常支持 Very supportive

☐₂ 支持 Supportive

☐₃ 一般 Neutral

☐₄ 不支持 Unsupportive

☐₅ 非常不支持 Very unsupportive



20. 貴校有否為家長提供以下支援，以協助他們向子女教授性教育？（可選多項）

Does your school provide any of the assistance below to parents in order to help them teach sexuality education to their children? (You may select more than one option)

- ☐ ₁ 舉辦研習班，指導家長如何向子女闡述性價值觀與行為
Organise workshops to guide parents on how to explain values and behaviours on sexuality to their children
- ☐ ₂ 向家長派發學校性教育的課程資訊
Distribute information on the sexuality education curriculum in your school to parents
- ☐ ₃ 向家長派發性教育教材，讓他們在家向子女教授性教育
Distribute teaching materials on sexuality education to parents for teaching sexuality education to their children at home
- ☐ ₄ 向家長提供非政府組織的性教育資源
Provide resources on sexuality education compiled by non-governmental organisations to parents
- ☐ ₅ 在家長日或家長教師會等場合，與家長討論學校的性教育理念
Discuss with parents your school's vision for sexuality education on occasions like the Parents' Day or meetings of the Parent-Teacher Association
- ☐ ₉₇ 其他 Others: _____
- ☐ ₉₈ 沒有提供任何與性教育相關的支援
No support related to sexuality education is provided

第四部分：性教育的課程內容

Part Four: Curriculum for Sexuality Education

21. 貴校於 2018/19 學年的性教育課程或活動中，有否涵蓋以下課題？（可選多項）

Were the following topics covered in the sexuality education curriculum or activities of your school in the 2018/19 school year? (You may select more than one option)

	有，由校內教師教授 Yes, taught by <u>internal</u> <u>teaching staff</u>	有，由外間機構教授 Yes, taught by <u>external</u> <u>organisations</u>	沒有教授 No
青春期 Puberty	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
自我形象及自我認識 Self-image and self-concept	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
性別角色及定型 Gender roles and stereotypes	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
友誼、戀愛及求愛 Friendship, dating and courtship	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
愛與迷戀 Love and infatuation	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃



處理性衝動 Handling sex drives	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
生育、避孕與家庭計劃 Birth, birth control and family planning	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
性與大眾傳媒 Sex and the mass media	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
性騷擾 Sexual harassment	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
性侵犯與性暴力 Sexual assault and sexual violence	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
性病與愛滋病 Sexually transmitted disease and AIDS	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
性、法律與倫理 Sex, law and ethics	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
性傾向與性別認同 Sexual orientation and gender identities	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
性方面的知情同意 Sexual informed consent	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃

22. 貴校於 2018/19 學年的整體課程中，有否觸及以下的平等機會議題？（可選多項）

Did the general curriculum of your school touch upon the following topics of equal opportunities in the 2018/19 school year? (You may select more than one option)

	有，由校內教師教授 Yes, taught by <u>internal</u> teaching staff	有，由外間機構教授 Yes, taught by <u>external</u> organisations	沒有教授 No
性別歧視 Sex discrimination	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
懷孕歧視 Pregnancy discrimination	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
婚姻狀況歧視 Marital status discrimination	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
家庭崗位歧視 Family status discrimination	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
殘疾歧視 Disability discrimination	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
種族歧視 Race discrimination	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃
平機會的角色與職能 EOC's roles and functions	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃



23. 您有否閱讀過以下與性教育課程相關的文件？

Have you ever read the documents below related to sexuality education?

	有 Yes	沒有 No
聯合國教科文組織《國際性教育技術指導綱要》 The International Technical Guidance on Sexuality Education published by the UNESCO	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂
香港教育署《學校性教育指引 1997》 The Guidelines on Sex Education in Schools 1997 published by the Hong Kong Education Department	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂
《德育及公民教育課程架構》 The Moral and Civic Education Curriculum Framework	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂
教育局課程文件（包括通識教育科、生物科、倫理與宗教科等） Curriculum documents issued by the Education Bureau (such as Liberal Studies, Biology, Ethics and Religious Studies etc.)	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂

24. 承上題，您認為以下文件對設計性教育課程有多大幫助？

Further to the previous question, to what extent do you think the following documents are helpful in designing the sexuality education curriculum?

	非常有幫助 Very helpful	頗有幫助 Quite helpful	一般 Fair	幫助不大 Not very helpful	完全沒有幫助 Not helpful at all	不清楚 I don't know
聯合國教科文組織 《國際性教育技術指導綱要》 The International Technical Guidance on Sexuality Education published by the UNESCO	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃	<input type="checkbox"/> ₄	<input type="checkbox"/> ₅	<input type="checkbox"/> ₉₆
香港教育署 《學校性教育指引 1997》 The Guidelines on Sex Education in Schools 1997 published by the Hong Kong Education Department	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃	<input type="checkbox"/> ₄	<input type="checkbox"/> ₅	<input type="checkbox"/> ₉₆
《德育及公民教育課程架構》 The Moral and Civic Education Curriculum Framework	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃	<input type="checkbox"/> ₄	<input type="checkbox"/> ₅	<input type="checkbox"/> ₉₆
教育局課程文件 （包括通識教育科、生物科、倫理與宗教科等） Curriculum documents issued by the Education Bureau (such as Liberal Studies, Biology, Ethics and Religious Studies etc.)	<input type="checkbox"/> ₁	<input type="checkbox"/> ₂	<input type="checkbox"/> ₃	<input type="checkbox"/> ₄	<input type="checkbox"/> ₅	<input type="checkbox"/> ₉₆



第五部分：您對性教育的意見

Part Five: Your views on sexuality education

25. 您認為貴校在推行性教育時遇到的主要困難是甚麼？（可選多項）

What do you think are the major difficulties encountered by your school in the implementation of sexuality education? (You may select more than one option)

- ☐ ₁ 中學課程太緊湊，沒有時間
No time for it as the secondary school curriculum is already jam-packed
- ☐ ₂ 性教育屬低優先次序
Sexuality education has a low priority
- ☐ ₃ 性教育並非文憑試評核科目
Sexuality education is not an assessment subject in the HKDSE Examination
- ☐ ₄ 缺乏足夠的教學資源
A lack of sufficient teaching resources
- ☐ ₅ 缺乏有系統或合適的教材
A lack of structured or appropriate teaching materials
- ☐ ₆ 政府提供的支援或津貼不足以增聘人手
A lack of government support or subsidies for hiring extra manpower
- ☐ ₇ 教師不願意或未有足夠準備教授性教育
Teachers are reluctant or not prepared to teach sexuality education
- ☐ ₈ 教師缺乏有關培訓
A lack of relevant training for teachers
- ☐ ₉ 學校的宗教背景為性教育設限
The religious background of the school is a barrier to sexuality education
- ☐ ₁₀ 家長不希望學校提供性教育
Parents do not wish the school to provide sexuality education
- ☐ ₁₁ 學生對性教育不感興趣
Students are not interested in sexuality education
- ☐ ₉₇ 其他 Others: _____
- ☐ ₉₈ 沒有遇到任何困難 No difficulties are encountered



26. 您希望政府能如何從政策方面，幫助學校教授性教育？（可選多項）

How do you want the Government to help schools conduct sexuality education from the aspect of policy? (You may select more than one option)

- ☐ ₁ 要求教授性教育的教師，修讀局方認可的性教育課程
Require teachers who are assigned to teach sexuality education to take courses on sexuality education accredited by the Education Bureau
- ☐ ₂ 更新現有的學校性教育指引
Revise the existing guidelines on sexuality education in schools
- ☐ ₃ 為性教育在不同學科中訂下建議授課時數
Set recommended lesson hours for sexuality education in different school subjects
- ☐ ₄ 廣泛向家長及公眾宣傳性教育的重要
Widely promote the importance of sexuality education among parents and the general public
- ☐ ₉₇ 其他 Others: _____
- ☐ ₉₈ 政府不需要在政策方面提供任何協助
The Government does not need to provide any assistance from a policy perspective

27. 您希望政府能如何從提供資源方面，幫助學校教授性教育？（可選多項）

How do you want the Government to help schools conduct sexuality education from the aspect of provision of resources? (You may select more than one option)

- ☐ ₁ 提供更多性教育專業發展課程的名額
Increase the number of places available for professional development programmes on sexuality education
- ☐ ₂ 資助及提供誘因鼓勵教師修讀性教育相關課程
Provide funding and incentives to encourage teachers to take relevant courses on sexuality education
- ☐ ₃ 資助招聘代課教師，鼓勵學校讓更多教師修讀需時較長的性教育課程
Provide funding for hiring replacement teachers, in order to encourage schools to allow more teachers to take up longer hours of courses on sexuality education
- ☐ ₄ 為學校提供全面及不同媒體的性教育教材
Provide schools with comprehensive teaching materials on sexuality education in different media
- ☐ ₅ 資助學校聘請非政府組織提供到校的性教育課程
Subsidise schools to hire non-governmental organisations to provide on-site sexuality education courses
- ☐ ₆ 提供資源為學校設立性教育統籌主任一職
Provide resources to set up the post of sexuality education coordinator in schools
- ☐ ₇ 提供資源支援家長在家為子女教授性教育
Provide resources to support parents impart knowledge about sexuality to their children at home
- ☐ ₉₇ 其他 Others: _____
- ☐ ₉₈ 政府不需要在資源方面提供任何協助
The Government does not need to provide any assistance from a resources provision perspective



28. 您認為現時中學的性教育是否足夠？

Do you think sexuality education in secondary schools is sufficient currently?

- ☐ ₁ 非常足夠 Very sufficient
- ☐ ₂ 足夠 Sufficient
- ☐ ₃ 一般 Fair
- ☐ ₄ 不足夠 Insufficient
- ☐ ₅ 非常不足夠 Very insufficient

29. 您認為政府或社會能如何進一步推廣性教育？【可自由填寫】

How do you think the Government or society can further promote sexuality education?
【Optional】

第六部分：受訪學校資料

Part Six: Particulars of your school

30. 貴校為：

Your school is a:

- ☐ ₁ 男校 Boys' school
- ☐ ₂ 女校 Girls' school
- ☐ ₃ 男女校 Co-educational school

31. 貴校的資助模式是：

The funding mode of your school is:

- ☐ ₁ 官立 Government school
- ☐ ₂ 資助 / 津貼 Aided/subsidised school
- ☐ ₃ 直資 Direct Subsidy Scheme school
- ☐ ₄ 私立 Private school
- ☐ ₅ 其他 Others: _____



32. 貴校的宗教背景為：

The religious background of your school is:

- ☐ ₁ 沒有宗教背景 No religious background
☐ ₂ 基督教 Christianity
☐ ₃ 天主教 Catholicism
☐ ₄ 佛教 Buddhism
☐ ₅ 道教 Taoism
☐ ₆ 伊斯蘭教 Islam
☐ ₉₇ 其他 Others: _____

於 2018/19 學年，

In the 2018/19 school year,

總人數Total number

33. 貴校教職員總人數為：

The total number of teaching staff in your school was:

34. 貴校學生總人數為：

The total number of students in your school was:

35. 貴校的非華語學生人數為：

The number of non-Chinese speaking students in your school was:

36. 貴校有特殊教育需要 (SEN) 學生人數為：

The number of students with special educational needs in your school was:

37. 您的身分是

You are a:

- ☐ ₁ 校長 Principal
☐ ₂ 副校長 Vice principal
☐ ₃ 訓導老師 Discipline teacher
☐ ₄ 輔導老師 Guidance teacher
☐ ₅ 學科老師 Subject teacher
☐ ₆ 班主任 Form teacher
☐ ₇ 學校社工 School social worker
☐ ₈ 性教育統籌主任 Coordinator for sexuality education
☐ ₉ 其他老師 Other teacher
☐ ₉₇ 其他 Others: _____

~ 問卷完 ~

~End of questionnaire~

感謝您抽空填寫本問卷，您的參與將對本研究調查有莫大的幫助。更多有關性騷擾的資訊，您可瀏覽平機會的預防性騷擾資源庫（網址：<https://goo.gl/xDwO3e>）。

Thank you for completing this survey. Your participation would be tremendously helpful to our research. To learn more about sexual harassment, you may refer to the EOC's **Anti-Sexual Harassment Resources** (website: <https://goo.gl/xDwO3e>).



Information of respondents of the questionnaire

Q30. Your school is a:

		Frequency	Valid Percent
Valid	Boys' school	13	6.4%
	Girls' school	20	9.9%
	Co-educational school	170	83.7%
	Total	203	100.0%

Q31. The funding mode of your school is:

		Frequency	Valid Percent
Valid	Government school	23	11.3%
	Aided/subsidised school	156	76.8%
	Direct Subsidy Scheme school	19	9.4%
	Private school	5	2.5%
	Total	203	100.0%

Q32. The religious background of your school is:

		Frequency	Valid Percent
Valid	No religious background	93	45.8%
	Christianity	57	28.1%
	Catholicism	41	20.2%
	Buddhism	5	2.5%
	Taoism	4	2.0%
	Others	3	1.5%
	Total	203	100.0%

	Mean	Median	Std. Deviation
Q33. The total number of teaching staff in your school was:	63.6	60	17.167
Q34. The total number of students in your school was:	674.08	700	218.141
Q35. The number of non-Chinese speaking students in your school was:	27.58	2	102.502
Q36. The number of students with special educational needs in your school was:	64.53	50	49.827

Q37. You are a: (multiple answers allowed)

	Frequency	Percent of Cases*
Principal	40	19.7%
Vice principal	18	8.9%
Discipline teacher	6	3.0%
Guidance teacher	83	40.9%
Subject teacher	14	6.9%
Form teacher	6	3.0%
Coordinator for sexuality education	19	9.4%
Other teacher	7	3.4%
Others	29	14.3%

*As respondents of the questionnaire can hold more than one positions at school, the percentage total of this table may therefore exceed 100%.



Qualitative responses to Q29 of the questionnaire

29. How do you think the Government or society can further promote sexuality education?

1.	1. Inviting celebrities like famous teenage actors and actresses to act as ambassadors to promote sex education. 2. Building up online resource banks which can be easily accessible. 3. Providing more related workshops and talks for parents in the community.
2.	1. Produce more teaching materials (both Chinese and English); 2. Produce more multimedia resources, especially microfilms, video around 20-25 mins which could be used to arouse discussion. Guided questions or even teaching plans would be much welcomed by teachers.
3.	1. 家計會有很多適合學生及家長的資料及支援，但政府並未有好好利用。 2. 坊間亦有很多團體舉行相關活動但費用高昂。 3. 政府應著手於家長教育及資助學生舉辦活動。
4.	Organize more free of charge sex education program for school to choose
5.	Provide Professional Development and workshops on sexuality education. Funding and incentives to encourage teachers to take relevant courses
6.	Sexuality education should be carried out in Primary education so that students and parents will get used to it
7.	上行下效，政府應該有清晰的推廣性教育指引，劃為常規課節，學生須上一定的課時。
8.	公眾宣傳以教育大眾，這方面在近年比較不足，過往如港台拍攝製作的"性本善"頗有價值，卻沒有繼續製作。教育局可製作更多教材套，讓中小學使用，性教育應從小做起
9.	制定課程指引，提供額外資源，舉辦培訓活動，指定老師須接受相關培訓
10.	多些教育宣傳，短片；電視/媒體教育節目
11.	多向公眾宣傳及推廣，在中小學設指定課時教授與性教育相關的課題，每2年做一次檢討成效和修正
12.	大眾文化及傳媒有責任傳遞正確價值觀，政府在這方面需要有更好的政策。
13.	定出課時指引會讓學校可以撥出更多時間進行性教育
14.	廣泛向大家宣傳性教育
15.	建議學校在每級設立有系統的性教育課程
16.	建議政府可多作宣傳及舉辦活動，及/或規定學校每年在活動或課程中加入若干時數的性教育內容。



17.	性教育不該只在學校層面進行，該是在社會大眾以及風氣著手。老師在課堂所說的，都不及大眾傳媒所顯示的影響學生。另外，亦可從價值觀方面入手，開宗明義般進行性教育活動頗令老師同學反感，例：可以分析網上騙案，然後再探討為何事主願意在陌生人面前脫衣，他/她對性的價值是什麼？
18.	性教育應從家長教育為始，建議在幼稚園開始教導家長正確的性教育觀念。中學課程甚為緊湊，宜在課堂以外邀請不同團體（切合疫情）在每級教授相關知識，這樣會更專業及到位（活動形式更佳）
19.	性教育設為必需教授科目
20.	推廣家庭價值教育
21.	提供到校支援服務
22.	提供更新及貼近現時需要的性教育教材
23.	提供資源予學校，如設立資源網，以統整所有性教育的機構與項目
24.	政府大力推動、支援更多非政府組織機構到校提供多方面的性教育講座
25.	政府應向家長進行公眾教育及增加學校於性教育方面的教學資源。
26.	政府應增加撥款給學校靈活運用於性教育（如師資人手，購買教材，編寫課程，聘請校外機構到校提供性教育課程等。）政府及平機會在性教育方面除了要關注歧視問題，亦必須關注逆向歧視問題，這樣社會才能有真正的開放接納不同價值觀和聲音，成為真正的多元文化社會。政府（特別是教育局及衛生署），平機會以及相關機構，除了選擇使用 comprehensive sexuality education 外，應參考及檢視外國 CSE 的推行成效（包括青少年的身心健康，墮胎率，性病感染等）， CSE 是否應在香港大力推行，還是可考慮以貞潔觀念為基礎的性教育課程，應更切合青少年的身心發展和需要。
27.	政府應正視如何改善互聯網世界和手機色情資訊氾濫的情況，青少年隨時隨地能接觸到，即使有性教育，學生（特別是男生）能抗拒氾濫色情資訊嗎？
28.	有建議課程及教授時數
29.	現時在學校除了要教導學科知識外，也要推行德育及公民教育、生涯規劃、健康教育、全方位學習等。如要發展性教育，其他內容就要減省。教育局可以好好規劃的。
30.	納入常規課程，但不設評核準則
31.	資源增撥：1.提供更多性教育專業發展課程的名額、2.資助及提供誘因鼓勵教師修讀性教育相關課程、3.資助招聘代課教師，鼓勵學校讓更多教師修讀需時較長的性教育課程、4.為學校提供全面及不同媒體的性教育教材、5.資助學校聘請非政府組織提供到校的性教育課程、6.提供資源為學校設立性教育統籌主任一職



Appendix 2: **Supplementary information of the focus group interviews**

Composition of the focus group interviews

Group	Group Composition
Group 1	Principals of local secondary schools other than the three types of “special” schools as listed in Group 4
Group 2	Teachers from local secondary schools (who are responsible for implementing sexuality education at their respective schools)
Group 3	Teachers from local secondary schools (who are responsible for implementing sexuality education at their respective schools)
Group 4	Principals/teachers who are from (i) special schools, (ii) schools with at least 100 or above students with Special Educational Needs (SEN), or (iii) schools with at least 100 or above non-Chinese speaking students
Group 5	NGO workers/school social workers who work on sexuality education related projects in Hong Kong



Appendix 3: Acronyms and abbreviations

AC	Australian Curriculum
CSE	Comprehensive sexuality education
COVID-19	Coronavirus disease 2019
EDB	Education Bureau
eTeens Programme	Empowered Teens Programme
EOC	Equal Opportunities Commission
GY Programme	Growing Years Programme
HPE	Health and Physical Education
HIV	Human immunodeficiency virus
IBSV	Image-based sexual violence
KLAs	Key Learning Areas
LegCo	Legislative Council
LGBT	Lesbian, gay, bisexual and transgender
LSBE	Life skills-based education
MOE	Ministry of Education
MCE	Moral and civic education
NEC	Non-ethnic Chinese
NGO	Non-governmental organisation
Ofsted	Office for Standards in Education, Children's Services and Skills
PSHE	Personal, social and health education
PwD	Persons with disabilities
RSE	Relationships and Sex Education
SDO	Sex Discrimination Ordinance
STI	Sexually transmitted infection
SEN	Special educational needs
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund



平等機會委員會
EQUAL OPPORTUNITIES COMMISSION



FULL REPORT