

Education Commission Report No.7
September 1997
Quality School Education

(RETYPE DOCUMENT)

FOREWORD

Since its inception in 1984, the Education Commission (EC) has published six reports on a number of important educational issues ranging from the school place allocation system to language proficiency. During this period, we have gone through significant social, economic and political changes. Many of these changes have prompted a move from meeting quantitative targets to striving for qualitative improvement. With the public's legitimate demand for a more open and accountable government, and with about 90% of our schools being funded by public money, the school system is also expected to be more open and accountable.

EC recognised that such changes and expectations present some of the most challenging opportunities to our school system and the key players within it. In keeping with world trends, it started looking more closely at the question of quality in education in October 1993 when it set up a Working Group on Educational Standards and a Working Group on School Funding. In December 1994, the report of the Working Group on Educational Standards was published. The attempt by the Working Groups to address the quality issues was welcomed by the public. Since then, both EC and the then Education and Manpower Branch have been studying the related issues of school quality and school funding.

In April 1996, EC set up a Task Group on School Quality and School Funding (the Task Group) to make recommendations which would form the basis of its next report : the Education Commission Report No. 7 (ECR7) on Quality School Education. In order to address the genuine concern of the community, the Task Group conducted a six-week consultation exercise in June 1996 to seek public views on the broad principles regarding quality and funding issues. EC consulted the public again for two months in November 1996 regarding detailed proposals to improve school performance and school management.

The views received were indicative of the genuine concern of the community over the need for quality school education and quality front-line educators. Taking into account the public feedback, EC finalised its recommendations now contained in this report No.7. The recommendations have been made with a view to enhancing the community's appreciation of the need for quality school education; inculcating a quality culture in the school system; providing a practical framework for key players in the school system to achieve the aims of education in an efficient, cost-effective

and accountable manner; presenting an integrated strategy for quality assurance and development; providing incentives for quality performance; assisting under-performing schools; and outlining a framework for raising the professional standards of principals and teachers and enhancing their professional education and development.

To me, the conception and birth of the ECR7 carry particular significance. This is the first EC report since the establishment of the Hong Kong Special Administrative Region (HKSAR). With the handover of sovereignty on 1 July 1997, Hong Kong has progressed into a new era. We need a well-educated and sophisticated work force to sustain our international competitiveness. I am glad to hear from the HKSAR Chief Executive that the Government is determined to improve the quality of education with particular emphasis on teacher qualifications, whole-day primary schooling, language proficiency and all-round education. We are also encouraged that he has pledged sufficient resources to achieve this goal.

We believe that the ECR7 provides a golden opportunity for the community to assist in giving our future generations a lasting benefit - a quality education. We must endeavour to succeed, so that our children will be able to develop their talents to the full, to gain confidence and self-esteem, and to enjoy life meaningfully. To this end, we must have a vision of clear educational objectives and a sound strategy to put the educational resources into good use. We must also enhance the professional status and qualifications of our front-line educators.

Throughout the five years of my chairmanship, I have been ably assisted by a Commission composed of members with deep interest in and knowledge of educational matters. I have benefited enormously from their advice, and am most grateful for their contributions in terms of time, patience and experience. I am confident that with the commitment and determination of policy makers, executive agents, the teaching profession, parents and the community at large, our vision for quality school education can be realised.



(Professor Rosie Young)
Chairman
Education Commission
September 1997

ACKNOWLEDGEMENTS

This Report would not have been possible without the assistance and advice of a large number of people. We would like to take this opportunity to express our gratitude to them. We are grateful for the studies carried out by the Working Group on Educational Standards and the Working Group on School Funding to improve the quality of school education. Our thanks go to all members and co-opted members of the Task Group on School Quality and School Funding for their valuable work, and a number of people whose assistance and informative presentations enlightened us in finalising our recommendations on quality education.

We would like to thank Mr Geoffrey Lieu of the Hospital Authority for a useful presentation on management reform; Dr Alex C W Fung of the Hong Kong Baptist University and Mr Yung Wing-hon of the Yuen Yuen Institute No. 2 Secondary School for sharing with us their experience in the pilot Educational Aims Implementation Scheme; Mr Paul Wong of the Social Welfare Department and his consultants Messrs Nigel Knight and Phil Madden for a helpful presentation on the proposed reform of the social welfare subvention system; Professor Cheng Yin-cheong of the Hong Kong Institute of Education for valuable references regarding education quality in the Hong Kong school system; Professor Brian Caldwell of the University of Melbourne, Australia, for sharing with us the Australian school reform experience; Dr K C Pang, Professor Wong Hin-wah and Mr Isaac Tse of the Board of Education Sub-committee on Review of School Education for their informative presentation on the recommendations of the "Report on Review of 9-year Compulsory Education".

We would like to record our thanks to the Secretariat for their conscientious efforts on our behalf. We would also like to thank colleagues of the Education Department for various presentations relating to the Department's operation and proposals, and their assistance in the public consultation exercises; the Information Services Department for its design of the Report; the Management Services Agency for technical assistance; and the Printing Department for its efficient service. Our gratitude also goes to the many people who have assisted in one way or another but are too numerous to be acknowledged individually.

Last but not least, we wish to express our sincere appreciation of the wide range of views received from those people who took the trouble to write to newspapers or to

us directly, or to attend the various consultative sessions. Their views have been thoroughly considered and reflected as much as we can in the Report.

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EXECUTIVE SUMMARY

There is a need to help schools improve their performance and to ensure that the resources devoted to school education are deployed in a most effective, efficient and accountable manner. The Education Commission (EC) has therefore formulated recommendations in its Report No. 7 on Quality School Education. The recommendations mainly focus on ways to improve school management and performance towards the provision of quality school education to better meet the needs of students.

Why Report No. 7?

EC finds that there is a need to enhance the quality of the present school system. Some schools do not have clear development plans to ensure that the fundamental aims of education are achieved; some do not have clear targets for both academic and non-academic achievement of students; others do not have a proper appraisal system to assess the performance of principals and teachers.

In addition, the support provided to schools does not adequately promote a quality culture. Professional education for principals and teachers needs to be strengthened to equip them with the knowledge and skills to cope with change. Similarly, the operations of the education-related bodies, including the Education Department (ED) need to be streamlined to support quality development in schools more effectively.

Members of the school community have also expressed concern that the present system does not provide sufficient incentives for schools to take the initiative or to accept responsibility for the achievement of quality education. Schools feel that the present funding arrangements do not allow sufficient flexibility for school management and do not relate the level of funding to school performance. There is also little recognition of the value-added efforts made by schools to develop the potential of their students.

Objectives of Report No. 7

The objectives of the Report are:

- a. to enhance community appreciation of the need for quality school

- education;
- b. to inculcate a quality culture in the school system to contribute to the personal growth of students, and the pursuit of excellence;
 - c. to provide a practical framework for key players in the school system to achieve the aims of education in an efficient, cost-effective and accountable manner;
 - d. to recommend an integrated strategy for quality assurance and development;
 - e. to provide incentives for quality performance;
 - f. to assist and remedy under-performing schools to encourage initiatives and continuous improvement; and
 - g. to recommend a framework for raising the professional standards of principals and teachers and enhancing their professional education and development.

Building a Quality Culture

EC considers it important that the community and all players in the school system should be committed to building a quality culture as a pre-requisite for quality school education. To this end, a number of measures must be taken. They include :

- a. setting clear and commonly accepted goals for school education and having these goals clearly understood by all players in the school system;
- b. translating the goals into achievable, observable and measurable quality indicators for self-evaluation and external assessment;
- c. allowing school management greater autonomy in general administration, finance and personnel matters but at the same time requiring a higher degree of accountability for school performance;
- d. having an efficient, equitable and cost-effective funding system which meets basic needs of schools and which is related to performance;
- e. providing incentives to recognise and encourage initiative and the pursuit of excellence;
- f. assisting and where necessary taking remedial measures regarding under-performing schools;
- g. raising the professional standards of principals and teachers and enhancing their professional education and development; and
- h. introducing corresponding changes in the education-related executive and advisory structure, the curriculum, examinations and the academic system.

The successful building of quality school culture hinges on the provision of external enabling elements, and efforts made by the schools themselves. The pace of school-based development may differ. Nevertheless, with increased transparency of school operations, broadened participation from parents and the community in school management, increased accountability of schools to the public, and the sharing of experience among schools with similar background or within the same quality circle, schools should be expected and thus motivated to improve and continue to strive for excellence.

Major Recommendations

(a) Setting goals and developing indicators

EC suggests that the aims of education should reflect the changing needs of schools and the community. To assess the performance of schools, it is necessary to translate such aims into quality indicators, and introduce the concept of value-added achievement, which can provide the incentive for schools to make continuous improvement, and an equitable basis for self-evaluation and comparison among schools.

(b) Putting in place a quality assurance mechanism

To enhance the quality of school education, EC recommends internal quality assurance to be achieved through school-based management, co-operation among key players in the school system and self-evaluation by schools. All schools should have put in place school-based management by the year 2000 in the spirit of School Management Initiative* to better meet the needs of their students.

On the development of external quality assurance, EC recommends the Education and Manpower Bureau (EMB) to commission a study to examine the way forward for quality assurance mechanism, as part of an overall review of the education-related executive and advisory structure. Meanwhile, EC welcomes ED's plans to conduct quality assurance inspections using the whole-school approach.

(c) Providing funding flexibility

EC recognises that the school funding system should facilitate school quality reform. All schools which practise school-based management should be given

flexibility in the use of resources under a clear management and accountability system. In the long run, the option of providing an aggregate Block Grant to schools which are more advanced in school management or school performance should be pursued, so that schools can enjoy more flexibility in the use of all items of resources. Government schools should also be given similar financial and management flexibility as aided schools. In parallel, the Government should review the present financial assistance to the Direct Subsidy Scheme schools, and to examine the feasibility of extending the scheme to primary schools, so that the scheme can be more attractive to aided schools aspiring for even greater management and funding flexibility.

(d) Providing incentives to encourage quality school education

In order to build a quality culture, it is necessary to provide incentives to recognise and encourage quality initiatives and the pursuit of excellence. EC recommends that a Quality Education Development Fund (QEDF) should be set up to encourage bottom-up initiatives. The Government should examine the interface between QEDF and other education-related funds. A support unit should be set up under EMB to serve and manage the QEDF. The interface of the support unit with the future quality assurance mechanism should be considered in the context of the overall review of the education-related executive and advisory structure.

(e) Raising professional standards of principals and teachers

To facilitate the building of a quality culture in the school system, EC recommends that the Government should promulgate a coherent pre-service and in-service training strategy for teachers. All schools should put in place a fair and open performance appraisal system for principals and teachers. To enhance the standard of teaching and professional development of teachers, a General Teaching Council should be set up.

(f) Implementing related reforms

For major recommendations in the Report to have full impact, it is necessary to carry out certain related reforms. EC recommends the Government to devolve as much administrative and financial authority as possible to all schools and encourage school-based reforms. The development of school-based curriculum should be encouraged to best meet the needs of schools and students. The examination system

should be reviewed to take into account school-based assessment of students. The next major task for EC should be to review the academic system, including length of study, curricula and interface of different education sectors, and the optimal structure for the whole education system. The role of private schools and their interface with the aided sector should also be reviewed to encourage school-based development.

A summary of the major recommendations is set out in paragraph 8.7 of this Report.

TERMS OF REFERENCE OF THE EDUCATION

COMMISSION

The terms of reference of EC 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.

In carrying out these tasks, EC is to co-ordinate but not seek to direct the work of the Board of Education, the Advisory Committee on Teacher Education and Qualifications, the University Grants Committee and the Vocational Training Council.

MEMBERSHIP OF THE EDUCATION COMMISSION

The membership of EC since 1 January 1997 has been as follows:

Chairman Professor Rosie YOUNG Tse-tse JP

Vice Chairman Secretary for Education and Manpower
(Mr Joseph WONG Wing-ping JP)

Ex-officio Chairman, Board of Education
Members (Mr Moses CHENG Mo-chi JP)

Chairman, University Grants Committee
(The Hon Antony LEUNG Kam-chung JP)

Chairman, Advisory Committee on Teacher Education and
Qualifications
(Professor Felice LIEH MAK JP)

Chairman, Vocational Training Council
(Dr Samuel WONG Ping-wai JP)
(until 4 June 1997)

Director of Education
(Mrs Helen YU LAI Ching-ping JP)

Members Professor CHENG Kai-ming JP

Mr CHEUNG Man-kwong

Ms Sansan CHING Teh-chi

Mrs Judy CHUA TIONG Hong-sieng JP

Mr Irving KOO Yee-yin JP

Mr Peter LEE Ting-chang JP

Mr Andrew LEUNG Kwan-yuen JP

Mr MAK Kwai-po

Mr TAI Hay-lap JP

Mr Michael TIEN Puk-sun JP

Sister WONG Kam-lin Annie Margaret

Mr Benjamin WONG Pui-tong JP

The Hon YEUNG Yiu-chung

Professor Kenneth YOUNG

Secretary

Principal Assistant Secretary for Education and Manpower
(Mrs Agnes ALLCOCK)
(until 19 January 1997)

(Ms Carol YUEN Siu-wai)
(from 20 January 1997)

LIST OF ABBREVIATIONS

AAT	Academic Aptitude Test
ACTEQ	Advisory Committee on Teacher Education and Qualifications
BoE	Board of Education
CDC	Curriculum Development Council
CDI	Curriculum Development Institute
CSB	Civil Service Bureau
D of E	Director of Education
DSS	Direct Subsidy Scheme
EC	Education Commission
ECR7	Education Commission Report No.7
ED	Education Department
EMB	Education and Manpower Bureau
FB	Finance Bureau
F&E	Furniture and Equipment
GTC	General Teaching Council
HKAT	Hong Kong Attainment Tests
HKCEE	Hong Kong Certificate of Education Examination

HKEA	Hong Kong Examinations Authority
HKSAR	Hong Kong Special Administrative Region
P6	Primary Six
QAI	Quality Assurance Inspectorate
QAU	Quality Assurance Unit
QDC	Quality Development Committee
QDG	Quality Development Grant
QEDF	Quality Education Development Fund
S1	Secondary One
S5	Secondary Five
S6	Secondary Six
SEC	School Executive Committee
SEM	Secretary for Education and Manpower
SMC	School Management Committee
SMI	School Management Initiative
SSB	School Sponsoring Body
STG	Substitute Teacher Grant
UGC	University Grants Committee

Chapter 1 QUALITY SCHOOL EDUCATION

Introduction

- 1.1 The Education Commission (EC) set up a Task Group on School Quality and School Funding (the Task Group) in April 1996 to make recommendations on quality school education for its Report No.7 on Quality School Education (ECR7). The terms of reference and membership of the Task Group are at **Appendix A**. Recognising the complexity of the issues and the far-reaching implications for school education, two rounds of public consultations were conducted. The first round involved the publication in June 1996 of a pamphlet entitled "Quality School Education : Ways to Improve Performance" to invite comments on the broad principles, goals and targets of quality school education, ways to relate school funding to performance, the roles of key players in the school system and their relationship with one another.
- 1.2 The first round of consultation indicated clear support for the need to tackle the quality issue in the school system. In the light of public feedback, the Task Group proposed a number of changes to enhance the quality of school education together with a strategy for implementation. These were set out in a consultation document published in November 1996 for a second round of consultation, which ended in January 1997. Over 60 000 copies of the consultation document were issued during the two-month consultation period. During the two consultation exercises, EC organised a number of consultative sessions for the then Legislative Council and District Board members, the Education Department (ED) staff, school principals and teachers, school sponsoring bodies and school councils, educational and other professional bodies, teacher education institutions, advisory bodies on education, parents, employers, media and other members of the public. Members of EC also reached out to various organisations for the purpose of focus group discussions. The two rounds of consultation together attracted more than 200 editorials and articles in all major Chinese and English newspapers. Over 300 written submissions were received from various educational bodies, professional organisations and members of the public.
- 1.3 In general, there was overwhelming support for the spirit and direction of the

consultation document, and subject to certain views regarding implementation, most of EC's recommendations received clear public endorsement. Concerns, however, have been expressed on a number of issues. A summary of major public feedback is at **Appendix B**. As many major issues required careful follow-up and in some cases more thorough studies and deliberations, EC decided to revive the Task Group in February 1997 to re-examine these issues in the light of the public views. The revised terms of reference and membership of the Task Group are at **Appendix C**. The Task Group held a series of discussions from February 1997 to July 1997, and submitted its proposals to EC for consideration at the end of the period. EC then finalised its recommendations as contained in this Report and submitted them to the Government in September 1997.

Objectives of the ECR7

1.4 The ECR7 seeks to achieve the following objectives:

- a. to enhance community appreciation of the need for quality school education;
- b. to inculcate a quality culture in the school system to contribute to the personal growth of students, and the pursuit of excellence;
- c. to provide a practical framework for key players in the school system to achieve the aims of education in an efficient, cost-effective and accountable manner;
- d. to recommend an integrated strategy for quality assurance and development;
- e. to provide incentives for quality performance;
- f. to assist and remedy under-performing schools to encourage initiatives and continuous improvement; and
- g. to recommend a framework for raising the professional standards of principals and teachers and enhancing their professional education and development.

Quality school education

1.5 Concern about the quality of school education is an international trend. Many developed countries such as Australia, Singapore, the United Kingdom and the United States have been studying ways and carrying out reforms to improve the quality of school education. Like them, Hong Kong faces new challenges and

demands. Our education system should adapt to these changes and meet the demands of a dynamic world. We have to rely on quality education to contribute to the personal growth of our students, to build a competent work force to promote social, economic and cultural development and to increase our competitiveness in the international market.

1.6 In the early days when only relatively few people could attend school, academic achievement and proportion of students entering universities were obvious quality indicators of schools. With expansion in the provision of education from primary to tertiary levels in the past two decades, with the development of a diversity of schools offering different types of curricula and with the wider participation in education at all levels, indicators of school quality should be revised to reflect the changes in definition and emphasis of the quality of education. Broadly speaking, the essence of quality school education comprises :

- a. delivery of educational outcomes which meet the needs and expectations of the community in an efficient, accountable and cost-effective way;
- b. pursuit of excellence in both academic and other domains of education;
- c. participation of front-line educators to choose the best teaching and learning model that suits the needs of teachers and students of individual schools; and
- d. provision of educational diversity and choice to parents and students.

1.7 The ECR7 aims to channel the efforts of educators to improve the quality of school education, and to put in place a framework to streamline and co-ordinate the various reform measures in a systematic manner. We recommend that ED should encourage schools to develop their own ways to achieve quality education, such that each school has its own individuality and characteristics. They should develop school-based management and their own curriculum to meet their needs and the goals of quality education. At the same time, good practices should be disseminated, and experience in the development of quality education shared with other schools.

Quality school culture

1.8 In order to improve the quality of school education, the involvement and commitment of the community and all players in the school system are vital. We need to build a quality culture.

1.9 EC finds that there is a need to enhance the quality of the present school system. Some schools do not have clear development plans to ensure that the fundamental aims of education are achieved. Some do not have clear targets for both academic and non-academic achievement of students. Others do not have a proper appraisal system to assess the performance of teachers and principals. In order to build a quality culture, we suggested, and many respondents agreed during public consultation, that both internal development within schools and external provision of an enabling environment were essential. The key components of a quality culture are :

- a. setting clear and commonly accepted goals for school education and having these goals clearly understood by all players in the school system;
- b. translating the goals into achievable, observable and measurable quality indicators for self-evaluation and external assessment;
- c. allowing school management greater autonomy in general administration, finance and personnel matters but at the same time requiring a higher degree of accountability for school performance;
- d. having an efficient, equitable and cost-effective funding system which meets basic needs of schools and which is related to performance;
- e. providing incentives to recognise and encourage initiative and the pursuit of excellence;
- f. assisting and where necessary taking remedial measures regarding under-performing schools;
- g. raising the professional standards of principals and teachers and enhancing their professional education and development; and
- h. introducing corresponding changes in the education-related executive and advisory structure, the curriculum, examinations and the academic system.

1.10 The successful building of quality school culture hinges on the provision of external enabling elements, and efforts made by the schools themselves. The pace of school-based development may differ. Nevertheless, we believe that with increased transparency of school operations, broadened participation from parents and the community in school management, increased accountability of schools to the public, and sharing of experience among schools with similar background or within the same quality circle, schools will be expected and thus motivated to improve and continue to strive for excellence.

Scope of the ECR7

- 1.11 EC notes that the University Grants Committee (UGC) has completed a review on tertiary education and published a report in November 1996. The Board of Education (BoE) has also completed reviews on pre-primary education and special education, and published respective reports in April 1994 and May 1996. The BoE review on 9-year compulsory education will soon complete. These reviews, together with the ECR7, will help map out the overall direction for quality improvement in our education system.
- 1.12 While the ECR7 focuses mainly on issues of quality school education in the context of public sector primary and secondary schools, in particular ways to improve school management and performance towards the provision of quality school education to better meet the needs of students, the principle behind the various recommendations is of a generic nature, applicable to all levels of education, and aims to provide a practical framework for the inculcation of a quality culture in the education system.

Approach to this study

- 1.13 EC's approach is multi-dimensional, consisting of :
- a. reviewing overseas and local literature on effective school movements, quality assurance measures and school management approaches;
 - b. organising visits to study the operation of education authorities in other places;
 - c. taking reference from similar reforms in the local public sector, such as those carried out by the Hospital Authority and the social welfare sector;
 - d. studying the report by the consultant commissioned by the then Education and Manpower Branch in September 1995 to develop performance indicators for the school system;
 - e. organising focus group discussions with relevant educational bodies and organisations; and
 - f. assimilating views from the public consultation exercises.

Layout of the ECR7

- 1.14 In the ECR7, we map out a framework for the development of quality school education. First, we define the goals of education. These goals can be translated into observable and measurable indicators. In Chapter 2, we will discuss in great detail the setting of goals for school education and the development of quality indicators.
- 1.15 In order to achieve quality education, both internal quality assurance within schools, and the establishment of an external quality assurance mechanism are necessary. Chapter 3 outlines how an effective quality assurance framework can be developed.
- 1.16 To achieve their individual goals, schools need greater flexibility and autonomy in the administration and use of resources. The present funding arrangements are relatively rigid and should be reviewed in the light of encouraging school-based management. Chapter 4 sets out the various recommendations in respect of funding arrangements.
- 1.17 Encouraging innovation and value-added improvement are important elements of reform. In Chapter 5, suggestions are made to provide incentives for these purposes.
- 1.18 There is a need to provide a systematic and co-ordinated training and development strategy to help instil a quality culture, optimise available training resources and raise the professional standards of the front-line educators. Chapter 6 sets out the recommendations in this aspect.
- 1.19 Related reforms necessary to improve the quality of education include reforms in respect of the education-related executive and advisory structure, the curriculum, examinations and the academic system. Chapter 7 makes suggestions on these reforms.
- 1.20 Chapter 8 summarises the major recommendations of this Report, suggests the strategy and timeframe for implementation, and estimates their financial and staffing implications.

Chapter 2 AIMS OF EDUCATION AND QUALITY

INDICATORS

Aims of education

2.1 Much of Hong Kong's success is attributable to our exposure to a mix of Chinese and Western cultures and diverse educational opportunities. The challenge facing us in the 21st century lies in how to sustain our international competitiveness, and to contribute to the modernisation of our country.

2.2 In September 1993, the Government issued a booklet entitled "School Education in Hong Kong: A Statement of Aims" (the Statement of Aims) covering the various aspects of school education. According to the Statement of Aims, the fundamental aim of school education is "to develop the potential of every individual child, so that our students become independent-minded and socially-aware adults, equipped with the knowledge, skills and attitudes which help them lead a full life as individuals and play a positive role in the life of the community."

2.3 The BoE Sub-committee on Review of School Education has endorsed the principles laid down in the Statement of Aims. We also agree that the Statement of Aims has largely set out the broad objectives for the education development in Hong Kong, but some technical amendments are needed to reflect the development since 1993. We share the vision expressed by the Chief Executive of the Hong Kong Special Administrative Region in various public occasions that our education system should aim to foster among our youngsters :

- a. an all-round development covering ethics, the intellect, the physique, social skills and aesthetics;
- b. biliteracy and trilingualism;
- c. self-learning ability and an inquisitive mind;
- d. a sense of responsibility towards the family, the community, the country and the world;
- e. a global outlook;

- f. the ability to assimilate modern technology and ideas, and to appreciate Chinese values;
- g. strength of character, a spirit of enterprise, the desire for continuous improvement and the versatility to cope with the changing needs of the community; and
- h. respect for the rule of law in the pursuit of personal interest.

His views were generally agreed and accepted by the education community and the public. We recommend that the Education and Manpower Bureau (EMB) should review the Statement of Aims, taking into account the latest development since 1993.

Quality indicators

2.4 The consultation document for the ECR7 suggested and many respondents agreed that quality indicators of school education should be translated from the aims of education, and that these indicators should be useful tools for measuring and monitoring school performance and value-added improvement in student performance in major domains of education. Broadly speaking, they should be used for the following purposes :

- a. Self-evaluation and development - to enable schools to assess their own performance over time, and take appropriate steps for improvement;
- b. Information - to provide schools, teachers, parents, students and the community with the general profile of schools for reference; and
- c. Comparison - to enable comparison among schools of similar background or within the same quality circle.

2.5 However, some concern was raised over the following :

- a. the adequacy of the sample indicators in the consultation document, and the applicability of such indicators to all types of schools on a territory-wide basis;
- b. the difficulty of formulating a set of commonly acceptable, measurable and reliable indicators to assess the value-added performance of schools and individual students;
- c. the lack of resources or expertise for schools to develop indicators on their own; and

- d. the suitability of using the HKAT results, or the internal school assessment scaled by the Academic Aptitude Test (AAT) as the basis to assess the academic achievement of students.

2.6 Taking into account public views, we recommend that a well-developed framework of quality indicators should consist of the following :

- a. School context and profile;
- b. Process indicators; and
- c. Output indicators.

School context and profile

2.7 School context and profile should provide factual school data and vital statistics to reflect :

- a. school characteristics (e.g. school facilities);
- b. teacher characteristics (e.g. number and professional qualifications of teachers); and
- c. student characteristics (e.g. gender mix).

2.8 This will provide information on the background and progress of the schools.

Process indicators

2.9 Process indicators should serve as a handy checklist to reflect whether and to what extent schools have provided the right teaching and learning environment for the development of quality education. They should help monitor overall school performance in the following aspects :

- a. school culture and ethos e.g.
 - effectiveness of a principal's leadership;
 - efforts of principals, teachers, students, parents, etc. in formulating and implementing school plans, and creating a shared vision and mission;
- b. school-based management e.g.

- development of formal procedures for setting school goals and evaluating progress towards these goals;
 - development of documents to outline school profiles, development plans, budgets and means of evaluating progress;
 - availability of written constitutions for the school management committees;
 - participation of teachers, parents and alumni in school management, development, planning, evaluation and decision-making;
 - development of formal procedures and resources for staff appraisal and staff development according to teachers' needs;
- c. teaching and learning process e.g.
- provision of a balanced curriculum;
 - availability of school-based curriculum development and review;
 - the use of different teaching and learning methods;
 - provision of incentives and other measures to monitor and evaluate student learning;
 - application of information technology to the teaching and learning process;
- d. personal growth and development of students e.g.
- guidance and counselling;
 - moral and civic education;
 - availability of student organisations;
 - community service; and
- e. liaison with external bodies e.g.
- partnership and networking with other schools, educational, business, community and government agencies in the development of quality school education.

2.10 Individual schools are expected to develop and fine-tune the process indicators according to their needs.

Output indicators

2.11 Output indicators should measure the value-added improvement of students in both academic and non-academic domains at different learning stages, as a result of changes in factors affecting the student performance such as improvement in the teaching and learning environment. Examples of output indicators are :

- a. perception of teachers, parents and students of the relative progress made by students; and
- b. students' performance in major educational domains, e.g.
 - civic awareness and moral attitudes;
 - participation and achievement in sports and other extra-curricular activities;
 - social and communication skills, and willingness to serve the class, the schools, the family and the community;
 - ability to cope with pressure and changes; and
 - academic achievement.

Value-added improvement of output indicators

2.12 The consultation document for the ECR7 recommended and many respondents agreed that the concept of value-added improvement should be adopted in assessing the performance of schools. This should provide a more appropriate and fairer basis for assessment than simply looking at the current level of performance. Apart from comparing the current effectiveness of different schools, individual school's performance over a period of time and a student's progress over the years (e.g. as he/she enters and leaves a school) should be measured.

2.13 Some respondents expressed concern that it would be difficult for the distinguished schools to demonstrate further value-added performance as they had little scope for improvement. It was accordingly suggested that such schools should be considered as having achieved quality performance even if their value-added improvement may be small. Our view is that while we should recognise the "value-keeping" efforts made by these schools to maintain their

performance, we must point out that even the best schools need to look continuously for areas for further improvement in order to keep up with the rapidly changing environment. The concept of value-added improvement in output indicators provides an incentive for all schools to make continuous improvement, and an equitable basis for self-evaluation and comparison among schools.

Development of output indicators

2.14 We agree with the views of many respondents that it is impractical and unrealistic to expect a school to be able to develop a comprehensive set of indicators within a short time for measuring its performance in all aspects. We recognise that necessary experimentation is needed before the output indicators are well developed enough to measure value-added performance of schools in major domains of education. We recommend that as a transitional arrangement, before a common set of indicators can be agreed upon, individual schools should develop their own set of indicators to measure their value-added performance, including that of their students, over an appropriate period of time which suits their needs and development priorities.

2.15 Schools of similar background or under the same school sponsoring bodies should also be encouraged to form quality circles on a voluntary basis to develop appropriate quality indicators for their own reference. They should share experience with other schools. ED should work with the education profession to suggest some sample quality indicators for reference by schools. After further study and experimentation, the refined quality indicators can be used by all schools. In fact, many primary and secondary schools are already actively taking part in inter-school competitions in both academic and other domains, the purpose and nature of which are similar to the proposed quality circles.

Measurement of non-academic performance

2.16 Up to now, experience both locally and overseas suggests that academic achievement is the most used output indicator. Caution was made during consultation that care must be taken not to put undue emphasis on academic achievement at the expense of other areas in assessing a school's performance. We are mindful of the need for a balanced assessment in quality school education and agree that in order to encourage continuous improvement in all major

education domains, the sooner the various output indicators are developed, the better. In the long run, we recommend that the performance of schools and students in all major educational domains should be measured against the benchmarks developed by schools themselves or their quality circles, to reflect their efforts in the pursuit of excellence.

Measurement of academic achievement

- 2.17 On academic achievement, the consultation document for the ECR7 recommended the use of territory-wide assessment tests as the basis for evaluation. It further suggested that the result of Hong Kong Certificate of Education Examination (HKCEE), a well-established and recognised public examination, should be a good reference point to look at a student's academic achievement at Secondary Five (S5) level.
- 2.18 However, regarding the academic abilities of Secondary One (S1) students, there were mixed views over the proposed use of the Primary Six (P6) students' academic performance scaled by the AAT as the basis to assess the value-added efforts made by the school to develop the students over the years. We note that the BoE Sub-committee on Review of School Education, in its "Report on Review of 9-year Compulsory Education", suggested that the AAT should be replaced by an Academic Ability Assessment which would consist of two components, namely, a Language Ability Assessment and a Mathematical Ability Assessment. We recommend that a mechanism should be developed as soon as possible to provide a reference point in the long run to look at the academic attainment of students when they enter S1. The Target Oriented Curriculum, when fully developed, may also be used as the reference benchmarks to measure students' academic achievement.
- 2.19 Meanwhile, before a territory-wide assessment mechanism is developed, for the purpose of measuring the value-added improvement of schools, we recommend that the Hong Kong Attainment Tests (HKAT), which are conducted by schools annually, be used by schools themselves to initiate longitudinal assessment of their students' performance from Primary One to P6 and from S1 to Secondary Three. We note that to facilitate schools to use the HKAT for internal assessment, ED was piloting in June 1997 a user-friendly software package to assist schools in analysing students' HKAT scores against the territory-wide standard. We note that a live version of the package will be distributed to

schools in early 1998.

Participation of front-line educators

2.20 We agree that the quality indicators have to be tried out, refined and gradually developed to meet the actual needs of schools and to make comparison among different schools. The participation and contribution of front-line educators, who have first-hand knowledge of school education, are crucial for the development of effective indicators. We recommend that ED should support and assist schools in the development of quality indicators in order to achieve a school-based quality reform, in collaboration with the tertiary institutions, education profession and various education-related executive and advisory boards and committees, with reference to overseas experience

Chapter 3 QUALITY ASSURANCE

3.1 The consultation document recommended a two-pronged approach to quality assurance: internal quality assurance by schools, and an external quality assurance mechanism. The spirit of the proposal received wide support during consultation. While many respondents agreed that internal quality assurance should be achieved through school-based management, participation of parents and teachers, and self-evaluation by schools, there is much controversy over the status of future external quality assurance bodies.

Internal Quality Assurance

3.2 We recommend that internal quality assurance should be achieved through :

- a. school-based management;
- b. co-operation of key players in the school system; and
- c. self-evaluation.

School-based management

3.3 Quality assurance within schools can best be achieved through practising school-based management, which allows key players of school education to participate in setting school goals and developing quality indicators which best meet the needs of schools and students. The School Management Initiative (SMI), since its introduction in 1991, offers a school-based management framework for continuous school improvement geared to the delivery of quality education. We endorse the spirit of the SMI as a key factor in the enhancement of quality school education.

3.4 The consultation document recommended that all schools should practise school-based management. We note that some schools, especially those which have established their own management practices, find the SMI not flexible enough to meet their needs and pace of development. During consultation, some respondents suggested that the ECR7 should state clearly the features of school-based management for flexible application, not compulsory enforcement

of SMI.

3.5 In the light of public views, we recommend that all schools should have put in place school-based management by the year 2000, so that they can develop quality school education with greater flexibility in the use of resources, and according to the needs and characteristics of their students. School-based management should comprise the following key elements, in line with the spirit of the SMI :

- a. development of formal procedures for setting school goals and evaluating progress towards these goals;
- b. provision of documents to outline the schools' profiles, development plans and budgets, and means of evaluating progress;
- c. preparation of written constitutions for the school management committees;
- d. participation of teachers, parents and alumni in school management, development, planning, evaluation and decision-making; and
- e. development of formal procedures and resources for staff appraisal and staff development according to teachers' needs.

3.6 The funding flexibility to be enjoyed by schools which practise school-based management will be discussed in Chapter 4 on funding flexibility. We appreciate the achievement made by schools which have adopted the SMI, and urge them to help disseminate good management practices to other schools. We are of the view that when all schools have put in place school-based management, they should no longer be differentiated into or "labelled" as SMI or non-SMI schools since all of them will have built a quality culture which is student-centred, school-based, open and accountable.

Co-operation of key players in the school system

3.7 We need the co-operation of key players in the school system to play their roles properly in order to achieve quality school education. In the following paragraphs, we define the roles and relationship of various key players in order to ensure that they complement one another in the pursuit of quality education.

Teachers, parents and students

3.8 Education is not the sole responsibility of the Government or schools. Co-operation between schools and parents is vital. Participation of teachers, parents and students in school management and school activities is conducive to the development of quality school education. This principle received wide support during consultation. It was generally agreed that this would not only help the balanced development of students and gain the support of parents, but would also enable schools to effectively draw on the views of teachers, parents and students. Participation of teachers in school management can help enhance the quality of education from a professional point of view.

ED and School Sponsoring Bodies (SSB)

3.9 Today, many good quality schools are operated by experienced SSB whose laudable efforts should be recognised and whose roles are irreplaceable. At present, through exchange of letters, the SSB is required to agree to a set of conditions before ED will consider its application for allocation of an aided school. These conditions include the general maintenance of the school premises, appointment of staff and admission of students, which have to a certain extent set out the role and duties of the SSB in the administration of the school. We recommend that such conditions be revised to set out more clearly the role and duties of the SSB in the administration of the school and the pursuit of quality school education.

SSB and School Management Committees (SMC)

3.10 At present, Regulation 75 of the Education Regulations stipulates that D of E may require the school managers to prepare, execute and submit for approval a written constitution in accordance with which the school can be managed. The constitution defines the powers and duties of the school managers. D of E has the power to dismiss any SMC member found unsuitable. We recommend that these constitutions be modified to form the basis of a "service agreement" or "letter of intent" between the SSB and the SMC, through which the SSB can monitor the performance of the SMC.

3.11 To enhance the quality of operations of the SMC, we recommend that school managers should be given appropriate training, in particular in administration and resource management.

3.12 In the long run, we recommend the BoE to review the role and operations of the SMC, and the duties of school managers, with a view to achieving more effective school management.

SMC and School Executive Committee (SEC)

3.13 While maintaining that individual schools should be allowed to decide on the school management structures that best suit their needs, we recommend that to facilitate efficient school management, schools may consider to establish a School Executive Committee (SEC) under the SMC, to decide on school matters and be answerable to the SMC.

3.14 The consultation document proposed that the SEC be chaired by the principal. During consultation, we received mixed views on whether teachers, parents and alumni should participate in the SEC or the SMC. We are of the view that the composition of the SEC should be decided by the schools themselves, in accordance with the open and school-based management concept.

Self-evaluation

3.15 Self-evaluation should be conducted annually by schools to review and evaluate their progress, identify areas for improvement and plan for necessary follow-up action. We recommend that all schools should produce documents which outline the long-term goals and priority development areas, set out specific targets for implementation, evaluate progress of work during the school year, and set improvement or development targets for the coming year. The documents should be disclosed for parents' and students' information. Schools may refer to the sample document proposed by ED at **Appendix D**. Through an annual reporting process, schools can be more open and accountable to students, parents and the community at large.

3.16 As suggested in Chapter 2, we recommend that schools with similar background or nature should be encouraged to form quality circles, through which they can share one another's experience in quality assurance and development. In this connection, we note that a number of major sponsoring bodies have formed quality circles among their schools, and we strongly encourage other schools to do likewise. Individual school's performance in major educational domains

when compared to other schools within the same quality circle may also be reflected in the documents mentioned in paragraph 3.15 above.

External quality assurance

3.17 The consultation document recommended the setting up of a Quality Development Committee (QDC) to advise D of E on all matters relating to quality school education. During consultation, we received different views on the development of quality assurance mechanism. Many respondents supported the need for a dedicated body to advise on and disseminate good quality assurance practices. However, the status of the QDC was a major concern. There was some apprehension that if the QDC was not a professional body independent of ED, it would not be able to provide impartial and objective advice to the Government. Educators in general felt that its membership should comprise full and part-time education professionals and experts, academics and lay members. Some respondents suggested that EC should re-consider the setting up of a Quality Assurance Unit (QAU) as recommended in the report of the Working Group on Educational Standards.

3.18 The consultation document also noted the proposal by ED to adopt a whole-school approach to inspection, and to designate and reorganise the staff concerned as Quality Assurance Inspectorate (QAI) in the provision of quality education. While there was wide support during consultation for this proposal, some respondents suggested that the QAI should develop guidelines with input from front-line educators, release inspection reports for public reference, and assist improvement in school performance. There was also concern over the qualifications and training of the inspection staff and the transparency of findings. Some respondents suggested that the QAI should be independent, or be part of an independent QAU, in order to increase the credibility and transparency of the inspections.

3.19 Taking into account the above public views, together with the public concern over the large number of education-related advisory bodies, their roles and relationship with one another and with relevant executive bodies, and the need to effectively channel the efforts of various education-related bodies towards the provision of quality education, we recommend that EMB should commission a study on the way forward for a quality assurance mechanism, as part of a wider

review on the education-related executive and advisory structure (see Chapter 7). The study should consider the desirability and feasibility of establishing a separate quality assurance body, answerable to the Secretary for Education and Manpower (SEM), to monitor the quality of school education.

3.20 Meanwhile, we welcome the plans of ED for an integrated inspection team to carry out quality assurance inspections using the whole-school approach which are open and transparent, with a view to identifying the strengths and weaknesses of individual schools, recommending improvement measures and taking appropriate action to assist those under-performing ones. We note that ED's inspection process involves self-evaluation by schools, whole-school inspection and post-inspection support by ED, with assistance from a panel of experts comprising practising teachers and other education specialists, and periodic external evaluation of ED's inspection process and practices. Inspection reports will be provided to schools for information and follow-up action. Appendix E provides a sample outline of the inspection report by ED.

3.21 The operations of quality assurance inspections, and their interface with the overall quality assurance mechanism should be reviewed in the light of experience and the recommendations by the study mentioned in paragraph 3.19.

Chapter 4 FUNDING FLEXIBILITY

The existing school funding system

4.1 The consultation document pointed out that the existing school funding system was not entirely conducive to school quality reform. It did not provide adequate flexibility or incentive for improvement. Schools basically receive the same level of funding regardless of their individual needs, or whether they have optimised resources or made efforts to improve.

The School Management Initiative

4.2 The SMI, introduced in 1991, provides participating schools with school planning/staff development days, approved collection of charges for specific purposes, and computer system for school administration. It also provides participating aided schools with more funding flexibility in the form of a Block Grant. This includes the Administration Grant (optional for aided primary and special schools), the School and Class Grant, the recurrent Furniture and Equipment (F&E) Grant, and the optional Substitute Teacher Grant (STG). The SMI experience suggests that the Block Grant arrangement, coupled with other flexible measures in school management, helps schools achieve school-based goals and formulate long-term plans. In the spirit of the SMI, the consultation document proposed that the school funding system should be able to :

- a. meet the basic needs of students to ensure fairness across the school sector;
- b. provide schools with greater flexibility in the effective use of resources in order to achieve individuality; and
- c. encourage schools to take initiatives and achieve better results, and to assist and take appropriate remedial action where necessary.

School-based management

4.3 The consultation document proposed that schools should be given management and funding flexibility as incentives to practise school-based management. At the same time, as they were given greater autonomy in the use of resources, they

should be held more accountable for their performance. This principle was widely supported during public consultation. We recommend that all schools which have put in place school-based management mentioned in paragraph 3.5 should be allowed to enjoy the management and funding flexibility under the SMI.

Provision of more funding flexibility

4.4 As noted during consultation, the existing incentives provided under the SMI were inadequate, both in terms of amount or flexibility. We recommend a Block Grant comprising the School & Class Grant, the Administration Grant, the recurrent F&E Grant and the STG to be provided to all schools which have put in place school-based management, to give them greater flexibility in the use of resources. Enhancement to specific funding arrangements as set out in the following paragraphs, including the provision of block subject grant, retention of savings, and approved collection of fees should also be provided.

Administration Grant and School & Class Grant

4.5 At present, the Administration Grant for aided schools is used to employ administrative and janitor staff, calculated respectively on the mid-point and maximum point of their salary scales. It is optional for aided primary and special schools. The School and Class Grant is used to fund school-based items such as expenditure on staff training, minor repairs, and class-based items such as fuel, light and power.

4.6 The consultation document proposed to extend the Block Grant, which includes among other things, the Administration Grant and the School and Class Grant to all schools, in order to give them greater flexibility in the use of resources. During consultation, the proposal received overwhelming support. However, some respondents commented that as the Administration Grant covered only the mid-point of the clerical staff salary scale, it would be unfavourable to aided primary schools and special schools as they usually have only one clerical staff, who often would have reached the maximum point of the salary scale. In view of this concern, we recommend that :

- a. as a transitional measure, all aided primary and special schools should pay

- the actual salary of their clerical staff through the Salaries Grant;
- b. at the same time, they should pay the salary of their janitors through a revised Administration Grant, covering the maximum point of their salary scales. They should be encouraged to use the Grant more flexibly, for example, to employ contractors or part-timers to undertake some of the janitor duties; and
 - c. in the long run when more clerical support is provided, aided primary and special schools should pay the salaries of both janitors and clerical staff through an Administration Grant, calculated respectively on the maximum point and mid-point of their salary scales.

Furniture and Equipment Grant

- 4.7 At present, aided schools can apply to ED for a non-recurrent grant relating to F&E according to their needs. Aided schools which have participated in the SMI are given a Block Grant including a recurrent F&E Grant. Experience shows that the basis of calculating the recurrent F&E Grant does not meet the needs of many schools, particularly the older schools. While schools may apply for an additional non-recurrent F&E Grant if they have a proven need, this will be paid only upon certification that the surplus (if any) in the Block Grant for the previous school year and the recurrent F&E Grant for the current school year has been exhausted for the purchase of standard items.
- 4.8 The consultation document proposed that the existing arrangement for schools not yet adopting SMI to apply for the non-recurrent F&E Grant on a need basis should continue. It accordingly proposed that the recurrent F&E Grant for the SMI schools be taken out from the Block Grant until a fairer basis of calculation was worked out.
- 4.9 During consultation, many respondents viewed the proposal to replace the provision of recurrent F&E Grant by the application for non-recurrent F&E Grant by schools on a need basis as a retrograde step, which would undermine the spirit of financial autonomy under school-based management. They suggested to retain the recurrent F&E Grant as part of the Block Grant, and to enhance the basis for calculating the recurrent F&E Grant by taking into account the age of schools and the F&E depreciation factor.

4.10 While supporting the increase of the recurrent F&E Grant, we do not agree that straightforward amortisation of the F&E cost should be used as the basis for calculating the recurrent F&E Grant, and paid to all schools regardless of their years of operation and actual needs. The proposal might induce some schools to spend needlessly in the first few years, and subsequently end up with inadequate money to replace the F&E items. Accordingly, we recommend that :

- a. all schools should be allowed to enjoy flexibility with the recurrent F&E Grant in the Block Grant, so that they can use the funds more effectively to meet their needs and priorities;
- b. the amount of the recurrent F&E Grant should be increased, taking into account the needs of schools;
- c. school principals should regularly review the need for maintenance and replacement of the F&E for their schools to ensure a pleasant teaching and learning environment;
- d. schools should continue to be allowed to apply for the non-recurrent F&E Grant to meet their specific needs;
- e. the existing criteria to be met by schools before they can apply for the non-recurrent F&E Grant should be reviewed; and
- f. the procedures for processing applications for the non-recurrent F&E Grant should be streamlined.

4.11 In parallel, we recommend ED to review the arrangements for major repairs to give schools further flexibility as more schools put in place satisfactorily the key elements of school-based management.

Substitute Teacher Grant

4.12 At present, schools can employ supply teachers to fill teaching posts vacant for three days or more. SMI schools with teaching vacancies have the option of either recruiting in the normal way or leaving vacancies unfilled up to 5% of the teaching establishment to claim the STG, provided that such vacancies are not filled for 14 continuous days or more. Schools may use the STG for staff training or other educational purposes.

4.13 The consultation document recommended the Government to consider extending the above flexibility to all schools provided that the SMC, teachers

and parents were agreeable to the arrangement, that the quality of the school concerned was not affected, and that it was a temporary measure.

4.14 During consultation, some respondents suggested that schools should be allowed to leave vacant up to 10% of the teaching posts. Others suggested that the qualifying period should be reduced from 14 to three days so that more schools, in particular primary schools, could benefit. We recommend that :

- a. to provide more flexibility to schools, they should be allowed to freeze not more than 10% of the teaching establishment. The arrangement should be subject to regular review; and
- b. in order to enable schools (especially primary schools) to utilise the STG through more effective redeployment of existing teaching staff, the qualifying period should be shortened to three days.

Subject Grant

4.15 At present, ED allocates subject grants according to the needs of individual subjects. Schools are not allowed to use the money interchangeably between subjects.

4.16 The consultation document recommended that schools be given a block allocation for all subjects to allow them a degree of autonomy and flexibility in this aspect. During consultation, there were mixed views on how much flexibility schools should have in utilising the subject grants. Many respondents considered that a block allocation for all subjects should be given to schools. Others expressed concern that schools might spend excessively on certain main subjects (e.g. languages and science) at the expense of other subjects such as art & design, and music. Taking into account the public views, we recommend that :

- a. a block allocation for all subjects should be given to all schools to allow them greater flexibility;
- b. the utilisation of the block allocation should be monitored through target-setting in school development plan, self-evaluation by schools and audit inspection by ED;
- c. the SMC should devise a set of criteria for utilisation, for example, requiring

- the expenditure on each subject to be not less than 70% of its entitlement;
and
- d. the utilisation pattern of the block allocation should be reviewed periodically.

Retention of savings

- 4.17 At the present rate of provision, a school not yet adopting SMI is allowed to retain about three months' provision of the Administration Grant and six months' provision of the School and Class Grant. An SMI school is allowed to retain about four months' provision of the Block Grant.
- 4.18 The consultation document proposed that schools should be allowed to retain savings for the purposes of improving school facilities, in-service teacher training, student activities or long-term development projects. There should be a ceiling for such savings to be kept by schools, i.e. not more than four months' provision in the Block Grant. The intended use of savings should also be made known to the public in the school development plan in order to avoid abuse. During consultation, some respondents suggested that schools should be allowed to retain savings for a longer period, say six to 12 months.
- 4.19 Taking into account the views of the education sector, we now recommend that all aided schools should be allowed to retain savings of not more than 12 months' provision in the Block Grant. This will give them greater flexibility. They may save up sufficient funds for school-related purposes, for example, special projects to improve the teaching and learning environment.

Approved collection of fees

- 4.20 Under the existing SMI arrangement, schools are given the discretion to make collection from students for specific purposes such as electricity charges for air-conditioning the school portion, employing additional full/part-time teachers to teach subjects outside the normal curriculum, or paying for instructors' fees for various cultural activities, subject to the following conditions :
- a. the collection should be spent on items beyond standard provision to provide more than basic education to students;

- b. the approved limits are \$200 and \$150 per year for each secondary and primary school student respectively;
- c. should the collection exceed the approved ceilings, prior approval of D of E will still be required;
- d. schools should inform parents of the proposed plans and get the endorsement of most parents for the collection (needy families should be exempted); and
- e. at the end of the school year, schools should write to parents to inform them how the money collected has been spent.

4.21 During consultation, some respondents suggested that the amount of collectable fees should be increased, while others were concerned that the increased fees might not be affordable by all families. We recommend that :

- a. all schools should be allowed to collect fees from students for specific school-related purposes, subject to the existing conditions set out in paragraph 4.20; and
- b. the approved limits be adjusted annually to take into account the inflation factor.

Government schools

4.22 The consultation document proposed that government schools should be provided with the same degree of funding and management flexibility as aided schools. This was supported by respondents during consultation as government schools should also head towards quality school management at the same pace as aided schools to improve the quality of school education.

4.23 We note that government schools are subject to service-wide financial and civil service rules and procedures. We consider that as a matter of principle, government schools should enjoy the same degree of flexibility as aided schools. Government schools should eventually be on par with aided schools. We recommend that ED should review the present arrangement and follow up the proposal with EMB, the Civil Service Bureau (CSB) and the Finance Bureau (FB).

The way forward

4.24 We recommend that consideration should be given to allowing schools which have the following characteristics greater flexibility in management and funding arrangements :

- a. schools which are already implementing the SMI arrangements effectively;
- b. schools which have put in place satisfactorily all key elements of school-based management as set out in paragraph 3.5; or
- c. schools which have demonstrated value-added improvement in performance.

4.25 In this connection, we recommend that in the long run, the option of providing an aggregate Block Grant should be pursued, so that schools can enjoy more flexibility in the use of all items of resources. In parallel, we recommend ED to review the present financial assistance to Direct Subsidy Scheme (DSS) schools, so that the scheme can be more attractive to aided schools aspiring for even greater management and funding flexibility, and to examine the feasibility of extending the scheme to aided primary schools.

Chapter 5 INCENTIVES TO ENCOURAGE QUALITY

SCHOOL

5.1 We have suggested in Chapter 1 of the Report that in order to build a quality culture, one necessary measure is to provide schools with the resources and incentives to encourage quality initiatives that meet their own needs, to pursue excellence and to make continuous improvement.

5.2 The consultation document suggested that incentive grants in the form of a Quality Development Grant should be introduced to fund innovative projects on a competitive basis, and that schools should be given cash awards to recognise their value-added performance. The spirit of the proposal was supported during consultation. However, concern was raised over the following:

- a. the amount of incentive grants as suggested in the consultation document was not adequate;
- b. the provision of cash awards might "commercialise" education and promote "elite education" which would over-emphasise the importance of academic achievement; and
- c. the incentive grants should be open to all schools including kindergartens, primary schools and special schools.

Quality Education Development Fund

5.3 Taking into account the public views and the general support for an incentive scheme to promote quality education, we recommend that a Quality Education Development Fund (QEDF) be set up to fund one-off projects for the improvement of education quality on a competitive basis. Applications from schools, educational bodies, teaching professionals, individuals, ED or EMB may also be considered. We recommend the QEDF should fund :

- a. school-based innovative projects and experiments aimed to improve the quality of education at all levels. Examples are innovative projects to promote the application of information technology in teaching and learning, new teaching methods and development of school-based curriculum to

enhance students' knowledge or skills, programs to increase students' civic awareness or to develop their potential, or experiential training to raise the self-esteem of low academic achievers;

- b. awards for outstanding performance of schools and teachers in any or all of the major domains of education. Consideration can be given to awarding schools with the best or better value-added performance within the same quality circle formed on a voluntary basis;
- c. promotion of a wide range of extra-curricular activities to provide students with an all-round education. Schools may apply for the QEDF to support school-based voluntary services, sports activities, study trips to other parts of China and overseas countries, school-based activities/facilities/equipment to develop the potential of students in non-academic areas;
- d. educational researches and consultancies undertaken by schools/educational bodies/individuals which may help address specific issues and problems of education. Examples are the development of quality indicators, innovative school designs, computer-assisted teaching and learning software;
- e. school-based training courses for key players to meet the needs of individual schools, groups of schools within the same quality circle or with similar background, in the development of quality school education; and
- f. institutional reviews to be carried out by outside experts to monitor the quality of schools and non-UGC funded institutions, and to disseminate good practices where appropriate.

5.4 All approved projects should be subject to close monitoring and periodic external evaluation.

5.5 We recommend that the Government should set aside a substantial amount of money to establish the QEDF as soon as possible. We believe that the establishment of the QEDF will help address public concern over the lack of adequate financial support and commitment to encourage quality initiatives. It will also provide an effective means to encourage bottom-up initiatives, and the opportunity for the community to participate in the building of quality culture.

5.6 The QEDF should also be allowed to seek and accept sponsorship from the community in various forms, e.g. sponsorship of specified projects or contribution to the QEDF direct on a "matching" basis (i.e. with the Government also contributing an additional amount) to promote quality school development initiatives.

5.7 Taking into account the broad scope of the QEDF which can fund, inter alia, innovative projects related to language and information technology, we recommend the Government to examine the interface between the QEDF and other education-related funds such as the Language Fund, with a view to optimising resource allocation and management.

5.8 We also recommend to set up a support unit in EMB to serve and manage the QEDF. The support unit should be responsible for :

- a. managing and inviting applications for the fund;
- b. processing applications;
- c. monitoring progress of projects and reviewing progress with grantees;
- d. evaluating projects on completion;
- e. formulating recommendations on the basis of the findings from research and development projects funded by QEDF;
- f. disseminating the good practices and experience resulting from projects funded by QEDF;
- g. encouraging bottom-up initiatives;
- h. managing the award scheme for meritorious schools/teachers;
- i. publishing periodic reports on the state of education quality in schools; and
- j. engaging outside experts to conduct institutional reviews.

5.9 We envisage that the support unit will report to SEM who has overall responsibility for the proper management and use of the QEDF. He will seek the advice of EC generally in the assessment of applications and the disbursement of funds, and the advice of BoE may be sought where applications relate to individual schools. Other relevant agencies or advisory bodies will be consulted as appropriate.

5.10 In order to streamline the various efforts to promote quality school education, we recommend the Government to examine in due course the interface of the support unit with the future quality assurance mechanism, in the context of the overall review of the education structure mentioned in paragraph 3.19.

Chapter 6 RAISING PROFESSIONAL STANDARDS

OF PRINCIPALS AND TEACHERS

6.1 To provide quality school education, we need quality principals and teachers with a strong sense of mission, appropriate personal attributes, adequate academic and professional qualifications. They should be prepared to initiate and participate in the development of quality education. In return, they should be provided with suitable support and development opportunities. In this connection, we welcome the major initiatives announced by the Chief Executive to upgrade teaching quality, most notably the need for a General Teaching Council and the requirement for new primary and secondary teachers to be graduates and pre-trained.

Continuous professional education of principals and teachers

6.2 During public consultation, it was overwhelmingly agreed by all concerned that proper and continuous education of principals and teachers was conducive to professional growth and improvement in the quality of school education. In this aspect, we support the recommendation by the BoE in its review of 9-year compulsory education that serving teachers should undergo in-service teacher education at regular intervals.

6.3 At present, pre-service and in-service training programmes are provided by the teacher education institutions, ED, Civil Service Training and Development Institute and consultants. There is a strong demand from the teaching profession for a well-planned, systematic, co-ordinated and comprehensive training and development strategy to help instil a quality culture and optimise training resources.

6.4 In response to public views, we recommend that the Government should devise a coherent pre-service and in-service training strategy for teachers in different

educational sectors to cope with the changing needs of the school system and the teachers. In this aspect, we note that the Government has invited the UGC to conduct a review of teacher professional education, with a view to achieving the objective of requiring all new teachers in primary and secondary schools to have a university degree and teacher's training in the foreseeable future. We understand that the UGC will examine the timetable for achieving this objective, the financial implications, the implications on the development of higher education in Hong Kong, the future direction of the Hong Kong Institute of Education, and the role of tertiary institutions in achieving the objective.

6.5 We also note that the Advisory Committee on Teacher Education and Qualifications (ACTEQ) has made some positive suggestions and contributions. It has obtained the Government's support in principle for requiring all new graduate teachers in secondary schools to be professionally trained by the year 2004. Meanwhile, ACTEQ is developing language benchmarks to enhance the language standards of teachers, with a view to improving the quality of teaching, including language teaching. The finalised benchmarks will specify the language standards that all teachers are required to meet, and will facilitate assessment of teachers' performance against such standards. This will have a direct impact on both pre-service and in-service teacher education programmes.

6.6 We recommend the Government to examine how to optimise the expertise and resources of ED, teacher education institutions and tertiary institutions for more effective teacher education programmes. Schools should be encouraged to develop school-based training and be held accountable for the effective deployment of resources for this purpose. On this, we recommend the following steps to be taken :

- a. Optimise in-service teacher education resources
 - i. ED should re-examine the teacher education programmes provided by its different divisions to ensure better co-ordination and deployment of training resources;
 - ii. schools within the same district, with similar background or within the same quality circle should be encouraged to explore among themselves on how training resources can best be pooled to provide in-service teacher education. For example, they may jointly organise seminars and courses for their teachers. In the process, ED, in particular the District Education Officers may help co-ordinate and organise

- experience-sharing sessions or workshops. The district school head associations and conferences convened by ED District Education Offices may be mobilised to organise district-based training activities; and
- iii. private sector sponsorship for school-based training may be sought by schools according to their needs. Participants of such training programmes may be asked to bear part of the training cost;
- b. Meet clients' needs
- i. liaison among schools, ED and teacher education institutions should be strengthened to meet the training needs of key players in the school system, with a view to equipping serving school managers, supervisors, principals and teachers with the skills and knowledge to cope with changes in the school system brought about by quality school education initiatives. In particular, principals and senior teachers should receive training in human resource, financial management and curriculum development;
 - ii. every school should examine its own needs for teacher development, ranging from "first-aid" induction-type support for new teachers to longer-term needs such as improving the competence of language teachers, and planning for succession to senior teacher and principal posts; and
 - iii. schools should include in the school development plan a training schedule for principals and teachers to minimise the disruption to normal school classes and school activities through proper time-tabling;
- c. Evaluate and optimise effectiveness of training programmes
- i. ED should review, monitor and evaluate the effectiveness of training programmes by, inter alia, conducting comprehensive and reliable end-of-course evaluation;
 - ii. schools and course participants should give frank and objective feedback on the effectiveness of the training programmes. How the programmes have benefited the teaching staff should be evaluated during and at the end of the programmes by the SMC, principals and teachers. This will facilitate more effective deployment of resources; and
 - iii. "peer coaching" and "training the trainers" should be promoted to optimise the benefits from the training programmes.

Participation in school work

6.7 We share the views of many respondents that the role of teachers should be more than just to teach in the classroom. We recommend that teachers should broaden their participation in various school activities in a professional way, and contribute to the educational, school management and decision-making process, for example, by joining the SMC and/or the SEC. We also recommend that teachers should engage more actively in conducting school-related research, for example, improvement of the teaching and learning environment. Such research will have practical application and will benefit school education directly. In this connection, adequate support services, training and research time-off should be provided to the teaching staff.

Provision of suitable support

6.8 Much concern was expressed over the adverse impact of heavy workload of teachers on the quality of school education, as a result of the lack of adequate clerical and administrative support. We note that the Government has provided additional clerical staff to aided primary schools with 28 to 35 classes starting from September 1997. We recommend continual improvement of clerical and administrative support to teachers, including the computerisation of school records and student data, to relieve teachers of non-teaching duties.

6.9 We also note the suggestion to increase support to school principals, e.g. to create an administrative assistant grade if necessary, to handle the non-teaching duties including resource management and administration matters. We recommend ED to consider with the profession the implications of such proposals.

Appraisal and promotion

6.10 To enhance the professional status and the morale of the teaching profession, we recommend that in accordance with the spirit of school-based management, all schools should be required to put in place a fair and open performance appraisal system for principals and teachers. This requirement should be enforced through the Code of Aid for aided primary and secondary schools. A proper appraisal system will enable the school management to identify the strengths and

weaknesses of its staff members, and provide timely counselling to help them develop their full potential.

6.11 We note that ACTEQ has commissioned a consultancy study on the establishment of an assessment and reporting mechanism for the purpose of enhancing the professional relevance of teachers' performance, and that the consultants will develop indicators on teachers' performance and identify key factors affecting teachers' performance. We hope that in the long run, teachers will be better equipped to cope with the changes in the school system more effectively and efficiently.

6.12 We agree that appropriate recognition should be given to principals and teachers who perform well. Consideration should be given to awarding teachers with the honour of "master teacher". Principals who perform and lead well should also be commended. We believe that this should be considered in the context of awards under the QEDF outlined in Chapter 5. During consultation, there were suggestions that teachers should be considered for promotion to higher ranks on the basis of their contribution to teaching alone, and that functional and administrative duties should not be taken into account. Other respondents were however concerned that a complete demarcation between teaching and administrative duties was not easy to make. We understand this is a complicated issue and recommend that ED should review the existing arrangements whereby administrative duties are tied to the promotion ranks of teachers, in consultation with the teaching profession.

6.13 The principal is the paid chief executive responsible for the overall management of the school, and plays a decisive role in the success of quality reform. Some respondents suggested that due to the strategic importance of the role of principals, consideration should be given to requiring potential principals to pass certain qualifying tests before they are promoted. Others suggested that annual appraisal of principals should be conducted, and the salary and tenure of office be reviewed every year.

6.14 We agree that leadership of principals is essential in promoting quality school culture. We recommend that the school sponsors, SMC and ED should monitor closely the performance of principals and put in place an appraisal system as recommended in paragraph 6.10 above. SMC should also be held accountable for the weaknesses identified by the quality assurance inspections. Principals should

exercise their power to handle under-performing teachers. At the same time, teachers should be given avenues for appeal against unreasonable management practices and decisions.

Establishment of General Teaching Council

6.15 We consider it essential for school practitioners to be totally committed to providing quality education for students. In this connection, the EC set up a Working Group in mid-1995 to study the formation of the General Teaching Council (GTC).

6.16 We accepted in May 1997 the Working Group's proposal to set up a GTC to enhance the standard of teaching and professional development of teachers, to maintain the integrity of the profession and to raise the professional esteem of teachers. The key function of the GTC is to promote the development of school education in general by way of improving the quality and professionalism of teachers. We recommend that the GTC should have :

- a. a key role in the policy formulation about teacher registration, such as criteria for registration and issues relating to teacher qualifications;
- b. substantial influence in ensuring the quality and professional relevance of teacher education programmes;
- c. a duty to encourage teachers to undertake continuous professional education and to promote their professional development; and
- d. power of internal discipline and power to consider complaints, settle disputes, make investigations and conduct disciplinary hearings where necessary.

6.17 As the quality of our teachers is a key element in the entire education system, we recommend that the GTC should have a substantial representation of other "stake holders" at the decision-making level, such as school managers, government officials, parents and lay members.

6.18 Based on the recommendations of the Working Group, a Preparatory Committee has been set up under EC to work out the detailed arrangements for the establishment of a GTC. These include, inter alia, drawing up the implementation details regarding the setting up of the GTC; preparing a consultation document and conducting public consultation on various aspects of the GTC; and assisting in the legislative procedures for the establishment of the Council.

Chapter 7 ~~QUALITY SCHOOL EDUCATION~~ RELATED REFORMS

7.1 In order that recommendations made in previous chapters will have their full impact on quality school education, it is necessary to carry out related reforms, in particular, in curriculum development and examinations. This Report will make brief reference to such reforms, which should be considered further by relevant education-related bodies.

Review of the education-related executive and advisory structure

Role of the executive bodies

7.2 SEM, who heads EMB, is responsible for formulating overall policies on education and manpower training, securing and allocating the resources needed to implement them, monitoring the implementation of programmes by various executive agencies, and reviewing progress to ensure efficiency and effectiveness.

7.3 D of E, who heads ED, implements educational policies at kindergarten, primary and secondary levels which include, inter alia, provision and allocation of public sector school places, provision of facilities for children with special educational needs, developing school curriculum, monitoring teaching standards, and administering the public funding to schools. ED also contributes to policy development and review.

7.4 During consultation, many respondents suggested that the role and structure of ED should be reviewed to promote quality reform more effectively.

7.5 We consider that ED should be a pioneer in practising quality reform. We welcome ED's plan to set up a quality assurance resource corner which is open to ED staff and the public for access to information on quality education. Meanwhile, ED should initiate internal reform with a view to maximising the use of its resources and streamlining the interface between its various divisions. We support its plans to restructure its divisions for school inspections, with a view to

conducting open, transparent and more effective whole-school inspections to identify the strengths and weaknesses of individual schools, and to advise on improvement measures and appropriate follow-up actions. Furthermore, we recommend that ED should :

- a. actively reinforce its vision and mission, taking into account changes in the community's demand, and the need to monitor the Department's services, facilitate public understanding and enlist support from them;
- b. review its management structure and operations to better co-ordinate different educational initiatives to maximise their impact on quality education; and
- c. devolve as much administrative and financial authority as possible to all schools and encourage school-based management reforms.

Role of the advisory bodies

7.6 Members of the community play an important part in the planning, development and management of the education system at all levels, through active participation in the education-related advisory bodies, executive bodies, management committees of schools and governing bodies of tertiary institutions. Among the various education-related executive and advisory bodies, some 30 are relevant to the school sector.

7.7 During consultation, concern was expressed over the large number of education-related executive and advisory bodies, their roles and relationship with one another, and whether their advice had been effectively channelled to the relevant government departments. There has been concern as to whether education policies are being effectively implemented through these bodies to achieve the desired results. In particular, many respondents pointed out that the EC should strengthen its monitoring role over the implementation of various education initiatives, and the allocation of resources to different education sectors.

7.8 The consultation document proposed that EMB should review the relationship between the many educational advisory bodies and executive bodies. The roles of EC, BoE and other educational advisory committees should be more clearly defined where appropriate.

7.9 To map out an effective executive and advisory structure on education matters, we have recommended in paragraph 3.19 above that a study should be

commissioned by EMB, with reference to the best practices overseas and in collaboration with local and overseas experts and professionals.

Review of curriculum and examinations

7.10 With the pluralistic development of school education and the need to meet the changing community demand in a more responsive manner, participation of front-line educators, in particular experienced teachers, principals and teaching staff of the tertiary institutions, in the evolution of the school system should be maximised.

Curriculum development

7.11 On curriculum development, we recommend ED (in particular the Curriculum Development Institute (CDI)) and the Curriculum Development Council (CDC) should examine in collaboration with front-line education workers the ways to strengthen students' language ability, numeracy, information technology literacy, moral and civic education in the overall development of curriculum; and to examine how school-based curriculum can be developed by schools to best suit the needs of students.

7.12 Some respondents suggested during consultation that as curriculum development required a high degree of flexibility and creativity, it would be in the interest of quality school education if the CDI could develop into a more autonomous professional body. We recommend that the role of CDI and CDC, and their relationship with the Hong Kong Examinations Authority (HKEA) and other education-related bodies should be considered in the overall review of the education-related executive and advisory structure.

Examinations

7.13 Examinations and assessments play an integral part in school education for measuring performance at a specific stage and for comparability with standards world-wide. In recent years, there have been positive changes in the role of examinations in education systems in overseas countries. We consider examinations a valuable tool in assuring quality in education, which should be modified to cope with changes in the development of education system.

- 7.14 The consultation document suggested that HKEA should make proposals to assure the minimum attainment of students, for example, by the introduction of modular examinations to give formal recognition to the academic achievement of students who perform less well. During consultation, some respondents welcomed the modular examinations as a means to increase the confidence of low-achievers, others had reservations that these might be perceived as "second-rate" examinations. We note that the HKEA is currently considering the feasibility of introducing optional independent proficiency tests in Chinese and English to Secondary Four and S5 students as well as the general public. The objective is to reflect their ability in mastering some basic language skills that are required for junior level employment or admission to certain vocational courses. HKEA is currently consulting the employers and employer associations on the proposal and will then consider the issue again.
- 7.15 We share the views of many respondents that a balanced assessment of students' abilities should be conducted on a continuous basis, and should include not only the acquisition of knowledge but also the attitude and behaviour of students. We recommend the Government and the education community to foster among the general public a proper appreciation of the aims of all-round education and the importance of comprehensive quality education.
- 7.16 We recommend the Government to, together with education bodies such as the HKEA, examine the feasibility of and encourage public acceptance of considering students' school-based assessment alongside their public examination results, so that their academic standard will not be determined by a single examination. In this aspect, we note that the HKEA has included school-based assessment component in some HKCEE and Hong Kong Advanced Level Examination subjects. Consideration can be given to extending this to more subjects. We also note that the tertiary institutions are examining the possibility of making conditional offer to S5 or Secondary Six (S6) students based not just on their HKCEE results, but also on the assessment of their schools. The advantage of a conditional offer is that having received it, the students can spend some of their S6 and Secondary Seven in other equally educational, albeit non-academic pursuit. To promote development of all-round education, we also welcome the initiative by some tertiary institutions to adjust their admission criteria to take account of non-academic performance of students. We recommend other tertiary institutions to consider likewise.

7.17 To respond more effectively to the changing community demand, we recommend that EMB should consider in collaboration with ED (particularly CDI), CDC, HKEA and tertiary institutions the interface of school curriculum, examinations and tertiary admission criteria.

More choices to parents

7.18 In the Government's Statement of Aims published in 1993, we recognize that one of the aims of education is that as far as possible, parents should be able to choose the type of education best suited to their children, and should have adequate information on which to make informed choices.

7.19 In the light of the need to inculcate a quality culture in the school system by providing, inter alia, more flexibility in school-based development and more educational choice to parents, we have recommended in paragraph 4.25 that ED should review how the DSS can be made more attractive to aided schools aspiring for even greater management and funding flexibility. In this connection, we recommend that the Government should re-examine the role of and the administrative support to the private schools, and their interaction with the aided sector, with a view to optimising resources; encouraging school-based development which reflects the characteristics of individual schools; and developing a viable alternative to public sector school education which can provide more diversity and choices to meet the different educational needs of our younger generation.

Next major task of EC

7.20 In view of the above, and of the public demand to strengthen the interface between different education sectors, we recommend that the next major task for EC should be to review, together with relevant bodies such as the BoE, HKEA, CDC, ACTEQ, UGC, the Standing Committee on Language Education and Research and the Vocational Training Council, the academic system, including length of study, curricula and interface of different education sectors, from pre-primary to tertiary sectors, and the optimal structure for the whole education system.

Chapter 8 SUMMARY OF RECOMMENDATIONS

AND IMPLEMENTATION STRATEGY

Development of quality school education

8.1 The ECR7 seeks to inculcate a quality culture in the school system. Quality reforms in school education should primarily be school-based. On this basis, the major recommendations of the Report are grouped into several categories :

- A. Setting goals and developing indicators;
- B. Putting in place a quality assurance mechanism;
- C. Providing funding flexibility;
- D. Providing incentives to encourage quality school education;
- E. Raising professional standards of principals and teachers; and
- F. Implementing related reforms.

8.2 Sustained efforts are needed to ensure that they are implemented effectively and in a co-ordinated manner, and that the aims of school education are achieved with the collaboration of schools and the community. For this purpose, we feel that we should devote our attention and effort in the next few years to advising SEM on the further development of quality school education.

Strategy and timeframe for implementation

8.3 EC proposes that every school should, at its own pace, develop plans to implement quality reform. The timeframe for implementation should:

- a. allow EMB, ED, schools and the education community to manage the changes with their available resources as far as possible;
- b. minimise the difficulties encountered by schools in order to facilitate a smooth transition to the new system;
- c. develop and train key players including ED staff, principals, teachers, school supervisors and school managers to meet the changing needs of education;

and

- d. enable the results in some areas to be achieved sooner to provide reference to other schools.

8.4 In view of the complexity of the issues and the large number of schools involved, a phased approach should be adopted to promote and, from time to time, to reappraise quality school education. Having regard to the different characteristics and needs of schools, EC proposes to allow schools the flexibility to undergo a self-paced transition to the full implementation of major recommendations within a reasonable timeframe.

8.5 EC recognises that there are practical difficulties in developing and assessing quality school education and that it may take a relatively long time for the quality culture to permeate through the entire school system. However, the first step must be taken now for everyone to test the feasibility and effectiveness of our major recommendations. EC urges the Government to adopt a pragmatic approach in implementing the Report soon.

8.6 Most of the recommendations should commence in Stage I, i.e. not later than 1998. In Stage II (2000), EMB and EC should evaluate progress of Stage I recommendations, and review the implementation of some of the recommendations.

Summary of recommendations

8.7 A summary of the major recommendations under the various categories is as follows:

Recommendations	To commence not later than	To be carried out by
(A) Setting goals and developing indicators:		
A1: Schools should be encouraged to develop their own ways to achieve quality education. (para 1.7)	1998	ED, schools
A2: EMB should revise the Statement of Aims. (para 2.3)	1998	EMB

Recommendations	To commence not later than	To be carried out by
<p>A3: A well-developed framework of quality indicators should consist of school context and profile, process indicators and output indicators. (para 2.6)</p>	1998	ED, schools
<p>A4: The concept of value-added achievement should be promoted to encourage continuous improvement and to provide an equitable basis for self-evaluation and comparison among schools. (para 2.13)</p>	1998	ED, schools
<p>A5: As a transitional arrangement, before a common set of indicators can be agreed upon, individual schools should develop their own set of indicators to measure value-added performance. (para 2.14)</p>	1998	ED, schools
<p>A6: Schools of similar background or under the same sponsoring bodies should be encouraged to form quality circles on a voluntary basis to develop quality indicators. (para 2.15)</p>	1998	ED, schools
<p>A7: In the long run, the performance of schools and students in all major educational domains should be measured. (para 2.16)</p>	2000	ED, schools
<p>A8: A mechanism should be developed as soon as possible to provide a reference point in the long run to look at the academic attainment of students when they enter S1. (2.18)</p>	2000	ED, schools
<p>A9: Meanwhile, schools can make use of the HKAT to initiate longitudinal assessment of their students' performance. (para 2.19)</p>	1998	ED, schools

Recommendations	To commence not later than	To be carried out by
<p>A10: ED should support and assist schools in the development of quality indicators. (para 2.20)</p> <p>(B) Putting in place a quality assurance mechanism:</p>	1998	ED, schools
<p>B1: Internal quality assurance should be achieved through school-based management, co-operation of key players in the school system and self-evaluation. (para 3.2)</p>	1998	ED, schools
<p>B2: All schools should have put in place school-based management in the spirit of SMI by the year 2000. (para 3.5)</p>	2000	Schools
<p>B3: School-based management should comprise the following key elements, in line with the spirit of the SMI : (para 3.5)</p> <ol style="list-style-type: none"> 1. development of formal procedures for setting school goals and evaluating progress towards these goals; 2. provision of school development plans, school profiles and school budgets, and means of evaluating progress; 3. preparation of written constitutions for the SMC; 4. participation of teachers, parents and alumni in school management, development, planning, evaluation and decision-making; and 5. development of formal procedures and resources for staff appraisal and staff development according to teachers' needs. 	2000	Schools
<p>B4: All schools should produce documents which outline the long-term goals and priority areas, set</p>	1998	Schools

Recommendations	To commence not later than	To be carried out by
<p>out specific targets for implementation, evaluate progress of work during the year, and set improvement or development targets for the coming year. The documents should be disclosed for parents' and students' information. (para 3.15)</p>		
<p>B5: The role and duties of the SSB in the administration of the school and the provision of quality education, and accountability of SMC to SSB should be clearly set out. (paras 3.9 and 3.10)</p>	1998	ED, schools
<p>B6: School managers should be given appropriate training, in particular in administration and resource management. (para 3.11)</p>	1998	ED
<p>B7: In the long run, BoE should review the role and operations of the SMC, and the duties of school managers. (para 3.12)</p>	1998	BoE
<p>B8: Schools may consider to establish a SEC under the SMC, to decide on school matters and be answerable to the SMC. (para 3.13)</p>	1998	Schools
<p>B9: Schools within the same quality circles should share experience in quality assurance and development. (para 3.16)</p>	1998	Schools
<p>B10: EMB should commission a study on the way forward for a quality assurance mechanism, as part of a wider review on the education-related executive and advisory structure. (para 3.19)</p>	1998	EMB
<p>B11: EC welcomes ED's plans to adopt a whole-school approach to quality assurance inspection in the pursuit of quality education, and to set up a quality assurance resource corner which is</p>	1998	ED

Recommendations	To commence not later than	To be carried out by
open to ED staff and the public for access to information on quality education. (paras 3.20 and 7.5)		
(C) Providing funding flexibility:		
C1: All schools which have put in place school-based management should enjoy the management and funding flexibility under the SMI. (para 4.3)	1998	ED, schools
C2: A Block Grant comprising the School & Class Grant, the Administration Grant, the recurrent F&E Grant and the STG should be provided to all schools which have put in place school-based management. (para 4.4)	1998	ED
C3: As a transitional measure, all aided primary and special schools should pay the actual salary of their clerical staff through the Salaries Grant. They should pay the salary of janitors through a revised Administration Grant, covering the maximum point of their salary scales. (para 4.6)	1998	ED
C4: The amount of the recurrent F&E Grant should be increased, taking into account the needs of schools. (para 4.10)	1998	ED
C5: ED should review the arrangements for major repairs to provide further flexibility to schools as more schools put in place satisfactorily school-based management. (para 4.11)	1998	EMB, ED, FB
C6: Schools should be permitted to leave vacant not more than 10% of teaching establishment. The qualifying period for schools to claim the STG	1998	ED

Recommendations	To commence not later than	To be carried out by
should be shortened from 14 to three days. (para 4.14)		
C7: A block allocation for all subjects should be given to all schools to allow them greater flexibility. (para 4.16)	1998	ED
C8: All aided schools should be allowed to retain savings of not more than 12 months' provision in the Block Grant. (para 4.19)	1998	ED
C9: All schools should be allowed to collect fees from students for specific school-related purposes, subject to the existing conditions for SMI schools. The approved limits should be adjusted annually to take into account the inflation factor. (para 4.21)	1998	ED
C10: ED should review the present funding and management arrangement for government schools, so that they can eventually be on par with aided schools. (para 4.23)	1998	EMB, ED, FB, CSB
C11: Consideration should be given to providing schools which are more advanced in school management or school performance greater flexibility in management and funding arrangement. (para 4.24)	2000	EMB, ED, FB
C12: ED should examine ways to make the Direct Subsidy Scheme more attractive to aided schools (including primary schools). (para 4.25)	1998	EMB, ED, FB
(D) Providing incentives to encourage quality school education:		
D1: Government should set aside a substantial amount of money to establish a QEDF to fund	1998	EMB, FB

Recommendations	To commence not later than	To be carried out by
<p>one-off projects for the improvement of education quality on a competitive basis. (paras 5.3 and 5.5)</p> <p>D2: The QEDF should fund : (para 5.3)</p> <ol style="list-style-type: none"> 1. school-based innovative projects and experiments; 2. awards for outstanding performance of schools and teachers; 3. promotion of a wide range of extra-curricular activities; 4. educational researches and consultancies; 5. school-based training courses for key players; and 6. institutional reviews to monitor the quality of schools and non-UGC funded institutions. <p>D3: The QEDF should be allowed to seek and accept sponsorship from the community. (para 5.6)</p> <p>D4: Government should examine the interface between the QEDF and other education-related funds, such as the Language Fund. (para 5.7)</p> <p>D5: A support unit should be set up in EMB to serve and manage the QEDF. (para 5.8)</p> <p>D6: Government should examine in due course the interface of the support unit with the future quality assurance mechanism, in the context of the overall review of the education structure. (para 5.10)</p> <p>(E) Raising professional standards of principals and teachers:</p>	<p>1998</p> <p>1998</p> <p>1998</p> <p>1998</p> <p>1998</p>	<p>EMB</p> <p>EMB</p> <p>EMB</p> <p>EMB</p> <p>EMB</p>

Recommendations	To commence not later than	To be carried out by
E1: Government should devise a coherent pre-service and in-service training strategy for teachers in different educational sectors. (para 6.4)	1998	EMB, ED
E2: Government should examine how to optimise the teacher education expertise and resources. (para 6.6)	1998	EMB, ED, teacher education institutions, tertiary institutions
E3: Continual improvement of clerical and administrative support to teachers should be made to relieve their non-teaching duties. (para 6.8)	1998	ED
E4: ED should consider with the education profession the proposal to increase support to school principals. (para 6.9)	1998	ED
E5: All schools should be required to put in place a fair and open performance appraisal system for principals and teachers. (para 6.10)	1998	ED, schools
E6: ED should, in consultation with the teaching profession, review the existing arrangements whereby administrative duties are tied to the promotion ranks of teachers. (para 6.12)	1998	ED, schools
E7: A GTC should be set up to enhance the standards of teaching and professional development of teachers, to maintain the integrity of the profession and to raise the professional esteem of teachers. GTC should have : (para 6.16) 1. a key role in the policy formulation about teacher registration;	1999	EMB

Recommendations	To commence not later than	To be carried out by
<p>. substantial influence in ensuring the quality and professional relevance of teacher education programmes;</p> <p>. a duty to encourage teachers to undertake continuous professional education and to promote their professional development; and</p> <p>4. power of internal discipline and power to consider complaints, settle disputes, make investigations and conduct disciplinary hearings where necessary.</p> <p>E8: GTC should have a substantial representation of other “stake holders’ at the decision-making level, such as school managers, government officials, parents and lay members. (para 6.17)</p> <p>(F) Implementing related reforms:</p> <p>F1: EMB should commission a study on an effective executive and advisory structure on education matters. (para 7.9)</p> <p>F2: ED (in particular CDI) and CDC should examine in collaboration with front-line education workers the overall development of curriculum; and how school-based curriculum can be developed by schools. (para 7.11)</p> <p>F3: The role of CDI and CDC, and their relationship with HKEA and other education-related bodies should be considered in the overall review of the education-related executive and advisory structure. (para 7.12)</p> <p>F4: Government and the education community should foster among the general public a proper</p>	<p>1999</p> <p>1998</p> <p>1998</p> <p>1998</p> <p>1998</p>	<p>EMB</p> <p>EMB</p> <p>ED, CDC, schools</p> <p>EMB, ED, CDC, HKEA</p> <p>EMB, ED, schools</p>

Recommendations	To commence not later than	To be carried out by
appreciation of the aims of all-round education and the importance of comprehensive quality education. (para 7.15)		
F5: Government should, together with education bodies such as the HKEA, examine the feasibility of and encourage public acceptance of considering students' school-based assessment alongside their public examination results. (para 7.16)	1998	EMB, ED, HKEA
F6: Tertiary institutions should consider adjusting their admission criteria to take account of non-academic performance of students. (para 7.16)	1998	Tertiary institutions
F7: EMB should consider in collaboration with ED (in particular CDI), CDC, HKEA and tertiary institutions the interface of school curriculum, examinations and tertiary admission criteria. (para 7.17)	1998	EMB, ED, CDC, HKEA, tertiary institutions
F8: Government should re-examine the role of and the administrative support to the private schools, and their interaction with the aided sector. (para 7.19)	1998	EMB, ED
F9: The next major task for EC should be to review, together with relevant bodies, the academic system, including length of study, curricula and interface of different education sectors, from pre-primary to tertiary sectors, and the optimal structure for the whole education system. (para 7.20).	2000	EC and other education-related bodies

Financial and staffing implications

8.8 One of the objectives of this Report is to achieve quality school education in a

more effective and efficient manner. Many of our recommendations can be implemented by a more efficient deployment of resources and therefore do not involve significant financial implications.

- 8.9 However, new resources will be needed to implement certain recommendations. Specifically, substantial resources should be set aside for the establishment of the QEDF. Adequate resources should be allocated for the support unit for the QEDF; the study on the way forward for the quality assurance mechanism, as part of the review of the education-related executive and advisory structure; the enlarged recurrent F&E Grant; training for key players in the school system; and the setting up of the quality assurance resource corner. We urge the Government to make available necessary resources to implement the recommendations, in particular those recommendations which should commence in 1998.

Conclusion

- 8.10 EC's study of quality school education has taken about four years to complete, starting with the setting up of the Working Group on Educational Standards and the Working Group on School Funding in October 1993. The relative length of the study reflects the complexity of the issues involved. Recognising the far-reaching implications that the ECR7 might have for our school education, EC has decided to conduct a two-round consultation exercise : the first round on broad principles in June 1996 and the second round on detailed proposals in November 1996.
- 8.11 In the light of the public views on the consultation document, EC revised and refined some of its initial proposals and set out in this Report its final recommendations. Where necessary, amendments to the Education Ordinance, the Education Regulations and the Code of Aid for schools should be made to facilitate implementation of the recommendations in the ECR7.
- 8.12 At the same time, we concur with the views of many education professionals that the future role and functions of EC have to be reviewed, in particular the monitoring of implementation of our recommendations in EC reports including the ECR7. We look forward to the results of the study to be commissioned by EMB on the overall review of the education-related executive and advisory structure mentioned in paragraph 7.9 above. Meanwhile, we will continue to monitor the implementation of various recommendations through the progress

report submitted regularly by various executive agencies, including EMB and ED.

- 8.13 We will continue to advise the Government on the provision of quality education. Our next major task will be to review, together with relevant bodies, the academic system, including length of study, curricula and interface of different education sectors, from pre-primary to tertiary sectors, and the optimal structure for the whole education system.

Appendix A Task Group on School Quality and School Funding (18 April 1996 - 30 August 1996)

Terms of Reference

The Task Group on School Quality and School Funding should present to the Education Commission by August 1996, a draft consultation document which is to form the basis of the ECR7 :

- a. identifying factors contributing to quality school education;
- b. identifying areas for improvement to the present situation including performance indicators and the quality assurance system in school education;
- c. examining the effects of the present school funding system on the school sector as a whole, on individual schools, and on support services to schools, having regard to the relationship between school performance and the funding system;
- d. in the light of (a) to (c) above, proposing changes to the current school system, including the funding model;
- e. seeking views of the education sector in respect of the proposed changes; and
- f. suggesting a public consultation strategy in respect of the ECR7.

Membership

Chairman : Professor Rosie YOUNG Tse-tse JP

Vice-Chairman : Professor CHENG Kai-ming JP

Members : Mr Moses CHENG Mo-chi JP
(from 1 July 1996)

Mr CHEUNG Man-kwong

Ms Sansan CHING Teh-chi

Mr John DOCKERILL

Mr FUNG Man-ching

Mr Peter LEE Ting-chang JP

Professor Felice LIEH MAK JP

Mr MAK Kwai-po

Dr TAM Man-kwan JP (until 30 June 1996)

Mr TAI Hay-lap JP

Sister WONG Kam-lin Annie Margaret

Mr Joshua LAW Chi-kong JP,
Deputy Secretary for Education and Manpower

Mr LEE Hing-fai, JP
Assistant Director of Education

Secretary : Mrs Agnes ALLCOCK, Principal Assistant
Secretary for Education and Manpower

Appendix B Summary of Public Comments on the Consultation Document for the ECR7

General

- The spirit and direction of the recommendations of the consultation document for the ECR7 are supported.
- The aims of school education should be clearly stated, and updated to reflect the changing needs of society.
- Different targets of education should be set for different stages of education.
- To inculcate a quality school culture, internal development within individual schools and external provision of an enabling environment, such as providing more resource and support, are essential.
- A gradual time-table should be mapped out to implement the recommendations in the ECR7.

Quality Indicators

- Quality indicators should cover both academic and non-academic areas. Different indicators should be used at different stages of school education.
- The indicators listed in Appendix D of the consultation document are not comprehensive.
- Input indicators should reflect the student and school characteristics. As schools may not be able to change such characteristics, it is more appropriate to rename the "input indicators" as "school profile".
- Process indicators should reflect the effectiveness of school management, and the teaching and learning process.
- Output indicators should reflect students' value-added performance in both academic and non-academic areas.
- It is not appropriate to use results of the Academic Aptitude Test (AAT) and the Hong Kong Certificate of Education Examination (HKCEE) to measure the value-added performance of students, as not all Secondary 3 students may proceed to Secondary 4 in the same schools. Besides, AAT is only an "aptitude" test and should not be used as the reference point for evaluating students' academic performance.

- It is difficult to develop a set of commonly acceptable, measurable and reliable quality indicators. Schools with similar background should be encouraged to form quality circles to share experience in developing indicators that best meet their needs. The Education Department (ED) should render assistance in the process. At the initial stage, a list of sample indicators may serve as a useful reference.
- Appropriate weightings should be assigned to quality indicators according to their relative importance. Care should be taken not to overstate the importance of tangible indicators such as academic achievement, at the expense of less tangible ones such as aesthetic development.
- Separate indicators should be developed to meet the needs of primary schools, special schools and kindergartens.

School-based management

- Many schools have implemented measures in line with the spirit of school-based management, though they have not joined the School Management Initiative (SMI). The ECR7 should state clearly the requirements for practising school-based management. Otherwise, it would be seen as a compulsory enforcement of SMI.
- Teachers should be encouraged to participate in school management. More support should be provided to the teachers to cope with the work arising from practising school-based management.
- While schools should be given more flexibility and autonomy in school management, their accountability and transparency of operations should be increased. Government schools should also be provided with more flexibility in the deployment of resources.
- The relationship among the school sponsoring bodies (SSB), school management committees (SMC) and ED should be clearly defined.
- Assistance should be provided to under-performing schools. If they do not make any progress after a period of time, penalties such as cancellation of the power of SSB to operate schools, or dismissal of school managers and principals, should be imposed. Care should be taken not to affect the students as a result of imposing penalties on under-performing schools.
- Mixed views were received on whether parents, alumni and teachers should participate in the SMC or the school executive committee (SEC). It was agreed that the rights and duties of the participants should be stated clearly.
- ED should set minimal qualifications and provide adequate training for the SMC

members.

- School principals should not be school supervisors at the same time.

Quality Development Committee (QDC)

- The proposal to set up an independent Quality Assurance Unit (QAU) in the Working Group Report on Educational Standards should be reconsidered.
- The QDC should be independent of ED and advise directly the Chairman of the Education Commission(EC), or the Secretary for Education and Manpower (SEM) or the Governor. It should have its own independent research and support team.
- The QDC members should comprise experienced front-line education workers and professionals who can command respect. They should also comprise parents and professionals from other fields.
- The QDC should be tasked to develop a comprehensive set of indicators for reference by schools.
- The QDC should have district sub-offices to monitor the quality of schools in different districts. The reports should be made public.

Quality Assurance Inspectorate (QAI)

- The QAI should develop inspection guidelines with input from front-line education workers.
- A fair and open assessment should be put in place. The results of inspections should be open. Care must be taken not to label schools as under-performing or ineffective.
- The QAI should be independent of ED, otherwise a fair assessment will be hampered. Even if the QAI is still under ED, a panel of experts comprising outside professionals should participate in the work of the QAI. Entry requirements for the inspectors should be raised, and sufficient training should be provided.
- The QDC/QAU should be supported by the QAI, and monitor the work of the QAI.
- The roles of QDC, QAI and the panel of experts should be clearly defined.
- The recommendation that ED should commence quality assurance inspections by 1998 is too ambitious and unrealistic, having regard to the time needed to develop a comprehensive set of indicators for reference by schools, and the time needed by ED to restructure its divisions.

School funding

- Subject Grant should be part of the Block Grant. To avoid abuse, schools should be requested to submit report on the use of the Subject Grant to ED on a regular basis.
- Schools should be allowed to freeze up to 10% of the teaching posts and use the relevant Substitute Teacher Grant (STG) for other school-related purposes. The existing requirement that teaching vacancies have to be unfilled for 14 continuous days or more before schools can claim the STG should be relaxed.
- As the Administration Grant covers only the mid-point salary of clerical staff, the primary and special schools are put at a disadvantage as they usually have only one clerical staff and many of their school clerks have reached maximum point salary. Such schools should be allowed to choose either the Administration Grant or the Salaries Grant to pay the salaries of the clerical staff.
- The Furniture and Equipment (F&E) Grant should remain part of the Block Grant. Otherwise, schools have to make applications each time they need to buy new furniture and equipment. The element of depreciation should be taken into account in calculating the F&E Grant.
- Schools should be allowed to retain savings from the Block Grant for six to 12 months. "Older" schools should be allowed to retain savings for a longer period of time.
- Mixed views were received on whether the amount of collectable fees should be increased. Some expressed concern that the increased fees might not be affordable by all families.

Incentive grants

- \$20 million is not adequate to achieve the objectives of quality school education.
- Provision of incentive grants may promote elite education which emphasises too much on academic achievement.
- There should not be an upper limit to the number of recipients of the Quality Development Grant (QDG) or the cash awards.
- The incentive grants should not be given until quality indicators in various domains of education have been developed.
- Provision of cash awards alone may "commercialise" education. Other forms of non-monetary recognition such as awards of master teachers, community commendation, should also be considered.
- The QDG and cash awards should be given to schools which show value-added

performance in all domains of education.

- The QDG should be available for application by primary schools, special schools, kindergartens and tertiary institutions to develop innovative projects that are conducive to quality school education.
- Care should be taken not to label schools which fail to get any awards or incentive grants. A "league table" should not be put in place.

Recruitment and training of teachers and principals

- Pre-service teacher education is inadequate both in terms of length and funding. A time table for full provision of secondary and primary graduate teachers should be mapped out.
- To ensure their professional quality and leadership are up to an acceptable standard, principals should be required to have university degrees or post-graduate certificates in education administration. ED should review the present mechanism of recruiting principals, and consider appointment on contract basis.
- Deputy/assistant principal posts should be created to handle non-teaching duties such as financial management, personnel management and curriculum planning.
- Increased support to teachers in classroom management and student guidance should be provided. Reduction of class size, provision of whole-day primary classes, abolition of secondary floating classes should be expedited.
- Consideration should be given to recruiting more deputy senior teachers to relieve the workload of senior teachers and class teachers.
- A co-ordinated training plan should be developed to empower all secondary, primary and kindergarten teachers with the knowledge and skills necessary for implementing quality school initiatives.
- Senior teachers and principals should be provided with training in leadership and resource management.
- A comprehensive system of evaluation of training courses should be put in place.
- To enhance the effectiveness and efficiency of training packages, schools, teacher education institutions, tertiary institutions, ED, SSB and the private sector should collaborate to organise visit programmes and seminars for teachers, to enrich their exposure to different realms of knowledge.
- Short-term secondment of teachers and principals to the private sector should be provided to update their knowledge of the non-academic world.
- Teachers and principals should be required to attend compulsory training within a period of time. Incentives such as salary increase and promotion should be given

to encourage teachers to attend training courses.

- School-based training and "training the trainers" should be promulgated. Consideration should be given to setting up a school-based training fund.

Appraisal and promotion of teachers and principals

- The promotion of teachers should not be tied to administrative duties. Teachers and school administrators should be provided with separate streams for promotion.
- Teachers' performance should be properly appraised and regularly reviewed to maintain their qualities e.g. through the issue of teachers' licenses which need to be regularly renewed, regular test of teachers' knowledge in the subjects they teach, etc.
- Teacher promotion or salary increase should be pegged to their performance. On the other hand, penalties such as stopping or delaying salary increments should be imposed upon teachers with poor performance.
- Individual schools should have the discretion to decide teacher promotion and dismissal.
- Appropriate award and penalty system should be put in place. Guidelines to handle/dismiss teachers who are under-performing or uncooperative in the quest for quality school education should be spelt out.
- Teachers should be given avenues for appeal against unreasonable management practices and decisions. A General Teaching Council should be set up as soon as possible, to handle complaints and appeals regarding teacher appointment, promotion, counselling and dismissal, and recommend ways to handle under-performing teachers.
- Principals should be given the power to hire and fire teachers, and to handle problematic teachers in an independent yet accountable way. They themselves should be accountable to the SMC.
- Principals should be constantly assessed before and after appointments. Teachers, parents and students should be given channels to evaluate principals' performance.

Others

- A thorough review of the role and functions of ED should be conducted.
- The various divisions within ED responsible for school inspections should be restructured to avoid overlapping of duties.
- ED staff, especially the inspection staff, should be provided with enhanced

training.

- The work of the Curriculum Development Council (CDC), Curriculum Development Institute (CDI), Hong Kong Examinations Authority (HKEA) and ED's inspection teams should be better co-ordinated.
- Schools should be encouraged to develop school-based curriculum to allow more choices and opportunities for students to develop their potential.
- The organisation and functions of CDI should be reviewed, with a view to transforming CDI into a more autonomous professional body.
- Joint venture and partnership between school teachers and curriculum planners should be promoted.
- The examination system should not only assess students' academic performance, but their development in other educational domains as well.
- Modular examinations have pros and cons. On the one hand, they may increase confidence of low-achievers. On the other hand, they may be perceived as "second-rate" examinations.
- Internal assessment of students' performance by schools to supplement assessment through public examinations is supported.
- A review of the relationship among different education-related boards and committees should be carried out as soon as possible.
- A review of the interface between various educational sectors should be conducted.
- EC should strengthen its monitoring role over the implementation of various education initiatives, and the allocation of resources to different education sectors.
- BoE should take a more macro perspective in considering educational issues, and discuss areas of common concern with other education-related bodies.

Appendix C Task Group on School Quality and School Funding (24 February 1997 - 10 July 1997)

Revised Terms of Reference

The Task Group on School Quality and School Funding should present to the Education Commission, by July 1997, recommendations on the following outstanding issues, which are to form the basis for the final ECR7 -

- a. Training and development : the scope and type of training required for the key players in the school system, the ways to ensure qualities of principals before and after appointment and the resources implications;
- b. School-based management : conditions to be included in the service contracts, qualification requirements for SMC members and guidelines to clarify how schools can comply with the spirit of school-based management;
- c. Goals of quality education and quality indicators : a review of the Statement of Aims and future direction for the development of indicators;
- d. Incentive schemes : the measurement of value-added performance and the introduction of incentive schemes in both primary and secondary schools;
- e. School funding : scope for further flexibility in school funding and the check and balance mechanism;
- f. Quality assurance : the status of the Quality Development Committee, its membership and terms of reference, and ED's proposals on whole school inspection;
- g. Review of advisory boards and committees : the problems and the possible way forward; and
- h. Other issues that may arise during the discussion of the Task Group.

New Membership

Chairman : Professor Rosie YOUNG Tse-tse JP

Vice-Chairman : Professor CHENG Kai-ming JP

Members : Mr Moses CHENG Mo-chi JP

Mr CHEUNG Man-kwong

Ms Sansan CHING Teh-chi

Mrs Judy CHUA Tiong Hong Sieng JP

Mr Peter LEE Ting-chang JP

Professor Felice LIEH MAK JP

Mr MAK Kwai-po

Mr TAI Hay-lap JP

Sister WONG Kam-lin Annie Margaret

Mr Joshua LAW Chi-kong JP,
Deputy Secretary for Education and Manpower
(until 3 May 1997)

Mr Raymond YOUNG Lap-moon,
Deputy Secretary for Education and Manpower
(from 16 May 1997)

Mrs Helen YU Lai Ching-ping JP,
Director of Education

Mr CHONG Kwok-kit, Assistant Director of
Education (until 30 March 1997)

Mr LEE Hing-fai JP, Assistant Director of Education (from 1
April 1997)

Co-opted Members: Mr FUNG Man-ching

Dr PANG King-chee

Secretary:

Ms Carol YUEN Siu-wai, Principal Assistant
Secretary for Education and Manpower

Appendix D Sample proforma of an annual report

Yiu Yat Secondary School - Annual Report 1996 - 1997

School Mission

Our school aims at educating students to become well-informed and good-mannered youths. We make every effort to provide a free and happy environment for students to learn to live with, respect and help other people. At the same time, we equip students with knowledge and self-learning skills and enhance their cultural and aesthetic awareness as well as develop their physical fitness. Our ultimate goal is to develop students into healthy, thinking, civic-minded and responsible citizens.

Our School

Brief Introduction of the School

1. Our school commenced operation in 1965 with a view to providing secondary school education to teenagers. We now operate 29 classes. Since the school was built according to the standards 30 years ago, the school premises can be improved in terms of the number of special rooms and basic facilities. Nonetheless, major repair works took place in the past year with internal and external walls repainted.

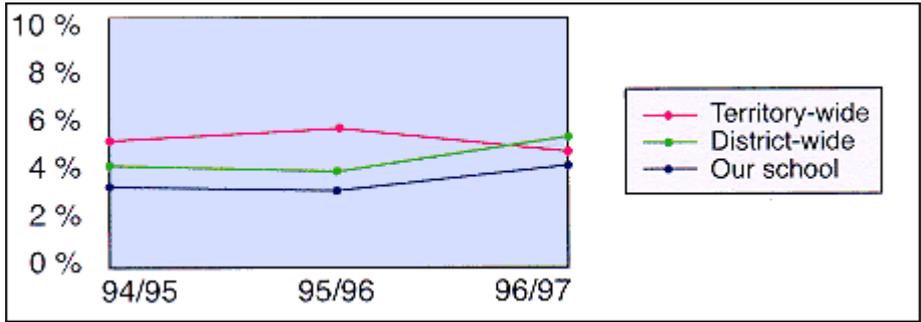
Our Students

Class Organization

2. In the 96-97 school year, our school operated 5 classes each at Secondary 1 to Secondary 5 and 2 classes each at Secondary 6 and 7. There were 528 boys and 547 girls. 87% of the secondary 3 students were promoted to secondary 4 in our school. As for the Secondary 5 graduates, 32% and 14% of them secured Secondary 6 places in our school and other schools respectively.

Unfilled places

3. The percentage of unfilled places in our school in the past three years is as follows:



Our teachers

Qualifications of Principal and Teachers

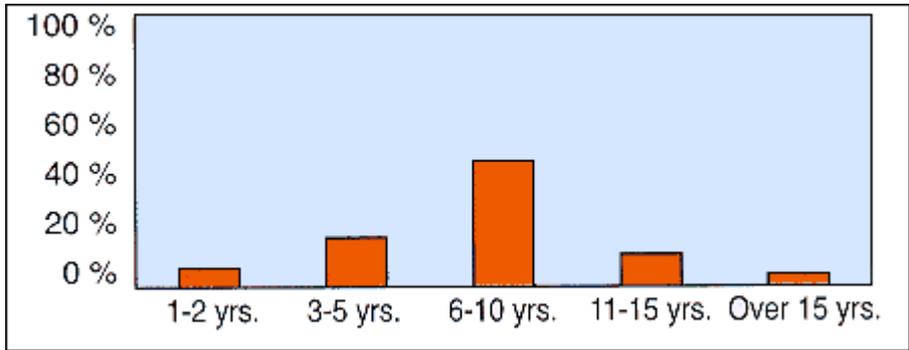
4. There were 58 teachers in our school, and their qualifications are shown below:

- 71% of them possessed a bachelor's degree
- 91% of them were formally trained in teaching
- 14% of them had higher degrees

87% of the classes were taught by subject-trained teachers.

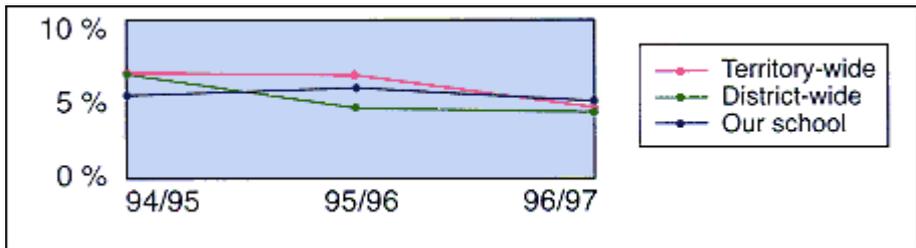
Teaching Experience

5. The experience of the teachers in the profession is summarized below:



Staff Turnover

6. Staff turnover rates in the past three years are shown below:



Major Features and Arrangements

7.

<p>Management and planning</p>	<ul style="list-style-type: none"> ● With the addition of a parent representative, there were seven members in the School Management Committee. Other than the three regular meetings, the School Management Committee had two extra meetings this year to discuss the feasibility of joining the School Management Initiative ● The School Executive Committee held its meeting every Wednesday to discuss school affairs ● All subjects were supervised by their respective heads of department. Meetings were held by each department to work out strategies and revise curriculum contents and schedules whenever necessary ● The school authority encouraged staff participation in setting school goals. For this purpose, four general staff meetings were held this year
<p>Professional development for teaching staff</p>	<p>With regard to staff development, the following took place in the 96/97 school year:</p> <ul style="list-style-type: none"> ● Our Principal published a thesis - " Curriculum Management in Secondary Schools" - in an educational journal ● Our teaching staff (including the Principal) attended local and overseas educational seminars for 16 man-times ● In April 1997, the Principal and 16 teachers went to Guangzhou for experience- sharing with the staff of Guangzhou No. 2 Secondary School ● Three staff development days were held for all the teachers. The activities were: <ul style="list-style-type: none"> ● Seminar on school culture ● Workshop on school-based curriculum tailoring methods ● Visit to the Hong Kong South East Asia International School ● Attendance at seminars, workshops and courses organized by the Education Department and other educational institutions constituted 78 man-times

	<ul style="list-style-type: none"> ● Three non-graduate teachers pursued degree programmes
Curriculum	<ul style="list-style-type: none"> ● The subject Travel and Tourism was added to the Secondary 4 curriculum ● The self-devised programmes of "English Course for Secondary 3 New Arrival Students" and "Understanding China" were accepted by the School-based Curriculum Project Scheme of the Education Department ● To equip our students with information technology, all students starting off from the 96/97 school year would receive training in word processing, including Chinese input methods ● As from the 96/97 school year, Chinese was adopted as the teaching medium in Secondary 1. This would be extended to higher levels progressively ● To raise students' English standard, a review on English Language teaching was under way ● Other than using a conventional question-and-answer type of assessment in examinations, our school adopted other forms of assessment such as project work
Teaching and learning policy	<ul style="list-style-type: none"> ● To develop students' thinking, classroom teaching stressed training students in questioning skills and encouraging them to exchange views. It aimed at fostering an interactive learning environment ● To motivate learning and develop students' learning skills, teachers attempted to integrate knowledge of other curriculum areas into their respective subjects
Homework policy	<ul style="list-style-type: none"> ● Secondary 1-3 students were expected to spend 1.5 hours per day on homework while their counterparts at senior levels would spend 2.5 hours. There was time spared for participation in sports, music and art activities and community services
Physical training	<ul style="list-style-type: none"> ● The "Getting Fitter" scheme was introduced, and each student was required to practice distance run and simple gymnastics
Music training	<ul style="list-style-type: none"> ● The activity "Everyone has a festive song" was launched to ensure that all students could at least sing one song in tune
Student guidance & discipline	<ul style="list-style-type: none"> ● Under the Whole-school Guidance Scheme, attempts were made to have students brought up in a positive, happy and

	<p>healthy environment</p> <ul style="list-style-type: none"> ● Under the "Peer Guidance" scheme, a senior level student was assigned as mentor to each Secondary 1 student to facilitate the latter's adaptation to secondary school life ● The "Atonement of Demerits by Merits" scheme was introduced to encourage misbehaved students to positively rectify their behavior
Students' Union	<ul style="list-style-type: none"> ● Members of the Executive Committee were elected through direct election ● The Union helped organize extra-curricular activities ● There was a whole-school survey on students' views on the school=
Home-school communication	<ul style="list-style-type: none"> ● The Parent-Teacher Association held its meeting once every two months to exchange experience in parenting
Community links	<ul style="list-style-type: none"> ● To enhance students' civic-mindedness and their desire to serve the community, links were established with our community. In the 96/97 school year, we established partnership with a home for the elderly in the district, and organised three fun- fairs for the old people there. Besides, we took part in community activities like flag-selling and the Clean Hong Kong Campaign

School Finance

8.

	Income	Expenditure
Balance B/F (Government Funds and School Funds)	\$ 4,000	
Government subsidies	\$28,939,937	
School fees and other income	\$ 80,000	
Teaching staff salaries		\$24,763,290
Non-teaching staff salaries		\$ 1,422,537
Utility expenses		\$ 1,550,000
Staff training		\$ 6,000
Student discipline, career and guidance services		\$ 19,000
Audio-visual aids (addition of 5 sets of computers)		\$ 125,000
New library books		\$ 201,000
Extra-curricular activities		\$ 33,000
Furniture and equipment		\$ 242,110
Repair and maintenance		\$ 541,000

Miscellaneous expenses		\$ 60,000
Funds raised by the school	\$ 100,000	
Installation of air-conditioners in the library		\$ 100,000
Balance C/F		\$ 25,000
Total	\$29,123,937	\$29,123,937

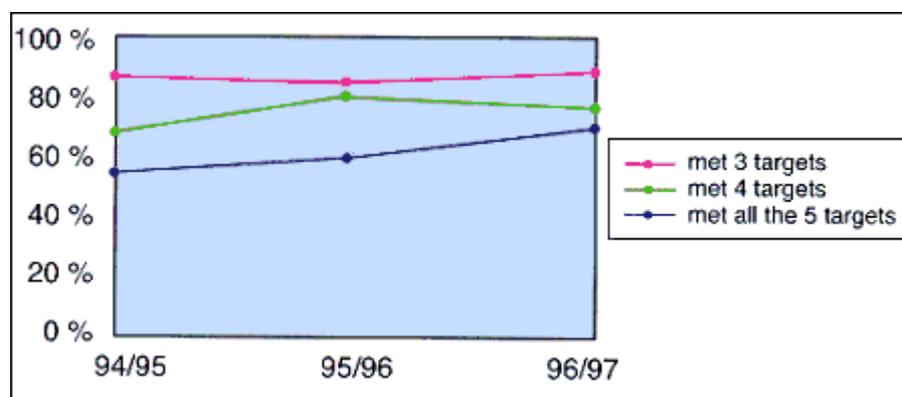
Performance of the Students

Targets

9. Our school aimed at developing students' moral, intellectual, physical, social and aesthetic aspects in a balanced way and expected the Secondary 5 graduates to meet the following targets:
- obtaining Grade C or above in conduct
 - gaining Grade E or above in HKCEE Chinese Language, English Language and Mathematics as well as meeting at least the minimum requirements for admission to Secondary 6
 - acquiring skills in at least 4 kinds of ball games or athletic activities and having taken part in at least one event in the annual athletic meet
 - joining at least one club/society in each school year, with a record of not less than 30 hours of social services within 5 years
 - participating in at least one music or art-related activity in each school year and having acquired skills in playing one musical instrument, dancing item or other forms of art

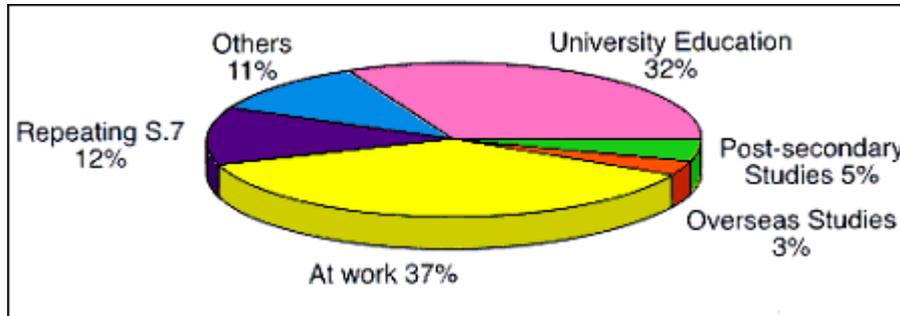
Achievement Rate

The diagram below shows the percentage of students meeting the targets in the past three years



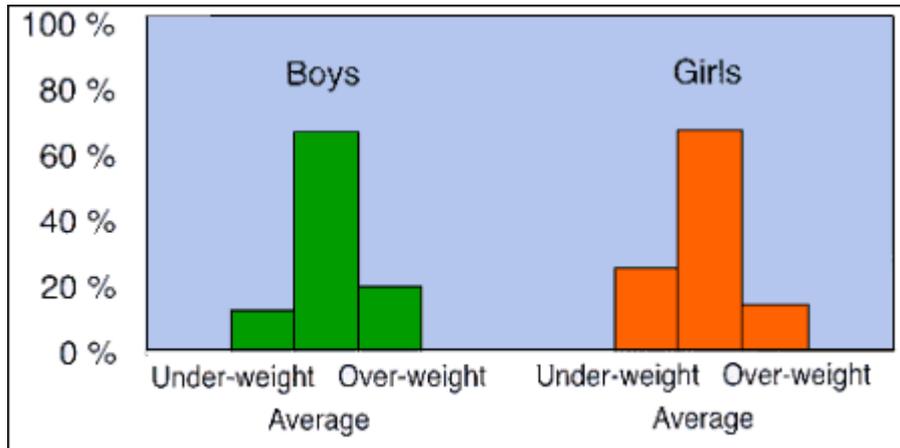
Current Pursuits of S.7 Graduates

10. The diagram below shows the position of academic and other pursuits of the 1996-97 Secondary graduates:



Weight of Students

11. The diagram below shows an analysis of the weight of students:

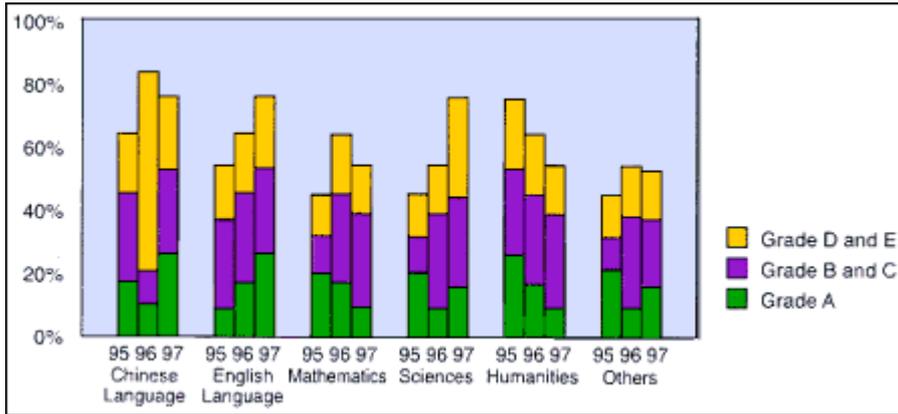


Performance of the Students

HKCEE Results

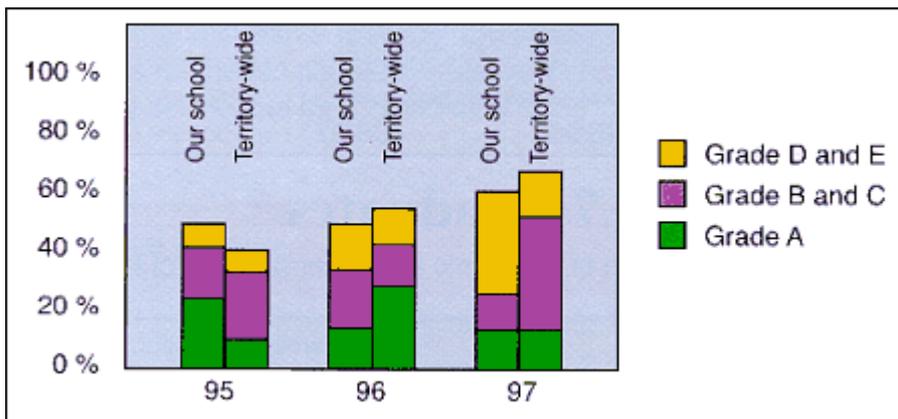
12. Academic Attainment in the Hong Kong Certificate of Education Examination (HKCEE)

Our school attained the following results in each of the subjects groups in the past three years:



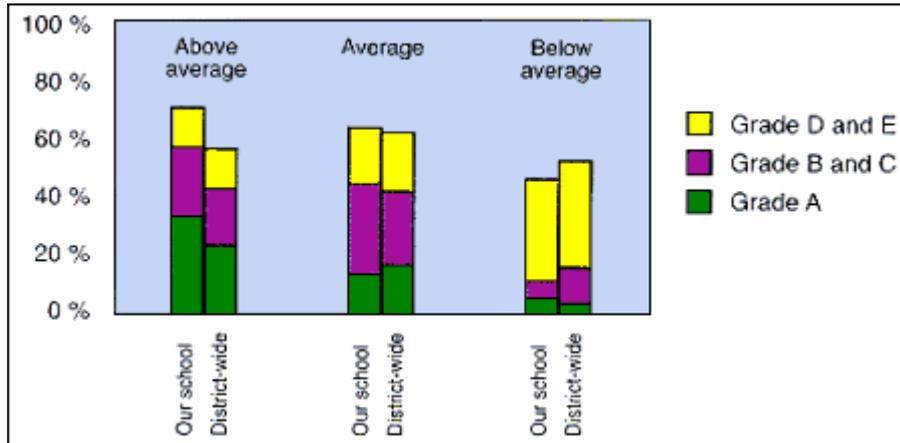
Comparison of HKCEE Results with Those of Students of Similar Ability in the Territory

The diagram below is a comparison of the HKCEE attainment of our students with those of similar academic ability in the territory in the past three years:



Comparison of HKCEE Results with Those of Students of Similar Ability in the district

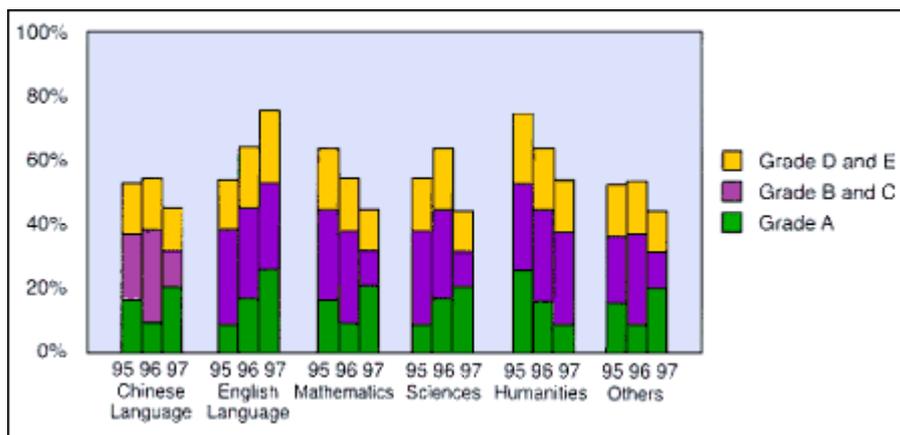
If the 1997 Secondary 5 graduates were streamed into the three groups of above average, average and below average in accordance with their academic performance on admission to Secondary 1, their academic attainment in the HKCEE when compared with those of similar academic ability in the district would be as follows:



HKALE Results

13. Academic attainment in the Hong Kong advanced Level Examination (HKALE)

Our school attained the following results in each of the subjects or subject groups in the past three years:



Extra-curricular Activities

14. In order to encourage students to make full use of their leisure time and to take part in extra-curricular activities and social services, our school organized 58 kinds of extra-curricular activities. Participation in the activities totaled 4,856 man-times. Besides, 98 students joined either the Boy Scouts or the Girl Guides while 142 students joined the Community Youth Club.

Social Services

15. Details on the participation of social services were as follows:

- 276 teachers and students took part in the Tsing Ma Bridge Walkathon held by

the Community Chest

- 385 students took part in flag-selling
- 77 students participated in the three fun-fairs arranged for a home for the elderly
- Our school took part in the Clean Hong Kong Campaign 357 man-times

Inter-school Activities

16. Our school joined inter-school competitions and gained the following prizes:

Category	Prize
Music	<ul style="list-style-type: none"> ● 2 second runners-up in the Anti-Crime Song Writing competition ● 2 champions and 1 first runner-up in the Hong Kong Schools Music Festival ● 5 first runners-up in the inter-school instrumental competition
athletics	<ul style="list-style-type: none"> ● champion in B grade boys 4x100m relay ● second runner-up in C grade girls 100m hurdle
Ball games	<ul style="list-style-type: none"> ● first runner-up in B grade boys basketball competition ● champion in A grade girls volleyball competition ● champion in C grade girls table tennis competition
Verse speaking	<ul style="list-style-type: none"> ● champion in Hong Kong Schools Solo Verse-speaking ● champion in Hong Kong Schools Choral Verse-speaking and second runner-up in overall choral group competitions
Swimming	<ul style="list-style-type: none"> ● first runner-up in A grade girls 100m breast stroke ● second runner-up in C grade boys 200m free style

Year-end Summary

Achievements of the Year

17. The achievements of the school in the various aspects were to our satisfaction. Based on the work targets set in the 1995/96 Annual Report, we attained the following:

1996/97 development	Achievement
Broadening of the curriculum	<ul style="list-style-type: none"> ● The addition of the subject "Travel and Tourism" in the Secondary 4 curriculum
Promotion of information technology	<ul style="list-style-type: none"> ● The purchase of five sets of computers for teaching and learning purposes
Enhancement of learning	<ul style="list-style-type: none"> ● The implementation of Chinese as the medium of

effectiveness	instruction in Secondary 1
Development of students' moral and civic awareness	<ul style="list-style-type: none"> ● The increase in extra-curricular activities and social services ● The establishment of links with a home for the elderly in the district and the organization of activities for the elderly there
Enhancement of students' thinking skills	<ul style="list-style-type: none"> ● Five minutes were set aside in each lesson for students' questioning and exchange of views
Development of students' creativity	<ul style="list-style-type: none"> ● The adoption of new forms of assessment, such as project work

Key Issues for Action

18. Through the experience of operation in the 96/97 school year, we have noted the following:

- Seven of our very experienced teachers will retire in two years' time. As they are currently shouldering significant administrative duties, their retirement will have much impact on the administration of the school
- Our school is able to train up a small number of students to be proficient in English each year. However, there is still much room for the majority of the students to improve their English. Students' command of Chinese is generally acceptable; yet, students good at the subject are few. Staff of the Chinese Department thus have to explore ways to raise students' Chinese standard
- Though there have been discussions on school-based curriculum in each of the subject panels, a systematic study on the issue is yet to be conducted

Development Plan

Long-term Plan

- A balanced development in the moral, intellectual, physical, social and aesthetic aspects
- It is hoped that within the next three years, there will be a 75% passing rate in each of the subjects in the HKCEE and HKALE. Our school will provide suitable curricular arrangements to suit students of varied abilities so that their academic attainment will exceed that of other students of comparable academic ability
- Other than taking part in sports, art and music activities, all students have to attain a specified standard in these aspects

- The school will set up a comprehensive student guidance scheme with a view to helping students in academic, non-academic, social and family problems
- Improvement in the structure of various committees and working groups in the school as well as promotion of learning among the teachers
- Implementation of inclusive education so that students with special educational needs will be catered for and provided with suitable support
- Establishment of closer links with parents so that parents can share the goals of our school and are well- informed of school policies

Plan for 1997-98

- Special attention will be paid to the academically weak. Efforts will also be made to analyze why they perform unsatisfactorily and to work out solutions
- A comprehensive programme in raising students' Chinese standard will be launched. Various teaching methods will be adopted to help students attain a higher Chinese standard
- Despite a general rise in academic achievement in the current year, there is still no breakthrough. The school will therefore explore ways of helping students acquire higher-level thinking skills
- The existing forms of assessment have proved to be effective. Nonetheless, a special team will be set up to refine the system
- Attempts to promote sports and music activities have reaped initial success. In the coming year, efforts will be extended to include art activities
- Activities launched in the current year to promote moral and civic education were rich and appropriate. In general, the students are rule-abiding and the school will further deliberate ways to bring about a more relaxed and happier school atmosphere
- Staff development programmes will focus on the use of Chinese as the medium of instruction and the application of information technology in teaching
- Since there are quite a number of inexperienced teachers, a "mentor" system will be introduced. The school will also work out succession plans for the retiring senior teachers
- To prepare for the implementation of inclusive education, the school will take an active role in joining public education activities to enhance teachers' and students' understanding of disabilities

Appendix E Outline of the Contents of an Inspection Report

A. Section Headings

1. Introduction

- 1.1 School mission
- 1.2 Basic information about the school
- 1.3 Inspection methodology

2. How well are the students performing?

- 2.1 Academic attainment
- 2.2 Attendance, attitude and behaviour
- 2.3 Other achievements

3. How effective is the school?

- 3.1 Curriculum planning and management
- 3.2 Teaching and learning
- 3.3 Personal growth and development of students
- 3.4 School culture and ethos
- 3.5 Parents' perception of the school
- 3.6 Relations with the community

4. How well is the school managed?

- 4.1 Commitment of the school
- 4.2 Staff management and leadership
- 4.3 Staff development and appraisal
- 4.4 Policies, targets and planning
- 4.5 School development planning
- 4.6 Financial management
- 4.7 Accommodation
- 4.8 Resources
- 4.9 Quality assurance measures

5. How effective is the teaching and learning of individual subjects?

- 5.1 Chinese
- 5.2 English
- 5.3 Mathematics
- 5.4 Sciences
- 5.5 Computer Studies/Literacy
- 5.6 Humanities
- 5.7 Cultural, practical and technical subjects
- 5.8 Cross-curricular themes

6. Main findings

7. Key issues for action

Appendices

B. Brief Description of the Contents

Section	Contents
1. Introduction	
1.1 School mission	● Mission statement, aims and objectives of the school
1.2 Basic information about the school	● Facts about the school, its staff and students
1.3 Inspection methodology	● Brief description of the ways used in collecting school data and in assessing the effectiveness of the school
2. How well are the students performing?	Evaluate
2.1 Academic attainment	● academic attainment at various levels
2.2 attendance, attitude and behaviour	● attendance and punctuality, attitude towards learning, the school and teachers, and behaviour
2.3 Other achievements	● attainment in non-academic aspects in and outside school
3. How effective is the school	Evaluate
3.1 Curriculum planning and	● strengths and weaknesses of curriculum

management	planning and its contents(formal curriculum, extra-curricular activities, cross-curricular themes, etc.)
3.2 Teaching and learnings	<ul style="list-style-type: none"> ● curriculum management ● medium of instruction ● quality of teaching and learning, highlighting the strengths and weaknesses of students in various subjects or areas of learning ● factors leading to the teaching and learning outcome ● the extent to which teaching and learning meet the needs of students including students with special educational needs
3.3 Personal growth and development of students	<ul style="list-style-type: none"> ● provision of guidance as well as the development of values and attitudes in students ● provision of services for students of varied abilities
3.4 School culture and ethos	<ul style="list-style-type: none"> ● features of the school ethos ● partnership with among students, staff, school head and parents ● the school as a learning organisation
3.5 Parents' perception of the school	<ul style="list-style-type: none"> ● parents' views on various aspects of the school
3.6 Relations with the community	<ul style="list-style-type: none"> ● effectiveness of using community resources ● contributions made to the community ● school image in the community
4. How well is the school managed?	Evaluate
4.1 Commitment of the school	<ul style="list-style-type: none"> ● commitment of the school management to the provision of quality education as reflected in its values, culture, policies and work

- collaboration within the school in the pursuit of quality
- 4.2 Staff management and leadership
 - effectiveness of the management structure in contributing to the quality of education provided in school
 - staffing situation and the effectiveness of staff deployment
 - effectiveness in managing resources
- 4.3 Staff development and appraisal
 - provisions for staff development and the effectiveness of staff appraisal mechanism
- 4.4 Policies, targets and planning
 - appropriateness of policies
 - clarity and practicality of targets set
 - adequacy of planning in school matters
- 4.5 School development planning
 - the extent of the mentality among school staff in looking forward
 - strengths and weaknesses of planning school affairs
- 4.6 Financial management
 - effectiveness of using financial resources
- 4.7 accommodation
 - effectiveness of the use of accommodation
- 5. How effective is the teaching and learning of individual subjects?** Evaluate
 - 5.1 Chinese
 - strengths and weaknesses in teaching
 - 5.2 English
 - factors contributing to the standards achieved in the subjects
 - 5.3 Mathematics
 - students' attainment in subjects/subject groups/cross-curricular areas/information technology
 - 5.4 Sciences
 - 5.5 Computer Studies/Literacy
 - 5.6 Humanities
 - 5.7 Cultural, practical & technical subjects

5.8 Cross-curricular themes

6. Main findings

7. Key issues for action

Appendices

- summary of students' performance
- Summary of the effectiveness of school
- Summary of the management of school
- A list of specific matters to be addressed in the action plan for improvement or deployment
- Other information about the school, e.g.,
- Key indicators on attainment of its students, together with comparative data where these are available
- Financial information, staff composition and qualification
- data on support for students, attendance data and accommodation
- record of evidence of the report