

EDUCATION COMMISSION

REPORT NO 4

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**November 1990
Hong Kong**

EDUCATION COMMISSION

REPORT NO 4

**THE CURRICULUM AND BEHAVIOURAL
PROBLEMS IN SCHOOLS**

**November 1990
Hong Kong**

MEMBERSHIP OF THE EDUCATION COMMISSION

Upon the expiry of its third term of office, the Commission was re-appointed for the period 1 January to 31 December 1989, and again for the period 1 January to 31 December 1990. Its membership since 1 January 1989 has been as follows -

- Chairman - The Hon Rita Fan Hsu Lai-tai, OBE, JP (from 1 January 1990)
Dr Sir Quo-wei Lee, CBE, JP (1 January - 31 December 1989)
- Vice - Secretary for Education and Manpower (The Hon K Y Yeung, JP: from 1 July 1989;
Mr R G B Bridge, CBE, JP: 1 January - 30 June 1989)
- Ex officio - Chairman, Board of Education (Mr Timothy Ha Wing-ho, MBE, JP: from 1 January
1990;
The Hon Rita Fan Hsu Lai-tai, OBE, JP: 1 July - 31 December 1989)
- Chairman, University and Polytechnic Grants Committee
(Mr Andrew Li Kwok-nang, QC, JP)
- Chairman, Vocational Training Council
(The Hon Stephen Cheong Kam-chuen, CBE, JP)
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(Mr N W H Macleod, JP: from 1 March 1989; Mr J F Yaxley, CBE, JP: 1 January -28
February 1989)
- Director of Education
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- Secretary - Principal Assistant Secretary for Education and Manpower
(Ms Anne Shepherd : from 1 January 1990;
Mr A R Wells : 1 January - 31 December 1989)

TERMS OF REFERENCE
OF THE EDUCATION COMMISSION

The terms of reference of the Commission are as follows -

- (a) to define overall educational objectives, formulate education policy, and recommend priorities for implementation having regard to resources available;
- (b) to co-ordinate and monitor the planning and development of education at all levels; and
- (c) to initiate educational research.

2. In carrying out these tasks, the Commission is to co-ordinate but not seek to direct the work of the Board of Education, the University and Polytechnic Grants Committee and the Vocational Training Council.

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List of abbreviations

A level	Advanced level
AAT	Academic Aptitude Test
AM	Assistant Masters/Mistresses
AS level	Advanced Supplementary level
BoE	Board of Education
CDC	Curriculum Development Council
CDI	Curriculum Development Institute
CM	Certificated Masters/Mistresses
D of E	Director of Education
ECR 1	Education Commission Report No. 1
ECR 2	Education Commission Report No. 2
ECR 3	Education Commission Report No. 3
ED	Education Department
EP	Educational Psychologist
ERE	Educational Research Establishment
HKATs	Hong Kong Attainment Tests
HKCEE	Hong Kong Certificate of Education Examination
HKEA	Hong Kong Examinations Authority
HKSS	Hong Kong Sea School
HT	Head Teacher
ILE	Institute of Language in Education
IRS	Intensive Remedial Services
JSEA	Junior Secondary Education Assessment
POA	Primary One Admission
RRC	Revised Resource Classes
RTC	Resource Teaching Centres
SEM	Secretary for Education and Manpower
SGO	Student Guidance Officer
SGT	Student Guidance Teacher
SSEE	Secondary School Entrance Examination
SSPA	Secondary School Places Allocation
SSW	School Social Worker
ST	Senior Teacher
SWD	Social Welfare Department
TRA	Target-related assessment based on criterion-referencing principles
UPGC	University and Polytechnic Grants Committee

CHAPTER 1 : INTRODUCTION

1.1 INTRODUCTION

1.1.1 In this our fourth report, the Education commission is concerned mainly with examining, in the context of nine years of free and compulsory education, the curriculum and behavioural problems in schools. We think it would be helpful to begin by outlining the Government's strategy for the development of education in the 1990s.

1.2 THE GOVERNMENT'S EDUCATIONAL STRATEGY FOR THE 1990S

1.2.1 The development of education in Hong Kong over the past two decades has been characterised by a substantial and rapid increase in opportunities for subsidised basic education. The provision of places will shortly reach a level which is able to meet demand, except for the tertiary education sector. Accordingly, the Government in 1989 reviewed its strategy for the development of public sector education in the 1990s and, with the endorsement of Executive Council, this was announced by the Governor in his Address to the Legislative Council in October that year.

1.2.2 Insofar as tertiary education is concerned, the plans endorsed by Executive Council in 1988 envisage a growth in first-year, first-degree places from about 7% of the appropriate age group at that time to about 15% by the turn of the century. However, the circumstances of the 1990s require a further increase in the provision of such places at an earlier date. These factors include the continuing shift from manufacturing into knowledge-intensive service industries and, within manufacturing itself, the shift out of manual assembly into higher value-added production. These shifts increase the demand for better educated manpower, but meeting that demand is made more difficult in the 1990s by emigration. In 1989, therefore, the Government decided as a

matter of priority not only to bring forward its 1988 targets but also to raise them substantially. The Government now aims to provide, by 1994-95, sufficient places for not less than 18% of the appropriate age group. Put another way, whereas the current provision of places is sufficient to accommodate only one out of three matriculants, by 1994-95 four out of five matriculants will be able to take up first degree courses at our tertiary education institutions.

1.2.3 Insofar as education in schools is concerned, the Government has already achieved free and compulsory education at primary (1971) and junior secondary (1979) levels. By the mid 1990s, there will be sufficient places at senior secondary level and in the technical institutes to accommodate 95% of all Secondary 3 leavers. In short, the Government will soon reach its targets in respect of the provision of places. This expansion of the public sector of secondary education during the late 1970s and 1980s was made possible initially by buying places from private schools some of which were less than satisfactory. This has inevitably affected the quality of the basic education provided in schools, whilst the transformation of a relatively selective school system to one that provides education for all has led to a decline in average standards. Efforts have been made to improve the quality of basic education, to raise the standard of the better bought place schools, to replace bought places in sub-standard private schools with purpose-built and well-equipped aided schools, to revise and update the common core curriculum to bring it into line with community needs^{*}, and to improve the training of teachers. But much more needs to be done, particularly in the fields of curriculum development, support services and teacher education.

^{*} By introducing subjects such as computer studies and design and technology.

1.2.4 The Government's strategy, therefore, is to expand the provision of first degree places at the tertiary education level without sacrificing quality, on the one hand, and to seek to improve the quality of the education we provide in our schools, on the other. We consider this strategy to be sound.

1.3 BACKGROUND TO OUR INVESTIGATIONS

1.3.1 Given that the Government is determined to expand the provision of first degree places in the tertiary education sector, it is essential that we seek to improve the quality of the education that we provide in our school system. In previous reports we have recommended some improvements to the Secondary 4 to 7 curricula. In this report we will concentrate on the quality of education covered by the compulsory system at Primary 1 to Secondary 3.

1.3.2 In July 1986, before the publication of our second report, we agreed to undertake a study of the problems arising from the introduction in 1979 of nine years of free and compulsory education. The study was to focus on two aspects of the school system, both of which had given rise to continuing public concern. They are, first, the appropriateness of the common core curriculum for students of differing abilities and, secondly, behavioural problems in our schools. Other tasks prevented us from pursuing this work immediately. We were concerned with the publication of and public consultation on our third report. Meanwhile we sought public comment on the subject areas to be covered by this report. It was not until late 1989 that we were able to begin our study in earnest.

1.3.3. One consequence of the introduction of free and compulsory education was the need to develop a common core curriculum. This was foreseen as early as 1974 and reflected in the White Paper on the Development of Secondary Education published that year. The common core curriculum was

introduced in the late 1970s. It has played an important part both in defining the scope of public sector education and in maintaining a degree of homogeneity in the school system. Nevertheless, it is becoming increasingly clear that the common core curriculum has become somewhat fragmented and, while catering reasonably well for the majority of students, does not meet the needs of those at the extremes of the range of abilities. There is also a need to review the way in which the curriculum is developed and delivered (Chapters 2 and 4).

1.3.4 The expansion of the school system, from a relatively selective system to one that caters for about a million children, has also had the effect of transferring the behavioural problems of young people from other environments into schools. While we believe that behavioural problems in schools are well within the capability of trained teachers to cope with, we are nevertheless concerned over the rising incidence of these problems* and their tendency to be concentrated in some schools. Behavioural problems take many forms, ranging from minor breaches of discipline to serious criminal offences. Although they are not an unusual phenomenon, what is relatively new in our experience is the manifestation of these problems in schools and the effect they have on learning. We will therefore consider school-based measures to tackle these problems more effectively (Chapter 3).

1.3.5 In developing proposals and measures for improving the curriculum and for tackling behavioural problems, we were conscious of the complementary nature of both types of measures. We firmly believe that measures which improve the environment for learning will help to reduce the level of

* For a more detailed description of the problems, see Annex 1A.

unruly and delinquent behaviour, while the availability of an adequate level of counselling and guidance will help students to benefit more fully from their education.

1.3.6 In addition to these major issues, we have taken the opportunity to deal with certain other related problems, some of which are the subject of great controversy. These include -

- (a) the problems associated with assessing the performance of students and how this might be done more effectively (Chapter 5);
- (b) the problems associated with the delivery of curriculum through a mixing of languages, and how these could be resolved (Chapter 6).

We have also -

- (c) planned for the introduction of unisessional schooling at Primary 5 and 6 (Chapter 7); and
- (d) made a recommendation in regard to corporal punishment (Chapter 8).

1.3.7 Our discussions and our recommendations have been based on the following principles. First, we believe firmly that the existing policy of providing nine years of free and compulsory education should be maintained. Secondly, because this school system embraces the entire relevant age group, it should provide the education best able to meet the varying abilities and interests of the children within it. Thirdly, standards should be raised over time, by promoting improvements in learning and teaching, as well as in the monitoring and assessment of outcomes.

1.4 FUTURE TASKS

1.4.1 Having advised on improvements to the quality of education in schools in this report, mainly in relation to the curriculum, our next task will be to study the problems affecting the teaching profession. Many of these are closely linked to the concerns of this report but in our view require treatment in a separate report. This will address issues such as the future supply of teachers, their education and training, and the way in which these services are delivered. Following ECR 5 we will take stock and decide where our next priorities lie.

1.5 ACKNOWLEDGEMENTS

1.5.1 During the course of our study, we conducted a visit to Singapore (in February 1989), and Japan and South Korea (in November 1989). We visited schools in Hong Kong and held panel discussion with principals., teachers and guest speakers (a list of schools visited and panel speakers is at Annex 1B). We also received over 50 submissions from the public on our areas of study (a list of these is at Annex 1C). We would like to express our gratitude to all concerned for their contributions.

1.5.2 The work of the Commission has involved many hours of discussion at meetings which have had to be accurately recorded. In addition to the preparation of a large number of working papers, the writing up of this report has been a major task in itself. We would like to record our gratitude to our Secretariat for their skilful and patient efforts on our behalf.

CHAPTER 2 : CURRICULUM DEVELOPMENT

2.1 INTRODUCTION

2.1.1 In this chapter we review briefly the structure of the common core curriculum and the initiatives that have been introduced to improve its quality. We then identify the problems associated with the curriculum itself and the means by which it is developed. Central to our findings and recommendations is the need to create a full-time body of professionals dedicated to curriculum development.

2.1.2 The focus of this chapter was foreshadowed in our third report where we supported the medium term proposals, made by Education Department (ED) and endorsed by the Board of Education (BoE), for improving the system for developing school curricula. The most important of these was to establish a Curriculum Development Council (CDC), served by the Advisory Inspectorate of ED, with coordinating committees for each level of education and for textbook matters (Section D in Chapter 5 of ECR 3 refers). We agreed that the new arrangement should be reviewed in 1992. As for the long term proposals that an independent body might be established for curriculum development or that the Hong Kong Examinations Authority (HKEA) might assume responsibility for this work, we agreed with the BoE that consideration of these proposals should be postponed. We undertook to publish a monograph on curriculum development in the two or three years following ECR 3. We found, however, that as we progressed in our investigation of curricular problems, we could not properly consider the curriculum without also considering the curriculum development process. Accordingly, we have brought forward the review of curriculum development and included it in this report.

2.2 THE EXISTING CURRICULUM

(a) Structure

2.2.1 Established policy for the public sector of education provides that the curriculum should be broadly common to all students. It should engage the interest, as far as possible, of children of different ability. The common core curriculum has thus been designed for students of all abilities at primary and junior secondary level. The idea is that all students study the same subjects and certain core areas in each subject. The common core curriculum is not a strait-jacket but rather a broad and balanced framework within which subject syllabi are continually developed. Schools are not compelled to use the common core curriculum. They are and will remain free to interpret and vary the syllabi, and to use teaching methods best suited to the needs of their students.

2.2.2 The common core curriculum for mainstream primary and junior secondary education is shown below -

Primary curriculum*

Chinese
English
Mathematics
Primary science
Health education
Social studies
Music
Physical education

Junior secondary curriculum

Chinese
English
Mathematics
Science
Social studies/Geography/History/EPA
Chinese history
Music
Physical education

* For primary schools adopting the Activity Approach, the three General Subjects Primary Science, Health Education and Social Studies are generally taught through an integrated approach. Recently, the CDC has concluded that the integration of these subjects should be encouraged in schools which have not adopted the Activity Approach.

Primary curriculum

Art and craft

Junior secondary curriculum

Art and design

Home economics/Design and technology

Ethical/religious education

2.2.3 Pre-vocational schools follow a curriculum which at Secondary 1 to 3 draws about 40% of its content from practical and technical subjects, such as those listed below -

Commercial

Office practice

Book-keeping

Typewriting

Commercial knowledge

Retail merchandising

Practical/Technical

Engineering science

Metalwork

Technical drawing

Electrical studies

Automobile repairs

Textiles

Printing

Accommodation and catering services

Fashion and clothing

Construction

Material fabrication

The remaining 60% of the curriculum is similar to that of other junior secondary classes.

(b) Initiatives

2.2.4 Against the structure that we have described we are aware that the ED, on the advice of the CDC, have initiated a number of measures designed to improve the quality of the common core curriculum. These are briefly described below.

(i) Activity Approach

2.2.5 The integration of subject content into themes is a common practice in primary schools using the Activity

Approach. This is a less formal approach to learning which aims to promote active and self-initiated learning through purposeful activities conducive to the all-round development of the child. In line with the 1981 White Paper on Primary Education and Pre-primary Services, various grants have been given to schools to encourage them to adopt the Activity Approach. These grants enable schools to buy the furniture and equipment necessary to establish a setting more conducive to this approach and to produce the necessary teaching and learning aids. In addition, every year a grant is given for the purchase of art materials, reading materials and so forth to facilitate more creative learning activities in class.

2.2.6 In 1987, in collaboration with the Chinese University of Hong Kong, the Educational Research Establishment (ERE) of the ED conducted an evaluation of the Activity Approach at Primary 1 to Primary 3 levels. They found that students' interest and participation in learning increased, and that students' academic achievements were comparable to those of students in schools not using the Activity Approach. They also found that, in the lower ability group, the Activity Approach helped students to learn better.

2.2.7 Notwithstanding the usefulness and the benefits on the Activity Approach, its impact on primary education has been limited, since only 36% of classes at junior primary level use this approach. In the remaining classes, subjects are still taught separately.

(ii) Subject Integration

2.2.8 There have been a number of attempts to promote the integration of subjects in schools. Some examples at secondary level include the introduction of Integrated Science in 1973 and Social Studies in 1975.

2.2.9 Integrated Science, since its introduction in 1973 has proved to be very popular in schools particularly at

Secondary 1 and Secondary 2 levels. This is demonstrated by the fact that about 98% of secondary schools offer Integrated Science at these levels. At Secondary 3 level, however, about 40% of schools revert to teaching Biology, Chemistry and Physics as separate subjects. Principals and teachers apparently believe that students wishing to study Science at senior secondary level and beyond do better to switch to separate Science subjects at Secondary 3.

2.2.10 In contrast, Social Studies, which was introduced two years later in 1975, has not been so well received. Only around 20% of secondary schools offer the subject. We understand that there are two reasons for this. First, many schools believe that the Hong Kong Certificate of Education Examination (HKCEE) results of their students who switch to separate subjects at Secondary 4 will be adversely affected if Social Studies, rather than the separate component subjects, is taught at junior secondary level. Secondly, teachers find Social Studies difficult to teach since it is a multi-disciplinary subject in nature while their education, especially at the tertiary level, has been confined to one or two disciplines. Thus, principals have difficulty in finding suitable teachers willing to teach this subject.

2.2.11 Despite the problems which have been encountered in promoting subject integration, we believe that there are several advantages to be gained through such integration. These are -

- (a) through integration, related areas of learning now taught separately under different subject disciplines may be grouped together. The reduction in the number of subjects taught provides schools with more flexibility and curriculum "space" to design their school programmes and to accommodate cross-curricula subjects, such as environmental or civic education, should they so wish;

- (b) teaching may be readily related to students' experience through integrated studies. Students should therefore find these studies more interesting and relevant than a compartmentalised subject-based curriculum; and
- (c) integrated studies draw knowledge from different subjects into a cohesive whole and can more readily apply it to practical examples. Since, as required in real life, students learn to solve problems using experience from different areas, they can learn more effectively.

(iii) The School-based Curriculum Project Scheme

2.2.12 This scheme was introduced in 1988 and aims to encourage schools, by means of grants, to adapt the centrally designed curriculum to suit the specific needs of their students. In the school year 1988-89 around \$659,000 was spent on developing 35 programmes in kindergartens, primary and secondary schools. In 1989-90 another \$847,000 has been committed to 54 programmes. However, due to the pressure of public examinations in Hong Kong few teachers apply the scheme to academic subjects. The majority are inclined to produce teaching materials rather than to develop curricula to meet the needs of students. Since it is only a small scale improvement scheme, its impact on curriculum development has been marginal.

2.3 PROBLEM AREAS

(a) Introduction

2.3.1 Our review of the structure of the common core curriculum and the various improvements that have been made has led us to conclude that it has served Hong Kong reasonably well. It provides for curriculum continuity

between different levels of education and ensures consistency of practice in schools. It thus minimises adjustment problems associated with students transferring from one school to another, and from one level of education to another. Nevertheless we have identified a range of problems which need to be addressed. These problems can be broadly grouped into two categories. There are, first, those which arise primarily from the nature and suitability of the curriculum and, secondly, those which relate to the means by which curriculum is developed and supported.

(b) Nature and suitability of the curriculum

2.3.2 The common core curriculum does not adequately meet the needs of some students, particularly those at either end of the ability range. Neither does it help students who are unmotivated or who are more inclined towards practical subjects. We consider that students with different aptitudes should be educated in different ways, and would therefore like to see alternative curricula being made available for these students. This subject is dealt with in Chapter 4.

2.3.3 Turning, now, to the problems affecting students who can benefit from the common core curriculum, the range of discrete subjects offered is too wide and this results in fragmentation and compartmentalisation of the curriculum. This may be attributable, at least in part, to pressure for introducing new content into existing subjects or for introducing new subjects. This pressure is to some extent inevitable, but clearly there is a need to balance this pressure against what the students can reasonably cope with. The answer, we believe, lies in pursuing further the integration of subjects at both primary level and junior secondary level where this is feasible.

2.3.4 We also consider that there is inadequate curriculum material and guidance to support the various initiatives that the ED has launched in the past. With an

enhanced level of support the impact of these and other initiatives could be much greater.

(c) The means of curriculum development

(i) Introduction

2.3.5 A description of the way in which the Advisory Inspectorate of the ED develops curriculum with the support and advice of the CDC is set out in Annex 2A. We see three major problems. First, there is no clear delineation of responsibility for curriculum policy matters between the central Government, on the one hand, and the ED and its advisers, on the other. Consequently, the responsibility for addressing curriculum problems is not discharged by any single body. Secondly, the CDC does not have a status commensurate with its important role in education and is, moreover, not as representative as it should be in spite of its size. Thirdly, at the implementational level there is no full-time professional body which concentrates on curriculum development and innovation. We discuss each of these points below.

(ii) Delineation of responsibilities

2.3.6 We are concerned that at present there is no clear delineation of responsibility in curriculum matters. We envisage that, in future, there will be two clearly defined levels of responsibility. The Secretary for Education and Manpower (SEM) will be responsible for putting major policy issues to the Commission and, together with our advice, to Executive Council. This central and strategic level would be responsible for -

- (a) laying down and keeping under review the basic aims for education at different levels;
- (b) formulating policies and programmes, and recommending priorities;

- (c) seeing how the education/vocational training systems function, and coordinating them where necessary;
- (d) securing resources; and
- (e) ensuring that value for money is achieved.

2.3.7 The implementational level, represented mainly by the Director of Education (D of E) and the Director of Technical Education and Industrial Training, would take on directions that may issue from the central level and be responsible for implementing these in their particular areas. Also at the implementational level, the Secretary of the University and Polytechnic Grants Committee (UPGC) will process requests from Government, made through SEM, for the UPGC's advice.

2.3.8 We understand that, in a separate study carried out within the Government Secretariat, the need for a clear delineation of responsibility between SEM and D of E in respect of all educational matters was confirmed. We welcome this.

(iii) Curriculum Development Council

2.3.9 Earlier we mentioned our concern that the CDC does not have a status commensurate with the important advisory role it plays in education. Given the leading position of the curriculum in influencing education, and thus the importance of its development in relation to the public examinations system, we consider that the CDC should be upgraded and its membership reviewed. Given too the need to maintain a balance between curriculum development and the public examination system, we also consider that the relationship between the CDC and the HKEA should be further strengthened.

(iv) Full time professional body

2.3.10 As described in Annex 2A, the Advisory Inspectorate of the ED develops curriculum and assesses teachers through school inspections. While we accept the need for this link, the way in which it is currently maintained has certain inherent drawbacks. Given that the two tasks are housed in the same Division of the ED, there is no clearly defined core of professionals dedicated to curriculum development work on a full time basis. When inspectors are required to give priority to their inspection and administrative duties, curriculum development programmes invariably suffer. More importantly, we consider that there is a conflict between the work of assessing the performance of teachers, on the one hand, and the work of designing curriculum and advising teachers on its implementation, on the other. We believe firmly that these two functions should be separated, and that the function of developing curriculum should be vested in a separate body operating full time.

2.3.11 We considered carefully whether this body should be independent or be part of the Government. Some Members argued that curriculum development was a process requiring a great deal of creativity and flexibility and that as such it should not be subject to constraints imposed by Government procedures. Other Members, however, held the view that an independent body would not have the important link with schools which the ED currently maintains. On balance, we consider that a Curriculum Development Institute (CDI) should be set up as a new division of the ED. The advantage of this arrangement is that while the CDI will be granted a high degree of autonomy and accorded sufficient flexibility to carry out its work, current links with schools will be maintained by virtue of the CDI being a part of the ED.

2.4 PROPOSALS

2.4.1 We believe that our primary objective must be to create, as soon as practicable, a more effective means to

develop and support curriculum. To this end we recommend the creation, in 1992-93, of a CDI as a Division of the ED. We envisage that the CDI will have the following features.

2.4.2 First, it will be accorded sufficient flexibility, in terms of financial and staffing resources, to review, initiate and support curriculum development. Accordingly, we recommend that it should be given a one-line vote in the ED Head of Expenditure. We also recommend that it should be able to employ, through open recruitment on contract terms, professionals from amongst both civil servants and experienced people from outside the civil service. We envisage that, ultimately, 60% of the posts will be filled through open recruitment*. Under this arrangement the CDI would be able to benefit from a regular infusion of new blood and new ideas to sustain the creativity and innovativeness required for good curriculum development.

2.4.3 Secondly, we recommend that the CDI should have the following main functions -

- (a) serving the CDC as its Secretariat;
- (b) curriculum planning, including research, experimentation, innovation and evaluation;

* The CDI, to be headed by an Assistant Director of Education recruited openly, will have some 160 staff of which around 110 will be professionals and 45 clerical and general grade staff. It is envisaged that initially about two-thirds of the posts to be filled by open recruitment will be taken up by existing members of the Advisory Inspectorate. It is estimated that in three or four years time, when many of the civil servants concerned will have retired, all of these posts will be filled by contract officers recruited openly. The proportion of open posts will be reviewed on a regular basis. The staff required for developing the framework of attainment targets and target-related assessments is not included since the development of such a framework is still subject to policy approval.

- (c) providing and updating curriculum guides and subject syllabi;
- (d) developing resource materials and managing resource centres;
- (e) liaising with the HKEA, the ED Advisory Inspectorate and teacher training institutions on the development and evaluation of the curriculum; and
- (f) reviewing textbooks and providing resource library services.

We visualise that in performing these functions the CDI will cooperate with the many professional educational bodies that are actively engaged in curriculum development.

2.4.4 Thirdly, the CDI will have a structure and organisation as set out in Annex 2B. The tasks of the seven sections in the CDI are outlined in Annex 2C.

2.4.5 We believe that the CDI will provide a more effective means of examining curricular problems and issues. With respect to those we have identified in Sections 2.2 and 2.3 above, we recommend that the CDI should take up the following tasks -

- (a) to promote the adoption and use of the Activity Approach more extensively, together with the application of adequate incentives* ;
- (b) to facilitate the further integration of subjects at primary and junior secondary levels;

* We envisage that, in addition to whatever the CDI might devise, incentives in the form of reading materials, class grants, material and equipment grants, study project grants, etc. will be required. Details are at Annex 2D.

- (c) to examine the feasibility of introducing a modular curriculum* at the junior secondary level; and
- (d) to consider, following completion of (b) and (c), the balance of the common core curriculum in terms of the range of subjects to be covered in our system of free and compulsory education.

2.4.6 Subject to other curricular recommendations made elsewhere in this report being accepted, we also recommend that the CDI should deal with the following tasks, namely -

- (a) to develop the curricula and provide materials to suit the needs of students at both ends of the ability range (Chapter 4);
- (b) to further the development of the framework of attainment targets and target-related assessments recommended in Chapter 5;
- (c) to examine the feasibility of introducing a Mastery Learning** programme;
- (d) to develop the curriculum material necessary to support secondary schools in the process of adapting to the medium of instruction they have

* A modular curriculum contains a number of units of study called modules which are self-contained and have short-term objectives. This approach has several advantages including that of flexibility: core modules may be supplemented by complementary modules for the less able and extension modules for high achievers. Moreover, topics such as information technology or tourism which do not fit into traditional disciplines may be taught through modules as part of certain subject groups.

** For a description of Mastery Learning, see paragraphs 5.7.18 to 5.7.20 in Chapter 5.

chosen, particularly in respect of those which choose the Chinese language (Chapter 6).

2.4.7 In paragraph 2.3.9 we suggested that the CDC should be upgraded, its membership reviewed and its relationship with the HKEA be further strengthened. We recommend in this regard that the following action be taken -

- (a) reconstituting the CDC to become a free-standing committee appointed by the Governor to advise the Government through the D of E on curriculum development;
- (b) revising the membership of the CDC to include not only those representing the educational field as at present, but also those representing employers and parents; and
- (c) ensuring that the size of the membership of the new CDC is manageable.

2.5 FINANCIAL IMPLICATIONS

2.5.1 The additional expenditure involved in setting up the CDI is estimated as follows (\$ million at current prices) -

	<u>1992-93</u>
<u>Recurrent</u>	
Staff costs	24.99
Production consumables	0.60
Library resources	0.20
Administration costs	<u>3.00</u>
	28.79
 <u>Non-recurrent</u>	
Audio visual equipment, computer and office equipment	2.82

It is not possible to estimate the running costs of the CDI in subsequent years because at this stage the scope and scale of curriculum development work to be carried out has not yet been established.

2.5.2 The recurrent expenditure involved in the proposal to provide further incentives, from 1992-93 onwards, to encourage more schools to adopt the activity approach is estimated as follows (\$ million at current prices) -

	<u>1992-93</u>	<u>93-94</u>	<u>94-95</u>	<u>95-96</u>	<u>96-97</u>	<u>97-98</u>
Committed funds	4.30	4.58	4.87	5.16	5.45	5.74
Proposed additional funds	5.72	6.34	6.97	7.59	8.21	8.84
Total	10.02	10.92	11.84	12.75	13.66	14.58

2.6 SUMMARY OF RECOMMENDATIONS

2.6.1 In summary, we recommend that -

- (a) a CDI be created in 1992-93 as a Division of the ED (paragraph 2.4.1);
- (b) the CDI should be given a one-line vote in the ED Head of Expenditure (paragraph 2.4.2);
- (c) the CDI should be able to employ, through open recruitment on contract terms, professionals from amongst both civil servants and experienced people from outside the civil service (paragraph 2.4.2);
- (d) the CDI should have the following main functions -
 - (i) serving the CDC as its Secretariat;

- (ii) curriculum planning, including research, experimentation, innovation and evaluation;
 - (iii) providing and updating curriculum guides and subject syllabi;
 - (iv) developing resource materials and managing resource centres;
 - (v) liaising with the HKEA, the ED Advisory Inspectorate and teacher training institutions on the development and evaluation of the curriculum;
 - (vi) reviewing textbooks and providing resource library services (paragraph 2.4.3);
- (e) the CDI should take up the following tasks -
- (i) to promote the adoption and use of the Activity Approach more extensively, together with the application of adequate incentives;
 - (ii) to facilitate the further integration of subjects at primary and junior secondary levels;
 - (iii) to examine the feasibility of introducing a modular curriculum at the junior secondary level;
 - (iv) to consider, following the completion of (ii) and (iii), the balance of the common core curriculum in terms of the range of subjects to be covered in our system of free and compulsory education;

- (v) to develop the curricula and provide materials to suit the needs of students at both ends of the ability range (Chapter 4);
 - (vi) to further the development of the framework of attainment targets and target-related assessments recommended in Chapter 5;
 - (vii) to examine the feasibility of introducing a Mastery Learning programme;
 - (viii) to develop the curriculum material necessary to support secondary schools in the process of adapting to the medium of instruction they have chosen, particularly in respect of those which choose the Chinese language (Chapter 6) (paragraphs 2.4.5 to 2.4.6); and
- (f) with regard to the CDC -
- (i) it be reconstituted to become a free-standing committee appointed by the Governor to advise the Government through the D of E on curriculum matters;
 - (ii) its membership be revised to include not only those representing the educational field as at present, but also those representing employers and parents;
 - (iii) ensure that the size of its membership is manageable (paragraph 2.4.7).

CHAPTER 3 : SPECIAL EDUCATIONAL PROVISION: SUPPORT SERVICES IN SCHOOLS

3.1 INTRODUCTION

3.1.1 In Chapter 2, we said that compulsory education has meant that the education system has to cater for students with a wide range of abilities, interests and needs. Clearly, each child's physical, mental and emotional development is subject to different hereditary and environmental factors. While most students may be grouped by age and taught in regular classes following a common curriculum, there is a proportion for whom the education provided for their peers is not wholly suitable. They need special educational provision to help them overcome any learning or behavioural problems they may have.

3.1.2 Special educational provision is defined differently in different countries. In the United Kingdom, for example, following the Warnock Report on Meeting Special Educational Needs^{*}, any extra help which must be given to a child, either temporarily or permanently, to prevent or overcome an educational handicap is seen as special provision, wherever it is provided. The concept of special education is, therefore, quite wide and thus too the notion of children who might need it. The report recommended that the distinction between special and remedial education should be dropped and the assumption should be that perhaps as many as one child in five might need special educational help at some stage during his school career.

3.1.3 In Hong Kong, we generally define students who need special educational provision as those who have one or more of the following characteristics -

^{*} Published in 1978, the report contains the findings of the Committee of Enquiry into Education of Handicapped Children and Young People.

- (a) physically disabled, including the deaf and the blind;
- (b) mentally handicapped;
- (c) maladjusted, including emotionally disturbed;
- (d) academically unmotivated;
- (e) with severe learning difficulties;
- (f) academically less able; and
- (g) academically gifted.

We estimate that these students make up around 14% of the school population receiving compulsory education. The needs of those in the first three groups could have been considered in this report but we felt that the subject was important and large enough to merit a separate report. We note, moreover, that the provision of services for the above groups of children falls into two different programme areas. We therefore confine our attention in this report to the needs of students in the last four groups the policy for which rests with SEM.

3.1.4 Apart from the special educational provision given to the groups mentioned above, special educational provision in the form of support services is available to any student who has learning, emotional or behavioural problems, at some stage during his schooling. These support services comprise counselling and guidance.

3.1.5 Through our study of the curriculum and of behavioural problems and our many discussions with people interested and involved in education, we have come to agreement on the following points -

- (a) all students, whatever their academic ability, should be provided with opportunities for guidance and counselling throughout their school career; and
- (b) students with different interests, abilities and aptitudes should be offered education best suited to their needs and abilities.

3.1.6 We believe that the above can be most effectively addressed through -

- (a) the development of a school-based system of support; and
- (b) the provision of special education opportunities in both mainstream schools and separate institutions.

In this chapter, we will be looking at those special support services which are available to all students whatever their academic ability. In the next chapter we will examine those services which are provided to groups of students to meet particular educational needs.

3.2 MEASURES TO HELP STUDENTS WITH LEARNING, EMOTIONAL OR BEHAVIOURAL PROBLEMS

- (a) Current situation

3.2.1 As mentioned earlier, any student, whatever their academic ability, may encounter learning, emotional or behavioural problems from time to time. They will need appropriate guidance and counselling to help them to learn more effectively and to overcome their emotional and behavioural problems.

3.2.2 School social work services are provided in primary and secondary schools. In the former, they are provided by Student Guidance Officers (SGOs) of ED who are teachers

having undergone training* in guidance and counselling. They provide guidance to students and their parents, organise preventive programmes** in schools and investigate cases where students are thought to have dropped out with a view to persuading them to return to school. The current manning ratio is 1 SGO: 3000 students in the urban area and 1 SGO to 2000 students in the rural areas. The cases handled by SGOs relate mainly to learning problems (see Annex 3A). When more difficult cases involving family or social problems are encountered, SGOs may refer them to the Family Services Unit of the Social Welfare Department (SWD).

3.2.3 In secondary schools, guidance services are provided by guidance teachers, with professional support from school social workers (SSWs) of voluntary agencies and the SWD. The services are designed to help students in their academic, personal, social and emotional development. A group of teachers, led by the guidance teachers, undertake guidance and counselling work and assist in the organization of activities of a developmental or preventive nature. Starting in 1982, one additional teacher was added to the establishment of standard Government and aided secondary schools for strengthening guidance and counselling work including careers advice. More complicated cases involving family or social problems may be referred by the guidance teachers to the SSWs. The SSWs assist students to understand and resolve their problems, to make the most of their educational opportunities

* Pre-service training comprises a four month full-time course which includes fieldwork in schools over a 10 week period. This course is followed by part-time training of five months in the organisation of preventive programmes and student support groups. In addition a 10 month part-time refresher course programme is available for experienced SGOs.

** Programmes in the form of seminars, talks and groups etc, which are conducive to the establishment and development of desirable and socially acceptable attitudes and habits, good human relationships, moral conduct and a sense of responsibility in society.

as well as to prepare them for adult life. The manning ratio is 1 SSW : 3000 students.

3.2.4 We believe that the professional support provided by the social workers is essential for SGOs and guidance teachers. The existing arrangement for making referrals to professionals outside the school system should be continued. We note that SWD has conducted a review of social work in both primary and secondary schools this year. An interim report was completed in July. it contained recommendations on SSWs but in relation to SGOs the Review Committee decided to await the outcome of our report before producing its final report.

3.2.5 At both primary and secondary levels, Educational Psychologists (EPs) are available on a referral basis to -

- (a) diagnose students' intellectual, educational and psychological problems;
- (b) provide professional support for students with learning and/or behavioural problems or for those who are gifted; and
- (c) provide assistance through professional advice and support to teachers, SGOs and parents.

There are currently 26 posts of EPs in ED and 9 posts in special schools in the aided sector.

- (b) Whole School Approach

3.2.6 While the professional support provided by EPs, social welfare organisations, and relevant staff of ED are essential, we are mindful of the fact that all teachers play a vital part in helping students to recognise and overcome their problems. Being in the front line, teachers are often in a better position to identify students in need of help and

to offer initial assistance. Teachers, however, require the leadership of the school heads and the full support of the management, to create a positive environment in the schools in which students' problems are responded to in a positive and constructive manner. For example, by providing developmental and constructive programmes* to facilitate personal development, social adaptation and adjustment in school. We call this the "whole school approach". We note that some schools have already adopted this approach and that it is proving successful. We would like to encourage more schools to follow suit and therefore recommend the adoption in Hong Kong of the whole school approach whereby all teachers in a school actively participate in assisting students to resolve their developmental problems.

3.2.7 We also note that many schools have, on their own initiative, already introduced various programmes to encourage good behaviour in a positive way amongst their students. These include programmes which help students improve their relationship with their peers and their sense of responsibility; schemes which generate and enhance self-confidence and a positive attitude among students; and merit recording systems, whereby teachers award merit cards to students who have behaved well. We welcome these school-based programmes and would like to see them continue

* Developmental programmes aim at meeting the different needs of students at various stages of their development. Examples include orientation programmes for Secondary 1 students to enable them to adjust to their new school environment, and programmes on study and career choices for higher form students to help them plan for their future.

Constructive programmes aim at promoting students' self-acceptance and self-awareness, and developing healthy relationships between teachers and students. For example, students will be involved in the drawing up of regulations and rules to be observed in class, in the setting of common goals and considering how these goals can be achieved through teacher-student cooperation.

and extended. Accordingly, we recommend that resources be provided for schools to extend these programmes.

3.2.8 Our examination of the whole school approach and school-based programmes leads us to conclude that support services in schools should be school-based as far as possible. This is particularly important in view of the varying characteristics and needs of individual schools. In considering the problems relating to SGOs in primary schools, guidance teachers in secondary schools and EPs, we have borne these important points in mind.

(c) Student Guidance Officers

(i) Wastage

3.2.9 The wastage rate* for SGOs over the past three years has increased steadily from 15.2% in 1986-87 to 16.9% in 1987-88 and 20.1% in 1988-89. Compared to the wastage rate for primary teachers of 5.0% in 1986-87, 6.1% in 1987-88 and 6% in 1988-89, these rates are high. The ED has not been able to provide the guidance service to all primary students in Hong Kong despite the recruitment of about 40 SGOs each year over the past five years. As at March 1990 about 88000 students or 17% of the primary student population were not covered by the scheme and only 191 out of the full establishment of 235 posts, were filled. As fewer experienced Certificated Masters/Mistresses (CM) are interested in becoming SGOs, ED has found it necessary to recruit an increasing number of fresh graduates from the Colleges of Education to fill vacancies. This has implications for both the quality and effectiveness of the student guidance service.

* This means the rate at which SGOs leave the guidance service.

3.2.10 We note that for each case the SGO will need to interview the student and consult his or her parents and teachers. Home visits may also be conducted before appropriate guidance is given. This process is time-consuming and might take anything from a few months to over a year. SGOs also organise student support groups and preventive programmes and man ED's hot line for suicidal cases in primary schools.

(ii) Demand

3.2.11 Coupled with the problems outlined above is that of increased demand for the student guidance service. In addition to the demand for full coverage of primary schools, a marked increase in student problems in individual schools has been detected. A survey conducted by ED in 1985 revealed that teachers estimated about 5% of primary students needed guidance. In a second ED study in 1989, this figure rose to 12%. The Student Guidance Scheme provides a valuable service but is unable to meet demand.

(iii) Implementation of the Whole School Approach

3.2.12 We note that the problems faced by primary students are mostly related to or manifested in their learning. For this reason we endorse ED's view that guidance work in primary schools should continue to be carried out by teachers who have received the necessary training. As pointed out in paragraph 3.2.6, under the whole school approach we envisage that guidance will be provided in schools by school-based guidance teachers working with other teachers.

3.2.13 As a first step in implementing this approach, we recommend that most of the SGO posts in ED be transferred gradually to schools as additional posts to enable school heads to choose one of their teachers to serve as the Student Guidance Teacher (SGT). Given the heavy workload and range of responsibilities which student guidance work involves, we

recommend that SGTs should be experienced teachers who have received the necessary training. (See paragraph 3.2.21) In addition to handling individual cases, the SGT will coordinate school support services and advise and help teachers to assist their students. Through this approach, we believe we can provide better quality support service for more students.

3.2.14 We considered carefully whether these posts should be at CM or Assistant Master/Mistress (AM) level. We decided against the option of providing schools with CM posts to enable school heads to release one of their AMs to serve as a SGT. This is because all the existing AMs already have specific duties, and could not take on guidance work as well. We therefore recommend that the posts to be provided to schools for SGTs be ranked at AM level. If this recommendation is accepted, ED will monitor whether the additional posts are used as intended for the whole school approach. If they are not, the posts should be withdrawn. If, however, a teacher at CM level were chosen by the school head to be the SGT, there should be no automatic promotion for that teacher to AM level. The teacher would have to gain five years' experience, at least two of which as a SGT, before being promoted. If he then reverted to teaching, he would not be allowed to retain the AM salary if there were no vacant AM posts in the school.

3.2.15 We discuss next two options for manning ratios for SGTs. The first is to provide one SGT to each standard school by improving the manning ratio from 1:3000 in the urban areas and 1:2000 in the rural areas to 1:1800 in 1992 and, after mixed-mode schooling* is implemented in most

* The mixed-mode approach is one in which students from primary 1 to Primary 4 attend school for half a day only, while students in Primary 5 and Primary 6 attend school for the whole day.

schools, to 1:1350 in 1998*. Schools with fewer students could continue to be served by SGOs centrally provided by ED who should be ranked at AM level. Under this option, the total number of SGTs and SGOs would be increased from 235 to 363 after eight years. 300 of these would be based in schools while 63 would remain with ED.

3.2.16 The second option is for one SGT to be shared by two or more schools under the same sponsoring body. The manning ratio would be changed to 1:2500 in 1992. This is in line with the average of the current manning ratio for the urban and rural areas. The ratio would be further improved to 1:1350 from 1996 ahead of the full implementation of mixed-mode schooling. Schools under the same sponsoring body with a student population of less than 2500 would be served by SGOs from ED or share one SGT employed by the sponsoring body. The number of SGTs and SGOs under this option would be increased from 235 to 363 in 1996. It would cost additionally \$0.65 million in 1992 and \$37.86 million upon full implementation. For both options, therefore, the number of SGOs and SGTs could ultimately be 63 and 300 respectively upon full implementation under the same manning ratio of 1 : 1350.

3.2.17 We consider that the first option is better since each standard school would have its own SGT right from the start. However, it would be expensive. We therefore recommend, as a first step, that the second option be adopted. It also has the advantage of flexibility whereby the sponsoring body may deploy SGTs in response to the varying needs of schools.

* A standard 24-classroom school building operated bisessionally with 48 classes has 1800 students. With the introduction of mixed-mode operation, such a school will have 36 classes and 1350 students. The ratio of one SGT for every standard 24-classroom school will apply to these existing schools and the new design 30-classroom schools which will have 42 classes and 1575 students.

3.2.18 To allow for a smooth transition, we recommend that the rate of implementation of the second option be dependent initially on the vacant posts in the Student Guidance Section and subsequently on the natural wastage rate of serving SGOs. Although we cannot predict the precise implementation rate, based on a 15% wastage rate we envisage that it will take around 7 years for this option to be fully implemented (illustrated at Annex 3B).

3.2.19 We recommend that a review be conducted half way towards full implementation, ie in 1994, to assess whether the second option adequately meets students' needs and to consider whether or not the improved manning ratio of 1: 1350 should be adopted.

3.2.20 In keeping with the whole school approach, we recommend that SGTs should be made directly responsible to the schools they serve and/or to the sponsoring bodies concerned. This would enhance team work between SGTs and other teachers in the schools, and remove the mutual suspicion occasionally found between SGOs and schools at present.

3.2.21 Since the school heads may not be able to provide specialist professional support and training to SGTs, we recommend that the support and training elements of the Student Guidance Section in ED be strengthened. We note that ED envisages that a total of 15 additional posts will be required (Annex 3C refers). These posts should be created as and when necessary.

3.2.22 The professional support staff would provide support and advice to SGTs, visit them in schools to help them handle difficult cases, and offer professional supervision and support to the SGOs. They would monitor the implementation of the whole school approach following the introduction of school-based SGTs. They would also organize regular meetings for SGTs and SGOs to discuss problems of

common concern and seminars on topics of interest. The training staff would provide training to the additional SGTs and SGOs and in-service training to assist primary school teachers in adopting the whole school approach.

3.2.23 Through our examination of this subject, we have learned that the existing delineation of policy responsibility for the provision of student guidance service in schools is somewhat unsatisfactory. While Education and Manpower Branch controls resources for funding and creating posts, the Student Guidance Scheme is part of the School Social Work service for which the policy responsibility currently rests with Health and Welfare Branch. We think that the introduction of SGTs provides an opportunity to rationalise the situation. We recommend that the Government examine the question of policy responsibility between the two branches with a view to removing any duplication or confusion. At the same time the existing links between ED and SWD should be retained so that primary school cases involving family problems can continue to be referred to SWD and voluntary agencies as necessary.

3.2.24 The additional expenditure involved in implementing our recommendations for SGOs/SGTs are shown below (\$ million at current prices) -

<u>1991-92</u>	<u>92-93</u>	<u>93-94</u>	<u>94-95</u>	<u>95-96</u>	<u>96-97</u>	<u>97-98</u>	<u>98-99</u>
-1.51	0.65	3.10	9.28	13.77	27.87	37.86	37.86

(d) Guidance Teachers

3.2.25 We note that a survey carried out by ED in 1987 revealed two major shortcomings in the development of guidance services in secondary schools. These were the lack of training opportunities for guidance teachers and the lack of resource support for them. In response to the findings, the following training options have been developed -

- (i) In-service Certificate/Diploma Courses on counselling and Guidance run by the Extra-mural Studies Departments of the University of Hong Kong, the Chinese University of Hong Kong and the Hong Kong Polytechnic. An average of about 114 places are provided each year;
- (ii) a two-year part-time Master of Arts Programme in Education (Counselling) run by the Chinese University of Hong Kong. There are 12 places on this course each year;
- (iii) a two-year part-time course leading to a Master of Education (with one elective on educational guidance) run by the University of Hong Kong. There are about 12 places on this course each year; and
- (iv) a refresher course run by the Northcote College of Education for serving secondary school teachers, one elective of which is on Counselling and Guidance. About 30 teachers take this elective each year.

3.2.26 As a result of these courses, we envisage that the number of trained guidance teachers could be increased from the current 155 to about 500 in 1992. We note that the policy aim is that there should be at least one teacher trained in counselling and guidance in every secondary school in Hong Kong.

3.2.27 In relation to the post-graduate courses at the universities, we understand that although the institutions would like to offer full-time courses, this has not been possible. This is because teachers are given no financial support to undertake courses locally. They are only able therefore to attend part-time courses. The problem is that sometimes the course programmes are not compatible with the

cycle timetable used in some schools. This means that some teachers have found it difficult to attend their lectures. The question of granting study leave and teacher training in general will be addressed in our next report on the teaching profession.

3.2.28 In respect of the lack of resource support for guidance teachers, we note that in July 1988 a Guidance Teacher Resource Centre was established by ED. At this centre, an advisory service is provided for guidance teachers and a library with materials on guidance work is available for these teachers' use. The centre is well used by guidance teachers. The Special Projects Section of the CDI (Chapter 2 refers) will also produce additional materials for use by these teachers.

3.2.29 These training and resource support measures are encouraging. But we believe that more should be done to improve the training given to guidance teachers. We therefore recommend that -

- (i) the guidance and counselling element in courses at the Colleges of Education be strengthened;
- (ii) more training opportunities for lecturers in guidance at the Colleges of Education be provided; and
- (iii) resources be provided for ED to commission the local tertiary institution to offer more courses and places in guidance and counselling.
- (e) Educational psychologists (EP)

3.2.30 As mentioned in paragraph 3.2.5, there are 26 EP posts in ED and 9 EP posts in aided special schools. In August this year one third of these posts was vacant. Another 38 EPs will be required over the next decade to extend the

Schools Support Scheme* which started in 1986 and aims to help students with behavioural problems in secondary schools. In order to meet the needs of existing services, the Schools Support Scheme and other committed services in the Rehabilitation Programme Plan, the existing vacancies need to be filled and the 61 additional EPs provided - ie a total of 86 EPs. The projected demand for EPs up to 1997-98 is shown at Annex 3D.

3.2.31 The additional staff costs for the additional EPs is estimated as follows (\$ million at current prices) -

<u>1991-92</u>	<u>92-93</u>	<u>93-94</u>	<u>94-95</u>	<u>95-96</u>	<u>96-97</u>	<u>97-98</u>	<u>98-99</u>	<u>99-00</u>	<u>00-01</u>
1.62	4.40	7.17	9.94	12.72	15.49	18.27	20.39	21.09	21.09

3.2.32 We note that there is a shortage of EPs in Hong Kong and at present only an average of four EPs graduate each year from the University of Hong Kong. There also are three Government training scholarships granted to EPs for overseas courses. There is clearly a need to increase the number of training places in Hong Kong for EPs. We recommend that the Government should explore with the tertiary institutions in Hong Kong means to overcome these problems with a view to expanding local training for EPs. In this regard, we note that in response to a request by SEM, the UPGC has approved the proposal by University of Hong Kong to introduce a degree of Master of Education (School Psychology) from 1991-92 with an annual intake of 12 students.

* The Schools Support Scheme is aimed at strengthening the guidance service in secondary schools by providing professional support and assistance to guidance teachers and teachers dealing with disruptive pupils in a positive manner. It also aims at introducing preventive techniques to teachers so as to build up a healthy environment which is conducive to learning. The pilot for this scheme was operated by a team of EPs and was completed in 1988. An overall evaluation of the scheme was then carried out and the results indicate that support from EPs was welcomed by schools.

3.3 SUMMARY OF RECOMMENDATIONS

3.3.1 In summary, we recommend that -

- (a) the adoption in Hong Kong of the whole school approach whereby all teachers in a school actively participate in assisting students to resolve their developmental problems (paragraph 3.2.6);
- (b) resources be provided for schools to extend various programmes to encourage good behaviour in a positive way amongst their students (paragraph 3.2.7);
- (c) most of the SGO posts in ED be transferred gradually to schools as additional posts to enable school heads to choose one of their teachers to serve as a SGT. The SGTs should be experienced teachers who have received the necessary training; (paragraph 3.2.13);
- (d) the posts to be provided to schools for SGTs be ranked at AM level (paragraph 3.2.14);
- (e) to implement the whole school approach one SGT be shared by two or more schools under the same sponsoring body. The manning ratio of 1:2500 should be adopted as an initial step in 1992 (paragraph 3.2.17);
- (f) the rate of implementation of the above recommendation be dependent initially on the vacant posts in the Student Guidance Section and subsequently on the natural wastage of serving SGOs (paragraph 3.2.18);
- (g) a review be conducted in 1994 to assess whether the proposal of sharing one SGT between two or

more schools under the same sponsoring body adequately meets students' needs and to consider whether the improved manning ratio of 1:1350 should be adopted (paragraph 3.2.19);

- (h) SGTs should be directly responsible to the schools they serve and/or to the sponsoring bodies concerned (paragraph 3.2.20);
- (i) the support and training elements of the Student Guidance Section in ED be strengthened (paragraph 3.2.21);
- (j) the Government examine the question of policy responsibility between the Health and Welfare Branch and Education and Manpower Branch with a view to removing any duplication or confusion. At the same time the existing links between the SWD and ED should be retained so that primary school cases involving family problems can continue to be referred to the SWD and voluntary agencies as necessary (paragraph 3.2.23);
- (k) the guidance and counselling element in courses at the Colleges of Education be strengthened (paragraph 3.2.29);
- (l) more training opportunities for lecturers in guidance at the Colleges of Education be provided (paragraph 3.2.29);
- (m) resources be provided for the ED to commission the local tertiary institutions to offer more courses and places in guidance and counselling (paragraph 3.2.29); and
- (n) the Government should explore with the tertiary institutions in Hong Kong means to expand local training opportunities for EPs (paragraph 3.2.32).

CHAPTER 4 : SPECIAL EDUCATIONAL PROVISION : **EDUCATION ENHANCEMENT MEASURES**

4.1 INTRODUCTION

4.1.1 In this chapter, we consider the special educational provision made for particular groups of students to meet their specific educational needs. These groups, which are not necessarily discrete, broadly comprise students who have learning difficulties, those who are gifted, and those who are unmotivated or who have severe learning problems. We will examine what provision is currently available to help these students and recommend measures to improve this provision. We intend to review the other aspects of special education in detail in a subsequent report.

4.2 MEASURES TO HELP STUDENTS WHO HAVE LEARNING DIFFICULTIES

(a) Remedial Teaching

4.2.1 We deal first with students who require remedial teaching but nonetheless can benefit from the mainstream education system.

4.2.2 Remedial teaching has been offered in primary and secondary schools since 1982 as a means to help students in the mainstream who are having difficulties in their learning and require remedial support to overcome these difficulties. In primary schools, additional resources have been provided in the form of an enhancement of the teacher : class ratio from 1.1 : 1 to 1.2 : 1 to enable remedial work to be done. In secondary schools, three additional teachers are provided to each standard secondary school for remedial teaching.

4.2.3 Both a review conducted by ED of remedial teaching in 1988 and our own observations lead us to believe that the remedial teaching scheme has contributed substantially

towards helping students of lower ability to regain an interest in their study as well as confidence in themselves. However, the review also showed that the effectiveness of the scheme was affected by several problems.

(i) Requirements of remedial teachers

4.2.4 Remedial teaching makes considerable demands on teachers. They need to have a genuine interest in helping children of weaker academic ability and to be imaginative and creative in their approach. We believe that it is advisable to allocate experienced teachers to this particular task.

4.2.5 We note that remedial teaching is included in the initial training of all teachers in both the Colleges of Education and the tertiary institutions. The Advisory Inspectorate of ED also provides specialist courses on remedial teaching for serving teachers, to ensure that the necessary skills are learnt. In order to improve the quality of remedial teaching we recommend that more specialist courses be provided for experienced teachers to develop further their skills in remedial teaching. The provision of training courses for serving teachers will be addressed in detail in our next report.

(ii) Practical problems

4.2.6 The lack of suitable teaching materials poses restraints on teachers. With the establishment of the CDI which we propose in Chapter 2, we recommend that high priority should be given by it to the need for developing suitable curricula for remedial classes.

4.2.7 At present there is a lack of diagnostic tests for teachers to use in identifying students' learning problems. The introduction of the attainment targets and target-related assessments outlined in Chapter 5 will, we believe, be of assistance in this regard. We recommend that

diagnostic tests be developed as soon as practicable to assist teachers of remedial classes in identifying and meeting the needs of individual students.

4.2.8 Many schools do not have sufficient teaching space for operating split classes. In primary schools and some secondary schools this has led to the less than satisfactory practice of teaching remedial lessons outside school hours. We recommend that funds be provided to schools which do not have remedial teaching rooms to create such rooms by conversion. If this is not possible because of the physical constraints of the building we recommend that in districts with an overprovision of places the school be asked to consider operating fewer classes. Alternatively advice could be sought from the ED with a view to rearranging the timetable to make optimum use of the accommodation available.

(b) Schools with large intakes of students with learning difficulties

4.2.9 The above proposals to improve remedial teaching apply to all schools. However, based on the 1988 review conducted by ED mentioned earlier, we have identified a need for additional support to be given to secondary schools with larger intakes of students with learning difficulties. In 1982 ED introduced a range of services called the Intensive Remedial Services (IRS) to help schools cope with students at the low end of the ability spectrum. This scheme caters particularly for students falling in the bottom 4.3%* . The IRS for secondary students comprises Revised Resource Classes (RRC)** in Government and aided secondary schools and the

* This figure is based on the results of ED's assessment of primary students identified as having learning difficulties using the Teachers' Observation Checklist. The results indicated that 4.3% of students would need intensive remedial assistance.

** Between eight to fifteen students are withdrawn from their classes and given 19-23 remedial periods per week in Chinese, English and Mathematics.

provision of remedial assistance in Resource Teaching Centres (RTC)* to students from private secondary schools.

4.2.10 Recent feedback from principals in secondary schools with a large number of these students has substantiated our view that the current remedial services are unable to meet fully the needs of these schools. Both teachers and students suffer a great deal of frustration. Students who cannot keep up with their peers academically are more likely to create disciplinary problems or to play truant. The teachers may be overwhelmed by the disruption they face in the classroom. Students without learning or behavioural problems may also suffer as their teachers have to spend more time dealing with those who do.

4.2.11 Even in schools where there are fewer students who need remedial services, the lack of accommodation for split class teaching has resulted in schools being reluctant to run RRCs. At present, only around 195 secondary students attend such classes in the whole of Hong Kong. While the service offered in RTCs is well received as shown by the positive feedback from teachers and students, the continued viability of these centres is doubtful since, with the conversion of private schools to unisessional operation which will start this year, students will have little time left to attend the centres.

4.2.12 We recommend, in view of the above problems that the IRS be phased out for secondary students. We recommend instead the introduction of a school-based remedial support programme and that this support be extended to the bottom 10%

* There are seven RTCs in Hong Kong which provide assistance to around 1 260 students per year. Students attend a centre twice a week outside school hours for about two and a half hours on each occasion.

of junior secondary students in the mainstream schools*. This programme is discussed in the following paragraphs. Assuming resources are made available and allowing time for the detailed planning for the programme and the training of the teachers involved, the earliest the programme could be introduced would be in September 1993.

4.2.13 An example of a possible programme worked out by ED comprising Intensive Remedial Teaching Sessions, self-study Sessions and Learning Support Sessions is described in Annex 4A. At Annex 4B are two alternative models for timetabling a remedial programme.

4.2.14 The advantage of this programme is that it is school-based, so that the particular needs of students in particular schools may be met through a flexible support programme. We believe that it is therefore very important that schools be given the flexibility to use the resources provided to best meet their students' needs. ED would draw up implementational guidelines to help schools to make use of the additional resources for providing remedial support for their students. They would also monitor the use of these resources. School heads could submit their own proposals and subject to the approval of D of E, would receive additional resources.

4.2.15 We recommend that school heads choose more experienced, mature and dedicated teachers to undertake school-based remedial programmes as we believe they will be in a better position to set up and develop this new initiative. In order to release these experienced teachers from part of their normal teaching duties for remedial work, we recommend that additional teachers, ranked at CM level, be provided to schools.

* This excludes the bottom 0.9% of students who have severe learning difficulties and should preferably study in skills opportunity schools (see paragraph 4.4.5).

4.2.16 The number of additional teachers required have been calculated on the basis of a ratio of 1 teacher : 75 lower ability students at Secondary 1 level and 1.5 teachers : 150 lower ability students at Secondary 2 and Secondary 3 levels. The ratio is based on a total of 30 periods per week being spent on remedial assistance for 75 students at Secondary 1, that is to say the equivalent of the workload of 1 teacher. And at Secondary 2 and Secondary 3 levels, a total of 45 periods per week for 150 students, that is the equivalent of 1.5 teachers. In May each year, ED would inform schools of the number of additional teachers they would employ that year. The entitlement would generally be based on their student enrolment pattern for the previous three years*.

4.2.17 To ensure the effectiveness of the programme, the teachers involved in providing such remedial assistance should be provided with the opportunity to undertake training. We recommend that ED offer a training programme to cover the skills required for remedial teaching and subsequent refresher courses. Moreover, we recommend that an advisory service be set up. The advisory team from the ED would visit schools to provide specialised advice to teachers on appropriate means to deal with problems encountered in the school-based remedial support programme, for example, on the use of materials produced by the CDI, or the use of specific teaching techniques.

4.2.18 We are of the view that new initiatives should be assessed so as to ensure that problems are identified, programmes are improved if necessary and resources are deployed effectively. For the school-based remedial support programme, we recommend that the programme be evaluated three years after its introduction.

* For a school with less than three years of operation, its enrolment will be averaged over the number of years the school has been in operation.

4.2.19 The expenditure involved in running the proposed school-based remedial support programme is as follows (\$ million at current prices) -

<u>91-92</u>	<u>92-93</u>	<u>93-94</u>	<u>94-95</u>	<u>95-96</u>	<u>96-97</u>	<u>97-98</u>	<u>98-99</u>	<u>99-00</u>	<u>00-01</u>
5.41	10.99	20.91	34.43	42.25	44.08	44.08	44.08	44.08	44.08

4.3 MEASURES TO PROVIDE FOR STUDENTS WHO ARE ACADEMICALLY GIFTED

4.3.1 In this section we consider means to help gifted students develop their potential more fully.

(a) Definition

4.3.2 Gifted children are those who show exceptional achievement or potential in one or more of the following* -

- (i) a high level of measured intelligence;
- (ii) specific academic aptitude in a subject area;
- (iii) creative thinking - high ability to invent novel, elaborate and numerous ideas;
- (iv) superior talent in visual and performing arts such as painting, drama, dance, music etc;
- (v) natural leadership of peers - high ability to move others to achieve common goals; and
- (vi) psychomotor ability - outstanding performance or ingenuity in athletics, mechanical skills or other areas requiring gross or fine motor coordination.

* This definition is based on that used in Marland's report to the Congress of the United States in 1972 on "Education for the Gifted and Talented".

4.3.3 While we recognise that all these areas are important and sometimes overlap, we will in this report concentrate on academically gifted students, that is to say, those who have one or more of the first three characteristics listed above. This is because at present there is no specific provision in Hong Kong for academically gifted students within the main stream school system, although outside the system, the Gifted Education Council, a non-profit-making organisation, promotes public interest in gifted education and provides enrichment programmes in summer vacations. In contrast, we note that in respect of students gifted in other areas, there are a variety of avenues in Hong Kong open to them for developing their talents in music, arts and sports. These include the Music Office, the Jockey Club Ti-I College in Shatin and the Academy for Performing Arts. We would like to encourage all schools to provide opportunities for talented students in various fields. Where schools cannot provide such opportunities, they should encourage students to attend institutions that could help them achieve their potential in these areas.

(b) Prevalence

4.3.4 At present, we are not aware of research or documentation of the number and characteristics of academically gifted students in Hong Kong. In Britain, students with an IQ above 130 are regarded as being gifted. The British Ability Scales show that 2% of the School age population fall in this category. In the United States, research findings using an IQ score of 130 as the cut-off point indicate that about 2-3% of the school age population would be considered gifted. In Singapore around 0.5% of students are provided with special programmes for the gifted. Based on a 2% prevalence rate we estimate that in Hong Kong there are around 20 000 gifted students aged 6 - 18.

(c) Proposal

4.3.5 It could be argued that we should not use our resources in helping academically gifted students since they are generally more able to develop their potential on their own and do very well in their education. However, one of the aims of our education system is to offer equal opportunity to all children. This does not mean that once every child is granted a place in school that our duty as a community towards them is done. As we have said earlier, the quality of our education is of vital importance. As part of this we should be giving all children, wherever they fall in the ability spectrum, the opportunity to develop more fully, both intellectually and as a person. Accordingly, we believe that the time has come to cater for the gifted. Assisting these students to realise their potential not only benefits the students themselves, but also society.

4.3.6 To meet the needs of academically gifted students, there are two main options -

- (i) to place such students in special schools for gifted children; or
- (ii) to develop school-based programmes for them in ordinary schools, possibly supplemented by territory-wide out of school programmes.

4.3.7 We discussed carefully the advantages and disadvantages of each option. The former would mean that gifted students would have the opportunity to work with peers of comparable ability, special guidance and teaching would be readily available and resources allocated to help these students could be concentrated and more readily utilised. Notwithstanding these advantages, we rejected the idea of special schools for these students. If they were placed in separate schools they would lose the opportunity to learn to mix with other less able classmates and this could give rise

to problems of social adaptation in adult life. Moreover, ordinary schools would be deprived of the contributions of these students. Gifted students are of course able to benefit from the common-core curriculum. What they need is extra challenge, stimulation and attention to develop their potential further. We believe this can be provided within the mainstream system.

4.3.8 The development of school-based programmes would aim to encourage schools to take the initiative in meeting the needs of their gifted students by offering suitable educational programmes for them. This option would enable gifted students to learn to live and work with those less able than themselves. They would be treated like other children and yet have the chance to develop their potential.

4.3.9 Before devising such programmes it is necessary to identify the students who are academically gifted. The first step of this process is teachers' nominations. After this initial screening students would be individually assessed by EPs using intelligence and achievement tests. The results of these tests would be supplemented by observations from parents and teachers. The identification process, we believe, should take place throughout the primary stage of schooling since it may take some children a little time to demonstrate their giftedness.

4.3.10 The school-based programmes will provide school heads and teachers with opportunities to experiment with and improve their current teaching of academically gifted students. In developing the programmes, they will need to match them to the individual needs of students and to ensure that resources are used to the best effect. Having regard to overseas experience in these areas, programmes may be developed in several or all of the following forms -

- (i) grouping - placing several gifted children in a particular programme for a given time;

- (ii) acceleration - including early entry to school, grade-skipping, placing students in higher classes for certain subjects and the provision of advanced level programmes;
- (iii) extended curriculum - by breadth, when a child studies an additional topic or by depth, when he pursues a topic in greater detail. A bilingual curriculum may also be included; and
- (iv) extra-curricular programmes - activities such as extension programmes on selected topics, special interest groups and educational visits.

In relation to extended curricula and the provision of advanced level programmes, the framework for attainment targets and target-related assessments which are explained in detail in the next chapter will provide the opportunity within the education system for gifted students and indeed less able students to progress at their own pace.

4.3.11 Since, as we mentioned earlier, there is insufficient data in Hong Kong on academically gifted students, we intend to commission further research to establish how gifted students are taught in our schools at present. As part of this task, it will be necessary to ascertain whether gifted students are spread out through the education system or concentrated in particular schools. Clearly, this would affect how the school-based programmes are developed and how resources should be spent. Additional research should also be carried out into the measures adopted overseas to provide a suitable education for such students.

4.3.12 On the basis of existing data, we recommend that a pilot project as proposed by the BoE be carried out in which school-based programmes would be designed and their effectiveness in schools tested. The pilot project would

take four years including one year for planning. Programmes would be organised in the second year for six students in each of 20 primary schools interested in taking part in the project and a further 120 students in the third year. The pilot would be extended to secondary schools in the fourth year when around 40* of the original 120 students in the pilot project would have completed Primary 6. In this way, it would be possible to see whether the students benefit from the school-based programmes in their primary education and how these programmes could be developed in secondary schools. After the fourth year, we recommend that a review be conducted of the project.

4.3.13 To devise and run the pilot project, we recommend that a professional team be set up, with the support of a resource centre, to -

- (i) devise identification programmes;
- (ii) develop school-based programmes, teaching strategies and resource materials;
- (iii) provide training programmes for teachers;
- (iv) provide counselling; and
- (v) monitor the pilot school-based programmes.

The professional team would comprise in the second and third years, two EPs, one Senior Inspector and one Inspector (Graduate) as well as support staff (no additional staff would be needed in the first year planning stage). In the fourth year, in addition, one Inspector (Graduate) and one

* The figure of 40 is based on an assumption that a proportion of the 120 students in the second year who enter Primary 5 in September would enter Secondary 1 in September of the fourth year.

Assistant Inspector (Graduate) would be required. Upon the establishment of the CDI in 1992, the professional team could become part of it.

4.3.14 The expenditure involved in conducting the pilot project and the research is shown below (\$ million at current prices) -

	<u>92-93</u>	<u>93-94</u>	<u>94-95</u>	<u>95-96</u>	<u>96-97</u>	<u>97-98</u>	<u>98-99</u>
Recurrent	1.08	4.64	3.81	4.75	4.85	4.95	5.41
Non-recurrent	0.58	0.58	0.14	0.34	0.22	0.22	1.46
Total	1.66	5.22	3.95	5.09	5.07	5.17	6.87

4.4 MEASURES TO HELP STUDENTS WHO ARE UNMOTIVATED OR WHO HAVE SEVERE LEARNING PROBLEMS

4.4.1 Students who are unmotivated or who have severe learning problems cannot benefit fully from the common-core curriculum. It is estimated that there are between 1700 and 2000 of the former* and 2400 of the latter**. We need, therefore, to provide suitable education to enable these students to develop their potential and to become well-adjusted individuals in the community. We believe that this will be better achieved if they are given the opportunity to study in special purpose schools which offer a curriculum more suited to their needs.

* The estimate of the number of unmotivated students is based on the number of non-attendance cases at Secondary 1 to Secondary 3 levels during the period 1983-84 to 1985-86.

** The estimate of the number of students with severe learning problems is based on the results of tests carried out by ED's Psychological Service on children referred to ED. It was concluded that 0.9% of the 12-14 age group had severe learning problems.

4.4.2 Firstly, we look at students who are unmotivated towards school work. Due to their lack of interest in the common-core curriculum and consequent frustration with their schooling, some students may become dropouts or delinquents. What is needed, we think, is an alternative education which places less emphasis on academic subjects and more on practical skills. This education would prepare these students either for direct employment at the end of Secondary 3 or for entry into apprenticeship schemes. We propose that the best means to offer a diversified curriculum is to establish practical schools which provide a more practically orientated curriculum that would cater for Secondary 1 to Secondary 3 students. In these schools, apart from academic subjects such as Chinese, English, Mathematics, Integrated Science and Social Studies, practical subjects such as Electrical Studies, Accommodation and Catering Services, Book-keeping and Typing would be taught. In parallel, non-curriculum based skills such as Hairstyling, Gardening, Photography and so forth would be offered. This range of subjects and skills would better stimulate students' interest in learning. The CDI will be responsible for helping to develop a curriculum for such schools. To encourage more contact between students and teachers, classes would be smaller in practical schools - around 30 students in each class. The provision of a boarding section would be desirable to accommodate students whose home environment is not conducive to study.

4.4.3 We note that starting this September the Hong Kong Sea School (HKSS), with ED's assistance, is experimenting with a practically orientated curriculum. The HKSS, which is a boarding school, has a history of taking a more disciplined approach to schooling and being successful in helping students who are unmotivated or socially deprived. In order to give students who are unmotivated towards school work a chance to continue their studies in a way better suited to their interests and needs, we recommend that three more practical schools should be set up, each with a capacity for

450 students, to provide the type of education described in paragraph 4.4.2. Clearly, the experience of the HKSS will be helpful in planning and developing the curriculum for practical schools.

4.4.4 The costs involved in building and running the three practical schools are as follows (\$ million at current prices) -

	<u>1991-92</u>	<u>92-93</u>	<u>93-94</u>	<u>94-95</u>	<u>95-96</u>	<u>96-97</u>	<u>97-98</u>	<u>98-99</u>
Recurrent	1.19	1.78	2.37	9.03	13.78	23.84	31.01	31.01
Non-recurrent	1.07	8.09	3.17	10.49	10.16	17.74	1.25	-
Total	2.26	9.87	5.54	19.52	23.94	41.58	32.26	31.01

4.4.5 We now turn to students who have severe learning problems who are estimated to account for the bottom 0.9% of the 12 to 14 age group. It is estimated that 2 400 students fall into this group. Their academic ability is such that they cannot benefit from the ordinary curriculum even with the help of the existing intensive remedial services. At present, there is only one school in Hong Kong, the CCC Nim Tsi School with 300 places, which caters for these students. To help them develop vocationally and socially, so that they may become self-sufficient and well-adjusted individuals in society, we propose that special skills opportunity schools be set up for junior secondary students. In these schools, skills-related subjects such as Office Practice, Keyboard Skills, Home Economics, Woodwork and Metalwork would be taught. The intention would be to enable these students to continue training at the operative level in skills centres run by the Technical Education and Industrial Training Department. Also offered would be classes in, for example, self-help and social skills, so that students may look after themselves upon leaving school. Finally, complementary studies such as ceramics, silk-screen printing and basic furniture-making would be organised outside school hours.

To enable teachers to give students the necessary attention and support, classes in this sort of school would comprise around 20 students.

4.4.6 We note that the pilot scheme to try out this broadened curriculum which started in September 1989 in the CCC Nim Tsi School is progressing well. Should the pilot scheme prove successful and funds be available, we recommend that a further seven skills opportunity schools be established to cater for the 2400 students who are likely to benefit from this special schooling.

4.4.7 The expenditure involved in providing and operating skills opportunity schools is (\$ million at current prices) -

	<u>1991-92</u>	<u>92-93</u>	<u>93-94</u>	<u>94-95</u>	<u>95-96</u>	<u>96-97</u>	<u>97-98</u>	<u>98-99</u>
Recurrent	5.97	18.09	35.82	52.24	63.46	66.73	66.73	66.73
Non-recurrent	6.12	17.70	23.63	19.26	7.63	0.48	-	-
Total	12.09	35.79	59.45	71.50	71.09	67.21	66.73	66.73

4.4.8 Both the practical schools and the skills opportunity schools will provide an opportunity, currently lacking in our education system, for students who do not find the common-core curriculum wholly suitable for them. It could be argued that the establishment of such schools could have a negative labelling effect on these students and that the integration of the students in standard classes would be a better approach. We do not deny the advantages that integration brings. Children need to learn to interact with other children of different abilities and interests in an ordinary environment. However, integration of such students in ordinary schools has given rise to problems in class adversely affecting the education of all children in the school, and met with parental and teachers' resistance. Often, it has led to these students being stigmatized. This in turn may lead to behavioural problems and loss of

self-esteem. Most importantly, however, we believe that these students lose out by being kept in the mainstream system. It is our view that the benefits to be gained by giving these children the education they need separately outweigh the advantages of integration.

4.4.9 As far as possible the ED will ensure that the wishes of parents are taken into account. No child will be sent to these schools unless they have been identified by such professional staff as SGOs, SGTs and EPs as being likely to benefit more from this type of education than that provided in mainstream schools in the public sector, and unless the parents agree. Where they do not, they will be free to find a place in a mainstream school in the public sector, but the decision as to whether or not to admit the child must rest with the principal. Clearly, the parents also have the choice of opting out of the public sector.

4.5 MEASURES TO HELP STUDENTS WHO WISH TO TRANSFER TO PRE-VOCATIONAL SCHOOLS

4.5.1 Next, we look at the needs of those students who, having been allocated places in grammar schools, find themselves after the first year or so losing interest in the more academic approach and wishing that they could learn more practical subjects. At present there is no avenue for such students to transfer from a grammar to a pre-vocational school. Quite a few students* who have dropped out from grammar secondary school have expressed interest in the kind of courses offered in such schools. We believe these students would be better off if they could further their studies in a pre-vocational school. To help these students

* Based on a telephone survey carried out by ED in 1986 on non-attending Primary 6 leavers and drop outs from secondary schools, about 88% indicated a positive interest in attending short term practical courses on such subjects as electrical studies and woodwork.

adjust to the more practical content of the curriculum in pre-vocational schools (see paragraph 2.2.3) we propose that a bridging course be arranged by the pre-vocational schools for Secondary 2 and Secondary 3 students during the summer holidays. This bridging course, which would include workshop training, would help students gain the minimum level of practical proficiency required for their classes. If necessary, additional classes to help bring students up to standard in particular practical subjects could be run in the other school holidays.

4.5.2 To establish whether such a bridging course is feasible and what the demand would be, we recommend that a pilot scheme be conducted in the summer of 1991. The pilot scheme would involve providing a bridging course for one class of 40 students each in Hong Kong, Kowloon and the New Territories.

4.5.3 We note that some pre-vocational schools have begun to place more emphasis on academic subjects possibly in response to parental pressure. We would not wish to see pre-vocational schools moving away from their practical curriculum since we believe that their role of providing an alternative curriculum for students is important and should therefore be preserved. We recommend that ED monitor the situation closely to ensure that the balance between academic and non-academic subjects in pre-vocational schools, as prescribed by ED, is maintained.

4.5.4 The financial implications for this pilot scheme are not yet available. Discussions are underway between ED and the pre-vocational schools to draw up a detailed schedule of costs.

4.6 SUMMARY OF RECOMMENDATIONS

4.6.1 In summary, we recommend that -

- (a) more specialist courses be provided for experienced teachers to develop further their skills in remedial teaching (paragraph 4.2.5);
- (b) high priority should be given by the CDI to the need for developing suitable curricula for remedial classes (paragraph 4.2.6);
- (c) diagnostic tests be developed as soon as practicable to assist teachers of remedial classes in identifying and meeting the needs of individual students (paragraph 4.2.7);
- (d) funds be provided to schools which do not have remedial teaching rooms to create such rooms by conversion. In districts with an overprovision of places the school should be asked to consider operating fewer classes (paragraph 4.2.8);
- (e) the IRS be phased out for secondary students and that the school-based remedial support programme be introduced instead. This support should be extended to the bottom 10% of junior secondary students in the mainstream schools (paragraph 4.2.12);
- (f) school heads should choose more experienced, mature and dedicated teachers to undertake school-based remedial programmes. The additional teachers to be provided to schools to allow these more experienced teachers to take up such remedial work should be ranked at CM level (paragraph 4.2.15);

- (g) the ED offer a training programme to cover the skills required for remedial teaching, as well as subsequent refresher courses. An advisory service should be set up (paragraph 4.2.17);
- (h) the school-based remedial support programme be evaluated three years after its introduction (paragraph 4.2.18);
- (i) a pilot project as proposed by the BoE be carried out in which school-based programmes would be designed for academically gifted students and their effectiveness in schools tested (paragraph 4.3.12);
- (j) a review be conducted of the pilot project for developing school-based programmes for academically gifted students four years after its introduction (paragraph 4.3.12);
- (k) to help gifted students a professional team be set up with the support of a resource centre to
 - (i) devise identification programmes;
 - (ii) develop school-based programmes, teaching strategies and resource materials;
 - (iii) provide training programmes for teachers;
 - (iv) provide counselling;
 - (v) monitor the pilot school-based programmes (paragraph 4.3.13);
- (l) three more practical schools should be set up to provide a diversified curriculum comprising academic subjects and practical subjects (described in paragraph 4.4.2) (paragraph 4.4.3);

- (m) provided that the pilot scheme at CCC Nim Tsi School proves successful, seven skills opportunity schools be established for students with severe learning problems (paragraph 4.4.6);
- (n) a project scheme be conducted in the summer of 1991 to establish whether a bridging course for students wishing to transfer from a grammar to a pre-vocational school is feasible (paragraph 4.5.2); and
- (o) the ED monitor the situation closely to ensure that the balance between academic and non-academic subjects in pre-vocational schools as prescribed by ED is maintained (paragraph 4.5.3).

CHAPTER 5 : ATTAINMENT TARGETS AND RELATED ASSESSMENT IN SCHOOLS

5.1 INTRODUCTION

5.1.1 In this chapter we briefly describe the background to assessment in schools, set out criteria for judging its effectiveness and, in the light of this, evaluate Hong Kong's current assessment practices. Then, having stated what we believe Hong Kong needs, we propose a framework of curriculum attainment targets linked to assessments at key stages of the education process.

5.2 BACKGROUND

5.2.1 As we have mentioned in paragraph 1.2.3, Hong Kong's education system has moved from a selective system to one providing nine years of education for all. The initial need therefore, was for a greatly increased number of places to accommodate entire age groups. These having been provided the next task, as outlined in the educational strategy for the 1990's, is to improve further the quality of education consistent with what our children are able to learn.

5.2.2 Hong Kong's public examination system was mainly based on the need to select students for progression through various stages of education. Thus, before the introduction of nine years of free and compulsory education, the Secondary School Entrance Examination. (SSEE) determined which Primary 6 leavers would enter Secondary 1 and subsequently the Junior Secondary Education Assessment (JSEA) did the same at Secondary 3 for entry to Secondary 4. Because of this important selection function, these assessment systems were largely based on norm-referenced principles, in which the performances of candidates are compared one with another, in order to select those who should proceed to the next stage. Now that the provision of school places is sufficient to

enable 100% progression from Primary to Junior Secondary level, and almost 95% from Junior Secondary to Senior Secondary and technical education, there is less need for this selective function.

5.2.3 School examinations and other forms of internal assessment within schools have also used a competitive and selective approach, partly due to the influence of SSEE, JSEA, and of the HKCEE. This practice has resulted in some students being continually discouraged by finding themselves towards the bottom of their class each year, even though they may have made progress. Conversely, some students may continually achieve high grades with reference to the norm even though their knowledge is quite limited. Moreover, if we are to develop an education system which provides for the different needs of students, we must be able to assess their individual strengths and weaknesses. We therefore firmly believe that the time has come for the development of an assessment system that would serve a formative function and which would enable the performance of students to be measured against agreed targets.

5.3 PURPOSES OF ASSESSMENT

5.3.1 Before reviewing current Hong Kong practices in assessment, it would be helpful to set out the purposes which we believe school assessment should fulfill. We also highlight the need to ensure that assessment has a positive rather than a negative effect on teaching and learning.

5.3.2 Assessment is required to provide information to a variety of users for a variety of purposes. For example, a teacher may want to know whether his students have learned what they have been taught. Students may like to know how well they have done. Parents may like to know how their children are progressing. Employers need to know whether their future employees will be able to perform adequately in the workplace and the Government needs to be able to monitor

standards of achievement in and across schools from year to year. The various purposes for which users require information from assessment can be summarised as formative, summative, evaluative, predictive, comparative and selective. In the paragraphs below each of these is briefly discussed.

(a) Formative purpose

5.3.3 An important purpose of assessment is to provide information on students' strengths and weaknesses to teachers. This enables them to plan their future teaching so that it can build upon the strengths and address the weaknesses. With this information, students can decide what to concentrate on to help them meet their future educational or employment requirements. Parents may also use the information to support and guide their children in their studies.

(b) Summative purpose

5.3.4 Another purpose of assessment is to provide a clear and full description of what a student has achieved at the end of a course of study or stage of education. This information is useful in seeing how individual students or schools in general are performing at different stages in the education process. A cumulative record of achievement of each student may be kept to chart his or her progress through primary and secondary school.

(c) Evaluative purpose

5.3.5 A further purpose of assessment is to provide information on the basis of which the worth of education initiatives may be evaluated. By seeing whether students have learned effectively from a series of lessons, a teacher may judge the value of what is done in class and improve it accordingly. A school can use the results of students' assessment as a contributing factor in reviewing how well it

is performing. Similarly, the Government may use the results to help evaluate the effectiveness of educational endeavours and to guide the use of resources.

(d) Predictive purpose

5.3.6 Assessment may be called upon to provide the information necessary to predict how students will perform in future studies.

(e) Comparative and selective purpose

5.3.7 Finally, assessment is often required as a means to select a certain proportion of students for the next stage of education or for employment on the basis of a comparison of their performances.

5.3.8 In addition to fulfilling the above informational purposes we believe that it is equally important to ensure that assessment has a positive effect on classroom teaching and learning. We see assessment as one element of a curriculum in which all the following elements interact -

- (i) a syllabus in which there are prescribed targets and objectives, a suggested content and methodological strategies for achieving the targets;
- (ii) resources in the form of teaching and learning material and equipment;
- (iii) classroom teaching and learning; and
- (iv) assessment.

5.3.9 Since the above elements interact with each other, what is assessed and how it is assessed has an inevitable effect on what is taught, the choice of materials, and the

methods of teaching and learning. It is, therefore, crucial to ensure that assessment reflects and supports the aims of education and has a healthy effect on teaching and learning. If the aim is to teach students to solve problems and communicate effectively, then assessment should evaluate their ability to carry out tasks, communicate their thoughts in speech and in writing and solve problems, rather than reproduce isolated bits of knowledge or tick boxes.

5.3.10 In order that assessments do not distort what should be taught and learnt in schools, it is important to ensure that they reflect an appropriate balance across the curriculum. If assessments only cover core subjects, for example, then it is likely that less emphasis will be placed on other subjects. Ill-conceived assessments may not only distort the balance across subjects but also that within a subject. If a language test, for example, places low priority on speaking skills in comparison to reading, listening, or writing skills then teachers will tend to pay less attention to the teaching of speaking, irrespective of what the syllabus sets out. To avoid distortion within and across subjects, assessment needs to cover all the broad targets of learning. This will require a blend of internal assessments made by teachers and external examinations since some important learning outcomes can only be assessed internally by teachers over time, eg. the capacity to carry out a project.

5.3.11 While it is necessary to ensure that the effect of assessment on teaching and learning is a healthy one, it is also necessary to ensure that it is not given too important a place in the curriculum. Overassessment has a negative effect on teaching and learning. It means that teachers devote less time to preparation of lessons and teaching and more to marking and assessing. Overassessment may also have a negative effect on the attitude of students, if they are too frequently pressured into preparing for tests.

5.3.12 Assessment based on norm-referencing principles in which students are placed in rank order, and sometimes allocated to grades or percentiles reflecting the normal distribution curve, may foster motivation among those who are in the upper part of the rank order or in "pass" grades, but may have a negative motivational effect upon those lower down or in the "fail" grades. Slower learners find themselves in the lower grades consistently from year to year, irrespective of the progress they may have made. This may lead to self-image and disciplinary problems. We believe that the alternative form of assessment based on criterion-referencing principles, in which students are assessed not against one another but against targets at progressive levels, provides a means of assessment in which all students can be more readily motivated to progress through the levels at their own best speed. Each level of attainment can be viewed positively as a step in the right direction towards the next level. Although it is inevitable that students will compare themselves with others, and that those who have not yet achieved as high a level of attainment as others will be able to see this quite clearly, nothing prevents them from progressing to the highest level that they can achieve in the time available. The achievement of success at one level motivates the student to wish to progress to the next. In brief, we believe that an assessment framework should work in favour of student motivation rather than against it.

5.3.13 We consider that it is as important to involve teachers in assessment as it is to involve them in other aspects of the curriculum. Teachers involved in creating schemes of work, choosing and creating materials, determining teaching methods and assessment, will not only grow in professional competence, but will be more committed to what is being done than if they were simply carrying out the plans of others. To summarise, we believe that school assessment should aim to respond to the range of informational demands of users and at the same time have a healthy and not a distorting effect on teaching and learning.

5.4 CURRENT ASSESSMENT PRACTICES IN HONG KONG

5.4.1 Having outlined in the section above the informational purposes and desired effects of assessment, we now examine to what extent the assessment systems in Hong Kong fulfil these purposes and what effect they have on teaching and learning.

(a) Internal assessment in schools

5.4.2 Internal assessments in most schools have evolved from a selective and competitive system in which results are reported in the form of a grade or a percentile rather than an indication of a student's strengths and weaknesses within different subjects. These assessments do not fulfil a formative purpose since a single grade does not enable teachers to plan their teaching of future lessons with reference to the strengths and weaknesses of students. Neither are students able to direct their energy appropriately so as to improve their performance.

5.4.3 Some schools require frequent internal assessments which involve teachers in a heavy marking workload and put psychological pressure on students. They reduce the amount of time spent on teaching and learning. The majority of these internal tests do not encourage the teaching or learning of analytical, communication or problem-solving skills. In addition, periodic internal examinations common to whole age groups fail to challenge the highest achievers and make unrealistic demands on the lower ones.

(b) The Hong Kong Attainment Tests (HKATs)

5.4.4 The HKATs, taken each year from Primary 1 to Secondary 3, test students' ability in Chinese, English and Mathematics. The results provide some useful summative information in that they profile several aspects in these subjects, for example, listening, reading and writing skills

in English. This information is used by schools to compare their students with others in the same age group and in some cases to stream them. The ED uses the information to monitor general standards of achievement and to assess the effectiveness of educational initiatives. It can be said that the HKATs serve the purposes for which they are intended. Assessments based on criterion-referencing principles, however, would allow us to assess students against targets and, provided these remain the same, enable comparisons of standards to be made over a period of time.

5.4.5 Like internal assessments, the HKATs do not always have a positive effect on classroom teaching and learning since, in the main, they test discrete items of knowledge rather than problem-solving. Moreover, since few teachers are involved in the creation of the tests they are less committed to them and some may not therefore use them for formative or evaluative purposes.

(c) The Secondary School Places Allocation (SSPA)

5.4.6 The SSPA is the process by which primary students are allocated to secondary schools. Although it is a good predictive instrument (as evidenced by the correlation between scores in the SSPA and the HKCEE), it does not provide much formative information for primary and secondary teachers.

5.4.7 Internal assessments at Primary 5 and Primary 6, scaled by the Academic Aptitude Test (AAT) which covers verbal and numerical reasoning, form the SSPA. Anxious to have their students perform well, teachers may concentrate on the teaching of isolated bits of knowledge and the practising of AAT-type questions at the expense of other more valuable teaching activities. Nonetheless, it has to be said that the SSPA leads to less distortion of the primary curriculum than its predecessor, the SSEE, since it covers the whole curriculum rather than just Chinese, English and Mathematics.

(d) Hong Kong Certificate of Education Examination (HKCEE)

5.4.8 The HKCEE marks the end of many students' general education. The summative function of providing a comprehensive statement of a student's achievements is therefore highly important. However, as most of the results are in summary grades only and not in profile form^{*}, the information provided is limited. For tertiary institutions and future employers these grades offer only a general statement of achievement in different subjects. The HKCEE successfully fulfils its comparative and selective role for entry to sixth form education.

5.4.9 The HKEA is well aware of the fact that the syllabi for HKCEE affect the curriculum and even the teaching methods in schools, particularly in Secondary 4 and 5. In recent years there has been a consistent attempt to clarify the aims and objectives in each subject syllabus, and in some subjects to specify the depth to which any topic should be taught. Whilst they do not set out specific targets related to levels, the revised HKCEE syllabi have served to improve the clarity of curriculum objectives which has had a positive influence on teaching.

5.4.10 For historical reasons there are two syllabi for English, Syllabus A and Syllabus B, intended to test students who have reached different levels of proficiency in the English language. If schools were to make full use of these to prepare different students for the appropriate examination, this could have a beneficial effect on teaching, since Syllabus A students would not have to attempt language tasks which are beyond them.

* In the HKCEE in English, however, profiles covering Listening/Speaking and Reading/Writing Skills have been included since 1989.

5.5 HONG KONG'S NEEDS

5.5.1 As noted earlier, Hong Kong's education system has moved from a selective one to one in which all children receive nine years of compulsory education. Assessment thus no longer needs to play a solely selective role. What is more necessary now is to ensure that our assessment system is also able to fulfil a formative purpose, that is to say, it should provide the information necessary to help teachers and students improve their teaching and learning. After careful and detailed discussion, we have come to the view that Hong Kong needs an assessment system which will meet the three major requirements specified below -

- (a) provide to students and teachers the information they require for formative purposes;
- (b) provide employers and parents with a clear statement of students' achievements; and
- (c) enable the Government, in consultation with the community, to set and monitor educational standards.

5.5.2 In view of the need to monitor students' progress throughout their schooling, we decided that the framework should cover both primary and junior secondary levels.

5.5.3 We considered whether the framework should be used at Secondary 5 to provide the sort of comparative and selective information required for entry to subsequent education and the workplace. In this context, we noted that the HKEA was not in favour of replacing public examinations at HKCEE level and above by assessment based purely on criterion-referencing principles, since this mode of assessment does not lend itself to fine discrimination between students at the same level of attainment. We also noted that the present system of public examinations in Secondary 5 is well established and accepted, and that the HKCEE is

recognised overseas for the purpose of assessing Hong Kong students' academic achievements.

5.5.4 We recommend that there should be developed for use in Hong Kong a framework of attainment targets and related assessments, including both internal and external components*. It should initially cover the core subjects Chinese, English and Mathematics up to Secondary 3 level. Depending on their effectiveness, similar targets and assessments could be developed for other subjects up to the same level. At this stage we recommend that the replacement of the public examinations at Secondary 5 level by the new form of assessment should not be pursued. Nevertheless, we see value in establishing attainment targets in Secondary 4 and Secondary 5.

5.6 A FRAMEWORK OF TARGETS, LEVELS AND ASSESSMENTS AT KEY STAGES

5.6.1 We understand that there are a number of different models that could be adopted for our framework. We accept that an extensive review of these possibilities will need to be conducted before we may determine the details of the framework best suited to Hong Kong.

5.6.2 That said, we would like to outline below a model to enable readers to understand what shape a possible framework for Hong Kong might take. It draws on experience gained in assessment in England and Wales, Scotland and the USA. The model framework embodies the essential elements required to respond to Hong Kong's needs as set out in paragraph 5.5.1 to 5.5.2. It also covers a wide range of the informational demands described in section 5.3 of this chapter and is likely, we believe, to have a positive effect on teaching and

* Internal assessments would be created by teachers on the basis of guidelines produced by ED.
External assessments would be created by ED but administered by teachers.

learning. The framework is technical but we have described it in as clear a way as possible.

5.6.3 The framework has the following main elements, namely, key stages; subject domains and levels of attainment; attainment targets; and assessments.

(a) Key stages

5.6.4 Assessments would be made at key stages in the educational process. Subject to research, it is envisaged that target-related assessment will be required at Primary 3, Primary 6 and Secondary 3. Thus, with HKCEE at Secondary 5, there may be four relatively equally-spaced key stages for assessment in primary and secondary. The interval between each of these four key stages would be large enough to prevent overassessment, and would also provide the necessary flexibility for schools to develop their own schemes of work from centrally-produced syllabi in the light of their own needs.

(b) Subject domains and levels of attainment

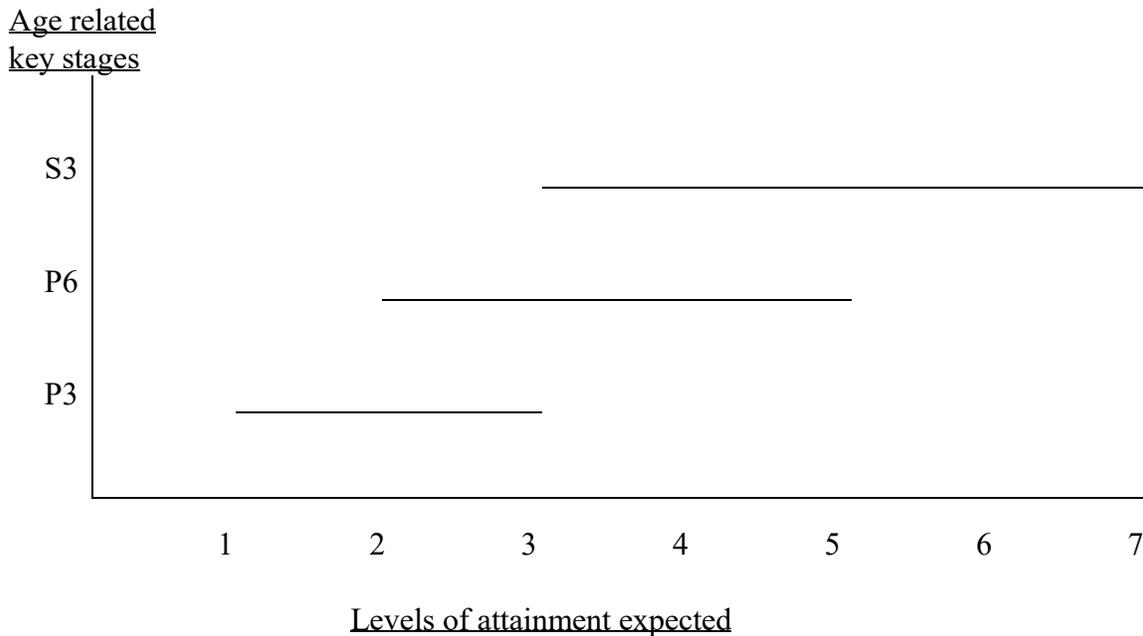
5.6.5 Each subject would be divided into a small number of domains, representing important areas of the subject concerned. An example of domains at Primary 6 for English as a subject in Hong Kong might be as follows -

- | | | |
|--------|---|--|
| Domain | 1 | Classroom language |
| | 2 | Social communication and everyday transactions |
| | 3 | The processing, use and giving of information |
| | 4 | English for enjoyment |

Within each domain targets at different levels would be set. Assessing students against these targets would permit a profile of their achievement to be drawn up, indicating how they were progressing in each of the domains in each subject at each key stage. In this way their strengths and weaknesses

in each domain would be revealed. As students achieved targets at each level successfully, they would be motivated towards reaching the next one.

5.6.6 Although progression in school, from one class to another, is generally tied to age, actual progress in learning is not. Thus, students of roughly the same age would be in the same class, but are likely to be at different levels of attainment in particular domains. It is necessary, therefore, to allow for a spread of levels at each key stage in school. As students in a given age group move up the school ladder the range of their attainment will tend to grow wider. This means that a degree of overlapping of levels at key stages in school must be allowed for. An example of how attainment levels overlap several key stages in school is given in the following diagram -



The foregoing example suggests that Primary 3 students might generally be expected to achieve levels 1, 2 or 3. Lower achieving Primary 6 students might be expected to attain levels 2 or 3 while the higher achieving ones might reach levels 4 or 5. Secondary 3 students might vary in their levels of attainment from level 3 through to level 7.

(c) Attainment targets

5.6.7 As mentioned earlier, targets towards which students should work would be set for each level within each subject domain. Experience has shown that converting all discrete items of knowledge and skills into targets results in unmanageably long lists of statements which teachers are unable to use. It would be preferable, therefore, to aim for relatively broad targets. An example of such targets and levels of attainment in one of the domains in Mathematics Key Stage 1, taken from the National Curriculum in England and Wales, is set out below -

Domain : Measures

Pupils should estimate and measure quantities, and appreciate the approximate nature of measurement.

<u>Level of Attainment</u>	<u>Targets</u>	<u>Example</u>
	Pupils should :	
1	compare and order objects without measuring, and use appropriate language.	Use language such as long, longer than, longest; tall , taller than, tallest; heavy, light; before, after; hot, cold.
2	use non-standard measures in length, area, volume, capacity, weight and time to compare objects and recognise the need to use standard units.	Use handspans, strips of paper, conkers, etc as measures.
	know how to use coins in simple contexts.	Handle money -- shopping activities in the classroom.
	know the most commonly used units in length, capacity, weight and time, and what they are used for.	Suggest things which are commonly measured in metres, miles, litres, pints, pounds, hours, seconds, minutes, etc.

3	use a wider range of metric units.	Use centimetre, gram, kilometre.
	choose and use appropriate units and instruments in a variety of situations, interpreting numbers on a range of measuring instruments.	Use an appropriate tape/ruler to compare lengths that cannot be put side by side. Read digital clocks correctly and analogue clocks to the nearest labelled division. Read a speedometer on a car or bicycle correctly.
	make estimates based on familiar units.	Estimate the height of a door in metres, the capacity of a bottle in litres or a period of time.

The proper place for detailed and discrete lists of knowledge items and skills may be in syllabus guidelines which set out course content and processes. Subject departments in schools would be able to draw upon these to create their own schemes of work to suit their needs.

(d) Target-related assessments based on criterion- referencing principles

5.6.8 Target-related assessments comprising internal and external components* would be set at each of the key stages Primary 3, Primary 6 and Secondary 3. These would indicate the levels of attainment reached by students in the various subject domains, and would be reported on records of achievement. Internal assessments for each key stage would need to be moderated, and teachers enabled through in-service training to play their role reliably in this assessment. External assessments in the form of tasks of tests designed to ascertain the level of attainment of students in various

* See footnote on page 72.

domains would be tried out, standardised and kept centrally in the ED for use by schools. It may be necessary at the later key stages to create assessments at different levels of difficulty to cover the range of achievements among students.

5.7 IMPLICATIONS OF INTRODUCING A FRAMEWORK OF ATTAINMENT TARGETS AND RELATED ASSESSMENTS

5.7.1 We, in the Commission, wish the public to know that what is being proposed may have far reaching effects which may in turn lead to changes in our education system. It is therefore of vital importance that the proposal be both understood and accepted by the community especially teachers, parents, students, tertiary institutions and employers. To this end, ED and institutions concerned with teacher education should organize seminars and lectures for teachers, parents and any others interested to explain the framework of attainment targets and related assessments and provide them with professional support. Neither do we underestimate the effort and resources that will be required to establish the feasibility of such a framework, to overcome any problems and to educate teachers to operate within the framework.

5.7.2 In the next few paragraphs, we outline the implications of introducing a framework of attainment targets and assessment in terms of research and development, teacher education, current Hong Kong assessment practices, timing, and resources.

(a) Implications for research and development

5.7.3 What is needed first of all is a thorough review of the various possible framework models. On the basis of this research, a cross-curricular framework suitable for Hong Kong and common procedures applicable to all subjects would be drawn up. Further research and development will then need to

be conducted and commissioned by ED* to establish and put into effect a framework of attainment targets and related assessments in those subjects to be developed first, that is, Chinese, English and Mathematics.

5.7.4 Attainment targets and levels will need to be described and then rigorously tried out in a number of pilot schools against the actual performance of students at the various key stages. It will be essential to ensure that the final attainment targets and levels are in line with the reality of student progress.

5.7.5 Assessments will also have to be designed and tried out, in order to ensure that they are valid and reliable, that they provide the sort of information needed by the various users and that they have a healthy and not a distorting influence on teaching and learning.

5.7.6 In paragraph 5.3.9, we examined the relationship between assessment and other elements in the curriculum. In order to enable teachers to implement the framework, it will be necessary to -

- (i) produce new syllabus guidelines to help teachers to create their own appropriate schemes of work leading through the targets;
- (ii) elaborate organisational and methodological guidelines to help teachers to cater for students of differing levels of ability and achievement;

* In paragraph 2.4.6 we recommended that, after its establishment, the CDI take on the task of developing further the framework of attainment targets and related assessments.

- (iii) develop assessment guidelines to help teachers to understand and implement the framework and to work towards making all internal assessments target-related and based on criterion-referencing principles;
- (iv) set up teams and identify publishers to produce new materials in those areas of learning not adequately covered by commercially available resources; and
- (v) upgrade existing equipment in schools where necessary.

5.7.7 In paragraph 5.5.4 we recommended the development of a framework of attainment targets and related assessments. We now recommend, in addition, that the appropriate attainment targets and levels be drawn up and tried out, the related assessments based on criterion-referencing principles involving internal and external components be designed and tested, the appropriate guidelines and materials be produced, and the means to enable teachers to implement the framework outlined above be developed.

(b) Implications for teacher education

5.7.8 As we mentioned earlier, it is most important to secure the support of principals, heads of departments and teachers for the framework. We suggest, therefore, that they be involved as much as possible in the planning, research and development work. The ED and institutions concerned with teacher education will need to devise and conduct courses for new and existing teachers on using attainment targets, assessing students against these targets, preparing teaching materials and assessments, developing appropriate teaching methods and so forth.

5.7.9 We recommend that teachers be involved in the planning, research and development work relating to the framework. We also recommend that institutions concerned with teacher education should design courses to enable new and existing teachers to implement the framework.

(c) Effects on existing Hong Kong assessment practices and implications for the future

5.7.10 We would not wish the proposed new framework to increase the burden of assessment on students. We therefore recommend that the new target-related assessments based on criterion-referencing principles at Primary 3, Primary 6 and Secondary 3 should replace as far as possible existing assessments.

5.7.11 As in Section 5.4 we will examine each of the current assessment practices in turn with a view to recommending whether they should or should not be replaced.

(i) Internal school assessments

5.7.12 We believe that target-related internal school assessments based on criterion-referencing principles will provide better information on students' strengths and weaknesses than many forms of currently used internal school assessment. We believe that the former will encourage both higher and lower achievers to stretch themselves by enabling them to see the progress they have made against target rather than comparing themselves against others. We therefore recommend that schools should work towards making their internal assessments target-related and based on criterion-referencing principles at both primary and junior secondary levels.

(ii) The Hong Kong Attainment Tests

5.7.13 As the new target-related assessments based on criterion-referencing principles are expected to exert a more healthy influence on teaching and learning, and provide better performance indicators for the monitoring of standards, we recommend that they should gradually replace the HKATs.

(iii) The Secondary School Places Allocation

5.7.14 The SSPA arrangements currently involve school internal assessments scaled against the results of the AAT (which comprise verbal and numerical reasoning tests). We consider that the upper primary curriculum may be distorted if the SSPA system were only to take account of the new target-related assessments in Chinese, English and Mathematics. For this reason, we recommend that for the SSPA system, the assessments for Chinese, English and Mathematics be used in conjunction with the results of internal assessments for other subjects. We are of the view that this would probably provide an adequate basis for putting students into bands to assist placement in secondary schools as well as providing much useful information on students' strengths and weaknesses for teachers receiving them in Secondary 1.

5.7.15 We are concerned that even if TRA have been developed for all subjects, some predictive information obtained from the AAT might be lost if the former were used without the AAT. We recommend therefore that research be conducted to determine whether the Secondary School Places Allocation system should include the Academic Aptitude Test in the long run.

5.7.16 In Chapter 6, we will be proposing that information derived from target-related assessments in Chinese and English be used for grouping students for medium of instruction purposes.

(d) Timing implications

5.7.17 We recognise that the length of time required for the implementation of a comprehensive framework of attainment targets and assessments will be considerable. In the UK, we note, they are planning to take 10 years to implement their framework. As stated in paragraph 5.5.4, to begin with, we will concentrate our efforts and resources on the framework of targets and assessments for three subjects only : Chinese, English and Mathematics. Subject to further research, we estimate that this could be completed by 1994. In the longer term and subject to the effectiveness of the framework and assessments in Chinese, English and Mathematics, we recommend that targets and related assessments in other subjects should be considered.

(e) Teaching and learning strategies

5.7.18 The proposed framework of attainment targets and target-related assessments, will, as explained, have implications for organising teaching and learning in the classroom. For example, it is likely that classes will contain students at different levels of attainment. This will necessitate research to establish the best way to organise effective teaching and learning. The effectiveness of various approaches will need to be examined. It may be helpful, for example, to look at Mastery Learning. This involves the breaking up of the content of a course into discrete learning units or phases, each with clearly specified learning objectives. Phases are arranged in order of difficulty. A diagnostic test is administered at the end of each phase to establish whether students have mastered its content or not, and to identify the areas in which they experienced difficulty. Those who have mastered the particular unit or phase move on to the next one. Those who have not are given the curricular materials and support to overcome their difficulties. Thus, students acquire the

necessary foundation knowledge at each phase before moving on to the next.

5.7.19 We are aware from research that this technique has proved particularly beneficial in the following circumstances -

- (i) for use in remedial teaching; and
- (ii) for helping students master basic skills, such as literacy.

In Chapter 2, we have recommended that the CDI, when established, should take on the task of examining the feasibility of using Mastery Learning. In the meantime, we understand that the ED intends to set up a working group to conduct an early examination of all the implications of adopting the Mastery Learning approach.

5.7.20 An alternative strategy worth examining would be to promote Individualised Learning through the provision of appropriate resources and equipment to help students to learn to as high a level of attainment as they can reach.

5.7.21 We recommend that these and other techniques be further examined.

- (f) Financial implications

5.7.22 The expenditure involved in developing the framework of attainment targets and related assessments in Chinese, English and Mathematics is estimated as follows (\$ million at current prices) -

	<u>1991-92</u>	<u>1992-93</u>	<u>1993-94</u>	<u>1994-95</u>	<u>1995-96</u>
Recurrent	11.76	15.21	15.92	15.64	18.06
Non-recurrent	-	-	3.44	1.50	-
Total	11.76	15.21	19.36	17.14	18.06

These estimates include the cost of developing the framework with trail runs, but not the cost of its general application to the school system on a permanent basis.

5.8 SUMMARY OF RECOMMENDATIONS

5.8.1 In summary, we recommend that -

- (a) there should be developed for use in Hong Kong a framework of attainment targets and related assessments involving both internal and external components. It should initially cover the core subjects Chinese, English and Mathematics up to Secondary 3 level (paragraph 5.5.4);
- (b) at this stage the replacement of the public examinations at Secondary 5 level by the new form of assessment should not be pursued (paragraph 5.5.4);
- (c) the appropriate attainment targets and levels be drawn up and tried out, the related assessments based on criterion-referencing principles involving internal and external components be designed and tested, the appropriate guidelines and materials be produced, and the means to enable teachers to implement the framework be developed (paragraph 5.7.7);

- (d) teachers be involved in the planning, research and development work relating to the framework (paragraph 5.7.9);
- (e) institutions concerned with teacher education should design courses to enable new and existing teachers to implement the framework (paragraph 5.7.9);
- (f) the new target-related assessments based on criterion-referencing principles at Primary 3, Primary 6 and Secondary 3 should replace as far as possible existing assessments (paragraph 5.7.10);
- (g) schools should work towards making their internal assessments target-related and based on criterion-referencing principles at both primary and junior secondary levels (paragraph 5.7.12);
- (h) target-related assessments based on criterion-referencing principles should gradually replace Hong Kong Attainment Tests (paragraph 5.7.13);
- (i) for the Secondary School Places Allocation system, the assessments for Chinese, English and Mathematics be used in conjunction with the results of internal assessments for other subjects (paragraph 5.7.14);
- (j) research be conducted to determine whether the Secondary School Places Allocation system should include the Academic Aptitude Test in the long run (paragraph 5.7.15); and
- (k) in the longer term and subject to the effectiveness of the framework and assessments in Chinese,

English and Mathematics, targets and related assessments in other subjects should be considered (paragraph 5.7.17).

CHAPTER 6 : LANGUAGE IN EDUCATION

6.1 INTRODUCTION

6.1.1 To provide the background to the issue of Language in Education which has been hotly debated over many years in Hong Kong, we begin this chapter by outlining the recommendations on language in education made in our previous reports and describe the outcome of a review of language in education policy conducted by the ED* Against this background we will propose a framework within which Hong Kong's language policy may be developed. Finally, we will set out the strategy for implementing the framework and the financial implications involved.

6.2 REFORMS UNDER ECR 1 AND ECR 2

6.2.1 Our principal proposals were published in ECR 1 in October 1984. In all we made 13 recommendations. The most significant were -

- (a) encouraging a wider use of Chinese in the classroom. Individual secondary schools should be encouraged to adopt Chinese as the medium of instruction. Teacher preparation should be modified to prepare teachers for wider use of Chinese in the classroom. More schools should be encouraged to teach Putonghua. An additional graduate teacher of Chinese should be provided to every secondary school with 18 classes or more;
- (b) improving the standard of English teachers and strengthening the teaching of English in secondary schools. Expatriate lecturers of English should be

* ED published a report in October 1989 on its review entitled "Report of the Working Group set up to Review Language Improvement Measures".

recruited for the Colleges of Education and the Institute of Language in Education (ILE). Secondary schools should be encouraged to employ locally available native English speakers with teaching qualifications to teach English;

- (c) strengthening the teaching of English in secondary schools which use Chinese as the medium of instruction. Additional resources including additional teachers of English and moveable partitions for dividing classrooms for split classes should be given to such schools to strengthen the teaching of English to avert any consequential fall in the standard of English owing to reduced exposure. (This recommendation was subject to research findings on the assumption that, all other things being equal, teaching and learning would generally be more effective if the medium of instruction were the mother tongue and the consequential loss of exposure to English might result in a fall in the standard of English.); and
- (d) assisting schools to decide on the medium of instruction. A set of comprehensive guidelines should be made available to secondary school authorities in order to assist them to decide on the language of instruction. Secondary schools should be provided with information on the English proficiency of their Secondary 1 entrants. Chinese and English syllabi should be re-designed and textbooks in both languages should be made available to all schools.

6.2.2 Our recommendations were accepted by the Government. We note that the Government has taken the following action -

- (a) as regards encouraging a wider use of Chinese in the classroom : since September 1989, all Government and aided secondary schools with 18 classes or more have been provided with an additional graduate teacher of Chinese. Of the 361 Government, aided and caput secondary schools, 126 have adopted Chinese either fully or partly as their medium of instruction. 38 schools will soon follow suit. A further 120 schools are considering the issue. Since September 1986, teacher training courses have been modified to train teachers for a wider use of Chinese. For existing teachers of specific subjects, part-time training on the use of Chinese has been jointly organised by the Advisory Inspectorate, the Colleges of Education and the ILE. More recently from September this year, a course on Chinese Communication Skills will be arranged by the ILE for secondary school teachers. Putonghua has been offered as an optional subject in primary schools and in junior secondary classes since September 1988. Starting in 1989-90, a recurrent grant has been provided to secondary schools for the employment of part-time instructors to run special programmes in Putonghua after school;
- (b) as regards improving the standard of English teachers and strengthening the teaching of English in secondary schools : the recruitment of expatriate lecturers for the ILE and Colleges of Education has ceased since all vacancies have been filled. Should vacancies arise, expatriate lecturers will be recruited. The Expatriate English Language Teacher Pilot Scheme was completed in July 1989. As a result of the final evaluation of the pilot scheme, it was decided that a permanent scheme should be introduced in September 1991;

- (c) as regards strengthening the teaching of English in schools which use Chinese as the medium of instruction : research findings have substantiated that learning and teaching would generally be more effective if the medium of instruction were the mother tongue and the consequential loss of exposure to English would result in a fall in the standard of English. Since September 1988, about 80 secondary schools which use Chinese as their medium of instruction for more than 25% of their classes have been provided with additional resources to strengthen the teaching of English. These include the provision of additional teachers of English, additional equipment such as moveable partitions for split classes and a second wire-free induction loop system and a one-off library grant; and
- (d) as regards assisting schools to decide on the medium of instruction : in April 1986, guidelines in the form of sample language medium models were sent to secondary schools. With the help of a teacher handbook published in 1988, teachers may now interpret their students' scores in the HKAT in English for the purpose of grouping students, should they so wish. In September 1988, the new English syllabus (Secondary 1 to Secondary 5) was implemented while the new Chinese language syllabus will be implemented in 1991-92. Nearly 70 sets of Chinese textbooks covering 19 general subjects have been made available since September 1989 with more coming on stream covering practical subjects in September 1991.

6.2.3 In ECR 2, published in August 1986, we made three more recommendations relating to language in education. These were that -

- (a) an additional half of a non-graduate post for teachers of Chinese should be provided to Government and aided secondary schools with fewer than 18 classes;
- (b) given the research finding that the effects of split class teaching of English on students' proficiency was marginal, except in improving their listening performance, the recommendation in ECR 1 that resources be provided for split classes should be implemented with sufficient flexibility, so that schools be allowed to use these resources for other measures to strengthen the teaching of English; and
- (c) there should be further research into split class teaching of English and other measures to strengthen the teaching of English.

6.2.4 These too were accepted by the Government. In terms of implementation -

- (a) the additional posts have been provided since September 1986;
- (b) as stated in paragraph 6.2.2(c) above, funds for additional teachers of English, additional equipment and a one-off library grant have been provided to schools since September 1988 and these are used flexibly; and
- (c) the further research on split class teaching was completed in 1988 and the findings were favourable as regards teaching and learning attitudes. ED has therefore encouraged schools to use split class teaching in its guidelines, first issued to all

secondary schools in 1987 and later revised in 1990.

6.2.5 In ECR 3 published in June 1988, we did not address the issue of language in the primary and secondary sectors as such, but we briefly mentioned the progress made in implementing previous recommendations which we have already described in paragraphs 6.2.2 and 6.2.4 above. We also recommended that the Government should consider providing additional resources for the teaching of English at tertiary institutions, where this could be justified as a remedial measure.

6.3 REVIEW OF CURRENT POLICY BY EDUCATION DEPARTMENT

(a) Report of the Working Group

6.3.1 Towards the end of 1988, the Government felt that enough time had gone by since its acceptance of the Commission's recommendations on language in education to warrant a review of the measures already implemented and an assessment of what more might be done. A Working Group was therefore set up within ED in December that year under the chairmanship of the Deputy Director of Education. The Working Group published its report in October 1989. We briefly outline below the main issues in the report, its recommendations and the public's response. This description is provided as background information. We, as a Commission, do not necessarily subscribe to all the Working Group's view and recommendations.

(b) Main issues

6.3.2 The Working Group made the following point concerning the effects of society on the learning of language in Hong Kong -

- (i) most people use Chinese (Cantonese) for every day purposes. English is largely restricted to education, Government and business uses;
- (ii) it is therefore unrealistic to compare Hong Kong with Singapore, where English is the lingua franca of a diverse community;
- (iii) there is pressure for children to learn English and to learn in English, since this is seen by parents as offering the best prospect for their children's future. Many children, however, have difficulty with learning in English; and
- (iv) conversely, Chinese is undervalued as a medium of instruction and the importance of Chinese language skills is not sufficiently recognised.

6.3.3 The Working Group considered that schools were doing their best to cope with what they considered to be an unsatisfactory situation which arose in part from unrealistic expectations held by parents and the community. It claimed that criticism of language standards in the school system, based on a superficial understanding of this situation, could damage the morale of both teachers and students.

6.3.4 On language standards, the Working Group concluded that English standards appeared to have been generally maintained but the fast increasing demand for competent users had led to a misperception that standards were falling. There was less concern over standards of Chinese although writing skills might have declined slightly.

6.3.5 In terms of educational factors in language learning the Working Group noted that since English lessons in primary schools were not supported by the child's experience outside the classroom, the standards that could be achieved were limited. Whilst a greater level of effective exposure to

English might be provided if English were the medium of instruction in primary schools, this would be feasible only if teachers and pupils could use English effectively and with confidence. The Working Group concluded that, given Hong Kong's situation, the use of Chinese as a medium of instruction in primary schools should be strengthened. It also concluded that the time spent on English should not be increased since it was unlikely that this would lead to higher standards and might indeed result in a distortion of the primary curriculum.

6.3.6 The Working Group noted that the use of English as a medium of instruction provided greater exposure to English than the teaching of English as a subject. It therefore emphasized the need for some English medium secondary education to be maintained and strengthened. It perceived this as the most important means of meeting the increasing demand for highly competent English users in Hong Kong. However, since research has shown that students can study effectively in English only when they have passed a certain threshold of language competence in both their mother tongue and in English, the Working Group proposed that English medium secondary education should be open only to those who had reached the threshold. Intensive English bridging courses should be developed to help students transferring from a Chinese medium to an English one.

6.3.7 The problem of inadequately trained language teachers and the shortage of manpower in the various training and support services were noted by the Working Group. It considered that training, advice and support for teachers all needed strengthening if the language skills and language awareness of teachers were to be improved.

6.3.8 The Working Group noted the different traditions underlying language teaching in Chinese and in English but urged greater coherence in educational planning across languages and across sectors of the education system.

6.3.9 The Working Group noted that while all children needed to be competent in Chinese not everyone would need a high standard of English in later life. It would not be acceptable, however, to determine in advance who should attain any particular standard. The Working Group saw the task of the education system as being to ensure an equal opportunity for all students to attain the best standards they could in the time available. It suggested that a sequence of graded levels of achievement in both Chinese and English with broad targets to be attained at each level be established. This would provide teachers and learners with a clear idea of what to work towards as well as permitting students to feel a sense of success at attaining each level. (This concept has been fully described in Chapter 5 of our report.) Thus, the high achievers would not be held back by those of lesser ability, while low achievers could be helped to make as much progress as they were capable of.

(c) Recommendations of the Working Group

6.3.10 Having described the main issues considered by the Working Group, we now turn to its recommendations. 78 recommendations were made. The main ones are summarized below.

6.3.11 The language in education policy is based on the view, backed up by research (summarised in Annex 6A), that the majority of students will learn more effectively through their mother tongue than through English. The Working Group noted that the problem has been, however, that many schools have tended to choose their medium of instruction on the basis of parental wishes rather than on educational grounds. Parental wishes have favoured English since English is perceived to be the gateway to a brighter future for their children.

6.3.12 The Working Group recommended that schools should be encouraged to adopt clear-cut policies of language use and

the incidence of mixed-code* should be minimised. Within the medium of instruction policy four objectives should be pursued. These should ensure that -

- (i) each student was educated through a medium likely to lead to maximum cognitive and academic development. English should only be used as a medium of instruction where students could benefit from this;
- (ii) English or Chinese could be equally effectively used as medium of instruction up to Advanced (A) level for students studying in one language or the other;
- (iii) the teaching of Chinese and English as subjects directly supported the use of Chinese or English as mediums of instruction; and
- (iv) students were enabled to make as quick, smooth and effective a switch from Chinese to English as possible at appropriate points in the education system.

6.3.13 Grouping of students by medium of instruction, the Working Group noted, could only be successfully implemented if schools had information on the language abilities of their students. The Working Group proposed that a criterion-referenced assessment be conducted at Primary 6 which would differentiate those likely to benefit from English medium instruction from those whose educational development would be best served by learning through Chinese. (This kind of assessment has been described in detail in Chapter 5.)

* This term is explained in paragraph 6.4.3.

6.3.14 The Working Group proposed two intensive bridging courses to help students moving from Chinese medium instruction to English medium instruction : one at Secondary 1 and another between secondary and tertiary education.

6.3.15 The expansion and upgrading of the ILE to the level of a tertiary institute was proposed as a means to enable the ILE's teacher training activities to be supported more fully by research, development and consultancy activities. A Language Planning Unit in ILE was also proposed, the role of which would be to monitor existing policies and conduct research on the basis of which long term planning for language in education could be carried out.

6.3.16 Noting that not all trainee teachers became competent in both English and Chinese, the Working Group proposed a choice between either an English or Chinese-medium of teacher training or, preferably, increased efforts to raise language skills of all trainees. Minimum language standards would be set for per-service trainees taking Chinese or English as elective or using Chinese or English as medium of instruction. Existing teachers would also be required to take courses to meet these minimum standards.

6.3.17 The Working Group proposed, on a pilot project basis, the development of graded targets in Chinese and English at Primary 3, Primary 6, Secondary 3 and Secondary 5*. Centrally-produced criterion-referenced tests would assess students' achievement against these targets. If found helpful in improving the quality of teaching and learning, the framework of targets and criterion-referenced tests would be extended to all public sector schools.

* As stated in paragraph 5.5.4 of Chapter 5, we have decided not to proceed with the target-related assessments at Secondary 5.

(d) Public consultation

6.3.18 Following the publication of the Working Group's report in October 1989, there was a period lasting two and a half months for public consultation and debate. Written comments were received from 105 respondents (listed in Annex 6B), many of whom represented groups of people. In addition, 32 seminars were held during the period of public consultation for those interested in the issue such as school principals, the staff of Colleges of Education, representatives of tertiary institutions, the Professional Teachers' Union, the Church of Christ in China, the Hong Kong General Chambers of Commerce, District Boards etc. We will outline the public comments on the report as we cover the issues concerned.

6.4 THE FRAMEWORK FOR FUTURE REFORMS

(a) Statement of guiding principles

6.4.1 Over time the Commission has dedicated a great deal of thought to the development of policy on language in education. The Government has invested substantial resources in this area. Our efforts and those of the Government underscore the importance we ascribe to this issue and provide evidence of the continuing concern with which we view it. Nonetheless, with the benefit of experience and perhaps a degree of hindsight, we can now see that while the previous approach attempted to address the problems of language in education by means of a series of discrete improvement measures, what was possibly lacking was a coherent framework within which these measures could be conceived and implemented. As a result, these measures, although broad ranging, did not achieve the objective of persuading more schools to adopt Chinese as their medium of instruction. In this report, we take a wider perspective on this issue, so as to render our review of current policy and our recommendations more comprehensive. Our starting point is the current policy which the Government devised, taking into account the

Commission's views and proposals. This was promulgated in 1986 and embodied the two following principles -

- (i) secondary school authorities should be encouraged to adopt Chinese as the medium of instruction since, all other things being equal, teaching and learning would be generally more effective if the medium of instruction were Chinese; and
- (ii) individual school authorities should themselves decide whether their medium of instruction should be English or Chinese.

We believe that these principles remain valid. Implicit in these principles is the belief that whilst students can learn better in their mother tongue, those who have the proven ability to learn effectively in English should be given the opportunity to do so. Our proposed framework takes as a third principle -

- (iii) the use of mixed-code in schools should be reduced in favour of the clear and consistent use in each class of Chinese or English in respect of teaching, textbooks and examinations.

We explain the rationale behind this principle in paragraph 6.4.3.

(b) Resolution of specific issues

6.4.2 In formulating a framework of comprehensive reforms, in addition to adhering to the above mentioned principles, we have also taken into account several complex factors. The first is the phenomenon of mixed-code teaching, as a result of which children may not become proficient in the full range of language skills in Chinese or English. The second is the need to consider the interests of the community as a whole and of various groups in the community. These have

to be balanced against each other so that in responding to, for example, the needs of the economy, those of our students are not overlooked. The third is the adoption of a clear medium of instruction by schools. Schools should choose which medium to use in order to best meet the needs of their students. The fourth is the concern that the level of English in primary schools has fallen and that this is due in part to the abolition of the SSEE. Finally, we consider the need for bridging and language enhancement courses.

(i) Mixed-code and medium of instruction

6.4.3 We recognise that teaching and learning are generally more effective if the medium of instruction is either the mother tongue or English (for those who are able to learn effectively through this medium). Unfortunately, however, the use of mixed-code is quite common in many of our classrooms. In English-medium schools, while the textbooks, written work and examinations are in English, teachers often use Cantonese to explain the lesson material to students and to conduct discussions with students. In some cases, this can lead to time being wasted on translation of English texts in class and, worse still, learning being reduced to rote memorisation of facts in English. This time could be better spent on problem-solving, analysis and discussion of issues, all of which would be of more value to students' cognitive development. Clearly, students are disadvantaged if they study in a medium in which they are not proficient. The research projects jointly carried out by the University of Hong Kong and the ERE and reported in ECR 2 (in Annex IV A3 of ECR 2) indicated that only some 30% of Secondary 3 students could perform effectively in English.

6.4.4 Given our view that it would be better if one clear medium of instruction for teaching, textbooks and examinations were used, it follows that the use of mixed-code should be reduced as far as possible. The corollary to this is that it is necessary for students to be grouped according to which

medium of instruction is most appropriate for them. Students will need to be placed in Chinese-medium classes or English-medium classes on the basis of their ability to learn effectively in that medium.

6.4.5 Public opinion was divided as to whether or not medium of instruction grouping should be introduced. Opponents criticized grouping, fearing that it would lead to social differentiation, elitism, a distortion of the primary school curriculum and that it would be difficult to administer. Those in favour of grouping felt that English-medium education should continue to be available for some children and agreed that only when English was used as the medium of instruction could the necessary exposure be provided to maintain and improve standards. A few respondents considered there were some positive aspects to mixed-code teaching but more felt that elimination of such teaching was desirable.

6.4.6 We remain firmly of the opinion that students should be grouped by reference to a medium in which they could learn effectively.

(ii) Needs and interests of the community

6.4.7 Hong Kong is an international business, financial and trading centre. English therefore has an important place in the economic life of our community. In order to maintain Hong Kong's international position, we have to ensure that we produce sufficient well-educated people able to communicate in both English and Chinese. Political and social developments mean that we also need to give proper emphasis to the use of Chinese. Our proposed framework, therefore, ensures that the need for proficient users of both languages is met.

6.4.8 At present, the needs of our economy are not well defined. Through consultation with the Chambers of Commerce and the business community and through research projects such as those to be conducted by the ILE and jointly by the Hong

Kong Baptist College and the Hong Kong Polytechnic^{*}, we will in due course be in a better position to judge exactly what Hong Kong's needs are in terms of English and Chinese practitioners. From the educational point of view, it would seem at present that only around 30% of students may be able to learn effectively through English though this percentage may rise with improvements in teaching and learning. The remainder, that is to say the majority, would benefit more from their education if they were to learn in their mother tongue. In catering for the needs of our economy, we believe that the interests of the majority of our students should not be sacrificed. Our aim is to ensure that all students learn through a medium which will enable them to achieve their academic potential.

6.4.9 At present, however, many parents in Hong Kong believe that English-medium instruction is better for their children, in that it will open the door to better tertiary education and employment opportunities. They perceive a Chinese-medium education as a potential handicap to their children's future. They are therefore reluctant, for the present at least, to accept that their children might be educationally disadvantaged by learning through English or mixed-code. We believe that the expansion of tertiary places and the provision of bridging courses to help Chinese-medium students adjust to English-medium tertiary education should improve this situation. Moreover, as Chinese is increasingly

* The ILE is undertaking two projects. One will identify the proficiency gap between both Secondary 5 school leavers and Technical Institute graduates, and the language levels required by different work sectors. Guidelines for use by, for example, schools, curriculum developers, commerce and industry will be produced. The second will analyse language needs in the education system and in the commercial and industrial sectors as a basis for longer term planning in education. The joint project to be conducted by the Hong Kong Baptist College and the Hong Kong Polytechnic will research "The changing pattern of language use, language performance and perceptions of language performance requirements in Hong Kong".

placed on an equal basis with English for legal and administrative purposes, the civil service is localised and the awareness of a Chinese identity is enhanced towards 1997, parental views may change over time.

6.4.10 To assist parents to make a rational and informed choice as to which medium would suit their children best and thus help them select schools accordingly, objective assessment is needed at Primary 6 which will differentiate those who would learn better through their mother tongue from those who could learn effectively through English. We also need an appropriate number of teachers able to teach in each medium. Teachers will therefore need pre-service training that focuses more on language skills and for existing teachers, additional in-service training will be needed so that teachers may teach effectively in Chinese or in English.

(iii) Adoption of a clear policy of medium of instruction by schools

6.4.11 We have explained earlier that our objectives are to encourage Chinese-medium instruction, to minimise mixed -code teaching and to give schools the choice as to which medium of instruction they use. Having accepted that medium of instruction grouping of students was necessary, we considered whether this should be done by class or by schools. We were aware of the operational problems* which would be faced by schools opting to become two-medium schools in which some classes would be taught in the medium of Chinese and some in the medium of English. These schools would, however, provide greater flexibility for parents' choice and enable individual students to switch more readily from one medium to another. This, coupled with the Commission's over-riding belief in the importance of giving free and

* Not the least of these problems would be the complications of allocation after Secondary 3 for asymmetrical schools.

responsible choice to schools authorities to make decisions for their own school has led to the inclusion of two-medium schools, in addition to Chinese-medium and English-medium schools in our framework.

6.4.12 Public opinion was divided on whether grouping should be by class or by school. 19 respondents commented on the issue. Grouping by class was opposed by some on the grounds that it would create administrative difficulties, would be divisive, and would not raise the standard of English. Those in favour of grouping by class believed that learning of languages and subjects would be much more effective. Although public opinion was divided on grouping and whether it should be done by class or by school, most respondents who commented on grouping, including advocates of mother tongue teaching, called for the choice to be left to the schools. They believed that schools were the best judge of which medium of instruction should be used in their school or whether instruction in both media should be offered.

6.4.13 Schools would, in making their choice, take into account the language ability of their students and teachers and the views of the parents concerned. Should schools experience a change, either in the language achievement levels of their student intake or in the language ability of their teachers, and therefore wish to switch to another medium or to change the proportion of classes offered in each, this could be considered providing that ED agreed that this was an appropriate course of action.

6.4.14 The problem is that because parents perceive English-medium instruction as providing a better future for their children, pressure is placed on schools to offer English-medium teaching, which means in practice that they offer instead mixed-code teaching. In the face of this pressure, schools are reluctant to change to Chinese-medium. Moreover, they fear that if they change to Chinese-medium on

their own, they could thereby receive lower band students. We will, therefore, be setting a timetable in the next section for all schools to adopt a clear policy concerning medium of instruction at the same time.

(iv) Standard of English at primary level

6.4.15 We were concerned that the poor level of English achieved by students in primary schools was a factor in the apparent decline in English standards in Hong Kong. We noted in the Report of the Working Group that research conducted by the ERE showed a sharp decline at upper primary level in the standards of English between 1976 and 1979 due to the broadening of the curriculum and the removal of the English language test in the SSEE. Further research has shown, however, that since 1981 English standards in primary schools have been steadily rising but have not yet reached the 1976 level.

6.4.16 We appreciate that the abolition of the SSEE removed the phenomenon whereby students were often tutored to pass the examination to the detriment of other aspects of their education. Nonetheless, with the introduction of the proposed assessment of English at Primary 6, we hope to see a more balanced focusing of attention among teachers and students on what should be achieved in the languages at primary level.

(v) Bridging courses and enhancement of Chinese and English

6.4.17 We noted that the Working Group recommended a bridging course at Secondary 1 and another between secondary and tertiary education to assist students transferring from Chinese-medium to English-medium education. Generally, there

was good support among the public for the bridging courses proposed.

6.4.18 We support the recommended bridging courses but wish to propose additional ways of further reinforcement. When whole-day schooling is introduced at Primary 5 and Primary 6, more time will be available for students to participate in additional English and Chinese language activities. Summer camps with immersion in English could also be useful. The Government should consider providing assistance and resources for the organization of such programmes.

(c) The proposed framework

6.4.19 Taking into account both the guiding principles and the specific issues that we have resolved, we now outline a framework for Hong Kong's language in education policy. As a starting point, as mentioned in paragraph 6.4.11, we need an objective assessment instrument to determine which students should use which medium. We consider it necessary, in fact, for two assessments to be conducted : one to assess achievement in English and one to assess information- processing and study skills in Chinese. Subject to research these instruments will be drawn from the target-related assessments in Chinese and in English to be devised for Primary 6 (described in Chapter 5). The two assessments taken together will demonstrate whether a student has developed information-processing skills in the mother tongue which can then be transferred to English, and if so, whether he has enough English to start using English for study purposes in secondary school. On the basis of the results children would be grouped in terms of their ability to learn in Chinese or English. As an example it should be possible to prescribe three groups as follows -

- C - Students who would learn best through the Chinese medium
- B - Students who would probably learn better through the Chinese medium but who are possibly able also to learn in English
- E - Students who are able to learn effectively in English many of whom could equally well learn in Chinese should they so wish

6.4.20 We do not propose that these two assessments be used for the purpose of allocating places in secondary schools to students. This is because if achievement in English and information-processing and study skills in Chinese became the only criteria for allocation, the primary curriculum would become distorted. We consider therefore that the SSPA system, which is based on internal assessments covering the whole curriculum scaled by the AAT, be maintained. When the target-related assessments at Primary 6 come on stream, they will be used in Chinese, English and Mathematics together with internal assessments for other subjects.

6.4.21 Schools would be divided into three types : Chinese-medium, English-medium and two-medium. Schools would be free to choose for themselves which medium of instruction they would like to use and what proportion of classes in each medium they would like to offer. As mentioned earlier, as circumstances changed, schools could choose to change their medium of instruction or the proportion of classes taught in each.

6.4.22 The assessments designed to determine an appropriate medium of instruction for each student would be administered before the SSPA allocation and the results would be given to both parents and schools. Parents would still be free to choose any of the three types of school for their

children, but armed with objective information on their children's achievement, they would be in a position to select schools best suited for their children's educational development. Thus, parents of children in Groups B and C would be advised to select places in Chinese-medium or two-medium schools. Parents of Group E children could choose places in English-medium, two-medium or Chinese-medium schools.

6.4.23 With the results of the assessments to hand, secondary schools would be in a better position to choose an appropriate medium or mediums of instruction to meet the needs of their student intake. Within our framework, therefore, allocation would still be based on the SSPA system and in terms of medium of instruction parents and schools would be encouraged to do what is best for their children.

6.4.24 We recommend that the framework we have proposed in paragraphs 6.4.19 to 6.4.23 above should be adopted in Hong Kong.

6.5 IMPLEMENTATION

(a) Introduction

6.5.1 We now address in more detail the factors involved in the implementation of our framework. These are : the timetable for developing assessments and for schools to opt for a clear policy of medium of instruction, the interaction between the framework and the SSPA system, bridging courses, positive discrimination measures, teacher education, research, structural measures and financial implications.

(b) The assessments

6.5.2 For reasons explained in Chapter 5 of this report, we believe that target-related assessments based on criterion-referencing principles (TRA) provide the best basis

on which students may be grouped. It is proposed that the relevant components from the Primary 6 assessments in Chinese and English will make up the two assessment instruments used to determine the most appropriate medium of instruction for each student. Since the Primary 6 assessments will not be ready until 1994, we propose that the existing HKATs be revised, to ensure that they are secure, and used for this purpose. A timetable setting out the tentative schedule for the adoption of a clear cut medium of instruction and for the introduction of the assessment instruments for medium of instruction grouping is shown below -

<u>School Year</u>	<u>HKATs</u>	<u>Framework of targets and related assessments</u>	<u>Action by ED and schools</u>
1990-91	Preparation	Construction of targets	
1991-92	Design and moderation	Tryout of targets	Schools asked to choose medium of instruction
1992-93	Tryout of test/tasks	Consolidate targets	
1993-94	1st live test (December)	Tryout of P6 TRA	
1994-95	Test on sample	1st live P6 TRA (December)	Advice given to schools by ED
1995-96	Predictive research	2nd live P6 TRA	
1996-97		Tryout S3 TRA	
1997-98		1st live S3 TRA	
		Predictive research 1st P6/S3 TRA	

1998-99

2nd live S3 TRA

Firm guidance given to schools

Predictive research 2nd
P6/S3 age cohort

1999-2000

Predictive research 1st
P6/S5 age cohort

6.5.3 In the next few paragraphs, we explain the development process of the assessment instruments. Preparation work for the revised HKATs and target-related assessments in Chinese and English will begin in 1990-91. At the same time, the attainment targets for English and Chinese at Key Stage 2 (ie Primary 6) will be developed. To speed up the process, some of the development efforts will be subsumed under the research projects to be funded by the HongKong Bank Language Development Fund. (See paragraph 6.5.26)

6.5.4 In 1991-92, secondary schools will be requested by ED to opt for one teaching medium or the other or to use both. ED will give schools guidance in choosing which option is most appropriate for their students. In order to help schools make their choice, ED will also provide schools with their students' results over the past three years on HKATs appropriately scaled at Primary 5 and Primary 6 in Chinese and English.

6.5.5 In 1991-92 the design and moderation of the new HKATs will be carried out. These may embody some of the new forms of assessment to be devised at Primary 6 so that some experience may be gained in producing target-related assessments. The arrangements for administering the secure HKATs will also be devised. Meanwhile, the attainment targets for the new assessments at Primary 6 will be drawn up and tested in a number of pilot schools. These targets may form the subject of some HKATs items.

6.5.6 During 1992-93 the new HKATs will be tried out. The new framework of targets and assessments will have been sufficiently advanced to allow the Primary 6 attainment targets to be finalised in the light of the results of the testing in pilot schools. Since the effectiveness of the teaching leading to these attainment targets may take longer to achieve, further investigation of the appropriateness of the targets will be needed. Drawing on experience gained in developing the new HKATs, work will then commence on the design of the target-related assessments. By the end of the year, the attainment targets will have to be disseminated to all primary schools so that teachers can orientate their teaching towards the first new assessments, which will be introduced 16 months later in December 1994.

6.5.7 In December of the 1993-94 school year, the new secure HKATs will be administered. The results will be made available to parents in time for them to exercise their choice of secondary schools in May. The school and ED will also be able to judge from these results whether the school's choice of medium of instruction made in 1991 was appropriate or not. If not the school will then be advised by ED to change its medium of instruction to suit its intake.

6.5.8 The first target-related assessments will be administered to a sample number of schools in 1994. Through comparisons between students' performance in the two test forms, and using linked common tasks, valuable research information can be derived to facilitate and fine-tune the design of the target-related assessments. In 1994-95, these new assessments will be administered at Primary 6 for the first time.

6.5.9 The following year, the students who took the Primary 6 HKATs tryout tests in 1992-93 will have completed Secondary 3. Through computer-assisted tracing it will be possible to see whether the target-related elements of HKATs provide a good predictive instrument for medium of instruction

grouping. This will help in the development of the target-related assessments. In December, the Primary 6 target-related assessments will be held for the second time. The development of those for Key Stage 3 at Secondary 3 will then begin.

6.5.10 Secondary 3 target-related assessments will be developed in the same way as those for Primary 6 and will be tried out in 1996-97. Assuming all goes well their first administration will be in 1997-98. Thus, in this year, the group of students which took the first Primary 6 target-related assessments in 1994-95 would also take them at Secondary 3. The predictive power of Primary 6 target-related assessments may be ascertained through relating the results of the assessments at the two levels.

6.5.11 From 1994 onwards, schools will have been provided with results from the HKATs or target-related assessments. However, despite the information derived from these assessments and ED's advice, some schools may still be reluctant to change their teaching medium and defend their position by pointing to , for example, a poor student intake. At this stage, in view of the possible shortcomings of the first target-related assessments at Primary 6 or Secondary 3, D of E, as mentioned earlier, can only advise schools that they have chosen an inappropriate teaching medium. With the second administration of Secondary 3 target-related assessments in 1998-99, the quality of such assessments will have been ascertained. Strong evidence can then be presented to schools to demonstrate that they have made the wrong choice and D of E will be in a good position to give firm guidance to schools towards the right teaching medium. Full implementation of the language policy will thus be achieved in 1998-99.

6.5.12 By 1999-2000, the group of students who took the first Secondary 3 target-related assessments in 1997-98 (and the first Primary 6 target-related assessments in 1994-95)

would take the HKCEE. The predictive power of the assessments at Secondary 3, and Primary 6 over the longer term, could thus be clearly ascertained.

6.5.13 We recommend that the assessment instruments and the attainment targets for Chinese and English at Primary 6 and Secondary 3 be developed and that they be tested and administered according to the proposed schedule. We recognise that this will be a time-consuming and complex task. We would like, nonetheless, to urge the Government to carry out this work as expeditiously as possible. We also recommend that regular reviews be conducted to monitor progress and to consider whether stronger measures may be needed to achieve our objectives of encouraging Chinese-medium instruction and minimising mixed-code teaching.

(c) Interaction between the proposed framework and the SSPA

6.5.14 We have mentioned earlier that students will be allocated places on exactly the same basis as now, that is through the SSPA. While the majority of students will be assessed as being able to learn more effectively in Chinese, it is nevertheless possible that in 1991, not sufficient schools would opt to become Chinese-medium schools due to the prevailing pressure described in paragraph 6.5.9. A mismatch between students and schools could exist during the first few years. However, with the additional information provided in 1994 and onwards on their intake of students, and the advice from ED; it is expected that schools will choose the appropriate medium of instruction or proportion of English or Chinese classes, to suit the language achievements of their students. In this way the criticism which has been levelled at existing secondary schools that they claim to teach through English whilst actually using mixed-code, would fall away. The medium of instruction offered by schools would come to reflect the reality of students' needs.

(d) Bridging courses and language enhancement

(i) Enhancement of English for Primary 5 and Primary 6

6.5.15 We recommend the enhancement of English language activities at Primary 5 and Primary 6 levels to raise the standard of primary students' English. These activities could include extended reading programmes, fun-oriented English activities such as quizzes and games, camps and summer courses. We recommend that the Government investigate the feasibility of such an approach and, if viable, seek the necessary funds to implement it territory-wide. We note, too, that in due course introduction of whole-day schooling at Primary 5 and Primary 6 will provide additional periods at school for students.

(ii) Bridging course for Secondary 1 students

6.5.16 We recommend that there should be a bridging course during Secondary 1, as proposed by the Working Group. This would raise the English standard of those students who have been assessed as being able to learn effectively in English to the standard required for studying the secondary curriculum through English. We note and support the pilot project, which will be carried out by ILE over a period of two years starting in September 1990, to establish the effectiveness of such a bridging course. As part of this approach, we recommend that the ILE also examine whether the proposed English activities at Primary 5 and Primary 6 might influence the content and duration of the bridging course at Secondary 1. We understand that the funding for the bridging course project will be provided by the HongKong Bank Language Development Fund. Should the research prove the effectiveness of the bridging course, the course could be implemented selectively in schools in 1992-93 and made available for all students who will learn through English from 1994-95.

(iii) Bridging course for Secondary 3 students

6.5.17 We examined the possibility of developing a bridging course for Secondary 3 Chinese-medium students who might be able to study effectively in English in Secondary 4. We noted the conclusion of the Working Group that it would be difficult for students to move to English-medium classes at this stage. The gap between the level of English attained through the study of English as a subject, and the level of English required to cope with the demands of learning a broad range of subjects through English, widens the further up the school system a student goes. While we agree in principle with this argument, we nevertheless consider that those Chinese-medium students who have performed very well on a range of subjects through Chinese as well as in their Secondary 3 target-related assessment in English should be permitted to transfer to the English-medium group in Secondary 4, should their parents so wish. We therefore recommend that the ED establish the means by which such students could successfully transfer to an English-medium class at the end of Secondary 3. We also recommend that the ED explore ways in which a bridging course might be provided at the end of Secondary 3 to assist such students.

6.5.18 We also recognise that there may be some English-medium students whose performance in Secondary 3 indicates that they are making little headway either in their academic learning through the medium of English or in their English proficiency. Subject to their parents' agreement, we recommend that such students be enabled to transfer to Chinese-medium classes in Secondary 4, and, further that the ED should establish the means for them to do so, including a bridging course if necessary.

(iv) English courses for post-Secondary 5/7 students entering employment

6.5.19 In order that Chinese-medium students leaving school at Secondary 5 may compete on a more equal footing for employment with their English-medium counterparts, we recommend that an appropriate general English course be provided, possibly during the summer. This course might be commissioned from an appropriate outside agency.

6.5.20 Based on the research being undertaken to identify the language requirements of the workplace, we also recommend that appropriate vocational English courses, designed to meet the needs of specific types of occupation, be made available to all students from Chinese-medium and English-medium backgrounds who are about to take up or have already taken up employment, following the completion of their education at Secondary 5 or Secondary 7. For Secondary 5 students this would take place after the general English course recommended above. Some vocational training is already being provided by the Vocational Training Council but the scope of such training could be extended following consultation with various trades, professions and industries, with a view to translating their language requirements into curricular terms.

(v) Bridging programme for Chinese-medium students pursuing tertiary education

6.5.21 We believe that, in order to encourage secondary schools to use Chinese as their medium of instruction where appropriate, we need to ensure that those students learning through Chinese up to A and Advanced Supplementary (AS) levels are not disadvantaged vis a vis their English-medium counterparts at the entry to tertiary education. We believe that it is unrealistic to expect Chinese-medium students to attain the same level of English in Secondary 6 and 7 as English-medium students, since the former will have had much

less exposure to English than the latter*. We recommend the introduction of a bridging course to allow students who have studied in the medium of Chinese to improve their English language skills prior to their entry into tertiary education. We understand that the Government intends to discuss with the tertiary institutions the nature and duration of the programme required to ensure that students who take A levels in Chinese are given reasonable opportunities to pursue tertiary education. For example, for the benefit of Chinese-medium students who have been given conditional entry to a tertiary institution, a full time intensive English course could be provided. This course could be designed to upgrade their general English, and at the same time to orientate them towards the sort of language and study skills they would need at tertiary level. Such a course might be organised following the A and AS level examinations, between May and the end of August.

6.5.22 With the expected growth in the number of sixth form students pursuing their studies through the medium of Chinese, we envisage that the tertiary institutions will need to do more to strengthen the current English improvement courses that they now provide for their undergraduate students to help them cope with the language requirements of their various subjects. In this connection we have already recommended in our third report (paragraph 3.16) that the Government should consider providing additional resources for such remedial teaching, where this can be shown to be justified. We understand that this matter is now being pursued by the UPGC.

* Most Chinese-medium students in Secondary 5 will have been studying English for Syllabus A in HKCEE, and in the sixth form will have prepared for the English Syllabus B examination. Most English-medium students in Secondary 5, together with the remaining Chinese-medium students, will have been studying English for Syllabus B in HKCEE, and in the sixth form will have prepared for the present Use of English examination, or in the future, the AS Use of English examination.

(e) Additional positive discrimination measures

6.5.23 As we noted earlier in paragraph 6.4.9, while schools are still reluctant to switch to the use of Chinese this attitude may well change over time. We believe moreover, that with the introduction of various initiatives a environment more conducive to encouraging parents and school to choose the medium of instruction that is educationally best for their children will be created. These initiative include : the provision of bridging courses and other measure proposed in this chapter; the introduction of attainment targets and related assessments; the introduction of A and AS levels in the medium of Chinese and the necessary textbooks for these courses commissioned by the Chinese Textbooks Committee.

6.5.24 We recognise that the existing incentives* and the proposed innovations require a heavy commitment of resources on the part of the Government. We recommend, nevertheless, that in addition to these, the production of more educational TV and video programmes in English be considered.

(f) Teacher education

6.5.25 We propose to leave to our next report the detailed discussion of how best to address the problem of language proficiency in Chinese and English of teachers and the mean to improve their training, since it is best handled in the context of the proposed review of teacher education. We note with interest, however, that the ILE and Colleges of Education are currently conducting research into minimum language requirements for the certification of trainee-teachers.

* The existing positive discrimination measures are outlined in paragraphs 6.2.2 and 6.2.4.

(g) Research

6.5.26 We endorse the Working Group's recommendation that further research into language issues is required. We recommend that a Languages in Education Research and Development Unit be formed in the ILE to conduct research and development work related to the implementation and monitoring of language improvement measures. We would like to take this opportunity to thank the HongKong Bank for its contribution of \$20 million to fund a fair proportion of the current ILE language research projects. Without their generosity, we could not hope to meet the proposed schedule for introducing a number of our proposed measures. The research projects to be funded by the Government and the HongKong Bank are listed at Annex 6C and 6D respectively.

(h) Administrative measures

6.5.27 We note that the Government intends to set up a Language in Education Steering Committee, with sub-committees for each language, in 1991. This Committee will coordinate work relating to language in education and will play a useful role in monitoring and reviewing the effectiveness of improvement measures.

(i) Financial implications

6.5.28 The expenditure involved in developing the HKATs is estimated as follows (\$ at current prices) -

<u>1991-92</u>	<u>1992-93</u>	<u>1993-94</u>	<u>1994-95</u>	<u>1995-96</u>
1,042,279	1,371,238	2,789,930	8,204	118,204

6.5.29 The expenditure involved for research to be conducted by the Languages in Education Research and Development Unit is estimated at (\$ million at current prices) -

<u>1991-92</u>	<u>1992-93</u>	<u>1993-94</u>	<u>1994-95</u>	<u>1995-96</u>
2.04	2.83	2.83	2.83	2.83

6.5.30 It is not possible to provide estimates of the expenditure involved in implementing the recommendations on enhancement of Chinese and English, bridging courses and teacher education until the related research projects have been completed, or, at this stage, those concerning the strengthening of English improvement courses at the tertiary institutions.

6.6 SUMMARY OF RECOMMENDATIONS

6.6.1 In summary, we recommend that -

- (a) the framework we have proposed in section 6.4 for Hong Kong's language in education policy be adopted. This framework provides for the grouping of students in terms of their ability to learn in Chinese or English as determined through objective assessments at Primary 6. Students would still be allocated places in secondary schools through the Secondary School Places Allocation system. The framework also provides for schools to choose, in 1991-92, whether they would like to be Chinese-medium, English-medium or two-medium schools. With the information provided by the assessments, parents will be in a position to select schools best suited for their children's educational development. The same information will enable schools to choose the appropriate medium of instruction or proportion of classes in each medium, to best meet the needs of their student intake (paragraph 6.4.24);
- (b) the assessment instruments and attainment targets for Chinese and English at Primary 6 and Secondary 3 be developed and that they should be tested and administered according to the proposed schedule (paragraph 6.5.13);

- (c) regular reviews be conducted to monitor progress and to consider whether stronger measures may be needed to achieve our objectives of encouraging Chinese-medium instruction and minimising mixed-code teaching (paragraph 6.5.13);
- (d) English language activities at Primary 5 and Primary 6 levels be enhanced to raise the standard of primary students' English. Government should investigate the feasibility of this approach and if found viable, Government should seek the necessary funds to implement such activities territory-wide (paragraph 6.5.15);
- (e) there should be a bridging course during Secondary 1 (paragraph 6.5.16);
- (f) the ILE examine whether the proposed English activities at Primary 5 and Primary 6 might influence the content and duration of the bridging course at Secondary 1 (paragraph 6.5.16);
- (g) the ED establish the means by which Chinese-medium students could successfully transfer to English-medium classes at the end of Secondary 3 (paragraph 6.5.17);
- (h) the ED explore ways in which a bridging course might be provided at the end of Secondary 3 to assist Chinese-medium students transferring to English-medium classes (paragraph 6.5.17);
- (i) English-medium students who are making little headway in their learning be enabled to transfer to Chinese-medium classes in Secondary 4, and, further that the ED should establish the means for them to do so, including a bridging course if necessary (paragraph 6.5.18);

- (j) an appropriate general English course be provided for Secondary 5 Chinese-medium students who are joining the work force, possibly during the summer (paragraph 6.5.19);
- (k) appropriate vocational English courses, designed to meet the needs of specific types of occupation, be made available to all students from Chinese-medium and English-medium backgrounds who are about to take up or have already taken up employment, following the completion of their education at Secondary 5 or Secondary 7 (paragraph 6.5.20);
- (l) the introduction of a bridging course to allow students who have studied in the medium of Chinese to improve their English language skills prior to their entry into tertiary education (paragraph 6.5.21);
- (m) in addition to the existing incentives, the production of more educational TV and video programmes in English be considered (paragraph 6.5.24); and
- (n) a Languages in Education Research and Development Unit be formed in the ILE to conduct research and development work related to the implementation and monitoring of language improvement measures (paragraph 6.5.26).

CHAPTER 7 : IMPLEMENTATION OF MIXED-MODE SCHOOLING IN PRIMARY SCHOOLS

7.1 INTRODUCTION

7.1.1 During our work on ECR 4, we discussed on several occasions the question of whole-day and half-day schooling in primary schools. In this chapter, we review briefly the background leading to the policy decision that a mixed-mode* approach should be adopted and outline our recommendations as to how this policy should be implemented.

7.2 BACKGROUND

7.2.1 To meet the enormous increase in the primary school population during the post-war years with limited space and capital resources, the Government decided in 1954 to adopt, as a temporary measure, a system of half-day operation in primary schools. However, the ultimate target of primary education remains the provision of whole-day schooling for all. The 1981 White Paper on Primary Education and Pre-Primary Services recognised that whole-day schooling would improve the standard of primary education but considered that a large scale school building programme to phase out half-day schools was not feasible, the main priority for resources at that time being to expand the public sector of secondary education. The White Paper stated that, instead, schools would be encouraged to convert to whole-day operation whenever declining enrolment permitted.

7.2.2 Since the publication of the White Paper, some educationalists have continued to argue that whole-day schooling is preferable on both educational and social

* The mixed-mode approach is one in which students from Primary 1 to Primary 4 attend school for half a day only, while students in Primary 5 and Primary 6 attend school for the whole day.

grounds. In whole-day schools, the timetable is less crowded, giving scope for greater curricular flexibility than is possible in half-day schools. There is also more time and opportunity for teacher-student contact and for activities after school. Half-day schooling is seen by bodies such as the Fight Crime Committee as a factor contributing to juvenile delinquency and crime. The Committee believes that since extra-curricular activities are difficult to organise in half-day schools, many students, especially those with both parents working, spend half the day unsupervised. Older students, in particular, may fall prey to bad influences.

7.2.3 To encourage schools to convert to whole-day schooling an enhanced annual grant of \$770 per class has been provided since September 1988 for whole-day schools to meet additional overheads. Since September 1989, moreover, whole-day schools have been provided with a one-off grant averaging \$40,250 per school for the purchase of additional furniture, so that students may take their lunch at school. However, since half-day schools have been in place for over 30 years, they are accepted and even preferred by some parents and teachers. Parents believe that a well-run school is able to attract enough students to fill two sessions. Teachers prefer to work in half-day schools since, despite the shorter hours, the salary is the same as that in whole-day schools.

7.2.4 Against this background, the policy to encourage schools to convert to whole-day operation has not been very successful. Out of a total of 604* Government and aided primary schools operating in September 1989, only 123, mainly small schools, are unisessional. The remaining 481 operate on a bisessional basis. 63 are in premises where whole-day schooling would be physically feasible but have chosen to operate half-day sessions.

* The number of schools is based on the number of registrations under the Education Ordinance. Schools run by the English Schools Foundation are included.

7.2.5 We considered the option of converting all primary schools to whole-day operation but decided that it should not be pursued for the time being, in view of the resource implications involved - around 150 new schools and sites would be required. We advised instead that approval should be given for a mixed-mode approach, whereby Primary 1 to Primary 4 would remain bisessional but Primary 5 and Primary 6 students would attend school for the whole day. We believe that this approach will benefit students both educationally and socially as advocated by some educationalists (paragraph 7.2.2 refers). It will also allow for greater degree of curricular flexibility and make it easier for schools to conduct remedial teaching.

7.2.6 In September 1989, the Executive Council took a similar view when it advised that subject to the provision of the necessary funds by the Finance Committee of the Legislative Council, the following policy proposals should be implemented -

- (a) in view of the very substantial resource implications, the full conversion of all primary classes to whole-day operation should not be pursued in the immediate future. However, full conversion remained a long-term objective and should be phased in as resources permit. In the interim, if schools have the ability and desire to so convert, they should be allowed to do so,;
- (b) in the shorter term, emphasis should be placed on a mixed-mode system, in which Primary 5 and 6 pupils would attend for the whole-day. But the implementation of this policy depended upon resources becoming available; and
- (c) steps should be taken in the meantime to reserve sufficient sites for the additional primary schools required as a result of the policy applicable to

Primary 5 and 6 pupils. Temporary use of these sites would be considered.

7.3 PLANNING

7.3.1 Our advice on the means to implement Government's policy decision was then sought. We advised that for planning purposes, the following assumptions should be made with regard to existing schools -

- (a) bisessional schools, both aided and Government, should adopt mixed-mode operation;
- (b) schools currently operating whole-day classes should not be required to re-structure to mixed-mode; and
- (c) bisessional schools operating under private funds would remain bisessional (but should such schools convert to mixed-mode operation, they should inform the D of E).

7.3.2 Having considered the demand for and supply of public sector primary school places (see Annex 7A), we came to the view that the projected demand for primary school places in the year 2000 should be used as the basis for planning provision of school places for implementing mixed-mode schooling because -

- (a) it would provide a reasonable period in which the necessary additional primary schools could be built;
- (b) as the school age population declined after the year 2000, it would allow extension of whole-day schooling to Primary 4 level and below in some districts without the need to build more schools;
- (c) it would avoid a reversion to bisessionalism which would arise if the trough of demand in 1996 were

taken as the planning target, since in order to cope with the higher demand for places, schools would have to revert to half-day schooling; and

- (d) as the student population declined it would allow for qualitative improvements, such as the possible development of physical resources for schools to carry out wider curricular activities and the adoption of better staff ratio.

7.3.3 We therefore recommend that the projected demand for primary places in the year 2000 should be taken as the basis for planning mixed-mode operation.

7.4 IMPLEMENTATION : MEASURES WITHIN SCHOOLS

7.4.1 We divided implementation measures into two categories : those within schools and those applying throughout the territory. The former comprise staffing, teacher re-deployment and the phasing-in programme.

- (a) Staffing

7.4.2 We considered the staffing implications of mixed-mode schooling under three headings : teacher/class ratio, Deputy Head and Head posts, and senior teacher/class ratio.

- (i) Teacher/Class ratio

7.4.3 We examined the effects of the introduction of mixed-mode operation and the workload of teachers in order to establish whether the existing teacher/class ratio of 1.2 : 1* should be enhanced and, if so, how. We noted that in a bisessional school the average number of class periods per

* See footnote on page 128.

week was 38 for all levels. With mixed-mode, this would be increased to 40 for Primary 5 and Primary 6 levels. We noted also that the present average teaching periods per week of the Head Teacher (HT) and the Senior Teacher (ST) serving as Deputy Head, were four and about 27 respectively.

7.4.4 Bearing these points in mind, we compare bisessional and mixed-mode operations to ascertain how change in the teaching loads of the HT and ST would affect the average workload of all the teachers in a school, if the teacher/class ratio were improved to 1.3: 1 or 1.4 : 1 for Primary 5 and Primary 6.

7.4.5 Our comparison showed that an increase in the teacher/class ratio to 1.3 : 1 would slightly reduce the workload of teachers in almost all schools despite the additional periods for Primary 5 and Primary 6, even if the ST were to teach fewer periods per week. If activity lessons** equivalent to three additional periods per week for Primary 5 and Primary 6 were included, leading to a total of 43 period per week, the workload of teachers would be increased by about 1.5 teaching periods per week, excluding the time spent on preparation and post-activity assessment unless the ratio were improved to 1.4 : 1.

7.4.6 After careful consideration, we felt that the three periods per week for activity lessons should be added to the

* As set out in the Code of Aid for Primary Schools, September 1984, the teaching establishment of an aided primary school is calculated on the basis of 1.2 teachers per class, with the number of teachers rounded up to the nearest whole-number to avoid the use of fractions of a teacher. The only exception to the general rule is that schools with only one or two classes will be staffed with 1.5 and 2.5 teachers per session respectively. For schools with six or more classes, the calculation is exclusive of the post of the head of school.

** Activity lessons can be used for extra practice in English, Music or remedial teaching, depending on students' needs.

timetable at Primary 5 and Primary 6 level. Without these additional periods, the introduction of mixed-mode would only increase the total number of periods by two from 38 to 40. In our view this would not allow sufficient time for the enhancement of teacher-student contact and for activity lessons. The school head should be given the flexibility to use these lessons as appropriate in their schools. The extra work for teachers that additional lessons entail justifies an increase in the ratio to 1.4 : 1 for Primary 5 and 6. We therefore recommend that the teacher/class ratio be raised from the present 1.2 : 1 to 1.4 : 1 for Primary 5 and 6 classes in mixed-mode schools. This improved ratio will lead to a demand for 713 additional teachers when the policy is fully implemented.

(ii) Deputy Head and Head posts

7.4.7 We recognised that the operation of three modes in one school, ie the morning session, the afternoon session and whole-day classes, would result in an increase in administration and possibly in control problems. We therefore recommend that the post of the Deputy Head of the afternoon session of a mixed-mode school be retained. The mixed-mode school would thus have one Head with two Deputies to assist him. We also recommend that the teaching loads of the Head and each of the two Deputy Heads of a mixed-mode primary school should normally be about eight and from 20 to 28 periods per week respectively.

7.4.8 During the transitional period of conversion to mixed-mode operation, we recommend that one of the two existing Heads of a mixed-mode school should perform the functions of the Deputy but be allowed to hold his post on a personal scale until he is redeployed to another school or lost through natural wastage. The ultimate deletion of this post will not, in our view, affect the workload of teachers in a school. We expect the Head of the converting school to be able to distribute fairly the teaching and non-teaching duties

between himself and the two Deputy Heads in such a way as to best meet the needs of his school.

(iii) Senior Teacher/Class ratio

7.4.9 In view of the additional responsibilities arising from running bisessional and whole-day classes in the same school premises, we believed that mixed-mode schools should be given a slightly more generous ratio in respect of senior teachers, ie Assistant Masters/Mistresses (AM). We therefore recommend that the ratio be improved from one AM to every four classes in a bisessional school to one AM for every three classes in a mixed-mode school.

7.4.10 This would mean that 12 AM posts would be provided to a standard mixed-mode school operating 36 classes. This is the same number as that provided to a bisessional school operating 48 classes at present. Thus, there is an added advantage that no AM would be displaced when the school converts to mixed-mode operation. We are mindful of the observation made in the Report of the Working Group set up to Review Language Improvement Measures that the absence of functional posts for heads of departments* in primary schools has resulted in a reluctance on the part of some teachers to take on responsibility of being in charge of a subject for more than a year or two. This has led to a lack of continuity, and a reluctance to take decisions implying changes in language curriculum in some primary school. We therefore recommend that the 12 AMs take up the following responsibilities : two AMs to act as Deputy Heads, one each to be in charge of Academic Studies, Counselling and Guidance, General Affairs, Extra-curricular and other activities, and Teaching Aids, Furniture and Equipment (see Annex 7B). The remaining five should take up the posts of Head of Department or Coordinator of English, Chinese, Mathematics, General

* Heads of departments are sometimes referred to as panel chairmen.

Subjects and Cultural Subjects. In Chapter 3 (paragraph 3.2.13) we also recommended that an additional post at AM level be provided to schools for their SGT. We recognize that individual schools will have different needs and thus the need for flexibility in determining the responsibilities of these AMs.

(b) Teacher re-deployment

7.4.11 The conversion from bisessional to mixed-mode operation will reduce the number of classes a school operates. An example is given at Annex 7C. To help those teachers who will need to move schools, we recommend that the ED placement service, which is set up annually to deal with redundancy problems, take up the responsibility of re-deploying those teachers whose sponsoring body is unable to arrange alternative teaching posts. Judging from the past performance of the service, we anticipate no difficulty in placing all affected teachers in schools.

(c) Phasing in programme

7.4.12 We discussed how mixed-mode schooling should be brought into operation in each school. In order to avoid disruption to both students and schools through the transitional period, we recommend that schools should adopt a phasing in programme to implement mixed-mode schooling and thus reduce gradually the number of classes. All vacant classrooms would be used so that schools could convert to mixed-mode within the shortest time possible. A model phasing in programme for a school with 24 classrooms is shown at Annex 7D as an example. The phasing in process will take six years to complete with Primary 6 turning whole-day in three to four years and Primary 5 in five to six years. Turning Primary 6 to whole-day first ensures that the maximum number of students benefit from the additional schooling.

7.5 IMPLEMENTATION : TERRITORY-WIDE MEASURES

7.5.1 Earlier in this Chapter, we stated that the measures to implement mixed-mode schooling have been divided into two categories. We have dealt with those related to individual schools above. We turn now to those measures which apply throughout the territory : teacher training, provision of equipment, building of new schools and phasing in by Primary One Admission (POA) district.

(a) Teacher training

7.5.2 We noted in paragraph 7.4.6 that 713 additional teachers would be required to fully implement mixed-mode schooling. The peak demand for teachers will come in 1996-97 when about 272 teachers will be needed. We recommend that the Colleges of Education start their planning as soon as possible so that this target may be met.

(b) Provision of furniture and enhancement grants

7.5.3 We note that a one-off grant of \$40,250 will be made to each school to enable schools to purchase appropriate tables and benches to enable students at Primary 5 and Primary 6 levels to take lunch at school. An enhanced annual grant of \$770 per whole-day class will also be given to each school to meet additional overheads.

(c) Building of new schools

7.5.4 The introduction of mixed-mode schooling reduces the number of classes that can be operated by a school. For example, a standard 30-classroom school can cater for 60 bisessional classes but only 42 mixed-mode classes. In order to make up this loss, additional accommodation will need to be provided. ED has estimated that in addition to use being made of surplus classrooms in nearby schools, 33 30-classroom schools of the new design will have to be built. We noted

that in any case, an additional 36 such schools, to be built and financed by Housing Department as part of its Public Housing Redevelopment Programme, would be needed to cope with demographic changes and movements over the period concerned. This is to say, a total of 69 new schools are required before the year 2000. By any standards, this is an ambitious building programme. We urge, therefore, that in the allocation of resources by the Government priority be accorded to the building of 33 30-classroom schools required for the policy of mixed-mode schooling.

(d) Phasing in of mixed-mode schooling by Primary One Admission district

7.5.5 We believe that the POA district is the most suitable basis for implementing mixed-mode schooling. It provides a convenient mechanism for reducing the number of Primary 1 students allocated to each school so as to make room for whole-day operation at the higher level. Moreover, POA districts have long been accepted and understood by the public. It makes sense therefore to balance supply and demand within a district. If larger districts were used, students would have to travel farther to get to school. If, on the other hand, smaller districts were used, this would necessitate the building of more primary schools.

7.5.6 As the provision of primary places is district-based, we recommend that the POA district should be used as the basis for implementing mixed-mode schooling in districts and that all schools within a POA district should start the phasing in of mixed-mode schooling at the same time. In this way, mixed-mode may be introduced in a better planned and systematic manner. That said, we believe that the D of E should exercise some flexibility in the process. Schools which are ready to adopt mixed-mode before the others in their districts should be allowed to do so.

7.6 TIMING

7.6.1 The schedule at Annex 7E based on existing and projected Supply/Demand statistics of school places, shows that more than half of the POA districts should be able to start phasing in mixed-mode schooling by the year 1992. Subject to the availability of funds and acceptance by schools, the target date for full implementation of the policy is 2001. We note that the Government is preparing a sub-regional planning study covering the metropolitan areas of Hong Kong* with the overall aim to restructure the city, to create a better organised, more efficient and more desirable place to live and work. One of the proposals is to thin out congested housing areas. We urge the Government to ensure, as far as possible, that the effect of its proposals will be to facilitate rather than to delay the implementation on mixed-mode schooling.

7.7 FINANCIAL IMPLICATIONS

7.7.1 The financial implications in terms of additional expenditure arising from our recommendations are set out below (\$ million at current prices) -

<u>Recurrent</u>	<u>1992-93</u>	<u>1993-94</u>	<u>1994-95</u>	<u>1995-96</u>	<u>1996-97</u>	<u>1997-98</u>
Salaries	14.83	28.69	39.74	54.91	75.25	89.32
Training Costs			11.76	23.31	20.72	20.63
Enhancement Grant					0.37	1.07
<u>Non-recurrent</u>						
Furniture Grant					1.23	2.37
Building cost	6.10	67.10	224.18	269.93	122.00	125.05
Total	20.93	95.79	275.68	348.15	219.57	238.42

* Hong Kong, Kowloon, New Kowloon and Tsuen Wan.

<u>Recurrent</u>	<u>1998-99</u>	<u>1999-00</u>	<u>2000-01</u>	<u>2001-02</u>	<u>2002-03</u>
Salaries	100.09	111.62	118.72	120.76	121.30
Training Costs	18.07	8.00	1.91	0.89	0.37
Enhancement Grant	1.68	2.33	2.91	3.14	3.19
<u>Non-recurrent</u>					
Furniture Grant	2.05	2.19	1.95	0.77	0.15
Building Cost	144.88	36.60	10.68	-	-
Total	266.77	160.74	136.17	125.56	125.01

7.8 SUMMARY OF RECOMMENDATIONS

7.8.1 In summary, we recommend that -

- (a) the projected demand for primary school places in the year 2000 be taken as the basis for planning mixed-mode operation (paragraph 7.3.3);
- (b) the teacher/class ratio should be raised from the present 1.2 : 1 to 1.4 : 1 for Primary 5 and Primary 6 classes in mixed-mode schools (paragraph 7.4.6);
- (c) the post of the Deputy Head of the afternoon session of a mixed-mode school be retained (paragraph 7.4.7);
- (d) the teaching loads of the Head and each of the two Deputy Heads of a mixed-mode primary school should normally be about eight and from 20 to 28 periods per week respectively (paragraph 7.4.7);

- (e) one of the two existing Heads of a mixed-mode school should perform the functions of the Deputy but be allowed to hold his post on a personal scale until he is redeployed to another school or lost through natural wastage (paragraph 7.4.8);
- (f) the ratio of senior teachers, ie AM, should be improved from one AM to every four classes in a bisessional school to one AM for every three classes in a mixed-mode school (paragraph 7.4.9);
- (g) the 12 AMs to be provided to a standard mixed-mode school operating 36 classes should take up the following responsibilities : two AMs to act as Deputy Heads, one each to be in charge of Academic Studies, Counselling and Guidance, General Affairs Extra-curricular and other activities, and Teaching Aids, Furniture and Equipment. The remaining five should take up the posts of heads of departments of Coordinators of English, Chinese, Mathematics General Subjects and Cultural Subjects (paragraph 7.4.10);
- (h) the ED placement service, which is set up annually to deal with redundancy problems, take up the responsibility of re-deploying those teachers whose sponsoring body is unable to arrange alternative teaching posts (paragraph 7.4.11);
- (i) schools should adopt a phasing in programme to implement mixed-mode schooling (paragraph 7.4.12);
- (j) the Colleges of Education should start their planning as soon as possible so that the target of providing the 713 additional teachers required to fully implement mixed-mode schooling may be met (paragraph 7.5.2);

- (k) priority should be accorded in the allocation of resources by Government for building 33 30-classroom schools required for the policy of mixed-mode schooling (paragraph 7.5.4); and
- (l) the POA district should be used as the basis for implementing mixed-mode schooling in districts and that all schools within a POA district should start the phasing in of mixed-mode schooling at the same time (paragraph 7.5.6).

CHAPTER 8 : TRIAD RELATED ACTIVITIES AND CORPORAL PUNISHMENT IN SCHOOLS

8.1 INTRODUCTION

8.1.1 In Chapter 1 and Annex 1A, we briefly described behavioural problems in schools. We also said that the measures proposed in our report, particularly in Chapters 3 and 4, should go a long way in helping students to overcome behavioural problems. The measures will help them directly through improved guidance and counselling, and indirectly through the provision of alternative curricula in special purpose schools. Both of these should help students to minimise their learning difficulties on the one hand and to become more interested in their studies on the other.

8.1.2 It would be remiss of us, however, if we failed to comment on a number of residual issues which have been the subject of considerable interest in the community. The first is the phenomenon of triad related activities in schools. The second is that of corporal punishment and whether it should or should not be abolished.

8.2 TRIAD RELATED ACTIVITIES IN SCHOOLS

8.2.1 Many members of the teaching profession and the community have expressed concern about triad related activities in schools and fear that they may be increasing. In 1981 an Inter-departmental Standing Committee on Unruly and Delinquent Behaviour in Schools was set up to monitor such behaviour. Their investigations included suspected involvement in triad activities. According to their territory-wide surveys the number of incidents of suspected involvement in triad activities reported in secondary schools has been in decline over the past five years -

<u>Year</u>	<u>No. of incidents of suspected involvement in triad activities reported</u>	<u>% against total no. of cases of delinquent behaviour reported</u>
1983-84	1504	8.4
1984-85	1279	7.4
1985-86	773	5.2
1986-87	745	5.6
1987-88	637	4.2
1988-89	620	4.1

As with the statistics on unruly and delinquent behaviour shown in Annex 1A, we advise caution in interpreting these figures, since a fall in the number of reported cases does not necessarily mean that there are in fact fewer cases. Schools may also have different interpretations as to what constitutes suspected involvement in triad activities. We note, however, that in their communications to us the Fight Crime Committee concluded that there was no evidence of systematic penetration by triads either into primary or secondary schools. The Hong Kong Council of Social Service, reflecting the views of School Social Workers and Outreaching Social Workers, agrees with this conclusion but believes there is an increase in triad related activities among school students, especially those at Secondary 1 and Secondary 2 levels. While we accept that less attention should be paid to the absolute figures above than to the general trend of decline, we appreciate that the community especially teachers, parents and social workers perceive the problem as a growing one. The fact that there is no evidence of systematic penetration by triads into schools, in the way that they penetrate certain business establishments, does not necessarily mean that school children are not involved in triad activities outside schools. Moreover, the low incidence of triad involvement in schools does not indicate a lack of such activity by other gangs. We understand that some schools are particularly concerned by this problem.

8.2.2 We note that the ED and the Royal Hong Kong Police Force work closely together in counteracting triad activities in schools. District Police Liaison Officers, for example, visit schools regularly to monitor the situation and where

necessary to warn students of the dangers of triad involvement and to advise them how to reject approaches from triad members. The Police and ED have also drawn up a checklist to advise parents and teachers on what indications of possible triad involvement they should watch out for, such as a sudden increase in pocket money. We consider that it is most important to prevent schools from becoming a nursery for triad societies. While we welcome the efforts made by the Police and the ED in combating triad activities in schools, we recommend that they should extend their efforts to non-triad related gang activities.

8.2.3 We note too that many schools cooperate with parents not only in counteracting the influence of triads among school children but also more generally in discussing personal or family problems faced by the children. A pamphlet on " school-parent liaison" has been issued by ED to all schools to inform them of ways in which the communication between the school and the home may be improved. In this connection, we note that some parents may need to play a more positive role. We welcome such initiatives and would like to encourage both schools and parents to increase further their cooperation, possibly through various kinds of school activities for parents and teachers.

8.3 CORPORAL PUNISHMENT

8.3.1 The use of corporal punishment in schools is restricted by the Education Regulations made under the Education Ordinance (Cap. 279). Regulation 58 states -

No teacher should administer corporal punishment to a female pupil.

Regulation 59 states -

(1) No teacher should administer corporal punishment to a male pupil except

- (a) with a light cane; and
 - (b) on the palms of the hands or on the buttocks over the clothing.
- (2) Where there is more than one teacher in a school, no teacher shall administer corporal punishment to a male pupil unless
- (a) the teacher is the principal; or
 - (b) the principal has authorized the teacher to administer such punishment.

Regulations 101(7) and 102 further provide that any teacher who contravenes either Regulation 58 or 59 shall be guilty of an offence and liable on conviction to a fine of \$5,000 and to imprisonment for one year.

8.3.2 Heads of schools and supervisors are regularly reminded by circulars and school inspectors of these regulations and of the seriousness with which contraventions are viewed by parents and ED. Corporal punishment is generally used in schools in Hong Kong as a last resort when other sanctions have failed to achieve the desired effect.

8.3.3 We considered carefully whether corporal punishment should be abolished or retained. During our deliberations, we took into account the arguments for and against corporal punishment, as well as overseas and local views on the issue. Given that the majority of us believe that corporal punishment can have a harmful effect on children and that it has been abolished as a sentencing option in the courts, we recommend the abolition of corporal punishment in schools in Hong Kong.

8.4 SUMMARY OF RECOMMENDATIONS

8.4.1 In summary, we recommend that -

- (a) the Police and the ED should extend their efforts in combating triad activities in schools to non-triad related gang activities (paragraph 8.2.2); and
- (b) corporal punishment in schools in Hong Kong be abolished (paragraph 8.3.3).

CHAPTER 9 : APPROACH TO THIS REPORT AND FUNDING OF RECOMMENDED MEASURES

9.1 We feel that we should conclude our report by outlining the way we think our recommendations should be approached, and how they should be funded.

9.2 The recommendations we have made in this report fall into the following broad groups, namely -

- (a) the creation of the CDI so that curriculum development may be placed on a proper footing, and so that the ED and the CDC may properly improve the common core curriculum and design suitable material and curricula for students of different abilities and needs;
- (b) the strengthening of school-based remedial teaching, guidance and counselling services;
- (c) the development of a framework of attainment targets and target-related assessments based on criterion-referencing principles at key stages;
- (d) all the recommendations made in Chapter 6 for reforming our policy on language in education; and
- (e) the introduction of mixed mode operation in primary schools.

9.3 These groups of recommendations have not been ranked in any order of priority. We believe that they should all proceed in parallel because they all have an important part to play in improving the quality of education in the schools sector. For this reason we would urge the Government to regard our package of recommendations as belonging to a distinct programme area, the other quality-related programme

areas being the school building programme and the supply of trained teachers.

9.4 As far as we are able to ascertain at the present time, the additional expenditure involved in implementing this programme will rise from a modest \$34.71 million in 1991-92 to a peak of \$574.40 million in 1995-96, settling back to around the \$400 million mark in the second half of the decade*. It should be noted, however, that our forecasts do not include the expenditure arising from the implementation of future measures which are still dependent on research. For example, we cannot now ascertain the full cost of implementing our proposed framework of attainment targets and related assessment, nor the cost of bridging courses proposed in our programme of language reforms.

9.5 We are aware that this programme area will be expensive to implement, but it is clear to us that the measures involved will have less impact on improving the quality of education in schools if they are not implemented in parallel. The Government would be well advised to develop a financing plan for funding this programme in full.

* Forecast of known additional expenditure arising from implementation of the recommendations in this report (\$ million at current prices) -

	<u>1991-92</u>	<u>1992-93</u>	<u>1993-94</u>	<u>1994-95</u>	<u>1995-96</u>
Recurrent	27.38	105.74	159.37	224.47	286.34
Non-recurrent	7.33	35.29	97.92	255.57	288.06
Total	34.71	141.03	257.29	480.04	574.40
	<u>1996-97</u>	<u>1997-98</u>	<u>1998-99</u>	<u>1999-00</u>	<u>2000-01</u>
Recurrent	341.68	380.09	392.11	400.89	408.44
Non-recurrent	141.67	128.89	148.39	41.14	14.98
Total	483.35	508.98	540.50	442.03	423.42

Behavioural problems in schools

Information on behavioural problems in primary schools is collected through the Student Guidance Service of ED. In secondary schools, surveys of behavioural problems have been conducted since 1982 by the Standing Committee on Unruly and Delinquent Behaviour in Schools every four months. Statistics on incidents of behavioural problems in primary schools and on unruly and delinquent behaviour in secondary schools from 1986-87 to 1988-89 are at Appendix a and b respectively. (At Appendix c is the summary based on 98 returns, of a survey conducted by the Hong Kong Association for School Discipline and Counselling Teachers in 1987 on Behavioural Problems for reference). At Appendix d and e are statistics on criminal offences committed by children of primary and junior secondary age during the period 1978-87.

2. We would caution that this information has to be interpreted carefully. Some of the categories are difficult to define and schools providing the information have different notions as to what constitutes a recordable offence. Moreover, it is impossible to tell whether the reported incidents are "one-off" offences committed by separate individuals or multiple offences committed by a much smaller number. Nonetheless, the statistics indicate the perception of teachers as to the nature and extent of various problems and the way in which patterns change over time.

3. An analysis of the data does not indicate that in primary schools unruly behaviour is widespread - there were just over 3200 cases recorded in 1988-89. This is an increase of 1.9% in the number of cases over the previous year and 12.1% over 1986-87. The most common problems in 1988-89 were behavioural or emotional difficulties and unsatisfactory classroom conduct which together comprised 30.2% of the total. As for the more serious criminal offences among primary students, only 1050 cases were recorded in 1989 which represent a decrease of 9.5% over 1988 and a decrease of 32.6% over 1987. This followed a trend of gradual increase between 1982 and 1987. The largest category of offence relates to theft and shoplifting which in 1989 comprised 66% of the total. Although recently the number of cases has declined, we note that the total in 1989 is nearly double that in 1980.

4. In secondary schools over half of the incidents of unruly behaviour reported in 1988-89 comprised less serious offences such as habitual lateness, failure to hand in assignments and failure to bring textbooks to school - the latter two offences having increased by 20% over the previous year. The more serious offences such as rebellious behaviour and malicious damage to property comprised just under 12% in 1988-89. There has been a very small increase in these offences over the previous year. The number of cases of habitual truancy has also increased by about 20%. Overall, the number of incidents of unruly behaviour is on the rise. There were 8% more cases in 1988-89 over the previous year and 16% more cases in that year over 1986-87. This is worrying. Delinquent behaviour in secondary schools is also on the increase. The number of cases increased by 14% between 1986-87 and 1987-88 and 1.5% between 1987-88 and 1988-89. In terms of category of offence, gambling was up by just over 40% but involvement in the following offences showed an encouraging decline : involvement in sex offences (-37.9%), possession of pornographic materials (-26.2%), stealing (-6.2%), suspected involvement in triad activities (-2.7%) and intimidation (-4%). As for criminal offences committed by young offenders aged between 12 and 15, there were just over 6300 cases recorded in 1989 of which about 1800 comprised shop theft and other miscellaneous theft ie 28.5%. As with primary age children, the number of cases has increased so that in 1989, the number of cases is just under double that in 1980.

5. Through our discussion of these problems with primary and secondary school teachers during our programme of school visits and panel discussions and ED's contact with them, we have learned that teachers support in general the impression given by the statistics that the problem of unruly and delinquent behaviour and indeed criminal behaviour of our students is not great and that it is within teachers capacity to cope with. While we agree with this assessment, we are concerned by the rising trend in the number of cases and on these grounds we believe that there is no room for complacency.

6. The root cause for many behavioural problems in our schools is the boredom and frustration felt by students who are unable or unwilling to cope with the common-core curriculum or, indeed, are not sufficiently stretched by it. Another major cause is the difficulty faced by students in coping with English as the medium of instruction. Students may vent their feelings through undesirable behaviour. Some may become so alienated that they drop out of school altogether. Over the past few years there have been 8000 to 10000 suspected cases each year of school dropouts. However, on investigation by SGOs, only a few of them, less than 0.2% of the total enrolment of all primary and junior secondary pupils, proved to be genuine dropouts at the end of each academic year. Figures are shown below -

	<u>85-86</u>	<u>86-87</u>	<u>87-88</u>	<u>88-89</u>
Total pupil enrolment (primary & junior secondary)	792742 (100%)	796944 (100%)	800326 (100%)	798754 (100%)
No. of cases investigated (primary & junior secondary)	8399	8218	8964	10958
No. of genuine dropouts (primary & junior secondary) as counted by end of each academic year	443 (0.06%)	601 (0.08%)	794 (0.1%)	1351 (0.17%)

The others had, for example, either reached the age of 15, returned to school after detection or emigrated without informing their schools. SGOs make every effort to convince parents and their children of the value of education and the need to comply with the law requiring children to attend school. The return to school also reduces the likelihood of dropouts being approached by triads and other undesirable elements.

Behavioural problems in primary schools,
1986/87, 1987/88 and 1988/89

<u>Type of problem</u>	<u>1986/87</u>		<u>1987/88</u>		<u>1988/89</u>		% change over <u>1987/88</u>
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	
<u>Behavioural</u>							
behavioural/emotional difficulty	699	24.4	711	22.6	639	19.9	-10.1
non-attendance	261	9.1	168	5.3	191	5.9	+13.6
unsatisfactory classroom conduct	340	11.9	400	12.7	331	10.3	-17.2
truancy	168	5.9	186	5.9	198	6.2	+6.4
discontinued schooling	10	0.3	8	0.3	27*	0.8	+237.5
stealing	13	0.5	20	0.6	166**	5.2	+730.0
Sub-total	1491	52.1	1493	47.4	1552	48.3	+3.9
<u>Other problems</u> ***	1372	47.9	1656	52.6	1659	51.7	+0.1
Total	2863	100.0	3149	100.0	3211	100.0	+1.9

* The number of primary students who discontinue schooling has increased largely due to emigration.

** This figure comprises stealing in school and shop lifting. Some of the latter cases may also be included under shop theft in Appendix d. A child caught shop lifting may be reported to the police or the school or both.

*** Other problems include those arising from students' health, family and relationship with peers.

Incidents of unruly behaviour in secondary schools,
1986/87, 1987/88 and 1988/89

Type of unruly behaviour	<u>1986/87</u>		<u>1987/88</u>		<u>1988/89</u>		% change over <u>1987/88</u>
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	
Insolent or rebellious behaviour	20260	12.0	20848	10.6	20971	9.9	+0.6
Disciplinary offences to attract attention	17755	10.5	21187	10.8	20579	9.7	-2.9
Habitual truancy	10913	6.4	10924	5.6	13077	6.2	+19.7
Acts of dishonesty such as cheating	10541	6.2	12272	6.3	11515	5.4	-6.2
Regular use of foul language	7876	4.6	7424	3.8	6916	3.3	-6.8
Malicious damage to property	3506	2.1	3931	2.0	3963	1.9	+0.8
Bullying	2485	1.5	2659	1.3	2727	1.3	+2.6
Habitual lateness	29802	17.6	33055	16.8	33991	16.0	+2.8
Failure to hand in assignments / bring textbooks to school	54591	32.2	65442	33.4	77862	36.8	+19.0
Others*	11610	6.9	18366	9.4	20224	9.5	+10.1
Total	169339	100.0	196108	100.0	211825	100.0	+8.0

* Others include smoking, improper uniform, etc.

Incidents of delinquent behaviour in secondary schools,
1986/87, 1987/88 and 1988/89

Type of delinquent behaviour	<u>1986/87</u>		<u>1987/88</u>		<u>1988/89</u>		% change over <u>1987/88</u>
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	
Acts of physical violence	5050	38.3	5582	37.1	5650	37.0	+1.2
Stealing	3525	26.7	4209	28.0	3947	25.8	-6.2
Involvement in gambling	2209	16.8	2181	14.5	3089	20.2	+41.6
Suspected involvement in triad activities	745	5.6	637	4.2	620	4.1	-2.7
Intimidation such as blackmail	739	5.6	802	5.3	770	5.0	-4.0
Possession of pornographic materials	664	5.0	1298	8.6	958	6.3	-26.2
Involvement in sex offences	126	1.0	219	1.5	136	0.9	-37.9
Conviction of one or more crimes	128	1.0	115	0.8	101	0.7	-12.2
Total	13186	100.0	15043	100.0	15271	100.0	+1.5

(Translation)

Report on the Questionnaire Survey on the Work of School Discipline and Counselling Teachers

By Mr HUI Po-wing, Chairman of the Hong Kong Association for
School Discipline and Counselling Teachers

In May 1987, the Hong Kong Association for School Discipline and Counselling Teachers set up a questionnaire design and analysis group internally., Members of the group comprised Mr HUI Po-wing, Mr CHAN Ying-nam, Mr CHUNG Yum-cheung and Mr HO Chau-pang. The aims of the questionnaire were : (1) to study students' behavioural deviation tendency at school and identify ways to counsel problem youngsters; (2) to probe into the work pressure on school discipline and counselling teachers and arouse public awareness; and (3) to find out the member schools' expectation of the Association and invite suggestions on services that the Association should provide. On 1 September 1987, the Association sent out 375 copies of the questionnaire. In the survey, secondary school discipline or counselling teachers in Hong Kong were the target and each secondary school was treated as a representative unit. Eventually in early October, 98 completed questionnaires were received, and the responding rate was 26.13% which was 1.94% higher as compared with the responding rate of 24.19% last year. The findings of the survey are now given below.

The questionnaire was divided into 4 main parts.

2. Part 1 : The aim was to find out the degree of students' behavioural deviations at school. There were 20 questions on this part and the students' behavioural deviations were listed below in order of their incidence : (1) "Habitually late" -45.91%; (2) "Failure to do homework" - 39.79%; (3) "Theft at school" - 33.67%; (4) "Rebellious behaviour" - 30.61%; (5) "Foul language" - 19.38%; (6) "Absence from school without leave and playing truant" - 15.3%; (7) "Dressed in a trendy way" - 14.28%; (8) "Damaging public property" - 14.28%; (9) "Dishonesty" - 13.26%; (10) "Bringing objectionable publications to school" - 10.2%; (11) "Smoking" - 7.14%; (12) "Congregating with trouble-making youngsters at entrances of schools after classes" - 7.14%; (13) "Uttering triad language" - 7.14%; (14) "Fighting" - 6.12%; (15) "Staying overnight away from home without parents' consent" - 5.1%; (16) "Gambling" - 5.1%; (17) "Recruiting henchmen" - 4.08%; (18) "Triad infiltration into school" -2.04%; (19) "Taking soft drugs" - 2.04%; and (20) "Students having sex with the opposite sex" - this did not occur frequently.

3. Summing up the rule-breaking behaviour of students at school, "habitually late", "failure to do homework", "theft at school", "rebellious behaviour" and "foul language" were the items registering the highest incidences. The item "habitually late", in particular, was up by 7.86% as compared with last year's 38.5% while "failure to do homework" had an incidence of as high as 39.79%. Some students may find their courses of study uninteresting and school life dull, and feel that the subjects they are studying will not be of direct help to their employment and life in future. Therefore the Association suggests that the authorities concerned should review the design and arrangement of the overall secondary school curriculum with a view to introducing more practical subjects and subjects of interest. For example, computer studies should be extended to junior secondary school students. In my personal opinion, the present subjects of civic education, moral education, family life education and sex education can be combined into a single subject called "life education". Only in this way can the curriculum be innovated to cope with the progress and needs of the times. Secondly, the Association suggests that schools should innovate their extra-curricular activities to make them more diversified and attractive and students be encouraged to participate in extra-curricular activities so as to enhance their sense of belonging to their schools. Furthermore, students should also be made to cultivate a spirit of punctuality and self-discipline. The best way to achieve this is to allow the students to form class associations on their own while teachers are to give assistance when necessary. This is to make use of team-related restrictions to discourage students' bad habits of being late and failing to do homework. Compared with last year, the figure relating to the problem of "triad infiltration into school" is down by 5.05% whereas those relating to the problems of "recruiting henchmen at school", "uttering triad language" and "congregating with trouble-making youngsters at the entrances of schools" show marked decreases. This indeed is very encouraging.

4. Part 2 : The aim was to find out the problems faced by discipline and counselling teachers in the course of their work. There were altogether 24 questions. Among the problems that discipline and counselling teachers considered to be insolvable, the one relating to "students playing truant but shielded by parents who wrote letters to ask for post-approval for the leave" was top on the list, and 26.53% of the respondents held such view. Last year, the list was topped by the same problem. Therefore, the Association suggests that schools should set up "parent-teacher associations" to step up the link and communication between the school and parents, to discuss the behavioural conduct of students both when they are at school and outside school on a regular basis and to review the progress they make in their studies. These meetings may be held on a monthly or quarterly basis and are believed to be of help to the growth of students. What follow are "students having sex with the opposite sex" - 15.3%, "students staying overnight away from home without parents' consent" - 14.28% and "students taking soft drugs" - 10.2%. Based on the

findings of the survey, other issues that called for attention were the 10 cases of students taking soft drugs and 11 cases of students having sex with the opposite sex. This was rather serious. Therefore, schools should place greater emphasis on these two aspects when drawing up the general programme for moral education so that by inculcating youngsters with knowledge about sex and a sense of responsibility to the community, the above-mentioned problems can be prevented from further deteriorating. Finally, there was the problem of "students having repeatedly broken school regulations and incurred the maximum number of major demerits but they could not be dismissed because the schools concerned were governed by the Code of Aid for Secondary Schools". 59.18% of the respondents had encountered such a problem. As some of the inferior students who violate school discipline with malicious intent do not have their hearts in their studies and seriously affect the others who need to study, the Association suggests that these students should be dismissed. Dismissing bad students can serve a deterrent effect and uplift the morale of the school whereas the students concerned can rebuild their confidence as a result of a change of the learning environment. The authorities concerned should set up schools of a greater variety and provide a wider range of subjects of practical use and interest to accommodate these students. For example, specialized vocational training schools which offer courses such as hair-styling; fashion garment-making; fast service shop attendants training; security guard training; building management training and beauty care training etc., should be set up.

5. Part 3 : 76.53% of the respondents thought that they were "unable to do teaching at the same time because discipline and counselling work was very time-consuming and they were already working overtime". This was the most serious problem encountered by discipline and counselling teachers in the course of their work. The Association suggests that the authorities concerned should reduce the number of periods, preferably to less than 15, that discipline and counselling teachers have to teach so that they can have more time to have contacts with the students and to deal with the increasing caseload. The second most serious problem, as indicated by 71.42% of the respondents, was "parents shielding students and being unreasonable". The Association suggests that education of parents and refresher courses for discipline and counselling teachers should be organized. It is only through further learning by both sides and through mutual understanding and accommodation that we are able to help our next generation. The dignity and prestige of schools should by no means be undermined. Parents should know that if they want to earn their children's respect, they should first respect the schools, or else it will only encourage some of the inferior students to be afraid of nothing. The third most serious problem, as indicated by 59.18% of the respondents, was "lack of counselling rooms" as it is essential that the questioning of rule-breaking students should be carried out confidentially; 60% of the discipline and counselling teachers do not have a workplace of their own. Apart from these

problems, there were 31.63% of the discipline and counselling teachers who felt that they lacked protection for their personal safety, 18.36% had been threatened and 2.04% had been attacked. Despite the various problems encountered, 50% of the discipline and counselling teachers said that they were willing to continue to do their work which they regarded as challenging.

6. Part 4 : The aim was to find out members' expectations of the Association and invite suggestions from them. The suggestions received were as follows : the Association should publish newsletters on a regular basis to facilitate the exchange of information relating to discipline and counselling work; organize training courses and seminars to help improve counselling techniques; and conduct questionnaire surveys on an annual basis to gather information.

7. Ways of handling the findings of the questionnaire survey : (1) to be published via the press; (2) to be submitted to the Education Department; (3) to be submitted to the Education Commission; (4) to be submitted to all the educational organizations concerned; and (5) to be kept as the Association's internal reference material.

Criminal offences committed by children of primary school age (7-11 years)

Crime	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
<u>Violent Crime</u>										
Indecent assault		1	1	3	2		3	2	4	3
Woundings			7		3	2	1	5		
Serious assault	5	13		4	8	13	38	21	31	31
Cruelty to child										1
Criminal intimidation	1				1	2				2
Robberies	21	29	8	12	16	15	14	39	46	51
Blackmail	7	14	9	1	9	4	5	5	9	5
Arson			2		2	5	12	2	6	13
Sub-total	34	57	27	20	41	41	73	74	96	106
<u>Preventive crime</u>										
Possession of arms and ammunition	1		1			1			1	
Possession of offensive weapon	3	1	1	3					4	7
Going equipped for stealing	2	3	2		1	1	2	2	1	1
Possession of unlawful instrument	3						2	1		2
Tampering with vehicle							1	8	4	6
Unlawful possession	9	11	7	9	2	7	3	4	2	5
Loitering and trespass	2	4	3	1	1	4		1		
Sub-total	20	19	14	13	4	13	8	16	12	21

Crime	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
<u>Other Crime</u>										
Burglary with breaking	25	20	14	15	26	25	11	31	20	15
Burglary without breaking	39	48	19	25	28	45	17	33	28	49
Theft (snatching)	6	5	2	5	4	9	4	7	6	14
Theft (pickpocketing)	6	9	8	6	6	6	3	5	15	7
Theft (shop theft)	104	198	192	359	337	898	839	1100	737	526
Theft from vehicle	49	53	31	35	27	22	18	23	25	29
Taking conveyance without authority	2	7	3			2		2	4	
Abstracting electricity									1	
Theft from construction site							11	5	1	
Theft of bicycle	179	184	185	17	21	37	47	47	31	48
Other miscellaneous thefts				132	127	151	147	147	129	167
Handling stolen goods	7	3	4	3	8	3	4	5	8	13
Deception		3	1	5	4	1			1	
Forgery and coinage	1		2							1
Other offences against public morality										1
Trafficking in dangerous drugs			1	1						
Possession of dangerous drugs for trafficking			2	1		4	2	5	2	1
Perjury	4	2	2	1	1	8	2	7	5	8
Escape and rescue										3
Other offences against lawful authority	11	20	16							
Using ID card relating to another									1	
Criminal damage	27	27	35	20	23	27	22	37	17	16
Other offences against person				2					1	
Offences against public order	3	1	1		7		3	1	3	14
Unlawful society offences		2	2	1	6	3	2			2

Crime	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
Serious gambling offences									1	
Conspiracy	1	1			1				2	
Other crime		2		12	11	21	10	14	14	9
Sub-total	464	585	520	640	637	1262	1142	1469	1052	923
TOTAL	518	661	561	673	682	1316	1223	1559	1160	1050

* The above statistics are provided by the Royal Hong Kong Police Force.

Criminal offences committed by children of junior secondary school age (12-15 years)

Crime	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
<u>Violent Crime</u>										
Rape	2	4	1	2		4	3	5	7	5
Indecent assault	50	47	46	27	33	64	46	51	64	74
Murder and manslaughter	8	6	8	9	9	3	2	1	4	8
Woundings				36	52	43	54	63	51	105
Serious assault	234	250	276	281	315	306	305	401	448	419
Assault on police#			12	7	7	4	2	4	4	17
Kidnapping	1									
Cruelty to child										2
Criminal intimidation	34	29	13	20	54	41	13	32	38	49
Robberies	337	435	266	329	342	458	385	582	777	920
Aggravated burglary	1									
Blackmail	110	151	89	120	158	125	114	118	126	142
Arson			5	3	6	11	20	15	18	27
Sub-total	777	922	716	834	976	1059	944	1272	1537	1768
<u>Preventive Crime</u>										
Possession of arms and ammunition	14	3	3	1	5		3	7		7
Possession of offensive weapon	65	64	60	65	82	71	60	96	140	217
Going equipped for stealing	45	30	29	14	14	21	14	17	60	67

This category includes resisting arrest from 1978 to 1982. A breakdown of these two offences prior to 1983 is not available.

Crime	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
Possession of unlawful instrument	13	14	11	15	13	26	15	14	43	39
Tampering with vehicle							14	47	37	49
Unlawful pawning offences										2
Unlawful possession	72	64	68	75	66	73	51	64	66	84
Loitering and trespass	67	55	53	60	55	49	23	23	20	32

Sub-total	276	230	224	230	235	240	180	268	366	497
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Other Crime

Burglary with breaking	215	189	111	152	143	181	111	171	140	200
Burglary without breaking	166	178	166	162	139	146	136	198	168	123
Theft (snatching)	13	31	25	39	32	36	34	52	47	84
Theft (pickpocketing)	23	31	56	31	23	15	26	16	41	24
Theft (shop theft)	617	729	567	920	916	2029	1735	2218	1537	1232
Theft from vehicle	235	178	229	251	176	163	138	126	206	275
Taking conveyance without authority	61	49	58	33	38	19	27	28	44	78
Abstracting electricity	4	3		1		3		3		1
Theft from construction site							20	32	31	13
Theft of bicycle	1109	1062	826	135	79	135	123	127	205	195
Other miscellaneous thefts				633	744	753	739	795	789	969
Handling stolen goods	46	37	48	42	22	48	53	43	49	70
Deception	75	46	26	41	54	43	27	37	52	46
Forgery and coinage	6	13	31	20	29	14	14	17	25	17
Unlawful sexual intercourse				31	31	23	29	36	35	51
Keeping vice establishment	18	12	19	1					2	
Procuration, abduction of female				1			1	3	6	1
Unnatural offences									6	4

Crime	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
Other offences against public morality	4	2			3			4	1	3
Trafficking in dangerous drugs	2	7	4	10	5	5	2	1	4	
Possession of dangerous drugs for trafficking	26	43	57	56	34	42	44	35	51	46
Perjury	19	11	11	6	7	25	17	21	25	25
Resisting arrest				2	6	8	5	6	13	20
Escape and rescue	15	1	2	2	2	5	8	6	9	10
Other offences against lawful authority	17	23	27	4		3		5		1
Aiding and abetting of illegal immigrants					3	1		1	6	6
Using ID card relating to another					8	11	17	19	28	36
Other serious immigration offences				4						
Criminal damage	99	155	126	114	167	166	158	209	168	171
Other offences against person	1	1	4	2	4	7	3	5	1	3
Offences against public order	124	79	129	107	151	164	127	134	126	138
Unlawful society offences	112	146	124	119	187	253	134	186	178	199
Money lending						4		2		
Serious gambling offences						2	2		1	7
Conspiracy	19	20	7	8	15	8	11	29	28	42
Other crime		8	5	20	13	24	29	34	38	32
Sub-total	3026	3054	2658	2947	3031	4336	3770	4599	4060	4122
TOTAL	4079	4206	3598	4011	4242	5635	4894	6139	5963	6387

* The above statistics are provided by the Royal Hong Kong Police Force.

List of Panel Discussions

<u>Subject</u>	<u>Guest speakers</u>
Panel discussion on primary education held on 24 April 89	(a) Mrs Judy Chua, Principal, St Stephen's Girls' Primary School.
	(b) Mrs Helen Yeung Chiu Kwan-sik, Headteacher, Tung Wah Group of Hospitals Li Chi Ho Primary School (A.M.)
	(c) Mr Chan Shing-kan, Convenor for the Science Group of the Science and Mathematics Teachers' Association.
	(d) Miss Stella Chan Sau-chun, Principal, Sheng Kung Hui Yuen Chen Maun Chen Primary School.
Panel discussion on educational psychology held on 8 May 89	(a) Mrs Grace Yung, Principal Education Officer (special education), ED
	(b) Mrs Winnie Lau Tang Ching-yee, Lecturer in educational psychology, Department of Education, HKU
	(c) The Reverend Erik Kvan, Former Head of Department of Psychology at HKU
	(d) Mr Anthony Cline, Co-director of training in educational psychology, Department of Psychology, University College, London
Panel discussion on children with special needs held on 26 June 89	(a) Mr Nicholas Crawford, Director of advanced studies in special education, Faculty of Education, HKU
	(b) Miss Marion Fang, Principal, Hong Kong Red Cross John F Kennedy Centre, Sandy Bay

- (c) Mrs Nora Wong, Acting General Secretary, HK Association for the Mentally Handicapped, Pine Hill Village, Tai Po
- (d) Mr Michael Peat, Deputy Principal, Kennedy School, Sandy Bay

Panel discussion on curriculum development and teaching practice held on 24 July 89

- (a) Dr Keith Johnson, Senior Lecturer, Faculty of Education, HKU
- (b) Mrs Margaret Falvey, Lecturer, School of Education, CUHK
- (c) Mr Kenneth Stafford, Principal Educational Technologist, Educational Technology Centre, City Polytechnic of HK
- (d) Miss Wendy Lam, Teacher of English, Carmel Secondary School
- (e) Miss Kitty Chiang Ling-wah, Director of Studies, Pui Ying Secondary School

Panel discussion on junior secondary education held on 11 September 89

- (a) Dr Amy Tsui Bik-may, Lecturer, English education Teaching Unit, CUHK
- (b) Mr Alex Fung, Principal, Lok Sin Tong Ku Chiu Man School
- (c) Mrs Yvonne Ng, Principal, Ning Po No. 2 College
- (d) Mrs Yip Lee Mee-oi, Assistant Language Instructor, Language Centre, HK Baptist College

Programme of school visits

<u>Date</u>	<u>Name of School</u>
13 April 1989	Tuen Mun Government Secondary School Castle Peak Road New Territories
20 April 1989	Tung Wah Group of Hospitals Yow Kam Yuen Pre-vocational School Area 14J Shatin New Territories
27 April 1989	SKH Lui Ming Choi Memorial Primary School 31 Ka Wai Man Road Hong Kong
4 May 1989	Church of Christ in China Nim Tsi School 170 Kau Pui Lung Road Lok Man Sun Chuen Tokwawan Kowloon
11 May 1989	Hong Kong Sea School 41 Tung Tau Wan Road Stanley Hong Kong
18 May 1989	Shatin Government Primary School (AM Session) Sun Tin Wai Shatin New Territories
25 May 1989	Marymount Secondary School 123 Blue Pool Road Happy Valley Hong Kong
1 June 1989	Pui Ying Middle School 3 Babington Path Mid-levels Hong Kong

List of submissions from the public

- (1) Mr Au Chak-yuen, Convenor of the Committee on the Medium of Instruction
- (2) Mr Bai Wing-kwai
- (3) Professor J.B. Biggs, Department of Education, University of Hong Kong
- (4) Mr Brian Chan
- (5) Mrs Chan, mother of two primary school pupils
- (6) Mr Chan Yiu-sang, Learner-teachers' Association
- (7) Mr Cheng Kai-ming, Lecturer, Faculty of Education, University of Hong Kong
- (8) Cheng Yin-cheung, Teaching Advisor, Faculty of Education, University of Hong Kong
- (9) Mr Cheung Chan-wai, outreach social worker, Caritas Centre
- (10) Miss Choi Bo-king, Lecturer, Faculty of Social Sciences, Lingnan College
- (11) Mr Chu Chi-keung, family service social worker, Caritas Centre
- (12) Mr. Nicholas Crawford, Lecturer in Education, University of Hong Kong
- (13) Mr Hui Kwok-fai, Vice-President of the Professional Teachers' Union
- (14) Dr Keith Johnson, Department of Education, University of Hong Kong
- (15) Keung Tsz
- (16) Miss Lam Yuen-kwan, teacher, Carmel Secondary School
- (17) The Rev Li Ching-chee, Associate General Secretary of the Hong Kong Council of the Church of Christ in China
- (18) Mr Lo Ming-tak, Senior Lecturer, Hong Kong Polytechnic

- (19) Father J M Mallin, Supervisor, Pun U Association Wah Yan Primary School
- (20) Dr Paul Morris, Dean of Faculty of Education, University of Hong Kong
- (21) Mr Ng Ming-yum, Tuen Mun District Board Member
- (22) Mr Pong Yik-wah, Principal of Christ College
- (23) The Honourable Szeto Wah
- (24) Mr Tang Kit, a retired teacher
- (25) Mr Tsang Wing-kwong, Lecturer, School of Education, Chinese University of Hong Kong
- (26) Mr Tso Kai-lok, Sub-committee on curricula and the objectives of education
- (27) Mr Tsui Ming-sum, Hong Kong Christian Services
- (28) Mr Wong Chi-kin, Head of SKH Holy Spirit Primary School
- (29) Mr Wong Chi-ming, Learner-teachers' Association
- (30) Dr Wong Kam-cheung, Principal of Sung Tsun Middle School, Sai Kung
- (31) Mr Wong Wing-kun, North District Board Member
- (32) Mrs Yeung Po-keung, parent
- (33) Mr Yeung Yiu-chong, Principal of Heung To Middle School
- (34) Dr Yeung Yue-man, Chinese University of Hong Kong
- (35) Mr Yik Tak-ming, secondary school teacher
- (36) Anglo-Chinese Textbook Publishers Organization Limited
- (37) Carmel Secondary School
- (38) Central Committee on Youth
- (39) Committee on Day Care Services for Children
- (40) Diocese of Hong Kong and Macao
- (41) Education Action Group
- (42) Fight Crime Committee

- (43) Gifted Education Council
- (44) Government Schools Non-Graduate Teachers Union
- (45) Group of publishing houses including Longman, Macmillan and Oxford University Press
- (46) Hong Kong Aided School Teachers' Association
- (47) Hong Kong Association for School Discipline and Counselling Teachers
- (48) Hong Kong Catholic Board of Education
- (49) Hong Kong Council of Social Service
- (50) Hong Kong Kindergarten Association
- (51) Hong Kong Subsidized Secondary Schools Council
- (52) Joint Conference to review nine years' free and compulsory education

* This list may not be comprehensive. We apologize if members of the public who have forwarded their views to us do not find their submission listed. A list of the submissions received on the Report of the Working Group set up to Review Language Improvement Measures is at Annex 6B.

Annex 2A

Curriculum Development

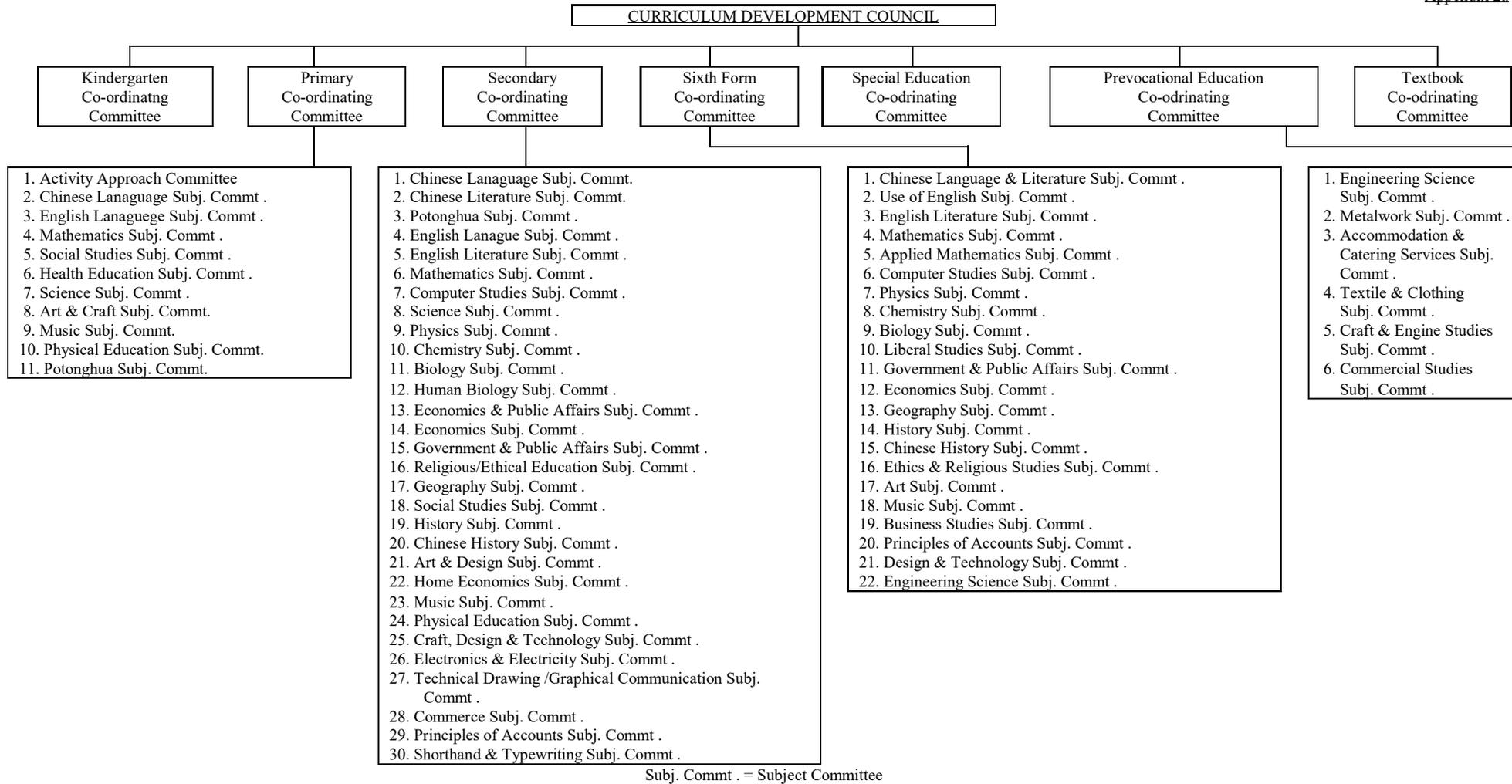
The Curriculum Development Council and the Advisory Inspectorate

The Curriculum Development Council, a non-statutory body which was re-structured from the previous Curriculum Development Committee, was appointed by the Director of Education in 1988 to advise him on all matters relating to curriculum development. The Council has a non-official Chairman and its members are mainly drawn from the educational field. The Council comprises a Main Committee, seven Coordinating Committees and 69 Subject Committees. A structure of the Curriculum Development Council is at Appendix 2a. The Main Committee meets once every two to three months while the Coordinating and Subject Committees meet more often. Its terms of reference are to advise the Director of Education on all matters related to curriculum development for the local school system, from kindergarten to the sixth form.

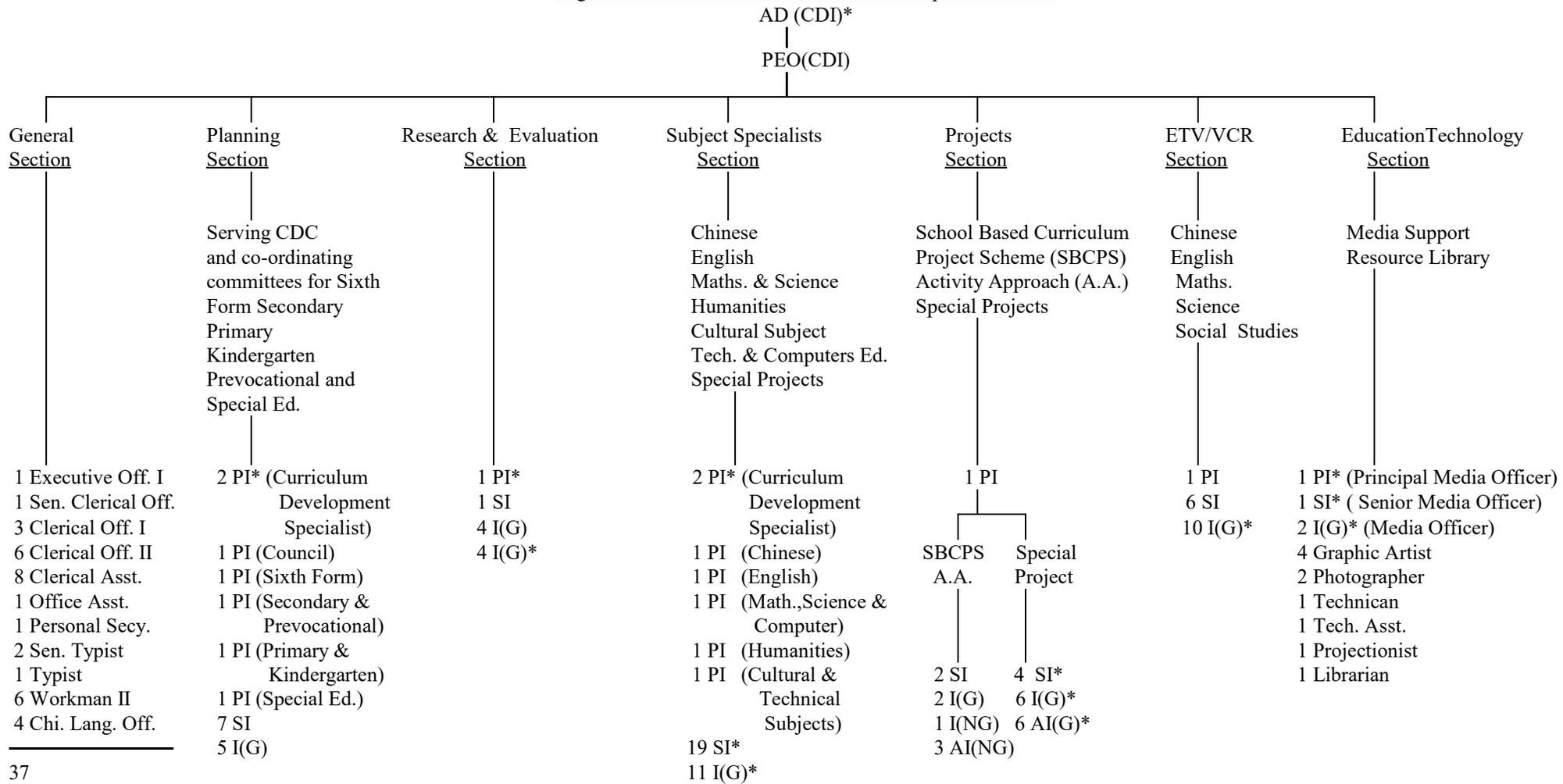
2. The Council is supported in its work by the Advisory Inspectorate of Education Department. The Inspectorate's Curriculum Development Section provides secretarial support to the Curriculum Development Council and its network of committees. The Advisory Inspectorate -

- (a) carries out curriculum development under the auspices and with the assistance of the Subject Committees;
- (b) oversees the development of the curriculum in schools;
- (c) collates feedback from teachers and school heads on the curriculum;
- (d) recommends to the Council modifications of the curriculum as necessary;
- (e) develops resource materials in support of the implementation of the curriculum in schools; and
- (f) reviews and recommends textbooks suitable for use in schools.

The Inspectorate spends about 30% of its time on these tasks while the rest of its time is spent on inspecting schools and teachers and conducting in -service training programmes.



Organization Chart of the Curriculum Development Institute



*Officers recruited openly on contract terms

Annex 2c

Curriculum Development Institute

Planning Section

- To initiate, coordinate and review all curriculum planning work, including the development of syllabuses and resource materials, with a view to ensuring the provision of a balanced curriculum.
- To provide professional and secretarial support to the CDC and its coordinating and subject committees.
- To coordinate the implementation of recommendations made by the CDC.

Research and Evaluation Section

- To conduct, in collaboration with the Educational Research Establishment, the Advisory Inspectorate and bodies outside Hong Kong Government, testing and research into the school curriculum and teaching methods.
- To conduct or contract out short-term and long-term evaluations of the curriculum, syllabuses, resource materials and projects.

Subject Specialists Section

- To produce or revise syllabuses as appropriate according to the curriculum objectives set by the CDC.
- To collect, compile and produce resource materials including guidelines, packages, computer software, aids and reference materials for the use of teachers.
- To disseminate and promote all curriculum materials.
- To be responsible for reviewing textbooks in collaboration with the subject sections of the Advisory Inspectorate.

Projects Section

To initiate, conduct and monitor projects including -

- the promotion and monitoring of school-based curriculum projects and the dissemination of curriculum initiatives developed under the scheme;
- the development of curriculum projects initiated by the CDC and the development and dissemination of curriculum materials in support of these projects;

- the promotion and support of curriculum development policies in primary schools including the activity approach and the development, dissemination and promotion of resource materials.

ETV/VCR Section

- To produce curriculum-based ETV programmes in accordance with the curriculum and syllabuses recommended by the CDC. The objective of these programmes is to complement and supplement classroom teaching.
- To provide the necessary TV equipment to schools and to advise schools on the use of the ETV programmes.
- To produce supporting materials including Teachers' and Pupils' notes, wall-charts, maps and posters for use with the programmes.

Educational Technology Section

- To support the CDC on educational technology matters.
- To support and provide technical services in the production of teaching/resource materials.
- To develop and maintain a resource and reference library to support the work of the CDI.

General Section

- To provide general services and clerical support to the CDI.

Proposed incentive grant to be introduced in 1992-93 to further promote the adoption of the activity approach in primary schools

	Existing Rate (\$)	Proposed Rate (\$)	Previous Estimate of Annual Growth Rate	Estimated Annual Rate Under New Scheme	Additional Annual Expenditure Incurred (\$)		
					Existing Rate (a)	Proposed Rate (b)	Additional Expenditure (b) - (a)
Initial Grant/Class	4000	6000	360 classes	480 classes	(4000×360) =1440000	(6000×480) =2880000	1440000
Equipment Grant/School	8000	15000	25 schools	40 schools	(8000×25) =200000	(15000×40) =600000	400000
Grant for Consumable/Class	800	1200	360 classes	480 classes	$800 (*2960+360)$ =2656000	$1200x(*2960+480)$ =4128000	1472000
Grant for Study Projects/Class	0	350	360 classes	480 classes	0	$350x(*2960+480)$ =1204000	1204000
Grant for Reading Materials/Class	0	350	360 classes	480 classes	0	$350x(*2960+480)$ =1204000	1204000
Total:					\$4296000	\$10016000	\$5720000

* Assuming 2960 classes will adopt the Activity Approach in 1991/92 school year.

Nature of cases handled by SGOs in 1988/89

Nature of Problems	Total Cases (%)
Health Problems	72 (2.3%)
Schooling Problems	1902 (59.5%)
Developmental Adjustment Problems	40 (1.2%)
Family Problems	685 (21.4%)
Behavioural Problems	244 (7.6%)
Emotional Problems	200 (6.3%)
Peer Relationship Problems	43 (1.3%)
Sex Related Problems	7 (0.2%)
Others	5 (0.2%)
Total Cases	3198 (100.0%)

Implementation of the proposal for two or more schools under the same sponsoring body to share one SGT (assuming a 15% wastage rate of serving SGOs)

Year	No. of SGOs in ED at a 15% wastage rate
1991	235
1992	200
1993	170
1994	145
1995	123
1996	105
1997	89

Additional support and training posts required for the Student Guidance Section

Staff	Rank	Existing Establishment of SG Section	Revised Establishment of SG Section	Additional Posts
Support Staff	AI (NG)	6	12	+6
	I (NG)	0	3	+3
Training Staff	AI (G)	3	6	+3
	I (G)	1	4	+3

Manpower projection of Educational Psychologists

<u>Requirements</u>	<u>88/89</u>	<u>89/90</u>	<u>90/91</u>	<u>91/92</u>	<u>92/93</u>	<u>93/94</u>	<u>94/95</u>	<u>95/96</u>	<u>96/97</u>	<u>97/98</u>
Existing services (1)	28	28	28	28	28	28	28	28	28	28
New services										
- Integrated kindergartens (2)								1	1	1
- school-based services (2)	17	17	17	18	19	19	19	19	19	19
- Schools Support Scheme (3)	-	-	5	10	15	20	25	30	35	38
Total projected requirements	45	45	50	56	62	67	72	78	83	86*

Notes :

- (1) Requirements for existing services based on establishment review report 1989.
- (2) Committed services. (Ref. Rehabilitation Programme Plan. Figures in the 1990 Review)
- (3) Pending policy and financial support.

* As at August 1990 there are 25 EPs employed to provide psychological services to school children:
- 20 EP posts in the existing establishment of the ED are filled.
- another 5 EPs are employed by the aided sector with government subvention.
Therefore another 61 EPs will be required.

School-Based Remedial Support Programme(i) Intensive Remedial Teaching Sessions

Study groups of around 15 students from the bottom 10% of students in Secondary 1 would receive special tuition in subjects they find difficult. The emphasis would generally be placed on Chinese, English and Mathematics but teachers would be flexible in their approach and adapt their teaching to suit their students' needs and include other subjects as necessary.

(ii) Self-study Sessions

2. These sessions would support the Intensive Remedial Teaching Sessions. Teachers would develop teaching materials tailored to the intellectual development of individual students and to the areas of difficulty they experienced with the curriculum. Students would work through these materials in their own time at their own pace. These materials could, wherever possible, be based on computer-assisted* learning techniques so that students could repeat the programme until they fully understood the concept involved.

(iii) Learning Support Sessions

3. Small groups of not more than five students would meet with a "mentor" teacher to discuss problems encountered in their studies or relating to their classroom behaviour. The idea would be to help students, particularly those from socially deprived families who received little advice on their schooling, to form good study habits and to enhance their motivation in learning. In these small groups students would receive individual attention and be able to share their experiences with others in the group.

* 95% of aided sector schools have an average of 11 computer sets which may be used in Self-study Sessions.

Time Allocation and Delivery Mode of the School-Based Remedial Support Programme for Secondary 1 Pupils

	Intensive Remedial Teaching	Self Study	Learning Support	Total no. of periods
75 pupils per teacher - equivalent	5 groups x 15 pupils* in bottom 10% x 2 periods/week (after school)	Preparation by teacher :- 5 periods/week Self study by individual pupil in bottom 10% :- 2 periods/week (during or after school or at home)	15 groups x 5 pupils in bottom 10% x 1 period/week (during or after school)	
Total no. of periods/week for Teacher	10	5	15	30
Total no. of periods/week for Pupils in bottom 10%	2	2	1	5

* Based on the experience gained through the Intensive Remedial Services 15 pupils per group is considered appropriate.

Time Allocation and Delivery Mode of the School-Based Remedial Support Programme for Secondary 2 & 3 Pupils

	Intensive Remedial Teaching	Self Study	Learning Support	Total no. of periods
150 pupils per teacher - equivalent	5 groups x 15 pupils* in bottom 5% x 2 periods/week (after school)	Preparation by teacher : - 5 periods/week Self study by individual pupil in bottom 5% : - 2 periods/week (during or after school at home)	30 groups x 5 pupils in bottom 10% x 1 period/week (during or after school)	
Total no. of periods/week for Teacher	10	5	30	45
Total no. of periods/week for (a) pupils in bottom 5%	2	2	1	5
(b) pupils in bottom 6-10%	0	0	1	1

* Based on the experience gained through the Intensive Remedial Services 15 pupils per group is considered appropriate.

Alternative models for provision of School-Based Remedial Support ProgrammeModel A

	Alternative curriculum more suited to the interests and abilities of academically less able students
75 students per teacher-equivalent	3 groups x 25 students in bottom 10% x 10 periods/week
Total no. of periods/week for Teacher	30
Total no. of periods/week for Students in bottom 10%	10

Model B

	Alternative curriculum more suited to the interests and abilities of academically less able students
75 students per teacher-equivalent	5 groups x 15 students in bottom 10% x 6 periods/week
Total no. of periods/week for Teacher	30
Total no. of periods/week for Students in bottom 10%	6

- * Model B offers the advantage of more personal attention as there are fewer students in each group. It is also more likely to be accepted by parents since the students are only withdrawn from six normal teaching periods per week.)

Extract from Education Commission Report No. 2

The language research projects

As mentioned in paragraph 3.17 of Report No. 1, the Educational Research Establishment (ERE) of the Education Department undertook four research projects on the medium of instruction in secondary schools, three of which were conducted in collaboration with the University of Hong Kong (HKU) or the Chinese University of Hong Kong (CUHK). In addition the ERE also undertook a study on the effectiveness of split-class teaching of English, one of the measures for strengthening the teaching of English proposed in paragraph 3.19 of Report No. 1. These five research projects were completed in late 1985 and the following is a summary of their objectives, methodology and findings.

a) An investigation of the effectiveness of various language modes of presentation, spoken and written, in Form 3 in Hong Kong Anglo-Chinese Secondary Schools

2. This research, conducted in collaboration with HKU, used videotaped material or printed texts in a twenty-minute lesson to 1296 Form 3 pupils in ten schools. The videotaped presentation was in three different language modes, namely, English, Cantonese, and bilingual. The printed text had five versions, namely : English only, English with Chinese gloss, bilingual, Chinese with English gloss, and Chinese only. After the lesson, tests in English and Chinese versions were administered to measure the pupils' understanding. All pupils also sat for graded English and Chinese language proficiency tests so that the effects of language proficiency on test performance and opinion could be assessed.

3. This research indicates that some 30% or so of pupils can perform effectively in English. Another 30% or so have severe difficulty and the remainder come somewhere between. The 30% or so who experienced severe difficulty clearly preferred to work fully in Chinese and could perform effectively in this medium. Overall, only a tiny percentage (2-3%) preferred monolingual English presentation. About a half preferred monolingual Chinese oral presentation. The remainder preferred bilingual modes of spoken or written presentation .

b) The effects of the medium of instruction on the achievement of Form 2 pupils in Hong Kong secondary schools

4. This research, conducted jointly with HKU, set out to investigate the effect of different modes of medium of instruction on pupils of different ability and language

proficiency, in different teaching/learning environments. Topics in History and Science at Form/Middle 2 level were selected and taught for a period of six weeks. Different approaches were used in teaching different ability groups in 29 secondary schools.

5. The general conclusion drawn is that for 70% of pupils English texts are a definite disadvantage, even if enhanced in Chinese, where testing is in English. For the 30% of pupils who are most proficient in English, there is advantage in English instruction where the subject is heavily language dependent and tested in English. The research also finds a strong correlation between proficiency in English and proficiency in Chinese.

c) Studies on the modes of language of instruction at junior secondary levels in Anglo-Chinese Secondary Schools

6. This longitudinal research covered 7500 pupils in Form 1 to 3 from 15 Anglo-Chinese school over a period of two years during which tests of Chinese, English, Mathematics, Science and History were administered at intervals. A questionnaire was issued to pupils to find out the amount of English spoken in class, their understanding of English instruction and their difficulties with textbooks.

7. The research indicates that the use of Chinese for instruction purposes has increased in recent years in Anglo-Chinese schools, that it is more effective in promoting classroom interaction and that its use is particularly prevalent in those subjects which involve complex concepts requiring verbal explanation. The findings confirm that those who are proficient in English cope well with instruction in English; while those who are not experience difficulty and do less well. They also tend to confirm a correlation between proficiency in language and proficiency in other subjects. In other words, the good students will not find the language or instruction a significant barrier.

8. Three version of test papers - English, Chinese and bilingual, were used in the research. Students with high English proficiency performed equally well in the English version and in the bilingual version. For students with low English proficiency, the lowest results were with the English versions and there was no significant difference between the results of the Chinese version and the bilingual version.

d) A comparison of academic performance of junior secondary pupils in Anglo-Chinese and Chinese Middle Schools

9. This research, designed after consultation with CUHK, set out to compare the academic performance of pupils in junior secondary classes in Anglo-Chinese and Chinese Middle schools. A total of 4981 Form/Middle 1 to 3 pupils were selected from 25 Anglo-Chinese and Chinese Middle schools. The ability of pupils chosen from the two streams was comparable and their socio-economic background, school facilities and the

qualification of the teachers were either statistically or experimentally controlled in the research. Their performance in English, Chinese, Science, Mathematics and History was tested and compared over a period of two years.

10. The conclusion is that pupils in Anglo-Chinese schools do better in English and pupils in Chinese Middle schools do better in Chinese and History. Differences in performance in Science and Mathematics were less clear cut, but there were some indications that the Chinese Middle school pupils tended to do better. In Anglo-Chinese schools, use of bilingual test papers produced the best results while papers in English only produced the worst.

11. The research supports the proposition that exposure and use of a language for other purposes, i.e. learning other subject matter, is an effective means of improving proficiency. The slight edge of Chinese Middle school pupils in Science and Mathematics probably indicates the advantage of the mother tongue in explaining complex concepts - the effect not being greater because Chinese is also used to some extent in the Anglo-Chinese schools.

e) Additional teachers for split class teaching of English

12. This research sought to identify the effectiveness of language teaching when pupils were taught in smaller classes. Split class teaching of English at Form/Middle 1 to 2 was introduced in six schools for the 1984/85 academic year. Additional English teachers were provided in these schools so that English lessons were taught by one teacher in a class half the size of a normal class, i.e. 20 rather than 40 pupils. At the end of the experiment, language proficiency tests were administered and the results were compared with those of normal class teaching.

13. This research is rather different from the others in that it deals not with the relative effects of instruction in English and Chinese but rather with the effectiveness of teaching English to smaller groups of students.

14. The results are somewhat surprising. Small classes are favoured by both teachers and pupils, but the effects are only marginal. Listening performance was somewhat improved, as was the performance of low ability groups in Form 1. Effects were also more noticeable in Anglo-Chinese than in Chinese Middle schools. It was suggested that the effectiveness of split class teaching might be enhanced if teachers were appropriately prepared to undertake split class teaching through pre-service and in-service training programmes.

List of submissions from the public on the Report of the Working Group set up to Review Language Improvement Measures

1. The Hong Kong Sea School
2. Hong Kong Association for Democracy and People's Livelihood
3. Carmel Secondary School
4. University of Cambridge Local Examinations Syndicate
5. The Hong Kong University of Science & Technology
6. Ming Yin College
7. Buddhist Wai Yan Memorial College (Cheung Chau)
8. Hong Kong Examinations Authority
9. Director of Technical Education and Industrial Training
10. Christ College
11. City Polytechnic of Hong Kong
12. Mr David Cheung Chi-kong
13. Subsidised Primary Schools Council
14. North District Board members
15. Association of Principals of Government Secondary Schools
16. Social Services Committee of the Kwun Tong District Board
17. Mr Hor Yim-ming
18. Hong Kong Catholic Youth Council
19. The Council of Central & Western District School Heads
20. HongKong Bank
21. Grant Schools Council
22. School of Education of the Chinese University of Hong Kong
23. Language Centre of the University of Hong Kong
24. English Section, Advisory Inspectorate of the ED
25. English Language Panel, St. Stephen's Girls' College

26. St. Stephen's Girls' Primary School
27. Mrs Anne Ma Lo, an English teacher of a secondary school
28. Mr Y K Tse, BA (Music)
29. Principal Curriculum Planning Officer (RP) of ED
30. Linguistic Society of Hong Kong
31. Students Union (Chinese) of Sir Robert Black College of Education
- 32-45. 14 Subject Departments of Sir Robert Black College of Education
46. St. Stephen's Girls' College
47. Ms Maria Lam, a secondary school English teacher and a former participant of ILE
48. TWGHs Li Chi Ho Primary School
49. The Boys' & Girls' Clubs Association of Hong Kong
50. TWGHs Lo Yu Chik Primary School
51. Cognitio College
- 52-57. Six members of the Curriculum Development Committee on Chinese in Primary Schools
58. Tung Wah Group of Hospitals
59. Sha Tin Methodist College
60. Mr Paul Sze of Kornhill
61. Three editorial members of the Professional Teachers' Union magazine
62. North Point Kaifong Association Madam Chan Wai Chow Memorial School
63. TWGHs HK & Kln Electrical Appliances Merchants Association Ltd. School
64. Principal of TWGHs Li Chi Ho Primary School (PM)
65. TWGHs Tam Shiu Primary School
66. Hong Kong Catholic Board of Education
67. The Hong Kong Council of Social Service
68. Principal of HKTTC

69. Pui Ching Middle School
- 70-84. 15 Subject Departments of Northcote College of Education
85. Hong Kong Professional Teachers' Union
86. The Chinese Language Society of HK Ltd.
87. City Polytechnic of Hong Kong
88. Association of Heads of Secondary School
89. TWGHs New Territories No. 6 Primary School
90. TWGHs Wong See Sum Primary School
91. Department of Education, University of Hong Kong
92. The Hong Kong Buddhist Association
93. SKH Bishop Mok Sau Tseng Secondary School
94. The Conference of SKH Secondary School Heads
95. HK Subsidised Secondary School Council
96. Immaculate Heart of Mary School
97. Minutes of the Eastern District Board meeting to discuss the Language Report on 18 January 1990.
98. Gratham College of Education
99. The Association of Hong Kong Chinese Middle Schools
100. Education Committee of the Meeting Point
101. Survey organized by five organization in the North District
102. The Institute of Electrical Engineers
103. University of Hong Kong Faculty of Education
104. University of Hong Kong Senate
105. Members of Staff of the Institute of Language in Education

* This list may not be comprehensive. We apologize if members of the public who have forwarded their views to ED do not find their submission listed.

ILE Languages in Education
Research and Development Unit Projects

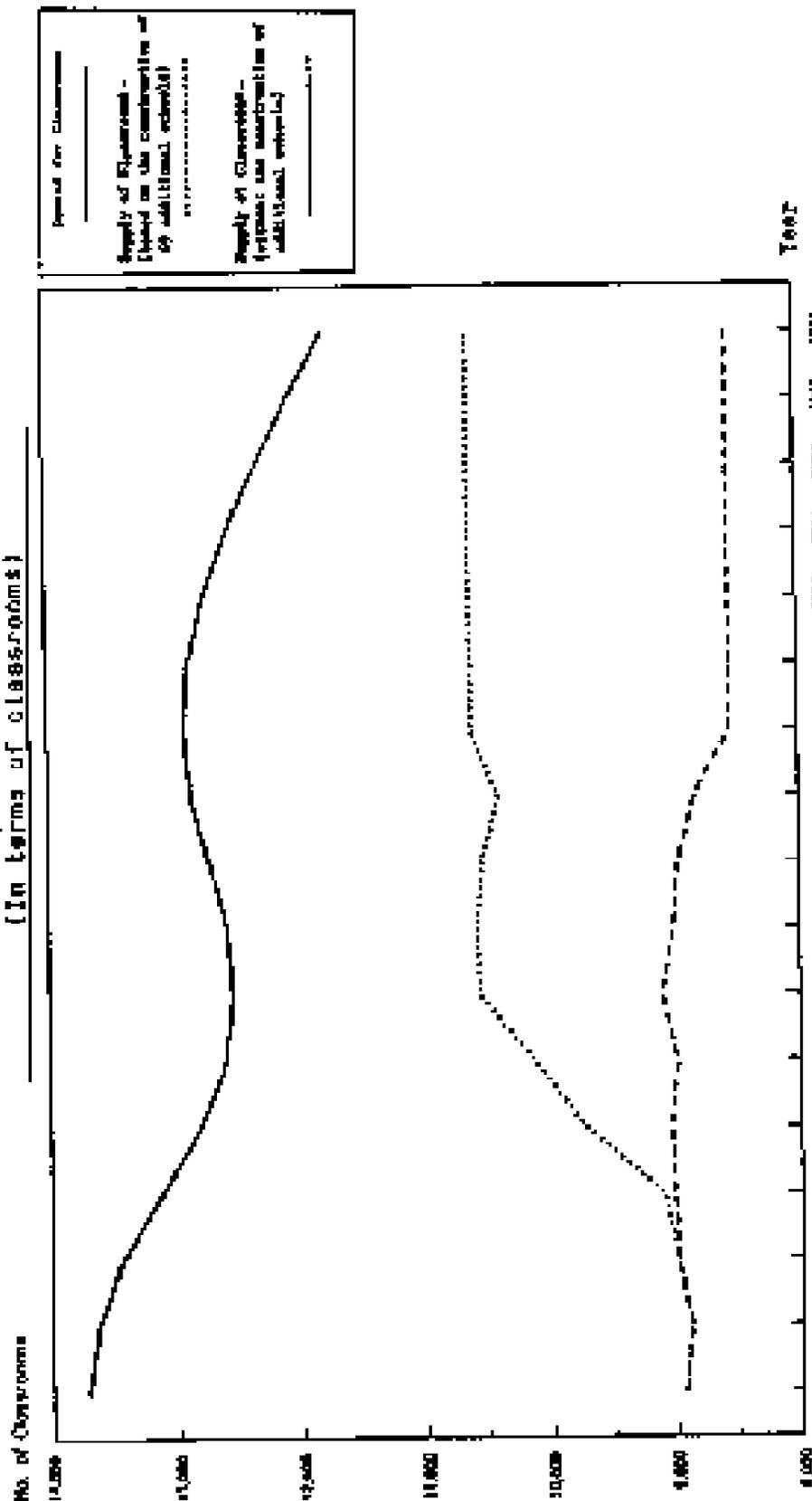
<u>Project</u>	<u>Priority</u>	<u>Cost</u>
(a) A replication in 1991 of the 1985 investigation , carried out by ED and HKU, of various language modes of presentation, spoken and written, in S3 in HK secondary schools. The purpose of this study is to establish approximately how many children are likely to be able to study effectively through the medium of English and how many through Chinese;	1	80,070
(b) An analysis of language needs in the education system and in the commercial and industrial sectors as a basis for longer term planning in education;	2	130,830
(c) The development, publication and dissemination of good quality learning materials in Chinese in various subjects at various levels to strengthen the use of Chinese as medium of instruction;	3	9,030
(d) An enquiry into the medium of instruction and into the teaching and learning of Chinese and English in schools, and the launching of small-scale classroom investigations by teachers engaged in the improvement of their own classroom practices;	4	12,080
(e) Research into the relative merits of streaming, "setting", broad-banding and mixed ability as ways of organizing classes and into the relative merits of withdrawing weaker students from classes, versus offering them support within classes on a team-teaching basis;	5	6,510
(f) An enquiry into the feasibility of arranging for learning support (remedial) teachers to work together with subject teachers in the same classroom;	6	5,780
(g) A project to determine the "backwash" effects of different forms of assessment;	7	11,445

(h)	An enquiry into the types of language learning and teaching materials required for the introduction of reading in English at Primary level and the design, trialling and publication of such materials;	8	13,230
(i)	A pilot project to (a) enquire into the merits of supplementing the wire-free loop induction system with cassette recorders to be used for both listening and speaking practice and (b) to design and implement, on a pilot basis, a curriculum development project to collect, create and distribute to schools, good quality listening materials at various levels.	9	137,760

Research and Development Projects To Be Managed and Conducted By The ILE and Supported By The Hongkong Bank Language Development Fund

- (a) To elaborate performance targets and related assessments based on criterion-referencing principles in English as a subject at key stages; to introduce curriculum guidelines covering syllabus, methodology, the use of resources and assessment; to create materials where necessary and to prepare in-service packages for teachers;
- (b) To identify the proficiency gap between -
 - (i) Secondary 5 School leavers;
 - (ii) Technical Institute graduatesand the language levels required by different work sectors; to develop guidelines for use by schools, curriculum developers, commerce and industry and planners of vocational training programmes;
- (c) To develop materials and pedagogical strategies for a bridging course in Secondary 1 to assist students to move from Chinese as a medium of instruction at the Primary level to English as a medium of instruction at the Secondary level;
- (d) To research and establish a profile of minimum requirements and target-related assessments in English for College of Education trainees seeking Certification as teachers of English or as teachers intending to use English as medium of instruction; to develop intensive English courses to upgrade trainees' English skills before the training period and to propose ways of strengthening language skills courses during training, so that trainees reach the minimum requirements;
- (e) To establish minimum requirements for teachers of Putonghua and to create target-related assessments to assess attainment in these; to develop learning packages in Putonghua for teachers who wish to upgrade their language skills; and
- (f) To obtain information about the learning strategies and techniques used by the "good" language learners in the upper sections of HK secondary schools. The results would be used to improve induction courses for expatriate teachers of English and the in-service language teacher education courses offered for secondary school teachers of English, as well as providing classroom teachers with a basis for offering sound advice to students on how to tackle their learning.

Demand and Supply of Primary School Places (In terms of Classrooms)



Notes:

- A. As schools are demolished under Housing Redevelopment Programme (HRD), the supply of classrooms (represented by -----) drops between the years 1990 and 2000. This trend takes into account the schools to be built in the school building programme.
- B. With the building of 60 new 30-class schools (25 to make up for schools demolished in the ERP and 35 to cater for the need arising from Redevelopment Programme), the ultimate supply of classrooms (represented by -----) becomes stabilised by the year 2000.
- C. By the year 2000 the supply of classrooms, if operated on a bi-annual basis, is 1/3 more than the demand. This enabled classes at P5 and P6 to operate whole day. As demand drops beyond the year 2000, whole-day operation may be extended to lower levels. Whether this is possible and the rate at which it will be extended vary from district to district.

Extract from the Code of Aid for Primary Schools

Duties of Senior Teachers in Primary Schools

1. The duties of the six Senior Teachers for a standard 24-class school are generally as follows-
 - (a) Deputy Head - general administrative duties, time-tabling, distributing teaching loads, control of office/managerial staff, school functions such as open day, speech day etc., parent-teacher association, induction of new teachers, in-service training and staff development, serving as a link between the Head of the school and the teaching staff;
 - (b) In-charge of Academic Studies - organizing remedial teaching, co-ordinating the work of teachers in charge of the various subjects, liaison with Special Education Section, monitoring activity approach and producing the textbook list;
 - (c) In-charge of Counselling and Guidance - discipline matters, tracing and reporting drop-outs, counselling and guidance, moral education, liaison with parents, liaison with Student Guidance Officer, liaison with Police;
 - (d) In-charge of General Affairs - sick/maternity leave arrangements, acquisition of supply teachers, arrangements for teaching practice for College of Education students, admission of new pupils, school internal examinations, matters pertinent to Secondary School Places Allocation, textbook and stationery grant, student records;
 - (e) In-charge of Extra-curricular and Other Activities - cultural and physical, games day, inter-school sports and dance activities organized by the H.K. & N.T. Schools Sports Associations, inter-school music and speech activities organized by the H.K. Schools Music and Speech Association, organizing educational visits, fire drills, safety patrol, Community Youth Club and Junior Police Call activities;
 - (f) In-charge of Teaching Aids, Furniture and Equipment - E.T.V., audio-visual aids and school furniture and equipment, notice boards, minor repairs, first aid and School Medical Scheme etc., School/Class libraries.

2. The workload of each senior teacher will depend on the size of the school for almost every duty outlined above. For schools larger than 27 classes, more senior teachers will be required and the duties re-distributed accordingly, and for schools smaller than 24 classes, less will be required as each senior teacher can then take on more responsibilities.

Note:

- (1) One of the Senior Teachers will be designated as Deputy Head.
- (2) It should be noted that if a school qualifies for an additional A.M. by taking into account the special classes, one teacher of such special classes should be considered for promotion to this post of Senior Teachers in the approved establishment if the total number of special classes is four or above.

COMPARISON OF CLASS STRUCTURE

No of Classrooms	Existing						Total	Mixed-Mode						Classes Reduced	
	P1	P2	P3	P4	P5	P6		P1	P2	P3	P4	P5	P6		Total
6	1	1	1	1	1	1	12	1	0	1	0	1	1	6	6
	1	1	1	1	1	1		0	1	0	1				
12	2	2	2	2	2	2	24	1	2	1	2	3	3	18	6
	2	2	2	2	2	2		2	1	2	1				
18	3	3	3	3	3	3	36	2	2	2	2	4	4	24	12
	3	3	3	3	3	3		2	2	2	2				
24	4	4	4	4	4	4	48	3	3	3	3	6	6	36	12
	4	4	4	4	4	4		3	3	3	3				
30	5	5	5	5	5	5	60	3	4	3	4	7	7	42	18
	5	5	5	5	5	5		4	3	4	3				
36	6	6	6	6	6	6	72	4	5	4	5	9	9	54	18

6 6 6 6 6 6 5 4 5 4

MODEL FOR PHASING IN MIXED MODE SCHOOLING IN A 24 CLASSROOM SCHOOL

	YR0		YR1			YR2			YR3			YR4			YR5			YR6				
	AM	PM	WD	AM	PM	WD	AM	PM	WD	AM	PM	WD	AM	PM	WD	AM	PM	WD	AM	PM	WD	
P6	4	4		4	4		4	4		4	4				8			8				6
P5	4	4		4	4		4	4		4	4		4	4		3	3					6
P4	4	4		4	4		4	4		4	4		3	3		3	3		3	3		
P3	4	4		4	4		4	4		3	3		3	3		3	3		3	3		
P2	4	4		4	4		3	3		3	3		3	3		3	3		3	3		
P1	4	4		3	3		3	3		3	3		3	3		3	3		3	3		
TOTAL AM	24			23			22			21			16			15			12			
TOTAL PM		24			23			22			21			16			15			12		
TOTAL WD			0			0			0			0			8			8				12
TOTAL CLASSES			48			46			44			42			40			38				36
VACANT AM	0			1			2			3			0			1			0			
VACANT PM		0			1			2			3			0			1			0		
MAX VACANT CLASSROOMS			0			1			2			3			0			1				0

TENTATIVE PLAN FOR IMPLEMENTATION OF MIXED MODE OPERATION

Year of Implementation	POAU Code	Location of Schools
1992	10	WESTERN
	11	CENTRAL
	12	WAN CHAI
	13	CAUSEWAY BAY
	15	SHAU KEI WAN
	17	POK FU LAM
	18	ABERDEEN
	31	YAU MA TEI
	32	MONG KOK
	33	OI MAN ESTATE
	34	HO MAN TIN
	37	TAI HANG TUNG
	38	SHEK KIP MEI
	40	CHEUNG SHA WAN
	41	KOWLOON TONG
	43	LOK FU/WONG TAI SIN
	44	TSZ WAN SHAN
	45	CHOI HUNG
	46	PING SHEK
	47	SAU MAU PING
	50	YAU TONG
	60	LAI KING
	61	KWAI FONG
	63	TSUEN WAN EAST
	64	SHEK LEI
	65	KWAI SHING
	71	TUEN MUN EAST
	74	YUEN LONG TOWN EAST
75	KAM TIN	
76	SAN TIN	
81	FAN LING	

Year of Implementation	POAU Code	Location of Schools	
1992	83	SHA TAU KOK	
	90	LEK YUEN	
	94	SAI KUNG NORTH	
	96	LAMA ISLAND	
	97	CHEUNG CHAU	
	98	LANTAO	
	99	PENG CHAU	
	1993	39	SHAM SHUI PO
		51	SHUN LEE
62		TSUEN WAN WEST	
66		TSING YI	
69		TUEN MUN SOUTH-WEST	
88		LUNG HANG	
91		POK HONG	
1994		14	NORTH POINT
	16	CHAI WAN	
	19	REPULSE BAY	
	30	TSIM SHA TSUI	
	35	HUNG HOM	
	36	TO KWA WAN	
	85	TAI PO SOUTH	
	89	MA ON SHAN	
	92	SAI KUNG	
	95	TSEUNG KWAN O/HANG HAU	
	1995	48	KWUN TONG
49		LAM TIN	
72		PING SHAN	
73		YUEN LONG TOWN WEST	
80		SHEUNG SHUI	
84		TAI PO NORTH	
1996	70	TUEN MUN NORTH-WEST	

	82	TA KU LING
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