

THE HONG KONG EDUCATION SYSTEM

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JUNE 1981

OVERALL REVIEW OF THE HONG KONG EDUCATION SYSTEM

**THE HONG KONG
EDUCATION SYSTEM**

PART I : REPORT
PART II : APPENDICES

GOVERNMENT SECRETARIAT
HONG KONG GOVERNMENT

JUNE 1981

The Hong Kong Education System

P R E F A C E

This report has been compiled to provide a background of basic information for the overall review of the Hong Kong education system which is to be conducted in 1981 and early 1982. The review has been initiated by the Hong Kong Government in close consultation with members of the Secretariat of the Organisation for Economic Co-operation and Development (OECD), who have provided valuable guidance and advice on the organisation of the review, on the detailed procedures to be followed, and on the selection of an independent Panel of Visitors. The review will be conducted by the Panel according to the well-established procedures followed by OECD in examining the education system of its member countries.

2. The Panel will proceed according to the following terms of reference:

"Having regard to approved and proposed policies for the development of education in Hong Kong at all levels, to identify the future aims of the education system, to consider the coherence and effectiveness of the service, to identify areas which may require strengthening and to make recommendations on priorities in its further development. In particular, advice is sought on the relationship between the various sectors and levels of education and the place of teachers in the educational system."

3. Although this background report has been compiled primarily for the information of the Panel of Visitors, it is hoped that when it is made public after the conclusion of the review it will also be of interest to the general public and to persons or groups with particular interests in education in Hong Kong. The report will be published in both Chinese and English versions, together with the Panel's own report and account of the final review meeting to be held in April 1982.

4. In its present form the background report is divided into two parts. The first part covers five main areas: (i) brief introductory comments on the Hong Kong social, cultural and economic background, together with an account of the main characteristics of the education system (chapters 1 and 2); (ii) the administration, policy planning and financing of education (chapters 3, 4 and 5); (iii) tertiary education and teacher education (chapter 6); (iv) the establishment and maintenance of standards in the school system (chapter 7); and (v) prospects for the future development of education (chapter 8). The second part consists of appendices to the main report: these include an account of the development of education policy from 1963 to 1980 and a description of the various selection and allocation procedures of the school system. Copies of all major policy documents concerning education which have been issued since 1963 have been made available to the Panel of Visitors, and these will be supplemented by the forthcoming White Paper on Primary Education and Pre-primary Services, and by the report of the Committee to Review Post- Secondary and Technical Education, as soon as they become available.

K.W.J. TOPLEY
Secretary for Education (designate)

Government Secretariat
June, 1981

Explanatory Notes

Principal policy documents

Reference is made in this report to the principal policy documents concerned with education which have had a bearing on the present education system. Copies of the documents have been made available to the Panel of Visitors: additionally, a summary of the main documents issued since 1963 has been included in the report at Appendix A. References in the text are usually in an abbreviated form (e.g. 'the 1978 White Paper '). The full titles of the documents are as follows:

1963 Report of Education Commission (Marsh-Sampson report)

1965 White Paper : Education Policy

1973 Green Paper : Report of the Board of Education on the Proposed Expansion of Secondary School Education over the Next Decade

1974 White Paper : Secondary Education in Hong Kong over the Next Decade

1976 Green Paper : The Further Development of Rehabilitation Services in Hong Kong

1977 White Paper : Integrating the Disabled into the Community : A United Effort

1977 Green Paper : Development of Personal Social Work Among Young People in Hong Kong

1977 Green Paper : Senior Secondary and Tertiary Education: A Development Programme for Hong Kong over the Next Decade

1978 White Paper : The Development of Senior Secondary and Tertiary Education

1979 Report of the Board of Education's Committee on Sixth Form Education

1979 White Paper : Social Welfare into the 1980s

1980 Green Paper : Primary Education and Pre-primary Services

2. Reference is also made at various points in the text to the two undermentioned reports (which, however, are not included in the summary at Appendix A):

Report of the Advisory Committee on Diversification 1979

Report of the Committee to Review the Application of the Parity of Subsidy Principle to the English-speaking Schools (1980)

School enrolment statistics

3. Except where otherwise stated, school enrolment statistics are based on the Education Department's half-yearly statistical summary for September 1980, copies of which have been made available to the Panel of Visitors.

Overall Review of the Hong Kong Education System

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The Hong Kong Education System

Chapter 1

The Hong Kong Background

It is beyond the scope of this report to describe the social, economic and cultural background to the Hong Kong education system in any detail, though aspects of this background will be evident at several points in the text-the characteristic resourcefulness of the Hong Kong people, their readiness to accept challenge and their determination to do the best for their children that circumstances will allow have all helped to shape the education system and at the same time throw into clear relief the educational problems which have emerged. This is particularly so, to take one example, in the complex matter of language in education, which is discussed in later chapters.

1.2 For a detailed description the reader is referred to the Hong Kong Government publication Hong Kong 1981-A Review of 1980. This provides a background of topical basic information on Hong Kong's industry and trade, financial system and economy, employment, primary production, health, housing and land, social welfare, public order, immigration and tourism, public works and utilities, communications and transport, the media, the armed services and auxilliary services, religion and custom, recreation and the arts, the environment, population, natural history, history, constitution and administration. A chapter on education presents a bird's-eye-view of current provision. The opening chapter of the publication is particularly recommended: 'Hong Kong: Yesterday and Today - A Personal View', by Robin Hutcheon, Editor of the South China Morning Post. This offers a synoptic view of Hong Kong's general development since 1945.

1.3 The present report is principally concerned with the administration and control of education, mechanisms for educational planning and policy formulation, educational research, the financing of education and provision of places, tertiary education, teacher education, the establishment and maintenance of standards in the school system, and prospects for the future development of education (the latter represented as questions to be debated rather than as specific policy proposals). The following comments on aspects of Hong Kong's present demography and economy are intended to preface the brief survey of the development of the school system and the description of the characteristics of the education system which follow in chapter 2.

1.4 The pressures exerted by Hong Kong's burgeoning population on virtually every facet of the territory's social and economic development have been well documented in recent years and there is now a growing international awareness - notwithstanding certain inevitable distortions and misunderstandings - of the scale of the problem. The facts speak for themselves. Hong Kong supports in a land area of only 1,060 square kilometres a population estimated at the end of 1980 to be 5,147,900, the recent unacceptably high growth rate resulting from illegal immigration (before measures were taken in 1980 to bring it under control). With

built-up areas occupying less than 16 per cent of the total land area (some 75 per cent being marginal land and the remainder being used for farming), the population density in the metropolitan areas is at present higher than 25,400 per square kilometre, placing urban Hong Kong among the most densely populated places of the world. The education system, no less than the social services generally, is under continuous pressure from the weight of the people it serves (and more significantly, from those whom it cannot yet serve as fully as might be wished) : the population, moreover, is still a young one, about 37 per cent being below age 20 and 25.3 per cent under age 15.

1.5 The rate of natural population increase, however, has been dropping steadily over a ten-year period, from 14.9 per thousand in 1970 to 12.0 in 1980 (a result of the birth rate declining from 20.0 to 16.9 per thousand during this period and the death rate remaining stable at about 5 per thousand). Moreover, the age structure of the population has changed considerably over the past ten years, with a markedly lower proportion now under 15 years, a growing proportion of working-age population and a declining dependency ratio. A redistribution of the population is also being effected with the development of six new towns in the New Territories, designed to alleviate the high densities of existing urban areas and to provide better housing and general living conditions. These demographic changes, though mostly welcome in the long term, have created awkward short-term problems of supply and demand in education - particularly overprovision of resources in areas of declining population and underprovision in developing areas. The problems have not proved insuperable but their solutions have tended to determine the direction and pace of some educational developments in ways which have not always been entirely consistent with the underlying aims of educational policies.

1.6 In spite of the recent adverse effects of illegal immigration on social development and the fact that Hong Kong has inevitably been affected by the sluggish state of the world economy, with a recent fairly sharp slowing down in the growth rate of domestic exports, prospects for future social and economic development are bright. The growth of the economy since the recession in 1974 and 1975 has been sustained for five consecutive years at an average annual growth rate of 11.3 per cent: this growth has latterly been stimulated by the substantial increase in the labour force resulting from immigration. At current prices the preliminary estimate of per capita expenditure on the gross domestic product in 1980 was HK\$20,933, 19.1 per cent higher than the provisional estimate of \$17,574 in 1979. Although the growth rate of the supply of labour in 1979 and 1980 exceeded the growth rate of demand for it and the unemployment rate thus continued to increase, it was still low (at 4.3 per cent in September 1980) by international standards. While the rate of inflation (both domestically generated and that arising from increases in the prices of Hong Kong imports) was high in 1980, it was accompanied by a rapid growth rate in real terms for the economy and with the relatively low unemployment rate.

1.7 With the recent achievement of nine years' free, compulsory and universal education for the vast majority of the 6 - 14 age-groups (the exceptions are noted later), together with greatly improved opportunities for higher age groups, the cost to the community of the education service is inevitably high. Current proposals for the improvement of primary and pre-primary education are expected to add considerably to the total cost,

as will any significant expansion of tertiary education, where unit costs are comparatively high. This has to be considered against a budget in which the proportion of government expenditure on the social services (education, medical and health, housing and social welfare) over the past seven years (1974/75 - 1980/81) has been within a range of 40-45 per cent. The capacity for expansion is clearly not unlimited and educational priorities have to be determined within the total needs of the community as a whole.

The Hong Kong Education System

Chapter 2

Characteristics of the Education System

This chapter identifies and briefly describes those features of Hong Kong education which have given the system its characteristic shape and direction. These will be more clearly seen against a brief background sketch of the development of primary and secondary education since the end of World War II.

2.2 When the war ended in 1945, school enrolment was under 50,000. School buildings lay in ruins, equipment had been destroyed, textbooks were almost non-existent and there was a serious shortage of trained teachers. The process of rehabilitating the school system was laborious and difficult. The enormous growth of the school system since then (it now caters for about 1.4 million pupils) began in 1949, when immigrants from China began to arrive in tens of thousands. With a predominantly young and rapidly growing population it was clear that a massive school building programme was called for and that the foremost priority was the development of primary education and teacher training. Extensive government building programmes were launched in the 1950s: at their peak about 45,000 primary school places were being added each year. In 1965 the White Paper Education Policy announced the reorganisation of the structure of primary and secondary education, set universal primary education as the immediate aim and established the principle that expansion of school education would henceforth be through the aided sector wherever possible.

2.3 There was considerable consolidation and enhancement of educational provision in the 1960s and early 1970s: for example, improved programmes of teacher education were introduced in the colleges of education, with the restructuring of initial training courses and their extension from one year to two years, and with the introduction of third-year courses in selected subjects; the Advisory Inspectorate was expanded and its range of advisory and supporting services greatly extended; development programmes were introduced for special education; the Curriculum Development Committee was formed; the Hong Kong Certificate of Education examination was re-organised to allow greater flexibility in the choice of language used by candidates; a regionalised administrative system was introduced in the Education Department to secure closer liaison with schools; and an educational television service was provided for primary schools (with progressive extension to the secondary sector at a later stage).

2.4 The 1965 White Paper had stated "that the final aim of any educational policy must be to provide every child with the best education which he or she is capable of absorbing, at a cost which the parents and the community can afford". With the achievement of the primary education target in sight, it was possible to improve on the recommendation that between 15 and 20 per cent of those completing the primary course should receive subsidised secondary education. In 1970 it was decided that a further major expansion of secondary education was necessary, and steps were taken to increase the provision of subsidised secondary education

to a total of 50 per cent of the Forms I - III age group. By 1971 free primary education was available to all.

2.5 In 1974 a white paper affirmed the ultimate objective of a place for all children of the appropriate age who qualified for and wanted a secondary school education. Meanwhile, the public (subsidised) sector was now to be expanded to accommodate all children in the 12-14 age group for the first three years of secondary schooling, and sufficient places in senior secondary forms in the public sector found for at least 40 per cent of the 15-16 age group by 1979. The 1974 White Paper was thus a blue-print for secondary education over the next decade. The target was nine years of general education for all by 1979, i.e. six years in a primary school followed by three years in a secondary school. All children should follow a common course of general education throughout these nine years: it was also intended that there should be a significant expansion of places for those wishing to continue their education thereafter. The target of 1979 was subsequently brought forward one year, and it was announced that from 1978 all primary school leavers opting for public- sector places in secondary schools would be provided with three years of junior secondary education which would be free. All children in Hong Kong could now look forward to at least nine years of free education, all of it to be compulsory as a further safeguard.

2.6 With the introduction of universal free junior secondary education it was possible for the 1974 White Paper to envisage a more appropriate system of allocation to replace the Secondary School Entrance Examination (SSEE) with the emphasis on allocation rather than selection. It was also decided that on the conclusion of the nine years general course of education there should be a form of selection by which 40 per cent of the 15-16 age groups would progress to senior secondary forms, with places provided in 'grammar' and technical streams in the ratio of 6:4. The government then turned to a consideration of senior secondary and tertiary education, and after extensive public consultation issued a white paper on the subject in 1978. This improved the quantitative and qualitative targets for the 1980s, a major target now being the provision of subsidised senior secondary places for about 60 per cent of the 15-year-old population in 1981, rising to more than 70 per cent by 1986. Teacher education was to be further strengthened, the school curriculum enriched and the facilities and support services available to schools improved.

2.7 In the 1970s particular emphasis was placed on the balanced development of general, practical and cultural subjects in the school curriculum, and in order specifically to strengthen and develop practical and technical education prevocational schools were established and their numbers increased. Five technical institutes were built and equipped to offer a wide range of disciplines, and the Hong Kong Technical College became the nucleus of the Hong Kong Polytechnic, which by the end of the decade was providing places for about 26,000 full-time and part-time students. There was thus a continuous link between vocational and technical education throughout the secondary system, leading to a technological outlet in tertiary education.

2.8 Concurrent with plans for the development of the senior secondary and tertiary system in the late 1970s was a comprehensive policy on rehabilitation in the 1977 White Paper Integrating the Disabled into the Community: a United Effort, which included a co-ordinated plan for the development of special education, training and related services. Plans for the development of personal social work among young people in Hong Kong were also formulated and were presented as an integral part of the 1979 White Paper Social Welfare into the 1980s.

2.9 Plans for the future qualitative and quantitative development of education are described in the policy documents referred to very briefly above: a more detailed summary of the development of education policy during the period 1963-1980 is to be found in appendix A. The 1978 White Paper pointed out that "no statement of policy should seek to impose a fixed pattern on future development. Education policy must be subject to a continuous process of review and be receptive to new ideas." This process has continued since then with a close study of primary education and pre-primary services: the recent green paper on this subject will be followed by a white paper later this year. An in-depth review of post-secondary and technical education is now also being undertaken. In late 1981 an Education Branch will be established in the Government Secretariat, the appointment of a Secretary for Education reflecting government recognition of the rapid development of education, the increasing complexities of its administration, and its crucial importance in the future development of Hong Kong. Finally, the overall review of the education system (which has occasioned the compilation of this background report) will present an opportunity to take stock of current targets and to facilitate decisions about the future direction of education and the pace at which it should develop.

The following notes briefly examine some characteristic features of the Hong Kong education system under three general headings - schools, teachers and post-school education.

A. SCHOOLS

2.10 **Structure** The school system encompasses two or three years (normally two) of kindergarten education (Kindergarten 1 - 3; notional ages 3 - 5, or Kindergarten 1 - 2; ages 4 - 5); followed by six years of primary education (Primary 1 - 6; ages 6 - 11), three years of junior secondary education (Forms I - III; ages 12 - 14), two years of senior secondary education (Forms IV - V; ages 15 - 16) and one or two years of sixth-form education (Form Lower VI - Upper VI; ages 17 - 18, or Form Middle VI; age 17). It should be noted that the age limits are not rigidly enforced - see paragraph 2.14 below. The chart at appendix E shows the interrelationship of the school system and tertiary education. The structure for English schools (q.v.) is slightly different.

2.11 At the secondary level, the existence of two categories of school - Anglo-Chinese and Chinese Middle - formally differentiated by language of instruction (see paragraph 2.16 below), has led to structural complications in the school system. The two categories originally served separately organised systems. Anglo-Chinese schools were modelled on the British pattern (a five-year secondary course, followed by a two-year sixth-form course, and offering the opportunity of access in the main to three-year university courses); the Chinese Middle schools on the other hand originally provided junior middle courses followed by senior middle courses each of three years' duration, the senior courses providing access to four-year university or post-secondary courses. In 1960, however, the junior and senior middle courses (3 + 3 years) of the Chinese Middle schools were converted to a conventional five-year secondary course followed by a one-year sixth-form course (5 + 1 years) to ensure that Middle school pupils who chose to do so could enter employment after five years of secondary education, in line with their counterparts in Anglo-Chinese schools. With the introduction of nine years' universal, free and compulsory basic education the major parts of the two systems became further fused in 1978 when, irrespective of category, the first five years were divided into the present three-year junior secondary (Form/Middle I - III) and two-year senior secondary (Form/Middle IV - V) courses; these, however, are followed by sixth-form courses of two years' duration in Anglo-Chinese schools but of only one year's duration in Chinese Middle schools. This difference at the points of access to tertiary education, together with the existence of two local universities with different basic course structures, has led to considerable complications in the provision and development of sixth-form education, as explained in appendix C.

2.12 Access from school to the technical institutes (q.v.) is available at the craft level for Form III leavers and at the lower technician level for Form V leavers; entry to the Hong Kong Polytechnic (q. v.) is available at both lower and higher technician levels for Form V leavers, though a large number of entrants in practice hold Advanced level qualifications.

2.13 Access from school to the colleges of education and to the two assisted approved post secondary colleges (APSC) (q.v.) is available at two levels - post-Form V and, for those with specified Advanced level qualifications, post-Form Upper VI. The third APSC, Shue Yan College, has normally drawn its entrants from Chinese Middle VI leavers.

2.14 Age structure Paragraph 2.10 shows the normal age range at each stage of the school structure. However, the actual distribution of pupils by age does not conform to this pattern for a number of reasons: for example, it is still permissible for a child to enrol in a primary school up to 8 years and remain to complete his primary course until the age of 14. Such late enrolment was formerly common but is now rare; however, all primary pupils are permitted to repeat one year if necessary and as a result, a considerable number of children in the 12-14 age group are still in primary schools. This figure is declining and the 1980 Green Paper on Primary Education and Pre- primary Services contains proposals to regularise the age structure further. (The number of pupils over 11 years of age in primary schools represented 8.3% of total primary enrolment as at September 1980, compared with 9.4% in 1979, 10.8% in 1978 and 13.2% in 1977.) The overall position as at September 1980 was as shown below (figures for September 1979 in brackets):

Level	Normal age (Years)	Proportions (%) of enrolment			Total enrolment
		under-age	normal age	over-age	
P1	6	13.0 (13.2)	74.0 (72.5)	13.0 (14.3)	92,534 (90,558)
P2	7	13.9 (13.9)	66.5 (65.6)	19.6 (20.5)	90,842 (90,313)
P3	8	13.8 (13.2)	61.1 (59.8)	25.1 (27.0)	91,964 (89,330)
P4	9	13.2 (13.3)	56.6 (54.7)	30.2 (32.0)	90,327 (90,781)
P5	10	13.4 (12.4)	53.0 (51.0)	33.6 (36.6)	88,111 (90,020)
P6	11	13.0 (12.4)	51.2 (48.6)	35.8 (39.0)	86,482 (91,325)
FI	12	11.6 (9.4)	45.9 (44.0)	42.5 (46.6)	96,899 (102,033)
FII	13	10.2 (7.7)	43.8 (40.5)	46.0 (51.8)	94,669 (101,176)
FIII	14	7.8 (6.3)	39.7 (37.5)	52.5 (56.2)	95,218 (90,229)
FIV	15	6.6 (5.6)	35.8 (33.2)	57.6 (61.2)	79,007 (74,565)

FV	16	5.4 (4.9)	31.8 (31.2)	62.8 (63.9)	72,657 (67,544)
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2.15 Language in schools The two languages used in the mainstream of the school system are Chinese and English. Whereas the written form of Chinese is the standard traditional (unsimplified) script the dialect used by virtually all schools is Cantonese, the principal dialect of the people of Hong Kong and of the adjacent Guangdong Province. * In addition to being included as discrete subjects in the normal curriculum the two languages are also used as the media of instruction for other subjects. The teaching of Mandarin (or Putonghua) and its use as the medium of instruction are at present very restricted, but the Education Department is planning a pilot scheme to introduce Putonghua as a teaching subject in a limited number of schools. Virtually all kindergartens use Chinese as the language of instruction and, against the advice of the Education Department, largely in response to parental expectations, teach a rudimentary form of English. In the primary sector Chinese is used in all except about 50 (of a total of 882) operating schools, with English taught as a second language. (The relatively few primary schools using English as the language of instruction are mostly long-established schools of missionary origin which were developed together with English- medium secondary schools under the same or associated management.)

2.16 At secondary level the two categories of school, Anglo-Chinese and Chinese Middle, were originally clearly differentiated by language-medium as well as course-structure, Anglo-Chinese schools using English as the language of instruction and Chinese Middle schools using Chinese. However, this distinction has become eroded with the expansion of secondary education, and teachers in most Anglo-Chinese schools now find it necessary to use Chinese in varying degrees to supplement their teaching in the medium of English - particularly with less able pupils and with lower forms. There is an additional complication in that a few schools operate both Chinese Middle and Anglo-Chinese streams. The proportion of secondary pupils studying solely through the medium of Chinese has declined very considerably since 1945 and is now only approximately 13 per cent. For some years, too, all newly-established secondary schools have adopted English as their putative language of instruction, reflecting the marked preference of the majority of parents, despite the learning difficulties experienced by some pupils when faced with the abrupt change from vernacular primary education to English-medium secondary education. These difficulties are being exacerbated now that all children (instead of just the most able or affluent) are progressing to secondary education.

2.17 The present official policy for secondary education is that the medium of instruction should not be rigidly determined by category of school, and individual schools are accordingly free to use whichever medium of instruction they consider their pupils can cope with; moreover, they may use Chinese and English for different subjects and at different class levels if they think this approach is more suitable for their pupils and accords with parental wishes. To facilitate this, both the Hong Kong Certificate of Education and the Higher Level examinations are now bilingual. In theory, this would eventually render meaningless (in respect of language) the terms 'Anglo-Chinese' and 'Chinese Middle' since a continuous spectrum

* A note on the Chinese language is appended (Appendix R).

of schools between the two language extremes would develop. In practice, however, few Anglo-Chinese schools have introduced Chinese as the medium of instruction, even for individual subjects: this is mainly for organisational reasons (such as problems of staff continuity or the lack of good Chinese textbooks in some subjects) and because of strong traditional ties - in particular, the preparation of pupils by means of two-year sixth-form courses for English-medium tertiary education. The strongest factor militating against change, however, is undoubtedly the marked parental preference for English, reflecting the market value of English both for employment and for higher education. (This assumed market value may not of course be fully realised when the proportion of the population commanding some English is greatly increased.) In many of the longer established schools the standard of both English and Chinese is seen to be declining and in almost all secondary schools a melange of English and Chinese has developed within the language of instruction. It is against this background that the whole question of language in education is being reviewed by the government, as described in chapter 7.

2.18 Curriculum Apart from the English schools (q.v.) and the relatively small group of English-medium primary schools, which follow curricula influenced in varying degrees by British or American models, primary schools in Hong Kong are not differentiated by curriculum. Their treatment of the curriculum, however, varies considerably. Many still organise the subjects of the curriculum as independent courses of study, treated formally, but there is a growing awareness of the value of less formal 'child-centred' approaches which cut across the traditional subject boundaries, and a growing number of schools, with the active encouragement and assistance of the Education Department, are now adopting the 'learning by doing' approach. (This approach is described in the 1980 Green Paper, which proposes a policy of positive discrimination in favour of schools adopting it.)

2.19 At the secondary level (both junior and senior secondary) there are at present three types of school: grammar, technical and prevocational. The differences between public-sector grammar and technical schools were never very great and are becoming less marked at the junior secondary level since many grammar schools now include practical subjects in their curricula as far as space permits. (As explained later in chapter 8 it is hoped in this connection to launch a pilot project by which a fully-equipped Practical Education Centre would provide shared facilities for neighbourhood schools wishing to offer practical subjects but lacking the space or facilities to do so.) This is in keeping with the aim that all children should follow a broadly similar course of junior secondary education comprising, within flexible limits, a balanced blend of academic, practical and cultural subjects. For various reasons many schools are not yet able to achieve this balance. Technical schools are able to give additional stress to practical subjects within the standard course because special rooms and facilities for these subjects were provided when their premises were built. Similarly, prevocational schools are able to devote about 40 - 45 per cent of the curriculum to practical and technical education. Appendix Q shows the standard subjects of the school curriculum for each type and level, together with the appropriate time allocation recommended by the Department.

2.20 There is a small number of private schools in Hong Kong providing education for overseas children temporarily resident in Hong Kong or having close affiliations with particular national systems of education (e.g. Japanese, French, German, United States), or whose parents prefer such education for their children and are willing to pay the relatively high tuition fees charged if their children are accepted for admission. No further account is taken of these schools in this report.

2.21 Sixth-form education As is suggested in paragraph 2.17 above, one of the reasons for the apparent reluctance of the Anglo-Chinese secondary schools to move towards Chinese as the language of instruction is the fact that they prepare students for the Hong Kong Advanced Level examination (until recently under the control of an examinations board of the University of Hong Kong), the syllabuses of which are in English and are based on a two-year sixth-form course on conventional British lines. On the other hand, the Chinese Middle schools prepare students for the Hong Kong Higher Level examination (until recently under the control of the Matriculation Board of the Chinese University of Hong Kong), with syllabuses based on a one-year Middle 6 course. Both examinations were originally conceived as matriculation examinations for entry respectively to the University of Hong Kong (providing three-year initial degree courses in the majority of subjects) and the Chinese University (providing four-year initial degree courses) and in their present form they have a marked effect not only on sixth-form curriculum and structure but also appear to have some effect on the mainstream of education below this level.

2.22 Sixth-form education is complicated by the fact that a very high proportion of the Chinese University's student intake is now drawn from the Anglo-Chinese schools, so that students in these schools often prepare for both examinations (in addition, in some cases, to the General Certificate of Education examinations provided at ordinary and advanced levels for overseas students by the Associated Examining Board and the University of London). The situation has been criticised on the grounds that it causes confusion and creates unnecessary stress among students, and is one factor in inhibiting the growth and development of school curricula for senior forms. In 1978 the Board of Education appointed a committee to consider and recommend how the sixth-form curriculum should be broadened, having regard to the overall needs both of sixth-form leavers who enter higher education and those who do not. This report and the subsequent action based on its recommendations are considered in appendix C.

2.23 Mode of financing By mode of financing there are three main types of school : government, government-aided and private. Private schools are subdivided into private non-profit-making schools and private independent (formerly known as 'profit-making') schools. In government and government-aided schools, no tuition fees are charged at the primary and junior secondary levels (although in a few cases pupils still pay 'tong fai' - a facilities charge) and fees charged in senior secondary and sixth forms are nominal, with generous fee-remission schemes for the needy. Fees are, however, charged in the English schools (q.v.) operated by the English Schools Foundation - see also section 6 of appendix D. Private schools charge economic fees at all levels though, as explained below, fees relating to some places are subsidised by the government. In government schools some

income is derived from tuition fees in respect of senior secondary and sixth-form students but otherwise the government finances the full capital and recurrent expenditure of government schools, the staff of which are civil servants. Again apart from senior tuition fees, it also meets the full recurrent costs of the aided schools (which are, however, generally lower than those of the government schools because although the aided school teachers receive the same pay as their government school counterparts and have provident fund schemes to which the government contributes, they are not entitled to the full fringe benefits enjoyed by civil servants: this cost difference is very substantial). The government also normally meets only 80 per cent of the capital costs of the aided schools, the other 20 per cent being financed by the schools' sponsors (religious and other voluntary bodies), usually through donations they have received. In the case of estate schools, however, the government now meets all the capital costs except those relating to furniture and equipment.

2.24 Most private schools are run as profit-making institutions and the government does not meet any part of their capital or recurrent costs. Their tuition fees are, however, subject to the approval of the Director of Education : in this connection they have recently been permitted to set fees at 3 per cent above the agreed notional levels, provided that the additional income is used to supplement their teachers' salaries, a measure designed to promote reasonable standards in such schools. Because all the public-sector schools which are needed to meet the government's secondary expansion targets have not yet been built, the government "buys" places at some of the better-run private secondary schools (both non-profit-making and independent) - that is, the government pays to the schools concerned the tuition fees of those pupils who have been sent there because there are insufficient places in the government and government-aided sector to accommodate them: this arrangement was introduced to avoid delay in the implementation of the plan for nine years' free and compulsory education for the 6 - 14 age groups. The bought places in private independent schools will eventually be phased out as more public-sector places become available. Under the bought-places scheme limited recurrent aid is given to the non-profit-making schools concerned (in the form either of a per caput grant or, in respect of the residual Assisted Private Schools, teachers' allowances and classroom allowances - details are given in chapter 5).

2.25 The term "public-sector" places (when used in this report in reference to schools) means those provided in government and government-aided schools, together with the bought places in private schools. All other places are described as "private-sector" places. Fuller information on the financing of schools is given in chapter 5.

2.26 Distribution of enrolment by mode of financing The following table shows the distribution of school enrolment by mode of financing (as defined above) in day schools, excluding private commercial classes, as at September 1980, with corresponding figures for September 1979 in brackets.

(Percentage distribution)	Government	Aided	Private bought places	Private
Kindergarten	-	-	-	100.0 (100.0)
Primary	5.9 (5.5)	81.6 (81.5)	-	12.5 (13.0)
Junior Secondary	5.9 (6.0)	39.2 (38.5)	51.2 (46.4)	3.7 (9.1)
Senior Secondary	5.7 (5.0)	33.0 (32.0)	0.3 (0.3)	61.0 (62.7)
Form VI	8.5 (9.1)	45.3 (48.0)	-	46.2 (42.9)

It will be seen that the private sector is still heavily engaged in the provision of education outside the compulsory education range - notably in the kindergarten section, in which there is as yet no public-sector provision, and in senior secondary and sixth forms, where public-sector places are limited by policy (1978 White Paper on Senior Secondary and Tertiary Education). The government sector is the smallest overall (4.9%) and the aided sector the largest (51.2%) : this reflects the decision of the 1965 White Paper on Education Policy that expansion in the public sector should be through government-aided education. This policy will probably be modified slightly in future, however, because it is proposed to regionalise primary school admissions and government schools will therefore be provided in some parts of the territory to give parents a fair choice of schools. Most of the bought places in private independent schools will eventually be phased out as new schools are built : this will result in a further increase in the relative size of the aided sector.

2.27 English schools The English schools are those operated by the English Schools Foundation for English-speaking children, for whom no suitable alternative educational facilities are available in the public sector in Hong Kong (in most cases the children of expatriate parents employed in Hong Kong). Children whose knowledge of Chinese is limited but whose mother tongue is not English are not considered to be the primary responsibility of the Foundation. Both the structure and curricula of the English schools are based very closely on those of the state system in England and Wales and

virtually all of their pupils who proceed to tertiary education enter institutions outside Hong Kong. A fuller description of these schools and of recent policy changes affecting their administration and mode of financing is contained in the Report of the Committee to Review the Application of the Parity of Subsidy Principle to the English-speaking Schools (1980). The terms "English school " and "English-medium school" need to be differentiated : the latter refers to the Anglo-Chinese schools which, as explained, cater for Chinese children but use English as the principal medium of instruction.

2.28 Student guidance Relative priorities in the development of education have been such that formal schemes for student guidance in schools were only introduced in this decade - though the Education Department believes that the ordinary teacher in the classroom is able by the nature of his work and his close relationship with the pupils in his care to provide informal guidance on a wide range of matters. The value of this guidance and the need to maximise the opportunities for its development are stressed in teacher education.

2.29 The 1979 White Paper on Social Welfare formalised a scheme to provide school children with educational, vocational and personal guidance as part of an overall objective to reduce or prevent anti-social or delinquent behaviour. This scheme had already begun on a trial basis when the White Paper was published and is now being extended progressively to cover all primary school pupils. The organisational difficulties which arose at an early stage are gradually being overcome and the potential benefits of the scheme are now better understood. Guidance services are provided in primary schools by Student Guidance Officers (SGOs) - former non-graduate teachers who are given in-service training in the rudiments of social work. The particular value of this system lies in the SGOs' long-standing experience of children's problems, which enables them to handle most cases successfully, in consultation where necessary with teachers and parents. A referral system enables the SGOs to refer difficult or complex cases to professional social workers of the Social Welfare Department (or of recognised voluntary agencies) or, in cases of behavioural and learning problems, to the educational psychology and educational counselling units of the Education Department's Special Education Section. In secondary schools counselling services are being made available by professional social workers, at present on the basis of one social worker to approximately 4,000 pupils or 4 schools. These arrangements are designed to help pupils whose academic, social and emotional development is in jeopardy for whatever reasons, to assist children to make the maximum use of their educational opportunity, to develop their potential to the full and to prepare them for responsible adult living. In this connection it should be particularly noted that there is at present an acute shortage of social workers available for this work.

2.30 All secondary schools are encouraged to provide careers guidance for their pupils by nominating a member of staff as careers master (or mistress) and ensuring that he has sufficient time and resources at his disposal to carry out his tasks effectively. The Association of Careers Masters and Mistresses exists to give cohesion to this arrangement and a Careers Officer is employed by the Education Department to co-ordinate and generally promote careers education, as well as serving as secretary to the Association. In addition, the Youth Employment Advisory Service of the Labour Department provides careers

information for students and young people by means of talks, seminars, pamphlets and a monthly newsletter; it also operates two careers information centres. The Labour Department holds a major careers exhibition each year, together with several mobile mini-exhibitions. The Education Department recognises that careers guidance will become increasingly important as secondary education expands and children with widely varying abilities and aptitudes are brought face to face with the whole spectrum of employment and further education. The resources available at present within the Education Department for careers guidance are far from adequate for this task and the Department intends to accord a higher priority to the development of the service over the next few years.

2.31 The Overseas Students and Scholarships Section of the Education Department helps students who wish to study overseas by providing information and advice on educational establishments in Britain and other English-speaking countries. A number of very reputable non-government organisations also provide similar advisory services. Misleading advertisements occasionally appear in the local press for profit-making educational institutions overseas and these are a source of trouble from time to time.

2.32 Special education The development of special education is part of a comprehensive government rehabilitation programme the policy objective of which is "to provide such comprehensive rehabilitation services as are necessary to enable disabled persons to develop their physical, mental and social capabilities to the fullest extent to which their disabilities permit" (1977 White Paper: Integrating the Disabled into the Community). Preventive measures in the form of screening, assessment and remedial services have been adopted by the Education Department's Special Education Section to identify disabilities in school-age children and to take remedial action as soon as possible. Special schools are provided in the government-aided sector for the blind, the deaf, the maladjusted and socially deprived, the physically disabled and the mentally handicapped. Special classes and resource classes are provided in many public-sector schools and a number of less-severely physically disabled children have been integrated into ordinary classes.

2.33 A notable recent development has been the implementation of the White Paper policy to provide education for all mentally-handicapped children, irrespective of the degree of their handicap, and a number of centres for the mentally handicapped which were previously subvented by the Social Welfare Department have accordingly been transferred to the Education Department. There are now about 26,000 special education places, as the result of very rapid recent expansion. It seems unlikely, however, that the White Paper target of 50,800 places by 1985-86 will be achieved on time because many schools have reached saturation point in their provision of special places and most existing sponsors are stretched to their limits. Suitable additional sponsors are extremely difficult to find and there is a serious shortage of teachers who are both able and willing to undertake this type of work, especially with mentally handicapped children. A review of prevalence rates is now being undertaken and this may well result in a revision of special education targets. Appendix P gives details of special education provision by category.

2.34 Selection and allocation Most children progressing through the education system face selection and allocation procedures (varying widely in kind, purpose and quality) at all the major stages of the system - viz:

- (a) at age 3 or 4 years : selection by interview and formal or informal tests for entry to kindergarten;
- (b) prior to age 6 years : selection by interview and formal or informal tests for entry to primary school;
- (c) at ages 11 - 12 years : allocation to public-sector junior secondary education by means of the Secondary School Places Allocation Scheme;
- (d) prior to 15 (with effect from 1981) : selection for public-sector senior secondary education by means of the Junior Secondary Education Assessment;
- (e) at age 17 : selection for sixth-form education by means of the Hong Kong Certificate of Education;
- (f) at age 18 : selection for entry to the Chinese University of Hong Kong by means of the Hong Kong Higher Level examination;
- (g) at age 19 : selection for entry to the University of Hong Kong by means of the Hong Kong Advanced Level examination.

As noted in paragraph 2.14 above, the actual age structure varies widely from the norm. The admission tests characteristic of stages (a) and (b) have developed within individual schools and are without official sanction, being considered by the Education Department to be unnecessary and harmful in their effects : the 1980 Green Paper proposes centrally-controlled method of allocating children to primary schools and this, if implemented, should also relieve the pressure on kindergarten entry. Stages (c) and (d) are under the administrative control of the Education Department. Stages (e) - (g) are carried out by the individual institutions concerned on the basis of examinations now under the control of one central authority, the Hong Kong Examinations Authority. The four final stages, (d) - (g), serve several different purposes, as do comparable procedures in education systems elsewhere, being used both as terminal assessments for those who leave the system at these points and as entry qualifications for a wide range of employment or further education courses in various institutions. In addition, the vast majority of schools hold full-scale examinations at least twice a year and formal or informal tests at regular intervals (in some cases monthly or even weekly). A detailed account of selection and allocation procedures and the problems arising therefrom is contained in appendix C.

2.35 General and technical education It has only been in the last decade or so that the general public has begun to understand the purposes of technical education in schools and consequently there has been a marked reluctance to accept it as a viable and equal alternative to the 'academic' education on which the public places such value. This has led to a certain tension in the development of senior secondary education in that the existing policy (1978 White Paper) to limit the number of full-time public-sector school places for the 15-year-old population is regarded by some as unacceptable. However, an increase in the number of places could undermine the development of the technical institutes, which under the same policy provide both full-time and part-time places for Form III leavers related to economic demand and the needs of industry. This situation reflects the statement in the White Paper that "the number of subsidised senior secondary places available in 1981 may be sufficient to meet the full demand from students for whom a senior secondary course is suitable and who wish to remain in full-time school education, rather than to pursue other alternatives". The difficulty lies in convincing parents that not all children are suitable for senior secondary education, and it remains to be seen whether full demand will in fact be met by the public sector or whether private schools will continue to flourish at this level. (In September 1980 private schools provided 61 per cent of all Form IV places and 67 per cent of all Form V places.)

2.36 It is true that there has been a marked recent increase in demand for prevocational school places, representing perhaps a growing awareness of the intrinsic value of this type of education, the attraction of new, well-equipped school buildings in this sector and the enhanced chances of employment for prevocational school leavers. The inclusion of practical and technical subjects in the curriculum of all types of school is also helping to create a general appreciation of the importance of these forms of education in the development of the child. Nevertheless, the development of technical education in Hong Kong is still too closely associated in the public mind with the extent to which general education is provided, and is regarded by many as a mere consolation prize - except perhaps when it can be seen to offer pupils as good a chance as any other type of education of progressing to senior secondary and sixth-form education (as it does, for example, in the Secondary School Places Allocation Scheme, where each of the school nets includes prevocational and secondary technical schools). For this reason it seems unlikely that a completely objective view of technical education in its various forms will emerge until it is seen to co-exist in its own right (and, for those who opt for it, to be on a completely equal footing) with general education.

B. TEACHERS

2.37 Analysis of teaching force In March 1980 the total number of teachers in the kindergarten, primary, secondary and post-secondary sectors (including teacher-training but excluding the universities and Polytechnic) was 39,507. Appendix G consists of tables which show the distribution of the teaching force by sex, type of school, qualification and training. Reference to the tables shows :

- (a) that 65 per cent of the total teaching force are females, almost exclusively so in the kindergarten sector (97.4 per cent) and predominantly so in the primary sector (71.6 per cent); and that male teachers

are slightly in the majority (51.5 per cent) in the secondary sector and predominant in the post-secondary sector overall (76.8 per cent);

- (b) that 60.8 per cent of the total teaching force are employed in government and aided schools (53.6 per cent in grant and subsidised schools; 7.2 per cent in government schools), the remaining 39.2 per cent being in private schools;
- (c) that only 26.5 per cent of the total teaching force are university graduates (or have qualifications accepted as equivalent to university degrees for employment purposes); and that the primary sector is staffed almost exclusively by non-graduate teachers (93.9 per cent); the secondary sector having a small majority of university graduates (55.7 per cent);
- (d) that 62.1 per cent of the total teaching force have undergone a formal course of teacher training; that the majority of graduate teachers are untrained (60.5 per cent); that the majority of non-graduate teachers are trained (70.2 per cent); that 93.4 per cent of the teachers in government schools (graduates and non-graduates) are trained; and that 77.3 per cent of the teachers in private schools (graduates and non-graduates) are untrained.

2.38 Registration of teachers Section 42 of the Education Ordinance states that no person shall teach in a school unless he is a registered teacher or a permitted teacher, and that "no permitted teacher shall teach in a school otherwise than in accordance with the conditions or limitations specified in the permit to teach issued in respect of such teachers."

2.39 A person wishing to become a registered teacher applies to the Director of Education on the prescribed form. The qualifications prescribed for registration as a teacher are set out in Part 1 of the Second Schedule of the Education Regulations : these qualifications are of three main types - university degrees as specified (normally followed by three years' teaching experience), or teaching qualifications as specified (in the main awarded to non-graduates after successful completion of a recognised course of teacher-training), or Hong Kong Certificate of Education (or equivalent) results as specified, followed by ten years' approved teaching experience (i.e. as a permitted teacher). If the application is approved, a Certificate of Registration as a Teacher is issued to the applicant. A person so registered is free to apply for teaching posts in any school registered under the Ordinance and can move from one registered school to another without further application having to be made.

2.40 Because for many years there have been insufficient registered teachers to staff the schools registered under the Ordinance, "permitted teachers" may be employed - but the Ordinance requires that an

application to employ a person as a permitted teacher may only be made if the applicant (normally, the school supervisor) is of the opinion that no suitable registered teacher is available for employment as a teacher in the school : the supervisor is accordingly required to affirm that this is so when making application. This requirement is open to abuse, as is discussed in chapter 6. The prescribed qualifications for the issuance of a permit to teach are set out in Parts II and III of the Second Schedule : these are based on Hong Kong Certificate of Education qualifications (or the equivalent), the minimum acceptable qualifications being Grade E in five subjects, including English language or Chinese language : a knowledge of English of a standard equivalent to Grade E in HKCE English language is also required for a permit to teach English. If the application is approved, the supervisor is issued with a Permit to Teach and a copy of the permit is given to the teacher. The permit specifies the school in which the permitted teacher may be employed, and additionally the Director of Education may impose any other condition in respect of the employment of the teacher as he thinks fit - for example, he may limit the subjects and level permitted to be taught. Further, if a permitted teacher seeks employment in a school other than that named in the Permit to Teach, then application for a fresh permit must be made.

2.41 The Director is empowered by the Ordinance under specified conditions to refuse to register a teacher or to issue a permit to teach : in such a case the applicant may appeal against the Director's decision to the Appeals Board, established by section 59 of the Ordinance; there must be at least three registered teachers on this Board.

2.42 The requirement for every person who wishes to teach in schools registered under the Ordinance to be either a registered or a permitted teacher is thus one imposed by law; it will be seen from the prescribed qualifications that neither a registered teacher nor a permitted teacher is required to possess a teacher-training qualification before he can teach. The requirement only ensures that he has certain minimum academic qualifications.

2.43 Teachers in government and government-aided schools As explained elsewhere in this report, government schools are exempt from the Ordinance and government teachers are employed according to conditions of service and details of post prescribed by the Secretary for the Civil Service. These vary according to the grade of the teacher concerned : in general, however, the minimum qualification required for employment as a non-graduate teacher is a teacher's certificate from a college of education, and that for employment as a graduate is a degree from a Hong Kong or British university (or the equivalent) : graduates are eligible for promotion beyond the initial grade only if they possess a Diploma in Education or the equivalent. Thus, although government teachers are not required to apply for registered teacher status, their qualifications would make them eligible for registration if they were employed in the non-government sector. In the aided sector, teachers are employed according to salaries and conditions of service set out in the various Codes of Aid, which prescribe "the rules and conditions with which the Government of Hong Kong promotes education by means of grants to such schools as may be approved for this purpose by the Director of Education." In general, the qualifications of teachers in aided school are in line with those of their government-school counterparts. The

employment "net" from which aided schools may recruit teachers is, however, somewhat wider than that for government schools : they may employ, for example, teachers with certain specified "non-standard" qualifications such as a Diploma issued by an approved post-secondary college (q.v.). (A distinction needs to be drawn here between the legally- prescribed qualifications for registered or permitted teacher status and the qualifications prescribed for employment in different categories of public-sector schools. Thus, some registered teachers are not employed in government schools under current policy : this includes non-graduates without teacher-training qualifications and Qualified Teachers, who by definition are former permitted teachers who have acquired this status by successfully completing an In-Service Course of Training (ICTT) in a government college of education.)

2.44 Teacher-training Teacher training courses are provided at the graduate level by the two universities. Non-graduate teachers are trained in three colleges of education (Northcote, Grantham and Sir Robert Black) and the Hong Kong Technical Teachers' College (TTC), under the administration of the Education Department. In-service courses are provided by the universities and the Education Department (through the colleges and TTC, the Advisory Inspectorate and the Adult Education Section). Teacher education is discussed in more detail in chapter 6.

2.45 Untrained teachers Because the Second Schedule of the Education Ordinance lists, as one of the qualifications for a registered teacher, an approved degree of either local university and three years' approved teaching experience, graduates entering teaching with no more than this qualification are registered as permitted teachers until such time as their teaching experience qualifies them for registered teacher status. Apart from this group, the bulk of permitted teachers are non-graduates with minimal academic qualifications and no teaching qualification, concentrated in the private sector: hence the high proportions of untrained non-graduates in private primary school (78.8 per cent) and private independent secondary schools (82.7 per cent). (It may be assumed that virtually all of these non-graduates are permitted teachers or are in the process of applying for permits, though possibly a small number of them will be teaching illegally.) The small number of untrained non-graduates in the government and aided primary and secondary schools (341 teachers in March 1980, or 1.9 per cent of the non-graduate teaching force in this sector) consists in the main of experienced teachers of subjects in which teacher-training courses were not available when they qualified (e.g. typewriting) or of subjects in which trained teachers are relatively difficult to obtain (e.g. religious knowledge). The proportion of untrained non-graduates in private non-profit-making secondary schools (30.9 per cent) is not small (but is far less than that in private independent secondary schools). Arrangements have been made for these teachers to undergo in-service training in the colleges of education and the schools concerned are not allowed to recruit any more unqualified teachers.

2.46 A distinction needs to be drawn here between "qualified" and "trained" teachers. Qualifications are as set out in the First and Second Schedules and may or may not include formal training - hence a qualified teacher may be untrained, as many indeed are. Generally, university graduates become qualified for registration by virtue of their degree, whereas non-graduates become qualified for registration by

virtue of having completed a teacher-training course, their academic qualifications alone being in most cases insufficient for registration as registered teachers - hence virtually all untrained non-graduate teachers are permitted teachers, whereas only some untrained graduate teachers - i.e. those with degrees which the Director considers not to be equivalent to the qualifications required for a registered teacher - are permitted teachers. (This distinction disregards those graduates who as already explained serve as permitted teachers for a qualifying period.)

2.47 The high proportion of untrained teachers (37.9 per cent of the total teaching force) is not as alarming as it looks or as critics of the system would have it to be, since this includes untrained graduate teachers who by virtue of their academic qualifications at least have a sound educational basis for teaching. As table (e) of appendix G shows, the position is that 60.5 per cent of all graduate teachers and 29.8 per cent of all non-graduate teachers are untrained, and these figures can be further refined to show that if kindergartens (which are wholly private) and the post-secondary sector (where specialised skills or technical qualifications are often more important than teaching qualifications) are excluded from the calculations, the bulk of the teaching force - i.e. the proportion within the primary and secondary sectors combined - is trained, though the proportion of trained graduates is still only 39.2 per cent : viz -

	University Graduates	Non- graduates	Total
Trained	3765 (39.2)	19516 (82.6)	23281 (70.1)
Untrained	5831 (60.8)	4108 (17.4)	9939 (29.9)
Total	9596	23624	33220

and if only public-sector primary and secondary schools are considered, the position is considerably better: viz -

	University Graduates	Non- graduates	Total
Trained	2871 (52.8)	17758 (98.1)	20629 (87.6)
Untrained	2566 (47.2)	341 (1.9)	2907 (12.4)
Total	5437	18099	23536

2.48 Graduate teachers in primary schools The proportion of teachers in the primary sector holding university degrees is very low (6.1 per cent in March 1980). This situation reflects the dichotomy between the training and conditions of service of graduate and non-graduate teachers which is discussed in chapter 6. Of the few graduates in the primary sector many hold non-standard degrees which are seen by some school authorities as preferable to non-graduate qualifications, notwithstanding their unacceptability for graduate posts in the public secondary sector. Some hold Chinese University of Hong Kong degrees, having qualified at a time when the Chinese University had not been long established and secondary school authorities were uncertain of its standards. Some graduates prefer work at the primary level in spite of the restricted career opportunities available. Some graduates in the secondary sector, mostly from among those with non-standard degrees, are in fact employed in non-graduate posts.

2.49 Teacher wastage The turnover rate in the teaching profession at the primary and secondary levels is shown in the table below. The rate is quite low for public-sector teachers but is very much higher for those in the private sector. This could possibly be ascribed to the lower salaries paid by private schools and the fact that most of the public-sector teachers are qualified. While little can be done in the short term to improve the qualifications of teachers recruited by the private schools, the Department had taken steps to improve their salaries. As previously mentioned, private schools were allowed in 1980 to increase their fees by up to 3 per cent (over and above their normal annual increase) solely for the purpose of increasing their teachers' salaries.

Teacher Wastage Rate by Type of School
1978-79

	Primary	Secondary
<u>Public sector</u>		
Government	6.8	3.0
Aided	3.6	7.0
Private non-profit-making	-	8.6
<u>Private sector</u>		
Private independent	26.1	29.1

2.50 Salaries Salaries of teachers in government and government-aided schools are prescribed by the government. Private schools in which the government has bought places receive some assistance towards the salaries of staff teaching pupils occupying such places but otherwise determine salary levels individually. Fully private schools are required to give preference to registered teachers but salary levels and conditions of service are almost entirely their responsibility.

2.51 Consultation and communication There are various teachers' associations in Hong Kong (some registered as trades unions, others as societies), membership of which is voluntary. Trade unionism is not strong by western standards but it is relatively strong in the teaching profession, where an articulate and committed leadership is more readily found. There are two major unions - the Professional Teachers' Union (PTU) and the Hong Kong Teachers' Association (HKTA), as well as a number of groups whose membership is confined to the Education Department. Of the latter, one of the most important (and the largest) is the Government School Non-graduate Teachers Union (GSNGTU). Elected representatives of the Education Department unions form the staff side of the Education Department Consultative Council (EDCC). The scope of the EDCC comprises all matters which affect the conditions of service of the Departmental staff covered by the Council, its functions including such matters as consideration of the best means for utilising the ideas and experience of staff, and securing for staff a greater share in and responsibility for determining and observing the conditions under which duties are carried out, the encouragement of the further education of staff and their training in higher administration and organisation.

2.52 In order to strengthen the existing means of communication with aided schools (e.g. regionalised administration within the Schools Division and the establishment of district education councils) the Education Department introduced new procedures in 1979 aimed at achieving improved communication between the Department and teaching staffs of aided schools and between school management committees and their teaching staffs. The main features of these new consultative arrangements are the introduction of seminars on management and curriculum (providing an additional channel of communication between the Department and principals of aided schools and greater opportunity to discuss professional matters related to school administration and curriculum), small-group discussions between the Department and aided school teachers (through teacher-representatives), and closer and more regular contact by area officers of the Department with the aided schools under their administration. At the same time provision was made for more formal, regular and uniform arrangements for consultation between school management committees and their teaching staffs than those generally pertaining - by the participation of teacher-representatives in management committee meetings, or by the establishment of individual staff-management consultative committees, or by any alternative arrangement submitted to and approved by the Director of Education. By means of these arrangements matters relating to general communication between various groups and individuals (for example, between teachers in the same school, between teachers and parents, and between different schools), to terms and conditions of service, and to professional development (curriculum, subject organisation, student guidance, etc.) can be discussed openly and frankly, to the benefit of all concerned. A very important role in educational development is played by the various schools councils, associations and advisory

bodies : these are consulted as appropriate on major issues affecting them, and their views are sought on policy matters of general concern, as will be apparent in later chapters of this report. Other chapters also deal with the part played by school teachers in general educational development and such areas as examinations, curriculum development and the educational television service.

2.53 Teachers in approved post-secondary colleges The position in the approved post-secondary colleges registered under the Post Secondary Colleges Ordinance (see paragraph 2.68 below) is a relatively simple one. For the purposes of the Ordinance the Director of Education is required to keep a register of college teachers; and Regulation 2 states that the minimum qualification of such teachers shall be a university degree. Application for any person to be entered on the register of teachers "shall be made to the Director by the President subject to the approval of the College Council on the prescribed form." The Director is empowered under section 12 of the Ordinance to exempt any College, officer, teacher or student thereof from any of the provisions of any of the Post Secondary College Regulations : hence, he may accept for registration a non-graduate teacher if the circumstances appear to him to justify this (for example, a college may wish to employ in its music department a musician of proven practical talent but without a degree). A point of interest is that while the Education Ordinance specifies an approved degree of the University of Hong Kong or the Chinese University of Hong Kong (or a qualification which in the opinion of the Director is equivalent) among the qualifications for a registered teacher, the Post Secondary Colleges Ordinance recognises any university degree as an acceptable minimum qualification. In practice, however, the majority of post-secondary college teachers are well qualified, many holding recognised master's degrees or doctorates. No further account is taken of post-secondary college teachers in this chapter.

C. POST-SCHOOL EDUCATION

2.54 Vocational education Notwithstanding the bias towards technical and practical education in secondary technical and prevocational schools, no schools within the system are intended to prepare pupils for a particular vocation. Vocational education is provided outside the schools, at various levels and in various institutions - principally :

- (a) in practical training centres and vocational training centres;
- (b) in colleges of education (including the Hong Kong Technical Teachers' College) and schools of nursing;
- (c) in post-secondary colleges (q.v.);
- (d) in the five technical institutes (q.v.) at craft level (for Form III leavers) and lower technician level (for Form V leavers);
- (e) at the Hong Kong Polytechnic (q.v.) at lower technician level (for Form V leavers), higher technician level (for Forms V and VI leavers) and "associateship" or technologist level (for higher technicians); and
- (f) at the two universities (q.v.) at degree or technologist level (for Form VI leavers) or at postgraduate level.

It is intended that about 5,000 of the Polytechnic's lower technician course places (somewhat less than half of present provision at this

level) should be transferred to the technical institutes over a four-year period, thus enabling the Polytechnic to concentrate on higher level work and to introduce a limited degree programme.

2.55 Craft and technician level courses are closely related to apprenticeship schemes. The Apprenticeship Ordinance lays down clear provision which all apprentices in designated trades and their employers must abide by. In Hong Kong a clear distinction has developed between "technical education" and "training". The former is seen as the acquisition of knowledge and understanding of the theory and principles relevant to a particular vocation, and such practical elements as are included in technical education are only intended to illustrate how the theory works. Training, on the other hand, is seen as the acquisition and practice of skills, and theoretical instruction in training is confined to the minimum necessary for the learner to attain the level of proficiency required for his vocation. This distinction is the basis for the principle followed so far in Hong Kong under which the government is responsible for providing "technical education" through the technical institutes, the Polytechnic and the universities; and industry itself is responsible for providing "training" either at the place of work or, where in-plant facilities are inadequate, in special training centres to be established by industry with funds collected through industry levies.

2.56 Thus, craft and technician level courses in educational institutions in Hong Kong are organised mainly on a part-time day-release or block-release basis to fit in with apprenticeship schemes and to facilitate the interplay between education and training. It will be seen from the chart at appendix E that a Form III leaver, even on completing a one-year full-time craft course in a technical institute, is not regarded as a qualified craftsman until he has completed his apprenticeship and further part-time studies in the technical institute. He is, however, exempted from the first year of apprenticeship (an exemption which is also granted to Form III leavers from prevocational schools because of the stronger technical bias of the prevocational school curriculum). The Apprenticeship Ordinance has undoubtedly brought about significant improvements in the training of technical manpower. Since its enactment in 1976, 37 trades have been specified as "designate trades" (i.e. trades for which apprenticeships are mandatory) under the Ordinance and some 15,000 apprenticeship contracts have accordingly been registered.

2.57 The wider issue of industrial training and related technical education is being influenced by the recommendations of the Advisory Committee on Diversification (ACD), which was appointed by the Governor to advise how the process of diversification of the economy, with particular reference to the manufacturing sector, could be facilitated. On the difficult question of financing additional training schemes the Hong Kong Training Council (HKTC) (which advises on the measures necessary to ensure a comprehensive system of manpower training geared to meet the developing needs of Hong Kong's economy) advocated a general levy on exports or on imports and exports. The ACD on the other hand recommended in its report that this should be a charge on general revenue. It has now been agreed by the Governor in Council that the government should accept this commitment as a charge on general revenue, with certain provisos (the most important being that

the government subvention should be in the form of a block grant to the HKTC or to a new Training Authority, which would assume a role similar to that of the University and Polytechnic Grants Committee (q.v.), so as to achieve maximum flexibility - furthermore, commitments would be accepted by the government to permit forward planning). Legislation to achieve this is to be introduced during 1980-81.

2.58 Technical institutes There are now five technical institutes in operation and a sixth is scheduled for completion in 1984-85. All are under the administrative control of the Education Department. Courses are provided on a full-time, block-release, part-time day-release and evening basis. Each institute has five teaching departments. Subjects such as electrical engineering, in which there is a heavy demand for skilled manpower, are offered in most of the institutes, whereas more specialised subjects such as painting, marine fabrication and industrial technology are available in only one institute. The table below lists all departments in the five institutes and indicates the proportion of students studying in each discipline in terms of full-time equivalent enrolment in all courses :

<u>Department</u>	<u>% Distribution of Enrolment</u>
Clothing	3
Commercial studies	17
Construction	12
Design	2
Electrical engineering	17
Hotel and catering	2
Industrial technology	3
Mechanical engineering	26
Marine and fabrication	4
Printing	3
Textile	5
General studies	6

2.59 Each institute can accommodate about 1,500 full-time students or the equivalent in full-time and part-time day courses. External centres are used to provide the necessary additional accommodation for evening classes. The student enrolment in the all institutes has increased rapidly over the past decade, as the following figures show:

	<u>1972/73</u>	<u>1980/81</u>
Full-time	822	2,910
Part-time day-release	1,109	8,880
Evening	9,487	14,180
Total	<u>11,418</u>	<u>25,970</u>
(full-time equivalent)	(2,773)	(8,233)

2.60 The institutes operate at two distinct levels, namely craft (post-Form III) and technician (post-Form V), the present student enrolment at the two levels being as follows (percentage in brackets) :

	<u>Full-time</u>	<u>PTDR</u>	<u>Evening</u>
Craft	1,060 (36.4%)	7,020 (79.0%)	7,690 (54.2%)
Technician	<u>1,850</u> (63.6%)	<u>1,860</u> (21.0%)	<u>6,490</u> (45.8%)
Total	2,910 (100.0%)	8,880 (100.0%)	14,180 (100.0%)

The applicant-to-place ratios for full-time technician courses in 1980/81 was 10:1 and for craft courses 5 : 1. The overall ratio for evening courses was 4 : 1. The ratios for technician courses have remained very high over the past few years despite a very substantial increase in the number of places being offered at the Polytechnic and the technical institutes. As far as possible places are found for all qualified PTDR applicants, if necessary by cancelling full-time courses. The original target for the five technical institutes was for a total of slightly more than 40,000 places. This has now been revised to 43,000 places by 1983/84 (in addition to the places which will eventually be available in the sixth institute).

2.61 A credit-unit system has now been adopted for technician study programmes, mainly to provide greater flexibility. Programmes in the main disciplines have already been validated by the Technician Education Council (TEC) in Britain, while validation for others is being sought; the validated programmes carry accreditation and recognition from a large number of institutions and professional societies, both locally and overseas.

2.62 Hong Kong Polytechnic The Hong Kong Polytechnic was formally established in 1972; it developed from the former Hong Kong Technical College, which was under the control of the Education Department. The bulk of the Polytechnic's finances come from the UPGC (q.v.). There are 17 teaching departments grouped under three divisions (Applied Science; Commerce and Design; Engineering) and two institutes (the Institute of Medical and Health Care, and the Institute of Textiles and Clothing). A centre of Environmental Studies began operating in January 1980. At present the Polytechnic offers full-time, sandwich, part-time day-release and part-time evening programmes of one to four years' duration, leading to the awards of associateship, advanced higher diploma, higher diploma, diploma, higher certificate, certificate and other qualifications. These cover a wide range of both technical and

commercial subjects. Mixed-mode study programmes and short courses preparing students for professional examinations are also organised. Close liaison with the community is maintained through various channels. Polytechnic staff members assist and advise the HKEA and the HKTC. Advisory Committees have been set up for every department, centre and institute, and prominent people from commerce and industry, the civil service and the universities, with wide knowledge and experience in their fields, are appointed as members. Liaison and joint consultative committees have been formed with the Education Department, aimed at achieving co-ordination between developments at the Polytechnic and the technical institutes. Apart from being members of the Polytechnic advisory committees, professors and senior academic staff of the two universities serve as external examiners for the Polytechnic in the same way that Polytechnic staff members serve on the examination subject committees of the two universities. The 1978 White Paper target of 12,000 full-time equivalent places at the Polytechnic by 1983-84 should be achieved without difficulty : within this total the Polytechnic intends to start offering some courses at degree level and to increase the number of students on higher level work.

2.63 The Polytechnic (like the two universities) has achieved substantial growth over the past decade, as the following figures show :

	<u>1972-73</u>	<u>1979-80</u>
Full-time	1,583	6,682
Part-time day-release	1,025	3,272
Part-time evening	1,968	14,953
Total	<u>4,576</u>	<u>24,907</u>
(full-time equivalent)	(2,253)	(10,265)

Basic student figures for 1979-80' by level and mode of attendance are as follows (percentage in brackets):

(a) Full-time equivalent by qualification

		%
Associateship	268	(2.5)
Endorsement to HC/HD	227	(2.1)
Higher Diploma	4,380	(40.7)
Diploma	2,253	(21.0)
Higher Certificate	966	(9.0)
Certificate	1,757	(16.3)
Certificate of Proficiency	111	(1.0)
Other	<u>788</u>	<u>(7.3)</u>
Total	10,750	(100.0)

(b) Student numbers by mode of attendance

Full-time	6,080	(22.3)
Part-time evening	14,912	(54.7)
Part-time day-release	3,201	(11.7)
Sandwich	581	(2.1)
Short full-time	2,216	(8.1)
Mixed Mode	<u>284</u>	<u>(1.0)</u>
Total	27,274	(100.0)

The distribution of full-time equivalent student numbers by divisions and institutes for the same period is as follows:

		%
Engineering	3,891	(37.0)
Applied Science	1,721	(16.8)
Commerce and Design	3,361	(32.7)
Textile and Clothing	802	(7.8)
Medical and Health Care	<u>490</u>	<u>(4.8)</u>
Total	10,265	(100.0)

(excluding short courses)

At the beginning of the 1980-81 academic year there were approximately 7,200 full-time students (including sandwich programme), 3,400 part-time day-release, 14,500 part-time evening and 200 mixed-mode students.

2.64 The University of Hong Kong The University of Hong Kong was established in 1911 with a land grant from the government and endowments that have since been increased. Substantial government grants are also made towards the university's annual recurrent and non-recurrent expenditure. The university offers three-year degree courses (courses in architecture and medicine are longer) in the medium of English. Of the 4655 undergraduates registered at the beginning of the 1980-81 academic year, approximately 24 per cent were in arts, 14 per cent in science, 18 per cent in medicine (including dentistry), 17 per cent in engineering, 18 per cent in social sciences, 5 per cent in architecture and 4 per cent in law. There is a very strong research programme, as well as the usual range of postgraduate courses and various certificate and diploma courses. A Bachelor of Dental Surgery course began in 1980. The Department of Extra-Mural Studies provides 671 courses in a wide variety of vocational and professional fields for more than 20,000 adult students.

2.65 The University of Hong Kong has achieved substantial growth in student numbers over the past decade: 3,012 places (1970-71) rising to 5,029 (1979-80), excluding extra-mural students. The current annual growth rate, based on 1978 White Paper policy but recently revised, is 4 per cent. At this rate student numbers would be about 6,130 in 1983-84 and 6,895 in 1986-87 : however, further consideration is being given to the growth rate as part of the current review of post-secondary and technical education.

2.66 The Chinese University of Hong Kong The Chinese University of Hong Kong was inaugurated in 1963 as a federal university in which the principal language of instruction is Chinese. It is a self-governing corporation which draws its income mainly from government grants. The university comprises three constituent colleges - Chung Chi, New Asia and United. The campus covers more than 110 hectares of land near Sha Tin in the New Territories. The university's four faculties offer a wide range of four-year courses leading to Bachelor degrees. Of the 4,444 undergraduates enrolled in 1980-81, approximately 24 per cent were in arts, 20 per cent in business administration, 28 per cent in science, and 28 per cent in social science. Of the approximately 5,000 students fulfilling the undergraduate entry requirements in 1980-81, 1,185 (23.7 per cent) were admitted. The graduate school offers instruction ranging from one to three years through 20 divisions. The Chinese University also has a strong research programme. Its Department of Extramural Studies offers more than 1,000 courses in many subjects, most of them conducted in Cantonese or Mandarin : the department also provides courses by newspaper with the help of six leading Chinese and English newspapers. A Faculty of Medicine is to be opened in 1981.

2.67 Student places at the Chinese University grew from 2,437 in 1970-71 to 5,083 in 1979-80. Further expansion at 4 per cent per annum would result in about 5,490 places in 1983-84 and 6,175 places in 1986-87.

2.68 Post-secondary colleges A number of institutions in Hong Kong provide (or claim to provide) courses of a post-secondary standard and character. Some have been exempted from the Education Ordinance on the grounds that they provide education consisting only of a series of lectures or a course of instruction in a particular subject or topic; however, there are some private schools registered under the Education Ordinance which offer post-secondary courses of general education, though their numbers have declined in recent years. These courses are variable in quality and student attendance tends to be erratic. The post-secondary qualifications awarded by such schools have very limited currency both locally and overseas.

2.69 Some organisations operating at this level are, however, highly reputable. A recent initiative, for example, is the Hang Seng School of Commerce, a non-profit-making institution registered under the Education Ordinance and offering basic full-time training at post-Form V level in commercial and financial fields to students who are unable to further their studies in the universities or Polytechnic.

2.70 Three colleges are registered as approved post secondary colleges under the Post Secondary Colleges Ordinance - the Hong Kong Baptist College, Hong Kong Shue Yan College and Lingnan College. The 1978 White Paper announced that the government intended to regularise the role of these colleges (which the Ordinance envisaged as private institutions offering four-year courses for Form V leavers) by making financial assistance available to them on condition they re-structure their courses to provide two-year courses at the sixth-form level and further two-year courses leading to professional or other vocational qualifications at the post-Form VI level. In addition the colleges would be permitted to operate one-year courses on an unassisted basis for those students completing the two-year post-Form VI course who had demonstrated the ability to proceed to a higher award. Under this policy qualifications awarded at the end of the post-Form VI courses would be aligned with those awarded by the Polytechnic to comparable students and the government would recognise students completing the further one-year course successfully and entering the government service as having the same eligibility and entitlements as would be granted to Polytechnic students studying one year beyond the Higher Diploma level. A further condition was that the Director of Education would arrange for independent assessments to be made of the standard on which the post-Form VI course award was based so that the comparison with the Polytechnic would be clear. Two of the colleges (Baptist and Lingnan) accepted these conditions and the first phase of the new course structure was accordingly introduced in September 1980. Independent assessments of engineering courses at the Baptist College and of business studies courses at both colleges have recently been carried out by the Council for National Academic Awards (CNAA) of the United Kingdom; these assessments were based on the Council's normal validation procedures, and the results are now being studied within the government. The assessment is to be extended to social work and the humanities in November 1981.

2.71 Shue Yan College declined the offer of financial assistance and is continuing to provide four-year diploma courses with normal entry to the first year from among Middle 6 leavers.

2.72 Student financing and tertiary-level fees Grants and interest-free loans for needy students at the two universities are provided from public funds under a government scheme administered by the Joint Universities' Committee on Student Finance: this ensures that students are not prevented by lack of means from taking up a university place. The amount of public funds available for student financing has increased substantially over the years. For the 1980-81 academic year \$10 million in grants and \$28 million in interest-free loans have been provided. The student financing scheme was extended to Hong Kong Polytechnic students in 1976-7, with grants and loans administered by the Polytechnic Committee on Student Finance. Some \$1.6 million in grants and \$17.8 million in loans have been provided by the government for polytechnic students in 1980-81. Needy students in the technical institutes, the colleges of education and the Technical Teachers' College have for many years been eligible for grants and loans administered by the Education Department, which in 1980 also introduced a system of financial assistance for students of the three approved post-secondary colleges in accordance with the principles set forth in the 1978 White Paper. Public-sector senior secondary and tertiary level education is heavily subsidised, existing fees ranging from \$800 p.a. for a place in Form VI or a college of education to \$1,000 p.a. for a Polytechnic course and \$2,050 p.a. for a university course. As a result of a recent general review, fees will rise in the universities and the Polytechnic by 1983 to maxima of \$3,010 p.a. and \$2,200 p.a. respectively. Fees in the assisted approved post-secondary colleges are somewhat higher since only part of the colleges' income comes from public funds. Student financing schemes are adjusted periodically to take into account such factors as fee increases and cost-of-living movements. The government has recently announced the introduction of an emergency loan scheme for Hong Kong students already enrolled on recognised first-degree (or equivalent) courses in Britain who have been affected by the sharp increases in tuition fees for overseas students. A longer-term scheme of financial assistance for students intending to embark on tertiary courses in Britain is also to be introduced. A review of the whole field of student financing is now being undertaken by the government.

2.73 Adult and continuing education Adult and continuing education is provided by a wide range of organisations for widely varying purposes. In the public sector both universities, the Polytechnic and the Education Department are active in the field. In the private sector activities tend to be centred on voluntary organisations such as Caritas-Hong Kong (an agency of the Roman Catholic Church) and the Young Women's Christian Association, on cultural organisations such as the Goethe-Institute, the Alliance Francaise and the British Council, and on educational establishments with extra-mural facilities, such as the Hong Kong Baptist College. The field, however, is fragmented - so much so, that at present it is difficult to obtain hard facts on which a co-ordinated policy could be based. In this context even the categorisations 'public' and 'private' are open to debate when the complexities of financing are taken into account (the courses offered by the extramural departments of the universities, for example, are self-supporting, government expenditure being limited by and large to administrative expenses, while on the other hand some of the voluntary organisations in the private sector are now receiving limited government subvention for specific projects which observe principles laid down in the 1978 White Paper). Attempts to draw the different

strands of adult and continuing education together are, however, being made. The Hong Kong Association for Continuing Education (HKACE) has been set up to promote the cause of continuing education and its membership now covers the major organisations actively engaged in the field. The Director of Education also chairs a committee on part-time education, on which are represented the public-sector institutions concerned.

2.74 The report of the Advisory Committee on Diversification (1979) draws attention to the fact that adult education provides an opportunity for mature students who were unable to complete a full course of formal education to do so as adults on a part-time basis and that its role in the upgrading of Hong Kong's labour force can be an important one. The report accordingly recommends that the government should embark on an in-depth study aimed, first, at a clearer definition of the purposes of adult education and, second, at its better co-ordination, this study to include consideration of a Hong Kong open education centre with flexible entry qualifications, providing education for mature students and requiring a high degree of self-learning. (These have subsequently been taken into account by the Committee to Review Post-Secondary and Technical Education.) The report also notes that apart from the need to develop specific professional and technical skills there is an over-riding need for up-to-date and continuing management training if Hong Kong's industries are to diversify successfully into new processes, products and markets. The report points out that though the quality of management education and training is adequate at the moment, as a result particularly of the efforts of the Hong Kong Management Association, at least five separate organisations are separately providing such education and training, and there is a degree of fragmentation and overlap in their activities as well as a lack of a common objective in meeting Hong Kong's needs in the future. On this point the report recommends that the Director of Education's lead towards reconciling the training offered by some organisations should be taken up by the Industrial Training Authority proposed elsewhere in the report.

2.75 Public criticism of the government's policy on adult (and continuing) education is not widespread but it is intense among some of the organisations and individuals working directly in the field. The burden of their complaint is that this sector has consistently been given too low a priority in educational development, that funds are manifestly inadequate and that there is insufficient official recognition of the need for a massive programme of retrieval education. It is an undeniable fact that the enormous cost of providing a basic nine-year course of education and of extending and improving opportunities in the senior secondary and tertiary sectors has overshadowed other desirable but less pressing developments. The 1978 White Paper announced a new initiative in that henceforth the main thrust of the government's policy for developing retrieval courses for adults would be directed to assisting voluntary organisations to complement and supplement the Education Department's own courses. 18 courses following the guidelines set out in the White Paper have subsequently been approved on a trial basis, and the other White Paper proposals for strengthening the administration and improving the quality of adult education are now being implemented. The view that adult and tertiary education could develop side by side to an appreciable extent if the open education centre concept (or other distance learning

techniques) were developed has been expressed, and this field is accordingly being included in the current review of post-secondary and technical education.

2.76 Details of current provision by the Education Department's Adult Education Section are shown at appendix J. A feature to which attention needs to be drawn is that a significant proportion of the work carried out by this Section (and by some voluntary agencies) is not strictly adult education in the popular sense. The Department's Evening Institute offers formal courses ranging from literacy to secondary and post-secondary studies, and general background courses provide fundamental and elementary education at primary level, albeit with special reference to adult needs and interests. There is still a necessary emphasis on courses at secondary school level - the Young People's Courses, the Secondary School Course and the Middle School Course for Adults - which lead to the Hong Kong Certificate of Education examination. With the establishment of nine years' basic education the emphasis in the latter courses is shifting to the senior secondary level (and indeed, in calculating senior secondary provision over the planning period the 1978 White Paper took such places into account). In a sense such courses could now be regarded as forming a part-time extension of normal day-school provision during a period of consolidation in basic educational provision. In this context it should also be noted that private evening schools offering formal education courses, though declining in the long term, are still flourishing in Hong Kong in spite of their very variable standards. In September 1980 the total enrolment in such schools was as follows (figures for 1979 in brackets):

Primary	11,595	(12,678)
Secondary (up to Form V) (including commercial/English tutorial classes)	41,864	(45,022)
Form VI	<u>8,738</u> 62,197	<u>(8,580)</u> (66,280)

This represents approximately 6 per cent of total enrolment (government, aided and private) in the primary, secondary and sixth-form sectors. A necessarily cautious estimate suggests that total enrolment in adult education activities of all kinds (cultural, vocational, educational and recreational) in Hong Kong, including figures for part-time attendance in evening schools and in the Polytechnic and the technical institutes, is somewhat more than a quarter of a million, or between four and five per cent of the total population.

2.77 University and Polytechnic Grants Committee Both universities and the Polytechnic have resources of their own but are largely financed by the government. Because of the importance attached to developing university and polytechnic facilities - and the large public funds involved - the government relies on the University and Polytechnic Grants Committee (UPGC), appointed by the Governor, to provide impartial and expert advice on the amount of finance required to develop or sustain any level of higher education activity. The UPGC also advises the government on the allocation of funds among the universities and the Polytechnic. Funds are made available by means of block grants,

provided over a planning period of three years. On receipt of the block grant it is for the individual institutions to allocate resources internally, taking into account any views or guidance given by the UPGC. Further details are given elsewhere in this report.

The Hong Kong Education System

Chapter 3

The Administration and Control of Education

The administrative infrastructure provided for the wide range of government services in Hong Kong is based on the conventions of British colonial administration, but with recent organisational modifications designed to bring modern managerial concepts and skills to the day-to-day business of government. The existence of a uniform and strongly centralised administrative system ensures that government activities of all kinds are reasonably in phase and compatible with one another in their general aims and approach. The administration of education is thus consistent in all major respects with that of other government services, particularly the social services.

3.2 In considering the administration of educational services, account needs to be taken of the constitutional and central administrative background, since this has largely determined the system by which such services are provided. This background is outlined in appendix B, which briefly describes:

- (a) the role of the Governor;
- (b) the composition and functions of the Legislative Council and the Executive Council;
- (c) the role of the Finance Committee of the Legislative Council and its sub-committees;
- (d) the wide-ranging duties of the Unofficial Members of the Executive and Legislative Councils (UMELCO);
- (e) the role of the Urban Council;
- (f) the extensive network of advisory bodies;
- (g) the civil service;
- (h) the role of the Chief Secretary;
- (i) the organisation of the Government Secretariat;
- (j) the administrative functions of government departments.

Educational services

3.3 Education, like other public services, is administered within the civil service according to a centrally co-ordinated system under the Chief Secretary. The Chief Secretary is the Governor's principal adviser on policy, the chief executive of the government, the head of the civil service and the chief government spokesman. His office, the Government Secretariat, co-ordinates and supervises the work of all government departments. The Government Secretariat is organised at present into

eight policy branches, two resource branches, a branch dealing with the machinery of government and a branch dealing with New Territories' affairs. Each branch, except the Administration Branch, is headed by a secretary. The policy branches are based on programme areas, as indicated by their titles: Economic Services, Environment, Home Affairs, Information, Housing, Security, Social Services, and Monetary Affairs. The creation of a ninth policy branch - Education - was announced in November 1980, but it will not become operational until late 1981. The two resource branches (Civil Service and Finance) deal with the government's personnel and finances.

3.4 The policy branches of the Government Secretariat are based on programme areas (corresponding in all major respects with the programme areas of the Development Plan described in chapter 4). Under this system, the Secretary for Social Services is at present responsible for co-ordinating and supervising medical and health, education, social welfare, labour and rehabilitation programmes: responsibility for education, however, will be transferred in due course to the Secretary for Education. The areas covered by most of these programmes are largely confined to specific government departments, though others (particularly rehabilitation) have far-reaching implications which impinge simultaneously upon the work of many different departments and non-government agencies. The co-ordinating role of the Secretary is important in such cases in the promotion of cohesive policies which might otherwise become fragmented.

3.5 The Secretary for Social Services at present supervises the entire education programme area. Direct control of the various services with educational implications is, however, shared among a number of individual officers or institutions, as shown in the table at paragraph 3.6 below. In some cases public officers are charged with specific statutory responsibilities: Section 4 of the Education Ordinance, for example, states that "the Director (of Education) shall be charged with the superintendence of matters relating to education in Hong Kong" and that "The Director shall promote the education of the people of Hong Kong and control and direct education policy." The Director's powers are limited by Sections 2 and 6 of the Ordinance. Section 2 states that the Ordinance shall not apply to the two universities, the Hong Kong Polytechnic or any post-secondary college registered under the Post Secondary Colleges Ordinance. (Under the latter ordinance the Director of Education is at present responsible for the registration and control of the Approved Post Secondary Colleges: however, amendments are now being considered to reflect the new role of the colleges as described in the 1978 White Paper.) Section 6 provides for the power of direction by the Governor: under the system described in paragraph 3.4 the policy Secretary holds a watching brief on behalf of the Governor in this regard.

3.6 The following table shows the present division of responsibility for programme areas with major educational implications:

Type of service or institution	Sector	Laws	Officer Responsible
(a) Child care services	Pre-primary education	Child Care Centres Ordinance and Child Care Centres Regulations	Director of Social Welfare
(b) Kindergarten schools		Education Ordinance and Education Regulations	Director of Education
(c) All schools except those at (d)	Primary Secondary Others	Education Ordinance and Education Regulations	Director of Education
(d) All schools entirely maintained and controlled by the government	Primary Secondary Others	Exempt from the Education Ordinance. This group includes government primary and secondary schools, colleges of education and technical institutes	Under the administrative control of the Director of Education
(e) Approved Post-Secondary Colleges	Post-secondary education	Post Secondary Colleges Ordinance and Post Secondary Colleges Regulations	Director of Education (but see para.3.5)
(f) University of Hong Kong	Higher education	University of Hong Kong Ordinance	Self-governing corporation (but see para.3.7)
(g) The Chinese University of Hong Kong		The Chinese University of Hong Kong Ordinance	Self-governing corporation (but see para.3.7)
(h) Hong Kong Polytechnic		Hong Kong Polytechnic Ordinance 1971	Self-governing corporation (but see para.3.7)
(i) Industrial training	Industry	Apprenticeship Ordinance and Apprenticeship Regulations	Commissioner for Labour
(j) Hong Kong Certificate of Education Examination Hong Kong Higher Level Examination Hong Kong Advanced Level Examination	Public examinations under the control of the Hong Kong Examinations Authority	Hong Kong Examinations Authority Ordinance	Self-governing corporation

In addition to government schools, those schools in Hong Kong which are entirely maintained and controlled by the Crown in right of Her Majesty's Government in the United Kingdom (for example, schools provided for the children of members of the armed forces serving in Hong Kong) are also exempt from the provisions of the Education Ordinance and no further account is taken of them in this report.

3.7 Although the Polytechnic and both universities are self-governing corporations, they draw their income mainly from government grants. The financing of the three institutions is under the administrative control of the University and Polytechnic Grants Committee (UPGC), the terms of reference of which are -

"To keep under review in the light of the community's needs -

- (a) the facilities for university and polytechnic education in Hong Kong;
- (b) such plans for development of the universities and the Polytechnic as may be required from time to time;
- (c) the financial needs of university and polytechnic education; and

to advise Government on the application of such funds as may be approved by the legislature for university and polytechnic education."

The UPGC is appointed by the Governor. There is no government representation on it although its secretariat is staffed by civil servants. Block grants are provided over a planning period of three years (a 'triennium'). The government indicates to the UPGC the extent and direction of development over the period and, specifically, student targets. The universities and the Polytechnic discuss their plans for achieving this development with the UPGC which then makes recommendations to the government on the programmes and the funds necessary to finance them. The government does not see the universities' or the Polytechnic's budgets, nor does the UPGC necessarily give detailed reasons for all of its recommendations. The Director of Audit has access to the books and records of the universities and the Polytechnic and may formally report on them. Day-to-Day liaison between the UPGC and the government is normally with the Secretary for Social Services, who ensures that higher education policy is consistent with other areas of policy likely to affect (or be affected by) its development. Current membership of the UPGC is shown at appendix I.

3.8 The Secretary for Social Services has a co-ordinating role in the development of mutually reinforcing policies such as those embodied in labour and education legislation, a prime example being the provision of courses in the technical institutes (under the control of the Director of Education) for apprentices in trades designated according to the provisions of the Apprenticeship Ordinance (under the control of the Commissioner for Labour). The development of administrative systems drawing upon the expertise of more than one government department is also facilitated by this role - for example, the system by which student guidance officers of the Education Department are able to refer particularly

difficult of complex cases to professional social workers in the Social Welfare Department. In areas such as these there is a great deal of day-to-day liaison between the officers most closely concerned in the various departments.

3.9 The Director of Education's main fields of operation are those covered by the two ordinances which charge him with specific responsibilities, and of the two the Education Ordinance, together with the Education Regulations, is undoubtedly the more widely embracing in its ambit, covering (save for the exceptions already noted) every school in the territory. (At present only three colleges are registered under the Post-Secondary Colleges Ordinance and in keeping with their status, the Ordinance permits them a very considerable degree of independence.) The Director's role, with the help of various advisory bodies, is to superintend the educational needs of the community and to determine how these needs can best be served. He is also responsible for maintaining discipline and order in the control of educational activities, deriving his authority and powers mainly from the Education Ordinance, which includes detailed provisions for the registration and management of schools, the registration of teachers, rights of appeal, the Director's power to order attendance and the inspection of schools. The Education Regulations are concerned in the main with school premises and structural requirements, fire precautions, health and sanitation, discipline, fees and collections, educational requirements for teachers, pupils' associations, school management committees and supervisors, and other general matters.

3.10 Every school which comes within the ambit of the Education Ordinance is required by the Ordinance to be managed by a Management Committee, the prime responsibilities of which are to ensure that the school is managed satisfactorily, that the education of the pupils is promoted in a proper manner and that the Ordinance is complied with. Under the Ordinance an intending manager is required to obtain approval to be a manager and only when this has been obtained is he able to apply for registration as the manager of a specified school. Any application for registration of a school under the Ordinance must include applications from approved managers for registration as managers of the school and the applicant must recommend one of these to be the supervisor of the school. Provided the requirements of the Ordinance are met, the latter is normally approved by the Director of Education both as a registered manager and as the school supervisor, and thereafter all correspondence between a school and the Director or any public officer concerning the management of the school is conducted on behalf of the school by the supervisor. Under the Ordinance the Director may appoint one or more persons to be additional managers of a school for such period as he thinks fit if it appears to him that the school is not being managed satisfactorily or that the education of the pupils is not being promoted in a proper manner, or that the composition of the management committee of a school is such that the school is not likely to be managed satisfactorily or that the education is not likely to be promoted in a proper manner. Under this provision a person so appointed is required to perform his duties in accordance with any directions given to him by the Director.

3.11 The Ordinance stipulates that no person shall teach in a school unless he is a registered teacher or a permitted teacher, and that no permitted teacher shall teach in a school otherwise than in accordance with the conditions or limitations specified in the permit to teach. An application to employ a person as a permitted teacher in a school

may only be made if the applicant is of the opinion that no suitable registered teacher is available for employment as a teacher in the school.

3.12 The Ordinance states that there shall be an Appeals Board and that the Governor shall appoint not less than nine persons as members of the Board, of whom at least three shall be registered teachers.

3.13 Government schools, colleges and institutes are managed by their head teachers or principals in accordance with the administrative procedures laid down by the Director.

3.14 Additional controls are exercised by the Director over schools in receipt of financial aid from the government. These controls are in the form of codes of aid, which prescribe the rules and conditions in accordance with which the government promotes education by means of grants to such schools as may be approved for this purpose by the Director. A school in receipt of aid under the terms of any of the codes is required to be managed and conducted in accordance with the provisions of the Education Ordinance and of subsidiary legislation made under that Ordinance and in compliance with the provisions of the code of aid and such instructions concerning aided schools as the Director may from time to time issue. Financial aid consists of various types of grant, depending on the category or level of school, and covers both recurrent and non-recurrent grants. The codes of aid specify such matters as staffing standards and entitlements, salary scales, allowances and conditions of service and include an administrative guide in addition to detailed procedures for financial control. (Further details are given in chapter 5 on the financing of education.)

3.15 As noted above, institutions registered by the Director under the Post Secondary Colleges Ordinance as Approved Post Secondary Colleges enjoy a markedly greater degree of control over their own affairs than do schools: this is in keeping with their status both as tertiary institutions and as private institutions. Under subsidiary legislation the constitution of these colleges must include a Board of Governors (the governing body of the college), a College Council (the executive body, administering the property and managing the general affairs of the college), an Academic Board (regulating academic affairs, subject to the financial control of the Colleges Council) and a Faculty Board for each faculty (responsible to the Academic Board for the teaching and general organisation of the courses assigned to the faculty). The Regulations stipulate that certain officers must be appointed (the principal academic and administrative officer being the President); the Regulations deal with such matters as authority for the appointment and dismissal of college officers; the classification, appointment and qualifications of teachers; the state of college premises; health requirements; and admission of students. Under the Ordinance appeals against refusal to register (or cancellation of registration of) a college or teacher or member of the Board of Governors may be made by petition to the Governor in Council. As noted in chapter 2, the colleges have been eligible (since 1979) for government financial assistance provided they restructure their courses in accordance with the policies set out in the 1978 White Paper. These conditions, together with conditions for the control of grants made to the colleges, are laid down by the Director of Education in respect of the two colleges (Hong Kong Baptist College and Lingnan College) which have accepted financial assistance; further control is also exercised by the Director in respect of loans or

grants made to eligible students in all three colleges at present registered under the Ordinance.

3.16 The Approved Post Secondary Colleges must provide major courses extending over at least four years and may award College diplomas and College certificates, but they may not award degrees or issue any document which could reasonably be taken as signifying the award of a university degree. The individual college authorities are now being consulted on the proposed amendments of the Post Secondary Colleges Ordinance.

Government management of education

3.17 Within the government the management of education conforms in the main to the procedures adopted for the management of other services. The Secretary for Social Services is responsible within the Government Secretariat to the Chief Secretary for the co-ordination of education (and other social services) programmes and is assisted at present by a Deputy Secretary and four Principal Assistant Secretaries, each with a major field of responsibility within the social services. The Principal Assistant Secretary concerned with education is assisted by two Assistant Secretaries, one of whom is concerned with tertiary education, sixth-form education, technical education, industrial training and miscellaneous education matters; the second Assistant Secretary is concerned with pre-primary and primary education, junior secondary education, senior secondary education other than sixth-form education, and miscellaneous education matters. The miscellaneous matters in the schedules of the two Assistant Secretaries at present cover proposals concerning language in education, teacher supply and demand, a review of provident funds, Hong Kong students overseas, the school building programme, a review of the codes of aid, measures to improve school education, the Hong Kong Examinations Authority, the English Schools Foundation and student travel subsidy. These functions will be transferred to the new Education Branch when it becomes operational, and the staff establishment of the Secretary for Education and the division of responsibility among his staff will then be determined in the light of the rapidly growing responsibilities of this policy area.

3.18 The relationship between the policy Secretary and the Director of Education requires explanation. Before 1973 each policy branch of the Government Secretariat dealt with all aspects of the work of a number of departments. This meant that frequently no single branch or department was responsible for all of the activities relating to one 'programme' (defined as a "continuing service to the public, direct or indirect"). For example, a crime prevention programme would involve several departments and branches (police, education, social welfare, prisons, legal, defence, social services) and it was only at the level of the Colonial Secretary (now named the Chief Secretary) and Financial Secretary that there was a clear responsibility for programme results. To settle a relatively simple issue in one programme often required a meeting of several senior officers. To deal with this problem a new system was adopted in 1973, by which policy branch responsibilities are now related to groups of programmes rather than groups of departments. Thus, in the field of education the present policy Secretary co-ordinates education programmes the main thrust of which obviously comes from the Education Department but to which other departments contribute - for example, the Social Welfare Department's concern with social work among young people has a direct and important bearing on social work in schools.

3.19 Against this background the Director of Education is assisted in his executive responsibilities for education by a Deputy Director (with overall responsibility for the work of the Department). For operational purposes the Department is at present divided below this level into two main Branches, each headed by a Senior Assistant Director, one responsible for schools and services and the other for planning and development. Within each Branch are Divisions headed by Assistant Directors. The Planning and Development Branch consists of the Inspectorate Division (advisory inspectorate), the Further Education Division (colleges of education, adult education, approved post-secondary colleges), the Planning and Building Division (planning, building, statistics, junior secondary education assessment) and the Technical Education Division (technical institutes, Technical Teachers' College), together with the Board of Education secretariat, which works directly to the Senior Assistant Director (Planning and Development). The Schools and Services Branch consists of the Schools Division (primary schools, secondary schools, secondary school places allocation) and the Services Division (special education, educational television, careers guidance, student guidance, overseas students and scholarships). In addition, two divisions and a number of sections work directly to the Deputy Director: these are the Accounts and Supplies Division and the Headquarters and Administrative Division (headquarters, administration, information and public relations, registration and a new training unit).

3.20 Divisional officers of the Department have functional responsibilities which in most cases are self-evident from the titles of their posts (for example, the Senior Education Officer (Approved Post Secondary Colleges) and his staff are responsible to the Assistant Director (Further Education) for the administration of the three approved post-secondary colleges according to the requirements of the Post Secondary Colleges Ordinance and for the control of grants and loans to the colleges and their students according to administrative requirements laid down by the Director). The role of the Department in the establishment and maintenance of standards in the school system is described in chapter 7.

3.21 Although departmental management is centralised, the steady growth of the school system over the past two decades, culminating in the current provision of nine years' universal, free and compulsory education, together with rapidly expanding and diversified opportunities for education beyond the Form III level, have necessitated the development of a regional system of schools administration. In order to secure closer supervision of the schools and more effective liaison and co-operation with them, the Schools Division is now organised in three regions (Hong Kong, Kowloon, New Territories), each headed by a Principal Education Officer and divided into administrative areas (e.g. Hong Kong East, Hong Kong West) under Senior Education Officers. The areas are in turn sub-divided into geographical districts (e.g. Sai Kung, Tai Po, Yuen Long, Tsuen Wan) under District and Assistant District Education Officers. The work at district level tends by its nature to be centred on the legal and administrative requirements of the Education Ordinance and Regulations and the codes of aid. However, the district system also provides opportunities for close and regular liaison between district officials and individual schools under their administration on matters other than routine legal and administrative requirements. The main purpose of this liaison is to enable the Department to promote sound

management in schools, to be able to respond readily to grievances and to offer advice and guidance in order to encourage harmonious working relationships between management committees and teachers. To this end steps are being taken to strengthen channels of communication between school staff, management and the Education Department, and to develop systems by which teachers' views can be effectively communicated to the school management. Training programmes are also being introduced for senior school staff in management and administration.

3.22 The status and functions of the codes of aid in relation to the Education Ordinance are now being reviewed by the Department with the aim of ensuring an unambiguous and uniform standard of enforcement. The review is being undertaken in consultation with sponsoring bodies and schools councils but the ambit of the codes of aid is so comprehensive, the subject-matter so complex and the views held by different bodies on points of detail so diverse that the review is not likely to be completed in the near future. One of the aims of the review is to define more clearly the roles and functions of the school supervisor, members of the management committee, school principal and teachers. At present there are two codes of aid (primary and secondary) for ordinary schools and two (also primary and secondary) for special schools and special classes. The feasibility of unifying the latter two codes is now being explored since in special education the categorisation of children (especially mentally handicapped children) as "primary" or "secondary" is in many cases meaningless; it can also result in frustrating administrative complexity and uneven standards of provision in those special schools which cater as single administrative units for a wide age range (in some cases from kindergarten to Form V).

3.23 A particular feature of the system is that the terms "sponsor" and "sponsoring body" appear in neither the Ordinance nor the codes of aid, both of which charge the management committees of schools with numerous legal and administrative obligations, especially with regard to the control and disbursement of government funds. However, most aided schools are under the control of sponsors - that is, religious and other voluntary bodies (such as the Tung Wah Group of Hospitals, the Hong Kong Buddhist Association, and the Church of Christ in China), many of which provide a wide range of community services outside the field of education. These non-profit-making organisations are an important element in the provision of education, particularly as they are required to provide 20 per cent of the capital costs of the aided schools under their control, the other 80 per cent being provided by the government.* Many sponsoring bodies have a long history of public service in Hong Kong, deeply rooted in the earlier development of the territory, and not unnaturally their schools have developed traditions and characteristics - in some cases the direct result of their religious affiliations - which are highly regarded by certain sections of the community. A list of the major sponsoring bodies is appended (appendix 0).

3.24 Many schools are now organised in councils which serve to promote the educational objectives of their member schools and generally to protect the interests of their staff and pupils. The oldest of these is the Grant Schools Council, representing the 22 original grant-in-aid schools; the largest (in membership) are the Subsidised Primary Schools

* estate schools excepted: see paragraph 2.23

Council and the Subsidised Secondary Schools Council. At the secondary level the names "grant" and "subsidised" reflect the former system whereby different codes of aid existed for the two groups of school, and although a unified code and common standards of provision now apply to the two groups at the secondary level and all of their member schools are classified as "aided", they prefer to retain their former distinctive identities. There are several such councils and associations (a complete list is shown at appendix K), some of them recently established, for both public-sector and private-sector schools. School authorities find it convenient to organise themselves in groups of this kind and the system enables the Education Department to consult groups of schools frequently through their councils or associations on matters of policy and administration affecting them. On the whole the councils represent heads of schools rather than management, though they do include some supervisors and (especially in the case of the Grant Schools Council) principals who are also supervisors. There are four associations of heads or principals of schools of various categories.

3.25 Within schools, organisation is on traditional lines, strongly influenced by British practice. The managerial roles of senior teachers are now more clearly defined as a result of a restructuring of public-sector teaching grades on functional lines: this was begun in the mid-1970s for government schools, colleges and institutes, and the underlying principles were later applied to the teaching establishments of aided schools. Major subjects of the secondary curriculum are under the control of senior teachers known as 'panel chairman' (subject, in the aided sector, to the overall policy of the sponsoring body and the school principal). Other than normal teaching duties, the main functions of panel chairmen are to co-ordinate the teaching of a particular subject, supervise and guide their subject teachers and generally promote the development of the subject: these responsibilities, which are reflected in rank and salary, are carried out with varying degrees of efficiency. Some schools designate a senior member of staff as Prefect of Studies, with general responsibility for the management of teachers in their professional duties: this post where it exists, is often complemented by that of the Prefect of Discipline. Titles such as these are however tending to disappear as the approach to education implicit in them undergoes change.

Education Department staff

3.26 Within the Education Department officers in the education grades work in four streams:

- (a) as teachers in primary and secondary schools;
- (b) as lecturers in colleges of education and technical institutes
- (c) as inspectors; and
- (d) as staff concerned with administration.

Each stream has graduate and non-graduate grades composed of various ranks. A typical hierarchy of ranks is that of the lecturer grade - viz: for non-graduates, Assistant Lecturer and Lecturer (Non-graduate); and for graduates Lecturer (Graduate), Senior Lecturer, Principal Lecturer^{*}, Vice-Principal and Principal.

^{*} This rank, which is for heads of subject departments, includes some non-graduates in the specialisms (art and design, home economics, music, physical education).

3.27 A review of the education grades was carried out in 1980 by the Standing Commission on Civil Service Salaries and Conditions of Service. In its Report No.5 (October 1980) the Commission pointed out that before 1972, when the structure of the education grades had last been reviewed, the four separate streams were staffed by the same grade of officers, carrying out academic, non-academic or technical duties, with the result that the responsibilities of staff in the different streams varied and each rank covered a wide range of duties. The new structure introduced in 1972 would, it was hoped, establish clear functional levels of administration and enable teachers in aided schools, who form the majority of the teaching force, to receive the same pay as teachers in government schools. However, different requirements in some streams resulted in changes in structure and number of ranks. The resultant structure caused difficulties: for example, the existence of eight separate grades was alleged to have reduced career opportunities for staff, who said they were no longer able to transfer between types of job as easily as they could before 1972 and who in some cases could not expect automatically to reach the same level of salaries as was possible under the previous structure. For some staff this produced a sense of frustration, jealousy of career prospects in other grades and a belief that returning to the pre-1972 structure would be a panacea for whatever dissatisfaction had developed.

3.28 In its 1980 review, the Standing Commission considered that any recommendations for changes in the structure of the education grades must take account of the functional differences between ranks and grades that now existed, and that a return to the pre-1972 'monolithic' structure was both impractical and undesirable. The Commission concluded that its aim should be to establish a closer relationship between the pay scales of ranks with the same levels of responsibility in different grades, while recognising the need to retain some differences to reflect the needs of particular grades and streams. Its detailed recommendations (which were subsequently accepted and implemented by the government) are at pages 17-33 of Report No.5. The Standing Commission expressed the hope that a reduction in the number of ranks paid on different scales from 19 to 12, as recommended, would help to reduce the inter-grade frictions which had developed, as well as providing management with a grade structure which would facilitate inter-grade transfers and promotions. While the Commission did not believe that a return to a monolithic structure was feasible it considered that the grade structure proposed would go some way towards meeting the demands for improved career opportunities that lay behind the wish to see such a structure re- introduced.

3.29 As pointed out, salaries of teachers in the aided sector now parallel those of the government sector for comparable responsibilities. However, because Education Department staff are civil servants, they enjoy fringe benefits (such as entitlement at certain levels to housing benefits) which are the envy of the aided sector. On the other hand, aided sector teachers enjoy a far greater measure of freedom than their counterparts in government teaching institutions, who are subject in

all respects save for their entitlement to vacation and casual leave to Civil Service Regulations, Colonial Regulations and all other regulations, procedures and practices of the civil service.

Conclusion

3.30 The administration and control of education is very much a partnership of different groups and individuals. The growth of the population, the emergence of a complex industrial economy and, in particular, the rapid development of a diversified education system have necessitated a co-ordinated approach in order that educational issues can be seen from all major points of view. Inter-departmental working groups are now a central feature of any initial planning which is likely to lead to major new developments - their role is examined in chapter 4, as also is that of the Board of Education.

The Hong Kong Education System

Chapter 4

Educational Policy, Planning and Research

The administration of education is now organised in such a way that educational planning and the formulation of new policy (or the adjustment of existing policy) can proceed in a systematic but flexible manner. Flexibility is regarded as an important characteristic of the system since the capacity to anticipate situations as well as respond to them demands that the approach should not be too rigid. Fresh initiatives may come from a variety of different sources. At one extreme a review of policy may be ordered by the Governor in Council (as in the current review of post-secondary and technical education); at the other, changes may come about because officials working in a particular field of education have become aware over a period of time of opportunities for improving existing policy and procedures, or suggest innovations in the light of their specialised experience. (This was the origin, for example, of some of the improvements in adult education policy announced in the 1978 White Paper.) Between these two extremes, initial input may result from virtually any source - speeches by unofficial members of the Legislative Council, recommendations of committees and working parties, conference resolutions, press editorials, and campaigns by pressure groups, etc. Some sources carry more weight than others: in the field of education the considered views of the Board of Education, for example, will obviously command far greater attention than, say, passing comments on the same subject in letters to the press (though the latter are never ignored). The overall review of the Hong Kong education system, which has occasioned the present report, was in fact initiated as a Board proposal.

Educational policy

4.2 The flow-chart (A) reproduced at appendix F represents the normal process by which educational policy is now formulated, though the demands of a particular situation may be such that policy proposals do not go through all of the stages illustrated there. Much depends on the importance or urgency of an issue. Minor matters within existing policy and without significant financial implications may be settled administratively within the Education Department after brief consultation with those directly affected. However, major or complex matters invariably entail more elaborate procedures over extended periods of time: these are briefly detailed in the following paragraphs with examples drawn from the development of policy in recent years.

4.3 After a major educational issue has been identified, initial decisions are taken by senior officers on the line of action to be followed, and on the timing and the priority (given other commitments) to be accorded to it: these decisions may be on an ad hoc basis within the Government Secretariat or may be taken within a formal framework (for example, in the Chief Secretary's Committee or the Senior Directorate Meeting of the Education Department), depending on the nature and complexity of the issue and its likely ambit. At this stage, decisions are tentative and to some

extent intuitive. Departmental or inter-departmental working parties may be set up at this point, with terms of reference which entail a wide-ranging exploration of issues related to the main theme. This was the position in 1977, for example, when a Working Party on Higher Education was convened under the chairmanship of the Director of Education, with a nuclear membership drawn from the Education Department, Social Services Branch, Finance Branch and UPGC Secretariat and additional co-opted membership drawn from time to time from the Home Affairs, Labour, and Census and Statistics departments. In keeping with the flexible approach to policy formulation this Working Party eventually found it necessary to widen the scope of its terms of reference to encompass senior secondary and tertiary education, its report becoming the basis of the 1977 Green Paper. This approach to the production of a green paper was considered an advance on existing procedure, reflecting the gradual development of a more sophisticated decision-making process within the government. Somewhat more elaborate arrangements are considered necessary when the policy field is more complex and far-ranging. When a decision was taken on the need to review primary education and pre-primary services, for example, two inter-departmental working parties were set up, their membership reflecting the different administrative responsibilities for the two areas of policy. (Executive responsibility for all pre-primary services other than kindergarten education lies with the Social Welfare Department.) The two groups were co-ordinated by a steering committee chaired by the Secretary for Social Services, who has overall policy responsibility for these fields.

4.4 Working parties whose deliberations are likely to result in green papers do not normally invite public representations (though they take account of any received): they proceed rather by means of consultation with appropriate official bodies or specialist advisers (the 1977 Working Party, for instance, obtained specialist advice on the economics of education from a consultant from the United Kingdom), by commissioning studies from officials, and where necessary, by discreetly sounding out the reaction of interested groups to proposals under consideration, especially where sensitive issues are concerned. Such working parties are basically groups of civil servants drawing upon one another's knowledge and experience and with access to a wide range of government services during the course of their deliberations. In the majority of cases, however, working parties do not work towards the production of a green paper and in order to ensure a fair representation of views in such cases, membership is broadened to include non-officials serving in a personal capacity (in education, this usually means heads and teachers drawn from different types of school): these members often outnumber official members, as in the Working Party on the Replacement of the Secondary School Entrance Examination which, like other working parties of its kind, solicited public representations on the issues concerned so that these could be taken into account at an early stage. Though these matters are in no way circumscribed by rule or custom, it is generally true to say that in recent times major official initiatives in education have entailed the establishment of working parties which are wholly official, with public comment forming a vital stage of the deliberations, but that there have been a variety of occasions when officials and unofficials have worked together, particularly on matters arising from the implementation of education policies. A notable exception to this, however, is the 1973 Board of Education report on secondary education which was tabled without change as a green paper in the Legislative Council (the 1973 Green Paper) and, moreover, the recently convened Committee to Review Post-Secondary and Technical Education (a major policy field) has both official and unofficial membership at a high level. Thus it may be said that while the system is still emerging no hard and fast rules apply.

4.5 In the field of education, official working parties normally submit a confidential report to the Director of Education or to the Secretary for Social Services. This is usually a frank document which explores all the feasible options for development in considerable detail, taking into account social, political, economic and financial implications and recommending specific lines of action which are known to be acceptable in principle to the government departments and branches concerned. Before formal submission the report is normally made available (also on a confidential basis) to the major advisory bodies. Hence the reports of the Working Party on the Review of Primary Education and the Working Party on the Care and Education of Children below Primary School Age were considered in the Board of Education and the Social Welfare Advisory Committee as appropriate, and a number of recommendations arising from this consultation were subsequently incorporated in the resulting green paper (the 1980 Green Paper on Primary Education and Pre-primary Services). After due deliberation of such reports, the Secretary for Social Services (assisted where necessary for this purpose by a steering committee) will normally appoint a small drafting group of officials usually closely associated with the original working party, to prepare a green paper. Until recently green papers tended to be comparatively brief summaries of the original confidential reports, outlining proposals without dwelling in any detail on alternative or rejected courses of action. The 1980 Green Paper departed radically from this tradition by recounting the thinking of the two working parties in some detail and explaining the underlying rationale of the options explored and the decisions reached.

4.6 The approval of the Governor in Council is normally required for the publication of a green paper and such approval may be withheld until modifications of the proposals are carried out. Green Papers, which are normally published in separate Chinese and English language versions, are nothing more than proposals to which no commitment has been made and are intended to serve as a basis for wider consultation before final decisions are taken. They represent a largely official viewpoint, offered as the starting-point for public debate. Individual and group comments are actively encouraged and a consultative period of at least three months is normally allowed for comments to be sent to the Secretary for Social Services. This consultative process can be exemplified by the extensive and thorough discussions which followed the publication of the 1977 Green Paper (on senior secondary and tertiary education). On that occasion senior officers of the Education Department participated in a series of meetings arranged by the Home Affairs Department with community leaders to explain the proposals; a summary leaflet in Chinese was widely distributed through public libraries and city district offices; educational bodies and the public at large were invited to comment on the proposals in the Green Paper, and their comments (together with views expressed in articles in the press) were considered and discussed within the government; the Secretary for Social Services held discussions on the Green Paper with representatives of the main tertiary education institutions: a team from the Home Affairs Department and the University of Hong Kong supervised a survey of the opinions of teachers, school principals, students, parents and employers on aspects of the Green Paper; the Working Party's consultant made a three-week visit to Hong Kong to advise on various aspects of educational planning, in particular the social and economic implications; and finally, the Green Paper was the subject of a debate in the Legislative Council during July and August 1978. As a result, the 1978 White Paper embodied a number of important modifications of the Green Paper proposals: for example -

- (i) whereas the Green Paper proposed that public-sector senior secondary places should be provided for 50 per cent of the 15-year-old population by 1981 (itself an improvement on existing policy which provided for 40 per cent), the White Paper increased the target to a proposed 60 per cent, rising by various means to cover 70 per cent by 1986;
- (ii) whereas the Green Paper proposed no radical change in the status of the approved post-secondary colleges the White Paper proposed that they should be offered financial assistance provided they agreed to restructure their courses to help the government meet its sixth-form and post-sixth form targets;
- (iii) the suggestion in the Green Paper that the Chinese University should consider reducing its undergraduate course from four to three years was not pursued in the White Paper.

4.7 The publication of a white paper (which is first approved by the Governor in Council and then tabled in the Legislative Council) is an indication of the government's intentions in a particular policy area, with public opinion taken into account. The Finance Committee of the Legislative Committee takes note of the financial implications in terms of broad policy targets - that is the order of costs of the proposals as a whole is noted but detailed justification is required thereafter for each proposal or group of related proposals. Implementation of complex white paper proposals may take several years to achieve, during which time some of the proposals are likely to become overtaken by events, and others affected by changes in the relative priorities of government policy targets as a whole.

4.8 In this connection, the 1978 White Paper drew attention to the high financial cost of implementing the proposed measures, pointing out that the timing of their fulfilment would be subject to a regular review of the overall resources available to the government and of the share of them which properly could be made available for senior secondary and tertiary education. A statement of this type is a necessary proviso as budgetary conditions can affect the timetable for achievement of policy objectives. Some proposals in the 1974 White Paper, for example, had to be extensively modified for financial reasons - in particular, the proposed school building programme was slowed down and the shortfall of places resulting both from this and from the decision taken administratively to abolish the SSEE one year earlier than originally planned was partially met by increasing the number of bought places in private schools. The fate of white paper proposals depends to a large extent on the government's Development Plan and the closely related Five-Year Forecast of Revenue and Expenditure: these are described briefly in the following paragraphs.

The Development Plan

4.9 A key process both in the development of education policies and in routine forward planning within those policies is the Development Plan, which was introduced in 1976 to cover the entire range of services provided by the government. The declared aim of the Development Plan is to provide

an information system for policy makers, to enable them to evaluate competing claims for the government's resources of finance, manpower and land and to match the government's policies more closely with the resources likely to be available over a given period of time. In order to do this the Plan is intended to provide Secretaries with clear statements of Branch and Departmental policy objectives and the degree to which these objectives are being achieved and will be achieved over the planning period (i.e. over five financial years, beginning with the current year). The plan also provides an opportunity for contributors to suggest alternative courses of action which might enable the objectives to be achieved more effectively and might, in time, lead to new policies. However, the Development Plan is not intended to create policy (though the regular and systematic re-examination of policy objectives and assumptions within each programme area, which its annual revision entails, is seen as a means by which the formulation of new policy can be stipulated). The Development Plan and the Five-Year Forecast of Revenue and Expenditure are regarded as complementary, the value of each depending on the degree to which the narrative information in the former can be seen to relate to and justify the financial information in the latter.

4.10 For the purposes of the Development Plan the entire range of government activity is divided at present into sixteen services, with each service sub-divided into programmes. While it could be said that in the broadest definition of 'education' elements of education policy are included in several different services, for all practical purposes such policy is confined to three services subdivided into eight programmes, viz:

(i) Service : EDUCATION

Programme C1 : Pre-primary Education
C2 : Primary Education
C3 : Junior Secondary Education
C4 : Senior Secondary and Tertiary Education
C5 : English-speaking Education
C6 : Education Support

(ii) Service : EMPLOYMENT

Programme D3 : Industrial Training

(iii) Service : HEALTH

Programme F4 : Rehabilitation

4.11 Each programme statement of the Development Plan contains sections specifying (a) policy objectives; (b) forecast of demand; (c) current and approved planned provision; (d) shortfall or over-provision; (e) alternative courses of action; and (f) finance.

(a) Policy objectives This section provides definitive statements of both overall and specific objectives relating to the various activities of the programme, standards of provision, identification of target groups and underlying assumptions. Only approved policy is included - that is, policy which has been approved by the Governor in Council and the Legislative Council (including the Finance Committee and the Establishment Sub-Committee of Legislative Council).

(b) Forecast of demand This section deals with the demand for those activities which are carried out in order to implement the approved policy.

(c) Current and approved planned provision This is expressed in the same terms as the forecast of demand, showing the actual present provision plus additional (or reduced) provisions over the five-year planning period resulting from changes in the present levels of existing activities, or from introducing new activities within approved policies with specifically agreed timing (i.e. corresponding with Appendices I and II of the Five-Year Forecast).

(d) Shortfall/Over-provision The subtraction of current and approved planned provision from demand gives an indication of whether the situation (in terms of achieving or maintaining the policy objective) is static, improving or declining. This provides the background against which alternative courses of action can be considered.

(e) Alternative courses of action Once a shortfall has been identified, a variety of possible courses of action can usually be presented. These are grouped either as (i) courses of action aimed at achieving the current policy objective by providing more of what is already being done or by introducing new activities, where this is within approved policy but without specifically agreed timing; or as (ii) courses of action which are not within approved policy and which are normally aimed at changing the policy objective by raising or lowering the specific objectives or the standards of provision or by altering the target groups. (Only the more important or realistic courses of action are shown; these have to be costed and included in Appendix III of the Five-Year Forecasts).

(f) Finance This is a statement in the form of three appendices corresponding to Appendices I - III of the Five-Year Forecasts, of the financial commitments arising from the programme.

4.12 The main programme statements relating to current approved education policy are appended (appendix D). These have been extracted from the Fifth Development Plan : 1980-81 to 1984-85.

4.13 The Development Plan, linked with the Five-Year Forecast of Revenue and expenditure, are together intended to provide a comprehensive information system which is used in the following ways:

- (a) Branch Secretaries are expected to use the information (i) to assess the implications of existing plans or proposals on established policy, the broad resources required in each programme area, and whether and to what extent existing plans will achieve the stated objective; (ii) to review actual achievements in the past year against agreed policies and objectives for that year; and (iii) based on (i) and (ii) and on any indications of constraints to be adopted for planning purposes, to consider the relative priority of any alternative courses of action both within Programme Areas and between Programme Areas within Service groups, relating the requirement for resources of each alternative with its effect on the achievement of the objective.
- (b) The Chief Secretary's Committee uses the information (i) to review achievements against policies; and (ii) to decide the relative priorities between services (Programme Groups) of alternative courses of action, based on any constraints to be adopted for planning purposes.

The Five-Year Forecast

4.14 Five-year forecasts of revenue and expenditure are prepared annually. The present format provides for them to be compiled in three main appendices, designed to distinguish between:

- (a) the financial implications of maintaining existing activity at the present levels (Appendix I);
- (b) the financial implications of increasing, or reducing, the present levels of existing activities, and/or introducing new activity at the present levels (Appendix II); and
- (c) the financial implications of increasing the present levels of existing activities, and/or introducing new activities where this is either not within approved policies or is within approved policies but without specifically agreed timing (Appendix III).

In order to facilitate the consideration of relative priorities, Controlling Officers are required to forecast their financial requirements in accordance with the programmes and services identified under the Development Plan. (Hence, in education, an activity might be identified in Appendix II, for example, as "Expansion and Development of Government Secondary Schools: Programme C4, Senior Secondary and Tertiary Education".)

4.15 In addition the Forecast is used as a tool in determining the financial resources to be made available to departments in the succeeding financial year. On receipt of the returns, the Finance Branch conducts a detailed examination in consultation with departments and policy branches, ensuring that the activities are entered in the correct appendices and that the levels and timing of expenditure envisaged are realistic. Following examination of the returns, each Controlling Officer is given a maximum figure (the provisional acceptable level of annually recurrent expenditure) within which he will be expected to draw up his draft Estimates for the next financial year. In normal circumstances this figure is intended to provide for all activities identified in Appendices I and II of the Forecast although, exceptionally, in a period of severe financial stringency, it might prove necessary to restrain these below the levels implied in Appendices I and II.

4.16 New activities entered in Appendix III of the Five Year Forecast must be ranked by the Controlling Officer in accordance with the following classification:

- (a) Category I - activities for which implementation is considered essential or unavoidable;
- (b) Category II - activities for which implementation is highly desirable and for which deferment would cause serious inconvenience;
- (c) Category III - activities for which implementation is desirable and for which deferment would be inconvenient;
- (d) Category IV - activities which rate a lower priority than Categories I to III.

In turn, departmental priorities are examined by the Chief Secretary's Committee which then accords relative priority between departments and services competing for additional resources. The extent to which these

activities may be funded in the succeeding financial year depends upon the budgetary situation as it develops and, following the determination of priorities by the Chief Secretary's Committee, Controlling Officers are invited to forward supplementary draft Estimates submissions for those activities for which it is hoped resources will be available. In the determination of relative priorities education is in open competition with all other services provided by the government and, as resources in any one financial year are not unlimited, in practice many items which are not Category I priority have to be deferred.

4.17 For illustrative purposes the preceding paragraphs have described the Development Plan and the Five-Year Forecast in terms of white paper development. However, these exist in their own right as the basic planning instruments of government and all policy whether or not originating in a white paper, is channelled through the Development Plan and Five-Year Forecast as a matter of course. As the flow-chart (A) at appendix F shows, relatively minor new policy or policy closely related to existing policy may be formulated without recourse to green and white papers, but in such cases careful consultation is carried out with the appropriate advisory bodies (except in the most urgent of cases) to offset the lack of extensive public consultation entailed in the compilation of green papers.

The Board of Education

4.18 The Board of Education plays a key role both in the formulation of policy, as described above, and in educational planning. The Board is a statutory advisory body appointed by the Governor in accordance with section 7 of the Education Ordinance, which states:

"7(1) There shall be a Board of Education appointed in accordance with subsection (2) which may advise the Governor on educational matters.

(2) The Governor shall by notice in the Gazette appoint as members of the Board such persons as he thinks fit.

(3) A member of the Board shall hold office for such period as may be specified in such notice.

(4) The Board may regulate its procedure.

(5) Such officers of the Education Department as the Director may nominate shall attend the meetings of the Board.

(6) The Director shall appoint an officer of the Education Department to be the secretary to the Board.

(7) The secretary to the Board shall forward a record of every meeting of the Board to the Director, who shall transmit a copy of the record to the Governor together with any observations which the Director may wish to make on such record."

Current membership of the Board is as shown at appendix L. 19 of the 21 members (excluding the Secretary, who is a full-time official of the Education Department) are unofficial members, the two official members being

the Director of Education (Vice Chairman) and the Deputy Secretary for Social Services. The chair has been occupied by unofficials since January 1973. Broadly speaking, the unofficials reflect the following interests:

- (a) tertiary institutions: the University of Hong Kong; the Chinese University of Hong Kong; The Hong Kong Polytechnic; the approved post-secondary colleges;
- (b) schools: private schools; grant schools; subsidised schools;
- (c) major sponsoring bodies: the Church of Christ in China, the Anglican Church, the Roman Catholic Church, the Buddhist Association;
- (d) the Hong Kong Training Council;
- (e) commerce, industry, the professions and community service.

The Board meets at regular intervals (monthly at present). It is consulted through discussion papers and kept informed through information papers and other relevant material, such as statistical indicators and tables, Legislative Council speeches, etc. A list of the major topics on which the Board has been consulted or which have been raised by the Board for discussion in recent years is shown at appendix M.

4.19 It will be noted that the Education Ordinance gives the Board a general warrant rather than specific terms of reference. As a result questions have been raised from time to time about the functions of the Board and the role it should play in the development of education in Hong Kong. The government's initial response to these questions was on the lines that the Board is an advisory body without executive functions; that, generally speaking, in regard to any matter put before the Board the government wishes to be advised of its educational desirability, social acceptability, and financial and political implications; and that the composition of the Board's membership is such that a variety of interests, both specialist and general, are reflected: it is representative of that sector of the general public which is informed and responsible, and its reactions and views pertaining to the government's policy (particularly at an early stage when confidentiality is seen as necessary) are extremely helpful to the government as they reflect those of the community at large. The Board reflects public opinion only to a limited extent: classroom teachers, for example, are not at present represented on the Board because there are Board members (in particular, those who are heads of schools) who can reflect their interests, albeit in an indirect way; there are practical difficulties in choosing appropriate representatives without alienating one group or another; and the overall size of the Board has to be kept reasonably small to be effective. The Board's contribution is not limited to reflecting responsible public opinion: there are individual members who are specialists in their own right and the government draws on the wealth of their experience and expert knowledge. In general the Board's advice is sought on all major issues involving either the formulation of new policy or the modification of existing policy the implementation of which would have wide ramifications. The Board is consulted as far as possible on all such matters. Sometimes, however,

decisions have to be made quickly to meet certain exigencies or are made over and above purely educational considerations: in such instances it might not be possible or appropriate to consult the Board before the event.

4.20 The Board, as might be expected, has differed with this view in the belief that it should have a wider role, and has asked the specific question - on what matters is the Board expected to give advice? - to which the government has responded in the following terms:

"It has already been pointed out that it is very difficult to give a precise definition of the Board's role without placing undue limitations on the Board's functions (and it would be neither proper nor advisable to dictate arbitrary restrictions of the Board's activities). The attempt made in the following paragraphs to give a clearer indication of what the Board should do or not do is therefore solely intended to be helpful. It represents what the government thinks is the compass within which the Board should operate and where the Board's contributions would be the most valuable.

"The key phrase in section 7(1) of the Education Ordinance is 'may advise'. It emphasizes the advisory nature of the Board and implies the discretion of the Governor to refer or not refer appropriate educational matters to be Board for advice (and, indeed, to accept or reject such advice). This is reinforced by Section 6 which enables the Governor to give directions to the Director of Education and other public officers. On the other side of the coin Section 7(1) also indicates the discretion of the Board to offer advice on appropriate educational matters to the Governor on its own initiative. As to the interpretation of the phrase 'educational matters', it might perhaps be argued that all educational matters are the Board's concern but to take this view is to ignore the scope of the Education Ordinance under which the Board is appointed and the practical constraints upon the government and Board members alike which make the Board's direct involvement in all educational matters impossible. Clearly discretion has to be exercised in the selection of appropriate educational matters on which the Board's advice is sought.

"This begs the question of what educational matters are considered 'appropriate' and what others 'inappropriate'. The government is of the view that, in principle, matters within the following areas would not be appropriate: -

- (i) the affairs of the educational institutions which are excluded from the scope of the Education Ordinance by Section 2 (i. e. the Universities, the Polytechnic and the Approved Post-Secondary Colleges);
- (ii) Matters specifically delegated to some other body by the Governor (e. g. the University & Polytechnic Grants Committee, but this does not mean that the Board cannot discuss subjects such as technical education where its own responsibilities and those of the UPGC overlap, or matters relating to the interface of the school system with higher education in which the Board may have legitimate interests;

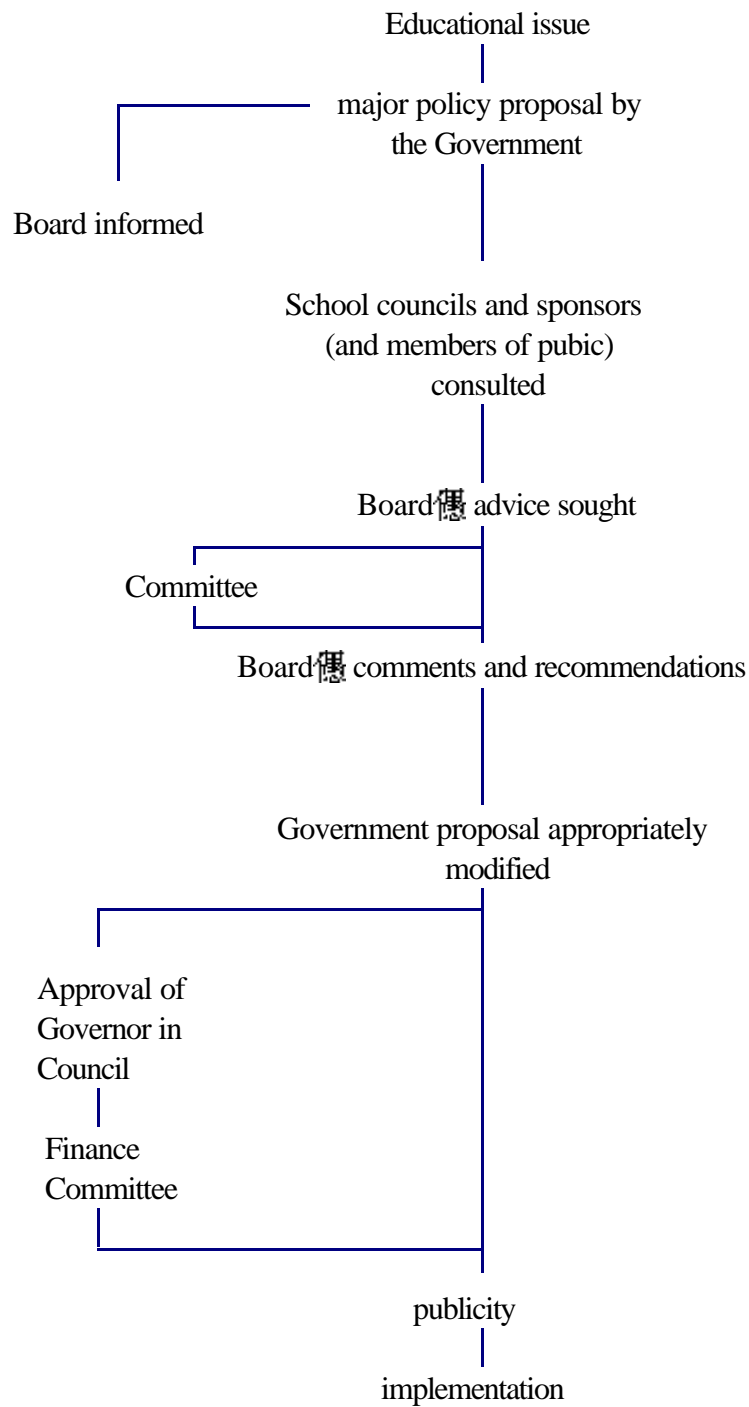
- (iii) matters concerning schools exempted under Section 9 other than those run by the Education Department;
- (iv) matters related to the day-to-day management and running of schools (including individual cases) which are the proper concern of the Director of Education.

"Other than the areas outlined above, there is a whole range of educational matters of general principle and policy which might be regarded as appropriate matters for the Board. It is hoped that members will agree that this range is sufficiently broad for the Board to play a comprehensive and valuable role in the education system. It should be recognised that in exceptional circumstances the Governor will also need to retain his discretion to take decisions without first obtaining the Board's advice on any specific issue even though any such matter may otherwise be considered normally to fall within the Board's purview, if for any reason he considers such a course to be necessary or desirable. On the other hand, the Board is not precluded from offering advice on educational matters it considers appropriate, even when it is not specifically asked for, or even strictly within its purview, so long as it is understood that any advice may be accepted or rejected by the government, and confidence is observed at all times.

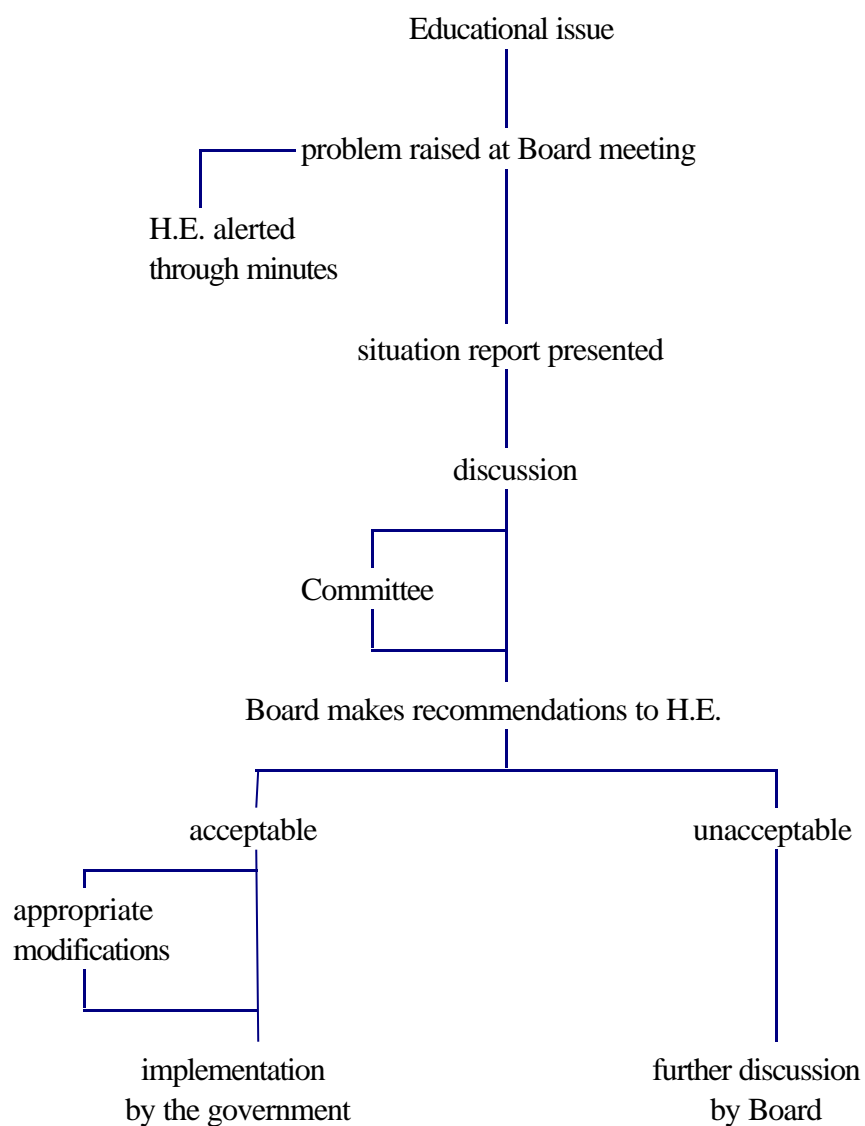
4.21 Again as might be expected, the Board is not particularly happy with this view of its role but has noted it.

4.22 The following diagrams show two typical ways in which the Board of Education's advice is provided:

(a) Where the Board's advice is sought :



(b) Where the Board calls attention to a major problem



4.23 An analysis of the Board's activities and deliberations during the 1976-78 term of office has shown that of the important educational items referred to the Board during this period, the Board's contribution resulted in major changes in the government's decision in about a quarter of the cases (notably those concerning sixth form education and proposals for an overall review of education), in minor changes in half of the cases (for example: replacement of the SSEE, aspects of senior secondary and tertiary education, secondary expansion and the role of private schools) and in no basic change in the remaining cases (for example: revision of school fees, rehabilitation services and selection and allocation for post-Form III education). It should be emphasised that the Board's contribution is not regarded as nullified when its comments or recommendation have not resulted in a modification of the government's proposals. Its endorsement of certain items, with or without reservations, does reassure the government that it is proceeding on acceptable lines.

Educational planning

4.24 The day-to-day routine planning of higher education proceeds individually within the two universities and the Polytechnic according to their own autonomous planning systems - though these will follow broad policy guidelines agreed between the government and the individual institutions in the light of UPGC advice. The approved post-secondary colleges are also (as private institutions) responsible for their own planning, subject to the legal requirements of the Post Secondary Colleges Ordinance and, in the case of the two government-assisted colleges, to the conditions attaching to the grant of financial assistance. Below this level, educational planning is largely the operational responsibility of the Education Department, working in close consultation with other government departments or policy and resource branches of the Government Secretariat as occasion demands. The flow-chart (B) at appendix F represents the normal planning process, though exceptions may arise in particular instances.

4.25 In 1979 the Education Department examined the planning machinery within the Department of Education and Science (England and Wales in the light of the overseas consultant's advice on educational planning at national level, with a view to strengthening its own planning mechanism. As a result adjustments were made to reflect more strongly the three basic criteria (i) that planning must directly involve those administering the policies that have to be planned; (ii) that specialist skills must be built into the machinery in such a way as to ensure that they can make a creative contribution to policy formation without being able to determine it single-handed; and (iii) that the planning machinery must keep close to those most directly concerned with policy, exploring amongst other things options that reflect their known views, and seeking their guidance and endorsement from time to time. Below the Director and Deputy Director of Education the officer directly responsible for overall planning in the department is the Senior Assistant Director of Education (Planning and Development), whose branch includes the Planning and Building Division, headed by an Assistant Director. SAD(P & D) is chairman of the Directorate Planning Committee (DPC) membership of which consists of all Assistant Directors, the Chief Treasury Accountant and the Secretary of the Education Department, and senior staff of the Planning and Building Division. A senior representative of the Social Services Branch also serves on the DPC,

and Finance Branch officers and other specialist officers may be co-opted from time to time as occasion demands. Once the need for a planning task has become clear, usually as the result of a request from a user division or public pressure or suggestions from within the Directorate, specialist officers of the division most closely concerned with the subject-matter will initiate the work of identification and analysis, eventually tabling an information and discussion paper in the DPC. The conclusions reached in the DPC after due deliberation are conveyed by the chairman to the Senior Directorate Meeting (SDM), consisting of the Director, Deputy Director and two Senior Assistant Directors; the SDM normally take place every two weeks, when decisions are taken as to whether the recommendations of the DPC should be followed up and if so what priority and timing should be accorded to them within the departmental schedule of work.

4.26 Depending on the nature and complexity of the item, a decision is taken at the SDM on the extent to which consultation will be necessary or desirable. On matters other than those related to the day-to-day management and administration of schools, including specific individual cases, which are the proper concern of the Director of Education, the Board of Education will normally be consulted. On matters directly affecting schools one or more of the various schools councils will also be consulted, as appropriate, together with any specialist advisory bodies with an interest - to take a hypothetical example, a plan (say) to include moral education in the secondary school curriculum would be referred to the Board, to the schools councils representing the schools concerned, to some of the major school sponsors and perhaps to religious organisations. Lists of the major sponsors and councils are appended (appendix K).

4.27 Beyond this stage, planning then proceeds according to the routines already described - in consultation with the policy and resource branches, memoranda seeking approval for activities are submitted to the Executive Council and to the Finance Committee where necessary, or action is taken administratively by the Director, with activities programmed into the Development Plan, the Five-Year Forecast and the Draft Estimates of Revenue and Expenditure. The flow-chart (B) at appendix F traces the normal progression of business.

4.28 An alternative planning device used by many government departments is the Programme Plan, which is rolled forward every year, its targets updated in the light of annual progress. In presentation, a Programme Plan closely follows the format of the programmes in the Development Plan, with very detailed comprehensive statement covering policy objectives, forecast of demand, current and approved planning provision, shortfall (or over-provision), alternative courses of action and finance. In recent years, however, Programme Plans have not been extensively used for education policy since development has been by means of green and white papers. There are some exceptions: development of special education, for example, is by means of the Rehabilitation Programme Plan, it being recognised that the various rehabilitation services provided by the Education, Medical and Health, Social Welfare and Labour departments must be co-ordinated by means of a master-plan central administrative control.

The Planning and building Division

4.29 The Planning and Building Division came into being in August 1977 following the merger of the then Administration and Development divisions,

each headed by an Assistant Director. The merger stemmed from a major reorganisation of the Education Department's directorate, which sought to redress an imbalance in the distribution of functions and responsibilities at both the Deputy Director and the Assistant Director levels. The Planning and Building Division is on the one hand the "think tank" of the department and on the other hand is charged with responsibility for the physical implementation of education policies by providing sufficient school places. The Assistant Director is the chief planner of the department, responsible (under the direction of SAD (P & D)) for the formulation of strategies for the achievement of new policy objectives, for the development of new concepts within the education system and for the co-ordination of inter-divisional planning efforts. At the same time he is also responsible for identifying and solving problems occurring in the implementation of approved policies and for ensuring that the school system as a whole is sufficiently flexible to respond to the increasing demands being placed upon it. The Assistant Director is supported in his role as planner by three separate sections within the division: the Building, Planning and Statistics sections.

4.30 The Building Section is concerned with the implementation of approved policy targets in respect of school places and qualitative improvements through new school buildings and extensions of primary, secondary and special schools. The section is also involved in any matter related to land grants and accommodation as they affect the provision of pre-primary education facilities in housing estates, the expansion of English education and the provision of places in technical institutes and the approved post-secondary colleges. The section monitors the progress of approved school building programmes, investigating and processing applications of school building projects and extensions, making recommendations with regard to the grant of sites, capital subsidies and interest-free loans and evaluation prospective sponsors wishing to operate estate primary and secondary schools. The section maintains close liaison with architects of the Architectural Office and Housing Authority, sponsors and their architects.

4.31 The Planning Section is responsible for initiating, examining and developing ideas emanating from the DPC and for assisting the Assistant Director to reach a decision on the optimum strategy for achievement of the policy objectives determined by the Senior Directorate. The work of the section entails considerable research, assessment of the advantages and disadvantages of various courses of action and the preparation of detailed discussion papers. The section works closely with the Statistics Section in the gathering of background data and the testing of various planning options in the light of the statistical information available. The department places a high degree of importance on the work of this section and the quality of the information produced by it in view of the rapid expansion of the education system and the complexity of the planning tasks involved. This complexity arises in part as a result of the fact that the system is still evolving at all levels and, in part, as result of the constant need to re-examine and redesign targets as a result of the recent rapid increases in population.

4.32 The function of the Statistics Section is to collect, analyse and interpret statistical data and develop and organise statistical systems for use in the formulation of major educational programmes and policy decisions. The work is service-oriented, and although strictly speaking the section provides a common service to the department it is heavily involved in providing planning data for the Planning Section.

Divisional planning

4.33 Divisional planning systems vary according to the nature of the main divisional functions. Some functions cannot be viewed in isolation (for example, the annual student intake to the colleges of education must be geared to the probable employment situation in schools two or three years later) and in such cases divisional planning tasks are streamed into the central departmental planning process at an early stage. For purely internal divisional planning matters, however (such as the deployment of existing special education teachers), decisions are taken internally as far as possible, each division adopting whatever systems of planning happen to suit the characteristics of its work: this results in a wide variety of formal, informal and, where appropriate, ad hoc small-scale planning arrangements under the general control of Assistant Directors.

Educational research

4.34 It has not been until recent years that the Education Department has been able to undertake systematic research projects to assist in forward planning: this became possible in the mid-1970s with the reorganisation of the Advisory Inspectorate's Research, Testing and Guidance Section (whose limited resources had necessarily been concentrated in the main on testing). This Section is now known as the Educational Research Establishment (ERE), its main functions being to carry out general educational research and to monitor standards at all levels of education within the school system. The key tasks of ERE and the general direction of its work are determined by a policy committee, chaired by the Director of Education, and an advisory committee.

4.35 ERE is concerned with the effect of educational change on the standards achieved by pupils, especially in the basic areas of language and mathematics. As explained in chapter 7 it will be undertaking research in connection with the current review of policy concerning language in education at the secondary level, and will also evaluate the effect of the 1980 Green Paper proposals at the primary and pre-primary levels.

4.36 In recent years members of ERE have conducted research in a variety of areas, including the concurrent and predictive validity of schools' internal assessments; the use of scaling tests as a means of selection; school reactions to the Secondary School Places Allocation system; standards of attainment in basic school subjects; Chinese vocabulary and the use of Mandarin as the medium of instruction; dropouts and problem children; and environmental problems in schools.

4.37 ERE research activities are co-ordinated wherever appropriate both with the routine planning processes of the Education Department and with the formulation of new policy. For example, when the Junior Secondary Education Assessment (JSEA) scheme was conceived it was realised that research would have to be carried out to determine the most appropriate method of scaling internal assessment as well as the level of accuracy of internal assessments, bearing in mind the lack of experience in Hong Kong of this type of scheme. It was decided to await the research findings before making a final decision on whether or not the pupil's personal performance in the scaling test should also be counted in the selection procedures. Part of the research was accordingly directed towards a comparison of selection procedures based on

scaling test results combined with scaled internal assessments. The findings indicated very little difference between the two methods of selection and it was therefore decided that the pupils' personal performance in the scaling test need not be counted in drawing up an order of merit for the allocation of school places. This decision was taken mainly to encourage the development of a balanced curriculum in junior secondary forms.

4.38 ERE works in association with other research bodies where appropriate. In investigating environmental problems, for example a project on the effect of aircraft noise on schools situated in the North Kowloon flight path, work was carried out in collaboration with the University of Hong Kong, and the findings (which confirmed that aircraft noise causes very severe disturbance to teachers during lessons) were referred to the Environment Branch of the Government Secretariat, which is considering the general question of noise pollution in schools.

4.39 Other planned projects by ERE include an evaluation of the 'learning by doing' approach in primary education, an evaluation of ETV programmes in secondary schools, an evaluation of technical education in technical schools, a study of teacher effectiveness and in connection with selection and allocation procedures, a study of the difficulties encountered by Band 5 pupils on entering secondary schools, and correlation studies (predictive validities) of the SSPA and JSEA schemes. As mentioned, ERE will conduct intensive research into facets of the language problem in secondary schools - including an investigation of the attitudes of parents, teachers and students towards the medium of instruction - as part of the current review of language policy.

4.40 Examples of research at the university level in language in education include a comparison of HKCE results of students from two different language streams, the effects of the medium of instruction on student cognitive development and academic achievement, an investigation of the language difficulties experienced by primary school leavers in learning mathematics through the medium of English, a study of the reading proficiency of first-year university students, the maturity and originality of written prose produced by first-year university students in Hong Kong and a self- assessment of listening and reading comprehension of university students.

4.41 Reference to the full range of research into educational topics carried out at the tertiary level is beyond the scope of this chapter: topics include secondary school dropouts, attitudes of fifth-form students to extra-curricular activities, the streaming of pupils by examination results, parental attitudes and test anxiety, guidance in secondary schools and a study of social class and school processes in Primary 1 classes in Hong Kong.

The Hong Kong Education System

Chapter 5

The Financing of Education and Provision of School Places

A: General background

Hong Kong has almost complete autonomy in its domestic financial affairs, with the ultimate authority for the government's revenue and expenditure proposals resting with the Legislative Council. The revenue and expenditure estimates for each financial year, which starts on 1 April, are submitted to the Finance Branch of the Government Secretariat by each government department in October of the previous year. The estimates are scrutinised and are adjusted according to the priorities set for the government as a whole. They are then submitted to the Legislative Council with the Appropriation Bill at the time of the Financial Secretary's Budget Speech in February.

5.2 A small deficit in the government's accounts was returned in the first financial year after World War II. Subsequently - with the exception of 1959-60, 1965-6 and 1974-5 when there were deficits of some \$45 million, \$137 million and \$380 million respectively - a series of surpluses, some of them substantial, have been accumulated in the years up to and including 1980-1. On 1 April 1981, 'free' fiscal reserves stood at \$10,300 million. Such reserves are required to secure the government's contingent liabilities, to enable seasonal deficits to be met, and to ensure that the government is able to cope with short-lived tendencies for expenditure to exceed revenue or for revenue yields to fall below expectations.

5.3 This accumulation of reserves has been achieved partially through a strong growth in revenue. Revenue has expanded more than 54 times from \$309 million in 1951-2 to \$16,796 million in 1979-80. The rate of increase has been affected by variations in such factors as the economic situation and inflows of capital, and by the introduction of an appropriations-in-aid system in 1976-7 whereby certain departmental receipts, recovered by departments in the process of providing services to the public, were used to offset approved expenditure. The upward trend has, however, been strong and continuous.

5.4 The pace of economic growth gave rise to surpluses from 1969-70 to 1973-4, with the highest surplus in these years of \$640 million being achieved in 1971-2. There was a net deficit of \$380 million in 1974-5, largely because of increased spending on public works, social welfare, and university and Polytechnic grants. But in subsequent years growth resumed and the accounts again returned to surplus; a surplus of \$7,881 million has been budgeted for the 1981-82 financial year. Estimated revenue for 1981-82 is \$34,138 million; estimated expenditure is \$25,062 million.

5.5 The highest proportions of revenue are estimated to be derived in 1981-82 from internal revenue (37.3 per cent), land transactions (34.6 per cent), revenue from properties and investments (9.9 per cent) and general rates (3.1 per cent). The proportion derived from land transactions has increased considerably in recent years (standing at 17.3 per cent of revenue in the 1979-80 revised estimate). The percentage distribution of government expenditure by function for the period 1977-81 is shown in the following table:

(Percentage distribution)	1977-78 Actual	1978-79 Actual	1979-80 Actual	1980-81 Revised Estimate
Social services	43.5	43.5	44.0	45.4
Community services	25.4	24.2	23.0	21.3
General services	16.3	17.7	16.3	18.1
Economic services	6.4	6.4	6.9	7.1
Other expenditure	8.4	8.2	9.7	8.1

5.6 In the context of the government budget the social services comprise education, medical and health, housing, social welfare and labour. Since 1974-75 the percentage distribution of government expenditure on these services has been as shown below:

(Percentage distribution)	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81
	A	A	A	A	A	A	RE
SOCIAL SERVICES :							
Education	17.6	19.6	19.4	16.5	16.1	15.8	14.9
Medical & Health	8.5	8.5	8.8	7.6	7.8	7.9	7.2
Housing	10.3	10.1	8.4	15.2	14.8	15.5	18.9
Social Welfare	4.1	5.5	5.0	4.0	4.5	4.6	4.0
Labour	0.2	0.2	0.2	0.2	0.2	0.2	0.4
	40.7	43.9	41.8	43.5	43.5	44.0	45.4

A : Actual

RE : Revised estimate

5.7 Education expenditure is divided into three heads : Education Department, Education Subventions and Universities and Polytechnic, the percentage distribution being approximately as follows in the 1981-82 estimates :

	Percentage of		Amount \$ million
	Education expenditure	Total government expenditure	
Education Department	14.2	1.9	489.6
Education Subventions	61.3	8.4	2,106.6
Universities and Polytechnic	24.5	3.4	840.6
Total	100.0	13.7	3,436.8

With additional estimates expenditure of \$ 197.9 million on capital works (education projects) taken into account, the estimated proportion of total government expenditure set aside for the education budget in 1981-82 rises to 14.5 per cent. Within the framework of these three heads of expenditure, the two largest areas of expenditure in recent years have been grants and subsidies to public-sector schools other than government schools, particularly in respect of the various codes of aid (see paragraphs 5.24 - 5.36 below), accounting for approximately 62 per cent of total expenditure, and on grants to the universities and Polytechnic, accounting for about 23 per cent (excluding student grants).

5.8 Actual gross expenditure on education under the three heads since 1974-75 has been as follows :

\$ million	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81*
Education Department	188.7	200.1	226.4	255.8	282.1	315.4	452.9
Education Subventions	685.0	721.3	843.2	982.4	1161.9	1462.1	1965.3
Universities and Polytechnic	225.0	310.2	296.4	332.2	414.3	547.5	810.3
Total	1098.7	1231.6	1366.0	1570.4	1858.3	2325.0	3228.5
(Annual % increase)	(13.9)	(12.1)	(10.9)	(15.0)	(18.3)	(25.1)	(38.9)

* Revised estimate (1980-81)

The following table shows expenditure on the Gross Domestic Product at current market prices for the same period, total government expenditure, government education expenditure, and government expenditure as a percentage of Gross Domestic Product :

	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81
							RE
	\$m	\$m	\$m	\$m	\$m	\$m	\$m
Government education expenditure	1098.7	1231.6	1366.0	1570.4	1858.3	2325.0	3228.5
Total government expenditure	6255.2	6032.2	6590.9	8996.9	11090.1	13872.3	19694.9
Expenditure on GDP at current market prices	38786.0	40574.0	51973.0	59615.0	69491.0	86113.0*	106088.0*
	%	%	%	%	%	%	%
Government expenditure on education as % of GDP	2.83	3.03	2.63	2.63	2.67	2.70*	3.04*
Total government expenditure as % of GDP	16.13	14.87	12.68	15.09	15.96	16.11*	18.56*

* Provisional figures for 1979-80
Preliminary figures for 1980-81

The distribution of education expenditure against the total provision made in the estimates for the financial year 1981-82 is illustrated in the following paragraphs (figures rounded).

Total provision

5.9 The gross total provision made in the estimates for 1981-82 is \$25,062 million. This represents an increase of \$6,620 million on the approved estimate for 1980-81 and of \$11,190 million on actual expenditure in 1979-80, viz :

	Actual Expenditure 1979-80	Approved estimate 1980-81	Estimate 1981-82
	\$ million	\$ million	\$ million
Annually Recurrent - Personal Emoluments	3,517	4,066	5,271
Annually Recurrent - Other Charges (including Pensions)	5,348	6,636	9,917
Special Expenditure	5,007	7,740	9,874
Total, gross	13,872	18,442	25,062
Appropriations-in-Aid	890	1,174	1,441
Next Expenditure	12,982	17,268	23,621

Education Department provision

5.10 The estimate of the amount required under Head 40 - Education Department in 1981-82 for the salaries and expenses of the Education Department is \$490 million.* This represents an increase of \$109 million on the approved estimate for 1980-81 and of \$175 million on actual expenditure in 1979-80, viz :

	Actual expenditure 1979-80	Approved estimate 1980-81	Estimate 1981-82
	\$ million	\$ million	\$ million
Annually Recurrent - Personal Emoluments	271	291	356
Annually Recurrent - Other Charges	40	87	123
Special Expenditure	4	3	11
Total, gross	315	381	490
Appropriations-in-Aid	11	11	15
Net Expenditure	304	370	475

Controlling Officer: Director of Education

* This includes expenditure in respect of the institutions directly under the administration of the Department - viz: government schools, colleges of education and technical institutes.

Education subventions

5.11 The estimate of the amount required under Head 42 - Education Subventions in 1981-82 for annual grants, capital grants and refunds under Codes of Aid for primary schools, for primary special schools, for secondary schools and for secondary special schools; for approved subsidies to English Schools Foundation schools; for approved recurrent and capital assistance to private secondary schools and for subsidies to miscellaneous educational activities is \$2,107 million. This represents an increase of \$458 million on the approved estimate for 1980-81 and of \$645 on actual expenditure for 1979-80, viz :

	Actual expenditure 1979-80	Approved estimate 1980-81	Estimate 1981-82
	\$ million	\$ million	\$ million
Annually Recurrent	1,391	1,558	1,945
capital Expenditure	71	91	162
Total, gross	1,462	1,649	2,107

Controlling Officer: Director of Education

Provision included under Heads 40 and 42 provides for the expansion of education services in accordance with approved policies and, in particular, for the expansion of secondary education towards the targets set out in the 1974 and 1978 White Papers.

Universities and Polytechnic

5.12 The estimate of the amount required under Head 190 - Universities and Polytechnic in 1981-82 for recurrent and capital grants to the two universities and the Polytechnic, for rate refunds, for student grants, for the salaries and expenses of the secretariat of the University and Polytechnic Grants Committee (UPGC) and for the expenses of the UPGC itself is \$840 million. This represents an increase of \$94 million on the approved estimate for 1980-81 and of \$292 million on actual expenditure in 1979-80, viz :

	Actual expenditure 1979-80	Approved estimate 1980-81	Estimate 1981-82
	\$ million	\$ million	\$ million
Annually Recurrent - Personal Emoluments	1	1	1
Annually Recurrent - Other Charges	411	457	657
Special Expenditure	136	288	182
Total, gross	548	746	840

Controlling Officer : Secretary, University and Polytechnic Grants Committee

5.13 A full analysis of revenue and expenditure under the three education heads is contained in the Estimates of Revenue and Expenditure for the Year Ending 31 March 1982.

B : Provision of places

5.14 The recent increased flow of immigrants from China has generated a greater demand for primary and secondary school places. In the light of the new population projections compiled by the Census and Statistics Department in June 1979 the Director of Education has reviewed the Department's planning targets. In the primary sector the increased demand is expected to be fully absorbed within vacancies in existing primary schools. Proposals to increase the supply of secondary places at all levels, having regard to the new population projections, were approved on 12 December 1979. However, at the secondary level it will now be necessary to re-assess the requirement for new schools, taking into consideration the increase of numbers in the age group.

Primary school places

5.15 In primary education the policy is to provide a government or aided place for every child of primary school age (6-11). Actual enrolment in primary classes exceeds the number in the 6-11 age group because it is still permissible for a child to enrol up to the age of 8 years and remain to complete his course until the age of 14. Such late enrolment was formerly common but is now rare; however, all primary pupils are permitted to repeat one year if necessary and as a result, a considerable number of children in the 12-14 age group are still in primary schools. Of the total primary enrolment (540,260) on 30 September 1980, 472,513 (87.5 per cent) were in government and aided schools, the balance of 67,747 (12.5 per cent) being in private schools. 2.2 per cent of the total primary enrolment were under 6 years, 89.5 per cent were 6-11 years and 8.3 per cent were over 11 years. The number of pupils over 11 years is declining (8.3 per cent of total enrolment in September 1980; 9.4 per cent in 1979; 10.8 per cent in 1978; 13.2 per cent in 1977). Calculated against approved policy standards there is at present a surplus of places in primary schools over and above actual enrolments. In September 1980 there were 540,045 operating places in aided primary schools against an enrolment of 437,315 - i.e. overprovision by 23.5 per cent in this sector. This is due mainly to two factors : a decline in the number of children in the relevant age group from 605,100 in 1973 to 499,600 in 1980, and a redistribution of population from the older urban areas to the new developing areas, necessitating the construction of new schools in line with the policy that no child should have to travel more than 0.4 km from home to attend primary school. Four new primary schools were opened in public housing estates in 1980-81 and the Department intends to provide 30,240 new places in developing areas in 1981-82. This will be offset by a reduction in capacity in accordance with the aim of closing classes in areas of over-provision.

5.16 The 1981-82 Estimates note that the 1980 Green Paper on Primary Education and Pre-primary services recommends a reduction in class sizes in those schools adopting the 'learning by doing' approach, an enhancement of staff ratios and measures to improve the quality of teaching and the provision of resource materials in the field of primary education.

Places in Forms I - III

5.17 The 1974 White Paper indicated the government's intention of providing subsidised junior secondary places for all Primary 6 leavers. This was achieved in September 1978 when Form I places were for the first time allocated by reference to Primary 5 and Primary 6 internal assessments monitored by an academic aptitude test (the Secondary School Places Allocation scheme). Concurrently with the 100 per cent provision of places at the junior secondary level the government abolished all tuition fees in junior secondary forms in all Chinese Middle and Anglo-Chinese schools in the public sector. This was followed in September 1979 by the abolition of "tong fai" (subscription charges) and similar charges in junior secondary classes in the majority of government and aided schools, thus rendering junior secondary education in the public sector free and universal (except for English schools). Financial provision is therefore included for 84,600 Form I places in September 1981, allowing for a build-up in the number of Form II and III places to accommodate the increased enrolment as pupils progress through the junior forms :

	Forms I - III combined				
	1980	1981	1982	1983	1984
Demand (based on P6 leavers)	276,619	266,230	254,520	246,035	249,630
Planned provision (% of places) :					
Government	6.5	6.7	7.3	7.8	7.9
Aided	40.4	41.9	66.2	71.5	74.3
Bought/assisted places	53.1	51.4	26.5	20.7	17.8

Places in Forms IV - V

5.18 The second main objective in the 1974 White Paper was the provision of sufficient subsidised places in Forms IV and V for 40 per cent of the 15-16 age group. This has, however, been amended by the 1978 White Paper. It is now the government's intention to meet, during early 1980s, the full demand from Form III leavers who would benefit from the kind of courses which schools or other senior secondary institutions provide. Taking into consideration the increase in population arising from immigration it is hoped to provide subsidised school places at Form IV level for about 58,000 pupils or 59 per cent of the 15-year-old population in September 1981, 65 per cent by September 1982 and over 70 per cent by September 1986. The build-up of places is illustrated overleaf:

	Forms IV - V combined				
	1980	1981	1982	1983	1984
	218,700	203,000	190,500	180,300	171,700
15-16 year-old population					
<u>Planned provision</u>					
Number (%) of places :					
(a) Government	8880(14.1)	10840(11.8)	12160(10.3)	12560(10.3)	12240(10.1)
(b) Aided	50720(80.8)	61160(66.6)	96480(81.6)	99000(81.5)	98920(81.6)
(c) Bought places in private NPM schools	115(0.2)	16215(17.7)	5850 (4.9)	5985 (4.9)	5940 (4.9)
(d) Five-year bought places in private independent schools	289(0.5)	178(0.2)	10 (-)	-	-
(e) Other types of place*	2780(4.4)	3390(3.7)	3770(3.2)	3940(3.2)	4180(3.4)
Total	62784	91783	118270	121485	121280
Percentage of population	(29%)	(45%)	(62%)	(67%)	(71%)

* Places in English schools and the Police Cadet School, and 15-year-olds in special schools

Included in the measures to achieve these targets is a programme approved in December 1979 to open 28 new secondary schools (16 standard schools and 12 prevocational schools), bringing the total number in the secondary school building programme to 130. The new schools will be located in developing areas, such as the new towns and market towns and in those urban areas which are currently under-provided with secondary school places. Twelve of these schools will be built privately but they will be publicly financed by means of government subvention, while the remaining 16 will be financed and built through the Public Works Programme. 10 more secondary schools were completed in 1980-81. More Form IV - V places are being made available by the

restructuring of class organisation in aided schools, by the conversion of certain private non-profit-making schools into fully aided schools and by the opening of Forms IV and V classes in prevocational schools. To alleviate the effect of delays in the building programme, arrangements have been made, as a temporary measure, to operate Form IV classes in new and developing schools and to advance the opening of some schools by the use of borrowed premises.

Form VI places

5.19 The provision of Form/Middle VI places in the government and aided sector accords with the 1974 White Paper objective (re-stated in the 1978 White Paper) of providing subsidised Lower or Middle Form VI places for one-third of the pupils entering subsidised Form/Middle IV places, with progression to Upper Form VI in schools operating a two-year sixth-form course. The following table illustrates the planned build-up of Form VI places over the forecast period including provision in the approved post-secondary colleges which have joined the scheme of government assistance (1978 White Paper) and bought places in private non-profit-making schools which have not joined the scheme for conversion into aided schools :

(1) Lower/ Middle VI only (2) Lower/ Middle VI and Upper VI combined	1980		1981		1982		1983		1984	
	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)
Requirement	8440	-	9440	-	10640	-	18840	-	19330	-
<u>Planned provision</u>										
(a) Government	1410	2550	1410	2550	1590	2730	1800	3120	2010	3510
(b) Aided	7230	12990	7380	13290	8940	15570	12270	19650	13740	24450
(c) Bought places in private NPM schools	-	-	-	-	-	-	570	570	570	960
(d) APSC places	850	1700	850	1700	850	1700	850	1700	850	1700
Total	9490	17240	9640	17540	11380	20000	15490	25040	17170	30620

Subsidised places

5.20 In summary, by September 1980, 309, 623 places in Forms I - V and 12,990 places in Form VI had been provided in subsidised schools. In 1981-82 a total of 16,580 additional subsidised secondary places will be provided, as shown below :

		(+/-)
Forms I - III	Grammar and technical schools	- 40
	Prevocational schools	-
	Bought places	- 10,109
Forms IV - V	Grammar and technical schools	+ 9,640
	Prevocational schools	+ 800
	Bought places	+ 15,989
Form VI	Grammar and technical schools	<u>+ 300</u>
	Total	+ 16,580

Bought places

5.21 The following table indicates the likely provision of bought places in private schools according to the various categories :

	September		
	1980	1981	1982
<u>Bought places in Forms I - III</u>			
Private independent schools	80,490	70,650	55,155
Private non-profit-making schools	66,329	66,060	12,420
Total	146,819	136,710	67,575
<u>Bought places in Forms IV - V</u>			
Private independent schools	289	178	10
Private non-profit-making schools	-	16,155	5,850
Assisted private schools*	115	60	-
Total	404	16,393	5,860

* See paragraph 5.35 below

University and Polytechnic places

5.22 The current planning period for the universities and the Polytechnic is for the triennium 1978-79 to 1980-81. The approved student targets for this triennium, to be achieved by 1980-81, are 10,330 students at the universities and 11,400 full-time equivalent students (including evening students) at the Polytechnic. In September 1980 actual enrolment was 10,516 students at the universities and 11,322 full-time equivalent students to the Polytechnic.

5.23 A new triennium begins in July 1981 at the universities and August 1981 at the Polytechnic. The student targets for this triennium, which were approved in September 1980, imply an increase in the growth rate of the student population at the universities from 3 per cent to 4 per cent per annum. By 1983-84 there will be 11,620 students at the universities and 12,000 full-time equivalent students (including evening students) at the Polytechnic. The planned enrolment for September 1981 is 10,878 students at universities and 12,056 full-time equivalent students at the Polytechnic.

C : Fees and subventions

The Codes of Aid

5.24 There are at present four separate codes of aid prescribing the rules and conditions governing financial grants to schools in the aided sector. These are:

- (i) the Code of Aid for Primary Schools;
- (ii) the Code of Aid for Secondary Schools;
- (iii) the Code of Aid for Special Primary Schools and Special Classes in Primary Schools;
- (iv) the Code of Aid for Special Secondary Schools and Special Classes in Secondary Schools.

In addition, the Director of Education prescribes in a set of rules the conditions on which financial assistance is made available to the approved post-secondary colleges and their students. Aid to schools may consist of one or more of the following grants : -

- (a) Recurrent grants : salaries grant, capitation grant, library grant, administration grant, janitor staff and cleaning grant, textbook and stationery grant, rent and rates grant and passages grant.
- (b) Non-recurrent and capital grants.

5.25 Salaries grants normally consist of the approved salaries for all teaching staff, laboratory technicians and workshop instructors employed in accordance with the terms of the appropriate code of aid less the income from approved tuition fees. Where an aided school operates a non-aided school in its school premises or lets any part of the premises for any purposes, any rental or profit received is taken into account for purposes of calculating salaries grant. Tuition fees are subject to the approval of the Director, who also approves the

individual amounts of fee remission for needy pupils within the overall permitted level of 45%. Approved establishments for teachers and other staff, approved salary scales, details of post and conditions of service are included in the codes.

5.26 Capitation grants are normally paid half-yearly in advance, the amount of grant being assessed on approved enrolment at the current rates. The amount of grant may be reviewed if school enrolment falls below 90 per cent of approved enrolment (which is subject to maximum levels). Items chargeable to capitation grant include teachers' textbooks; consumable stores for teaching purposes; minor repairs; fuel, light and power; insurance; prizes and expenses arising from extra-curricular activities, etc. The purpose of the other recurrent grants are self-evident from their names. The Director may approve full reimbursement of rent and rates actually paid for school purposes.

5.27 The Director may approve non-recurrent and capital grants for such purposes as major repairs or the provision of major items of furniture and equipment costing not less than the current approved level. Capital grants may be approved for buildings, furniture and equipment in respect of a new school or of extension to or reprovisioning of an existing school. Such grants are normally made in the ratio of 80 per cent contribution by the government and 20 per cent contribution by the school and are based on the approved tendered cost or actual cost, whichever is the less. In the case of estate schools the government now meets all the capital costs except those relating to furniture and equipment. Library grants may be approved for the purchase of library books in order to assist an aided school which is establishing a library for the first time : this is in addition to the recurrent library grant normally payable to all aided schools and assessed according to approved enrolment at current rates.

5.28 Under the codes of aid a teacher who does not contribute to the government-administered provident funds but who contributes to another provident or superannuation fund approved by the Director may on submission of original receipts in respect of his contributions to such fund receive from the government a donation in respect of 50 per cent of the total contribution to such fund or 5 per cent of his basic salary in Hong Kong, whichever is the less. In practice, however, this arrangement is rarely made.

5.29 The codes of aid relating to special education reflect the varying needs of the handicapped according to the type or degree of disability: in general the codes provide for more favourable staff ratios, smaller classes and the employment, as appropriate, of paramedical staff, school social workers and additional minor staff.

5.30 Accounting and control procedures are specified in some detail in the codes of aid: these may be varied slightly from time to time in the light of operating experience. All codes of aid are currently undergoing a complete review to ensure that they can be effectively applied without excessively complex administrative procedures and to reflect general educational developments in recent years. The requirements of the Independent Commission Against Corruption that public-sector accounting procedures should as far as possible eliminate opportunities for corrupt practices has however tended to make the administration of the codes more complex and time-consuming.

5.31 It is too early to state what changes are likely to result from the present review of the codes of aid, as formal consultation with school councils, associations and other interested bodies is still proceeding on points of detail. It is possible that the new system of financing for the English schools operated by the English Schools Foundation could be extended to other groups of aided schools if they preferred this to the present arrangements under the codes of aid. The basic principle of this system is that a grant calculated on the basis of the notional subsidy per place payable to standard-sized primary and secondary schools under the general codes is paid to the sponsoring bodies concerned: the cost of providing education at standards beyond those approved for the codes of aid would then become the schools' responsibility and would normally be recovered by an increase in fees. Levels of fees would, however, be subject to the Director of Education's approval. Any general development in this direction would of course have to be considered against the background of the provision of nine years' universal, free and compulsory education. (The mode of financing of the English schools is more fully described in the Report of the Committee to Review the Application of the Parity of Subsidy Principle to the English-speaking Schools (1980).

Subsidies outside the Codes of Aid

5.32 In addition to subsidies paid under the terms of the codes of aid the government also provides subsidy to the following categories of school:

- (a) junior and secondary English schools operated by the English Schools Foundation (under arrangements which came into effect in September 1979);
- (b) private independent schools (in respect of bought places);
- (c) private non-profit-making schools (also in respect of bought places); and
- (d) assisted private schools.

5.33 The government pays the full fee for the places it buys at the Form I - III level in private independent schools. In Forms IV - V pupils in bought places pay the standard government tuition fee and the government supplements this up to the level of fee charged by the school, subject to an approved maximum fee supplement. Pupils in bought places at Form IV - V level are also eligible for fee remission on the standard fee element in accordance with the government's scheme of remitting up to 45 per cent of total fee income.

5.34 Where a private school is run on a non-profit-making basis it receives a per caput grant in respect of each bought place up to a maximum of forty pupils per class. In addition to the 53 private non-profit-making schools (previously 56, three of which have now amalgamated with their main schools) joining Stage I of the scheme of conversion to fully aided status in September 1979, two more schools joined Stage II of the conversion in September 1980, with another two applications under consideration. With effect from Stage III of the scheme, which will commence in September 1981, the bought place scheme will be extended to

Form IV in these private non-profit-making schools. During the conversion period these schools receive an improvement grant calculated in respect of the difference between the average actual cost to the government of subsidising existing fully aided schools and the assistance which they are already receiving. The phased conversion will allow the schools time to adjust and to bring themselves up to the standard required under the code of aid.

5.35 The remaining five assisted private schools (of which there were originally 41, 36 having become fully aided since September 1978) continue to receive assistance in the form of classroom/special room allowances, a salary allowance and the refund of rates and certain statutory fees.

5.36 The table in paragraph 5.21 above indicates the likely provision of bought places according to the various categories up to 1982-83. In determining appropriate levels of financial assistance for the provision of sixth-form places in the approved post-secondary colleges (1978 White Paper policy) the government ascertains the notional unit cost of providing comparable places in the aided sector, the largest single element being salaries. Thus, if the cost of aided school education increases the approved levels of assistance increase correspondingly.

Tuition fees

5.37 With a few exceptions (including the English schools), no tuition fees are charged in public-sector schools at primary level or in Forms I-III. In Forms IV - VI, aided schools charge the government standard annual school fee. In the light of the greatly increased burden on public funds brought about by the planned expansion of Form IV and V places, and bearing in mind general cost increases since the last increase in fees in 1965, new levels of fees were introduced in stages in September 1980. In addition, non-standard fees, which apply mainly to government schools in the New Territories, will be gradually brought up to the same levels of standard fees as shown below:

	Annual School Fees				
	1978-79	1979-80	1980-81	1981-82	1982-83
<u>Forms IV - V</u>					
Standard fee	400	500	600	600	600
Non-standard fee	200	300	400	500	600
<u>Form VI</u>					
Standard fee	450	620	800	800	800
Non-standard fee	220	330	450	620	800

Fees charged by private schools are subject to the control of the Director of Education.

5.38 In accordance with the principle that education should be universal and free up to Form III level, the government has taken over the cost of "tong fai" in aided secondary schools up to a ceiling of \$120 per pupil per annum. This sum is now paid as part of the capitation grant. The effect of abolishing "tong fai" has been to deprive schools of a significant source of private income which had hitherto been directed inter alia, towards funding loan repayments and the schools' contribution to repair and replacement costs. As a consequence of its abolition the government has waived all loan repayments outstanding at 1 September 1979 and has, in addition, assumed responsibility for meeting the full cost of all major repairs and replacements of furniture and equipment.

Salaries in education

5.39 The salaries of all officers employed in the Education Department are determined by the government (now on the advice of the Standing Commission on Civil Service Salaries and Conditions of Service) according to normal civil service procedures. Salaries in the aided school sector are brought into line with those of comparable posts in the Education Department. Private schools in which the government has bought places receive some assistance towards the salaries of staff teaching pupils occupying such places but otherwise determine salary levels individually. Fully private schools determine their own salary scales. Salaries in the assisted approved post-secondary colleges are also determined by the college authorities (but are influenced by the levels of government assistance provided). Salaries in the universities and the Polytechnic are generally not directly comparable with government salaries but take the government salary scales into account.

D : Financial assistance to students

5.40 Students may be assisted financially in a number of ways : while this may occasionally be in the form of scholarships based on merit, student assistance is now generally based on need, in keeping with the principle that no student capable of continuing his education at any level and for whom a place is available should be deprived of that place because of financial need. Thus, generous fee remission schemes are available in public-sector senior secondary and sixth forms, and maintenance grants or interest-free loans (or both) are available to tertiary-level students under specified conditions: this includes students in the technical institutes, the colleges of education, the approved post-secondary colleges, the two universities and the Polytechnic. The Secretariat of the UPGC administers schemes for grants and loans to university and Polytechnic full-time students. By the end of 1980, 5,008 grants and 6,486 loans for university students and 1,551 grants and 4,120 loans for Polytechnic students had been approved for the 1980-81 academic year. The total financial assistance made available to individual students has been revised over the years to take account of increases in tuition fees and costs of living. There have also been adjustments to the split between grants and loans within the total sum of assistance to correct the gradual drift in recent years towards higher loans and lower grants. Further improvements to the scheme are under consideration. Government financial assistance is not generally available to Hong Kong students studying overseas though, as stated elsewhere, two loan schemes have now been introduced to assist Hong Kong students already enrolled or intending to enrol in recognised first-degree (or equivalent) courses in Britain who have been affected by the sharp increases in tuition fees for overseas students.

5.41 Needy pupils in government and aided primary schools who cannot afford to buy textbooks can apply for a textbook and stationery grant at the rate of \$30 per annum. The maximum number of grants a school can allocate is normally 20 per cent of its approved enrolment although permission can be given for this quota to be exceeded. In practice the grant does not cover the cost of textbooks, which have recently been severely affected by inflation. Moreover, there is at present no textbook grant at the junior secondary level, where the cost of textbooks is considerably greater. In connection with the current review of primary education and pre-primary services, consideration has been given to two possible courses of action - either to lend books to pupils free of charge (as in the United Kingdom) or to increase the textbook grant; however, the 1980 Green Paper has made no firm recommendations on this, suggesting instead that the whole question of the supply of textbooks to pupils under-going free and compulsory education should be reviewed.

5.42 Subsidised travel facilities exist for bona fide students: the administration of the present scheme, however, has not been entirely satisfactory for a variety of reasons, and an improved scheme is to be introduced in September 1981. Details are still under consideration.

E : Higher education fees

5.43 Higher education fees were reviewed by the government towards the end of 1980. Previously, the setting of fee levels for university places had been carried out (since September 1974) on a quadrennial or triennial grant period basis, while the Polytechnic had rather more ad hoc arrangements. Before the recent review, university fees had been last reviewed in 1977 when fees for the ensuing triennium were set at the following levels:

<u>1978-79</u>	<u>1979-80</u>	<u>1980-81</u>
\$1,850 p.a.	\$1,950 p.a.	\$2,050 p.a.

and in 1976-77 Polytechnic fees had been set at \$700 for new students on full-time courses, increasing to \$1,000 in 1977-78 and subsequent years.

5.44 The government considers it reasonable for students to be asked to pay a fair proportion of their institutions' recurrent expenditure. The quantification of 'fair' is difficult but the contribution fees made at the University of Hong Kong in 1965/66 at the start of the (then) UGC system and the expansion of tertiary places was 13 per cent of the recurrent expenditure of that university. It is difficult to assess a comparable target figure for the Polytechnic because of the marked difference in fees set for full-time and part-time students and because of the distorting effect that fees from evening students and expenditure on part-time lecturers have on the calculations. Nevertheless, the following figures illustrate the relative contributions from fees income over the years:

	<u>1965/66</u>	<u>1974/75</u>	<u>1978/79</u>	<u>1980/81</u>
	%	%	%	% (estimated)
HKU	12.8	6.5	5.8	4.3
CUHK	8.8	6.4	8.9	6.5
Universities	11.0	6.4	7.0	5.1

Polytechnic

-

2.7

5.8

6.4

(excluding income from evening students and expenditure on rates and part-time lecturers in the Polytechnic).

5.45 Having regard also to the effects of inflation and rising costs generally, and to a comparison with fees payable by Hong Kong students to overseas universities, the government considers it reasonable that local higher education fees should be increased. The UPGC was accordingly asked to assume certain increased fee levels in its calculation of grants for the 1981-84 triennium and to notify the three institutions of these assumptions. After due consideration the institutions have elected to charge the tuition fees shown in the following table:

Universities

<u>Year or entry</u>	<u>1980/81</u>		<u>1981/82</u>		<u>1982/83</u>		<u>1983/84</u>	
	<u>HKU</u>	<u>CUHK</u>	<u>HKU</u>	<u>CUHK</u>	<u>HKU</u>	<u>CUHK</u>	<u>HKU</u>	<u>CUHK</u>
1980 & before	\$2050	\$2050	\$2050	\$2280	\$2640	\$2510	\$3010	\$2740
1981	-	-	\$2300	\$2280	\$2640	\$2510	\$3010	\$2740
1982	-	-	-	-	\$2640	\$2510	\$3010	\$2740
1983	-	-	-	-	-	-	\$3010	\$2740

Polytechnic

<u>Year of entry</u>	<u>1980/81</u>	<u>1981/82</u>	<u>1982/83</u>	<u>1983/84</u>
1980 & before	\$1000	\$1000	\$1000	\$1000
1981	-	\$1600	\$1900	\$2200
1982	-	-	\$1900	\$2200
1983	-	-	-	\$2200

5.46 It is also proposed in future to declare annually the level of fees to be charged in four years' time. This will give students and their families the opportunity to budget carefully for tertiary level courses, and they would then be aware of the fees payable (in most cases) from the date of enrolment up to the date of graduation. Students suffering from genuine hardship may apply to the Student Finance Scheme for assistance. The level of assistance will be automatically adjusted to take account of the increased fees. The revised fees will constitute only a small proportion of the total expenditure on tertiary education - at present prices university fees in 1983-84, for example, will result in the fee income from full-time university students being less than 10 per cent of the projected recurrent expenditure on such students : the new fees will also be less than the average student's first month's salary on entering employment, even at current rates.

F : General comments

5.47 As the first table in paragraph 5.8 shows, there has been a steady annual increase in gross government expenditure on education over a period of years and the annual percentage increase has been particularly high since 1979 - i.e. 25.1 per cent in 1979-80 and 38.9 per cent in 1980-81 (each year compared with the previous year). Apart from the effects of inflation on prices, much of the additional expenditure has arisen from the cost of qualitative improvements : in 1981-82, for example, it is estimated that a total of \$12.7 million will be required for the opening,

for the first time, of Form IV places in prevocational schools, together with the introduction of new subjects (engineering science and electronics) at this level, for the expansion of practical and technical subjects in Forms IV and V, and for the appointment of a consultant to advise on the establishment of an Institute of Language in Education aimed at improving language teaching (see chapter 7). All of these projects are in line with a major objective of the 1978 White Paper - a qualitative improvement in curriculum development and teacher education.

5.48 However, as the table in paragraph 5.6 shows, the proportion of total government expenditure allocated to education has been declining since 1975-76 (19.6 per cent in 1975-76 compared with 14.5 per cent in the 1981-82 estimates), although within the social services group this is offset to a considerable extent by the increasing allocation to housing (rising from 8.5 per cent in 1976-77 to 18.9 per cent in the 1980-81 revised estimates). Government expenditure on education as a proportion of expenditure on Gross Domestic Product has been slightly under 3 per cent for some years. However, private expenditure on education in Hong Kong is very considerable, with 100 per cent private provision of places in the kindergarten sector, 12.5 per cent in the primary sector, and 3.7 per cent in the junior secondary, 61.0 per cent in the senior secondary and 46.2 per cent in the sixth-form sectors. At the tertiary level private expenditure arises from the provision of places in various post-secondary institutions, including the approved post-secondary colleges and various schools registered under the Education Ordinance. A reliable estimate of private education expenditure is not available. (The sum total of the inclusive fees charged by wholly private institutions could perhaps be taken as a proxy for public expenditure, though some such institutions have other sources of income: moreover, if for any reason places could no longer be provided by the private independent sector it does not follow that there would be sufficient justification in all cases for public-sector provision to be made in lieu.) Fees charged by private urban day schools vary widely, according to their popularity : disregarding extremes, these at present vary from about \$650 to \$2,250 p.a. in the kindergarten sector, for example, and from about \$1,050 to \$1,700 in junior secondary forms. Fees in private rural schools are generally somewhat lower.

5.49 Revenue from education services in Hong Kong is very limited by comparison with expenditure: as already mentioned, the levels of fee income arising from the universities in 1983/84 (as recently increased) will be less than 10 per cent of projected recurrent expenditure. At the sixth-form level, the standard public-sector fee is \$800 p.a. compared (in respect of a standard urban aided school with 24 classrooms) with a unit cost of more than \$6,000 p.a. at this level. There is a point of view within the community that considering the total cost of education junior secondary education should not have been made universally free in the public sector when so many parents are clearly able (and willing if necessary) to pay for their children's education. Similarly, it is felt by some that tertiary level fees are unrealistically low for many of those who do not qualify for financial assistance for a university or Polytechnic place.

5.50 A point that needs to be emphasised is that the highest single element of expenditure in the government and aided sectors of education is staff salaries; in the 1981-82 draft estimates for Head 40 (Education Department), funds for staff salaries account for 80.4 per cent of annually recurrent expenditure or 78.6 per cent of total expenditure (disregarding appropriations-in-aid). Similarly, under Head 42 (Education subventions), 96.6 per cent of expenditure arising from the provisions of the Code of

Aid for Primary Schools is allocated to salary grants and provident fund payments (92.6 per cent in the case of the Code of Aid for Secondary Schools) in respect of annually recurrent expenditure.

5.51 The development of education in Hong Kong since the end of World War II has led to a confusing variety of financial arrangements in respect of subvented institutions. In recent years the gradual absorption of some categories of school into the wholly aided sector has reduced the number of different modes of financing, but there is still a great deal of untidiness in the system, making for administrative complexity which school authorities find irritating, and (more seriously) a marked unevenness of standards between different categories of school, at least where the standards are determined mainly by the levels of funds available. A strongly-held view in educational circles is that in the interests of social justice uniform financial standards should be made available to all schools contributing to the provision of universal, free and compulsory education, together with more generous provision of resources to meet the needs of less able pupils. With emphasis necessarily on the provision of places (as shown above) at a time of very rapid public-sector expansion, a certain amount of ad hoc development is still, however, inevitable and qualitative measures at standards markedly higher than the acceptable minima are not possible on a large scale in competition with other public services. But it was considered preferable to implement a basic nine-year school course as soon as possible, even though its infrastructure had not yet been fully developed, than to delay it for an indefinite period in order to provide a firmer basis for its support. As chapter 7 shows, there is nevertheless a growing emphasis on qualitative development within the school system.

The Hong Kong Education System

Chapter 6

Tertiary Education and Teacher Education

A : Tertiary Education

The provision and development of tertiary education in Hong Kong are matters which are central to the deliberations of the Committee to Review Post-secondary and Technical Education, which is expected to report in the second half of 1981. The Committee's recommendations are likely, in view of its comprehensive terms of reference, to have far-reaching effects on the educational system, not only in the post-school sector but also at the several points of access from school to further education and employment.

Committee's terms of reference

6.2 The Committee's terms of reference are as follows:

Having regard to:

- (1) the advice of the University and Polytechnic Grants Committee that the maintenance of a growth rate of 3 per cent per annum for the universities and a ceiling of 12,000 full-time equivalent students at the Polytechnic into the 1980s would have uncomfortable implications for Hong Kong's economic prosperity and social well-being, and that there should be a survey of all tertiary and higher level education, taking fully into account the type and range of courses offered by the Polytechnic and the technical institutes;
- (2) the concern of the Advisory Committee on Diversification that :
 - (i) the current higher education targets may not produce sufficient skilled and/or professionally trained personnel (particularly in the technological field) to meet the demands of potential students and the needs of the economy; and
 - (ii) the technical institutes should achieve greater flexibility of response to the needs of industry; and
 - (iii) part-time adult education should be a means for up-grading Hong Kong's manpower;
- (3) the increase in fees and other restrictions which curtail the numbers of Hong Kong students obtaining places in tertiary institutions overseas and may thus render invalid the previous assumptions that there were likely to be no fewer Hong Kong students undergoing degree courses overseas than the numbers of undergraduates in Hong Kong; and
- (4) the likely increase in the number of post-sixth form candidates suitable for further education as a result of the expansion of secondary education:

- (5) the necessity to establish the right mix of educational opportunities so as to produce a balance of trained manpower suitable for probable employment demands; and
- (6) the high proportion of the educational vote already devoted to higher education.

To advise on :

- (1) the adequacy of the present pattern and range of institutional provision for post-secondary education;
- (2) current and projected educational and training needs at different levels, including university education, teacher education, vocational and professional education and technical and community education;
- (3) student enrolment targets for the decade commencing with the next triennium in 1984 in the range of available and prospective courses;
- (4) policy options with recommendations relating to
 - (a) the expansion of existing institutions;
 - (b) the creation of new institutions;
 - (c) relationships between institutions;
 - (d) the use of distance learning;
 - (e) alternative courses of action or development;
- (5) the feasibility or desirability of instituting public scholarships (or other schemes) for degrees overseas either generally or in particular fields of study, and to report within six months.

6.3 With such a wide range of interrelated matters under current review, there is bound to be a general stock-taking when the Committee reports, and this could affect both the existing provision and the overall deployment of resources in the sectors concerned. No attempt is made in the following paragraphs to predict the likely outcome of the review. The statements that follow are no more than an attempt to place the review in focus by reference to the findings of various official groups which have considered aspects of tertiary education in recent years : the necessarily tentative nature of those findings was one of the factors which led to the decision that a thorough survey was warranted and that its ambit should be wide.

The 1978 White Paper

6.4 The development of higher education in Hong Kong was considered in 1977 by the Working Party on Senior Secondary and Tertiary Education, the conclusions of which were taken into account in the White Paper

The Development of Senior Secondary and Tertiary Education (October 1978).

The White Paper set forth the following policy guidelines:

(i) Rate of provision of subsidised sixth-form places:

Subsidised sixth-form places to be provided in schools and (subject to specified conditions) approved post-secondary colleges for up to one-third of the students entering subsidised Form IV places two years previously, subject to sufficient numbers of students seeking admission. (Calculated on this basis, the maximum requirement for Lower/Middle Form VI places rises from 6,520 in 1979/80 to 9,410 in 1981/82, 18,320 in 1984/85 and 18,360 by 1985/86 and 1986/87) (W.P. Para 6.1).

(ii) Recommended standard for entry to sixth-form courses:

The minimum standard to continue to be a Hong Kong Certificate of Education with passes obtained in one sitting at Grade C in two subjects and Grade E in four other subjects (or Grade C in four subjects and Grade E in one other subject), but schools to be encouraged to admit students with better qualifications (para 6.2).

(iii) Growth rate of university places: After the approved target for the then current triennium of 10,330 students in 1980/81 had been achieved, the combined undergraduate population of the two universities to grow at 3 per cent annually; the government to consider during the 1980s whether this growth rate should be changed, having regard to the demand from well-qualified students for entry to local universities, to the opportunities available overseas and to the employment prospects of graduates (para 6.6).

(iv) Introduction of degree courses in the Polytechnic and of part-time degree courses in the universities: In order to increase further the number of students on degree courses, the government to ask the universities to prepare proposals for part-time degree courses, mainly for mature students, providing a combined total at both universities of about 1,000 students on such courses by the mid-1980s (para 6.7) and to invite the Polytechnic to prepare proposals for a limited degree programme (para 6.8).

(v) Polytechnic enrolment and the re-orientation of Polytechnic and technical institute courses: Enrolment at the Polytechnic to be held at about 12,000 full-time equivalent students in the early 1980s, to prevent overcrowding of the campus; continued expansion of technician and commercial education to be provided, however, by transferring some of the Polytechnic's Diploma and Certificate courses to the technical institutes, thus enabling the Polytechnic to concentrate a greater proportion of its work at the Higher Diploma and Higher Certificate levels (para 6.9).

- (vi) Restructuring of courses provided by the approved post-secondary colleges: The government to regularise the role of the approved post-secondary colleges by making financial assistance available to them on condition they re-structured their courses to provide two-year courses at the sixth-form level and further two-year courses leading to professional or other vocational qualifications at the post-Form VI level (para 6.17); in addition, such colleges to be permitted to operate one-year courses on an unassisted basis for those students completing the two year post-Form VI course who had demonstrated the ability to proceed to a higher award (para 6.20). Qualifications awarded at the end of the post-Form VI courses to be aligned with those awarded by the Polytechnic to comparable students (para 6.19) and the government to recognise students completing the further one-year course successfully and entering the government service as having the same eligibility and entitlements as would be granted to Polytechnic students studying one year beyond the Higher Diploma Level: an independent assessment of qualifications to be carried out (para. 6.20).

6.5 The policy proposals outlined above were based on the findings of the Working Party on Senior Secondary and Tertiary Education, May 1977 (referred to hereafter as the 1977 Working Party) whose report embodied certain assumptions on social demand (what the community wants), on economic demand (what the community needs) and one the number of students who can be considered qualified to proceed to higher education. The views of the 1977 Working Party, and the assumptions on which these views were based, were re-assessed in the light of changing circumstances by a small working group of officials in December 1979 (referred to hereafter as the 1979 Working Group) in order to facilitate discussion with the University and Polytechnic Grants Committee during their visitation in March 1980 - that is, as a forerunner to the current review of post-secondary and technical education (the White Paper having stated at paragraph 6.6 that the government would reconsider the university growth rate in the 1980s, having regard to the demand for local places, to opportunities overseas and to the employment prospects of graduates).

Comparison of findings

6.6 The findings of the 1977 and 1979 groups are compared below:

On social demand

6.7 The view was taken that the demand for tertiary education would be strongly influenced by the demonstrated demand for Form IV places and that this could be represented by the "pull-through" rate between Primary 6 and Form IV. This was only 53 per cent in 1976 but the rate had increased to 66 per cent by 1979. The proportions of the appropriate age groups attending Form V and VI (both public and private) had also increased by 1979 - viz:

Proportions of age group (and number attending)	<u>1977</u>	<u>1979</u>
Form V	55% (61,000)	60% (69,000)
Form L/M VI	15% (16,000)	16% (19,000)
Form U VI	5% (5,800)	6% (7,500)

6.8 An attempt was made to examine figures relating to Hong Kong students proceeding overseas for further education, including students known to be leaving Hong Kong each year for overseas studies in Britain, U.S.A., Canada and Australia during the period 1972-78, together with the cumulative number of students in Britain each year during the same period. It was not possible for a variety of reasons to obtain entirely reliable statistics but on the face of it the figures then available suggested a steady growth in the first half of the decade in the number of students seeking overseas education, declining in 1976-77 and picking up again in 1978-79. The 1979 Working Group believed that the number of such students in tertiary education during the period under consideration had been substantial but noted that it had not been possible on the basis of information supplied by overseas authorities to determine the proportion entering tertiary institutions, direct or otherwise: however, the recent increase in numbers enrolling in schools and G.C.E. courses in Britain suggested that pre-tertiary enrolment was becoming recognised as a potentially more successful route to tertiary education than direct entry from Hong Kong sixth forms, especially in fields such as medicine, pharmacy and dentistry. It was considered that current trends would, however, be affected by various overseas developments (actual or proposed), such as the introduction of tertiary-level tuition fees for overseas students in Australia and a very sharp increase in fees for overseas students in Britain; a reluctance by Australia to accept overseas secondary school students; a prohibition in several countries on employment during overseas courses; increasing difficulty in Britain in obtaining 'home student' status; restrictions on intake numbers and the requirement to leave the host country on completion of studies. The 1979 Working Group noted that many of these restrictions could be (and were being) circumvented to a degree but that the overall effect would be to increase the pressure for admission to Hong Kong tertiary institutions.

6.9 The 1977 Working Party noted that the extent of demand for tertiary courses was difficult to assess: most full-time courses in all publicly-subsented tertiary institutions were oversubscribed, though the extent of "multiple applications" was not known. The 1979 Working Group observed that as the number of public-sector sixth-form places continued to grow (in line with White Paper policy) the social pressure for tertiary education could be expected to increase. Hence, even with university places increasing at an annual rate of 3 per cent (resulting in an increase in the proportion of the age group entering full-time tertiary education), the number of Form VI leavers who did not obtain full-time tertiary education of any kind would not decrease though of this latter group not all would be qualified for tertiary education and some would obtain places on part-time courses.

On economic demand

6.10 The 1977 Working Party noted with reservations the findings of the Hong Kong Training Council (HKTC) in its third series of manpower surveys (together with those of the survey carried out by the Ad Hoc Committee on Training in Commerce and the Services), which indicated that the then planned output from the tertiary level institutions was

more than sufficient to meet anticipated demand (as assessed by the HKTC itself) and, moreover, that there was a danger of overproduction. The 1979 Working Group took into account both the views of the Advisory Committee on Diversification (in its Report, November 1979) and the findings of the fourth (and in some cases the fifth) series of HKTC manpower surveys and concluded that rather than an anticipated over-provision of places by 1982, there was now likely to be an overall shortfall of approximately 25 per cent (but mainly at the craft level). The uncertainties inherent in manpower prediction were noted, the 1979 Working Group believing that it would be unwise to base decisions about the development of tertiary education on such predictions in their present form.

6.11 The 1979 Working Group concluded that the following assumptions of the 1977 Working Party on the education and training appropriate to each of the functional levels of the working population might now need to be reconsidered - viz:

Technologist and technician (12 per cent of labour force) - further education at post-Form V level.

Craftsmen (26 per cent) - further education at post-Form III level.

Operative and unskilled (62 per cent) - general education up to Form III, followed by on-the-job training.

6.12 The 1979 Working Group found that the job prospects of graduates of the three tertiary institutions were on the whole satisfactory (only 1-2 per cent at the time of the three current surveys having failed to find employment), with types of employment and starting salaries in accordance with established patterns : however, there was some evidence that starting salary levels had not increased at the same rate as the average daily wages of workers during 1976-79 and were not high in comparison with the starting salaries of some jobs requiring lower academic qualifications.

On qualifications

6.13 The views of the 1977 Working Party on academic qualifications were (a) that students capable of taking courses at the post-Form V level were those who obtained at least five grade E passes in the Hong Kong Certificate of Education (HKCE) examination, this proportion being estimated to be about 30 per cent of the relevant age group; and (b) that of the same group, those capable of taking courses at the post- Form VI* level were those obtaining at least three grade C passes in the HKCE, estimated to be about 13 per cent of the relevant age group. (Estimates based on the 1976 actual results, with over-age children excluded from the calculations.) The 1979 Working Group examined figures showing the proportion of the Primary 6 population subsequently succeeding in the HKCE and found that by 1979 the proportion of the relevant age group obtaining at least five grade E passes had increased to about 35 per cent, with those obtaining at least three grade C passes increasing to about 16 per cent. The increases were due partially to the larger proportion of the Primary 6 population able to proceed to Form V (about 60 per

* though the White Paper subsequently recommended a minimum of two grade C and four grade E passes (or four grade C and one grade E) for entry to a sixth-form course.

cent in March 1979 compared with only 48 per cent in March 1976) and partially, it was thought, as a result of improvements in the

quality of Form V education arising from the increasing number of subsidised places being made available at this level. There was also a substantial increase in the number of candidates entering for the Higher and Advanced level examinations.

Options for development

6.14 Having examined social demand, economic demand and the number of students qualified to proceed to higher education, the 1979 Working Group concluded that there was a prima facie case for some expansion or re-orientation of higher education in Hong Kong but that it was not possible at present to determine how many additional places were required, what types of places and at what levels. It was thought, however, that it might be desirable to plan for a modest overprovision of technologists and technicians in order to assist the diversification of Hong Kong industry and to allow for any underassessment of demand (having regard to the fact that not all technologists and technicians enter employment directly related to their fields of training). It was also considered that the development of higher education must satisfy within reasonable limits the aspirations of the many in Hong Kong who seek education for personal development, regardless of economic demand, the community as a whole ultimately benefiting to some degree from the realisation of such aspirations.

6.15 With these factors in view the 1979 Working Group then considered a broad range of options and combinations of options for the development of tertiary education which took account of the following elements: further expansion of the university sector; further expansion of the Polytechnic; further expansion of the approved post-secondary colleges sector; further expansion of the technical institutes; the introduction of external degrees; development along "open university" lines; and the introduction of schemes of assistance for tertiary education overseas. Notes was also taken of the view held by the Polytechnic that development at this level should reflect the likelihood that in the 1980s the Hong Kong economic situation would be characterised by diversification of industry and the development of new product areas; improved standards of quality and design in the face of competition for overseas markets; new, more sophisticated manufacturing techniques; the need for commercial, administrative and marketing skills of a high order to be made available to industry; and the ability to respond quickly and effectively to changing market conditions.

Conclusions of Working Group

6.16 The tentative conclusions of the Working Group were that technical and vocational education should be expanded to meet economic demand (when established more precisely) and that there should be a modest expansion of general education to meet the growing social demand for all forms of tertiary education. The view was also taken that since an emphasis on technical and vocational education can sometimes result in the development of "de-humanised" forms of education the curricula of such courses should include among their objectives the development in students of attitudes and interests going beyond the mere acquisition of technically-based skills - this could be achieved as an integral and relevant component of such courses and should not be seen as inimical

to or hindering vocational progress in any way. The Working Group concluded that the most appropriate areas for further exploration were those concerned with:

- (i) degree programmes at the Polytechnic; part-time degree programmes as proposed in the 1978 White Paper; and the introduction of external degree programmes oriented towards part-time study;
- (ii) the development of distance-learning techniques and their integration with part-time degree programmes;
- (iii) the validation by the Council for National Academic Awards (CNAA) of courses provided in those approved post-secondary colleges accepting government financial assistance according to the terms of the White Paper; the further upgrading of courses provided by such colleges; and the extension of external degree programmes to students of the approved post-secondary colleges;
- (iv) an increase in the annual growth rate of the two universities beyond the 3 per cent proposed in the White Paper; the introduction of financial assistance for Hong Kong students studying in approved tertiary-level courses overseas; and the introduction of a "bought place" scheme in selected overseas tertiary institutions, related to shortfalls in provision at this level in Hong Kong;
- (v) the further restructuring of Polytechnic courses to allow greater concentration on technologist, professional and degree-level courses; and an increase in the number of lower-level courses to be transferred to the technical institutes;
- (vi) the improvement of facilities (including recreational facilities for students) in existing technical institutes, together with better provision for training technicians and higher technicians, and the provision of larger sites for new technical institutes.

Present position

6.17 The views of the 1979 Working Group were duly taken into account by the UPGC during their March 1980 visitation and, following further discussions between the government and the UPGC on the growth rate for the universities in the 1981-84 triennium and related matters, the Governor in Council decided in September 1980 that the UPGC should be invited to work on an increase in the growth rate at the universities in the 1981-84 triennium from 3 per cent to 4 per cent per annum and to advise on the implications in terms of additional resources; that, subject to the conclusions of the review referred to below, the UPGC should be invited to continue to apply a growth rate of 4 per cent for the 1984-87 triennium; that the whole field of distance learning, including external degrees, should be pursued further with the UPGC; and that a high-level official review with UPGC involvement should be undertaken of Hong Kong's needs in the field of post-secondary and technical education. As mentioned elsewhere the government has also announced the introduction of an emergency loan scheme for Hong Kong students already enrolled on recognised first-degree (or equivalent) courses in Britain who have been affected by the sharp increases in tuition fees for overseas students, and a longer-term scheme of financial

assistance for students intending to embark on tertiary courses in Britain is also to be implemented. The validation of courses provided in the assisted approved post secondary colleges (explained above) has already begun, and the results of the first stage are now being studied by the government. Plans are in hand for the introduction of degree courses at the Polytechnic and consideration is being given to the phased transfer of about 5,000 lower technician course places from the Polytechnic to the technical institutes. Beyond this, further consideration of the whole field now rests largely with the Committee to Review Post-secondary and Technical Education.

B : Teacher Education

6.18 As shown in paragraph 2 above, the Review Committee is considering among its terms of reference current and projected educational and training needs in teacher education. Chapter 2 of this report includes an analysis of the present teaching force in the kindergarten, primary, secondary and post-secondary sector (including teacher-training but excluding the universities and Polytechnic), as well as information on such matters as the registration requirements for teachers, the place of teachers in government and government-aided schools, teacher training, the problem of untrained teachers and teacher wastage. This information provides a factual background to the following paragraphs on teacher education and closely related matters, including the problems stemming from the existence of permitted teachers.

Qualitative improvement

6.19 Teacher-training courses are provided at the graduate level by the Schools of Education of the two universities. Initial training for non-graduate teachers is carried out by the three colleges of education (Northcote, Grantham and Sir Robert Black) and the Hong Kong Technical Teachers' College (TTC), all under the direct administration of the Education Department. Bearing in mind the central role of the teacher in the education system the 1977 Working Party on Senior Secondary and Tertiary Education gave a great deal of thought to ways in which the quality of the non-graduate teaching force could be improved, it being generally felt that the then standard two-year initial training courses provided by the government colleges of education were no longer adequate for the type of teacher required in the future for a rapidly expanding education system. Various possibilities were considered, the eventual outcome being the proposal in the 1978 White Paper that the training courses should be strengthened and restructured, the existing basic course being replaced by a new three-year course, and a new type of two-year course being provided for entrants with specified Advanced Level qualifications. The need for improved initial training had been felt for a long time, since the full-time course was barely long enough to provide students with a balanced form of further education together with the practical skills necessary for effective teaching, considering that many had only HKCE qualifications and that for some, teaching was not their first choice of career. Similarly, with only six contact hours a week (excluding teaching supervised by college lecturers), the In-Service Courses of Training for permitted teachers were manifestly inadequate. It was also recommended that regular courses of refresher training should be introduced for serving teachers who had already taken a course of basic training but who needed to update their knowledge and understanding of modern teaching methods.

Standards in the colleges of education and TTC

6.20 No recommendations were made by the 1977 Working Party on the governance of the colleges of education and TTC but it was noted that the School of Education of the University of Hong Kong considered that the training of non-graduate teachers would be better served if the colleges were affiliated to the university in a partnership of equals, with the university validating college courses: this could also eventually help to close the wide gap in status and career opportunities between graduates and non-graduate teachers. Viewed from this angle, it is now a moot point whether the colleges should continue to determine their own standards: association with one or both of the universities would certainly be in keeping with overseas systems of teacher education which have proved generally beneficial to the students concerned, would provide opportunities for the more able non-graduate teachers to improve their qualifications (in some cases, perhaps, acquiring Bachelor of Education degrees), and – an important consideration – would facilitate a co-ordinated approach to the planning of teacher supply which, as explained in paragraph 6.37 below, is at present fragmented. At present, recruitment of staff for the colleges (and for the Education Department's Advisory Inspectorate) is virtually restricted to the government sector: in view of the planned expansion of teacher education, however, the 1980 Green Paper has proposed the broadening of the base of recruitment by opening the basic grade posts to applicants from both within and outside the government sector simultaneously.

Colleges of education: initial training

6.21 The three general colleges of education now provide initial training by means of two-year part-time In-Service Courses of Training for Teachers (ICTT), available to eligible permitted teachers in day-release and evening modes, as convenient, two-year full-time courses restricted to students with appropriate Advanced Level qualifications (at present available only in one college), and three-year full-time courses for students with specified qualifications below this level. Standard ICTT courses will be restructured and extended to three years with effect from 1981, a special two-year course being provided for approved post-secondary college diploma holders (an arrangement designed to alleviate the difficulties mentioned in paragraph 6.36 below). All courses are now being restructured in line with 1978 White Paper policy to cover a broader spectrum of activities and to provide students with a deeper knowledge and understanding of the subjects being studied, particularly those they have elected to teach: details are shown at appendix H. Courses are provided in the medium either of English or of Chinese, the ratio of students in the full-time courses being about five English-medium to one Chinese-medium, roughly in line with the present overall language position in the schools, though all students are prepared by the colleges to teach the main subjects of the primary curriculum in Chinese. At present the initial courses prepare students to teach in both primary and secondary schools. The planning of college courses and other activities is undertaken by the colleges as a group, under the administration of the Assistant Director of Education (Further Education).

The Technical Teachers' College

6.22 The Technical Teachers' College (TTC) provides a range of initial and in-service courses for the training of teachers of technical and commercial subjects in secondary schools, prevocational schools and the technical institutes. There are two full-time courses, one having a duration of three years and the other one year, and a number of part-time

courses which may be offered on a day-release, a block-release or an evening mode of attendance. The three-year course is similar in structure to that offered by the general colleges of education and is designed to train teachers of subjects such as design & technology, technical drawing and typewriting for junior secondary forms. The one-year course is designed for mature students having technical or commercial qualifications and several years of relevant working experience. Graduates of this course normally take up teaching posts in technical institutes or prevocational schools. In order to attract suitable recruits from industry and commerce an inducement grant is payable for the duration of the course. The present range of in-service courses comprises a three-year evening course for prevocational school teachers, a two-year evening course for teachers of design & technology in senior secondary forms and a day-release course on educational theory and practice for teachers serving in the technical institutes. The TTC also provides courses for industrial trade instructors and organises seminars covering a range of subjects for the professional development of serving teachers and administrators. The Assistant Director (Technical) is responsible for the administration of the TTC.

Retraining of teachers

6.23 There is a growing awareness in Hong Kong that initial training is not sufficient to last throughout the professional lifetime of a teacher, and this is reflected in the 1980 Green Paper, which takes up the proposals of the 1978 White Paper for refresher training by stating that the retraining of teachers, which should be compulsory for those entering the profession from September 1981, will consist of an eight-week period of continuous training to be undertaken within five to ten years after entry into the profession and a second period of eight weeks about ten years later. Retraining courses are also proposed for teachers in schools intending to adopt the 'learning by doing' approach. If accepted as White Paper policy, these proposals will obviously take a very long time to implement in full (especially as they go hand-in-hand with extensive commitments to train kindergarten teachers), but they represent a major initiative towards improving the quality of teaching. Retraining will be a joint responsibility of the colleges of education and the Advisory Inspectorate (whose role is described in chapter 7).

Training of permitted teachers

6.24 Training problems created by the existence of permitted teachers are considerable. The salaries of permitted teachers are generally lower than those of registered teachers by virtue of their lower qualifications: the few in the public sector are placed on lower scales laid down by the government, and the bulk in the private independent sector (where salaries are a matter of negotiation between the individual teacher and the school management) are generally paid lower rates than registered teachers, with or without training, in such schools. From this situation stems several difficulties. First, because permitted teachers are cheaper to employ, those private independent schools in which the profit motive is dominant prefer them to registered teachers and ensure that registered teachers are 'unavailable' by offering salaries which are far below those which a registered teacher - especially if trained - could command elsewhere: hence, the standard of teaching in such schools remains low. Second, the ambition of most permitted teachers is to become trained by means of the government ICTT courses, in order to obtain a comparatively well-paid post in a public-sector

school. Those accepted for such training, however, are usually replaced by fresh permitted teachers, with the result that the reservoir of permitted teachers never dries up, however much training is provided (though it is becoming smaller: see below). Third, some such school authorities place obstacles in the paths of teachers applying for ICTT courses, knowing that acceptance will cause inconvenience for the school (because of the part-time nature of the training, some of it being by means of day-release courses), and that on becoming qualified the teacher will move on to another school, with the whole process eventually being repeated by his successor. (In fairness, it must be said that some private schools are willing to retain the services and increase the salaries of teachers who become qualified in this way, but not all of these can match the salaries obtainable in public-sector schools.) Fourth, there are many permitted teachers who fail to gain admission to ICTT courses because they do not meet the admission criteria in full. Fifth, some permitted teachers have taught for so long without adequate professional guidance and have consequently developed undesirable teaching styles which are so deeply ingrained that the impact made by their training is very limited. (Moreover, some permitted teachers regard ICTT as little more than an inconvenience to be suffered stoically in the cause of better prospects - they may pay lip-service to sound teaching techniques but revert to their old style of delivery once the ICTT supervisor is safely out of the way.) Sixth, because at present ICTT courses are only of two years' duration, there is insufficient time for the practical work associated with the training of teachers in the practical and cultural subjects, and it has therefore not been possible to offer such courses to teachers of art and design, home economics, music and physical education: this group of permitted teachers has therefore been unable to gain registered teacher status. However, as part of the 1978 White Paper policy on teacher education, courses for subjects in this group (except home economics, for technical reasons) will become available for the first time in 1981, when three-year ICTT courses will be introduced.

6.25 When the private independent sector was particularly strong, some of the difficulties mentioned above appeared to be intractable. A vicious circle developed in which the attempt to reduce the reservoir of permitted teachers by increasing training opportunities simply resulted in more permitted teachers being employed. However, the number of permits being issued annually has been declining for some years, and this is a reflection of a steadily shrinking private independent sector. It is considered that the key to quality in school education lies in expanding the public sector so that private schools with unsatisfactory standards are forced out of the market, leaving a corpus of private schools providing a viable alternative to public-sector schools.

6.26 From time to time educators have called upon the government to cease issuing permits and carry out a massive in-service training programme for permitted teachers. The good intentions of such calls are acknowledged but, quite apart from disregarding the technical problems involved, they overlook the fact that the number of places allocated each year to ICTT training has to be controlled, together with those allocated to full-time training courses, to match the expected number of public-sector vacancies arising in the year in which the training is completed. Any substantial overprovision can result (and indeed has in the past resulted) in the displacement of fresh full-time trained teachers seeking jobs in the public sector, resulting in their having to turn to non-teaching jobs or

accepting teaching posts in the private sector at low rates of pay - a cause of considerable discontent and disharmony within the teaching profession. The information on which intake targets to the colleges are determined is supplied by the Education Department's Statistics Section: this in turn is derived from a study of population characteristics, the planned secondary school expansion programme, the state of the primary school sector, the approved graduate/non-graduate teacher ratio, approved class sizes in public-sector schools and the current and projected employment situation, other special factors being taken into account where necessary. In determining output requirements for the colleges account also has to be taken of the need for specialist teachers in technical and prevocational schools and special education requirements. Target figures are now calculated for eight-year periods in order to facilitate long-term outline planning, and these are revised at least once a year. Planning tends to err on the side of caution since there can be no guarantee against necessary constraints on development, which could result (as in the mid-1970s) in a slowing-down of expansion plans, leaving large numbers of college of education students with substantially reduced prospects on completion of their courses.

Advanced training

6.27 In addition to the part-time and full-time initial training courses the colleges of education also offer the Advanced Course of Teacher Education, a one-year full-time specialist course provided in a wide choice of subjects for teachers who have qualified by means of a two-year course: this is intended to enhance and update their competence as teachers in general, but with particular reference to one selected subject area of the secondary curriculum. This course has developed from third-year courses of training (both 'end-on' to the initial full-time course and in-service for practising teachers) which were originally limited to the specialisms, in which advanced training was not otherwise available locally: they were later opened out to provide similar training in academic subjects or new curriculum areas such as social studies. The colleges have also provided other supplementary full-time refresher courses from time to time, such as those designed to prepare experienced primary school teachers for junior secondary work. Special education training is currently under review and it is planned to replace the existing one-year part-time evening course by a two-year part-time day-release course based on one of the colleges. Training commitments arising from the proposals of the 1978 White Paper and the 1980 Green Paper will entail major new initiatives in the colleges, particularly in the fields of kindergarten training and (in collaboration with the Advisory Inspectorate) primary training.

Induction of newly-qualified teachers

6.28 One of the major frustrations of teacher education is that many students who have successfully absorbed the creative teaching techniques on which their training is based and have shown considerable potential for further development are ultimately unable to resist a pervasive pressure which exists in some schools to teach in a mechanical, unimaginative style. They may wish for example, to try out a new activity (it may simply be, say, a regrouping of pupils in the classroom to facilitate class discussion) and find that the school authorities forbid it because of the disturbance it is alleged to cause, or they may find that the school judges their performance by the efficiency with which they can

take a class through several chapters of a textbook on which it is planned to set an examination (testing, typically, little more than factual recall). Newly-qualified teachers are all too rarely given the support they require by senior staff, and are expected to conform to the norms of the school and to adopt its prevailing attitudes to work, however much these may be at variance with the techniques and attitudes they have absorbed through their training. This is perhaps less of a problem than it was some years ago: a change of attitude is being brought about slowly as new ideas are accepted into the system (the increasing adoption of the 'learning by doing' approach by primary schools is a case in point) but teaching styles in some schools are uncreative, and many schools are unreceptive to new ideas.

6.29 Critics may well say that the situation described above is the inevitable consequence of large classes, selection and examination pressures, poor teacher/class ratios, inferior resource materials, etc., and to some extent this argument would have to be accepted. However, there is also a lack of effective professional management within schools - in particular, too little attention is paid by the schools to overall curriculum development and to the role of senior teachers, which in many cases is limited to a concern with managerial details. A properly organised induction system for newly-qualified teachers, with selected senior staff members assuming specific responsibilities for such teachers in conjunction with the colleges of education and schools of education, could do much to improve the situation. This was considered as an option by the 1977 Working Party on Senior Secondary and Tertiary Education, but in view of the limited resources available for the improvement of teacher education and the need to limit change to manageable proportions the possibility of an induction system was discarded in favour of the more urgent need to improve initial training courses in the colleges.

6.30 The pressure on teachers to conform is particularly strong in the private sector where economic considerations may have to override educational principles when the two are in conflict.

Training for school heads

6.31 An area of teacher education to which greater attention is now being paid by the Education Department is training for school heads. As the 1980 Green Paper points out, the initial training courses provided by the colleges of education are not intended to train students to be heads of schools (because, save for a few exceptions among ICTT students, they are unlikely to become heads until a long time after they have completed their training). In-service training for heads is at present provided by seminars organised by the Schools Division of the Education Department. These are well received and provide valuable opportunities for an exchange of views on various professional and administrative matters among heads themselves and also between the heads and the Education Department - to the benefit of both sides. But as this training is not conducted on a regular basis, the Green Paper proposes that intensive in-service courses should be organised for school heads, covering school administration, leadership, staff relationships, accounting, curriculum planning and development, extra-curricular activities, remedial teaching, visits to other primary schools and other relevant topics and activities. It is thought that if the courses are to be effective they should involve all government and aided primary

school heads and be conducted in small groups wherever possible. In the primary sector, successful completion of such a course would then be made a condition of promotion to Head. The Education Department is now taking steps to establish a training unit which will be responsible for this type of training, together with that of secondary principals and other key personnel in education. The Green Paper also notes that because the effectiveness of any school probably depends more on the calibre of the head teacher than any other single factor, it is open to question whether the Director of Education should in future take a more active part in the procedures for the appointment of heads: certainly, the current procedures need reviewing.

Training of graduate teachers

6.32 Initial teacher training of university graduate is at present confined to the two universities in their Schools of Education. In the Chinese University, the School offers a one-year full-time course and a two-year part-time course leading to the Diploma in Education. For the convenience of serving teachers, two types of part-time course are provided - a part-time evening courses and a part-time day course (classes mainly given at weekends during the year in addition to the summer school holidays). Applicants must be graduates of recognised universities; those applying for the part-time courses must also be serving secondary school teachers or educational workers in related fields. In the University of Hong Kong the School of Education offers two programmes for university graduates, on full-time and one part-time^{*}, leading to the Certificate in Education. Both universities offer education courses beyond this level. At the Chinese University an M.A. degree programme in Education is available to Diploma in Education holders (or those with qualifications or relevant experience acceptable in lieu thereof): candidates are required to complete the course requirements within one to three calendar years. At the University of Hong Kong an Advanced diploma in Education course is available to holders of the Certificate of Education (or acceptable qualifications in lieu) with at least two years' post-Certificate experience in the practice of education; the curriculum extends over thirty-six weeks of part-time study. This course provides opportunity for progression to a Master of Education course, also extending over thirty-six weeks of part-time study. The latter-named courses provide valuable opportunities for further professional study, particularly for graduates in key posts in the education service.

6.33 At the graduate level, newly qualified teachers without professional training (a Diploma or Certificate in Education, or the equivalent) now face a major disincentive in public-sector schools in that they will not normally be considered for promotion beyond the initial rank until they obtain a professional qualification; moreover, this has recently been reinforced (initially for the government sector) by the implementation of a recommendation of the Standing Commission on Civil Service Salaries and Conditions of Service that newly-recruited Assistant Education Officers should not be allowed to proceed to the last six points of their salary scale without such a qualification. This policy is expected to lead to a further steady decline in the proportion of untrained graduate teachers in the public sector.

^{*} Only the part-time programme has so far been provided.

The graduate/non-graduate dichotomy

6.34 It will have been noted in the foregoing account that there is still a sharp distinction in Hong Kong between the training and subsequent status within the teaching profession of graduate and non-graduate teachers. This distinction is thought by many to be inappropriate and at odds with the needs of the schools, creating a dichotomy between the two groups, giving rise to invidious distinctions and in effect unfairly equating the label 'non-graduate' with 'second-rate'. The situation is reinforced by the differences in the conditions of service and long-term promotion prospects of the two groups. In this connection the Education Department made proposals in 1980 to the Standing Commission which were designed to open out the somewhat restricted career opportunities of its own non-graduate teaching (and administrative) staff, current conditions of service preventing the very able non-graduate from progressing to more senior posts in the education service and realising his talents to the full. As a result, the Standing Commission recommended that non-graduates should be given the opportunity to transfer to vacancies in the entry ranks of graduate grades on specified conditions (for example, a minimum of ten years' relevant experience). This recommendation was accepted by the government but it is too early to ascertain whether its implementation will materially improve the situation. Perhaps the most unfortunate effect of the dichotomy between graduate and non-graduates is that the primary school sector is not considered to offer a viable career for graduates and no initial training is provided for this sector by the universities.

6.35 In public-sector secondary schools there is an approved ratio of 7 graduate to 3 non-graduate teachers, though some flexibility is permitted where necessary for operational reasons. It is not uncommon for schools to appoint non-graduate teachers to a few of their graduate posts. Non-graduates do not normally teach beyond Form III, except in the practical and cultural subjects, for which graduates are relatively difficult to obtain (and to which schools are reluctant to allocate their graduate posts). However, within the limits of their overall establishment and the constraints of different details of post, schools are encouraged to deploy teachers in accordance with their particular strengths and weaknesses - hence non-graduates capable of teaching senior forms may do so if the principal so wishes and, similarly, graduates may be deployed within reasonable and practicable limits in junior forms: this is in keeping with the view that good teaching in the junior school may prevent the necessity for a great deal of remedial teaching later on.

Graduates of approved post-secondary colleges entering teaching

6.36 Since a substantial proportion of diploma holders of the approved post-secondary colleges enter the teaching profession, their career prospects are a matter of great concern to the colleges. Under the system formerly operated by the Baptist College (and still operated by Shue Yan College) students normally completed their diploma course five years after completing Form/Middle V (i.e. they underwent a Middle VI course before embarking upon the four-year diploma course): hence those entering teaching did so with three years more of advanced studies than those trained non-graduate teachers who had undergone a full-time two-year college of education course directly after completing Form/Middle V. The source of the concern is the fact that such diploma holders are employed as Certificated Masters/Mistresses and placed on a sub-point of the salary scale, and that even when they become trained (by means of ICTT -

a further two years' part-time study) they are still at a substantial disadvantage vis-a-vis their colleagues holding what they regard as inferior academic qualifications. This situation is being reviewed in the light of the new course structure of the assisted post-secondary colleges and the validation exercise being carried out by the CNAAC. Meanwhile, as mentioned in paragraph 6.21 above, the colleges of education will provide a special two-year ICTT course with effect from 1981 for those approved post-secondary college diploma holders accepted for teacher training: standard ICTT courses will at the same time be restructured and extended to three years.

Co-ordination of teacher education

6.37 Finally on the subject of teacher education, it should perhaps be stressed that the role of the teacher (and of the head teacher) is probably of even greater importance in Hong Kong than in, say, the United Kingdom since the provision of facilities such as libraries and laboratories is less generous. This makes the Hong Kong pupil more directly dependent on his teacher: the role of parent-teacher associations too is less strong (where they exist at all) so that heads and staff are able to run their schools with little external interference. Thus, in Hong Kong the influence of the teacher is particularly strong, and this points to the need for teacher education to be further strengthened. At present teacher education is fragmented, being the separate responsibilities of the two universities, the colleges of education and TTC, the advisory inspectorate and the Adult Education Section (through its in-service courses for practising teachers). Liaison is achieved by formal arrangement in some cases and by the informal exchange of information and advice in others: as yet, however, there is no overall machinery for the co-ordination and development of teacher education. This is a matter which needs to be addressed in the context of the general need for closer co-ordination in the planning and development of all those fields of tertiary education in which major responsibilities are at present shared by more than one institution of agency.

The Hong Kong Education System

Chapter 7

The Establishment and Maintenance of Standards in the School System

Before the introduction of nine years' free, compulsory and universal education the foremost planning target in education was the provision of sufficient school places for an ever-growing population. Pressures on time and space, together with competing claims by other community services on the financial resources available, led to the introduction of measures such as bisessionalism and reduced staffing ratios in schools which presented new challenges for those concerned with educational standards - in particular, for the teachers directly affected. There was a general awareness in the community of the need to protect educational standards in a period of rapid expansion, to which the government fully subscribed by taking specific measures to effect qualitative improvements wherever possible. A recurrent theme in the public criticism of the earlier green and white papers, however, was the subordination of quality to quantity in government educational planning. But then, as now, the best schools were able to overcome physical constraints and achieve effective results; and, legally, the Education Ordinance and Regulations safeguarded minimum standards - for example, by requiring schools to be provided with adequate apparatus, equipment and general facilities, by limiting the operations of permitted teachers and by providing the Director with controls over school syllabuses and textbooks. Nevertheless, a strong competitive spirit began to develop among parents and pupils as they sought to achieve the best advantages that education could offer, and this spirit still prevails.

7.2 Pressures on children have undoubtedly been progressively reduced with the extension of universal education to nine years and with increasing opportunities for post-compulsory education, both general and technical, but there are still difficult problems of selection and allocation which (as explained in appendix C) will not be easy to resolve: there is still a very real problem of stress among children as they progress from one stage of education to the next. There is a far greater awareness of educational matters among the Hong Kong public and a far greater degree of personal interest in education than in many western countries. There are many reasons for this, not least of which is the traditional Chinese respect for scholarship: but in practical terms, in an economy where there are still very sharp differences in the relative earning powers of the qualified and the unqualified, where there is still an exaggerated if slowly declining respect for white-collar jobs, and where it is still possible for enterprising professionals in the private sector to make personal fortunes, the acquisition of qualifications has become a prime goal. And so long as the long-term political future of Hong Kong remains in doubt, the most desired qualifications will be those with international currency: moreover, the search for security is reinforced in this respect by the outward-looking search for opportunity which is so characteristic of the Chinese people and which has frequently enabled them to overcome difficult circumstances.

7.3 Examinations are thus seen by many to be the focal points of the school system and this attitude is associated with a marked preference for education in the medium of English, in spite of the attendant difficulties. Prevalent attitudes to education in Hong Kong are the result of various social and economic forces: a strong factor is undoubtedly unsatisfied social demand for higher education which, in spite of increased access to

education at all levels, still creates a downward pressure as parents do their utmost to find a route which they think will successfully lead their children from kindergarten to university. The route is often a hard one, the efficiency of each stage being judged all too frequently by examination results alone. This has obvious implications for standards. The prime determinants of the quality of education are of course the strengths and weaknesses of teachers, and most of the effort made during the past two decades to improve quality has been directed towards teachers by such measures as improved initial training, greater opportunity for refresher training and more comprehensive advisory services. But teachers too are subject to social pressures: schools have to respond to parental expectations and these are not always conducive to sound educational practice.

7.4 While acknowledging the inevitability of this situation, given the present circumstances and those of the recent past (with illegal immigration having created problems of provision, particularly in the secondary sector of education), the government believes that the stage has now been reached at which many of the root causes of unreasonable pressure can be gradually eliminated or at least more satisfactorily controlled, and this is one of the principal aims of the proposals contained in the 1980 Green Paper on Primary Education and Pre-primary Services (detailed elsewhere). Of particular importance among the proposals are those designed specifically to reduce competition: such measures as the proposed control of primary school entry should provide the positive support without which healthier attitudes to education are unlikely to develop and qualitative improvements to have a tangible and lasting effect. It is also hoped that the current review of tertiary education will reinforce these measures at the upper end of the system through the consideration of university growth rates in the light of changing social and economic demand and through the development of a post-secondary system at once more diversified and more closely integrated than at present.

Language in education

7.5 One of the most difficult and controversial current issues in Hong Kong education is the place of language in the school system and its effect on the quality of education at all levels. There are two distinct but interrelated problems - the quality of language teaching and (as explained in chapter 2) the use of language as the medium of instruction in schools. There is a growing belief that the approach to language teaching is in need of radical reform. The teaching of Chinese, particularly in secondary schools, has in many cases developed into a loosely formulated programme of language, literature, history and philosophy of limited value for those pupils of restricted academic ability who would clearly benefit more if the teacher were to concentrate on basic communication skills in the mother tongue. This is not to denigrate the considerable value to be derived from the formal study of language and literature (particularly when taught with imagination and sympathy): but the Education Department believes that this must co-exist with a more practical approach, especially in junior secondary forms. The curriculum has been redeveloped to accord with this view, the Department has actively promoted the new approach, especially by means of initial and in-service teacher training, and the Hong Kong Certificate of Education Examination now offers Chinese language and literature as two separate subjects, in place of the combined subject of former years. Nevertheless, traditional attitudes to the teaching of Chinese die hard and progress is slow. It is also widely considered that the teaching of English is not yielding result commensurate with the considerable time and effort spent on it. The government has therefore approved proposals designed by means of a group of co-ordinated measures to raise the standard of both languages in schools and thereby

facilitate bilingualism. An Institute of Language in Education is to be established, to bring about improvements in language teaching and learning (with particular emphasis on the training of language teachers), together with a Chinese Language Foundation, which will be responsible, among other things, for the production of lively publications in Chinese (of which there is at present a dearth) to enhance the teaching of that subject. Other related measures include the development of remedial teaching in Chinese and English in junior secondary forms, the provision in schools of wire-free induction loop systems with individual headsets (in order to provide pupils with good models of English pronunciation and usage) and the introduction of a new subject, language and communication, in the sixth-form curriculum in order to strengthen communication skills in both languages. The present English curriculum is already being extensively revised to give pupils more opportunity to use the language purposefully as a tool of communication.

7.6 The key issue of which language to use as the principal medium of instruction in secondary schools is a highly controversial one, at present generating more heat than light. Many educators believe that the extensive use of English as the medium both damages a child's mental and intellectual development and inhibits the development of any real quality in teaching. Others hold the equally strong belief that Hong Kong's role in the world makes an English-medium education indispensable - at least for the majority of pupils progressing to senior secondary education - and that given such circumstances as the present limited availability of textbooks of an acceptable standard, for example, the use of English in fact safeguards rather than inhibits quality. As mentioned earlier, there is no doubt that at present most parents prefer an English-medium education for their children but principally for economic rather than educational reasons; this factor has to be taken fully into account.

7.7 The government believes that before contemplating possible changes in current language policy (by which schools are free to choose whichever medium of instruction they consider their pupils can cope with) the Education Department should undertake a programme of research in the language of instruction to ascertain the effects of the language on the educational attainment of pupils of different ability, to assess the proportions of students for whom the medium could be exclusively English on the one hand and exclusively Chinese on the other, and to determine appropriate arrangements for the bulk of the students between these two extremes. As part of the research some carefully controlled experimentation in selected schools is thought to be necessary - for example, varying degrees of language combination in the curriculum. Current practices in Anglo-Chinese schools would need to be clearly identified and evaluated and research carried out in resource materials, including the desirability and efficacy of bilingual textbooks. The first modest steps have been taken in this direction by the Departmental Educational Research Establishment (ERE) but the resources of ERE will need to be strengthened for the full programme of research to be launched. It is strongly felt that until reliable information is available and measures to strengthen language learning have shown results it will not be possible to formulate a generally acceptable policy on the medium of instruction. Meanwhile, the Advisory Inspectorate continues to give positive encouragement and guidance to schools in fostering the best educational conditions possible within their chosen medium of instruction: in the nature of things this is most effectual in those cases where the existing medium of instruction cannot sensibly be disputed - for example, where Chinese is already being used for less able students with little or no ability in English. In reviewing policy the government is aware that undesirable social divisions could be created (given the prestige attached to an English education) if the language situation in schools became polarised: particular attention is being paid to this problem.

The Advisory Inspectorate

7.8 In the field of teacher education, which is discussed in chapter 6, it is too early to assess the effectiveness of the new measures being taken by the colleges of education to improve the quality of teaching. Within the schools quality control is a major concern of the Advisory Inspectorate, which is a division of the Education Department in the Planning and Development Branch. The Advisory Inspectorate is headed by the Assistant Director of Education (Chief Inspector of Schools), assisted by the Deputy Chief Inspector and a team of Principal Inspectors (who are the Director's chief professional advisers on specific subjects of the curriculum or groups of related subjects). This team also includes the Principal Curriculum Planning Officers (one each for primary and secondary education). Inspectors, like college lecturers, are civil servants and have responsibilities for all types of school by virtue of their gazetted authority under the Education Ordinance. It seems likely that the original concept of an inspector as embodied in the present and previous Ordinances was that of an official appointed to ensure that school managements fulfilled their legal obligations, rather than the modern concept for a curriculum adviser. (This administrative function is in fact carried out not by the Advisory Inspectorate but by officers of the Schools Division who, although graded as education officers (administration) or education assistants, are gazetted as Inspectors of Schools in order to acquire the necessary legal authority under the Ordinance. As already noted, government schools, colleges and institutes are exempt from the Ordinance, but because the Advisory Inspectorate's functions have developed along entirely professional lines, their field of operation covers the government sector as well as all schools registered under the Ordinance.) Thus, the educational standards achieved by the government sector (save for those implicit in public examination results) are evaluated entirely from within that sector: the lack of an independent inspectorate is seen by some as a weakness. It should however be noted that the government sector is relatively small, containing less than 5 per cent of the total school enrolment.

7.9 The Advisory Inspectorate is literally an advisory body and does not exercise any powers of enforcement in curriculum matters (except in cases where the safety of pupils or the suitability of educational equipment for its intended purposes are in question). This is both a strength and a weakness. Inspectors must rely on their powers of persuasion, and for this to be effective the advice they give must be rooted in common sense and in solid professional judgment and expertise. In principle it is considered proper that the Department should not impose any particular teaching syllabus or method of teaching on any school, this being consistent with a policy of allowing schools maximum professional freedom within the limited constraints of the Ordinance. Schools are, however, required to notify the Director of the textbooks they intend to use and to secure his approval for all syllabuses used. The Director may by order prohibit the presence of any specified document (including a textbook or other instructional material) in school premises, and the use of any specified document by schools. He may also give directions to a school supervisor as to the instruction which shall be (or shall not be) included in any syllabus. In practice these powers are used sparingly and only in respect of material or syllabuses which are clearly illegal, harmful, offensive or erroneous: they are not used in respect of material or syllabuses in which, for example, the approach to the subject might be regarded as outdated or dull or inconducive to a spirit of enquiry. In such cases as these, subject officers of the inspectorate advise the schools of ways in which the syllabus or choice of textbooks could be improved, and most schools accept such advice: however, schools are free to reject this advice and some do.

7.10 The Advisory Inspectorate carries out inspections of schools; gives advice on teaching methodology, resource materials and general subject organisation; organises various forms of in-service training for teachers; carries out research programmes; operates an audio-visual advisory and loan service; publishes bulletins for teachers; and provides the nuclear staff for curriculum development. The Chief Inspector of Schools is chairman of the Curriculum Development Committee (CDC) and the Deputy Chief Inspector is chairman of the CDC Textbooks Committee. Schools to be inspected are normally selected at the discretion of senior staff (though school authorities occasionally request inspection themselves and these requests are always met). Inspections are usually carried out on a subject basis, the number of inspectors engaged varying according to the size of the school. During their visits the inspectors observe a cross-section of lessons, examine syllabuses, textbooks and other resource materials, and hold discussions with the panel chairman and his staff on such matters as subject organisation, time allocation, deployment and management of staff, allocation of resources, and subject co-ordination, etc. This is seen as a form of in-service training since during the course of the discussions the inspectors are able to suggest ideas, based largely on their observations in other schools and - perhaps more important - receive suggestions and ideas which can be passed on to other teachers. The purpose is to be as constructive and helpful as possible, not to find fault. A written report is normally forwarded to the school in due course (copied to the appropriate district officer in the Schools Division) and wherever time permits a follow-up visit is arranged, usually about a year later, thus allowing time for the school to implement any recommended changes. Inspectors have no powers to dismiss teachers or recommend dismissal: if a teacher's performance has marked shortcomings they can only bring this to the attention of the school principal or supervisor and inform the Schools Division.

7.11 In-service training is provided by the Advisory Inspectorate both on a regular and an occasional basis. Regular courses are provided by the various teaching centres (in language, mathematics, science, social subjects and the cultural crafts) and are well attended. As yet, efforts by the Education Department to establish a teachers' centre (based on the Advisory Inspectorate) have been unsuccessful in competition with other government priorities. For many years the Advisory Inspectorate has also provided part-time training for kindergarten teachers: as part of the review of pre-primary services, however, it is proposed that kindergarten training should be re-structured and based in the colleges of education. The Inspectorate frequently organises ad hoc courses, for example in response to specific requests from groups of teachers or to introduce teachers to a new syllabus or teaching technique. Teachers who have played key roles in particular curriculum development projects within their own schools are encouraged to participate in such training, their first-hand experience being of prime value. For some years, in-service training has been carried out both by inspectors and colleges of education lecturers as part of a Departmental policy that curriculum development and teacher education should be firmly in phase. In so far as any distinction can be drawn between the post-initial training activities of the colleges and the Advisory Inspectorate it is that college courses tend to be full-time and lead to a recognised qualification whereas those organised by the Inspectorate tend to be part-time and do not result in any terminal qualification, though certificates of attendance are issued. However, if the proposals in the 1980 Green Paper are implemented, this distinction (which is already being eroded) is likely to disappear, and it may be prudent after a trial period to take stock of the relative training roles of the colleges and the Advisory Inspectorate and make adjustments where necessary.

School textbooks

7.12 The CDC Textbooks Committee, which is responsible for the evaluation of school textbooks, is based on the Advisory Inspectorate. Under the chairmanship of the Deputy Chief Inspector, the committee is divided into subject panels, each under the chairmanship of the appropriate Principal (or Senior) Inspector. The panels consist of reviewers drawn from the Inspectorate, colleges of education, technical institutes, schools and (in a few cases) the universities and Polytechnic. Textbooks are submitted for review by publishers or may be obtained by the Committee as a result of their being included in textbook lists submitted for Departmental approval. After evaluation, the titles of books which are considered fully suitable for use in schools are placed on the Recommended List, which is regularly updated and issued to all schools. The Committee also recommends the banning of those books which it considers may do positive educational harm, and schools are then asked to remove any banned books from their lists. Schools may use textbooks which are not on the Recommended List and have not been banned (provided they have submitted details to the Director as required), though in such cases inspectors will offer advice on a more suitable choice (a task which has to be carried out with scrupulous impartiality to avoid any suggestion of corruption). Schools are now required to submit details of textbooks well in advance of their intended use so that the Inspectorate has sufficient time to consider their suitability. The 1980 Green Paper contains proposals for the improvement of the textbook reviewing service. At present, reviewers (who are appointed by invitation) are not paid for their services and the reviewing process is consequently slow. It is proposed that in future reviewers should be paid and a rigid timetable for reviewing established. Because publishers will benefit from a speedy service it is considered that they should pay an agreed service charge to cover the costs of the payment to reviewers and the administration of the scheme.

7.13 There are still too many textbooks in Hong Kong, mainly locally produced, which are mediocre by any standards. These are usually commissioned by publishers from teachers for relatively low fees or royalties, are often cheaply produced and sold openly as examination crammers, encouraging rote-learning of the worst kind. Such books present problems in that the Department cannot control their use (except in the few cases where banning is justified). Schools in which commercial considerations predominate tend to reject any advice offered by the Department on the choice of textbooks, however vigorously the matter may be pursued. In spite of occasional indignant complaints about the lack of Departmental control in such cases there is little beyond persuasion that can be done - certainly, greater legal control would be difficult to achieve without seriously infringing normal business practices and the principle of freedom of choice. Fortunately, professionalism in education appears to be developing in line with the expansion of the public sector and low standards are gradually being eliminated as the result of a more widespread professional awareness.

Curriculum development

7.14 The Curriculum Development Committee (CDC) provides the focal point for the work of the Advisory Inspectorate and is at the core of the Department's activities to promote quality in teaching. The CDC was set up in 1970 to replace the old Syllabuses and Textbooks Committee, its status being that of a non-statutory advisory committee appointed to advise the Director on the school curriculum and closely related matters (such as supporting resource materials). Its membership has been drawn up to cover a cross-section of the educational community both public and private, from pre-school to higher

education, and including representatives of such bodies as the Hong Kong Examinations Authority (HKEA) and the teachers' unions. The CDC advises on the general approach and direction of school curricula, with detailed syllabuses and curriculum guides developed for each school subject or subject-group by specialist committees. These committees (like the subject panels of the Textbooks Committee) include practising teachers from a wide variety of institutions, with inspectors providing a nucleus of staff. The material produced is issued to schools, subject to the approval of the CDC, for use - initially on a trial basis, an important function of the Inspectorate at this stage being to monitor its implementation with a view to suggesting to the subject committees whatever modifications appear to be necessary or desirable. After the trial period has been completed and all adjustments approved, the new curriculum is then issued in the form of a suggested syllabus. There is no compulsion upon a school to follow the suggested syllabus, provided any proposed alternative syllabuses are acceptable to the Director: however, since the more reputable textbook publishers base their books (with the active encouragement of the Department) on the suggested syllabuses, most schools accept that the suggested syllabuses, together with their supporting resource materials, offer a sound approach to teaching.

7.15 At one time the existence of separate teaching and examination syllabuses presented a serious obstacle to curriculum development, since many schools disregarded the suggested teaching syllabuses and simply followed the examination syllabuses. This resulted in undue and premature emphasis on examination techniques and examination-centred teaching: in the worst cases, subjects which were not examined were omitted from the curriculum because they were thought to distract the school from its main task. Although examinations are still dominant, for reasons explained at the beginning of this chapter, their pernicious effect on the curriculum has been controlled with a reasonable degree of success in recent years as a result of the close co-operation and consultation which has developed between CDC and HKEA subject committees. By and large the HKCE examinations are now closely influenced by the school curriculum, rather than the reverse. The two selection and allocation schemes under the control of the Education Department (the Secondary School Places Allocation scheme and the Junior Secondary Education Assessment scheme) have been devised as curriculum-oriented processes for which the most effective preparation is good teaching on the lines of the CDC recommended syllabuses - that is, they should facilitate rather than inhibit sound teaching and make examination 'cramming' unnecessary. At the sixth-form level, the school curriculum is still determined in most schools by the Higher Level and the Advanced Level examination syllabuses and regulations and these in turn are still very much influenced by local university requirements. However, since these examinations are now controlled by the HKEA, it is probable that their future development will be undertaken in close co-ordination with curriculum development in the sixth form, having regard to any reorganisation of sixth-form courses which might result from the Board of Education's recent recommendations. The CDC will of course play an important role in this work.

7.16 The CDC was formed at a time when the development of syllabuses for junior secondary forms was an urgent priority in order to support the coming extension of compulsory education to Form III. At the time every endeavour was made to provide continuity from the primary curriculum already in existence, but as work progressed it became evident that had time permitted it would have been more satisfactory to redevelop the primary and junior secondary curricula together, in order to provide a nine-year continuum of basic studies. Now that viable syllabuses have been implemented in most subjects for Forms I to V, the CDC is addressing the task of a more co-ordinated approach to the basic nine-year course.

7.17 Since it is now government policy to invite unofficials to chair major advisory committee it would seem appropriate that chairmanship of the CDC should also pass to an unofficial. It is also thought by some that the status of the CDC could be enhanced if it were to become a statutory committee. Others believe that the funds at present available for curriculum development are seriously inadequate for the tasks that lie ahead - both from the point of view of centrally organised projects and those initiated by individual schools.

Audio-visual education

7.18 The Department has for many years made audio-visual equipment available to schools on loan and has encouraged schools to use such equipment by producing material to support new curriculum initiatives (early examples being the English language tapes produced in the mid-1960s to support the then-current structural approach to language teaching, and the films designed to demonstrate new techniques for teaching mathematics and to explain the underlying concepts of the design and technology course when it was introduced). This aspect of the Department's work is carried out in close co-ordination with the CDC, and additional support of a particularly valuable kind has been made available to teachers in recent years by the establishment of the Media Production Services Unit, where teachers are able to learn how to make their own audio-visual aids using inexpensive materials and techniques. Resources technology is well developed and reasonably well understood by teachers but a good deal of work still lies ahead in helping teachers to understand the appropriate uses (and limitations) of resource materials.

Libraries in schools

7.19 The Department is now able to turn its attention to a feature of education to which it was formerly not possible to accord a high priority - school libraries. The 1980 Green Paper includes proposals for strengthening class libraries in primary schools, and in order to assist schools in the development of library services, a library section with a staff of six (including a qualified librarian) has been established in the Advisory Inspectorate. In 1979 approval was given for public-sector secondary schools with eighteen classes or more to have a non-graduate teacher-librarian, and basic training was subsequently provided for newly-appointed teacher-librarians by the Education Department and the Extra-Mural Department of the University of Hong Kong. As with resources generally, it is the imaginative use of books in the learning process which needs to be emphasised in teacher education rather than library organisation and control, important though these may be.

Education television

7.20 An important initiative of the Education Department has been the development of an educational television (ETV) service, now produced with the technical assistance of Radio Television Hong Kong. This service is making a considerable impact on the quality of education in the classroom, comparing favourably with similar services in other countries. Originally confined to primary education and providing support in Chinese, English, mathematics and social studies, ETV has now been progressively extended to cover junior secondary forms in the same group of subjects, with the addition of science. A recent decision to provide colour receivers and video-cassette recorders for the primary sector is greatly enhancing the quality and flexibility of the system. The 1980 Green Paper proposes the establishment of regional libraries of video-cassette tapes which schools may borrow: these would include films dubbed on tape as well as previous ETV broadcasts. With a total estimated audience in 1980 of some 270,000 secondary and 340,000 primary pupils, the ETV service is

undoubtedly supporting the curriculum in a number of valuable ways - for example, good models of spoken English are made available to schools in which there is normally little or no contact with an English-speaking environment, and the language can be more realistically contextualised in visual situation; social studies can be more directly related to features of local community development; and basic scientific principles can be demonstrated in ways which the many schools without well-developed laboratory facilities might find difficult to achieve. From the very beginning of the service it was recognised that its full potential would not be achieved (and, indeed, that the service was likely to be misused) without preliminary training for teachers, notes for teachers suggesting preparatory and follow-up activities, and notes and workbooks for pupils (the latter are restricted to primary pupils). Evaluations supplied by teachers, questionnaires, seminars, visits to schools by ETV producers and inspectors, and reports from members of the Advisory Inspectorate have resulted in many improvements to ETV since its inception in 1971.

Physical standards

7.21 In terms of purely physical provision, there are wide differences in the quality of Hong Kong schools. All government schools are built to agreed standards and include sufficient special rooms and equipment to ensure adequate facilities for a well-rounded curriculum. As may be expected in a tightly-packed territory like Hong Kong there is insufficient land to provide schools with individual outdoor sports facilities, but all schools have access to shared facilities within reasonable reach of the school premises: these are provided by means of a booking system by the Urban Services Department. Non-government schools in the public sector vary in physical standards. While all must meet specified standards in order to qualify for financial assistance some are more richly endowed than others in various ways - for example, in land acquired over a period of time, or in such facilities as swimming pools and well-stocked libraries, provided in some cases by parent-teacher associations. Private schools vary even more, but the very poorly equipped private independent schools which were a feature of the system when there were insufficient public-sector places for primary and junior secondary pupils are now less in evidence, though some are likely to remain so long as social demand for an 'academic' education at senior secondary level exceeds supply. Some private independent schools are well equipped and are able to attract well-qualified teachers and pupils willing and able to pay relatively high fees for senior secondary and sixth-form courses. A greater number of schools in the public sector would include practical and technical subjects in their curricula if they had sufficient space. In order to assist such schools, and generally to encourage a wider interest in practical and technical education, the Education Department has submitted proposals for a pilot project to be launched by which a fully equipped Practical Education Centre would be opened in converted school premises: its facilities would then be made available on a shared basis to neighbourhood schools wishing to offer courses in home economics or design and technology.

Homework and study rooms

7.22 The Department is concerned about the amount and type of homework set by many schools. This tends to be excessive and non-creative in nature, encouraging a mechanical approach to learning. Apart from the all-pervasive pressure on pupils to study hard the reasons for this are varied: a bisessional system leaving children with time on their hands which teachers and parents feel ought to be filled with purposeful activity, limited recreational opportunities in housing estates, dangerous traffic conditions, the prevalence of neighbourhood crime, etc. Homework has become such an ingrained feature of the system that even when conditions become conducive to a more liberal approach

(e.g. all-day schools or improved local library provision) full advantage is rarely taken of them. The Department takes special note of homework habits during school inspections, gives on-the-spot advice and issues guidelines on homework from time to time. A persistent problem is the attitude of parents, many of whom feel that a school is shirking its responsibilities if it sets only moderate amounts of homework or work which does not entail memorisation of fact. Changes in public attitudes towards matters such as this tend to be very slow.

7.23 Given the inevitability of homework, the Department tries to provide a reasonable working environment for children whose crowded or noisy home conditions make it difficult for them to concentrate on their studies. The Department, formerly assisted by funds provided by the Royal Hong Kong Jockey Club, runs a 'study-room' scheme during pre-examination periods, by which children can spend an hour or so on weekday evenings in classrooms set aside to provide a quiet place for study. In 1980 there were 190 such rooms, providing accommodation for some 8,500 students. The rooms are supervised by responsible adults (mostly teachers), but coaching and private tuition are not allowed within the rooms. A number of such rooms are made available in public libraries: these are popular because of their greater comfort and the ready accessibility of reference books.

Extra-curricular activities

7.24 Up to about ten years ago few schools provided extensive extra-curricular activities for their pupils. However, most school authorities have now come to appreciate the value of cultural, recreational and sporting activities both in their own right and as complementary to the curriculum. Although bisessionalism has inhibited such development in the primary sector, a wide variety of extra-curricular activities now flourishes in many secondary schools. In several cases there has been a broadening of interest and activities as a result either of requests by pupils or, more significantly, of initiative taken by pupils themselves - an encouraging sign of a growing willingness among young people to do more for themselves. The Department vigorously encourages the development of extra-curricular activities wherever possible, and particular attention is paid to this aspect in the training of teachers by the colleges of education.

The CYC movement

7.25 With the aim of involving young people in various community projects, the Department launched a Community Youth Club (CYC) movement in 1977: this grew out of a particularly successful series of school projects connected with the former Clean Hong Kong Campaigns. The upper age group limit for membership was extended to Form VI in 1978-79 and the total membership is now almost 50,000. Apart from participating in major government campaigns and community affairs in their own districts, CYC members are employed in a variety of projects relating to country parks, anti-corruption, consumer education and anti-smoking. The CYC movement includes the "Luen Yi" Scheme, by which two schools - generally an urban secondary school and a rural primary school - are paired, giving them the opportunity to co-ordinate and arrange exchange visits and extra-curricular activities. More than 200 schools are now participating in the scheme.

Social education

7.26 There is now undoubtedly a greater awareness among teachers of the importance of relating education to community problems, and in this sense a less 'academic' approach to social education is developing. Social studies is

included in the standard primary curriculum and several secondary schools are now providing a combined social studies programme in preference to the independent teaching of geography, history and economic and public affairs. The Department encourages (and indeed promotes) this as a healthy development but is a little concerned about the possible overloading of the curriculum with community 'causes' which, though worthy and desirable in themselves, could collectively degenerate into an unwieldy and ultimately self-defeating propaganda campaign, leaving little time for the exploration of underlying educational issues.

Origin of educational institutions and activities

7.27 Several educational functions or institutions which are now independent or associated with other branches of government have their origins in the Education Department, under which they developed a high standard of service over a period of years. Examples include the Hong Kong Examinations Authority, which was originally the Examinations Division of the Department; the Hong Kong Polytechnic, based on the former departmental Technical College; the Recreation and Sport Service, which originated as an offshoot of the Advisory Inspectorate's Physical Education Section and then developed as an independent service within the Department before being absorbed by the Government Secretariat; and the Annual Schools Music Festival, which was originally organised by the Advisory Inspectorate's Music Section (and has now become one of the largest in the world of its kind). The Music Office (formerly the Music Administrator's Office), which was established in 1977 to promote music training and activities for young people, was initially under the administration of the Education Department before being transferred to the Home Affairs Branch of the Government Secretariat.

School-based recreational facilities

7.28 The Education Department works in close co-operation with the many agencies in Hong Kong providing recreational and cultural facilities, in order to ensure maximum participation by young people within the educational system. The Department also has direct responsibility for a wide variety of out-of-school activities. The Physical Education Section is responsible for various educational camps, canoeing and sailing courses, a learn-to-swim scheme and the Duke of Edinburgh's Award Scheme, and in conjunction with the Hong Kong School Sports Association and the New Territories Sports Association, organises competitions in dance, gymnastics, trampolining and canoeing. The Hong Kong Schools Sports Council promotes school sports at inter-port and international levels. During the summer the Education Department receives subventions from the government and the Royal Hong Kong Jockey Club to operate a very extensive and varied summer recreation programme in which over 270,000 children are now taking part every year. The Department believes that activities such as these are helping to improve the quality of education and promoting personal development in directions which lie beyond the resources of individual schools.

Community cultural, recreational and educational facilities

7.29 Outside the school system the government is actively promoting recreation and the arts, underlining its aims in this area by the recent establishment of a Recreation and Culture Division within the Government Secretariat, which has taken over executive control of the Recreation and Sport Service and the Music Office and assumed responsibility for the policy aspects of recreation in country parks. In recent years Hong Kong people have been able to pursue a considerable assortment of cultural, recreational and educational activities in their leisure time. Among the facilities now

available in Hong Kong are 21 country parks, covering about 40 per cent of the total land area; the extensive sporting and cultural facilities of the Urban Council; the rapidly developing Recreation and Sport Service, with its 17 district offices; Ocean Park (the world's largest oceanarium); the Tsim Sha Tsui Cultural Centre with its space museum and proposed arts facilities; the City Hall complex with its theatre and concert hall; the annual Festival of Asian Arts, and the Hong Kong Arts Festival. Hong Kong also has its own professional orchestras (the Hong Kong Philharmonic Orchestra and the Hong Kong Chinese Orchestra), a flourishing Arts Centre, an Academy of Ballet and a Conservatory of Music. There are now museums of art and of history, and a Museum of Science and Technology is being planned. The Urban Council and the Urban Services Department operate 20 public libraries, as well as four mobile libraries and gramophone and video-cassette libraries: the total stock of books is 1.19 million volumes, and there are now more than 954,000 registered library members. These services and those provided by cultural organisations like the British Council and the Goethe-Institute both complement the formal education system and help to enrich the quality of community life.

7.30 The growing community interest in recreation and the arts is a healthy sign, especially as it is by no means confined to upper and middle income groups - membership of the Social Welfare Department's network of community centres and of the Education Department Adult Education and Recreational Centres, for example, confirming a flourishing interest and willingness to participate among lower-income groups. As has been noted in chapter 2, adult education is provided in a wide variety of forms by many different institutions and agencies in Hong Kong, and a significant proportion in effect still represents a part-time extension of normal day-school provision during a period of consolidation in basic educational provision.

The Hong Kong Education System

Chapter 8

Prospects for the Development of Education

The final chapter considers prospects for the development of Hong Kong education over the next decade. It is not in any sense a definitive or even a tentative statement of government intentions, since the formulation of future education policy will be determined in the normal way by means of the procedures described earlier in this report. It is no more than an exploration of issues which, judged from the standpoint of the present state of education, appear to the government as being likely to exert a strong influence on future policy development: however, the direction which that policy eventually takes will be largely determined by the views and wishes of the community.

Present state of development

8.2 At this point it may be helpful to recapitulate the main endeavours of the government's present educational programmes as presented by the Government against the background of Hong Kong's current economic situation and the problem of immigration in his Address at the opening session of the Legislative Council on 1st October 1980. In brief these are as follows:

- (a) After housing, education is one of the principal concerns of our population and is one of our biggest and most complex programmes.
- (b) The aim of providing our children with nine years of free, universal and compulsory education has now been realised: our present efforts are directed in the main to the implementation of the 1978 White Paper.
- (c) As a result of immigration we shall be marginally short of the 1981 Form IV target of subsidised places for 60% of the 15 year-old age group, providing for 58% by 1981; however, because of the decline of the 15 year-old age group and our large school building programme we should exceed the 60% target by 1982 and reach 68% by 1984. As the building programme progresses, dependence on bought places in the junior secondary sector will be reduced. To alleviate the effects of delays in the building programme, additional Form IV classes will be operated in new and developing schools and the opening of some schools will be advanced by the use of borrowed premises - an inconvenient but temporary measures.
- (d) The original target of 40,000 places in the five technical institutes has been revised to 43,000 places by 1983/84. A sixth technical institute at Tuen Mun is planned to open in 1985. Consideration is being given to the phased transfer of about 5,000 technician course places from the polytechnic to the technical institutes over a four-year period.

- (e) The CNAAC has agreed to assess the two-year post-Form VI course awards of the two assisted post-secondary colleges, Baptist and Lingnan Colleges.¹
- (f) A scheme to subvent adult education retrieval courses run by voluntary organisations has begun on a trial basis.
- (g) Because of concern felt by the public about the systems of selection and allocation, a working party will report on the secondary schools allocation procedures by the end of 1980² and an Advisory Committee is shortly to be set up to monitor the proposed Form III procedures.
- (h) All government English-speaking schools were disestablished in September 1979 and are now administered by the ESF. A comprehensive review of the application of the principle of parity of subsidy has been completed and the resulting report accepted by the government.
- (i) Comments on the 1980 Green Paper on Primary Education and Pre-primary Services are being digested and a White Paper will issue during the current session: this will complete the series of reviews of the Hong Kong education system which began with the 1974 White Paper on secondary education and continued with the 1978 White Paper. The change already achieved or planned is spectacular and is radically changing the level of education in Hong Kong but there is still much room for modification, adjustment and improvement in quality. Nevertheless we now have a well-defined background against which any further change can be considered: this should make it timely to conduct in 1981 the promised overall review of the entire system to examine the coherence and effectiveness of the education service and the balance and priorities between different disciplines.
- (j) The government has asked the UPGC to consider the feasibility of increasing the annual growth rate in student numbers at the two universities to 4% as an interim measure. An official review is being undertaken urgently in the light both of changing circumstances and the Committee on Diversification's concern that facilities for tertiary and technical education may not prove adequate.³
- (k) No problems are foreseen in reaching the target of 12,000 full-time equivalent students in the Polytechnic by 1983/84: within this total the Polytechnic hopes to start offering some courses at degree level and to increase the number of students on higher level work.

¹. The CNAAC assessment has now been completed.

². The report has been completed and is discussed in appendix C.

³. The Committee to Review Post-Secondary and Technical Education.

8.3 Reaction among unofficial members of the Legislative Council to the education section of the Governor's Address and to his report of an upsurge in juvenile crime (see paragraph 8.8) reflects the extent of the general concern with the present state of education and with the direction of future policy. This concern is also reflected in the wide terms of reference of the Committee to Review Post-Secondary and Technical Education.

Current concerns

8.4 There is bound to be a substantial body of criticism within the community of a system which provides for more than 1.4 million children in school (some 27 per cent of the total population) as well as supporting a widely diversified post-school educational sector, and no review of the system, however searching, could possibly take into account every facet of that criticism. There are nevertheless certain themes which are common to the voiced opinions of many individuals or groups with otherwise divergent views on various aspects of education, and these are summarised briefly in this section as indicators of current general concerns.

8.5 In the field of higher education the University and Polytechnic Grants Committee (UPGC) has advised that the maintenance of a growth rate of 3 per cent (revised in the interim to 4 per cent) per annum for the universities and a ceiling of 12,000 full-time equivalent students at the Polytechnic into the 1980s will have uncomfortable implications for Hong Kong's economic prosperity and social well-being; hence its recommendation that there should be a survey of all tertiary and higher level education, taking fully into account the type and range of courses offered by the Polytechnic and the technical institutes.

8.6 The Advisory Committee on Diversification (ACD) has expressed concern that the current higher education targets may not produce sufficient skilled and/or professionally trained personnel (particularly in the technological field) to meet the demands of potential students and the needs of the economy; that the technical institutes should achieve greater flexibility of response to the needs of industry; and that part-time adult education should be a means for upgrading Hong Kong's manpower.

8.7 The increase in fees and other restrictions which curtail the numbers of Hong Kong students obtaining places in tertiary institutions overseas, the likely increase in the number of post-sixth form candidates suitable for further education as a result of the expansion of secondary education, and the necessity to establish the right mix of educational opportunities so as to produce a balance of trained manpower suitable for probable employment demands are factors to be taken into account in securing a balance between social and economic demand in the provision of higher education in Hong Kong. The apparent conflict between social demand (given the characteristic respect for education shown by the Hong Kong community) and the needs of the economy is a source of general concern in regard to senior secondary and tertiary education, a widespread criticism of the 1978 White Paper being that it stressed economic needs at the expense of individual development.

8.8 The views on education expressed by ten unofficial members of Legislative Council during the debate on the Governor's opening address were centred on the various themes shown below. (the following summary does not of course imply a collective or consensus view, but is drawn from the individual views of the speakers.)

The educational system

- (a) There is a need to integrate the various sectional reviews of education which the government has undertaken in recent years: the present system is too much of a patchwork;
- (b) there is a need to develop more rapidly the quality of our education and to diversify its content to include far more a vocational nature: we must greatly increase our supporting services if our nine years of free and compulsory schooling is to have any proper value or meaning.

Higher education

- (c) A suitable balance should be maintained between economic and social demands for higher education: the development of Hong Kong's economy in the 1980s should not be inhibited by a shortage of high-level technological manpower;
- (d) fees for higher education should reflect the real cost of education: at present all students, rich or poor, are subsidised more or less to the same degree, but in the interests of social equity the well-to-do should pay the full cost, enabling more places to be provided in higher education without a corresponding increase in public expenditure;
- (e) there is a need to increase the annual growth rate of student numbers in the universities: the possibility of subsidising Hong Kong students taking degree courses in British universities and polytechnics should also be investigated.

Technical and adult education

- (f) We must expand training facilities for our existing workforce to upgrade their technical skills; there is also a need for school-leavers to acquire such skills;
- (g) in increasing the output of manpower at the professional and graduate level more attention should be paid to the need for a solid infrastructure of skilled support at the technician and craftsman level;
- (h) part-time or external degree or associateship courses should be introduced to meet the needs of the large number of highly motivated people in commerce and industry who, because of unfortunate circumstances, have been unable to complete a full course of formal education;
- (i) the government should ensure that adult education courses for employees after working hours should reflect the need to improve skills for better pay and career prospects, and prepare adults for the changes brought about by the diversification and

sophistication of industry and business.

Senior secondary education

- (j) There is a great deal of untidiness at the senior secondary level, leading to wastage of economic resources and manpower years;
- (k) sixth-form education is having to be too many things at the same time.

Language in education

- (l) A final and definitive decision must be taken on the question of the language to be used as the medium of instruction in Form I- III of Anglo-Chinese schools;
- (m) the time is right to consider the teaching of Mandarin, to put Hong Kong in the mainstream of Chinese cultural and economic development.

Moral education, school curriculum and juvenile crime

- (n) A concern for character development should become a major objective in education - in accordance with the Chinese concept of education which accepts that correct behaviour and attitudes could and should be inculcated and with the simple fundamental requirement that education must produce good citizens;
- (o) the modernisation of Hong Kong is eroding the family system and forcing it to undergo certain structural and functional transformations: the resulting problems could be tackled more effectively if there was better co-ordination between the various government departments responsible for providing services for children;
- (p) there is insufficient manpower available to provide social work services for schoolchildren: the Student Guidance Officers are not professional social workers;
- (q) there is a problem of psychological strain on young people unable to cope with the rigid academic curriculum and the pressure of examinations: the fault for the upsurge in juvenile crime lies not in compulsory secondary education (as claimed by some social workers) but with the strong academic slant of the school curriculum.

8.9 In connection with the publicity given to the Governor's Address and the speeches of the unofficial members one interested group attributed the rise in juvenile crime to the influence of materialism, the disintegration of the family system and a decline in the quality of education. The group called for improvements in the education system, the introduction of moral training and an increase in social work in

schools. Another interested group has recently identified five urgent issues in education - namely, the problem of language in education, juvenile delinquency, the difference in the length of the basic degree courses of the two universities, the entry qualifications to the new Medical School of the Chinese University (claimed by some to discriminate against Chinese middle school students because, for example, English is to be used as the principal medium), and the difference in the length of the course in Anglo-Chinese and Chinese middle schools

Future prospects: a general overview

8.10 In recent years all major sectors of education have been examined in some detail and new policies have been formulated and implemented. The main thrust since 1978 has been in the field of senior secondary and tertiary education: this will be complemented in the near future by fresh initiatives in the primary and pre-primary sectors to be announced in a white paper now in preparation, and the Committee to Review Post-Secondary and Technical Education in Hong Kong has thus reached a stage where its structure, its characteristic features and its aims can be more clearly seen as a whole. This gives rise to fundamental questions about educational development beyond existing approved or proposed policies.

8.11 No attempt will be made in the following paragraphs to predict future trends in education policy. In keeping with the spirit of the overall review of the education system (which, to borrow the language of curriculum development, is seen as a formative rather than a summative evaluation of the system) the rest of this chapter is devoted to the exploration of various themes which might usefully be considered in any development of education beyond the present stage. These themes are presented in the form of questions the answers to which are largely a matter of judgment. As such they represent the first stage in a new phase of the planning process earlier described - general areas to be freely explored as a preliminary step towards the consideration of more specific aims for future policy. The posing of the question is in no sense an earnest future intentions. The purpose is to stimulate general discussion in which the views of the Panel of Visitors undertaking the overall review, and those of the other overseas participants, will be valuable in illuminating the underlying issues. Their contribution to the discussion will be particularly helpful in so far as it represents international perspective based on extensive experience of recent educational developments in other parts of the world.

8.12 It would be inappropriate to ask the Panel of Visitors to give specific answers to the questions posed, because this would pre-empt the normal processes by which policy is formulated, because the Visitor have neither the time nor the opportunity to follow any recommendations through and, most important of all, because solutions to local problems have to be worked out in terms of local needs and expectations. Overseas experience can illuminate issues but it can seldom offer models to be copied. Social, political and economic factors have to be considered, and local customs, opinions and ways of tackling problems brought to bear on the issues. Moreover, the Panel may well consider that the wrong questions are being addressed.

8.13 Discussion in the remainder of this chapter is confined to the following main themes:

- (a) In what ways should we shape and develop the school system to meet the challenges of universal basic education?
- (b) Are our present educational priorities appropriate?
- (c) Is there sufficient access to education and are the various sectors satisfactorily co-ordinated?
- (d) Is the existing role of teachers in the educational system appropriate to their tasks?
- (e) Are the measures concerning language in education now being implemented sufficient to bring about a rational language situation in schools?
- (f) Is sufficient emphasis being placed on adult and continuing education in our development plans?

Each of these themes gives rise to related questions which are explored below.

Universal basic education

8.14 The first cohort of pupils to complete the nine-year course of basic compulsory education will do so in 1981. Problems associated with the response of the less able to compulsory schooling are beginning to take root in the junior secondary school and to cause concern among school authorities. As has been indicated at various points in this report, school education in Hong Kong is still very formal by present-day standards and parental preference is markedly in favour of academic education of the type characteristic of the traditional grammar school. Technical education is gaining favour but is no less rigorous in its demands on the pupil: technical subjects are quite properly offered not as easy options for the less able but rather as part of a co-ordinated curriculum which attempts to encourage the development of the whole person through complementary intellectual and practical skills. Schools are finding it difficult to identify and meet the needs of pupils who are not academically inclined.

8.15 Part of the problem undoubtedly lies in the rapid pace at which the public-sector school system has recently expanded: the system has in a sense outrun itself. Early attempts were made by the Curriculum Development Committee to address the problem by issuing flexible syllabuses built around a common core and allowing adaptation within schools to the needs of particular groups of pupils. This has proved to be only moderately successful for various reasons: The resources available for curriculum development have been limited, schools have been hard pressed for sufficient space and facilities to diversify the curriculum, teachers have had insufficient experience of less able pupils at this level to be able to understand and provide for their needs, there has been tension between the language needs of pupils and the language practices of individual schools, there is disparity of provision in the public sector and a growing inability to reconcile an anxious concern for academic standards with a recognition that different kinds of standard should be evolving for different kinds of pupil. There appears to be a growing feeling that the situation is too complex to be successfully tackled by individual schools.

8.16 This prompts several related questions. Should Hong Kong be

moving towards a form of comprehensive schooling? Should there be greater diversity within the school system to provide more appropriate forms of education for the less able? Should there be positive discrimination in the provision of staff and resources to favour particular groups of pupils? If there is resistance on the part of some schools to admitting the less able in significant number, should the development of an elite private sector be encouraged in order to provide a viable alternative to the public sector for those willing to pay high fees in return for academic standards? Should major initiatives be taken in curriculum development to provide forms of education to which children will respond positively, whatever their level of ability? What contribution is teacher education able to make, given that most existing teachers (and, for that matter, educational administrators, lecturers and inspectors) are themselves products of an academically-oriented system?

Educational priorities

8.17 As a matter either of necessity or of policy priority major educational developments over the past few decades have tended to be sectorally-based and from time to time progress on different fronts has been somewhat out of phase. With a nine-year basic school course now established, questions need to be asked about the priorities to be accorded to different aspects of educational development, having regard to the returns from the money and effort invested in different sectors. Should resources be spread evenly (apart from obvious areas such as special education where more generous provision is a necessity) or should priority still be given to strengthening specific sectors at the risk of (or in spite of) continuing imbalance? The view has been taken that forms of academic education are still strongly favoured because alternative forms are less attractive. Should we make these alternatives more attractive by allocating more resources to their development? Given a choice between senior secondary education and a place in a technical institute, most pupils will opt for the senior secondary place, whatever their academic limitations. Would better technical institutes offering shorter courses, perhaps on a full-time rather than a part-time basis and linked with improved apprenticeship schemes help pupils and their parents to make more appropriate choices? Should priority be given to general education or to vocational education at school or post-school level? Is it wise, given the long-term effects of kindergarten education on children's attitudes to learning, that the pre-primary sector should remain totally private, albeit with the qualitative improvements advocated in the 1980 Green Paper? Is the servicing of the school system appropriate – are the Education Department and the government adequately organised to serve the system they have created and are the schools adequately staffed and organised, with buildings, facilities and resources appropriate to their needs at the present stage of Hong Kong's educational development?

8.18 In terms of internal priorities within individual schools should school authorities in the public sector be given more freedom over the allocation of the resources made available to them (subject to overall financial limits as determined by the provisions of the codes of aid and to specific requirements governing salaries, etc.)?

Access and interface

8.19 Closely associated with questions of priority is the problem of access to education and the stress caused by the competition to secure

the best advantages that education can offer. Given present circumstances, are our systems of selection and allocation appropriate, efficient and just? Are the arrangements described in the 1978 White Paper for those continuing in full-time education after Form III satisfactory - are we providing enough places at this level and are the arrangements made for pupils to progress from junior secondary to senior secondary education appropriate?

8.20 Given the fragmentation of sixth-form education, do the measures proposed by the Board of Education and endorsed, with modifications, by the Education Department meet the problem?

8.21 Are the educational choices available to pupils appropriate to the stage of development which they have reached when exercising choice - in particular, is the government right to develop prevocational education and is it reasonable for parents to commit their children to this form of education at the age of twelve?

8.22 Given the disjointed appearance of the various sectors of education and the various hurdles that children face when moving from one sector to another what, beyond existing and proposed policies, can be done to ensure smoother progress through the system, and to reduce competition to the level where it stimulates achievement rather than generating anxiety? Could any additional measures be introduced within the existing system to reduce the discontinuity which pupils face at the various transitional points?

Role of teachers

8.23 The Education Department's recent moves to strengthen the links between school management and teachers appear to be encouraging harmonious and efficient working relationships within schools and promoting a more responsive situation to problems as they emerge rather than when attitudes have hardened. It is too early, however, to assess the long-term effects or to determine whether they provide fully adequate consultative arrangements within schools and between the schools and the Department. Questions which arise include whether employment practices within schools are generally satisfactory, whether teachers have an adequate voice in the management of schools and whether they have sufficient opportunities to influence the managerial practices of the school system as a whole.

8.24 On the professional front, are teachers generally given enough freedom within schools (consistent with overall discipline and efficiency) to pursue teaching styles or to exploit learning opportunities which make the best use of their individual talents and creativity? In what ways can individual originality be encouraged in teachers without risking any undue loss of cohesion in the performance of the teaching staff as a whole? Are individual teachers given enough shared responsibility for curriculum development within schools so that they operate as a team with objectives which they have personally helped to determine? Are senior staff sufficiently alive to their professional responsibilities towards junior staff - for example, in providing appropriate induction arrangements for newly-qualified recruits? Do senior teachers display appropriate qualities of leadership in professional matters and in the development of the curriculum areas for which they are responsible, over and above their proper concern with managerial and organisational matters?

8.25 Teachers have significant roles to play in the work of the Curriculum Development Committee and the CDC Textbooks Committee, their membership of subject committees and panels enabling syllabus development, in particular, to reflect the needs and interests of pupils as perceived by the teachers themselves. The system of continuous evaluation of Educational Television programmes also depends very much on the direct participation of teachers. Could additional opportunities be found for teachers to participate in planning and policy-making and, if so, in what areas would their contribution be most useful?

8.26 Are our present arrangements and development plans for teacher education sufficient to meet the challenges of universal education? In particular, is teacher training making teachers flexible enough to be able to respond to change? Is it enabling teachers to prepare pupils for tomorrow's world, rather than replicate in the classroom the conditions under which they themselves were taught? Are teachers sufficiently alive to the world of work which their pupils will enter? In this connection should teachers be drawn from a wider net, with credit given for experience outside education?

Language in education

8.27 Problems associated with language in education are discussed in chapters 2 and 7. The basic question which needs to be considered is whether the measures now being implemented are sufficient by themselves to bring about a rational language situation in school education and whether they represent a reasonable balance, given the conflicting interests and demands which at present influence schools in the choice of language as the medium of instruction.

Adult and continuing education

8.28 Current policy on adult education is outlined in paragraphs 7.1 - 7.5 of the 1978 White Paper and aspects of this policy are touched upon in chapter 2 of this report. The question which now arises is whether the policy goes far enough, given that universal basic education has only recently been achieved and that many adults have therefore not had the opportunity of a full basic education. Set against this fact are the practical constraints on proceeding rapidly on all fronts simultaneously and the consequent need to decide priorities in educational development.

8.29 In considering priorities in this area it is perhaps expedient to separate adult education for retrieval, social and recreational purposes from more advanced forms of general education which can be tailored either directly or indirectly to suit the convenience of adults: part-time degree courses would be an obvious example. Is there sufficient opportunity for adults who have completed secondary education to proceed further on a part-time basis, and to what extent should such opportunities be seen as a way of meeting social demand among school leavers who for whatever reason are unable to proceed to tertiary education? Should there be an emphasis in the provision of resources on the sub-degree level? Having regard to the need for Hong Kong to diversify its economy and to be capable of responding quickly to changing economic circumstance in its overseas markets, is there sufficient emphasis in continuing education and management training on retraining and refresher training?

Is continuing education sufficiently co-ordinated with the needs of commerce and industry?

conclusion

8.30 These questions are in no way intended to influence the Panel of Visitors in their choice of themes for exploration. Most of them are, however, prompted by the following terms of reference drawn up by the Board of Education for the overall review of the education system:

"Having regard to approved and proposed policies for the development of education in Hong Kong at all levels, to identify the future aims of the education system, to consider the coherence and effectiveness of the service, to identify areas which may require strengthening and to make recommendations on priorities in its further development. In particular, advice is sought on the relationship between the various sectors and levels of education and the place of teachers in the educational systems."

Overall Review of the Hong Kong Education System

THE HONG KONG
EDUCATION SYSTEM

Part II

APPENDICES

Appendix

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The Hong Kong Education System

Appendix A

The Development of Education Policy 1963 - 1980

This appendix summarises the major policy developments in education from 1963 (the Report of the Education Commission) to 1980. The documents in which these policies were discussed or announced are as listed below:

- 1963 Report of Education Commission (Marsh-Sampson report)
- 1965 White Paper: Education Policy
- 1973 Green Paper: Report of the Board of Education on the Proposed Expansion of Secondary School Education over the Next Decade
- 1974 White Paper: Secondary Education in Hong Kong over the Next Decade
- 1976 Green Paper: The Further Development of Rehabilitation Services in Hong Kong
- 1977 White Paper: Integrating the Disabled into the Community: A United Effort
- 1977 Green Paper: Development of Personal Social Work Among Young People in Hong Kong
- 1977 Green Paper: Senior Secondary and Tertiary Education: A Development Programme for Hong Kong over the Next Decade
- 1978 White Paper: The Development of Senior Secondary and Tertiary Education
- 1979 Report of the Board of Education's Committee on Sixth Form Education
- 1979 White Paper: Social Welfare into the 1980s
- 1980 Green Paper: Primary Education and Pre-primary Services

Two major policy documents will be published in 1981 - a White Paper on Primary Education and Pre-primary Services and the report of the Committee to Review Post-secondary and Technical Education. Because the education provided in the English schools has tended to present characteristic problems the various references made to it among the above-mentioned policy documents are disregarded for the purposes of this summary. The development of policy towards the English sector and the current position are described in the Report of the Committee to Review the Application of the Parity of Subsidy Principle to the English-speaking Schools, which was accepted in its entirety by the Executive Council on 23rd September 1980.

2. Since the policy documents are too voluminous and detailed in argumentation to summarise in full, only the most salient points and recommendations are detailed in the following pages.

1963 Report of Education Commission

3. The 1963 Education Commission was appointed by the Hong Kong Government with the following terms of reference:

'Having regard to (a) the general circumstances, including the economy of Hong Kong; (b) Government's policy for the provision of primary and secondary education: excluding the University ¹ and Grant Aided Post Secondary Colleges ², generally to examine and make recommendations on: (a) the overall needs of the Colony in respect of education and the most economical and practical way of fulfilling these needs; (b) the system of financing education, including public and private revenue and expenditure, having particular regard to the competing claims on the Colony's limited available funds of the many interests involved in the whole sphere of social service.'

The commissioners were Mr. R. M. Marsh, Education Officer, Hampshire County Council and Mr. J.R. Sampson, Treasurer, Hampshire County Council.

4. The commissioners endeavoured to balance the question 'What are the educational needs of Hong Kong?' against the counter-question 'What can Hong Kong afford without having to face the possibility of a material increase in taxation?'; their chief concern was therefore how best to secure value for money, given the premise that expenditure on education and other services must increase. As a result, a good deal of their Report was concerned with current problems of a technical or financial nature, entailing a detailed analysis of government expenditure on education. With the passage of time, many of their observations and recommendations are no longer relevant: the following summary therefore refers (without accompanying detail) only to those recommendations which subsequently affected the mainstream of educational development in one way or another and in varying degrees - other recommendations are omitted.

5. Major recommendations and illustrations:

- (i) The main reasons for the substantial differences in cost per pupil at government, grant and subsidised schools are examined and the conclusion drawn that it would be in the interests of education if greater uniformity in government and aided schools could be achieved. Of the primary school places provided by the government, approximately 25 per cent should be in government primary schools, the balance to be in aided schools and by an increasing provision of assisted places in selected private schools. In the secondary sector approximately 30 per cent of places awarded on the basis of the Secondary School Entrance Examination should be in government schools: the proportion of assisted places in private schools should be gradually increased (as private school standards improved) to about one - eighth of the total, the balance to be provided in aided secondary schools.

¹ The University of Hong Kong.

² United College, New Asia College, Chung Chi College - the constituent colleges of the future Chinese University of Hong Kong.

- (ii) Steps should be taken to achieve greater uniformity of staffing in government and aided schools, a common code of financial assistance to aided schools and a revised procedure regarding admissions to such schools. The amount of the per capita grants should reflect levels of actual expenditure and be subject to regular review; the need for higher per capita grants for secondary technical education should be examined; fee remission in aided schools should be determined by a uniform procedure prescribed by the government; the use of subscriptions or Tong Fai income should be as approved by the Director of Education.
- (iii) Existing schemes for aid to teachers in selected private non-profit-making schools should be extended; schemes for assisted places in such schools should be extended in primary schools and introduced in the secondary sector; the scrutiny of applications for increased fees in private schools should be strengthened; consideration should be given to means of permitting owners of private schools to pay the government for land by instalments and to the making of government loans repayable at market interest rates for the costs of construction of private schools.
- (iv) Steps should be taken to discourage and, if possible, prevent examinations in attainment for children applying for entry to primary schools; research should be undertaken into the practicability of assessing potential as well as attainment before reaching a decision on the allocation of secondary school places; steps should be taken to reduce private entry in aided schools; action should be taken to eliminate over-age children in primary schools by limiting repetition; children should not enter a secondary school at such an age as to necessitate their remaining at school over the age limit of 20 years.
- (v) School fees charged in government and aided schools should be increased, with increases in overall permitted limits of remission.
- (vi) Encouragement should be given to the use of rural areas in the New Territories for recreation and field studies; the entry to larger schools should be increased by using some of the specialist rooms as form bases; aided schools should be permitted and encouraged to provide a high standard of finish in school buildings to reduce subsequent maintenance costs; financial provision should be made for the establishment and replenishment of libraries in all secondary schools.
- (vii) Plans should be made for the necessary provision of places for a full secondary education in the New Territories to meet the developing needs of the area.
- (viii) The Inspectorate and the teacher training colleges should pursue an active policy to secure a reduction in the volume of written work and testing in schools; the size of primary

classes should be reduced from 45 to 40; staffing ratios should be revised (from 1.2 to 1.1 teachers per class in primary, from 1.4 to 1.3 in Forms/Middle I - V and from 2 to 1.6 in sixth forms); additional staff should be permitted for split classes.

- (ix) A ceiling figure should be placed on the number of expatriates employed by the government in education and they should be restricted to specified fields of education.
- (x) Salary scales should be the same for teachers in government, grant and subsidised schools; increments should be based on training and experience and should not be limited; new salary scales and a scheme of allowances for posts of special responsibility are recommended for adoption.
- (ix) An earlier proposal by Mr. A.V. Hardy for the establishment of an independent syndicate for the conduct of public examinations and for a restructuring of school certificate and matriculation examinations is endorsed; the examination at fifth form level should be subject-based and fees should cover the direct expenses involved.
- (x) Research is needed into the development of standardised intelligence tests; there should be an specialist adviser on the teaching of educationally subnormal children; separate provision should be made for partially-sighted children, steps should be taken for the early ascertainment of the deaf and partially-hearing; voluntary bodies should be encouraged to provide special education for less severely handicapped children.
- (xi) An experiment in the use of sound radio for educational programmes should be carried out; experimental programming and research in the use of television for schools should be undertaken, with textual material to be made available to enable the teacher to organise preparatory and follow-up work; the Inspectorate should be staffed to enable it to write the scripts, and the Education Department should control the policy and programme planning in the development of radio and television educational services.
- (xii) Consideration should be given to non-teaching and ancillary staff in schools (e.g. the adoption of uniform salary scales for laboratory assistants and clerical and minor staff in government and aided schools).
- (xiii) Provision should be made for the further development of government evening classes and for the opening of additional Adult Education and Recreation Centres.
- (xiv) Merit scholarships in government and aided schools should be abolished.
- (xv) The minimum period of training in the teacher training colleges should be extended to two years for full-time

students; in-service courses should be extended to three years; special third-year full-time courses should be introduced for teachers of art, music, housecraft and physical education; students in teacher training colleges should be required to pay tuition fees (\$400 p.a. recommended), with provision for free places for the needy; maintenance allowances paid to students in training should be repayable over an agreed period; free tuition and a full maintenance grant of \$2,000 p.a. should be paid to students on the proposed special third-year courses; refresher courses for practising teachers, headteachers and those aspiring to promotion need co-ordination and development; provision should be made for courses in the proper use of television and radio as teaching aids.

- (xvi) The Principal of the Technical College should be relieved of his responsibilities as general adviser on technical education by the establishment in the Education Department of an additional post of Assistant Director (Technical and Further Education); courses to school certificate level in woodwork, metalwork and housecraft should be made available in all secondary schools; the trade training centres run by voluntary bodies should look for aid and assistance to the Education Department; a pre-apprenticeship course of one year's duration should be established.
- (xvii) The post of Assistant Director (Inspection) should be redesignated Chief Inspector; posts need to be established at headquarters of Senior Inspector (Primary) and Senior Inspector (Secondary); consideration should be given to relieving inspectors and trained teachers from purely administrative duties; the Inspectorate should be strengthened by the appointment of personnel responsible for advisory services in woodwork, metalwork and handicrafts, and for research and guidance; the Education Department's establishment should be reorganised and strengthened; professional posts in the administration should be open not only to teachers in government schools but also to teachers in aided schools.
- (xviii) An early investigation should be made into the many advantages which would accrue from the installation of a centralised system of automatic data processing to serve the financial and statistical needs of the government.
- (xix) Consideration should be given to increasing the proportion of Chinese schools in which English is taught as a second language.
- (xx) The proposal to provide from 1963 onwards, for those pupils who are unable to gain admission to a full secondary course, a seventh year of education in Special Form 1 classes is not a wise expenditure of money and should be deferred.

6. The commissioners concluded their report by stating that they fully realised the government was faced with many problems and that education was one of many services calling for development and improvement: in their opinion, however, the rising scale of expenditure which they had sought to illustrate was essential to the economy of Hong Kong and the well-being of its people.

1965 White Paper: Education Policy

7. In reviewing education policy the 1965 White Paper took into account three documents: (i) a Paper, Statement on Government's Policy on the Reorganisation of the Structure of Primary and Secondary Education, presented to the Legislative Council in January 1963; (ii) the Report of the Education Commission, October 1963; (iii) the Report of a second Working Party which examined the recommendations of the Education Commission together with the recommendations of an earlier Working Party on the provision of education for English-speaking children. The White Paper endeavoured to draw the whole of these deliberations together and to present them, with such observations and modifications as appeared necessary or desirable, as a basis for planning the future development of education in Hong Kong.

8. The White Paper stated that the final aim of any educational policy must always be to provide every child with the best education he or she was capable of absorbing, at a cost that the parent and the community could afford. Nowhere had this ideal been achieved and in only a very few countries was there even the prospect of achieving it. A less ambitious plan of providing a free primary education for all who desired it had long been the aim of Hong Kong policy, and was now re-affirmed but this was incapable of early achievement. For practical purposes, then, intermediate aims must be chosen. The White Paper accordingly summarised existing educational policy, reviewed the position which had been reached by 1965 and proposed new intermediate aims up to the level of full secondary education. It did not deal with post-secondary education.

9. Existing policy at that time was:

- (a) to ensure that places were available in government, aided or private primary schools for all children of primary school age;
- (b) to provide in government and aided primary schools, and to encourage the provision in private primary schools, of an additional one year and, later on, an additional two years, of secondary education in Special Forms I and II for those pupils who were unable to gain admission to full secondary courses and who wished to remain at school until they reached the then statutory minimum age for industrial employment (age 14);
- (c) to provide in government, aided and selected private schools secondary education to School Certificate (i.e. Form/Middle V) level for about 15 per cent of all pupils who completed the primary school courses; and to encourage voluntary and private agencies to supplement this provision. Free sites, capital grants and interest-free loans for school building, as well as limited help towards meeting recurrent expenditure,

were made available for non-profit-making organisations. Sites restricted to school use were made available for purchase by profit-making organisations.

10. In assessing the current position the 1965 White Paper noted that in terms of primary school places in the territory as a whole the objective stated in (c) above had very nearly been achieved; but, with the large-scale resettlement and redevelopment then proceeding, some areas were better provided with school places than others. Until recently more than half the available places had been in private schools. Special Form I had not proved popular: in 1964 only 2,653 pupils had been admitted to Special Form I and in 1965 only 1,902 had been admitted. In 1965, 18.3 per cent of children leaving primary schools were admitted to government or aided secondary schools or were given assisted places in private secondary schools, thus exceeding the aim by 3.3 per cent. A further 49.3 per cent of primary school leavers were admitted to other secondary schools offering courses to School Certificate level.

11. The 1965 White Paper considered that because the current position so closely approached the aims of existing policy the time had come to select fresh ones. In outline, these were as follows:

- (i) to rely for the time being on voluntary organisations and private enterprise to provide kindergarten education; the Education Department to assist in providing advisory services and facilities for in-service training courses;
- (ii) to extend the number of places in government and aided primary schools as rapidly as possible and to introduce a scheme of subsidised places in private schools so as to provide for all children seeking any such places (estimated to be 80 per cent of all children of primary school age);
- (iii) to lengthen the primary course to six years, absorbing the existing Special Form I into the primary system, and with particular attention to the study of English in the sixth year in order to facilitate later study in Anglo-Chinese schools, to improve English standards in Chinese Middle schools and to benefit the Chinese University;
- (iv) to reduce the age of entry to primary school to 6 years (this had been raised from 6 to 7 in 1963 when a new pattern had been introduced of a five-year basic primary course starting at age 7, to be followed by two extra years in Special Forms I and II for those children not proceeding to a full secondary education, the purpose being to fill the gap of two years between the end of primary schooling and the statutory minimum age for industrial employment - an arrangement which had proved to be very unpopular and in the event not particularly beneficial);
- (v) not to increase fees in urban and rural primary schools;
- (vi) to increase the allowable rate of primary school fee remission by introducing an overall primary school fee remission rate of 20 per cent (it was thought clearly preferable to proceed towards a system of free primary

education by increasing the allowable rate of fee remission rather than by an all-round reduction in fees, hence helping those whose need was greatest);

- (vii) to increase the number of pupils admitted to government and aided secondary (grammar and technical) schools and to subsidised places in selected private schools to between 15 and 20 per cent of the total number of pupils completing the primary course;
- (viii) in the expectation that an additional 50 - 60 per cent of pupils leaving the primary schools would find places in private secondary schools, to subsidise at least 1,500 places per year in private secondary schools (to include them in the 15 - 20 per cent mentioned in (vii));
- (ix) to increase government and aided secondary school fees as follows:

grammar schools:	\$400 (urban)
	\$300 (suburban)
	\$200 (rural)
sixth forms	\$450
technical schools	\$200 (urban)
	\$100 (rural)

(technical school fees to be brought progressively into line with grammar school fees)

- (x) to introduce increased provision for fee remission, the maximum rates to be 50 per cent for matriculation classes, 45 per cent for other grammar school classes and 35 per cent for secondary technical schools;
- (xi) to increase the provision of various types of vocational training and to grant financial assistance to agencies prepared to establish one-year or two-year courses of training directed towards specific industries or occupations (to meet the needs of the estimated 20-30 per cent of children not proceeding to secondary education and not old enough to enter industrial employment);

[The total effect of all the above proposals was to ensure that all young persons who desired it could obtain a minimum of seven years' full-time aided education, while making increased provision for further education for those best able to benefit by it.]

- (xii) to introduce tuition fees of \$400 p.a. in the teacher training colleges, with provision for all students on application to obtain an interest-free loan of up to \$1,200 p.a., repayable over three or four years, and additionally, for needy students, an outright grant over and above the loan, up to \$1,600 p.a.
- (xiii) the government to provide schools only where an aided school could not be provided ("In general, education can be provided more economically in aided than in government schools and, in a period when educational facilities must be expanded, the capacity to do so is

inevitably affected by cost; the more economical the cost, the greater the capacity for expansion.")

- (xiv) in view of (xiii), to simplify the method of calculation of subsidy to aided schools and the administrative processes connected therewith; to ensure that grants produced by a new simplified code of aid were adequate (when taken with the approved fees to enable schools to operate efficiently and pay the prescribed staff salaries);
- (xv) to introduce uniform salary scales for teachers in government and aided schools (the White Paper reserved its position on specific salary proposals since those recommended by the Education Commission, relating remuneration to responsibility, were very radical).

1973 Green Paper: Report of the Board of Education on the Proposed Expansion of Secondary Education

12. Following the publication of the 1965 White Paper, free primary education was subsequently introduced in all government and aided primary schools (with the exception of the Junior English Schools and a minority of subsidised schools) in 1971, by which time sufficient places had become available for every child in the primary age-group. The 1965 White Paper recommended that 15-20 per cent of those completing the primary course should receive subsidised secondary education. In 1970, the government, after a reappraisal of progress, decided that a further major expansion of secondary education was necessary. Steps were taken to increase the provision of subsidised secondary education to a total of 50 per cent of the Forms I - III age-groups. By 1972, with universal primary education a reality, the government concluded that the time had come for a full study of the future development of secondary education to be undertaken. On 26th January 1973 the Governor appointed a new Board of Education and asked it to submit a practical policy for the expansion of secondary education. The Board, under the chairmanship of an unofficial (the Hon. Woo Pak-chuen) for the first time, was given the following specific terms of reference:

"Having regard to the Government's objective of providing three years secondary education for all in the 12-14 year age group and doubling the percentage of places in the secondary schools for the full five-year course leading to a Certificate of Education examination, to consider: (i) any changes that should be introduced into the present type of secondary education offered; (ii) the proportion of academic to vocational secondary education appropriate in the circumstances of Hong Kong; (iii) any changes in the present examination system that should be introduced; (iv) the time scale in which it would be practical and desirable to implement the Government's policy, with particular reference to the expansion of facilities for the training of teachers, the secondary school building programme, and the degree of bi-sessionalism that the Board considers appropriate in both the short and long term in secondary schools and teacher training colleges; (v) to what extent in the circumstances of Hong Kong secondary education should be provided free of charge."

The Board accordingly submitted a Report which was tabled as a Green Paper in the Legislative Council on 31st October 1973, and published in order that the general public would have an opportunity to comment on its recommendations.

13. The recommendations of the Board were as follows:

- (i) Every effort should be made to minimize the deleterious effects that public examinations have on pupils and their study programmes in secondary schools.
- (ii) Chinese should become the usual medium of instruction in lower forms of secondary schools; every effort should be made to develop good textbooks for all subjects written in Chinese, to train teachers capable of instructing through the medium of Chinese and to adopt improved techniques of language teaching for both Chinese and English.
- (iii) The early years of secondary education should be based on a common core of instruction, irrespective of the type of school.
- (iv) Approximately one-fifth of the 3-year places should be in prevocational schools, and approximately one-third of the 5-year places should be in secondary technical schools.
- (v) As an interim measure, sufficient 3-year places for 80% of the 12-14 age-group, and sufficient 5-year places for 36% of the 12-16 age-group, should be provided by 1981.
- (vi) The ultimate aim of providing sufficient 3-year school places, with government assistance for 100% of the 12-14 age-group, and sufficient 5-year school places, leading to a Certificate of Education, in government and fully- aided secondary school for 40% of the 12-16 age-group, must be retained.
- (vii) It is educationally unsound to introduce bisessional operation and rotation in order to achieve the original quantitative target for 1980 particularly as such arrangements would apply only to the non-academic sector.
- (viii) Bi-sessional operation is not considered acceptable in view of the serious undesirable social effects which would be occasioned by its introduction.
- (ix) Rotation is not considered acceptable because of the strains imposed upon staff of schools and the disruption of family life.
- (x) The interim target for 1981, namely the provision of sufficient 3-year places, with government assistance, for 80% of the 12-14 age-group, and sufficient places in government and fully-aided schools for 36% of the 12-16 age-group is proposed because it obviates the need for rotation and bi-sessional operation in both academic and non-academic types of schools.

- (xi) Efforts should be made to generate among students, teachers and all concerned a better understanding of the functions of examining, and to improve methods of learning assessment.
- (xii) The need to minimize the undesirable effects of the Secondary School Entrance Examination on primary education and to widen the basis for selective allocation to secondary schools is stressed.
- (xiii) Combination of the former Certificate of Education (English) and Certificate of Education (Chinese) Examinations is welcomed.
- (xiv) Carefully considered attempts to extend the range of ability and achievement recognised by the middle grades awarded as a result of the Certificate of Education Examination should be made.
- (xv) Some tangible form of recognition for completion of three years of secondary education should be given.
- (xvi) The establishment of an Independent Examining Authority is endorsed.
- (xvii) In the present circumstances of Hong Kong there is no apparent justification for providing secondary education free of charge from Form 1-3 level.
- (xviii) No child must be denied a government, aided or assisted place in a secondary school because of the inability of his parents to pay the school fees.
- (xix) Government should examine present procedures with regard to fee remission.
- (xx) The necessity for regular review of the position regarding free education is stressed.
- (xxi) There needs to be a margin for exceeding targets for the whole of Hong Kong when necessary to allow for provision of the varieties of secondary education in each geographical area, and to permit a reasonable degree of flexibility in forward planning.
- (xxii) Government should take practical steps to reduce the time taken to allocate sites for school projects.
- (xxiii) Developments in building techniques should be kept under constant review with regard to their possible application to school projects in Hong Kong.
- (xxiv) Government's contribution to the capital costs of new school building projects should be increased to 90% and exceptionally, to 100%, and that in the case of secondary technical and pre-vocational schools built in housing estates, financial assistance should also be given to the cost of furnishing and equipping such schools.

- (xxv) There should be regular review of policy regarding teacher-class ratios, proportions of graduate to non- graduate teachers in secondary schools and professional training for graduate teachers. In view of the fact that our proposed expansion of secondary education facilities depends on the supply of teachers, including technical teachers, in qualitative and quantitative terms, there should be an immediate review of present policy in this regard.
- (xxvi) A commitment should be accepted to make available professional training for teachers of F. 1-3 classes in asymmetrical schools and schools providing bought places.
- (xxvii) A fourth college of education should be established as soon as possible, in temporary accommodation in the first instance; it should also include facilities for the training of non-graduate technical teachers.
- (xxviii) The two universities should give serious consideration to a greater expansion of their graduate teacher education facilities.
- (xxix) There should be established under the auspices of the Board of Education a Technical Teacher Training Board.
- (xxx) Recruitment to posts in the field of teacher education should not be restricted to those already in Public Service but should be open to all suitably qualified.
- (xxxi) Suitably constituted machinery should be established under the auspices of the Board of Education to study, and make recommendations on, all aspects of teacher education in Hong Kong.

1974 White Paper: Secondary Education in Hong Kong over the Next Decade

14. The 1974 White Paper set out the broad basis on which the government, after taking into account the views of the Board of Education and the general public, intended secondary education to develop over the next ten years.

15. The main provisions of the White Paper were as follows:

- (i) to make available by 1979 subsidised education for every child for nine years - i.e. six years in a primary school followed by three years in a secondary school; all children to follow a common course of general education throughout these nine years;

- (ii) a new public examination to be known as the Hong Kong Junior Certificate of Education, to be taken by all children on completion of Form/Middle III (because secondary education tended to be dominated by preparation for the HKCE and university entrance examinations even though many pupils were unable to obtain tertiary education); the Junior Certificate Examination to serve two functions: first, to provide evidence that a pupil had satisfactorily completed his education to Form/Middle III standard, which should assist him to secure employment if he left school at this stage; second, to provide a means of selection for those wishing to continue their education beyond Form/Middle III; the examination to be based on a common teaching syllabus for the junior secondary course and not to have a special syllabus of its own;
- (iii) as far as possible each secondary school to provide five years of secondary education in a junior secondary course (Forms/Middle I - III) and a senior secondary course (Forms/Middle IV-V);
- (iv) all pupils to follow the same general junior secondary curriculum of which between 25 and 30 per cent would be allocated to practical and technical subjects; schools to encourage cultural subjects and physical education at this level;
- (v) the Secondary School Entrance Examination to be abolished as soon as sufficient junior secondary places were available for every child;
- (vi) with the abolition of the SSEE, an alternative system to be devised to regulate the flow of pupils from primary to secondary schools, under the general supervision of the Education Department; secondary schools to be encouraged to avoid elitist admission policies and to accept pupils of all levels of ability - but secondary schools with linked primary schools to be allowed to give preference to pupils from the latter; schools to be discouraged from setting their own entrance examinations;
- (vii) after completing junior secondary education children selected by the proposed Junior Certificate of Education examination to enter senior secondary grammar or technical forms, 60 per cent of the places to be provided in grammar and 40 per cent in technical forms; sufficient places to be provided in senior secondary forms for 40 per cent of the 15 - 16 age group by 1979; the government to decide in due course whether a higher target percentage should be set for the public sector, having regard to the fact that the private sector would continue to offer an alternative for children who were ineligible for subsidised senior secondary education or who opted for private education, thus resulting in at least 55 per cent receiving senior secondary education by 1979;

this might well be not far short of the total of those wanting to proceed beyond Form/Middle III;

- (viii) senior secondary courses to follow curricula leading to the HKCE in Form/Middle V; one third of pupils entering Form/Middle IV to obtain places in Form/Middle VI;
- (ix) selection and allocation procedures for the senior secondary course to be conducted by the Education Department, based on the results of the proposed Junior Certificate of Education; as far as possible children so selected to proceed to Form/Middle IV in the senior section of the same school;
- (x) technical education to be emphasised, the basic nine years course to have a practical and technical content of 25 - 30 per cent; the curriculum for the two-year senior secondary curriculum in technical schools to be revised to give more emphasis to technical subjects;
- (xi) existing and planned prevocational schools to continue as such for as long as they attracted pupils, and to be allowed to accept children living anywhere in the territory;
[The White Paper stated that prevocational education (by means of three-year secondary courses) was not regarded as the most appropriate answer to the needs of a community as developed as Hong Kong, considering the extensive facilities for post-secondary technical education and vocational training being built.]
- (xii) further expansion of the technical institutes (providing the related technical education required to complement the on-the-job training provided by industry) to depend on the long-term acceptability of technical institute trainees to industry; technical institutes to provide a substantial number of places for pupils leaving pre- vocational and other schools after Form/Middle III to obtain full-time technical training, and to provide for the training of apprentices under part-time day-release training schemes;
- (xiii) individual school authorities to decide themselves whether the medium of instruction should be English or Chinese for any subject in junior secondary forms:

this would facilitate the adoption of appropriate measures to ensure that there was no drop in the standard of English of those proceeding beyond Form/Middle III, at the same time enabling other students to derive maximum benefit from their education through the medium of Chinese; [It was noted that full consultation with schools would be necessary, that encouraging the greater use of Chinese would necessitate the development of textbooks in Chinese, the training of teachers who could use Chinese effectively as the medium of instruction, and the introduction of improved teaching techniques. A pupil would be able to take each subject of the Junior Certificate examination in the language appropriate to him. The government would review the arrangements for the language of instruction as these developed.]

- (xiv) the HKCE to continue to be used as the basis for selection for entry to Form/Middle VI; selection to continue to be the responsibility of school authorities taking into account broad guidelines governing standards of entry laid down by the Education Department;
- (xv) in order to improve the quality of secondary education and in view of the rapid expansion planned for the public sector, steps to be taken to ensure an adequate supply of qualified teachers; consideration to be given to the extension of educational television to secondary schools; the curriculum development committees to make syllabuses more relevant to the needs of pupils in a changing and more demanding society;
- (xvi) the additional public-sector places required under this policy to be obtained by flotation/extended day / but not by bisessional operation or rotation, for reasons explained / with effect from 1975 in Forms/Middle I - III of government and aided schools, with the balance of places necessary to make up the target of 100 per cent provision at these levels to be 'bought' in private schools; long-term requirements to be met by a school building programme (an estimated 161 new secondary schools required);
- (xvii) the present system of fee remission in secondary schools to continue for so long as the government was unable to accept the high cost which would be involved in making secondary education wholly free.

1976 Green Paper: The Further Development of Rehabilitation Services in Hong Kong

16. In July 1976, a Programme Plan for Rehabilitation Services was prepared by a government interdepartmental working group. The plan covered a ten-year period from 1975 and was prepared in consultation with government departments providing rehabilitation services and with the Joint Council for the Physically and Mentally Disabled of the Hong Kong Council of Social Service. The services recommended in the plan were intended to cater for the needs of the deaf (and partially-hearing), the blind (and partially-sighted), the mentally ill, the mentally retarded, slow learning and maladjusted children, the physically disabled and those with multiple disabilities. A summary of the main findings and recommendations contained in the plan was tabled in the Legislative Council on 13th October 1976 as a Green Paper entitled 'The Further Development of Rehabilitation Services in Hong Kong'. Those recommendations of the Green Paper affecting special education services are summarised here.

17. The 1976 Green Paper recommended:

- (i) the existing audiometric screening programme to be extended to cover all Primary 1 students by 1st April 1981;
- (ii) a vision screening programme to be introduced to cover all Primary 1 pupils by 1st April 1978;

- (iii) the group testing programme (to identify children with learning problems so that remedial services could be provided at an early stage during a child's education), then provided only in some Primary 1 classes, to be provided to all Primary 1 classes by 1st April 1978;
- (iv) the speech screening programme to be extended to cover all Primary 3 pupils, including those in private schools, by 1st April 1985;
- (v) additional facilities for speech and auditory training for pre-school children with impaired hearing to be provided;
- (vi) subvention to nurseries to be increased to enable more disabled children to be admitted;
- (vii) special school places to be increased during the next decade as follows:
 - schools for the deaf - 240 additional places;
 - schools for the blind - 75 additional places;
 - schools for the mentally retarded and educationally sub-normal children - 7,572 additional places;
 - schools for the maladjusted - 420 additional places;
 - schools for the physically disabled - 115 additional places;
- (viii) places in special classes to be increased during the next decade as follows:
 - 180 additional places for partially-hearing children;
 - 165 additional places for partially-sighted children;
 - 8,760 additional places for slow-learning children;
 - 750 additional places for maladjusted children;
- (ix) the Code of Aid for Special Education to be improved;
- (x) resource classes to be increased during the next decade as follows:
 - 10,500 additional primary places;
 - 9,600 additional secondary places;
- (xi) 260 additional places in hospital schools to be provided during the next decade;
- (xii) prevocational and vocational training services for the disabled to be provided in the long term by the Education Department;
- (xiii) 436 additional places at vocational training centres to be provided for the disabled by 1980;
- (xiv) the responsibility for the education of all mentally retarded children to be transferred from the Social Welfare Department to the Education Department as soon as practicable;

- (xv) child guidance and peripatetic teaching services, speech therapy services and psychiatric services to be improved.

1977 White Paper: Integrating the Disabled into the Community - A United Effort

18. The 1977 White Paper took into account public reaction to the 1976 Green Paper in setting out the government's proposals for the further development of rehabilitation services up to 1985-86. These proposals were to be implemented as quickly as possible; and the objectives and targets listed in the White Paper, the progress of implementation and the adoption of other proposals put forward by the public in their comments on the Green Paper would be reviewed annually with effect from 1978.

19. In so far as special education and training was concerned, the White Paper noted that in April 1977, 12,165 special education places were available for students with disabilities, made up of 3,805 places in special schools, 4,095 places in special classes in ordinary schools, 3,840 places in resource classes in ordinary schools, and 425 places in hospital schools. In addition there were 1,756 places at children's training centres and 732 places at prevocational and vocational training centres run by the Social Welfare Department or by voluntary organisations. A comparison between existing foreseeable demand and the planned supply of school places indicated that sufficient places would be available for the deaf, the blind, the physically disabled and, in the more distant future, the maladjusted. But there would be significant shortages of places for the mentally retarded and for slow-learning children. However, until the size of the disabled population became clearer it would be prudent to plan educational services on the basis of existing estimates of needs. The objectives for the development of education and related services were therefore as follows:

- (i) all disabled children to be provided with nine years of subsidised general education, some to receive a longer period of such education; thereafter, facilities to be provided in accordance with the general expansion of senior secondary education for those disabled children capable of receiving it; vocational training for disabled children to be provided beyond normal school-leaving age, to help them to achieve their potential;
- (ii) special pre-school education and training to be given to certain categories of disabled children (mainly the more severely disabled);
- (iii) disabled children to be encouraged to receive education in ordinary schools; however, for those children unable because of their disabilities to benefit from education in the ordinary system, special schools and classes, resource classes and peripatetic services to be provided;
- (iv) the existing division of responsibility for providing services for the mentally retarded between three government departments, on the basis of an I.Q. level, to be abandoned, the objective now being to provide education and training for all mentally retarded persons, irrespective of the degree of retardation: this would be the responsibility of the Education Department,

assuming responsibility from 1st April 1978 for subventing those voluntary organisations providing education and training for the mentally retarded;

- (v) the number of special education places to be increased from 12,165 to 50,800 by 1985-86:

hence the need for an increased output of staff at pre-school, primary, secondary, tertiary, prevocational and vocational levels; all existing methods of training therefore to be expanded, and consideration to be given to the establishment of a full-time training course for special education teachers and of courses in Hong Kong on specialised subjects for which training was at present only available overseas;

- (vi) pre-school education to be developed in two ways:

nurseries to be encouraged to accept children with minor disabilities, and special pre-school training facilities to be provided for those unable to benefit from pre-school training in an ordinary setting (staff training to be provided together with financial assistance for the physical alteration of premises this would entail);

- (vii) the Education Department to provide special training for staff employed in children's training centres run by the Social Welfare Department and by voluntary organisations; the adequacy of facilities at such centres to be reviewed and additional centres to be opened on a regional basis to provide 3,300 additional places in the coming decade;

- (viii) special facilities to be provided for the education of children with severe disabilities, including multiple disabilities; the quality of services to be improved in special schools for blind, deaf, maladjusted and physically disabled children; consideration to be given to the provision of social work services in special schools and training centres;

- (ix) much more to be done for the mentally retarded, including a parent guidance service and additional teaching staff to guide parents whose children could not attend a school or training centre;

- (x) special classes, resource classes, and places in hospital schools to be expanded at the maximum practicable rate; testing programmes to be expanded in order to determine demand accurately;

- (xi) in view of the scale of development of special education, the responsibility for developing different services to be shared between the Education Department, the aided schools and the private non-profit-making schools;

- (xii) the Code of Aid for special schools and special and resource classes to be revised to assist the aided sector to take part in the provision of rehabilitation services;

improvements to be made to the manning scales for teaching and ancillary staff, allowances for teaching staff and sizes of classes; consideration to be given to assisting private non-profit-making schools to provide special education;

- (xiii) the Education Department gradually to assume responsibility for the planning and development of prevocational and vocational training for the disabled and to take over from the Social Welfare Department the responsibility of running such centres for the disabled;
- (xiv) supporting services, such as the provision of braille textbooks in Chinese and English, to be improved;
- (xv) special classes or units to be provided within special schools for children with multiple disabilities.

1977 Green Paper: Development of Personal Social Work among Young People in Hong Kong

20. In July 1977 a programme plan on personal social work among young people was completed: this covered the five-year period from 1978/79 to 1982/83 and was prepared in close consultation with interest government departments and the Hong Kong Council of Social Service. The main recommendations of the programme plan were summarised and issued in November 1977 as a Green Paper covering statements on the need and objective of personal social work among young people, social work among schoolchildren, social work among unattached young people, family life education, ancillary provisions, manpower requirements, monitoring, evaluation and research, and the implementation of proposals and coordination of activities.

21. The Green Paper defined the overall objective of personal social work among young people as being "to reduce or prevent anti-social or delinquent behaviour in young people" and stated that meeting this objective entailed identifying young people at risk, assessing their needs and meeting them as far as practicable to integrate them into normal social group activities. It was also necessary to educate young people and their families to understand and accept the proper role they should play at home and in society, and to monitor the effects of personal social work generally. There were no objective and precise indicators of the most vulnerable period in youth. "An age range of 6 - 20 was considered appropriate since children under 6 years of age were generally living in a protected environment (confined to their family environment or placed in nurseries or kindergartens). Those over 20 years of age were generally at a stage of development where they were more mature, emotionally stable and less receptive to personal social work services. Nevertheless, this age range would be applied flexibly in practice.

22. Those of the recommendations concerning social work among schoolchildren which were subsequently incorporated in the 1979 White Paper Social Welfare into the 1980s are summarised below in the comments on that White Paper.

1977 Green Paper: Senior Secondary and Tertiary Education

23. The 1977 Green Paper considered the development over the next decade of the main courses of education for those students who would continue their studies on a full-time or part-time basis at levels beyond the nine-year course of general education that, from September 1978, would be made available to all. The courses of education reviewed were mainly those provided in the secondary schools (Forms/Middle IV-VI), the technical institutes, the approved post-secondary colleges, the colleges of education and TTC, the universities and the Polytechnic, and adult education centres. The term "tertiary education" was used to refer to all types of post-school education for which completion of at least five years of secondary education was normally required: it thus included technician courses in the technical institutes (but not craft-level courses, which were part of post-Form III provision).

24. The Green Paper was published in November 1977 as tentative proposals to serve as the basis for wider consultation before final decisions were taken. Its principal targets and recommendations were as follows: -

- (i) the government's prime objective for education over the next decade to be to an expansion of the opportunities for students to continue their education on a subsidised basis in schools and technical institutes after completing Form/Middle III; much emphasis to be placed on improving the quality of education, in particular through improved teacher training and in-service training arrangements and through increased resources for schools; in tertiary education, the expansion of the universities to continue;
- (ii) the government's aim to be the provision of a range of opportunities, mainly in schools and technical institutes, for students to continue their education on a subsidised basis after completing Form/Middle III; the 1974 White Paper targets to be improved by the provision by 1981 in government, aided and private non-profit-making schools of sufficient Form/Middle IV places, with subsequent progression up to Form/Middle V, for 50 per cent of the 15-year-old population; at the same time, full and part-time places to be provided on craft-level courses in technical institutes for another 14 per cent of the age group; by 1986, such subsidised senior secondary places to be available to 63 per cent of the population with subsidised places on craft-level courses in technical institutes for a further 20 per cent of the population; other types of public-sector place to be available for the Form/Middle III leaver in adult education centres and in special institutions such as the Police Cadet School; / It was noted that there was separate provision for children of expatriate families and those within the ambit of special education, and that some students might choose to go to private independent schools even when sufficiently publicly-provided places were available. /
- (iii) the curriculum of Forms/Middle IV-V to be broadened, in

particular to include a greater emphasis on practical and technical subjects; / It was noted that the development of new subjects would enable students of different aptitudes to be provided for, though the nature of the courses should continue to be geared to the needs of the abler section of the population who were capable of satisfactory performance in the HKCE. The range of subjects in this examination should be broadened similarly, though the existing standard of grades A-E should be maintained. /

- (iv) a sixth technical institute to be built at Tuen Mun, if justified by the support given by industry to the earlier institutes and if required to support the developing industries in the vicinity of Tuen Mun; a common credit unit system between technician programmes of study at the technical institutes and the Polytechnic to be developed to assist mobility between institutions;
- (v) the government to continue the policy, derived from the 1974 White Paper, of providing a subsidised Lower VI place (with progression to Upper VI in schools with a two-year sixth-form structure) for up to one third of students entering subsidised Form/Middle IV places two years previously: on this basis, a subsidised Lower VI place would be available for 8 per cent of the relevant population in 1981 and nearly 20 per cent in 1986; / The proportion of students in the age group proceeding to tertiary education provided or wholly subvented by the government would thus nearly double over the next decade. /
- (v) the normal minimum standard of entry to Form VI to be three Grade C passes in the HKCE; consideration to be given to the development of a common two-year sixth-form course leading to a common matriculation examination. / This would be subject to public comment on proposals already issued: the Board of Education would be consulted before a final decision was made. /
- (vi) the approved post secondary colleges to remain as private institutions; / The government would continue the existing limited scheme of assistance to needy students of the Baptist College, but government assistance would not be designed to increase the total number of students provided for by the colleges above the existing level. /
- (vii) the number of students admitted to colleges of education and other institutions providing vocational training for the social services professions to continue to be geared to the manpower requirements of the profession concerned; the colleges of education to raise their entrance standards, the length of the basic pre-service course to be extended to three years, and a systematic programme to be developed for the in-service training of teachers who had been some years in the schools; university graduates entering the teaching profession to be encouraged to take a course of teacher training and the need for further inducements to be considered in this connection;

- (viii) the range of courses provided by the Polytechnic to be broadened as it assumed responsibility for the training of personnel for various para-medical and social work services; [It was noted that the Polytechnic would have a full-time and equivalent part-time day and evening student population of about 11,400 by the 1980-81 session, providing for a total student population of about 28,800 and would level off thereafter at about 12,000 full-time and equivalent (a total of about 29,600 students)].
- (ix) each of the two universities to expand at roughly 3 per cent per annum, reaching a combined population of about 11,300 by 1983-84 and about 12,300 by 1986-87.

25. The Green Paper noted that the additional 27,200 places required in Form/Middle IV (and subsequently in Form/Middle V) would be created through the continuing school building programme and by subsidising Form IV - V places in private non-profit making schools, including asymmetrical schools (i.e. schools with fewer senior secondary classes than junior secondary classes), whose structure would be made more symmetrical.

1978 White Paper: The Development of Senior Secondary and Tertiary Education

26. After public comments on the 1977 Green Paper had been digested, a White Paper was tabled in the Legislative Council in October 1978. Covering the same range of topics as the Green Paper, the White Paper noted that during the past two decades the government's main priority in the development of education had been the progressive extension of the period of universal education. The first aim had been to make primary education available to all. The 1965 White Paper had outlined a scheme for providing subsidised primary school places for all who wanted them. By 1971 there were sufficient primary school places for all children in the age-group; measures had then been taken to make primary education free and compulsory. The main proposal in the 1974 White Paper had been to extend universal education to junior secondary forms. From 1978 all primary school leavers would be offered three years of junior secondary education and tuition fees would be abolished in junior secondary forms in all schools in the public sector. The Director of Education's powers to enforce school attendance would be extended progressively until they covered children up to their fifteenth birthday who had not yet completed Form III. Thus, every Hong Kong child would have nine years of basic education. This would be universal, free and compulsory and would extend to his 15th birthday or completion of Form III, thus enabling a child to remain in school until he had attained an appropriate age for entering industrial or general employment. Beyond this stage, education would remain voluntary and would take diverse forms, to reflect the different aptitudes and inclinations of students and their wish to study full-time or on a part-time basis, in conjunction with employment. Some kind of selection was necessary, as most of the courses available assumed some level of previous attainment and were pitched at a standard which not all students could meet. Therefore, places on these courses would be provided only for a proportion of the population. It was not the intention to extend free education beyond the basic nine years, though fee remission or grant and loan schemes would protect those who would otherwise face financial hardship.

27. The Principal targets and decisions of the White Paper were as follows:

- (i) the government to seek to increase the number of subsidised senior secondary places beyond the target proposed in the 1977 Green Paper by providing for 60 per cent of the 15-year-old population in 1981 and over 70 per cent by 1986: these additional places to be created primarily through the school building programme, by building extensions in existing schools, by introducing Form IV - V classes in secondary modern schools (hitherto providing only junior secondary classes), and by buying places in private non-profit-making schools and in some existing private independent schools (subject to their adopting non-profit-making status, to their facilities and operating standards being satisfactory and their places being required to meet approved targets); the class structure of schools to be altered to provide more senior secondary forms (taking advantage of the decline of the junior secondary population by reducing the number of junior secondary streams in asymmetrical schools); [It was noted that most of the existing fully-aided grammar and technical schools would contain, after the full implementation of flotation, six junior and four senior secondary streams, which would remain the basic structure for the majority of secondary schools but that since the approved new allocation to Form 1 was based on ability and parental choice, some schools would attract a higher proportion of the ablest students: hence the Director of Education would select certain schools to develop a fully symmetrical structure of five streams throughout Forms I - V: this would minimise transfers between schools after Form III.]
- (ii) some restructuring of prevocational schools to take place, to enable a limited number of senior secondary forms to be started for students capable of becoming technicians;
- (iii) flotation to be adopted in junior forms to facilitate the restructuring arrangements but extended day arrangements not to be pursued;
- (iv) the government to aim to meet the full demand from suitable students for subsidised senior secondary education: due to the continuing decline of the 15-year-old population (which would be reduced by more than 30 per cent in the decade 1977 - 86) the places available in 1981 would provide for about 63 per cent of the population in 1986: it was considered important that available provision did not run ahead of demand;
- (v) the Codes of Aid to be revised to give the Director necessary controls to prescribe the structure and size of classes within public-sector schools (in order to achieve policy targets);
- (vi) capacity for 12,700 places on first-year courses at the post-Form III level to be provided in technical institutes

by 1981, increasing to about 15,000 with the completion of a sixth technical institute at Tuen Mun;

- (vii) the capacity of the adult education centres under the control of the Education Department to be expanded or contracted in accordance with demand;
- (viii) a centralised system of selection and allocation for Form/Middle III leavers wishing to continue their education in public-sector schools or technical institutes to be introduced in 1981 (replacing the Hong Kong Junior Certificate of Education proposed in the 1974 White Paper); a review to be conducted in 1983 to assess the effectiveness of these arrangements;
- (ix) specific measures to be taken to enable suitable disabled students to continue their education beyond Form/Middle III in senior secondary classes or in technical institutes;
- (x) free and compulsory education not to be extended beyond the junior secondary stage: standard senior secondary fees to be increased to more realistic levels (from \$400 p.a. in Form/Middle IV - V to \$600, by stages; from \$450 p.a. in Form/Middle VI to \$800 by stages; non-standard fees (mainly in urban areas) to be brought into line);
- (xi) subsidised sixth-form places to be made available for up to one-third of students entering subsidised Form/Middle IV places two years previously, provided that the schools considered them to be suitable academically; / It was noted that there had been dissatisfaction with the present sixth-form examination arrangements and their impact on the curriculum, and that the Board of Education had accordingly appointed a committee to consider how sixth-form education could be broadened. The government would give further consideration to this matter after considering the Committee's report. /
- (xii) private non-profit making schools considered suitable and willing to be brought by stages within the full scheme of assistance provided under a common Code of Aid;
- (xiii) the senior secondary curriculum to be broadened, with greater emphasis on practical and technical subjects, and improved facilities and support services to be provided;
- (xiv) an improved scheme of teacher training to be introduced: initial training courses to be of three years' duration for students holding HKCE qualifications and two years for students with specified Advanced Level qualifications; ICTT secondary courses to be extended to three years; ICTT primary course to be discontinued because of declining demand; levels of assistance for college of education students to be improved (maximum maintenance grant to be \$2,000 p.a.; maximum interest-free loan to be \$2,400 p.a.); graduate teachers to be encouraged to undergo a course of

professional training; regular refresher courses to be introduced for trained teachers; language proficiency and communication skills to be emphasised in teacher training;

- (xv) ordinary technician and equivalent commercial programmes to be expanded through the technical institutes, thus enabling the Polytechnic to concentrate on programmes at the higher technician and technologist levels;
- (xvi) the approved expansion programmes for sixth-form and tertiary education to be achieved partly through the approved post-secondary colleges, to which assistance would be provided in respect of places to be provided on new two-year sixth-form courses and on subsequent two-year courses directed to professional and vocational qualifications; needy students on specified courses in such colleges to be offered financial assistance;
- (xvii) the number of students taking degree courses to be increased, by an expansion of the two universities, by the introduction of part-time internal degrees at the universities and, subject to the advice of the UPGC, by a limited degree programme at the Polytechnic;
- (xviii) improvements to be made to the Education Department's adult education courses and assistance provided to selected adult education projects run by voluntary agencies.

28. The White Paper noted that the financial cost of implementing the proposed measure was high and accordingly that the timing of their fulfilment would be subject to a regular review of the overall resources available to the government and of the share of them which properly could be made available for senior secondary and tertiary education.

1979 Report of the Board of Education's Committee on Sixth Form Education

29. This report is described in appendix C (Selection and Allocation Procedures).

1979 White Paper: Social Welfare into the 1980s

30. This White Paper set out the government's broad aims in the development of social security and social welfare services in Hong Kong, taking account of the public comments on the three Green Papers published towards the end of 1977 dealing with social security development, services for the elderly and personal social work among young people. On the latter theme, the main points are as follows:

- (i) The young people of Hong Kong already had access to a wide variety of cultural and leisure activities organised by the government, the Urban Council and voluntary organisations. The New Country Parks Authority would be developing some 200 square miles of mountain, valley and coastline for recreation. The Urban Council was continuing its programme to construct more football

pitches, courts and games areas, sports and cultural complexes, indoor games halls and swimming pool complexes. In the New Territories the government was pursuing a similar comprehensive programme for the provision of cultural and recreational facilities. The Recreation and Sport Service aimed to organise and publicise recreation and sports programmes throughout the territory for all ages and ability groups but with particular emphasis on the needs of young people. Together these facilities and programmes catered for an ever-increasing number of young people and would provide a healthy outlet for their energies.

- (ii) At a more basic level, the government had stepped up its efforts in improving public housing, education and medical and health facilities for the community. The White Paper on Senior Secondary and Tertiary Education would provide greater opportunities for education at the senior secondary and tertiary levels.
- (iii) The government was conscious that those development, whilst benefiting the majority of young people, must be supplemented by more intensive personal guidance and help for minority group whose individual needs and problems could not be met by the basic community services and who were not attracted to organized activities. Personal social work among young people was designed particularly to help those aged between 6 - 20, with the overall objective of reducing and preventing anti-social and delinquent behaviour. To this end, it was proposed to develop those services which would reach young people at school, in their homes and in society at large to improve understanding between them and their families and to inculcate a sense of responsibility and moral values.
- (iv) With the introduction of nine years of free and compulsory education for all, our schools should reach all young people during the most formative years of their lives. The school therefore provided a good base for extending personal guidance and help to those young people who required such services. The Government intended to expand School Social Work to cover all schools but this expansion would be limited to some degree by the forecast shortage of professional social workers. The front-line work in primary schools was therefore being carried out, on an experimental basis, by Student Guidance Officers (who were teachers who had received training in counselling, guidance and social work techniques) although pupils with serious social problems would be referred to professional social workers. These Student Guidance Officers would also be supported by educational psychologists and educational counsellors. If the scheme was found successful, it would be extended to all primary schools by the end of 1980. School social work in secondary schools would be carried out by professional social workers and was expected to cover all secondary schools by the end of 1981.

- (v) The role of young people within the family would be one of the main themes of Family Life Education, the general aim of which was to preserve and strengthen the family as a unit. This broader approach had proved to be an effective means of reaching a large population and the government intended, in conjunction with the voluntary sector, to provide a comprehensive Family Life Education programme in Hong Kong by 1982. The Social Welfare Department would be responsible for the overall direction and coordination of Family life Education services and for organizing major programmes and publicity campaigns on a territory-wide basis. This would be achieved by making staff in each district office specifically responsible for Family Life Education in close co-ordination with the voluntary sector. At the district level, Family Life Education services would be provided mainly by the voluntary agencies.
- (vi) The purpose of Outreaching Social Work was to help young people when they were outside the sheltered environment of home or school and thus were most at risk. 16 geographical areas had been provisionally identified as having a high priority for this service and teams of trained social workers would be operating in all of these areas by early 1979. This was, however, a field where there was as yet no means of accurately assessing demand for the service. Moreover, out-reaching social work was perhaps one of the most exacting tasks for a social worker. Hence expansion must depend on the supply of specialist skills. The work of the teams assigned to the 16 geographical areas would be monitored with future developments being determined on the basis of periodical assessments.
- (vii) The aim of community building was to build a society in which there was mutual care, respect and responsibility. In the social welfare field, community halls and community centres, both inside and outside housing estates, would remain the most visible expression of this aim. To ensure that the facilities were fully utilized, these centres would remain open throughout the week, including Sundays and public holidays. 14 community centres, 11 estate community centres and 23 community halls were planned to be built over the next five years, most of them in the New Towns and other developing population centres. This was in addition to local centres for children and young people, being provided at the rate of 11 children's centres and 11 youth centres each year.
- (viii) These facilities would be improved and extended to ensure that they met the rising expectations of the population and were within easy reach of people of all age groups. Programmes and activities organized from these centres would be directed to promoting community spirit and social responsibility among the local communities. In areas considered to be in special need but which were not covered by existing community facilities, special

emphasis would be given to organising and directing local community resources to resolving individual and communal problems. Parallel with these, district machinery would be strengthened to co-ordinate government and voluntary efforts more effectively in this field.

1980 Green Paper : Primary Education and Pre-primary Services

31. The 1980 Green Paper was based on the findings and recommendations of two working parties: the Working Party on the Care and Education of Children below Primary School Age and the Working Party on the Review of Primary Education. Both reports had been endorsed by a Steering Committee chaired by the Secretary for Social Services. The findings and recommendations had been considered by the Board of Education and by the Social Welfare Advisory Committee, as appropriate, and a number of recommendations arising from this consultation were incorporated in the Green Paper. Matters concerning primary education were presented in more detail than those concerning pre-primary services. This was because there was a fundamental difference in the nature of the review of these two areas. The pre-primary services were of relatively recent origin and the concept of the general development of these services was the main consideration in the Green Paper. In the case of primary education the service was well established and its objectives and methods well understood and accepted. In this sector it was the details of operation that had to be reviewed to see in what ways the service might be improved. In spite of this difference it was decided to integrate the presentation since the two services were clearly interdependent and should not be considered in isolation.

32. The Green Paper was primarily concerned with services to children in the age range 3 to 5 years (the pre-primary group) and 6 to 11 years (the primary group). Certain aspects of the care of 2-year-olds were considered but services to children below the age of 2 were disregarded as these very young children required services of a different order.

33. The principal conclusions and proposals of the Green Paper are set out below:

- (1) No kindergarten should operate for more than 4 hours a day. If an institution operates for more than 4 hours a day - or provides lunch facilities - it then becomes a child care centre.
- (2) A Standing Committee should be established to coordinate pre-primary activities of the Education Department and the Social Welfare Department.
- (3) Fostering is preferred to full time residential care, but the latter, when required, should provide a home-like atmosphere with children catered for in small groups.
- (4) (a) the age of entry to kindergarten should be 3 years 8 months or above;
(b) the length of a kindergarten course should be not more than 2 years;

- (c) (a) and (b) should be implemented over a 4 year period commencing September 1981.
- (5) The length of the primary school course should remain at 6 years.
- (6) The age of entry to primary should remain compulsory at 6 on 1 September but voluntary down to 5 years 8 months. Parents should be encouraged to enter their children at the lower age.
- (7) A curriculum development team should be set up to plan a curriculum designed to cover the following five areas in the pre-primary course:
 - (a) social and emotional development;
 - (b) concept formation;
 - (c) linguistic development;
 - (d) creativity;
 - (e) motor activities.
- (8) Kindergartens should supply furniture and equipment in accordance with standards approved by the Director of Education.
- (9) The rigid compartmentalisation of practical subjects in primary schools should be discouraged and sex discrimination should be removed.
- (10) The content and scope of the training of music teachers should be widened.
- (11) It is intended to encourage the 'learning by doing' approach - previously called the Activity Approach - and to increase the financial assistance provided.
- (12) The class size for 'learning by doing' should be 35.
- (13) Specialist teachers should be used for English and Chinese.
- (14) The 'learning by doing' approach should be implemented mainly in classes P. 1 - P.3.
- (15) Teachers adopting the 'learning by doing' approach should be eligible for promotion to Senior Teacher even though they are not teaching upper classes.
- (16) Funds should be set aside to provide libraries for classes P. 4 - P. 6. A pilot project should be tried out in 1981/82, and the full scheme should be phased in over 3 years.
- (17) A library committee should be set up to list books from which class library books may be chosen. The cooperation of publishers should be sought.

- (18) Wherever possible, existing classrooms should be provided with shelves, sinks and power points. Priority should be given to schools adopting the 'learning by doing' approach.
- (19) Precise specifications for light, modern school furniture should be drawn up and all schools eventually should be equipped with such furniture.
- (20) An overhead projector should be standard equipment in schools of 18 or more classrooms and available on loan to smaller schools.
- (21) Electronic equipment should be provided for use in language lessons.
- (22) Small child care centres operating on a half-day basis which do not require more than two workers need not appoint a supervisor.
- (23) A comprehensive review of the training required for child care staff working with the disabled will be undertaken by the Rehabilitation Development Coordinating Committee.
- (24) The maximum class size of a kindergarten should be reduced from 45 to 30. This reduction should be phased in over 4 years.
- (25) The present 2-year in-service course of training to provide qualified kindergarten teachers should be expanded to train 120 teachers each year. The course should be transferred from the Advisory Inspectorate to the Colleges of Education.
- (26) In addition to the recommendation at (25) there should be a 12-week intensive part-time in-service course organised twice a year by the Advisory Inspectorate to train 160 kindergarten staff to become qualified kindergarten assistants.
- (27) It is intended that by 1984 all kindergartens should employ at least one qualified teacher or assistant. By 1990, 75% of kindergarten staff must have been similarly trained. The Head of a kindergarten should have attended the 2-year course.
- (28) The class size for primary schools not adopting the 'learning by doing' approach should be 40.
- (29) The legal maximum primary class size of 45 should not be changed.
- (30) Re-training should be the joint responsibility of the Colleges of Education and the Advisory Inspectorate.
- (31) Re-training of teachers, which should be compulsory for those entering the profession from September 1981, will consist of a period of 8-weeks continuous training to be undertaken within 5-10 years after entry into the profession and a second period of 8 weeks about 10 years later.

- (32) Retraining courses for teachers in schools intending to adopt the 'learning by doing' approach are proposed.
- (33) Teachers on training courses should be replaced by temporary teachers.
- (34) The ratio of teachers: classes should be increased from 1.1:1 to 1.15:1 to allow schools to carry out remedial teaching, replace teachers on refresher courses and to supervise the use of resource materials.
- (35) Teachers of remedial classes should receive one additional increment.
- (36) Where the Government wishes a teacher to attend a refresher course, half the training should be in school time.
- (37) 1-classroom schools should have 1 1/2 teachers per session, and 2-classroom schools should have 2 1/2 teachers per session.
- (38) The ratio of Certificated Masters: (Assistant Masters + Senior Assistant Masters) should be as similar as possible in all schools.
- (39) Deputy Heads should be appointed in all except the smallest schools. Deputy Heads should teach slightly fewer periods than other teachers.
- (40) In bisessional schools with one Head for each session, one of the Heads should be appointed Senior Head and made responsible for the coordination of the two sessions.
- (41) A bisessional school under a single management should be registered as one school, and staff numbers should be calculated on the basis of the whole school.
- (42) All Heads should teach at least 10 periods each week.
- (43) In-service training courses should be organised for Heads of Schools. Promotion to Head would be conditional upon successful completion of such a course.
- (44) The Director of Education should review the procedures for the appointment of Heads.
- (45) Government intends to exercise greater control over entry to primary schools and a possible system is suggested.
- (46) A system of pupil record cards should be introduced.
- (47) Modified space requirements for child care centres and kindergartens are specified.
- (48) Priority of planning for child care centres should be given to meeting the full demand for fee assisted places.

- (49) Space standards for primary schools remain unchanged except for those adopting the 'learning-by-doing' approach.
- (50) As a pilot project, 2 or 3 new Government primary schools should be built in selected developing areas.
- (51) A review of sub-standard school buildings should be undertaken.
- (52) The trend to unisessionalism should be encouraged wherever possible.
- (53) Significantly under-utilised primary schools should be made single sessional or closed as appropriate.
- (54) When schools are closed, every effort will be made to find new posts for the teachers concerned.
- (55) A full survey should be made on the effect of noise and appropriate action taken.
- (56) Improvements to existing schools should be considered in order to bring them up to current approved standards.
- (57) More child care centres and primary schools should be physically modified to assist disabled children.
- (58) Wherever possible small schools near large centres of population should be closed.
- (59) Small rural schools should be given priority in adopting the 'learning by doing' approach.
- (60) A number of inspectors should be earmarked for visiting schools in remote areas.
- (61) A survey should be conducted with a view to reviewing the inducement allowance for rural teachers.
- (62) A new scheme of fee-assistance operating on a sliding scale, for lower income families, is proposed for day care centres and kindergartens. The existing subvention to non-profit-making child care centres should be discontinued.
- (63) The Director of Social Welfare should have the power to control fees in child care centres.
- (64) Residential child care centres should continue to be subvented. Their intake should be restricted to those in real need of such care.
- (65) Financial assistance should be provided to enable child care centres accepting disabled children to employ additional staff. Care for the more severely disabled should continue to be directly subvented.

- (66) The assistance provided for child care centres in land allocation, accommodation, reimbursement of rent and rates and in the fitting out costs for centres run by approved non-profit-making agencies should be continued.
- (67) Non-profit-making kindergartens operating in Public Housing Estates should receive rent assistance and allocation of premises on the same basis as child care centres.
- (68) Existing profit-making kindergartens in public housing estates should be encouraged to become non-profit-making.
- (69) 100 additional places should be provided each year in special child care centres in order to meet the needs of mentally handicapped children.
- (70) The care of less severely disabled children should take place in normal child care centres and a quota of subvented places should be provided for them.
- (71) Support should be given to the voluntary agencies to expand child care for disabled children.
- (72) Where necessary, all schools should provide resource class teaching even if only a fraction of a teacher is required.
- (73) Where numbers are small, the same teacher should teach remedial and resource classes where necessary.
- (74) A full time resource class teacher should continue to receive 2 additional increments.
- (75) Combining the training of remedial teachers with that of resource class teachers appears to be indicated.
- (76) Additional staff will be required by the Social Welfare Department for inspection of child care centres, implementing the financial assistance scheme, and training child care centre staff.
- (77) The staffing required for the control and inspection of kindergartens is being considered in the current review of the Education Department's administrative services.
- (78) Additional staff will be required by the Education Department for the inspection of kindergartens, and the training of kindergarten teachers and assistants.
- (79) In future, all quality inspections of primary schools should be carried out by the Advisory Inspectorate.
- (80) Staff of the Advisory Inspectorate should be strengthened over a period of 5 years commencing 1981.
- (81) Recruitment of staff to the Advisory Inspectorate and the Colleges of Education should be open to candidates from within and without the Government sector simultaneously.

- (82) A pilot scheme whereby inspectors and College lecturers are released in order to replace teachers undergoing training should be tried out.
- (83) About 10-20% of primary school inspectors should be graduates.
- (84) Small teams of teachers should be temporarily released from teaching duties to work on curriculum development.
- (85) Where necessary, teacher trainers should be trained in Hong Kong or overseas.
- (86) New Media Production Services centres should be set up on Hong Kong Island and later in the New Territories.
- (87) The Visual Education Centre of the Education Department should be equipped with transport to improve audio-visual aid services.
- (88) Textbook reviewers should be paid and publishers should be invited to meet the costs.
- (89) The provision of textbooks to pupils undergoing free and compulsory education should be considered.
- (90) A teachers' centre is being planned.
- (91) Libraries of video-cassette tapes should be established.
- (92) A working party has been established to review the secondary school places allocation system.
- (93) The provision of supporting staff in primary schools should be kept under review.
- (94) As they become unserviceable, hand operated duplicators in larger schools should be replaced by electric machines.
- (95) Peripatetic services should be provided to advise teachers and child care workers and to counsel parents and children.
- (96) Each primary school should nominate a senior teacher to liaise with the Student Guidance Officer responsible for that school.

The Hong Kong Education System

Appendix B

The Constitutional and Central Administrative Background to Education

Hong Kong is administered by the Hong Kong Government according to the conventions of British colonial administration. The governor is the representative of the Queen : as head of the government he presides at meetings of the two main advisory bodies, the Executive and Legislative Councils. The Executive Council consists of five ex- officio members (the Chief Secretary, the Commander British Forces, the Financial Secretary, the Attorney General and the Secretary for Home Affairs), together with other members appointed by the Queen, or the Governor, on the instructions of the Secretary of State. The number of appointed members is now 10, making one official and nine unofficial members in addition to the five ex-officio members. The council usually meets once a week throughout the year. Its function is to advise the Governor, who is required by the Royal Instructions to consult it on all important matters of policy, subject to certain exceptions such as in cases of extreme urgency. In accordance with the Royal Instructions the Governor decides on matters to be put before the council. Decisions on matters considered by the council are taken by the Governor (but if he decides to act against the advice of the majority of members he is required to report the reasons to the Secretary of State). The Governor in Council - the Governor acting after receiving the advice of the council - is the statutory authority for making regulations, rules and orders under a number of ordinances, and also considers appeals, petitions and objections under ordinances which confer such a statutory right of appeal.

2. The maximum potential membership of the Legislative Council is 54, made up of 27 official members (including the Governor and four ex-officio members : the Chief Secretary, the Financial Secretary, the Attorney General and the Secretary for Home Affairs) and 27 unofficial members. The present actual membership is 22 official and 26 unofficial members, thus leaving room for expansion within the approved maximum when the need arises. All members except the Governor and other ex-officio members are appointed by the Queen or the Governor on the instructions of the Secretary of State. The primary functions of the Legislative Council are the enactment of legislation and control over the expenditure of public funds. The Queen has the power to disallow laws passed by the Council and assented to by the Governor. The council meets in public once every two weeks throughout the year, except for a recess of about two months in August and September. A wide-ranging debate on government policy follows the Governor's address at the opening of the new session of the Council in October each year. The Budget debate on financial and economic affairs takes place in February and March each year during the second reading of the Appropriation Bill.

3. The Finance Committee of the Legislative Council - consisting of the Chief Secretary (chairman), the Financial Secretary, the Director of Public Works and all the unofficial members of the Legislative Council - meets in private to scrutinise public expenditure, both at special meetings held in March (at which Members examine the draft estimates of expenditure) and at regular meetings held throughout the year to consider requests for financial commitments and the supplementary provision of funds.

It has two sub-committees, the Public Works Sub-committee and the Establishment Sub-Committee. The Public Works Sub-committee is responsible for reviewing the progress and priority of projects in the Public Works Programme. The Establishment Sub-committee is responsible for examining staff requests, though some of the routine functions of this Sub-committee have now been delegated, subject to certain safeguards, to heads of government departments. The Public Accounts Committee was established by resolution of the Legislative Council in May 1978. The committee consists of a chairman and six members, all of whom are unofficial members of the council. Its task is to consider reports of the Director of Audit on the Government's annual accounts, on other accounts required to be laid before the Legislative Council, and on any matter incidental to the performance of the director's duties. The main aim of the committee is to establish the circumstances surrounding the matters reported on by the Director of Audit and to consider if any remedial action is necessary.

4. The Unofficial Members of the Executive and Legislative Councils (UMELCO) play a significant role in the administration of Hong Kong. They assist in the shaping of government policies, enact legislation and bring about improvements in public administration. The unofficial members are leading representatives of the community and are knowledgeable in many aspects of both local and international affairs. In addition to membership of the two councils they serve individually throughout the extensive network of government and community committees and boards that are so important in Hong Kong. Because of their extensive experience and local interests their views carry considerable weight. In recent years they have been selected from an increasingly wide spectrum of society. The unofficial members are supported by the UMELCO Office, which provides them with administrative services and, under their direction, handles complaints and representations from the public on the whole range of government activities. Each year hundreds of individual grievances or appeals against government decisions or proposed new legislation are dealt with and, where necessary, rectified. In carrying out this function unofficial members have access to government papers and to senior officials and, when appropriate, they can challenge established procedure and policies or refer issues to either of the two councils. Besides making regular and formal contributions to the Executive and Legislative Councils, unofficial members spend a great deal of time examining proposals for new policies, and also draft legislation in informal groups set up for this purpose. When necessary, these groups have thorough discussions with official representatives and representatives of public bodies. Public views are taken into account during these deliberations, which not infrequently result in amendments to proposed policies and legislation. Besides holding periodic formal meetings with heads of government policy branches, a substantial amount of informal day-to-day contact takes place between unofficial members and government officials, during which views are exchanged on matters of public concern and on matters which are brought to their attention by members of the public.

5. The Urban Council, consisting of 24 members (12 appointed by the Governor and 12 elected) is a body corporate, deriving its authority from the Urban Council Ordinance. Its main revenue is derived from its share (34.8 per cent) of the yield from rates in the urban area; fees and charges provide other sources of income. The Council is responsible for managing its own finances and is the only body taking part in the business of government in Hong Kong to consist solely of members of the public. The Council's responsibilities are restricted to Hong Kong Island, Kowloon and New Kowloon (which have a combined population of nearly four

million). Its main duties are public sanitation and cleansing, the licensing and hygienic control of all food premises, offensive trades and bathhouses; and the management and control of civic centres, museums, football stadia, markets, abattoirs, hawkers, cemeteries, crematoria and funeral parlours. While the Council has no direct responsibility for education in the formal sense, its responsibility in such areas as the provision and management of cultural services and of public libraries and places of public recreation can said to encompass a wide range of services which both complement and enrich the educational system.

6. An important aim of the government is that of improving its contacts with the population at large. The government is also concerned to ensure that it acts on the best advice available and that its actions are understood and accepted by those affected. A significant part of the effort to achieve this aim is a comprehensive network of more than 360 advisory bodies. These bodies, which include both government employees and members of the public, are a distinctive feature of the system of government in Hong Kong. Practically all government departments and areas of activity are assisted by advisory bodies of one sort or another, which may be based on the common interests of a particular locality of industry or deal with a particular area of human concern or government activity. The major advisory committees in the field of education are the University and Polytechnic Grants Committee, the terms of reference of which are given in chapter 3 and the Board of Education (discussed in chapter 4).

7. The civil service provides the staff for all government departments and other units of the administration. It contains a large element of labourers, semi-skilled workers and artisans, and is somewhat unusual in that it does some jobs which in many other territories and administrations are done by people who do not belong to the civil service (for example, staff for hospitals, public works and utilities). This is true also of some professional groups : for example, teachers employed in government schools, colleges and technical institutes are all civil servants.

8. The Chief Secretary is the Governor's principal adviser on policy, the chief executive of the government, the head of the civil service and the chief government spokesman. His office, the Government Secretariat, co-ordinates and supervises the work of all government departments. The Financial Secretary is responsible for financial and economic policy, and for the overall supervision of departments primarily involved in this field. The Government Secretariat is organised at present into eight policy branches, two resource branches, a branch dealing with the machinery of government and a branch dealing with New Territories' affairs. Each branch, except the Administration Branch, is headed by a secretary. The policy branches are based on programme areas, as indicated by their titles : Economic Services, Environment, Home Affairs, Information, Housing, Security, Social Services, and Monetary Affairs. (The creation of a ninth policy branch - Education - was announced in November 1980, but it will not become operational until late 1981.) The two resource branches - Civil Service and Finance - deal with the government's personnel and finances. A political adviser, seconded from the Foreign Office, advises on the external political aspects of government policies.

9. The administrative functions of the government are discharged at present by 49 departments, most of which are organised on a functional

basis and have responsibilities covering all Hong Kong. This form of organisation, rather than one based on authorities with responsibilities for limited geographical areas, is considered to be the most appropriate for this small, compact territory. However, there is a necessary and growing regional element in the way in which many departments are organised, and this is particularly important in the extension of services to the new towns of the New Territories.

10. The role of the Home Affairs Department is particularly significant in the day-to-day business of the government, one of its main functions being to monitor public opinion on current affairs, to assess public response to proposed government policies and activities and to promote better understanding, particularly where government policies are causing dissatisfaction. This function is generally achieved by personal contact with all sectors of the community. Other means of ascertaining public reaction are the monitoring of talk-back radio programmes, complaints made at City District Offices, correspondence in the daily newspapers, public consultations on major policy issues and the conducting of public opinion surveys. The Home Affairs Department is responsible for the City District Officer scheme, which was introduced in 1968 to improve communications between the government and the people. There are 10 city district offices and 19 sub-offices in the urban areas of Kowloon and Hong Kong Island. A variety of services are offered, the best known being the public inquiry service; this counter service can advise a member of the public inquiry service; this counter service can advise a member of the public on almost any aspect of government policy and procedure. The role of the Home Affairs Department as monitor and co-ordinator of government services at district level has taken on a new emphasis with the success of a pilot District Management Committee in Kwun Tong and the decision to extend the scheme throughout the urban area (see paragraph 12 below).

11. The New Territories is administered as an integral part of Hong Kong but in a different way from the urban areas of Hong Kong Island and Kowloon. The New Territories comes under a district office system with the district officer largely drawing his authority from his responsibilities as a land officer. Since 1974 the New Territories Administration has been headed by a Secretary, who has the overall responsibility for co-ordinating all government activities in the New Territories, particularly those relating to development, community building and services, land, and security. Traditional links between the government and the people are maintained through rural leaders elected to the 27 rural committees of the New Territories. These rural leaders form the nucleus of the Heung Yee Kuk, a statutory body which advises the government on New Territories' matters. However, the rapidly changing character of the region has brought with it the need for new urban-based organisations such as mutual aid committees, Fight Crime committees, and groups with interests in the arts, recreation and sport, and a host of other community activities. In 1977 the traditional rural and newer urban-based organisations were brought together in each administrative district to form District Advisory Boards. These boards have a majority of unofficial members representing a cross-section of each local community. They advise the government on all matters affecting the well-being of their communities and have funds to promote cultural and sporting activities and to implement minor environmental improvements.

12. Wide-ranging proposals for improving district administration have been announced in a white paper on the subject published in January 1981. The aims of the proposals are to provide a better focus for consultation and participation - for involvement - at the district level. These aims are to be achieved by the establishment of District Management Committees and District Boards throughout Hong Kong, and the holding of elections on a constituency basis to introduce a directly elected element to the District Boards. For these purposes, the territory of Hong Kong will be divided into 18 Districts (10 in the urban areas and 8 in the New Territories) and each District will be divided into a number of constituencies. Each District is to have a District Management Committee and a District Board. A District Management Committee will consist of officials from those government departments most closely concerned with the provisions of services in the districts and with any problem in them. Its function is to provide a forum for inter-departmental consultation with a view to producing a better co-ordinated and effective government at the district level. A District Board will consist of the key official members of its corresponding District Management Committee, appointed unofficial members, elected members from the constituencies, and Urban Councillors or Rural Committee Chairmen. Although its function will be mainly advisory in nature, a District Board will have substantial power of influence over district affairs. This is because the District Board will be monitoring the government's performance and achievements at the district, or grass roots level, and because it will be encouraged to discuss a very wide range of matters which affect the well-being of all people in the districts.

13. The White Paper on District Administration proposes that elections should be held on a constituency basis, with each constituency returning one or two elected representatives to serve on the District Board. Subject to certain disqualifications which are related to persons convicted of criminal or corruption offences, all residents in the constituency who are aged 21 years or above and who have been ordinarily resident in Hong Kong for seven or more years will be eligible to register to vote at elections in their constituency. Again, subject to certain disqualifications, any registered voter is eligible to be nominated for election if he has been ordinarily resident in Hong Kong for 10 or more years. The White Paper proposes that the same electoral arrangements should be adopted for the Urban Council and that the size of the Council should be increased from the existing 12 appointed and 12 elected members to 15 appointed and 15 elected members.

[The main part of this appendix is based on chapter 22 of Hong Kong 1981 - A Review of 1980, published by the Government Printer, 1981]

The Hong Kong Education System

Appendix C

Selection and Allocation Procedures

There are up to seven points in a child's progress through the school system in Hong Kong at which selection or allocation procedures (or both) affect his future to some degree. Some are crucial in their effect and may well have determined certain prevalent attitudes towards the school system as a whole and given rise to undesirable practices which have become deeply ingrained among teachers, parents and pupils alike. This problem is not in itself unique to Hong Kong; wherever educational selection is necessary, the principles governing choice and the mechanism by which decisions are made will inevitably cause controversy and dissatisfaction in some quarters and invoke basic questions of social and political justice. But the problem is particularly intense in Hong Kong - so much so, that the 1980 Green Paper on Primary Education and Pre-primary Services has placed it in sharp focus and made specific proposals to relieve its ill effects. This is not to say that the government has failed or refused to recognise the problem until recently - rather that the options available at earlier stages did not seem likely to improve matters.

2. As pointed out in chapter 2, selection and allocation procedures affect a child when he enters a kindergarten, when he enters a primary school, when he is allocated a Form I place, when he proceeds from junior secondary to senior secondary education (effective from 1981), when he enters a sixth form, and when he proceeds to tertiary education. For many sixth-form students undergoing two-year courses there is also the intermediate step of the Higher Level examination or other external examinations at the end of the first year of the course. Much of the reported stress at the upper end of the school system is the lot of students throughout the world, given that tertiary education is rarely able to meet the aspirations of all who seek it, and it therefore has to be accepted to a certain extent as a universal by-product of competition. Yet even at this level Hong Kong students face particular difficulties in that the anxiety caused by a shortage of local tertiary places is compounded by the confusion arising from the lack of a uniform system of entry to the tertiary institutions. This problem, and the closely associated problem of the sixth-form curriculum, have been under close scrutiny for some time and are dealt with later in this appendix. It is with the more serious and widespread effects of competition on the young child (a process that may have begun to affect him tangibly by the age of three or four) that the 1980 Green Paper is concerned.

3. On the theme of competition the Green Paper points out that the way kindergartens are publicly regarded in Hong Kong does not encourage development on modern educational lines; pre-primary education is not usually seen as a development period having its own crucial importance but rather as a preparation for entry to a well-known primary school, so that the children can have a headstart for a place in a popular secondary school and ultimately go on to a university. The value of a kindergarten is often judged by its success in this direction and many kindergartens are themselves competitive and highly selective. In view of the large number of applications to such kindergartens selection is usually by interview, and to prepare for this children are coached - consequently both parents and children are under pressure from the start. The competition to enter a school at the next level with a reputation for a high 'success' rate, quite apart from the stress it causes, has a marked effect on curriculum. At the kindergarten 1 level, instead of developing basic skills, concepts and attitudes, schools tend to concentrate on academic skills in Chinese and arithmetic and even (very much against Departmental advice) in English. The result is that at the lower primary level schools are faced with the task of trying to teach children with a very wide range of experience, some of which may have been educationally harmful. At the

upper primary level unnecessary preparation for the Academic Aptitude Test (described later in this appendix), together with preparation for school internal assessment tests on which the educational future of the pupils depends, again distort both the content and style of teaching.

4. The proposals in the Green Paper to control primary school entry are intended to benefit both kindergarten and primary education. Together with the extensive qualitative improvements proposed for the kindergarten sector these controls should result in the erosion of competition for popular kindergarten places by making it unnecessary. The Green Paper acknowledges the argument that the well-established primary schools have achieved their excellent reputation through energy and devotion to education, and that any attempt to control entry to them would undermine the valuable traditions they have established and could lead to all schools becoming mediocre. However, the Green Paper also notes the argument that under the present system there are schools with considerable potential whose teachers seldom see a bright pupil and consequently become dispirited and ultimately less efficient. Controlled entry, it is believed, would ensure a better cross-section of pupils and revitalise the schools. Though it would undoubtedly lead to wider ability ranges it would eliminate the need for competitive tests for entry to schools. The introduction of priority and discretionary elements in the control system would make it possible to retain family and other traditional links. On the question of the social structure of schools the Green Paper points out that although individuals tend to have very strong views on social mixing one way or the other there is little evidence to suggest that educating together children of different backgrounds is harmful, and indeed it could be considered the best possible way of providing education in a world where rigid distinctions between classes are generally breaking down. On the question of the effect of control of entry on the feeder school system (described later) it is pointed out that this system is not very satisfactory as it results in intense competition to enter a primary school feeding a popular secondary school; however, the general concept of a feeder system whereby children have an uninterrupted passage from their primary school to a secondary school with similar methods and traditions is a very attractive one. Once control of entry had removed the competitive element there would appear to be every reason to widen the feeder system, especially since the implementation of the 1978 White Paper should eventually result in all secondary schools becoming acceptable in standard.

5. The Green Paper describes one possible system of control which the government is prepared to implement: this aims to leave the maximum possible discretion with parents but retain enough discretion on the part of the school to protect its traditions. Above all, it does away completely with testing. A district system is envisaged, in which as many children as possible would be allocated to schools within easy reach of their homes. To achieve this, the territory would be divided into district nets, each net being considerably smaller than those currently used for allocation to secondary schools. The nets would be adjusted to ensure a reasonable choice of different types of primary school in each net and parents' choice of school would be the main criterion for allocation within the net. However, in order to permit schools to retain their traditional links, they would be allowed to select a proportion of their intake if they wished, before any allocation took place, but this selection would itself be subject to some measure of control. The essence of the proposal is that allocation would be based on the parents' choices and not on the child's ability, through a system designed to ensure that the greatest possible number of pupils were allocated to a school high on their parents' preference list.

6. Until 1977 the selection of pupils for the then limited number of public-sector secondary school places was by public examination- the Secondary School Entrance Examination (SSEE). All candidates were required to take the

examination in three basic subjects - Chinese, English and mathematics - in one afternoon. Allocation was carried out in "bands" in which parents' first choices were considered in strict order of merit, judged solely on performance in the SSEE. Before its abolition the SSEE was criticised on the grounds that it led to cramming in the three main academic subjects to the neglect of other areas of the curriculum, thus distorting the aims of primary education; the fact that it was a public examination created widespread anxiety among children (and their parents); a child's future education was determined at the age of 11 in one single afternoon; and it led to certain secondary schools getting most of the academically able pupils.

7. Although the basic education course has now been extended to the secondary sector a system of allocation is still necessary because of the wide variety of secondary schools available and (given the problems arising from rapid large-scale expansion) the uneven standards of provision. However, the SSEE has now been replaced by a new allocation system, the Secondary School Places Allocation (SSPA) system, which seeks to effect a more balanced education in primary schools, to reduce public examination pressure on pupils, to introduce a measure of regionalisation, and to achieve a degree of mixed ability in the intake to Form I. Like the SSEE, the SSPA bases its allocation on ability. But unlike the SSEE, which measured ability by public examination, the SSPA measures pupils' ability by teachers' assessments - that is, normal school tests or examinations taken over an eighteen-month period: a pupils' performance therefore depends primarily on his work, assessed by teachers of his own school over a relatively long period of time. All participating schools teach and assess a wide range of subjects, most of them encompassing Chinese, English, mathematics, social studies, health education, nature study, music, art and craft. This ensures a more balanced primary school curriculum, and a pupil's future no longer depends on one afternoon's examination.

8. Since it is virtually impossible to ensure that all primary schools adopt the same standards, a public scaling test, known as the Academic Aptitude Test (AAT), currently forms part of the SSPA scheme so that the relative standards of the participating schools can be determined. The AAT attempts to measure pupils' linguistic and numerical aptitude: as it is neither a pure attainment test nor a pure intelligence test (and is not curriculum-bound) it is not really necessary for teachers to 'drill' pupils or otherwise coach them for the test: such familiarisation as is required is obtainable from the practice items which are provided shortly before the live test. The AAT is centrally administered by the Secondary School Places Allocation Section of the Education Department and consists of two computer-marked multiple-choice papers, Verbal Reasoning and Numerical Reasoning. A pupil's individual performance in the AAT does not directly affect his allocation - hence, so long as a public scaling test is inevitable it is preferred to other types of test.

9. As a scaling test the AAT indicates the level and range of marks to be expected from each participating school, and the internal assessments then have to be raised or lowered, compressed or expanded, to fit that range. Thus, the AAT is used as a scaling instrument to measure the relative level of each school. Like the former SSEE the SSPA also bases allocation on ability but only in terms of five ability bands, with approximately 20 per cent of all participating pupils in each band. The bands are produced after an order of merit has been drawn up, and this is done by scaling school

internal assessments, using the AAT as the instrument.

10. For secondary school allocation purposes the whole territory is divided into twenty-four "school areas". It is seen as important that each school area should be served by a balanced mix of different types of secondary school (technical; government grammar; aided grammar; private non-profit-making grammar; and private independent grammar) but since these are unevenly distributed it is necessary for some secondary schools to serve other areas in addition to the area in which they are physically situated. All primary and secondary schools physically situated within the boundaries of a school area together with those secondary schools physically situated in other school areas but also serving the school area constitute a "school net". Hong Kong Island is divided into four school areas, Kowloon into eleven and the New Territories into nine. The size of school nets is chiefly determined by the number of primary schools and Primary 6 pupils : as these are made to contain a comparable Primary 6 population, the nets vary in geographical extent. Various factors are taken into account in determining whether schools should serve other areas in addition to their own: these take into account any affiliation which may exist between specific primary and secondary schools. Notwithstanding the uneven distribution of secondary schools this system does achieve a measure of regionalisation.

11. Mention is made above of affiliation between specific primary and secondary schools. This is an established feature of the education system which has become formalised in allocation arrangements through the feeder school system, which is designed to permit continuity between primary and secondary education and to further the building up of traditions in participating schools. The system is somewhat complicated, but in essence it permits a parent secondary school to retain a fixed proportion (10 or 15 per cent) of its Form 1 places and to fill these at its own discretion: this may include allocation to the school's own Form 1 repeaters. 85 per cent of the remaining places are then reserved for eligible feeder pupils (that is, those who have been placed in Bands 1 or 2 and have chosen the parent school as first choice). The remaining places are allocated by open competition, and as some feeder students may also gain such places a very high proportion of pupils in the parent schools are normally admitted from the feeder schools. For historical reasons there are variations of this system according to the categories of school concerned (for example, there is a "nominated school" system for certain groups of school in which only 25 per cent of the places remaining after the discretionary places have been allocated are reserved for eligible feeder pupils).

12. The Working Party on the Replacement of the Secondary School Entrance Examination recommended in November 1975 that in future, apart from discretionary places, Form 1 places should be allocated in such a manner that 50 per cent are filled through feeder allocation and 50 per cent through general allocation; that all the places in any additional Form 1 classes resulting from flotation (or extended day - an arrangement which was never introduced) should be filled through general allocation; that no further applications to join the nominated school system should be entertained; and that the government nominated school system should be discontinued. With the exception of the recommendation to discontinue the government nominated school system the Working Party's recommendations were accepted and schools accordingly notified that the changes would take effect from the summer of 1983, subject to a review in 1980. This review has now been undertaken and

the resulting recommendations are summarised later in this chapter. After the internal assessments of all primary schools in the same school net have been scaled by the AAT an order of merit for the whole school net is obtained and this is then divided into the five equal bands already mentioned. Pupils in Band 1 are given priority of allocation over those in Band 2, Band 2 over Band 3, and so on. Allocation is based on parental choice. Pupils are allocated band by band, beginning with Band 1. Within each band all first choices are allocated first, then second and third choices, and so on. The pupil's position within the band is ignored and if at any stage of the allocation procedure it is found that the places in a particular secondary school are oversubscribed then the places are filled with pupils chosen randomly by computer. This allocation procedure continues until all pupils in the net are allocated. As already mentioned, in some schools a very high proportion of such places are normally filled by feeder or nominated school pupils. General SSPA allocation is carried out in July, but pupils who have a genuine interest in prevocational education may apply to these schools earlier, and those accepted are not allocated to other schools in the general allocation.

13. The SSPA has recently undergone review by a working party of officials and unofficials, which has taken into account the views and representations of numerous schools and individuals, based on their first three years' experience of the scheme. These are of relevance in revealing not only prevalent attitudes to selection and allocation but also the direct and indirect effects of this type of scheme on curricula and teaching styles. The representations reveal a small but influential minority in favour of abolishing the SSPA and replacing it by a public examination on the lines of the former SSEE, a common reason being a belief that the AAT has caused a general decline in standards - particularly in English. Some have asserted that the AAT has caused unnecessary pressure on pupils because they are drilled for it - even though there is no 'syllabus' and teachers have difficulty in finding practical material. On the other hand some have found the AAT too 'easy' and believe that it is killing the incentive to work hard. Internal assessments are welcomed by many but thought by others to be open to malpractice. Views are divided on the school net system: those in favour of regionalisation have complained that the good intentions of the system have been offset by the unfairness created by the artificial grouping of unevenly distributed secondary schools and would like sufficient secondary schools to be built in each school area; those against hold the view that some areas have very few popular schools, if any at all, and so deprive parents of any real choice: parents in the New Territories, in particular, do not want their children to be permanently tied down to rural secondary schools. On the feeder and nominated schools system views are equally split. Generally, sponsoring bodies, heads and parents of schools already included in these systems voice their support and demand further expansion of the schemes; those not enjoying the privilege, however, have expressed their objection and called for the abolition of the schemes. Among feeder schools there is strong objection to the proposal to cut the proportion of reserved places from 85 per cent to 50 per cent. On the allocation system the majority or correspondents appear to prefer allocation on strict order of merit, stating that randomisation (though within bands) creates unfairness, fosters wrong concepts in pupils, increases the element of luck and, worst of all, discourages pupils from hard work. There is also a general feeling that mixed-ability intake should not go too far, it being pointed out by

some that the nature of the normal distribution curve is such that the two extreme bands (Bands 1 and 5), each containing 20 per of the total candidature, cover far too wide a range of ability.

14. Having taken these comments and representations into account during its deliberations the Working Party reviewing the SSPA has made the following principal recommendations in its report:

- (i) school internal assessments should be continued;
- (ii) a new curriculum-orientated test in the use of Chinese, English and mathematics should replace the AAT as a scaling test;
- (iii) the overall structure and size of the present nets and the balance of types of school within them should be retained;
- (iv) for allocation purposes all government and aided secondary schools should be considered of equal quality;
- (v) one of the existing New Territories' nets should be split into two to meet district requirements more adequately;
- (vi) as a long-term measure, provided secondary schools become more comparable in standard and provided there is control of entry to primary schools, the feeder and nominated school system should be retained, extended and modified to minimise differences;
- (vii) as an interim measure the feeder quota should become 50 per cent in 1983;
- (viii) the allocation system should give each school an acceptable range of ability which can be controlled;
- (ix) the present random element in allocation should be avoided if possible;
- (x) further research should be conducted into the best method of allocation;
- (xi) the SSPA system should be kept under continuous review.

The report has been submitted to the Director of Education and has now been issued for public comment, which will be referred in due course to the Board of Education together with a government position; thereafter, proposals will be put to the Executive Council.

15. Certain features of the SSPA are also embodied in the structure of the Junior Secondary Education Assessment (JSEA) scheme, which is being introduced in 1981 when the first cohort of pupils has completed the nine-year basic course and the allocation of senior secondary places becomes necessary. The JSEA is already under heavy criticism in some quarters on the grounds that the government should not restrict the number of public-sector senior secondary places but should instead extend the length of the basic course and thereby remove the necessity for a further process of selection. However, the government believes that while it should seek to meet the full extent of demand from suitable students for subsidised post-Form III education by the early 1980s this target should be achieved by providing a range of opportunities. Not everyone will wish to proceed to senior secondary education; nor should all of the post-Form III places be provided in schools - for example, full-time or part-time education in technical institutes will be preferred by some and be more appropriate to their needs and the needs of commerce and industry; and those preferring employment not linked to any specific form of related training may find it more convenient to attend the evening courses provided by the Education Department's Adult Education Section, particularly as these enable students to prepare on a part-time basis for the Hong Kong Certificate of Education examinations. (This policy, described in the 1978 White Paper, also takes into account the fact that the decline in the 15-year-old age group will eventually lead to a considerable increase in the proportion of the group for which subsidised senior secondary places will become available.) The JSEA is therefore seen as necessary but it has been divided in such a way that it will minimise stress. Theoretically, once-for-all allocation for both junior and senior secondary education would be possible at the Primary 6 level as an alternative device but in practice this would not be acceptable for various reasons - principally because a child's aptitude for a particular form of senior secondary education or for employment cannot be ascertained at this early stage of his development.

16. The JSEA is not a public examination but a centralised system of selection and allocation for Form III leavers who wish to continue their education in schools in the public sector. In performing this function the JSEA, like the SSPA, will rely on internal assessment by schools of its pupils, scaled by a public test in the use of Chinese, English and mathematics. Pupils' achievement in the school's mid-year and final examinations in Form III will form the internal assessment: this will cover English, Chinese, mathematics, science subject, social subjects and Chinese history, which are all part of the standard school curriculum. For students in technical and prevocational schools technical and practical subjects will also be assessed. The scaling test will perform the same function as the AAT - that is, it will enable a fair comparison to be made of the internal assessments among schools, given that standards of marking are bound to vary from school to school. Students' personal performance in the scaling test will not be counted. In the allocation process separate orders of merit will be drawn up for Anglo-Chinese, Chinese middle and prevocational schools. Parents will be asked to

choose 15 schools in order of preference from a territory-wide list of schools providing subsidized Form IV places and also list five preferred geographical areas out of a total of 16 in case they do not get one of the choices of school. Parents will be given detailed guidelines to assist them to make a wise choice: they will be advised in particular to ensure that the schools they choose do not offer subjects different from those their children have been studying in Form III. This will be particularly important in respect of technical schools.*

17. Aided Form IV places will be allocated centrally and will be based on parents' choice and the pupil's position in the relevant order of merit, in the following sequence of allocation:

- (a) eligible pupils from schools with subsidised Form IV places who have made their own school their first choice will be allocated first;
- (b) if there are insufficient Form IV places in a school to accommodate all such pupils, the remainder who cannot be given places will be allocated next. Eligible pupils coming from schools without any subsidised Form IV places will be given the same priority as this group;
- (c) eligible pupils from schools with subsidised Form IV places who have not made their own school their first choice will be allocated last.

Parents of pupils in a school with aided Form IV places will be advised to note the very great importance of selecting that school as their first choice. In view of the limited number of Form IV places in prevocational schools, eligible pupils in these schools will be given the alternative of going to an Anglo-Chinese grammar or technical school but those who are not studying in Form III of a prevocational school will not be allowed to opt to go on to Form IV of a prevocational school.

18. It is intended to release the results of the selection and allocation in July each year, and each participating pupil will be given a temporary result slip showing grades achieved in each subject. Pupils allocated subsidised Form IV places will also be given a registration form for the appropriate school. Each participating pupil will receive a Junior Certificate of Education consisting of two parts. The first part will certify that the holder has completed three years of junior secondary education and will contain grades (scaled and unscaled) of all subjects taken by the pupil during his Form III year: this part will be computer-printed and validated by the Director of Education. The second part will contain assessments by the school on the pupil's personal qualities and activities: this will be signed by the school principal.

* Chapter 5 shows the numbers of public-sector senior secondary places to be made available up to 1984 and the proportions of the 15-16 year-old population to be catered for.

19. A special point of interest is that when the JSEA scheme was conceived it was realised that research would have to be carried out to help determine the most appropriate method of scaling internal assessments as well as the level of accuracy of internal assessments, bearing in mind the lack of experience in Hong Kong of this type of scheme. It was decided to await the research findings before making a final decision on whether or not the pupils' personal performance in the scaling test should also be counted in the selection procedures. Part of the research was accordingly directed towards a comparison of selection procedures based on scaled internal assessments alone and those based on scaling test results combined with scaled internal assessments. The findings indicated very little difference between the two methods of selection and it was therefore decided that the pupils' personal performance in the scaling test need not be counted in drawing up an order of merit for the allocation of school places. This decision was taken mainly to encourage the development of a balanced curriculum in schools. The same decision was taken in respect of the Academic Aptitude Test of the SSPA, and no change was recommended by the Review Committee.

20. Selection for sixth-form places is based on the Hong Kong Certificate of Education (HKCE) examination: this is the only point within the school system at which individual school authorities have complete discretion in the allocation of places. The three principal public examinations, which were formerly under the control of separate bodies, are now administered by the Hong Kong Examinations Authority (HKEA), an independent statutory body which took over the administration of the HKCE examination from the Education Department in 1978, the Hong Kong Higher Level Examination (formerly The Chinese University of Hong Kong Matriculation Examination) in 1979 and the Hong Kong Advanced Level Examination (replacing the Advanced Level Examination of the University of Hong Kong) in 1980. The HKCE and Advanced Level examinations are widely recognised by overseas authorities. The HKEA has also assumed responsibility for conducting a large number of overseas examinations on behalf of various examining bodies in Britain and elsewhere: there has been a steady increase in the number of entries for overseas examinations (95,000 in 1977 rising to 167,000 in 1980), the five largest groups of entries being those for the various examinations of the London Chamber of Commerce and Industry, the University of London General Certificate of Education, the Pitman Examinations Institute, and the Royal Schools of Music, and for the Test of English as a Foreign Language (TOEFL). As explained later, the existence of a dual sixth-form system, together with the marked local interest in overseas examinations (particularly GCE examinations), is making the provision of sixth-form education very complicated. The HKEA's independent status should eventually place it in a good position to act as a unifying force in the fragmented post-Form V sector, and the Report of the Board of Education's Committee on Sixth-Form Education (described later) makes proposals about how this can be achieved.

21. The Hong Kong Certificate of Education Examination (HKCE) is intended primarily to be a test of general education for students who have completed a recognised secondary school course of five years. It is conducted annually according to regulations prescribed by the HKEA in accordance with the provisions of the Hong Kong Examinations Authority Ordinance 1977. The candidature is drawn from Form V/Middle V students in schools which have been approved for participation in the examination; students may also enter as Form VI/Middle VI or private candidates under specified conditions. A wide range of subjects is offered and alternative syllabuses are available in many subjects. Form V/Middle V candidates are required to enter for at least five but not more than nine subjects at any one examination. The standard achieved in each subject is recorded as one

of eight grades of which A is the highest and H the lowest. An average candidate who has satisfactorily completed the approved course (normally five years) in a subject in a secondary school might be expected to achieve grade E or above. Many overseas authorities now accept a grade C in most of the main subjects as being equivalent to a pass in the General Certificate of Education (Ordinary Level) examination, with which the HKCE has close affinities in terms of its general organisation and objectives. The HKCE was originally organised as two separate examinations, one in the medium of English for Anglo-Chinese schools and the other in the medium of Chinese for Chinese middle schools: these were later amalgamated in order to give all participating schools complete freedom of choice in the language medium to be used for teaching and examining. Apart from those subjects which by their nature are language-based (e.g. English literature, Chinese history, shorthand, typewriting etc.) subjects may now be taken either in English or in Chinese.

22. With the steady expansion of secondary education the candidature for the HKCE has been growing rapidly and in recent years each successive year has set another record. In 1980, almost 121,000 candidates participated, 94,000 (78 per cent) being entered by 622 schools. Of the participating schools, 51 (8 per cent) entered candidates from both Anglo-Chinese and Chinese middle streams. As mentioned earlier, few schools are taking full advantage of the language flexibility offered by the examination: this can be ascribed to such factors as organisational difficulties within the schools, where a fluid approach could present problems of continuity over the normal five-year span, and the importance attached by many prospective employers to a wholly English-medium certificate.

23. Like the GCE Ordinary Level examination in the United Kingdom the HKCE is seen by the community as serving several different purposes - ostensibly 'a test of general education', it is used by employers for selection purposes, it determines entry to sixth-form courses, and it serves as a qualification for entry to a variety of tertiary level courses. The 1977 Working Party on Senior Secondary and Tertiary Education considered that students capable of taking courses at the post-Form V level were those who obtained at least five Grade E passes in the HKCE (then estimated to be about 30 per cent of the relevant age group) and that students capable of taking post-Form VI courses were those obtaining at least three Grade C passes (estimated to be about 13 per cent of the relevant age group). These estimates were based on the 1976 HKCE results, with over-age children excluded from the calculations. The 1978 White Paper subsequently recommended that the minimum academic standards required for entry to a sixth-form course should be two Grade C and four Grade E passes (alternatively, four Grade C and one Grade E). Appendix N shows the proportions of the Primary 6 population subsequently achieving at least five Grade E passes and three Grade C passes respectively in the HKCE, with figures provided by HKEA for the four years 1976-1979. Tables 2-4 of that appendix show that the proportion obtaining at least five Grade E passes had increased by 1979 to about 35 per cent of the relevant age group and that the proportion obtaining three Grade C passes had increased to about 16 per cent. These increases are due in part to the fact that a larger proportion of the Primary 6 population is now able to proceed to Form V (about 60 per cent in March 1979, compared with only 48 per cent in March 1976); it is probable, too, that the quality of education provided in Form V is improving as a result of the increasing number of subsidised places being made available at this level. The planned expansion and improvement of senior secondary education are likely to result in further increases in the proportions of the age group which achieve these levels of attainment - thus increasing social demand for sixth-form and tertiary education.

24. Regulations for the Higher Level Examination require that school candidates should have obtained at one sitting in the HKCE Grade E or above in five subjects and Grade C or above in one subject including Chinese language and English language (or Grade E or above in at least six subjects including Chinese language and English language, provided that the total of the best six grades is not less than 10, Grades A to E being given the numerical values 5 to 1 respectively for this purpose). No candidate may enter for more than seven subjects in any one Higher Level examination. The standard achieved in each subject is recorded as one of eight grades (A to H). As from 1981 each of these eight grades will be sub-divided into three sub-grades.

25. For entry to the Advanced Level Examination, school candidates must have obtained in one sitting in the HKCE (taken at least 18 months before) Grade C or above in two subjects plus Grade E or above in four other subjects including English language (Syllabus B) (or Grade C or above in four subjects plus Grade E or above in another subject including English language (Syllabus B); or Grade E or above in six subjects including English language (Syllabus B) provided that the total of the best six grades is not less than 12, Grades A to E being given the numerical values 5 to 1 respectively for this purpose). No candidate may enter for more than four Advanced Level subjects in any one examination. The standard achieved in each subject is recorded as one of eight grades (A to H). As from 1981 each of these eight grades will be sub-divided into three sub-grades.

26. The requirement for entry to the Advanced Level examination that candidates should have a Grade E pass in Syllabus B of the HKCE English language examination is one of many factors in the education system as a whole which tend to discourage schools from adopting a more flexible policy on the language of instruction. Syllabus B is taken almost exclusively by Anglo-Chinese schools; Chinese middle school candidates normally enter for Syllabus A, which assumes a lower standard of linguistic achievement resulting from less exposure to the English language. (This situation is not materially affected by the fact that for the purpose of fulfilling entry requirements, an achievement at Grade A in Syllabus A is considered as equivalent to an achievement at Grade C in Syllabus B; and Grades B and C in the former are accepted as being equivalent to Grade E in the latter.)

27. HKEA figures show an increase in the number entering for and "passing" (as defined below) the Higher Level and Advanced Level examinations in recent years:

Higher Level Examination (or Matriculation)

	<u>Candidates</u>	<u>Passed</u>	<u>(% passing)</u>
1976	11,390	3,228	(28.3)
1977	11,611	3,060	(26.4)
1978	13,065	3,774	(28.9)
1979	19,741	4,308	(21.8)

Advanced level Examination

	<u>Candidates</u>	<u>Passed</u>	<u>(% passing)</u>
1976	6,244	3,549	(56.8)
1977	7,477	4,358	(58.3)
1978	9,188	5,514	(60.0)
1979	11,089	6,563	(59.0)

There is also an upward trend in the proportion of the candidature passing the Advanced Level examination: the proportion passing the Higher Level examination is, however, comparatively erratic. 'Passing' in this context means (a) for the Higher Level examination, Grade E or above in Chinese language and literature, English language and three other subjects; (b) for the Advanced Level examination, Grade E or above in three subjects at the Advanced Level or Grade E or above in two subjects at the Advanced Level plus Grade C or above in two subjects (other than English language) in HKCE. In practice much higher levels of attainment are required for entry to the universities and the Polytechnic, this being a reflection of the limited number of places available.

28. The present situation in sixth forms is described in considerable detail in the Report of the Board of Education's Committee on Sixth-Form Education (June 1979), on which extensive consultation has been taking place. The report points out that the picture of local sixth-form studies is a very confused one. Two-year courses are normally provided in Anglo-Chinese schools preparing students for the Hong Kong Advanced Level Examination, which is the main basis for selection for admission to the University of Hong Kong; and one-year courses are normally provided in Chinese middle schools preparing students for the Hong Kong Higher Level Examination, which is the main basis for selection for admission to the Chinese University of Hong Kong. However, students following the Anglo-Chinese two-year course often also sit for the Higher Level Examination, usually during their Lower Sixth year. Many students also sit for other external examinations, the most popular at this level being the overseas GCE 'O' and 'A' level examinations set by the University of London, and some schools provide courses specially designed to prepare students for these examinations. Many students following a two-year course discontinue their studies at the end of the first (Lower Sixth) year either to enter a tertiary institution or to take up employment. The report states that "there is no doubt that most students taking up post-Form V studies in Hong Kong do so in hopes of gaining a place in one of the two local universities, the Polytechnic or in some other tertiary institution either here or abroad. Even if the results gained in the public examinations set at this level do not permit this goal to be achieved, the results are still of value in seeking employment. Sixth Form studies are therefore very much in demand. The competition for the limited number of places available in tertiary education is so great that students take as many of the available public examinations as they can. It is the great number who aspire to tertiary education, and the relatively small number who succeed in so doing, that is the crux of the problem of Sixth Form education in Hong Kong. The two-year Advanced Level course has no doubt served the University of Hong Kong well in providing a basis for university studies. However, it does appear now to provide an inappropriate background for developing a balanced, well-informed individual either with

or without subsequent university education." (Report, para. 1.2) (To the Committee's comments could be added the statement that a number of Upper Sixth students who fail to gain admission to the University of Hong Kong have to wait an extra year before applying to and gaining admission to the Chinese University: they then have to go through the whole of the four-year degree course, thus taking five years instead of three to obtain a degree.)

29. Paragraph 1.2 of the Sixth Form Report is of particular interest in showing the pattern of movement during the period 1976-1978 as fifth-form students progressed through the sixth form. The figures show that

- (i) about one-third of the Form/Middle V leavers took up sixth-form courses, approximately 20 per cent following one-year courses in Middle VI and 80 per cent following two-year courses in Lower and Upper Sixth forms;
- (ii) approximately 80 per cent of the one-year course (i.e. Middle VI) students took the Chinese University Matriculation (now Higher Level) Examination;
- (iii) approximately 50 per cent of the two-year course students took the Chinese University Matriculation Examination in 1977 while in the Lower Sixth Form (some Upper Sixth students also participated in this examination);
- (iv) only 50 per cent of the Lower Sixth students proceeded to Upper Sixth to take the University of Hong Kong Advanced Level Examination, the remaining 50 per cent being believed to have gone to one of the following: the Polytechnic, nursing training, colleges of education, post-secondary colleges, overseas study, employment.

Paragraph 1.4 of the Sixth Form Report shows the number of students entering the first year of the three major tertiary institutions as a percentage of the number of examination candidates in the same year. The analysis indicates that

- (v) in 1977, 2 per cent of the Matriculation (i.e. Higher Level) candidature entered the Polytechnic and 10 per cent entered the Chinese University;
- (vi) In 1978, 16 per cent of the Advanced Level candidature entered the Polytechnic and 15 per cent entered the University of Hong Kong;
- (vii) of the 1192 students admitted into the Chinese University in 1977, some 29 per cent had studied in Upper Sixth and sat the Advanced Level examination; the other 71 per cent (about 850 students) were admitted on Matriculation results and represented about 7 per cent of the total candidature for that examination in 1977.

30. The report notes that sixth-form studies are closely related to the admission requirements of the main tertiary institutions and that

curricula are largely determined by the examination syllabuses of the Higher Level, Advanced Level and GCE examinations: hence, sixth-form courses are still seen by many people as "matriculation" courses, preparing students for university admission even though it is no longer true that university admission is the only purpose for which sixth-form studies are undertaken. However, now that the HKEA has become responsible for the Higher and Advanced Level (as well as the HKCE) examinations, the opportunity has been provided to implement co-ordinated changes in sixth-form examinations and to ensure that these follow the curriculum rather than determine it - "Once the curriculum has been decided upon by an appropriate body, the Hong Kong Examinations Authority will be a powerful factor in its reinforcement."

31. The Committee on Sixth-Form Education considers the main purpose of sixth-form studies to be to produce balanced, well-informed individuals, to prepare students for tertiary education, to develop in all students a capability to communicate through both languages (Chinese and English), and to prepare students for an adult life. To fulfil these purposes the curriculum should be broadened to ensure that sixth-form studies can be examined or assessed without the need for tertiary institutions to impose further examinations and should seek in general to minimise the pressure of examinations on students: this requires a restructuring of the present curriculum framework. Thus, the report states that "the Committee envisages a two-year integrated Sixth Form course with a terminal qualification which would be acceptable for both further study and employment. It should provide an outlet at the end of the first year for students who wish to take a course at a tertiary institution, either in Hong Kong or overseas, which accepts entries at this level. It should also provide a balanced course for those students who leave school before completing the full two-year course. It is therefore important to have some recognition for the work covered in the first year. Although the actual range of subjects need not necessarily be increased, the coverage needs to be less intensively academic at present. However, the curriculum must retain a sufficient degree of specialization to provide students with an adequate preparation for their intended field of study or occupation. Moreover, the overall academic standard should meet the requirements for overseas recognition. There should be sufficient options open to students to allow them a choice of tertiary institutions, yet not every option should be dependent on a separate examination, otherwise students would be inclined to take too many examinations and thus be distracted from their normal course of study. The curriculum should take into account the entrance requirements of tertiary institutions but not be unduly influenced by them. The Committee recognises that not all of these requirements will be met in the short term and that any long-term solution must strike an acceptable balance between them. It is also conscious of the fact that so long as the provision of tertiary places falls short of demand the competition for places will be keen. Broadening the curriculum would not of itself remove this competition and the tendency for schools to push up the level of academic preparation is likely to remain." (In this context it could be added that as the number of public-sector sixth-form places continues to grow, as determined by 1978 White Paper policy, the pressure for tertiary education can be expected to increase correspondingly. Even though a larger proportion of the age group will be able to enter full-time tertiary education as a result of the recent increase in the annual growth rate of the universities from

3 to 4 per cent, the number of Form VI leavers who fail to obtain full-time tertiary education of any kind will not decrease. Of this latter group, however, not all will be qualified to proceed to tertiary education and some will obtain places on part-time courses.)

32. The recommendations of the Board of Education's Committee on Sixth-Form Education, reached after various options had been explored, are as follows :

- (a) The present system of Sixth Form education should be revised in the interests of greater simplicity and to reduce the number of public examinations being taken by students.
- (b) Greater recognition should be given in Sixth Form courses to the needs of students to adapt to life after school and develop a functional level of competence in communication skills while retaining a sufficient degree of specialisation to prepare students adequately for their intended field of study or occupation.
- (c) More attention should be paid to the development of higher levels of communication skills, both written and spoken, at the Sixth Form level.
- (d) A new subject, language and communication, should be introduced incorporating studies in both English and Chinese. The subject should aim at developing reading and writing skills directly related to the subjects being studied as well as extending the students' general communicative ability in both languages. This should be a compulsory subject of full Advanced Level status if studied for two years and of full Higher Level status if studied for one year.
- (e) Three and only three other subjects should be studied and these should form a related group, in order to provide an overall integrative theme.
- (f) Each of these three subjects should be broader in concept than current Higher Level and Advanced Level subjects.
- (g) The broadening should be accomplished by integrating into each subject elements of study relating to its practical, economic, social, ethical, historical or other aspects or implications as appropriate.
- (h) If found practicable a subject should be studied in unit form with a view to the introduction of a credit unit system. While as far as possible each unit should be an entity in itself there will inevitably be areas in which units are interdependent. Each unit should be capable of independent assessment which should be

carried out as soon as possible after a student has completed the unit of study. Units of either 60 or 30 periods have been suggested.*

- (i) Teachers' assessments, if necessary monitored by inspections and/or monitoring tests, should be used wherever possible, especially in the first year of study.
- (j) The first-year course should satisfy the needs of students wishing to leave at the end of this stage and should correspond with the one-year course offered in some schools.
- (k) School assessments of the first year's work should be provided, and there should be a formal examination in Language and Communication conducted by the Hong Kong Examinations Authority.
- (l) Changes in the curriculum and their method of introduction should take into account the need to satisfy the essential requirements of tertiary institutions in Hong Kong and to a lesser extent overseas, the need to train teachers before implementation, the resources of the Examinations Authority to assess the curriculum, and the need to provide the necessary resources for schools to implement the curriculum and any internal assessments of students' work.
- (m) The Sixth Form curriculum and teaching syllabus should be the responsibility of the Curriculum Development Committee, the subject committees of which will need substantial representation from tertiary institutions. There should continue to be a dual system of syllabuses, i.e. teaching and examination syllabuses, to cover the curriculum and therefore examination subject committees will still be required.
- (n) The role of the Examinations Authority will include preparing examination syllabuses based on the teaching syllabuses, and to facilitate this the Examination Subject Committees should have substantial common membership with the subject committees of the Curriculum Development Committee.

* This recommendation was thought by the Education Department to be impracticable at the present time; the Department subsequently suggested as an alternative proposal for consideration by schools the replacement of the Higher and Advanced Level examinations by a new two-part examination the first part of which would be taken by all Lower and Middle VI student. The first part would then serve as a terminal qualification for those leaving school, as an entry qualification for those embarking on tertiary education at this point (particularly for those entering the Chinese University), and as the first part of a new integrated two-part Advanced Level examination for those students proceeding to Form Upper VI (the second part to be taken on completion of the two-year course).

33. It is clear that the success or otherwise of proposals such as these to liberalise sixth-form studies will depend to a large extent on corresponding changes in university admission requirements. As the Committee's report points out, the Advanced Level examination already offers a wide range of subjects and imposes hardly any limitations on the choice of such subjects; furthermore, the conditions of entry to the examination and the requirements for matriculation tend to ensure a balanced pre-Sixth Form education, so that apparently the examination does not inhibit the ability of schools to plan effective and educationally sound courses. However, as the Report points out: "Two factors encourage an intensive narrow study in Sixth Form courses. The first is the requirement of certain faculties of the University of Hong Kong for specific subject groups (for example, to enter the Physical Sciences Group of the Science Faculty, passes in pure mathematics, chemistry and physics are essential). The second factor is the intensive competition to enter tertiary education which demands very high grades for admission. This encourages the narrow examination-dominated type of study which tends to lead to rote learning rather than intelligent appreciation of the subject. The Chinese University has a four-year undergraduate course. Students are not required to select their major and minor fields of study until the beginning of the second year. Consequently, there is less demand for a high level of academic preparation in a narrow range of subjects in the Sixth Form and this is reflected in the matriculation requirement of passes in five subjects at the Higher Level examination including Chinese language and literature and English language. Nevertheless there are certain faculty requirements which set the pattern of the one-year course in the schools. In most schools with the one-year course leading to the Higher Level examination an Arts stream and a Science stream are provided. All students take Chinese language and literature and English language, which are compulsory, and generally speaking four other subjects. In the Science stream faculty requirements demand three of the four subjects physics, chemistry, biology and mathematics, so little choice is available. Students in this stream have a chance of gaining admission to all faculties except the Arts Faculty. In the Arts stream a slightly greater variety of combinations is possible, with most students doing at least one mathematics subject in order to qualify for admission to the faculties of Business Administration and Social Science as well as Arts." (Report, paras. 1.12 - 1.17)

34. The Sixth Form Report was referred to all the tertiary institutions and main educational organisations for their initial reactions. Their comments were then studied within the Education Department and subsequently submitted to the Board of Education in January 1981 together with the Director of Education's observations and recommended course of action. Briefly summarised, reaction to the Report was as follows :

- (a) Broadening of the curriculum The proposals were clearly supported by the majority but with some reservations on implementation. The Education Department shares the majority view that there is a need to reduce the content of many of the existing syllabuses and believes this can be achieved without any reduction in the quality of university entrants or loss of overseas recognition; however, the new approach would necessitate the retraining of sixth-form teachers and the provision of supplementary teaching materials - a task to be addressed by new Form Six Subject Committees of the Curriculum Development Committee (on which there would

be strong tertiary representation). Because of general reservations about the feasibility of the proposed method of broadening the curriculum the Subject Committees would investigate its applicability to each subject and if necessary suggest alternative methods of achieving greater awareness among students of the wider implications of their studies.

- (b) Introduction of 'Language and Communication' While there was general agreement on the need to improve communication skills in both languages at this level there was some doubt as to whether the new subject as conceived in the Report would achieve the improvement. The Education Department supports the concept but recommends that a special committee should be set up under the CDC to design an appropriate syllabus.
- (c) A credit unit system This gained little support, the main criticisms being that the division of subjects into smaller units would destroy the study-habits considered most valuable at this level, that the units could not be examined satisfactorily and that the system would be too complicated to operate. The Education Department agrees, and whilst not discouraging experimentation, believes it would be unwise to introduce a widespread credit-unit system in the foreseeable future.
- (d) Teacher assessments There was strong opposition on the grounds of subjectivity of assessment and consequent injustice. The Education Department endorses the view and recommends that no further consideration (apart from the possibility of limited experimentation) be given to the proposal at present.
- (e) Two-part examination This received little support : in addition to increasing examination pressures it was considered virtually impossible to devise courses to meet the differing needs of the two universities. The Departmental view is that the CDC Form Six Subject Committees should investigate the matter thoroughly in close consultation with the universities and Polytechnic.
- (f) Grouping of three related subjects The general view, supported by the Education Department, was that schools should be left to make their own decisions in the matter with as much freedom as practicable to be given to students.

- (g) Curriculum Development Committee Few comments were received. The Departmental view is that if the HKEA is to base examinations on CDC teaching syllabuses a high degree of liaison is essential and this can be attained through maximum joint membership of subject committees.
- (h) Miscellaneous A number of respondents commented on the failure of the Report to deal with the crux of the problem - the existence of two Form Six courses leading to two different examinations. There was clearly a strong desire for a simplified, uniform system and many thought this could be achieved by a reduction of the Chinese University course from four to three years (incidentally enabling the university to provide one-third more undergraduate places). The Education Department, while recognising that consideration of university course structure was outside the terms of reference of the Committee, shares this concern and believes that as long as the different systems of undergraduate study exist in the two universities, no very satisfactory solutions are possible to the main problem arising in Form Six. Some responses to the Report indicated that Form Six studies are still seen in some quarters as being limited to preparation for higher education. The Education Department, however, firmly believes that Form Six studies have a value beyond meeting entry requirements to tertiary education institutions and would like to see further investigation into ways and means of widening the range of subjects available to Form Six students.

35. Following considering of public comments on the Report, the Board of Education endorsed the Director of Education's recommendations on appropriate further action and the agreed position is now as follows:

- (a) Form Six Subject Committees at present being created within the CDC, will study existing Form Six syllabuses in order to assess the feasibility of revising them according to the approach recommended in the Report; where such revision is found feasible teaching notes and supplementary materials will be produced by the subject committees to assist in the introduction of the new approach. In addition, the subject committees will investigate the possibility of revising existing syllabuses to enable the proposed two-part examination to be introduced.
- (b) A special committee of the CDC will be established to prepare a language and communication syllabus and to conduct a small pilot scheme for the teaching of the subject.

(Close liaison will be maintained in these assignments with the HKEA and the tertiary institutions.) All of the committees concerned will aim to complete these assignments by the end of the 1981-82 academic year so that a full report can be made to the Board of Education in September/October 1982. This would meet the Board's original implementation date of 1985 for its Committee's recommendations.

- (c) The main committee of the CDC is to consider the possibility of widening the range of subjects available in Form Six courses.
- (d) The Education Department is to examine ways by which further investigations can be carried out in the areas of teacher assessment and credit units.

The Hong Kong Education System

Appendix D

Statements of Approved Education Policy

For the purposes of this appendix, approved policy is defined as policy which has been approved by the Executive Council and the Legislative Council (including the Finance Committee and the Establishment Sub-Committee of the Legislative Council): in a few cases where particular policies have evolved over a long period of time, there may originally have been no formally approved policy objectives or standards; however, the fact that funds have been voted in such cases to enable certain activities to be carried out to certain standards is assumed to confer a de facto policy approval upon those activities. The following statements of overall objectives, specific objectives and standards of provision in respect of each of the main education programme areas correspond with those of the Fifth Development Plan: 1980 - 81 to 1984 - 85. The programme areas covered are as follows :

- pre-primary education (para. 2)
- primary education (para. 3)
- junior secondary education (para. 4)
- senior secondary and tertiary education (para. 5)
- education in the English schools (para. 6)
- education support (para. 7)
- rehabilitation (education and training) (para. 8)
- employment (industrial training) (para. 9)

2. Pre-primary education

- (i) The government is aware that increasing emphasis is being placed by educators in many parts of the world on the important contribution that suitable educational experience received between the ages of 3 and 5 can have on children's subsequent education and social progress. It is aware also that the need for such education in Hong Kong is greater than in many other parts of the world because of the later age of entry to primary education (at age 6 rather than age 5) and because of the relatively crowded home conditions of a large section of the population. There is also a growing public demand within Hong Kong for pre-primary education. Despite these considerations the government has hitherto not provided pre-primary education within the public sector because it has felt that the development of other levels of education ought to be given a higher priority for the time being. It has therefore so far limited its involvement to providing specific forms of indirect assistance. Educational facilities at the pre-primary level are also available in institutions registered under the Child Care Centres Ordinance, though the prime purpose of such institutions is to provide day care for children. Some of these institutions are subvented by the Social Welfare Department to provide subsidised day care for children from low-

income families who for economic or social reasons are unable to care adequately for their children at home.

- (ii) The overall objective of the programme is to achieve an expansion of pre-primary education in accordance with demand, at a price that people can afford and offering a suitable range of facilities and programmes. The initial area for development will be the private non-profit-making sector but the desirability of launching a development programme within the government and aided sector will be reviewed from time to time.
- (iii) The specific objectives are:
 - (a) to assist the development of pre-primary education through the non-profit-making private sector - at present this assistance is confined to the reimbursement of rates;
 - (b) to supervise and inspect all pre-primary schools for conformity with the requirements of the Education Ordinance; and
 - (c) to provide in-service training courses for pre-primary school teachers, to register them under the Education Ordinance and to provide advice on teaching methods and curriculum.
- (iv) The standards of provision are :
 - (a) it is the normal practice of the Housing Authority to provide pre-primary school facilities in housing estates at the level of one place for every 30 residents. These facilities have since 1972 been subject to public tender. There is no standard of provision for pre-primary schools outside housing estates;
 - (b) the limitation of class sizes according to the criteria laid down in the Education Regulations (Cap. 279), subject to an overall maximum size of 45 pupils per class; and
 - (c) the provision of Inspectors at a ratio of 1 for every 1,000 classes.

3. Primary Education

- (i) Primary education seeks to promote the all-round development of children and to help them to acquire the basic skills they will need to live and work in a contemporary society.
- (ii) The overall objective of this programme is to provide a free six-year course of primary education in government or aided schools, to take steps to ensure that as far as possible no children between the ages 6 and 12 are withheld from attending school within reasonable excuse and to promote within primary education the aims and objects outlined in paragraph (i) above.

(iii) The specific objectives are:

- (a) to provide new classroom accommodation as required by the movement of population, to enable children to attend schools within 0.4 km of their home;
- (b) to provide and maintain classroom accommodation, equipment and facilities to the standards laid down in the Education Regulations, the Code of Aid for Primary Schools, and other approved policies;
- (c) to provide sufficient appropriately trained teachers in government and aided schools;
- (d) to provide guidance and assistance through the Schools Division and the Advisory Inspectorate to help primary schools to work towards the achievement of the aims described in para. (i) above;
- (e) to provide primary schools with ETV programmes with a view to supplementing and enriching the teaching and learning activities;*
- (f) to reduce the number of over-age children in primary schools (8.3% of total primary enrolments in September 1980 were aged 12 or over) by discouraging late entry and limiting repetition;
- (g) to provide suitable places for primary school children to do homework and private study in areas where there is such a need by opening classrooms in government and aided schools in the evenings;
- (h) to provide guidance and counselling to primary school children and to assist in the enforcement of compulsory education through the student guidance officers scheme.

(iv) The following specific standards have been set :

- (a) that sites should be reserved for new schools at a ratio of 1 classroom for every 850 residents (Source : Colony Outline Plan);
- (b) that the teacher : class ratio should be 1.1 : 1;
- (c) that advisory inspectors should be provided on the basis of 1 inspector per 42,000 teaching periods in academic subjects and 1 per 7,000 periods in specialist subjects.
- (d) that sufficient supervisory inspectors should be provided to enable each school to be visited at least twice per academic year.

* ETV programmes are also provided for junior secondary forms.

The following standards which were adopted in 1954 by the Legislative Council as temporary measures have been retained

- (e) a maximum class size of 45 in government and aided schools (the previous standard was 40);
- (f) bi-sessional rather than uni-sessional operation.

4. Junior secondary education

- (i) Junior secondary education serves to complete the process of general education for all that began with primary education. It serves also as a basis for selecting those who will continue their education in senior secondary forms or in technical institutes.
- (ii) The overall objective in junior secondary education is to provide for every child who completes 6 years of primary education a free 3-year course of junior secondary education (Forms I - III) in day secondary schools in the public sector; to take steps to ensure that as far as possible children will receive this education between the ages of 12 and 15; and to ensure by 1980 that no child within this age group is withheld from attending school without reasonable excuse.
- (iii) Specific objectives over the planning period are:
 - (a) to provide in the public sector sufficient Form I places leading to Forms II and III to enable compulsory education for children under 15 to be introduced in 1980;
 - (b) to achieve the objective stated at (a) above by the construction of new schools, by the operation of additional classes in government and aided schools by the use of flotation and by buying places in private independent schools of an acceptable standard;
 - (c) in making this provision, to minimize the use of schools regarded by the Director of Education as sub-standard in terms of facilities whilst at the same time phasing out by means of the building programme the less-than-satisfactory bought places in private independent schools;
 - (d) to provide and maintain classroom accommodation, equipment and facilities to the standards laid down in the Education Regulations, the Code of Aid for Secondary Schools and other approved policies;
 - (e) to provide sufficient appropriately trained teachers for all classes in government, aided and non-profit-making private schools;
 - (f) to provide guidance and assistance through the Advisory Inspectorate and the Schools Division as a help for secondary schools in providing education of an appropriate scope and standard;

- (g) to provide suitable places for schoolchildren to do homework and private study in areas where there is such a need by opening classrooms in government and aided schools in the evenings;
 - (h) to increase the proportion of aided school places through the conversion of non-profit-making schools to fully-aided status and the opening of new schools as aided from the outset; and
 - (i) the provision of a wider choice of subjects so that, as well as studying languages, science and social studies, as many students as possible should take a practical or technical subject. The government will ensure that the necessary facilities are made available and will also establish Practical Education Centres to cater for schools presently without such facilities.
- (iv) In achieving these objectives, the following standards of provision will be used :
- (a) sites to be reserved for new schools at a ratio of 1 classroom for every 520 residents (Source : Colony Outline Plan);
 - (b) a maximum class size of 40 in Government and aided schools and of 45 in non-profit-making private schools;
 - (c) a teacher : class ratio of 1.3 : 1, with allowance for extra teachers for split classes;
 - (d) provision of graduate inspectors on the basis of 1 inspector per 6,900 teaching periods so as to provide inspection visits at a ratio of 8 : 2 : 1 for the three categories of (i) government, aided and private non-profit-making schools, (ii) private independent schools with bought places, and (iii) private independent schools in which places are not bought. (See paragraph 7 below: Education support.)
 - (e) provision of an additional non-graduate post in each secondary school in the public sector with 18 classes or more under the supervision of the Library Section, Advisory Inspectorate and a library grant of \$10 per pupil per year.

There is no statement in this programme that places should be provided on a regional basis. The need for additional junior secondary places is assessed on a territory-wide basis, although care is taken to ensure that new schools are located in areas of under-provision.

5. Senior secondary and tertiary education

- (i) This programme covers current policies concerning senior secondary and tertiary education and comprises the full range of educational opportunities beyond the basic three-year secondary courses.

The Principal themes covered by this programme are :

- senior secondary education (Forms IV - VI);
 - education in the technical institutes;
 - education in the approved post secondary colleges;
 - education in the colleges of education including the Technical Teachers College;
 - education at the highest level (universities and the Polytechnic);
 - adult education.
- (ii) The overall objective is to provide satisfactory facilities for those who have completed the basic course of nine years of general education and who wish to proceed to subsequent levels of education.
- (iii) The proposals regarding provisions at each level beyond the basic junior secondary education course are based on :
- (a) the numbers in the appropriate age group who are estimated to want to pursue such courses;
 - (b) the numbers in the appropriate age group who are estimated to be capable of pursuing such courses successfully;
 - (c) the ability of the economy to provide suitable careers for those who take such courses.
- (iv) Specific objectives contained in the 1978 White Paper "The Development of Senior Secondary and Tertiary Education" for each of the areas covered by this programme are :
- (a) senior secondary education
- (i) the provision of subsidized places in senior secondary forms (Forms IV - V) for about 60% of 15-year olds in government, aided and private non-profit-making schools by 1981;
 - (ii) to achieve the objective stated at (i) above by the construction of new schools, by the creation of additional classes in government and aided schools by the use of flotation, by the development in selected government and aided schools of a fully symmetrical structure of five streams throughout Forms I - V, and by buying places in private non-private non-profit-making schools;
 - (iii) to provide subsidized Lower Form VI places (with progression to Upper Form VI for students in Anglo-Chinese schools) for up to one-third of students entering subsidized Form IV places two years previously;
 - (iv) to convert existing private non-profit-making schools into fully aided schools;

- (v) to provide guidance and assistance through the Schools Division and the Advisory Inspectorate to help secondary schools to work towards the achievement of their aims; and
- (vi) to provide better control and use of school libraries through the Library Section of the Advisory Inspectorate;
- (vii) the provision of a wider choice of subjects so that, as well as studying languages, science and social studies, as many students as possible should take a practical or technical subject. The government will ensure that the necessary facilities are made available and will also establish Practical Education Centres to cater for schools presently without such facilities;
- (viii) the provision of facilities in senior secondary forms for the serious study of music and other cultural subjects and the development of new subjects within the curriculum to provide for students of different aptitudes.

(b) Technical institutes

- (i) to provide 33,000 places by all modes of attendance to meet the assessed needs of industry and commerce for trained personnel at craft level;
- (ii) to provide sufficient places to meet part of the need for technicians and to cater for any Diploma and Certificate courses to be transferred from the Polytechnic;
- (iii) to provide facilities for the Diploma and Certificate courses in the technical institutes at the same standard as similar courses in the Polytechnic.

The intention is to achieve these objectives in the early 1980s.

(c) Approved post-secondary colleges

- (i) to provide a number of assisted places at the Hong Kong Baptist College and Lingnan College on two-year Form VI courses and on two-year Post-Form VI courses, the numbers being determined by the extent to which courses at these levels are required to complement those elsewhere in the public sector, subject to the existing capacity and resources of the colleges;
- (ii) to provide financial assistance (interest-free loans and in some cases maintenance grants) to needy students attending the Baptist, Shue Yan and Lingnan colleges;
- (iii) to arrange for the independent assessment of academic awards in Hong Kong Baptist College and Lingnan College.

(d) Colleges of education

The 1978 White Paper recommended replacement of the basic two-year initial training courses by three-year courses for students with Certificate of Education qualifications, provision of a separately structured two-year course for students holding at least Grade E passes in two subjects in the Advanced Level examination and the introduction of a systematic programme of refresher training for graduate and non-graduate teacher w.e.f. 1980. It also recommended the introduction of retraining programmes and 3-year ICTT courses : these are now expected to come into effect in 1981 (1982 in the case of secondary retraining programmes).

(e) Universities and Polytechnic

To increase the number of students taking degree courses by an expansion of the annual growth rate of two universities, by the introduction of part-time degree courses at a suitable level for people in employment and by the introduction of a limited degree programme at the Polytechnic.

(f) Adult education

(i) Formal education Adult education is intended to provide suitable part-time general education primarily for adults and retrieval education for those who have missed their chance of a formal education early in life. As recommended in the 1978 White Paper, a policy of gradual development in adult education activities is being carried out, to consolidate existing activities by improving their quality and extending their scope. It is envisaged that the demand for formal part-time education will continue in Hong Kong even with increasing opportunities for full-time secondary education and such measures as compulsory education and related labour legislation.

(ii) Non-formal education The Adult Education and Recreation Centres are intended to promote non-formal education through various cultural, social and creative activities, conducted mainly in the evening and occasionally at weekends or on holidays.

(v) In achieving the objectives for senior secondary education, the following approved standards of provision apply :

- (a) a maximum class size in Forms IV - V of 40 in government and aided schools and of 45 in private non-profit-making schools;
- (b) a maximum class size in Form VI of 30 in government, aided and private non-profit-making schools;

(c) a teacher : class ratio of 1.3 : 1 in Form IV - V and 2.0 : 1 in Form VI in government and aided schools with allowance of extra teachers for split classes;

(d) in respect of approved post-secondary colleges :

(i) assistance per place -

1) Form VI Courses \$4,313 p.a.*

2) post-Form VI Course \$3,636 p.a.*

(ii) student financial assistance : maximum level are -

1) post-Form VI Courses : \$2,400 p.a. for interest- free loans and \$2,000 p.a. for maintenance grants calculated on a cash-limit basis of 75% of the approved enrolment.

2) one-year (5th Year) Courses and 4-year Diploma Courses at Baptist and Lingnan Colleges:
\$4,400 p.a. for interest-free loans calculated on a cash-limit basis of 65% of the approved enrolment.

3) 4-year Diploma Courses at Shue Yan College :
\$4,400 p.a. for interest-free loans calculated on a cash-limit basis of 55% of the notional enrolment (Notional enrolment = 2,000).

(vi) the standard of provision for technical institutes should be at a maximum of 40 students per class, with split classes for practical work limited to a maximum of 20 students.

6. Education in the English schools

(i) The overall objective of this programme is to meet the demand for primary and secondary school education in the English medium and for the most part in the pattern of English state education. Demand is met by providing new classroom accommodation in suitable locations. Primary-school children are provided with school places on the same side of the harbour as their homes. Equipment and facilities are provided and maintained to the standards laid down in the Education Regulations or in accordance with policies approved from time to time.

(ii) Since September 1979 all government English schools have come under the administration of the English Schools Foundation (ESF), the objectives of the new arrangements being to achieve better compliance with the principle of parity of subsidy between English schools and the remainder of the public-sector institutions as set out in the 1965 White Paper, and to devise a system of financing which would permit variations from normal provision in

* Recently increased to \$6,588 and \$6,365.60 respectively.

public-sector schools (such as improvements in class size and teacher/class ratios) with all additional costs being met from increased fees, should this be what the ESF desires.

- (iii) It is the responsibility of the ESF to provide sufficient places for English-speaking children for whom no suitable alternative educational facilities are available in the public sector in Hong Kong. Children whose knowledge of Chinese is limited but whose mother tongue is not English are not considered to be the primary responsibility of the ESF.
- (iv) A committee was formed in 1979 to review the application of the parity of subsidy principle to the English schools and the Governor in Council accepted the committee's recommendations that the present arrangements whereby the government pays for all fee remission should continue in 1980-81, but as far as new pupils are concerned remission will be allowed only to those with no reasonable alternative opportunity for subsidised education other than that provided in ESF schools. In order to provide for hardship cases of pupils already enrolled, a special hardship grant has been introduced but this will be phased out in not more than six years.
- (v) The standard of accommodation applicable to primary and secondary schools of the public sector is applicable to ESF schools. Other standard provisions are as follows :
 - (a) teacher/class ratios : primary 1.1 : 1, secondary Form I - Form V 1.3 : 1; Form VI 2 : 1;
 - (b) maximum class size 40;
 - (c) teachers should as a general rule speak English as their first language and should have been educated and trained in a European environment.

Excess provision over and above these standards is permissible (e.g. the ESF may choose to provide an improved staffing ratio or to reduce the size of classes; it has already been agreed that the class size may be reduced to 36 per class in 1980-81 and thereafter to 30 per class by 1983-84). However, any provision over and above the standard has to be met by the ESF by means of increased fees. This is also applicable to the standard as set out at (c) above in that if the cost of providing the special features of English education exceeds the cost of providing education under the primary and secondary programmes the difference in cost should be met by charging fees. Nevertheless, the level of fees would remain subject to the approval of the Director of Education.

7. Education support

- (i) The overall policy objective is to provide management, administrative and professional capacity for the implementation and co-ordination of approved policies, the planning and

development of new policies, guidance and advice to schools towards the achievement of their objectives, and the review of performance for the other programmes in the education service, having regard to the need to ensure that the most effective use is made of available resources.

(ii) The specific objectives are :

(a) with regard to the administration of approved policies in the education service -

- (i) to provide supervisory services to schools on a regular basis by officers of the Schools Division, to ensure that the schools are properly administered and that the quality of education offered is of an acceptable standard;
- (ii) to allocate primary school leavers to secondary schools in accordance with the new allocation procedure (Secondary School Places Allocation) which replaced the Secondary School Entrance Examination in 1978;
- (iii) to introduce in the 1980-81 academic year a system of selection and allocation for post-Form III education (Junior Secondary Education Assessment);
- (iv) to provide advisory services to kindergartens, primary and secondary schools, to raise the general standard of the quality of education, to deal with specific problems or changes in curriculum, and to organize community youth programme activities in schools;
- (v) to process applications for registration from teachers, managers and schools in accordance with the requirements laid down in the Education Ordinance, and to maintain a register of all teachers, schools and school managers;
- (vi) to provide financial assistance to aided and private non-profit-making schools in accordance with their entitlement under the provisions of the Codes of Aid or other rules, and to inspect and audit the accounts of these schools to ensure that the funds have been properly spent;
- (vii) to administer various schemes of financial assistance to students, including school fee remission, and the award of loans and grants to students at the colleges of education and the Technical Teachers' College and to administer education allowances;
- (viii) to provide an information and counselling service to the general public on educational facilities in overseas countries as well as official sponsorship and recommendations for Hong Kong students intending to further their studies in the United Kingdom;

- (ix) to provide central administration for the schools and other educational institutions operated by the Education Department, in particular with regard to financial control and staffing, and to provide resources for their operational needs;
 - (x) to issue guidance to schools and other education bodies on the administration of approved policies;
 - (xi) to provide information, including statistical information, to other parts of government and to members of the public who seek it, and to publicise the policies, functions and services of the Department;
 - (xii) to provide careers guidance service in every secondary school and to assist careers teachers in providing educational and vocational guidance to students;
 - (xiii) to administer and develop technical education in Hong Kong other than at the polytechnic and the university levels, to supervise the operation of the Technical Teachers' College and the technical institutes and to meet the target demand for places in secondary technical schools and prevocational schools;
 - (xiv) to administer and supervise teacher training and adult education run by the government and voluntary organisations and to supervise the approved post-secondary colleges;
 - (xv) to provide a number of assisted places in the approved post secondary colleges on two-year Form VI courses and two-year Post-Form VI courses, to provide financial assistance to needy students attending the colleges, to supervise and guide the colleges in fulfilling the conditions attached to the financial grants, and to ensure that the colleges comply with the Post Secondary Colleges Ordinance;
 - (xvi) to provide improved channels of communication between teaching staff, management committees and the Education Department;
 - (xvii) to provide screening and testing services to adults and children so that disabilities are identified as early as possible; and
 - (xviii) to provide a minimum of nine years' subsidized general education for disabled children, mainly in ordinary schools, and vocational training beyond normal school leaving age, to help them achieve their potential.
- (b) with regard to the review of existing policies and the development of new policies -
- (i) to provide additional services to schools through the Department's Field Study Centre;

- (ii) to identify existing and new targets to be achieved and the methods for achieving them and to assess the priorities to be allocated to them;
 - (iii) to provide statistical and financial forecasts that can be used to review existing performance and as guidelines for the planning of future policies;
 - (iv) to determine the number, type and location of new educational institutions to be provided, to allocate sites to sponsors and to monitor the construction of buildings;
 - (v) to carry out research into education methods and to assess the effectiveness of any changes introduced; and
 - (vi) to provide better control and use of school libraries through the Library Section, Advisory Inspectorate.
- (iii) In June 1978 the Board of Education recommended an overall review of the education system, with the aim of considering the coherence and effectiveness of the education service and advising on priorities in its long-term development. This recommendation was accepted by the government and the purpose of the review was further explained in the 1978 White Paper.
- (iv) The extent of achievement is limited only by the degree of support provided, which varies partly with the extent of government financial assistance. However, by virtue of the Director of Education's statutory responsibility for educational matters, there is a basic level of involvement even with regard to privately-operated institutions not in receipt of direct government aid.
- (v) The following standards of provision have been set :
- (a) to provide advisory inspectors on the basis of
 - (i) 1 for every 1,000 classes in kindergartens;
 - (ii) 1 per 42,000 teaching periods in academic subjects and 1 per 7,000 periods in specialist subjects in primary schools; and
 - (iii) 1 graduate inspector for every 6,900 teaching periods in the secondary schools, so as to provide inspection visits at the ratio of 8:2:1 respectively for (i) government aided and private non-profit-making schools, (ii) private independent schools with bought places, and (iii) private independent schools in which places are not bought. The inspector/teaching period ratio is now under review;
 - (b) the provision of sufficient supervisory inspectors to enable each school to be visited at least twice in each academic year.

8. Rehabilitation (education and training)

- (i) The overall objective is to provide such comprehensive rehabilitation services as are necessary to enable disabled persons to develop their physical, mental and social capabilities to the fullest extent.
- (ii) Specific objectives (in education and training are) :
 - (a) to provide special pre-school education and training for the more severely disabled children;
 - (b) to provide pre-school education and training for the less severely disabled children through an integrated setting in ordinary child care centres.
 - (c) to provide nine years of subsidised general education in hospital and special schools, special and resource classes and special places in ordinary classes with peripatetic services as appropriate for all disabled children and thereafter facilities in accordance with the general expansion of senior secondary education for those disabled children who are capable of receiving it;
 - (d) to transfer the responsibility for the training of all mentally handicapped children of school age from the Social Welfare Department to the Education Department commencing April 1979;
 - (e) to transfer the responsibility for the planning and development of prevocational and vocational training for disabled persons from the Social Welfare Department to the Education Department commencing September 1980.
- (iii) Note on standards of provision : Under the special codes of aid the following standards apply to special schools and special classes, as appropriate :
 - (a) maximum size of classes :
 - 8 - severely mentally handicapped;
 - 10 - deaf and partially hearing; moderately mentally handicapped; multi-handicapped;
 - 15 - blind and partially sighted;
 - 20 - physically handicapped; slow-learning, mildly mentally handicapped.
 - (b) staff ratio :
 - primary - 1.2 teachers per class
 - secondary - 1.4 teachers per class

Special schools are provided with social workers, physiotherapists and artisans, occupational therapists and occupational therapy assistants, speech therapists and speech therapy assistants,

schools nurses, resource teachers and trade instructors as appropriate, according to the standards of provision set out in the codes.

9. Employment : industrial training

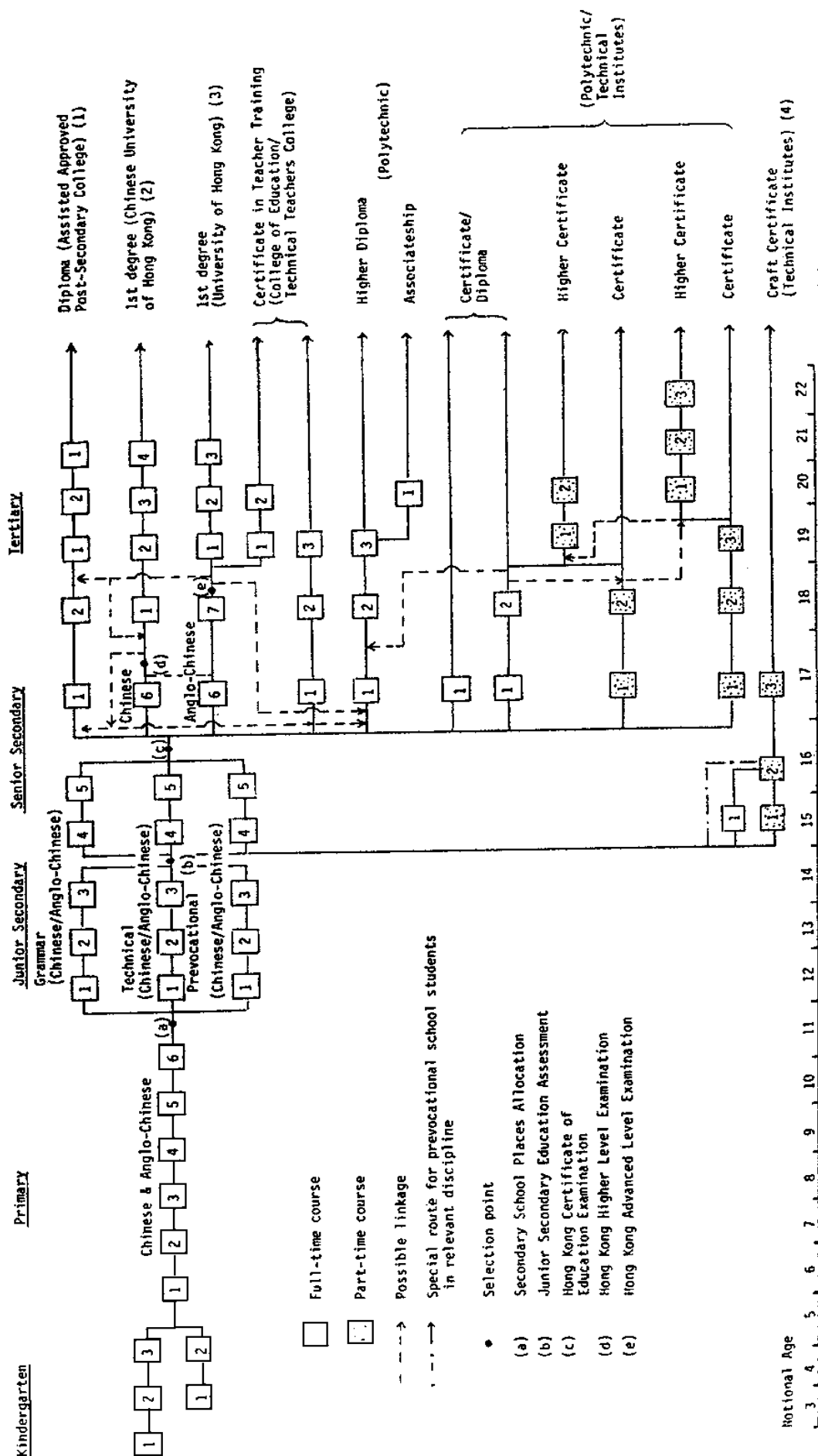
- (i) The overall objective is to ensure that Hong Kong's industry, commerce and services will have an adequate supply of trained manpower for their continuing development. Employers should be responsible for practical training and the government for complementary related technical education.
- (ii) The specific objectives are : to assess manpower demand at all levels; to assess trained needs and to develop and update job standards and specifications, model training programmes and trade test guidelines for principal jobs; to visit a proportion of employers with a view to advising them on their training requirements and demonstrating how improvements can be effected and to persuade employers in both designated and non-designated trades to enter into arrangement for apprenticeships and, in respect on non-designated trades, to register voluntarily such agreements; to advise and encourage young people to take up industrial and commercial occupations through proper apprenticeship schemes; to plan and implement any appropriate changes in the scope and activities of industrial training where the government is involved in the promotion; and to enforce the Apprenticeship Ordinance (in particular, to promote and regulate apprentice training in designated trades; to check whether "young persons" - between 14 and 18 years - working in designated trades are being employed under a valid contract of apprenticeship; to check whether registered apprentices are receiving training up to the requirements and to stipulate any necessary improvements; to conciliate in any disputes between registered apprentices and employers; and to initiate legal action against offenders of the Apprenticeship Ordinance).
- (iii) Current policy is to achieve the objectives for all principal jobs in twelve major industries and ten commerce and service sectors. Standards of provision are : to conduct joint economy-wide manpower surveys once every four years for wholesale/retail, import/export, accountancy and allied fields; to conduct manpower surveys in respect of major industries and major commerce and service sectors once every two years; to produce reports within seven months of the commencement of any such survey; to prepare and revise job standards and specifications, model training programmes and trade test guidelines for all principal jobs in major industries and major commerce and service sectors once in every five years; to visit a sufficient number of employers to achieve a rising impact on improving manpower training generally and organised apprentice training in particular - each Industrial Training Officer (one for each major industry/sector) to make 80 visits among the larger establishments each year; to visit secondary schools to promote apprenticeship training among school leavers (each Industrial Training Officer to make 10 school visits each year); and to enforce the Apprenticeship Ordinance adequately (each establishment employing registered apprentices or likely to be employing young persons in designated trades to be inspected four times a year by Inspectors of Apprentices).

The Hong Kong Education System

Appendix E

Chart : The Hong Kong Education System (1981)

The Hong Kong Education System (1981)



Notes: (1) In addition to the Assisted Approved Post-Secondary Colleges, there is the Hong Kong Shue Yan College which offers 4 year courses, the minimum entry requirement of which, in terms of the Post-Secondary Colleges Regulations, is successful completion of Form V.

(2) 1st degree in medicine requires 5 years of study.

(3) B.A. (Bldg.) requires 4 years of study while B.A. (Arch.) and M.B.B.S. require 5 years of study.

(4) Student with craft certificate may enrol in the Technician Course after the completion of a bridging course which lasts for a minimum of one year.

The Hong Kong Education System

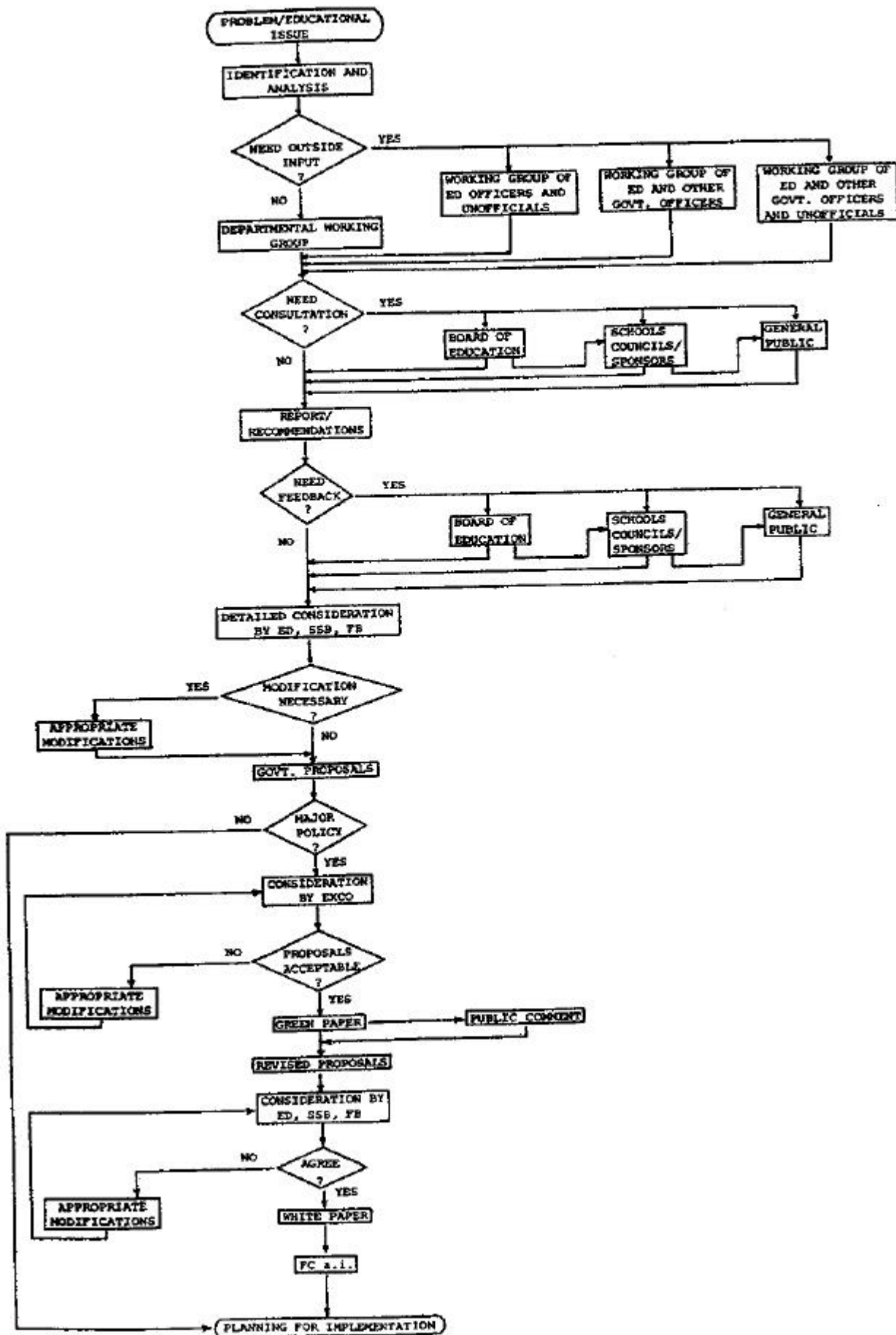
Appendix F

Flow Chart A : Formulation of Policy in Education

Flow Chart B : Education Department Planning Process

THE HONG KONG EDUCATION SYSTEM

APPENDIX F FLOW CHART A FORMULATION OF POLICY IN EDUCATION



The Hong Kong Education System

Appendix G

Distribution of the Teaching Force
(as at March 1980)

Table

- (i) Number of teachers in day schools and colleges classified by qualification
- (ii) Distribution of teachers (day schools and colleges) :
 - (a) by numbers
 - (b) by sex
 - (c) by type of school
 - (d) by university graduates/non-graduates
 - (e) by training
 - (f) by training and type of school.

Appendix G : Distribution of the Teaching Force

Table (i) : Number of teachers in day schools and colleges classified by qualification as at March 1980

M = Male F = Female

Type of Teacher	Kinder garten		Primary								Secondary												Grand Total	
	Private		Govt.		Subsidized		Private		Total		Govt.		Grant		Subsidized		Private * NPM		Private Independent		Total			
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F		
<u>University graduates or equivalent</u>																								
Trained	18	50	-	1	171	126	43	102	214	229	325	215	136	224	975	698	202	146	248	153	1886	1436	2118	1715
Untrained	45	70	-	7	278	201	47	109	325	317	44	33	157	158	922	766	547	398	1388	776	3058	2131	3428	2518
<u>Non-graduates</u>																								
Trained	20	641	205	927	4047	9622	48	356	4300	10905	305	312	105	217	890	1128	324	648	128	254	1752	2559	6072	14105
Untrained	53	4425	-	1	39	97	210	1292	249	1390	1	-	-	4	141	58	221	214	822	1008	1185	1284	1487	7099
Total	136	5186	205	936	4535	10046	348	1859	5088	12841	675	560	398	603	2928	2650	1294	1406	2586	2191	7881	7410	13105	25437

* refers to private non-profit-making schools receiving per caput grant, and the Assisted Private Schools.

Note : In addition, there are 21 (M. 8; F. 13) teachers in subsidized night schools, and 3236 (M. 2241; F. 995) teachers in private tutorial and evening classes. The majority of these teachers also teach in day schools.

Table (i) - Continued

Number of teachers in day schools and colleges classified by qualification as at March 1980

M = Male; F = Female

Type of Teacher	Post-Secondary Technical								Post-Secondary(General) & Teacher Training								Grand Total	
	Government*		Subsidized		Private		Total		Government		Subsidized		Private		Total			
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
<u>University graduates or equivalent</u>																		
Trained	58	10	-	-	-	-	58	10	62	41	-	-	106	34	168	75	226	85
Untrained	40	5	-	-	-	-	40	5	-	-	-	-	271	75	271	75	311	80
<u>Non-graduates</u>																		
Trained	97	19	-	-	-	-	97	19	50	35	-	-	-	2	50	37	147	56
Untrained	56	2	-	-	-	-	56	2	-	-	-	-	1	1	1	1	57	3
Total	251	36	-	-	-	-	251	36	112	76	-	-	378	112	190	188	741	224

Note : In addition, there are 2207 (M. 1806; F. 401) teachers in the Evening Institute, Evening School of Higher Chinese Studies, Technical Institute Evening Department, and ICTT courses in the colleges of education and Technical Teachers' College; 1949 (M. 1209; F. 740) teachers in private evening colleges and adult classes; and 633 (M. 196; F. 437) teachers in special schools.

* Figures under this column refer to the number of teachers in the technical institutes, where courses at the secondary level are also provided.

(ii) Distribution of teachers (day schools and colleges)

(a) By numbers (proportions in brackets)

Kindergarten	5322	(13.5)
Primary	17929	(45.4)
Secondary	15291	(38.7)
Post-secondary technical	287	(0.7)
Post-secondary (General) and teacher training	678	(1.7)
Total	39507	(100.0)

(b) By sex (proportions in brackets)

Sector	Male	Female	Total
Kindergarten	136(2.6)	5186(97.4)	5322
Primary	5088(28.4)	12841(71.6)	17929
Secondary	7881(51.5)	7410(48.5)	15291
Post-secondary technical	251(87.5)	36(12.5)	287
Post-secondary (general) and teacher training	490(72.3)	188(27.7)	678
Total	13846(35.0)	25661(65.0)	39507

(c) By type of school (proportions in brackets)

Sector	Govt.	Grant & Subsidized	Private non-profit-making	Private Independent	
Kindergarten	NA	NA	5322 (100.0)		5322
Primary	1141 (6.4)	14581 (81.3)	2207 (12.3)		17929
Secondary	1235 (8.1)	6579 (43.0)	2700 (17.7)	4777 (31.2)	15291
Post-secondary technical	287 (100.0)	NA	NA		287
Post-secondary (general) and teacher training	188 (27.7)	NA	490 (72.3)		678
Total	2851 (7.2)	21160 (53.6)	15496 (39.2)		39507

(d) By university graduates/non-graduates (proportions in brackets)

Sector	University graduates or equivalent	Non-graduates	Total
Kindergarten	183 (3.4)	5139 (96.6)	5322
Primary	1085 (6.1)	16844 (93.9)	17929
Secondary	8511 (55.7)	6780 (44.3)	15291
Post-secondary technical	113 (39.4)	174 (60.6)	287
Post-secondary (general) and teacher training	589 (86.9)	89 (13.1)	678
Total	10481 (26.5)	29026 (73.5)	39507

(e) By training (proportion of trained/untrained by sector in brackets)

		University Graduates	Non-graduates	Total
Kindergarten	Trained	68 (37.2)	661 (12.9)	729 (13.7)
	Untrained	115 (62.8)	4478 (87.1)	4593 (86.3)
Primary	Trained	443 (40.8)	15205 (90.3)	15648 (87.3)
	Untrained	642 (59.2)	1639 (9.7)	2281 (12.7)
Secondary	Trained	3322 (39.0)	4311 (63.6)	7633 (49.9)
	Untrained	5189 (61.0)	2469 (36.4)	7658 (50.1)
Post-secondary technical	Trained	68 (60.2)	116 (66.7)	184 (64.1)
	Untrained	45 (39.8)	58 (33.3)	103 (35.9)
Post-secondary (general) and teacher training	Trained	243 (41.3)	87 (97.8)	330 (48.7)
	Untrained	346 (58.7)	2 (2.2)	348 (51.3)
Total	Trained	4414 (39.5)	20380 (70.2)	24524 (62.1)
	Untrained	6337 (60.5)	8646 (29.8)	14983 (37.9)

(f) By training and type of school (proportions in brackets)

Sector	Trained/ untrained	University Graduates				Non-graduates				Total			
		Govt	Grant and subsidised	Private		Govt	Grant and subsidised	Private		Govt	Grant and subsidised	Private	
Kindergarten	T	-	-	68 (37.2)		-	-	661 (12.9)		-	-	729 (13.7)	
	U	-	-	115 (62.8)		-	-	4478 (87.1)		-	-	4593 (86.3)	
Primary	T	1 (12.5)	297 (38.3)	145 (48.2)		1132 (99.9)	13669 (99.0)	404 (21.2)		1133 (99.3)	13966 (95.8)	549 (24.9)	
	U	7 (87.5)	479 (61.7)	156 (51.8)		1 (0.1)	136 (1.0)	1502 (78.8)		8 (0.7)	615 (4.2)	1658 (75.1)	
Secondary	T	540 (87.5)	2033 (50.4)	(1)348 (26.9)	401(2) (15.6)	617 (99.8)	2340 (92.0)	(1)972 (69.1)	382(2) (17.3)	1157 (93.7)	4373 (66.5)	(1)1320 (48.9)	783(2) (16.4)
	U	77 (12.5)	2003 (49.6)	945 (73.1)	2164 (84.4)	1 (0.2)	203 (0.8)	435 (30.9)	1830 (82.7)	78 (0.6)	2206 (33.5)	1380 (51.1)	3994 (83.6)
Post-secondary technical	T	68 (60.2)	-	-		116 (66.7)	-	-		184 (64.1)	-	-	
	U	45 (39.8)	-	-		58 (33.3)	-	-		103 (35.9)	-	-	
Post-secondary (general) and teacher training	T	103 (100.0)	-	140 (28.8)		85 (100.0)	-	2 (50.0)		188 (100.0)	-	142 (29.0)	
	U	-	-	346 (71.2)		-	-	2 (50.0)		-	-	348 (71.0)	
TOTAL	T	712 (85.0)	2330 (48.4)	1102 (22.8)		1950 (97.0)	16009 (97.9)	2421 (22.7)		2662 (93.4)	18339 (86.7)	3523 (22.7)	
	U	129 (15.0)	2482 (51.6)	3726 (77.2)		60 (3.0)	339 (2.1)	8247 (77.3)		189 (6.6)	2821 (13.3)	11973 (77.3)	

Note: (1) Private non-profit making

(2) Private independent

The Hong Kong Education System

Appendix H

Full-time Courses in the Colleges of Education

This appendix gives brief details of the full-time courses of teacher education now offered by the three colleges of education under the administration of the Education Department (Northcote College of Education, Grantham College of Education, and Sir Robert Black College of Education); this information is not intended to be comprehensive but to provide a background to the chapter on teacher education (chapter 6). Full information is provided in a brochure issued jointly by the colleges. Full information on the courses offered by the Hong Kong Technical Teachers' College is provided in the current prospectus: no details are given here. Part-time (ICTT) courses are currently under review.

A : Full-time initial courses of teacher education

(a) Introduction

- (i) Students are prepared for the teaching profession through the following courses offered at government colleges of education: -

Three-Year Course (English) - offered at all three colleges.

Three-Year Course (Chinese) - offered at Grantham College of Education

Two-Year Course (English) - offered at Northcote College of Education.

- (ii) The objectives of these initial courses of teacher education are to train students to become qualified as teachers of general subjects at the primary school level and of three elective subjects to the level of Form 3 in secondary schools.
- (iii) Selection of students for entry to the colleges is administered by the Colleges of Education Joint Selection Board.

Selection Tests, Interviews and X-ray Examinations:

- (a) Applicants are required to sit for a written suitability test, to attend an interview and to undergo an X-ray examination.
- (b) Practical tests are conducted for applicants who wish to study art/design, music or physical education.
- (c) Arrangements are made for applicants to the Chinese Course wishing to study English as a major or minor elective to take an oral language test in English.
- (d) As applicants normally greatly outnumber the total places available and admission to the colleges of education is selective, not all applicants are invited for tests or interviews.

- (e) The Joint Selection Board may exercise discretion in favour of applicants considered especially suitable for teaching by relaxing the normal requirements for admission.
- (b) The full-time three-year course (English) and three-year course (Chinese)
- (i) Course structure
 - (a) Core Curriculum :

There is a compulsory programme of studies which every student is required to follow. This Core Curriculum consists of studies in : education, educational technology, language skills (Chinese and English), primary studies (study of the primary school curriculum and approaches to teaching in the primary school), and complementary programmes.
 - (b) Elective subjects :

In addition to the Core Curriculum programme, each student is required to elect for study three subjects which he/she intends to teach after graduation from the course. Two subjects are elected on a major elective basis and one subject on a minor elective basis. A major elective subject is studied over the first two years of the course. The following subjects are offered as major and minor electives :-
art/design, Chinese, Chinese history, economic and public affairs, English, geography, health science, history, home economics, mathematics, music, physical education, science, social studies. The full range of elective subjects is not necessarily available in each college.
 - (ii) Minimum requirements for application
 - (a) Applicants for the English Course should normally have completed their secondary education at an Anglo-Chinese school.
 - (b) Applicants for the Chinese Course should normally have completed their secondary education at a Chinese Middle school.
 - (c) Applicants should have reached seventeen years of age by 30 September in the year of application.
 - (d) Married women applicants are not normally considered.
 - (e) (i) Applicants should have taken at least six different subjects at HKCE level.
 - (ii) The range of grades attained over six

different subjects at HKCE level should be at least Grade C in two subjects, plus at least Grade D in one other subject, plus at least Grade E in yet another three subjects.

- (iii) Chinese language and English language must be included among the six subjects mentioned at (i) and (ii) above.
- (f) Applicants who have attained public examination results comparable to those stated at (e) above may also apply.
- (g) The minimum requirement for the study of a subject as a major elective is Grade C in that subject in the HKCE; the minimum requirement for the study of a subject as a minor elective is Grade D in that subject in the HKCE.

Note: For mathematics, the Grade required may be in mathematics, mathematics (alternative syllabus) or additional mathematics. For health science, the Grade required is in biology. For science, the Grade required must be in one of the following subjects - biology, chemistry, physics - together with at least Grade E at HKCE level in the remaining two of these subjects.

For social studies, the Grade required must be in one of the following subjects - E.P.A., geography, history, biology - together with at least Grade D at HKCE level in one other of these subjects.

For art/design, music, applicants who do not possess the minimum qualifications stated at 2 (g) above may also apply. Satisfactory performance in practical tests conducted by the Colleges of Education Joint Selection Board may be required of all applicants for these subjects.

For physical education, satisfactory performance in a practical test conducted by the Colleges of Education Joint Selection Board is required.

(c) The full-time two-year course (English)

(i) Course structure

(a) Core Curriculum

There is a compulsory programme of studies which every student is required to follow. This Core Curriculum consists of studies in: -
education, educational technology, language skills (Chinese and English), primary studies (study of the primary school curriculum and approaches to teaching in the primary school) and complementary

programmes.

(b) Elective subjects :

In addition to the Core Curriculum, each student is required to elect for study two subjects on a major elective basis plus one subject on a minor elective basis. All elective subjects are studied throughout the two years of the course. The entry requirement for a major elective subject is normally a pass in that subject at Advanced Level. The following subjects are offered for study on this course: -

Major electives : Chinese, Chinese history, English, geography, history, mathematics and science.

Minor electives : art/design, Chinese, Chinese history, economic and public affairs, English, geography, health science, history, home economics, mathematics, music, physical education, science, social studies.

(ii) Minimum requirements for application

- (a) Applicants should have completed two years of education beyond the level of Form 5 in an Anglo-Chinese school.
- (b) Applicants should have reached eighteen years of age by September in the year of application.
- (c) Married women applicants are not normally considered.
- (d)
 - (i) Applicants should have taken at least six different subjects in public examinations.
 - (ii) The range of grades attained over six different subjects should be Grade E or above at A-Level in at least two subjects, plus at least Grade D in one other subject at HKCE level, plus at least Grade E in yet another three subjects at HKCE level.
 - (iii) Chinese language and English language must be included among the six subjects mentioned at (i) and (ii) above.
- (e) Applicants who have attained public examination results comparable to those stated at (d) may also apply.
- (f) The minimum requirements for the study of elective subjects offered on this course as major or minor electives are as shown in the following table :

(i) Major elective subjects

Subject	Minimum Requirements
Chinese	Grade E at A-Level in Chinese language & literature
Chinese history Geography History	Grade E at A-Level in the subject
English	Either Grade C in English language in HKCE plus Grade E at A-Level in English literature Or Grade C in English language in HKCE plus Grade D in the A-Level Examination in use of English
Mathematics	Grade E at A-Level in either pure mathematics or applied mathematics
Science	Grade E at A-Level in one of the following subjects: - biology, chemistry, physics, plus Grade D in HKCE in the remaining two of these subjects

(ii) Minor elective subjects

Subject	Minimum Requirements
Chinese Chinese history Economic & public affairs Geography History Home economics	Grade D at HKCE in the subject
Health science	Grade D at HKCE in biology
Social studies	Grade D at HKCE in any two of the following subjects: -E.P.A., geography, history, biology
Mathematics	Grade D at HKCE in mathematics or mathematics (alternative syllabus) or additional mathematics
Science	Grade D at HKCE in one of the following subjects: - biology, chemistry, physics, plus Grade E in the remaining two of these subjects
Art/design Music	Grade D at HKCE in the subject. Applicants who do not possess the minimum qualifications may also apply. Satisfactory performance in a practical test conducted by the Colleges of Education Joint Selection Board may be required of all applicants.
Physical education	Satisfactory performance in a practical test conducted by the Colleges of Education Joint Selection Board may be required of all applicants.

(d) Practical teaching

In the full-time three- and two-year courses observation visits to schools, attachments and block periods of teaching practice in both primary and secondary schools are important and integral elements in the teacher education process.

B. The Advanced Course of Teacher Education

(a) Introduction

- (i) The Advanced Course of Teacher Education, formerly known as the Third Year Course, is conducted by the colleges of education to provide a programme of further training for qualified teachers so that they may enhance and update their competence as teachers in general, and, in particular, of one selected subject area of the secondary school curriculum.
- (ii) Normally the colleges offer differing ranges of elective subjects for in-depth study by students of the Advanced Course. When demand warrants it, however, a particular subject may be offered in more than one college.
- (iii) Selection of applications for entry to the Advanced Course of Teacher Education is the responsibility of the Colleges of Education Joint Selection Board. Selection procedures for serving teachers who apply include interviews, and any aptitude or practical test (in relation to the area of subject specialisation elected) prescribed by the Board. Direct entry applicants are referred to the Joint Selection Board by the applicant's host college in accordance with evaluation measures laid down by the Board, which makes the final selection.

(b) Course structure

- (i) All students on the course follow a core curriculum of studies in : - education, educational technology, language skills (Chinese and English), and complementary programmes.
- (ii) In addition to the core curriculum, each student studies in depth one elected area of subject specialisation.

The following subjects are offered: -

art/design	home economics (dress & design)
Chinese	music
Chinese history	physical education
English	science
home economics (home management)	social studies.

(iii) Practical teaching in schools is an integral part of the Course.

(c) Requirements for application

(i) The Course is open to application by qualified non-graduate teachers serving in government and aided schools. (In 1981, the Course is also open on a direct entry basis to students successfully completing the full-time two-year course, which held its last recruitment in 1979.)

(ii) Serving teachers applying for the Course are required -

(a) to have studied their elected area of specialisation for two years as part of their initial teacher education course;

(b) to have, normally, two years full-time post-initial training experience in teaching the subject for which application is made;

(c) to be, preferably, engaged in teaching that subject at the time of application;

(d) to demonstrate proficiency in English adequate to pursue the Advanced Course.

(iii) A direct entry applicant should have studied the subject elected for specialisation on the Advanced Course throughout the two years of his initial college of education course.

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Appendix I

University and Polytechnic Grants Committee : Membership List
(as at January 1981)

The Hon. Mr. Justice T.L. Yang, JP,
Judiciary,
Supreme Court,
Battery Path,
Hong Kong.

Chairman

Mr. Andrew Li,
703 Prince's Building,
Hong Kong.

The Hon. D.K. Newbigging, JP,
Jardine, Matheson & Co., Ltd.,
Connaught Centre, 48/F.,
Hong Kong.

Dr. C. J. Symons, CBE, JP,
Diocesan Girls' School,
1 Jordan Road,
Kowloon.

The Hon. Alex S. C. Wu, OBE, JP,
Fidelity Management Ltd.,
14/F., Hart House,
12/14 Hart Avenue,
Kowloon.

W. R. A. Wyllie, Esq.,
Hutchison Whampoa Ltd.,
22/F., Hutchison House,
10, Harcourt Road,
Hong Kong.

Lord Briggs of Lewes,
The Provost, Worcester College,
Oxford,
United Kingdom.

Professor Sir John Butterfield, OBE, DM, FRCP,
Regius Professor of Physics,
University of Cambridge,
Level 5,
Addenbrooke's Hospital
Hills Road,
Cambridge, CB2 2QQ,
United Kingdom.

Professor C.B. Howe, M.A., Ph.D.,
School of Oriental and African Studies,
Department of Economic and Political Studies,
University of London,
Malet Street,
London, WC1E 7HP,
United Kingdom.

James McHugh, Esq., MBE, BA (Com.), MBIM,
41 Ridgeway,
Acomb,
York YO2 5DA,
England.

Dr., E.W. Parkes, Sc.D., F.I.Mech.E., M.I.C.E.,
Chairman,
University Grants Committee,
14 Park Crescent,
London WIN 4DH,
England.

Dr. R.L. Werner, A.M. M.Sc., Ph.D., F.R.A.C.I.,
President,
New South Wales Institute of Technology,
P.O. Box 123, Broadway,
New South Wales 2007,
Australia.

Dr. B.W. Smith, BE., Ph.D., MIE(Aust.), MIEE, MIREE,
Director,
Royal Melbourne Institute of Technology,
124 La Trobe Street,
Melbourne 3000,
Australia.

Professor B.M.H. Strang,
School of English,
University of Newcastle upon Tyne,
England NE1 7RU.

W.M. Bradley, Esq., JP,
Secretary,
University and Polytechnic Grants Committee,
M2 Floor, Baskerville House,
22 Ice House Street,
Hong Kong.

The Hong Kong Education System

Appendix J

Education Department Adult Education Provision

Name of Course	Length of Course (Years)	Evenings per week	Hours per evening	Fees		Entrance Requirements	Enrolment Statistics: 30th Sept., 1980					Remarks
				per year \$	per instalment \$		No. of Centres	No. of Classes	No. of students			
									H	F	TOTAL	
1. Evening School of Higher Chinese Studies (regular course)	3	5	2	800	80	HKCE & Interview	1	8	147	172	319	Leading to a Diploma issued by the Education Department.
Short Courses	1/2	1	2		100 (per course)				-	-	-	
2. Teachers' Courses	1, 2 or 3	1 or 2	2	210	70, 70, 70	For practising teachers only	13	80	243	2017	2260	Several different courses (Art, Music, Physical Education, English, Maths etc.)
3. English Course	9	2-3	1 1/2-2 1/4	100-200	30-70	Beginners: NIL Elementary/Intermediates Entrance examination Senior: Pass in HKCE Eng. Lang./Interview Age 18 +for all levels	18	214	3616	4570	8186	Beginners/Elementary, equivalent to P.4-F.3 Intermediate: equivalent to F.4-F.5, leading to HKCE Senior: equivalent to Lower F.6
4. Secondary School Course (English & Chinese Sections)	6	5	2 3/4	Free (Yr.1 - Yr.3) 310 (Yr.4-Yr.6)	31	Normal school age students only Entrance exam./interview	12	130	1742	3076	4818	Leading to HKCE
5. Middle School Course for Adults	5	5	2 3/4	310	31	Age 18 +Entrance exam.	6	77	1207	1846	3053	Leading to HKCE
6. Young People's Course	3	5	2-2 3/4	Free	Free	Normal school age students	19	76	913	1525	2438	Leading to a Certificate issued by the Education Department
7. Adult Education Courses (Practical)	1/2	2	2	70-270	35-135	Age 18+	30	76	142	1393	1535	Subjects include Sewing & Knitting, Cookery, Woodwork
8. Adult Education Course (Ceneral)	3	3	2	Free	Free	Age 18+	21	60	879	629	1508	Primary education (P.3 - P.6)
9. Police Ceneral Education Course jointly organized by the Royal H.K. Police Force and the Adult Education Section - a 10-month course exclusively for junior Police Officers.												
						Sub-total:	120	721	8889	15228	24117	

10. Adult Education and Recreation Centres	-	4	2	Free	Free	Age 18+	15	-	3141	5419	8560#	Over 200 types of cultural, educational, social & sports activities; library reading room etc.
						TOTAL:	135		12,030	20,647	32,677	

The number of active members from September 1979 to July 1980 is 22,080.

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Appendix K

Major Schools Councils, Associations and Unions

The Grant Schools Council,
c/o St. Paul's College,
69, Bonham Road,
Hong Kong.

The Subsidized Secondary Schools Council,
c/o Lok Sin Tong Yu Kan Hing School,
3, Fu Yue Street,
Wang Tau Hom,
Kowloon.

The Caput Schools Council,
c/o Islamic College,
I.L. 8182, Cloud View Road,
North Point,
Hong Kong.

The Association of Heads of Secondary Schools,
c/o St. Bonaventure College,
47, Sheung Fung Street,
Tsz Wan Shan,
Kowloon,

The Subsidized Primary Schools Council,
c/o Education Department,
Lee Gardens, 3/F,
Hysan Avenue,
Hong Kong.

The Hong Kong Professional Teachers' Union,
46-48, Man King Building, 2/F,
Ferry Point,
Kowloon.

The Hong Kong Teachers' Association,
National Court, 7/F,
242, Nathan Road,
Kowloon.

The Association of Heads of Subsidized Primary Schools,
c/o H.K. Wai Chow Public School,
Estate School No. 2,
Kwai Fong Estate,
Kwai Chung,
N.T.

Association of Principals of Government Secondary Schools,
c/o Education Department,
Lee Gardens, 3/F,
Hysan Avenue,
Hong Kong

Union of Government Primary School Headmasters and Headmistresses,
c/o Shau Kei Wan Government Primary School,
19, Main Street, East,
Hong Kong.

Assisted Private Schools Council,
c/o Mun Sang College,
8, Dumbarton Road,
Kowloon City,
Kowloon.

Hong Kong Private Anglo-Chinese Schools Association,
c/o Chan Shu Kui Memorial School,
N.K.I.L. 4461, Tat Chee Road,
Yau Yat Chuen,
Kowloon.

Hong Kong and Kowloon Private Chinese Schools Association,
c/o Tsung Tsin Middle School,
N.K.I.L. 4195, Kwong Lee Road,
So Uk Chuen,
Kowloon.

Hong Kong Private Chinese and English Schools Federation,
c/o Tung Chi College,
6, Hau Fung Lane, Wanchai,
Hong Kong.

Private Schools Association Advisory Board,
c/o Education Department,
Lee Gardens, 3/F,
Hysan Avenue,
Hong Kong.

The Hong Kong Education System

Appendix L

Board of Education: Membership List
(as at May 1980)

Name and Address

Chairman:

Q.W. Lee, Esq., C.B.E., J.P.
Hang Seng Bank Building,
Des Voeux Road Central,
Hong Kong.

Vice Chairman:

The Hon. C.H. Haye, J.P.
Director of Education,
Education Department,
Hong Kong.

Members:

Professor M.A. Brimer,
School of Education,
University of Hong Kong,
Pokfulam Road,
Hong Kong.

G.T. Barnes, Esq., J.P.
Deputy Secretary for Social Services,
Government Secretariat,
Central Government Offices,
Hong Kong.

Miss Debra Chow Mei-nor,
Caritas Hong Kong,
Caritas House, Room 501,
2 Caine Road, Hong Kong.

The Reverend Joseph G. Foley, S.J.,
Wah Yan College,
281, Queen's Road East, Hong Kong.

Timothy W.H. Ha, Esq.,
St. Paul's College,
Bonham Road, Hong Kong.

Mrs. Maxine Kwok, M.B.E.,
T.S. Tong & Co.,
Solicitors & Notaries,
Wing On Life Building,
Room 1001-5, 10/F.,
22 Des Voeux Road Central, Hong Kong.

Members (Cont'd):

Lam Leung-ki, Esq.,
Crocodile Building,
79, Hoi Yuen Road,
Kwun Tong, Kowloon.

Dr. Daniel S.H. Lam, O.B.E., J.P.,
Chiap Hua Flashlights Ltd.,
23, Bailey Street,
Kowloon.

Dr. Keith Legg, J.P.,
Director, Hong Kong Polytechnic,
Hung Hom, Kowloon.

Albert Li Sze-bay, Esq.,
Lok Sin Tong Yu Kan Hing School,
3 Fu Yu Street,
Wang Tau Hom,
Kowloon.

Henry Lim, Esq.,
c/o Tak yan School,
NKIL 5085, Mei Foo Sun Chuen,
T-76, Lai Chi Kok, Kowloon.

Dr. C.J. Symons, C.B.E., J.P.
Diocesan Girls' School,
Jordan Road, Kowloon.

The Hon. Francis Y.H. Tien, O.B.E., J.P.,
Manhattan Building,
2-16 Kwai Cheong Road,
Kwai Chung, New Territories.

B.H. Tisdall, Esq., J.P.,
52 Wing Kwong Street,
Murjani Building,
Hung Hom, Kowloon.

Professor To Cho-yee,
Director, School of Education,
The Chinese University of Hong Kong,
Sha Tin, New Territories.

The Reverend Peter Wong, M.B.E.,
General Secretary, Hong Kong Council,
The Church of Christ in China,
Morrison Memorial Centre,
191 Prince Edward Road, Kowloon.

Members (Cont'd):

Wong Wan Tin, Esq., M.B.E., J.P.,
Pun Tak Co.,
Pun Tak Building, 14th floor,
478 Lockhart Road, Hong Kong.

The Hon. Alex S.C. Wu, O.B.E., J.P.,
Fidelity Management Ltd.,
Hart House, 14th floor,
12-14 Hart Avenue, Kowloon.

The Hon. Charles S.C. Yeung, J.C.,
402 Rockymount,
39 Conduit Road, Hong Kong.

Secretary:

Mrs. Alice Cheng,
Education Department, Hong Kong.

The Hong Kong Education System

Appendix M

Major Topics Considered by the Board of Education (1976-1980)

The following is a list of the major topics on which the Board of Education was consulted or which were raised by the Board for discussion during the period 1976-1980:

- (i) Replacement of Secondary School Entrance Examination (SSEE) by new system of allocation of secondary school places.
- (ii) The "School nets" system.
- (iii) Constitution of the Central Committee and District Councils for the new allocation system.
- (iv) Proposed Aided Schools Staff Consultative Council.
- (v) Hong Kong Examinations Authority.
- (vi) Revision of standard school fees.
- (vii) Future of government primary schools.
- (viii) Sixth form education.
- (ix) Rehabilitation services.
- (x) Senior secondary and tertiary education.
- (xi) Selection and allocation for post-Form III students.
- (xii) Secondary education expansion and private schools.
- (xiii) Overall review of education system.
- (xiv) Kindergarten education.
- (xv) Special education.
- (xvi) Closure of Precious Blood Golden Jubilee School.
- (xvii) Implementation of recommendations of the Committee of Inquiry into the Precious Blood Golden Jubilee Secondary School.

- (xviii) Free junior secondary education : the "tong-fai" package.
- (xix) Addition of government-assisted schools to the Schedule to the Prevention of Bribery Ordinance (Cap. 201)

- (xx) Report of the Working Party on the Review of Primary Education and Report of the Working Party on the Care and Education of Children below Primary School Age.
- (xxi) The Chinese language issue.
- (xxii) Government policy towards private independent schools.
- (xxiii) General objectives of the teaching of English.
- (xxiv) Graduate posts for teachers of specialist subjects.
- (xxv) Student travel subsidy.

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Appendix N

Performance of Primary 6 Population in the Hong Kong Certificate of Education Examination

Table 1 : 1976 HKCE Examination

P.6 enrolment in March 1971		1976 HKCE Form/Middle V Candidates			Percentages	
Age Group	Enrolment (A)	Age Group	No. with 5 Es and above (B)	No. with 3 Cs and above (C)	Proportion Achieving 5 Es & above (B) ÷ (A)	Proportion Achieving 3 Cs & above (C) ÷ (A)
10 & below	801	15 & below	55	23	6.9	2.9
11	7,953	16	2,240	1,052	28.2	13.2
12	32,818	17	10,335	4,125	31.5	12.6
13	32,030	18	8,036	2,149	25.1	6.7
14 & above	19,643	19 & above	4,590	592	23.4	3.0
Total	93,245	Total	25,256	7,941	27.1	8.5

Table 2 : 1977 HKCE Examination

P.6 enrolment in March 1972		1977 HKCE Form/Middle V Candidates			Percentages	
Age Group	Enrolment (A)	Age Group	No. with 5 Es and above (B)	No. with 3 Cs and above (C)	Proportion Achieving 5 Es & above (B) ÷ (A)	Proportion Achieving 3 Cs & above (C) ÷ (A)
10 & below	846	15 & below	46	24	5.4	2.8
11	12,121	16	3,536	1,813	29.2	15.0
12	36,911	17	11,306	8,242	30.6	9.1
13	33,795	18	9,307	*	27.5	*
14 & above	20,323	19 & above	5,932	*	29.2	*
Total	103,996	Total	30,127	10,079	29.0	9.7

* included under "17 year-old"

Table 3: 1978 HKCE Examination

P.6 enrolment in March 1973		1978 HKCE Form /Middle V Candidates			Percentages	
Age Group	Enrolment (A)	Age Group	No. with 5 Es and above (B)	No. with 3 Cs and above (C)	Proportion Achieving 5 Es & above (B) ÷ (A)	Proportion Achieving 3 Cs & above (C) ÷ (A)
10 & below	1,107	15 & below	83	42	7.5	3.8
11	15,105	16	4,961	2,430	32.8	16.1
12	41,571	17	13,751	5,637	33.1	13.6
13	33,865	18	9,447	3,499	27.9	6.6
14 & above	19,258	19 & above	6,499	*	33.8	*
Total	110,906	Total	34,741	11,608	31.3	10.5

* included under "18 year-old"

Table 4 : 1979 HKCE Examination

P.6 enrolment in March 1974		1979 HKCE Form /Middle V Candidates			Percentages	
Age Group	Enrolment (A)	Age Group	No. with 5 Es and above (B)	No. with 3 Cs and above (C)	Proportion Achieving 5 Es & above (B) ÷ (A)	Proportion Achieving 3 Cs & above (C) ÷ (A)
10 & below	1,358	15 & below	106	47	7.8	3.5
11	18,458	16	6,410	2,988	34.7	16.2
12	42,270	17	14,689	5,772	34.8	13.7
13	33,595	18	10,343	2,542	30.8	7.8
14 & above	18,167	19 & above	6,888	991	37.9	5.5
Total	113,848	Total	38,436	12,340	33.8	10.8

The Hong Kong Education System

Appendix O

Schools : Major Sponsoring Bodies

1. The Rt. Rev. Gilbert Baker,
The Bishop of Hong Kong,
The Church Body of the Chinese Anglican Church in Hong Kong,
1 Upper Albert Road,
Hong Kong.
2. The Most Rev. J.B. Wu,
The Roman Catholic Bishop of Hong Kong,
Bishop of Roman Catholic Church in H.K. Inc.,
16 Caine Road,
Hong Kong.
3. Rev. Peter Wong,
General Secretary,
Hong Kong Council of the Church of Christ in China,
Morrison Memorial Centre,
191 Prince Edward Road,
Kowloon.
4. Rev. Kok Kwong,
The President,
The Hong Kong Buddhist Association,
338, Lockhart Road,
Hong Kong.
5. Mr. T.Y. Luk,
School Supervisor,
Fish Marketing Organisation,
Agriculture and Fisheries Department,
Canton Road Government Offices, 12th-14th floors,
393 Canton Road,
Kowloon.
6. Rev. Sr. Enrica Cereba,
The Provincial,
Daughters of Charity of the Canossian Institute Inc.,
c/o Sacred Heart Canossian College,
26 Caine Road,
Hong Kong.
7. Mr. Stephen YOW Mok-shing,
Chairman,
Board of Directors,
Tung Wah Group of Hospitals,
12 Po Yan Street,
Hong Kong.

8. Very Rev. Fr. Joseph Zen,
The Provincial,
Society of St. Francis of Sales,
16 Chai Wan Road,
Hong Kong.
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The Hong Kong Education System

Appendix P

Provision of Special Education Places
(as at 31st March 1981)

Type of Places	Primary		Secondary		Total
	Govt.	Aided	Govt.	Aided	
<u>Special Schools</u>					
Physically handicapped	-	540	-	70	610
(Blind	-	195	-	90	285)
(Blind with mental					)325
(handicap	-	20	-	20	)40)
Deaf	-	530	-	230	760
Mildly Mentally Handicapped	-	1180	-	400	1580
Moderately Mentally Handicapped	-	720	-	320	1040
Severely Mentally Handicapped	-	184	-	80	264
Maladjusted & Socially Deprived	-	660	-	705	1365
Sub-total:	-	4029	-	1915	5944
<u>Special Classes</u> (in ordinary schools)					
Partially sighted	75	-	45	-	120
Partially hearing	240	-	120	-	360
Slow learning (Special)	620	4160+80*	160	1340+80*	6440
Slow learning (Resource)	1380	9960	-	120	11460
Maladjusted & Socially Deprived	225	480	285	-	990
(Non-psychiatric	-	300	-	20	320)
Hospital Schools (					)352
(Psychiatric	-	32	-	-	32)
Sub-total:	2540	15012	610	1560	19722
TOTAL	2540	19041	610	3475	25666

* English classes (in ESF schools)

The Hong Kong Education System

Appendix Q

Subjects of the School Curriculum

Primary Schools

The core curriculum in Hong Kong primary schools consists of the nine subjects listed in the following table, which shows the minimum number of teaching periods per week in each subject or group of subjects recommended by the Education Department. The total number of teaching periods available is 38 per week in bisessional schools and 40 per week in whole-day schools. Teaching periods vary in duration from 30 minutes to 40 minutes each; most schools have adopted a 35-minute period.

Group	Level Periods/week Subject	P 1	P 2	P 3	P 4	P 5	P 6
Basic	Chinese language	11	10	9	8	8	8
	English language	5*	6	7	8	8	8
	mathematics	5	5	5	5	5	5
General	Health education)	1)	1)	1)	1)	1)	1)
	)	) or	) or	) or	) or	) or	) or
	Primary science)	2)	2)	2)	2)	2)	2)
	)	) 5	)5	)5	)5	)5	)5
	Social studies)	2)	2)	2)	2)	2)	2)
Cultural	Music	2	2	2	2	2	2
	Physical education	2	2	2	2	2	2
	Art and craft	3	3	3	3	3	3
	Total	33	33	33	33	33	33

* for schools with appropriate facilities and trained staff

2. In those schools which have adopted a 38-period week the remaining five periods may be distributed as required, but in order to maintain a balanced curriculum the Department advises that not all of the five periods should be allocated to any one subject area, that not more than three should be allocated to any single group of subjects (basic, general or cultural - as shown in the table), and that not more than two should be allocated to religious knowledge, ethics or moral education (where included in the curriculum) or to Putonghua (where included).

3. In primary schools adopting a less formal approach (e.g. the 'learning by doing' approach) block timetabling is recommended, as shown in the following examples:

Period	Example A	Example B	Example C
1	Chinese and general subjects*	Chinese and Mathematics	Chinese
2			English
3			
4	Physical education	General subjects*	Mathematics
5	English		Music
6	Mathematics	Art and craft	General subjects*
7	Music		

* General subjects: social studies, health education, science

Junior secondary forms (Form/Middle I - III)

4. The suggested list of subjects and time allocation for junior secondary forms shown in the chart below represents a basic model (together with a number of slight variations) to accommodate a balanced curriculum of general, practical and cultural subjects, as envisaged in the 1974 White Paper, but allowing some flexibility from school to school. A notional 42-period week is shown in order to indicate the relative proportions of time assigned to the constituent subjects of the curriculum within the broad guidelines of the White Paper: in practice, however, most secondary schools operate 40-period weeks (26 hours, 40 minutes, exclusive of breaks) and therefore need to reduce the suggested time allocation by two periods, according to individual circumstances.

	Basic model	Variation 1	For Secondary Technical Schools	
			Variation 2	Variation 3
Languages (Note 1)	13	14	13	12
Mathematics	5	5	5	5
Science	4	4	4	4
Social subjects (Note 2)	6	5	5	5
Chinese history	2	2	2	2
Practical (Note 3)	6	6	7	8
Physical education	2	2	2	2
Music	2	2	2	2
Ethical or religious Education (Note 4)	2	2	2	2
Total:	42	42	42	42

- Notes
- (1) Languages : normally Chinese and English, with six periods a week allocated to one and seven periods a week to the other; this allows schools to give slightly more emphasis to one or other of the languages if they wish.
 - (2) Social subjects : history, geography, economic and public affairs, and health education or a combined social studies course consisting of co-ordinated elements of these subjects.
 - (3) Practical : normally two co-ordinated subjects - art and design, together with either home economics or design and technology.
 - (4) Ethical or religious education : these periods are available for moral education, ethics, religious education or biblical knowledge, according to preference, and may be used occasionally for such purposes as careers guidance.

In prevocational schools the time allocation is adjusted to give greater prominence to practical and technical subjects (45 - 50 per cent of the total time available).

Senior secondary forms (Form/Middle IV - V)

5. The senior secondary curriculum varies from school to school according to the needs and interests of pupils, the facilities available and the regulations of the Hong Kong Certificate of Education examination. The Department issues a chart each year to assist secondary schools in the construction of timetables for senior secondary forms. The current chart is shown below:

Subject	Grammar		Technical	
	Form/Middle IV	Form/Middle V	Form/Middle IV	Form/Middle V
Chinese language	6 - 7	6 - 7	6 - 7	6 - 7
Chinese literature	3 - 4	3 - 4	3 - 4	3 - 4
English (Anglo-Chinese sch)	7-8	7-8	7-8	7-8
language (Chinese Middle sch)	7-9	7-9	7-9	7-9
English literature (See Note)	2-3	2-3	-	-
Mathematics	6	6	6	6
Maths.				
Additional Maths.	3	3	3	3
Biology	4	4	4	4
Chemistry	4	4	4	4
Physics	4	4	4	4
Geography	4	4	4	4
Chinese history	3	3	3	3
History	4	4	4	4
E.P.A.	3 - 5	3 - 5	3 - 5	3 - 5
Economics	3 - 5	3 - 5	3 - 5	3 - 5
Art and Design	4	4	4	4
Design and technology	6	6	10	10
Commercial subjects	11	11	11	11
Home economics	4	4	8	8
Exam. subject	4 - 5	4 - 5	4 - 5	4 - 5
Music				
Non-exam. subject	1 - 2	1 - 2	1 - 2	1 - 2
Physical education	2	2	2	2
Ethical/ Exam. subject	2 - 4	2 - 4	2 - 4	2 - 4
Religious				
education Non-exam. subject	1 - 2	1 - 2	1 - 2	1 - 2

Note English literature: normally taught only to pupils with a very high standard of English.

6. The range of subjects currently available in the Hong Kong Certificate of Education examination is as shown below:

Subjects that may be taken in Chinese only:

Chinese language
Chinese literature

Chinese history
Buddhist studies

Subjects that may be taken in English only:

English language (Syllabus A)
English language (Syllabus B)

French
Shorthand

English literature

Typewriting

Subjects that may be taken either in Chinese or in English:

Additional mathematics	History
Art	Home economics
Biblical knowledge	Mathematics
Biology	Metalwork
Chemistry	Music
Commerce	Needlework/Dress
Design and technology	Physics
Dressmaking	Pottery
Economic and public affairs	Practical electricity
Economics	Principles of accounts
Electronics and electricity	Technical drawing
Geography	Woodwork

7. Alternative syllabuses exist or are being developed in the sciences and mathematics. German is shortly to be introduced and Biblical knowledge is to be replaced by religious studies.

Sixth forms

8. The range of subjects currently available in the Hong Kong Higher Level and the Hong Kong Advanced Level examinations is as shown below:

Higher Level

Biology
Chemistry
Chinese history¹
Chinese language and literature¹
Economics
Economics and public affairs
English language²
Fine arts
General mathematics
Geography
Higher mathematics
History
Music
Physics
Religious studies

Advanced Level

Applied mathematics
Biology
Chemistry
Chinese history¹
Chinese language and literature
Economics
Economics and public affairs
English literature
Geography
History
Other approved languages
Physics
Principles of accounts
Psychology
Pure mathematics

1 : May be taken in Chinese only

2 : May be taken in English only (All other subjects in the Higher Level examination may be taken either in Chinese or in English)

(Use of English - taken by all candidates but not an Advanced Level subject)

1 : May be taken in Chinese only (All other subjects in the Advanced Level examination are taken in English)

9. New subjects are to be introduced shortly: business studies and principles of accounts in the Higher Level examination and business studies and sociology in the Advanced Level examination.

General

10. At the senior secondary and sixth-form levels schools normally include some cultural subjects and/or general activities in the curriculum in addition to a range of subjects drawn from those available in the three public examinations. As stated in appendix C, some sixth-form students also prepare for other public examinations, such as the General Certificate of Education. At all levels school authorities enjoy considerable freedom in the choice of subjects and the overall balance of the curriculum: the Education Department offers guidance and advice on these matters but recognises the need for flexibility and adaptability within individual schools.

The Hong Kong Education System

Appendix R

A Note on the Chinese Language

This note is included for the benefit of readers who are unfamiliar with the Chinese language or its characteristics, in order to give them an insight into the linguistic background to Hong Kong education. The problems associated with the bilingual education system, with the teaching of Chinese and English, and with the choice of language as the medium of instruction in schools are discussed briefly in chapters 2 and 7.

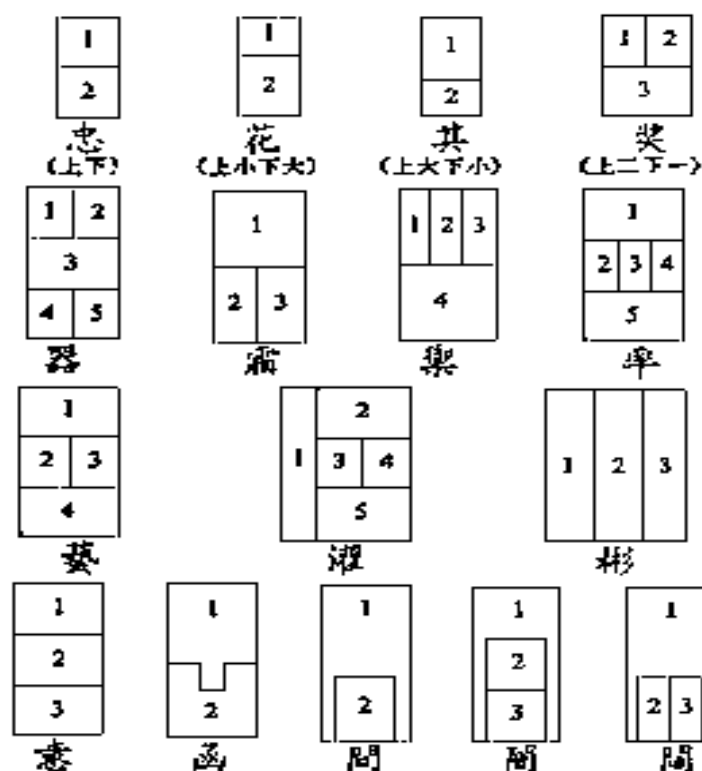
General

2. Chinese is one of the Sino-Tibetan languages, first developed along the Yellow River. Its script is non-alphabetic, consisting of 30,000 ideographs (or 'characters'), of which a knowledge of about 3,000 is required to read a newspaper and about 6,000 to understand literature. There are several major dialects: these differ to such a degree that speakers of different dialects may be unable to understand each other, though the characters are common to all of the dialects. The principal dialect of the people of Hong Kong and of the adjacent Guangdong Province is Cantonese and this is the dialect used in virtually all Hong Kong schools. All the dialects are uninflected, monosyllabic and tonal, the spoken tone of a monosyllable conveying its meaning. Various forms of simplified written Chinese and romanised versions of Chinese dialects have been devised but these are not normally used in the Hong Kong education system.

Chinese characters

3. Chinese characters have the following features:

- (a) each character is pronounced as a monosyllable;
- (b) each character has a unique structure and form; its structure is often symmetrical as in the following examples:



- (c) as each character possesses an independent sound, the characters have to be learned separately, one by one: this means that the form and sound of each character must be memorised individually and its correct usage practised repeatedly;
- (d) there is an average of twelve strokes in each character (in the traditional form);
- (e) characters are complex in a number of ways: for example, characters of different meaning and form may have the same sound and tone; a character may convey different meanings if pronounced with different tones; the sound of a character and its form have little relationship;
- (f) further complexities arise under certain conditions: for example, because of the historical development of characters over many centuries, a character may have several slightly different forms, as in the following examples:

全全;
染染;
研研;
窗窓憲總總

some of which, though generally acceptable, may be rejected by scholars; the same character may be pronounced in many different ways or with different tones, with a consequent change in meaning or usage; and a character may have different meanings when used in different situations (for example the character one "(**03)" can convey ten different meanings according to context).

Words and meaning

4. 'Words' in Chinese may consist of single characters with independent meanings functioning individually in sentences, or a combination of two or more characters which convey an idea through their juxtaposition - in the latter case the idea conveyed by the group of characters may have no relationship with the individual constituent characters. Because of the immense span of the territory of China the same object may often be denoted in different provinces by different words.

5. The flexible structure of Chinese is an advantage when used for works of art and literature but it can be an obstacle when accuracy and precision of expression are required. There is now a tendency in Chinese writings (especially those related to science and technology) to borrow some structural patterns from western languages in order to overcome this difficulty.

Effects on learning

6. The nature of Chinese is such that most Chinese pupils need to devote more time and energy to learning their mother tongue than do pupils elsewhere. The main reasons are that:

- (a) rote learning is unavoidable, especially in the preliminary stages of language learning;
- (b) the basic language skills can be mastered only by constant practice;
- (c) pupils must become aware of and understand the implications of the sound, form and meaning of certain characters in order to achieve a satisfactory minimum standard; and
- (d) beginners are unable to read children's story books etc. independently until they have mastered about 1,000 - 1,200 characters.

The complexities of the language may cause a person of average linguistic attainment to hesitate in using some words and expressions embodying complex characters of the type described; this may lead to diffidence in expression.

7. Viewed from another angle, a Chinese pupil may have indirectly acquired, in the process of learning the Chinese language, the following types of skill which could be of benefit to him in other respects:

- (a) skill in remembering isolated and unrelated items - e.g. figures, symbols and facts;
- (b) skill in detecting differences and similarities among a group of symbols, abstract figures, patterns, etc.;
- (c) patience in work, especially work of a painstaking nature.