



PRIMARY EDUCATION AND PRE-PRIMARY SERVICES

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AND

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Chapter 1

Introduction

1.1 This White Paper arises from the Government's concern over the need to improve the quality and standards of child care and education. The Government recognizes that investment in the young is valuable not only for its own sake but for the continued well being of Hong Kong.

1.2 The Green Paper on Primary Education and Pre-primary Services was published in April 1980. It was based upon 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. These findings and recommendations were considered in the Board of Education and in the Social Welfare Advisory Committee as appropriate, and a number of recommendations arising from this consultation were then incorporated into the Green Paper.

1.3 Comments were invited on the Green Paper proposals by the end of July 1980. The response from interested organizations, groups and members of the public was considerable. Press, television and radio coverage was also extensive and relevant comment from the media was carefully recorded. The views expressed in the Legislative Council during the debate in June and July 1980 and those of the Legislative Council Ad Hoc Group set up to study the provisions of the Green Paper were also carefully noted.

1.4 All of these views were then collated and analysed. As a result of this further study it is proposed to implement the vast majority of the proposals set out in the Green Paper, although some of them have been modified and a number of new proposals have been incorporated. This White Paper accordingly represents the Government's considered views on the future development of the areas of primary education and pre-primary services.

1.5 The White Paper is primarily concerned with services to children in the age range 3 to 11 years. Certain aspects of the care of 2-year olds are considered, but services to children below the age of 2 years have not been dealt with as these very young children require services of a different order. The proposals in this White Paper have been developed in the context of Chinese schools. The special needs of English-speaking children have not been examined, but it is intended that the existing policy of parity of subsidy should continue to apply to them where appropriate.

1.6 Some of the measures which have been included represent significant improvements over the original Green Paper proposals. The principal changes include:

- (i) an improved provision of basic equipment and consumables for primary schools (Chapter 4);
- (ii) the building of central primary schools in some remote districts of the New Territories (Chapter 5);
- (iii) an improved staffing formula for primary schools (Chapter 6);
- (iv) a revised scheme for the control of entry to primary schools (Chapter 7);
- (v) an improved fee assistance scheme for children attending kindergartens and child care centres (Chapter 8).

1.7 The Green Paper proposed a change of title for the child-orientated group teaching method known as the 'Activity Approach'. The term 'learning-by-doing' was suggested since it was felt that the term 'Activity Approach' could be associated with an excessively liberal approach which had not been fully successful in some countries. Comments received on this particular proposal indicate that most respondents wished to retain the original title since this is well understood in Hong Kong. Bearing in mind also that the Chinese term for 'Activity Approach' is identical to that for 'learning-by-doing', the Government has decided to revert to the original title of 'Activity Approach'.

1.8 It should be noted that little reference to Special Education has been made in this White Paper as it has already been covered in the 1977 Rehabilitation White Paper 'Integrating the Disabled into the Community: A United Effort' and its associated Rehabilitation Programme Plan. However, a number of issues touching on Special Education were mentioned in the Green Paper and these together with the comments on them are being studied separately in the annual review of the Rehabilitation Programme Plan.

1.9 The dates of implementation of measures set out in this White Paper will be subject to the voting of funds by the Finance Committee of the Legislative Council from time to time.

1.10 This White Paper is a policy document setting out the Government's intentions in the field of primary education and pre-primary services. It does not include the detailed argumentation set out in the Green Paper except where changes to proposals in that document have been made. For a full appreciation of the decisions announced in this paper, reference to the Green Paper is recommended. The Report of the Working Party set up to Review the Secondary School Places Allocation System is also a relevant reference document as it provides background information relating to one or two of the matters presented in this paper.

Chapter 2

The Structure of Primary Education and Pre-primary Services

2.1 The Green Paper set out at considerable length the arguments for maintaining the existing age of entry and course length for primary schooling. Public comment has generally endorsed these views and the Government accordingly intends that the primary course should be of six years with the age of enrolment being normally at the age of 6 but as early as 5 years 8 months if the parents so wish.

2.2 There was, however, some criticism of the Green Paper's proposals in respect of the definition of kindergarten and child care centre services. The Green Paper had proposed that a distinction should be drawn between the two types of institution based essentially on the number of hours of operation each day. Kindergartens would not be allowed to receive any group of children for more than four hours a day, while any institution permitting attendance for more than four hours during a day or providing luncheon facilities (which indicates that full day care may be intended) would need to be registered under the Child Care Centres Ordinance.

2.3 The arguments adduced in favour of an alternative definition based on age rather than hours of operation have been two-fold, namely:

- (i) most younger children require the more care-orientated approach offered by child care centres, while the older age group of 4 and 5 year-olds are more capable of profiting from a more structured approach to education; and
- (ii) child care centres providing full day care for 4 and 5 year-olds, while necessary in some cases, are probably not desired by the majority of parents.

2.4 The Government has decided in response to these views that pre-primary services could most effectively be divided at the age corresponding to two years before entry to primary school, with children below that age attending child care centres or any institution registered under the Child Care Centres Ordinance, and pre-primary children above that age attending kindergartens which would be registered under a suitably amended Education Ordinance.

2.5 In order to coordinate the work of the Social Welfare Department and the Education Department in supervising and servicing pre-primary education and care, a Standing Committee has been set up comprising senior members of both departments and chaired by a senior officer of the Government Secretariat.

2.6 It is recognized that some children in the kindergarten age range may require full day supervision and for this purpose some full day kindergartens will be permitted to operate subject to their providing acceptable facilities.

2.7 The proposals in respect of residential child care centres set out in the Green Paper did not meet with much specific comment and it is intended that in general where children require care outside the normal home environment foster care rather than institutional care should be encouraged. It is recognized that suitable foster parents may not be easy to find in Hong Kong and that while the Government will continue to encourage foster care, it is inevitable that some residential care will still be required. The Government will therefore continue to encourage voluntary agencies to provide residential care where necessary. The institution should have a home-like atmosphere where the children are catered for in small groups of not more than ten. The aim should be to provide for the children's physical and emotional needs and to encourage a sense of belonging and personal identity.

Kindergartens

2.8 A few comments received on the Green Paper advocated the continuation of baby classes in kindergartens. The Government is prepared to permit the operation of such classes for three year-olds provided the classes are registered as child care centres under the Child Care Centres Ordinance, and conform to its standards. Such centres will be strongly encouraged to adopt an informal approach.

2.9 In order to provide for these changes, the Government intends to amend the Education Ordinance:

- (a) to provide for the admission of children to kindergartens but restricting admission to children aged 3 years 8 months and above; and also
- (b) to define kindergarten education as being a one-to two-year course of education suitable for children between the ages of 3 years 8 months and the time of entry to primary school.

2.10 It will be necessary to initiate a gradual phasing in of the minimum age of entry to guard against the sudden increase in the demand for child care centre places. It is therefore intended that the restriction of admission to kindergartens to children aged 3 years 8 months and above should be implemented over a three-year period starting in September 1982.

2.11 The Government intends to control standards, particularly of space and of teaching staff. In future an area of 1.2m² must be provided for each child, with double that space, 2.4m², for the teacher. It is also intended to restrict to 30 the number of children who may be supervised by one teacher. In order to minimize any inconvenience and to allow kindergarten operators time to adjust to the proposed arrangements, it is intended to phase in these new standards over a period of four years commencing September 1982. There is no objection to allowing classes with their teachers to join together for activities provided that the basic classroom space and supervision standards are met.

2.12 The target dates for the phased introduction of a reduced maximum class size are as follows:

<i>Year (at Sept.)</i>	<i>Maximum Class Size</i>	<i>Estimated KG enrolment</i>
1982	45	200 700
1983	42	186 200
1984	38	181 700
1985	34	176 700
1986	30	181 100

Primary Education

2.13 Entry to primary schools will as at present be compulsory from the start of the school year following the child's reaching the age of 6, but will be permitted from 5 years 8 months. It is not intended, for the time being, to allow new entrants to Primary 1 to join the class other than at the beginning of the school year. The effect of this in practice is that children entering Primary 1 will range in age from 5 years 8 months to 6 years 11 months. Parents will be encouraged, where applicable, to take advantage of the opportunity to enter their children before the age of 6.

2.14 To ensure that this relatively wide age range does not become even wider, it is intended to enforce rigorously the regulations governing the age of entry to primary school described in paragraph 2.13. In Chapter 7 the intended method of allocating Primary 1 school places, which is primarily based on parental choice, is described. Any over-age children applying for Primary 1 places will be accorded very low priority in this allocation.

2.15 As explained earlier, the length of the primary course will remain at six years. However, it is estimated that about 30% of children currently spend seven years in primary school by repeating one year of the course. While it is accepted that under special circumstances, such as ill health, this cannot be avoided, it is generally considered educationally undesirable. It also increases the age range in each class. Steps are therefore outlined elsewhere in this White Paper to reduce the amount of repetition which currently takes place, and also to introduce a system of record cards which will ensure that a child cannot repeat a class on transfer from one school to another without the knowledge of the receiving school. No child will be permitted to repeat more than one year of the primary school course without the express permission of the Director of Education.

2.16 It has been decided that in view of the availability of adequate school places in the public sector the time has come to reduce the maximum class size. As a first step, it is intended that, with effect from the Primary 1 entry of 1983, no class in the public sector should exceed 40, while schools adopting the activity approach will be permitted to reduce the size of their classes to 35. The Code of Aid will be amended to reflect these intentions.

2.17 Because uniform standards are desirable the available capacity of schools in the New Towns makes it impossible to reduce the class size further at the present time. However, it is anticipated that it will be possible to make further reductions later subject to the availability of sufficient classrooms and teachers.

2.18 No child need enrol at a private school since adequate provision will continue to be made in the public sector. It is not, therefore, intended to enforce any change in class size in the private sector. The present legal maximum class size will therefore remain at 45.

2.19 With class sizes reduced and the size of the standard classroom being maintained, there will be little danger of overcrowding in public-sector primary schools. However, it will still be necessary, for reasons of safety and health, to retain the space requirements currently in force, to protect children attending schools in the private sector (see Appendix 1).

2.20 The Government intends to build two or three new government primary schools in selected areas where there is a demand for places. A final decision on building more government schools will be taken after this pilot project has been evaluated.

Chapter 3

Standards in Pre-primary Care and Education

Child Care Centres

3.1 The Government intends that child care centres shall offer services for children below kindergarten age but usually over the age of two. One of the roles of a child care centre is the provision of services which often cannot be provided at home. Children of the 2 - and 3-year-old age group will be socializing and enjoying the beginnings of educational experiences in these centres. The Social Welfare Department will continue to encourage child care centres to provide well designed programmes of informal activities to occupy the children who attend them.

3.2 The Government is generally satisfied that the statutory requirements governing the operation of child care centres, which include staff qualifications, the staff to children ratio and minimum space standards, provide an effective means of ensuring that the quality of care provided is of an acceptable level. It will, however, be necessary to make minor amendments to the Child Care Centres Ordinance, following the publication of this White Paper.

3.3 Under the Child Care Centres Ordinance and its subsidiary legislation, the minimum educational qualification for a child care worker is completion of Form III whilst that for supervisors is the Hong Kong Certificate of Education with two subjects at Grade E or above. These arrangements appear to be working well and no change is proposed. By law, all child care centre staff must have completed a child care training course recognized by the Director of Social Welfare. However, the present number of trained staff is limited and in order to ease staffing difficulties for operators, there is provision for untrained staff to be engaged for a limited period whilst they undergo in-service training. These 'trainee child care workers' must be trained within one year of being appointed or within such further period as may be determined by the Director of Social Welfare and, to ensure that the children receive adequate care, no centre may employ more than one-third untrained staff at any one time.

3.4 Training for child care staff is provided by the Training Section of the Social Welfare Department, the Hong Kong Polytechnic and the Lee Wai Lee Technical Institute. The Social Welfare Department concentrates on in-service training courses and will continue to do so. The Hong Kong Polytechnic provides both pre-service and in-service training, whilst the Lee Wai Lee Technical Institute runs a pre-service course for Form III school leavers. The total number of trained staff as at 1 May 1981 was 1 305 against a current requirement of 1 859. The present training facilities should be adequate to meet full demand.

3.5 The minimum age requirement for a child care worker is 18 years of age. However, not all Form III school leavers on completion of the 2-year pre-service course at the Lee Wai Lee Technical Institute will have attained this minimum age. It is therefore intended to permit the employment of staff under the age of 18 as child care workers provided they have completed an approved course of pre-service training at the Lee Wai Lee Technical Institute or at any other institution offering a comparable course of study.

3.6 Many of the measures in respect of Child Care Centres, set out in this White Paper produce a requirement for additional staff for the Social Welfare Department. Staff in particular will be required for the following purposes:

- (a) to increase the Advisory Inspectorate to cope with the larger number of Child Care Centres required;
- (b) to implement the financial assistance scheme and assess families' entitlements to assistance; and
- (c) to meet the enhanced training requirements for child care centre staff.

Kindergartens

3.7 By the age of four, children can benefit from a more controlled environment where appropriate materials and guidance are available to promote their mental and physical developments. Five specific areas were identified in the Green Paper:

- (a) social and emotional development;
- (b) activities to stimulate the formation of concepts;
- (c) activities to develop linguistic competence;
- (d) activities to develop creativity;
- (e) motor activities to improve co-ordination.

At present, owing to lack of training, the need to cover these areas is only clearly understood in a very limited number of kindergartens. In order to guide teachers to an understanding of these areas and to ways in which they can be promoted, an intense period of curriculum development will be needed together with a systematic scheme of teacher training.

Curriculum Development

3.8 It is widely accepted that for curriculum development to be fully effective it is essential to include practising teachers working on a full-time basis. The Government intends to follow this practice at all levels of curriculum development. However, at the kindergarten level, it is particularly difficult to do so, as the number of kindergarten teachers with sufficient knowledge and experience to carry out this work is very limited and these are all employed in the private sector. Details of this scheme will need to be worked out with operators of kindergartens which employ suitably qualified teachers. In essence, the kindergartens will be asked to release the teachers for a specified period of time (say six months) during which the Government will compensate the school for the additional costs involved in the employment of temporary replacements. Schools releasing teachers will also be invited to participate in projects associated with kindergarten curriculum development. In this way, the schools and their staff should gain considerable long-term benefit. The Government is confident that some of the bodies operating non-profit-making kindergartens will be pleased to take part in such ventures.

Curriculum Materials

3.9 No kindergarten can implement the type of curriculum envisaged, even on an experimental basis, without adequate equipment and teaching materials. The Government intends to make it obligatory for all kindergartens to provide and maintain in good condition equipment and materials of a quantity and standard which is acceptable to the Director of Education. Appendix 2 lists the basic furniture and equipment which will be required when this is first implemented, but this list may be amended by the Director from time to time.

Training of Teachers

3.10 At present, about 84% of the teaching staff in kindergartens are untrained and the Government will step up its training resources to remedy this situation as soon as possible. The measures outlined below are intended to ensure that all kindergartens will employ a reasonable proportion of teachers with at least basic training. In the longer term, it is intended to provide pre-service initial training for kindergarten teachers along lines similar to that now provided for primary school teachers. However, it is recognized that this will only become feasible when kindergarten teaching can offer attractive career prospects. The demand for qualified kindergarten staff which will be generated by the measures set out in this White Paper will be met primarily by in-service training, at least for the next few years.

3.11 Two types of courses are being introduced - a two-year part-time in-service course, initially at a college of education, and a twelve-week intensive part-time in-service course to be conducted initially by the Advisory Inspectorate.

3.12 In September 1981, the new two-year course will replace the existing two-year course currently conducted by the Advisory Inspectorate. Initially, it will cater for 120 teachers each year, increasing to 240 in 1984. Graduates from this course will be designated 'Qualified Kindergarten Teachers'.

3.13 The twelve-week course, designed to give some training to as many teachers as possible and as quickly as possible, is planned to start in September 1982. Each course will cater for 180 teachers with two courses being conducted each year. Graduates from this course will be designated 'Qualified Assistant Kindergarten Teachers'.

3.14 On the basis of the training programmes described above, and allowing for wastage it is estimated that the following numbers of trained kindergarten staff will become available:

<i>Year (at Sept.)</i>	<i>Qualified Kindergarten Teachers</i>	<i>Qualified Assistant Kindergarten Teachers</i>	<i>Total</i>
1981	430	-	430
1982	440	-	440
1983	520	360	880
1984	590	680	1270

3.15 The Government intends to require kindergartens to employ a substantial proportion of Qualified Kindergarten Teachers or Assistant Teachers. It is planned to meet the following targets: -

- (a) by September 1984, all kindergartens should be required to employ at least one Qualified Kindergarten Teacher or Assistant Teacher;
- (b) by September 1986, 45% of kindergarten staff must have been trained by attending a recognized kindergarten training course;
- (c) by September 1988, 60% of kindergarten staff must have been similarly trained;
- (d) by September 1990, 75% of kindergarten staff must have been similarly trained;
- (e) by September 1992, 90% of kindergarten staff must have been similarly trained.

The proportion of Qualified Kindergarten Teachers to Qualified Assistant Kindergarten Teachers is specified in Appendix 3. It is considered essential that the head of the school should attend the two-year course unless he possesses a qualification at least equivalent. A qualification will not be considered equivalent unless the course of study leading to it had a kindergarten training element in it. The requirement relating to heads will be enforced with effect from September 1986.

Implementation

3.16 A number of the measures described involve legislation and this is summarized in Appendix 7. In order to ensure that kindergartens carry out their legal requirements it will be necessary to strengthen the supervisory capability of the Education Department.

3.17 At the same time, with the development of a new curriculum, better general facilities and a gradually increasing body of trained staff, kindergartens will need a great deal of advice and assistance to make the most effective use of the new opportunities available.

3.18 In order to provide this assistance, it is intended to increase the strength of the Advisory Inspectorate so that each kindergarten can be visited at least four times a year. To do this, it will be necessary to provide one Inspector for every 360 classes. Inspectors will also be required to implement the twelve-week training course for Assistant Kindergarten Teachers.

3.19 Staff for the two-year in-service course for kindergarten teachers have already been selected and are currently undergoing an intensive course of training conducted by an overseas specialist in the field.

The New Training Institute

3.20 To ensure that training for both kindergarten teachers and child care centre staff is provided in the most effective and economic manner, it is intended to create a new Training Institute by September 1984. The Institute will take over the training responsibilities described so far in this chapter. It is intended that it will be a well-equipped institution, and the courses for child care centre staff and kindergarten teachers will be co-ordinated, with substantial parts of the courses being shared. It will be necessary to accelerate the training programme after the creation of this institution, in view of the shortfall indicated in Chapter 9.

Chapter 4

Standards in Primary Education

4.1 The Government attaches great importance to standards in primary education. It was stated in the 1978 White Paper on the Development of Senior Secondary and Tertiary Education that the principal function of schools was to help children to acquire:

- (i) a lively interest in the world around them and an ability to think for themselves and make decisions;
- (ii) a sense of moral and social values, including respect for others and their views and beliefs;
- (iii) competence in the basic skills of literacy and numeracy;
- (iv) an appreciation of the world's cultural heritage, in particular that of their own community;
- (v) a realization of Hong Kong's place in the world and its inter-dependence on other parts of the world;
- (vi) a basis of mathematical, scientific and technical knowledge and skills to prepare them for the fast-changing, highly technological society in which they will live and work;
- (vii) a knowledge, through a school-based guidance system, of the career opportunities available to them.

Of these aims, (i), (ii), (iii) and (iv) are particularly important at the primary stage.

4.2 Standards depend upon a number of factors, arguably the most important being the capability of the teachers. Of slightly lesser importance are the nature of the curriculum, the school environment and the teaching materials available. The Government intends to make improvements in all these aspects of primary education.

Teachers in Primary Schools

4.3 Heads and teachers play the major role in establishing the standards of education and it is essential that their training fits them for this task. The 1978 White Paper mentioned above extended the length of the non-graduate teacher training course from two to three years with a two-year course reserved for those with at least two subjects with Grade E or above at Advanced level. However, while this will ensure that all new entrants to the profession will be adequately trained, a majority of the present teaching force has only had two years' training and in a large number of cases only a one-year training course. As a result, the majority of existing teachers are not trained to standards now considered desirable, while even the new three-year trained teachers will need refresher training after they have been teaching for a few years.

4.4 The 1980 Green Paper proposed regular courses of systematic retraining for serving primary school teachers and it is proposed to implement this retraining in September 1982.

4.5 A course of retraining lasting about eight weeks will be available for teachers twice during their teaching careers: the first taking place from five to ten years after initial training and the second about ten years later. This training will be compulsory for teachers entering public-sector schools in or after September 1981; it will also be compulsory for any serving teachers whom the Director of Education considers to be particularly in need of such training. Courses for other teachers will be made available as widely as possible with priority being given to teachers from schools adopting the activity approach. It is intended that once the scheme is in full operation in 1986, 800 teachers will receive the eight-week full-time course each year. The retraining will be the responsibility of the colleges of education with the assistance of the Advisory Inspectorate.

4.6 It is intended to allow schools to engage temporary teachers to replace teachers attending retraining courses. Schools will be encouraged to send a different teacher on each of the four courses conducted in any one academic year so that the temporary teacher can stay in that school for a whole year. Temporary teachers will be paid at normal teaching rates (including holidays) and the work will count for service and increments as in the case of regular teaching.

4.7 In addition to systematic retraining, there is a need for refresher courses to introduce new curriculum ideas and other innovations. These will normally be carried out by the Advisory Inspectorate as at present. The Government considers that it would be appropriate for teachers attending such courses to be relieved of some of their teaching duties provided the courses are considered by the Director of Education to be necessary for the teachers to carry out the work effectively. It is, therefore, intended that half the time spent on such a course should be in the teachers' own free time but the rest of the course should be arranged in school time and the teachers released from their teaching duties to attend it. This is taken into account in the new staffing ratio proposed in Chapter 6.

4.8 Training courses for heads of primary schools will be at least of equal importance to courses for teachers, since heads currently receive no specific training for their duties. The Education Department has already established a training unit primarily for this purpose and courses for primary school heads and those likely to be appointed as heads will start in September 1982. It is intended that all heads appointed to public-sector schools after September 1982 should have successfully completed such a course before appointment. Serving heads will be offered courses as vacancies become available and any head may be directed to attend such a course if the Director of Education considers there is a particular need for it.

The Curriculum

4.9 At present, the school subjects which need most attention are Chinese and English. The teaching syllabuses for both of these subjects have recently been revised and with the creation of the Institute of Language in Education in September 1982, teachers will be helped to implement these new syllabuses effectively. Particular attention will also be given to the subjects of art and craft, and music. Emphasis will be placed on co-ordinating the various arts and crafts, and, particularly in the case of music, on improving the training provided in the colleges of education.

4.10 Moral education has recently attracted considerable interest in connection with the increasing problems of juvenile delinquency and crime. Guidelines are being prepared to assist schools in this difficult area of education.

4.11 Reviewing the curriculum is a continuous process and the Curriculum Development Committee supported by the Advisory Inspectorate carry out this function. A complete review of the curriculum development organization is currently being conducted. As part of the curriculum development process, it is intended to set up small teams of teachers to work on curriculum development projects on a full-time basis. It is estimated that about six teachers will be required for each team, the various teams working on different subject areas at different times. Temporary teachers will be required to replace those released by their schools to undertake this work and it is intended that the remuneration for these teachers should follow the principles set out in paragraph 4.6.

The Activity Approach

4.12 The Government has decided to encourage the development of the activity approach particularly in Primary 1 to 3 classes. This less formal, pupil-orientated approach is described in some detail in the Green Paper and will not therefore be described here. The steps to be taken to make this development practicable and encourage more schools to take part are as follows:

- (a) a class size of 35 will be permitted in schools adopting this approach;
- (b) each class intending to adopt the approach will receive an initial grant to purchase classroom equipment and a recurrent subsidy for the purchase of consumable materials;
- (c) each school adopting this approach will be provided with funds to purchase equipment to assist in the production of teaching aids;
- (d) schools intending to adopt this approach will be given priority in the systematic retraining scheme for teachers;
- (e) the rate at which the activity approach is expanded will be governed by the availability of the facilities for training and supervision. It is intended to provide such facilities to enable 350 additional classes to adopt the approach each year, rising to 400 by 1987;

- (f) it is desirable that teachers trained in the activity approach should continue to teach in classes where the approach is adopted (normally Primary 1-3). Under no circumstances should these teachers be excluded from consideration for promotion because they teach only in the lower part of the school.

Further details of these measures are given in Appendix 4.

Resource Materials and Services of Schools

4.13 In addition to improving the curriculum in the ways described above, there is also a need in all schools, whether or not adopting the activity approach, for more resource materials and other aids to make teaching more effective. The Government intends to take the following steps to provide for this need:

- (a) class libraries will be introduced in all Government and aided primary schools commencing in September 1983, with a pilot project in twenty-five schools starting in September 1982. In 1983 the class libraries will be introduced into Primary 5 and 6 classes, the next year into Primary 3 and 4 classes and the following year into Primary 1 and 2 classes;
- (b) additional audio-visual aids equipment will be provided for schools;
- (c) a new Media Production Services Centre to enable teachers to produce their own teaching aids will be established on Hong Kong Island, and later one will be opened in the New Territories. At present, the service is only available in Kowloon;
- (d) the staff of the existing Media Production Services Centre will be increased to enable it to open seven days a week. The new centres will also be staffed to enable them to open seven days a week;
- (e) libraries of video-cassette tapes will be established to enable schools to take full advantage of the new colour TV sets and video-cassette recorders provided for ETV services;
- (f) the Visual Education Centre of the Education Department will be supplied with transport to enable technical back up and better advisory services to be provided for schools.

Further details of these measures are given in Appendix 5.

Capitation Grant

4.14 It is some time since the capitation grant was last reviewed. The Government therefore intends to re-assess this grant to take into account the current cost of teaching materials and services and the needs of the new curriculum. In future this review will be carried out annually.

School Visits

4.15 In addition to reviewing the capitation grant, the Government intends to include as a specific item in that grant, funds to cover the costs of students paying visits to places of educational interest such as Ocean Park, country parks and the Space Museum and of students taking part in sports and cultural activities.

Textbooks

4.16 The most commonly used of all teaching aids is the textbook. The Government is currently planning to modify the system of reviewing textbooks with the aim of improving the quality of the books and the speed with which they can be supplied to meet new curricular needs. The scheme will include a payment system for textbook reviewers and a financial contribution by publishers towards the cost of the reviews. The Government is also currently reviewing the grant made to assist needy pupils to purchase their textbooks to provide more realistic assistance to meet current textbook costs.

The School Building and Its Furniture and Equipment

4.17 In paragraph 7.9 of the Green Paper, reference was made to the revised standard plan to which all new public-sector primary schools will be built. This plan will be kept under regular review. The Government also intends to improve the standards of existing classrooms in the public-sector schools wherever this is feasible at reasonable cost, to bring them up to the standards approved for new schools. This mainly involves the provision of shelves, sinks and power points. The work will have to be carried out over a considerable period of time and priority will be given to schools adopting the activity approach. Specifications for new, light, modern school furniture will be drawn up and this new furniture will gradually replace old-fashioned desks and chairs in all schools. Schools with particularly unsatisfactory furniture or school where the need for extensive repairs is urgent will be given priority.

4.18 Where schools are definitely sub-standard as distinct from simply lacking a few facilities, steps will be taken either to bring them up to standard or to phase them out as appropriate.

4.19 In order to support the proposals for improving the standards of primary education contained in this chapter, the Government has also decided to improve the teacher to class ratio and reduce the maximum class size in public-sector schools. Details of these proposals are to be found in Chapters 2 and 6.

4.20 The Government also intends to tackle the problem of noise affecting schools and a pilot project is shortly to start to ascertain the most efficient way of dealing with this problem.

4.21 One way of improving the standards of primary education would be to change to single sessional operation. However, in view of the massive building programme which would be required over and above the current building programme and the general shortage of suitable sites this is not considered feasible at present. However, in districts where the school population is declining, every encouragement will be given to schools wishing to adopt single sessional operation. At the same time, where the demand is so low that even single sessional operation becomes inefficient, schools may have to be closed.

The Advisory Inspectorate

4.22 In order to supervise the implementation of the proposals made in this chapter and to provide the advisory services needed to help primary schools implement the new projects, it is essential that the Advisory Inspectorate be substantially strengthened in its curriculum development, primary inspection, library and audio-visual aids sections. The introduction of graduate inspectors into the primary school inspection force will also be considered.

4.23 In order to ensure that the Inspectorate and the colleges of education are staffed by the best and most experienced educators available, the base of recruitment will be broadened by opening the basic grade posts to candidates both from within and without the Government sector simultaneously.

Chapter 5

Rural Schools

5.1 The Government has carefully considered the special problems posed by primary schools in rural areas. It is recognized that these schools have been developed, usually as a result of local initiative, to provide a basic education for village children. The introduction of nine years of free and compulsory education in accordance with the 1974 White Paper has meant that most of these children have to continue their education in large centrally located secondary schools. This has imposed a strain on the village schools and the children who attend them as they find it extremely difficult to achieve the standards necessary to benefit from the education provided at the secondary level. In order to reap maximum benefit from the years of study at the junior secondary level, it is important that children should receive a sound basic education at the primary level.

5.2 It is recognized that very small schools are by and large educationally inefficient and it is therefore considered that wherever possible, but without causing hardship, schools of less than six operating classes should be closed. Notwithstanding this general principle, there may well be cases, particularly in the more remote parts of the New Territories or where schools serve a specific, compact community, where it is essential or desirable for small schools to continue in operation. Such cases should, however, be regarded as exceptional.

5.3 In order to provide schools of an educationally viable size in the rural areas, encouragement will be given for the building of centrally located primary schools to provide education for children in surrounding areas, provided that existing smaller primary schools in the vicinity are closed down. It is considered that these new schools and all other new primary schools should consist of not less than six classrooms with operating classes.

5.4 The difficulties of teaching effectively in small rural schools and the need to extend teaching skills in these schools is fully recognized. It is intended, therefore, that all teachers in the remaining genuinely remote, very small rural schools should be trained in the activity approach as a matter of priority, and that the classes in these schools should be given the equipment and allowances for consumables provided for such classes, again as a matter of priority.

5.5 Schools with only one or two classrooms should be staffed with ~~1½~~ and ~~2½~~ teachers per session respectively, using part-time teachers where appropriate. By sharing teachers between the a.m. and p.m. sessions the resulting additional member of staff would provide some non-teaching periods in which administrative and professional duties could be carried out.

5.6 All schools in remote areas should be visited regularly by the Advisory Inspectorate of the Education Department. In order to achieve this aim, it is recommended that a number of Inspectors should be assigned to these duties, based upon the ratio of 1 Inspector for every 20 rural schools.

5.7 In order not to deter teachers from applying for posts in remote areas, a survey of all remote schools will be made to establish the extra expenses incurred by teachers who have to teach in such remote areas. After this survey has been conducted, new rates of inducement allowance will be determined. Allowances to teachers at schools no longer difficult of access will be discontinued. Serving teachers will, however, be permitted to retain the allowance while they remain at their schools.

Chapter 6

Remedial Teaching and the Staffing of Primary Schools

Remedial Teaching

6.1 For various reasons there is often a wide range of ability in the intake of children of a primary school. While educators may argue about the desirability of mixed ability, it is a problem that many schools have to face. There will always be children who find difficulty in keeping up with their fellow pupils, and this is a particular problem in the basic subjects of Chinese, English and Mathematics.

6.2 The traditional solution to this problem is repetition, by which children who are having difficulties are made to repeat a year of their course to give them an opportunity to catch up. Current estimates suggest that, as a result of this practice, up to 30% of children receive seven years of primary education rather than six.

6.3 There are a number of disadvantages to repetition and these include a wide age range in the class, boredom on the part of the repeater and too much pressure on the child to avoid relegation. Repetition also represents a waste of a complete year to solve what may be a relatively minor problem.

6.4 It has therefore been decided to encourage the practice of remedial teaching. This involves taking a child out of his class and giving additional help to enable him to catch up with the other children. The help will be given in small groups where a great deal of individual attention by the teacher can be given.

Staffing Requirements for Remedial Teaching and Other Duties

6.5 In order to make remedial teaching possible, additional staff will be required, and since the amount of remedial teaching needed will be proportional to the size of the school, it is considered appropriate to modify the teacher to class ratio to take into account the additional work-load.

6.6 In Chapter 4, a number of measures designed to improve standards in primary education were set out. These included the establishment of class libraries, improvements to audio-visual aids services and the facility for teachers to attend in-service training courses partly in school time. These improvements will involve an extra work-load for staff and therefore also justify some improvement in staffing.

6.7 Taking all these factors into account the Government has decided to increase the teacher to class ratio from 1.1 : 1 to 1.2 : 1.

6.8 It is emphasized that the additional staff provided by this revised ratio are intended specifically to make it possible to implement the measures described above, and in particular to introduce remedial teaching. It is proposed that the new staffing ratio will apply to all Government and aided schools from September 1982. However, any school failing to introduce a substantial element of remedial teaching within one year will have the ratio reduced. The continuation of the enhanced ratio for any school will subsequently depend on a satisfactory programme of remedial teaching being maintained. The Codes of Aid will be amended to reflect these intentions.

6.9 Since one of the objects of the introduction of remedial teaching is to reduce repetition, a substantial reduction in repetition rates will also be required.

Senior Staff

6.10 The Green Paper made proposals, inter alia, to increase the number of senior teachers, introduce deputy heads, and improve the salaries of heads of schools.

6.11 Report No.5 of the Standing Commission on Civil Service Salaries and Conditions of Service, which was accepted by the Government, has already covered some of these proposals. This has

resulted in a new Principal Assistant Master rank for heads of schools with twenty-four classes or more, has raised

the rank of heads of medium-sized schools and has proposed an unspecified increase in the allowance for heads of smaller schools. No further steps need therefore be taken in respect of heads' salaries, except to take a decision on the amount of the allowance for heads of small schools.

6.12 It is still intended that one of the senior teachers in each primary school of twelve or more classes should serve as deputy to the head of the school and share his teaching periods with the head so that the latter can keep in touch with the classroom while the former will have some time for administrative duties.

6.13 The Government also intends that, within the overall teacher to class ratio of 1.2: 1, the number of senior teachers in each school should be increased to take into account the additional responsibilities introduced in this White Paper. It is also clear that the division of responsibilities of senior teachers will need redefining with the introduction of a deputy to the head, the need to organize and supervise remedial teaching and the proposed increase in the use of teaching aids. It is therefore intended to review the duties of senior teachers and devise a new scale of provision of posts for different sized schools. It would appear that two additional senior teachers will be required in a standard 24-class school and that the number required in non-standard schools would be approximately proportional to the size of the school.

6.14 The Government does not intend to make any change in the arrangements for the headships of bisessional schools. However, in large schools, where the two sessions have separate heads, it is strongly recommended that one of the heads should be made responsible for co-ordination.

6.15 The Government intends that the Director of Education should play a more active advisory role in the appointment of heads of primary schools.

Supporting Staff

6.16 In order to ensure that professional staff do not waste their time on duties of a clerical nature, the adequacy of the supporting office staff and the equipment available to them will be kept under review.

Chapter 7

Control of the Primary School System

7.1 The Green Paper considered the pressures imposed on young children by the intense competition to enter popular primary schools and the effect this had on education at the kindergarten level. It proposed the introduction of a system of centralized allocation of Primary 1 places on a district basis and set out one method by which this could be achieved.

7.2 While a number of suggestions were made for modifying the tentative system proposed, the concept of some system of controlling entry to Primary 1 was supported by the majority of those responding to the Green Paper. The Government has, therefore, decided to implement a system of control along the lines described in the following paragraphs. The major change from the method set out in the Green Paper is to give more discretion to schools while at the same time completely eliminating tests and examinations. The new system is still primarily district-based, each district containing approximately half the number of primary schools that are contained in each of the Secondary School Places Allocation nets used in the annual Secondary School Places Allocation exercise. The new system will be introduced in 1983 and reviewed at regular intervals.

7.3 Instead of the division into discretionary places and allocated places suggested in the Green Paper, there will be three types of places:

- (a) *unrestricted discretionary places* $\frac{3}{4}$ up to 35% of the places in Primary 1 in each school may be of this category;
- (b) *restricted discretionary places* limited to pupils from the district serving that particular school $\frac{3}{4}$ up to 30% of the places in Primary 1 in each school may be of this category;
- (c) *centrally allocated places* limited to pupils from the district serving that particular school $\frac{3}{4}$ these represent the balance of places not filled under (a) and (b). These will be allocated by the Education Department.

7.4 The reason for this more complicated division of types of places is to allow schools to play a much greater part in the entry procedures: they may help to select up to 65% of the places ((a) + (b) of paragraph 7.3) while ensuring that at least 65% of the places are filled from the relevant district ((b) + (c) of paragraph 7.3).

Filling of Discretionary Places

7.5 The parents of each child will be permitted to apply *direct* to one school only. The school selected may be either in or outside the district in which they live. The school will notify the Education Department of all applications it receives so that a check can be made on multiple applications.

7.6 In order to guide schools in the selection of children to fill their two categories of discretionary places, the Education Department will issue a set of rules based on a points system, and containing a substantial discretionary element. The rules will give priority to families with some direct connection with the school. High priority will, for example, be given to a child whose brother or sister already attends the school. Schools will be encouraged to accept all applications from families living in the district provided they can do so within their quota of discretionary places without prejudice to those applicants they wish to accept from outside the district. However, no school will be compelled to fill all its discretionary places.

7.7 If a school is oversubscribed, it may, if it so wishes, conduct interviews. The points system referred to in paragraph 7.6 should be used to produce a short list of applicants if this becomes necessary.

7.8 Interviews will relate to a child's every-day experience and will not include questions which involve skills or knowledge that have to be specifically learned such as arithmetical operations, language skills (other than the ability to converse) or general knowledge. An officer from the Education Department will be present at each interview to ensure that no tests of any sort are given. Guidelines on conducting interviews will be provided.

7.9 The percentages of discretionary places for any school set out in paragraph 7.3 will be subject to review if the school fails to follow the guidelines laid down for the conduct of interviews.

7.10 When the selection for discretionary places has been completed, offers of places will be made to the parents concerned. The acceptance of such an offer will be regarded as binding on both the school and the parents.

Centrally Allocated Places

7.11 Parents whose children have not secured places will then be invited to list all the primary schools in their district in order of preference and the subsequent allocation will be based entirely on these choices. First choices will receive top priority and the allocation will be made to ensure that the greatest possible number of pupils are allocated to a school high on their parents' preference lists. If a parent has previously applied unsuccessfully for a discretionary place at a school in the district in which he lives he will still be eligible to include that school in his preference list.

Private Schools

7.12 Private schools will be exempt from the system described above. They will, however, be expected to follow the guidelines for the conduct of interviews referred to in paragraph 7.8. Private schools will be invited to recruit their pupils before the allocation of public-sector places described above, is made.

7.13 Any private school with a feeder school relationship to a secondary school in the public sector may lose that relationship if it fails to follow the guidelines for interviews.

Advantages of the Revised System of Control

7.14 It is hoped that by involving schools in the allocation process in the way described, school traditions will be maintained and good relationships between schools and parents encouraged. Moreover, the allocation of a substantial proportion of places will be based entirely on parents' choices.

Record Cards

7.15 After pupils have been allocated to their schools, pupil record cards will be issued by the Education Department. These cards will be kept and updated by the schools and when pupils change schools the cards will be transferred to the new school.

7.16 Each card will consist of a record of the schools and classes which the pupil has attended and will contain no assessments or comments on ability, performance or behaviour.

7.17 The purpose of record cards is to enable schools to trace the educational history of their pupils so that they can provide this information when required for research or record purposes. This will be of great value in providing information on repetition, facilitating research and generally assisting in the monitoring of the educational system.

The Secondary School Places Allocation System (SSPA)

7.18 The findings of a Working Party set up to review the procedures for allocating secondary school places have recently been published.

7.19 One of the recommendations of the Working Party concerned feeder and nominated schools (these are schools where a fixed percentage of places are reserved for pupils from related primary schools). The recommendation was that this fixed percentage should drop from 85% to 50% in 1983 in the case of feeder schools and remain at 25% in

the case of nominated schools. The recommendation was made in the context of previous policies and uncertainty regarding the Government's likely decision on the control of entry proposals which were outlined in the Green Paper.

7.20 In view of the decisions on control of entry outlined in this chapter, it is now intended to retain the existing feeder quota of 85% of allocated places. Since tests and examinations for entry to Primary 1 are to be replaced by a less competitive system, the advantages of continuity of study can be attained without producing additional pressure on children seeking to enter these feeder schools.

7.21 It is also proposed that there should be no academic hurdle on feeder or nominated school allocation. (At present, only children of high academic ability are eligible.) Schools may thus in future accept the full quota of 85% or, in the case of nominated schools, 25%, irrespective of the ability of the pupils. However, secondary schools will not be compelled to take their full quota if it is considered that it would create too wide a range of ability in the school.

7.22 It is further proposed that once the effects of control of entry and the removal of the academic hurdle on feeder and nominated school allocation can be properly assessed, consideration should be given to an extension of the feeder and nominated school systems. The ultimate target should be the merging of the two types of allocation and its extension to as many schools as possible. It is stressed, however, that this should be a very gradual process, closely tied to the rate at which secondary schools in the public sector become more comparable in standard.

7.23 It is not intended to comment on any of the other proposals of the Working Party as the recommendations are currently open to public debate.

7.24 It is believed that the measures contained in this chapter will have a number of important consequences, including the following:

- (a) they will make it feasible to implement the proposed new class sizes effectively and avoid unfilled classes in individual schools;
- (b) they will assist in the control of repetition; and
- (c) above all, by ending tests and examinations for entering a primary school, kindergartens will be able to take full advantage of the other improvements set out in this White Paper and concentrate on an educationally sound curriculum.

Chapter 8

Financial Assistance for Pre-primary Services

8.1 The proposals in the Green Paper envisaged a uniform system of assistance for child care centres and kindergartens. Representations received from the public have indicated general support for these proposals although some submissions have commented on the need to continue to provide direct subventions to child care centres and others expressed the view that, as a result of generally high levels of fees, the fee assistance proposed was inadequate.

Financial Assistance for Pre-Primary Institutions

8.2 The Government recognizes that in non-profit-making institutions one of the more important elements in determining fee levels is the rental which has to be paid for the premises. Rentals range widely from 50¢ per square foot per month (or about \$5 per square metre per month) for some non-profit-making institutions inside public housing estates to \$5 or more per square foot (or about \$50 or more per square metre) for premises outside the estates. It is considered that wherever similar services are provided to similar standards the fees charged by non-profit-making institutions should be broadly similar and this is clearly difficult to achieve with such widely divergent rents. In order to make this possible as well as to encourage the establishment of non-profit-making pre-primary institutions, it is intended to reimburse rents for non-profit-making child care centres and kindergartens both within and outside public estates provided the accommodation is of an appropriate standard. Rents incurred by non-profit-making child care centres in public housing estates are already being reimbursed. For institutions outside public housing estates, the reimbursement will be subject to the Commissioner for Rating and Valuation certifying that the rent paid is reasonable.

8.3 The Government will continue to provide assistance in land allocation, accommodation, reimbursement of rates and in the fitting out costs for child care centres run by approved non-profit-making agencies. It is also intended to continue to reimburse rates for non-profit-making kindergartens.

8.4 Agreement was recently reached with the Housing Authority on a pilot project, whereby some kindergarten premises in public housing estates would be let at concessionary rents to suitable educational bodies upon the recommendation of the Director of Education. The concessionary rent level is set at about half of the commercial rent for such premises. If the pilot project, which has already started, is successful, it is expected that these arrangements will become permanent and will be extended to all kindergartens. Existing profit-making kindergartens in public housing estates will be encouraged to become non-profit-making, although it is acknowledged that their conversion to non-profit-making status may take some years.

Fee Assistance

8.5 The Government has modified the Green Paper proposals in respect of the scheme of assistance whereby children from low income families would have a proportion of the fees for a child care centre or kindergarten place paid by the Government. This scheme proposed that such children attending child care centres or kindergartens should be eligible for fee assistance provided that, in the case of child care centres, there was a social need for full day care. Maximum assistance designed to cover the full notional fees would be available to all families whose total income was at the public assistance level or below. Above this income level there would be a sliding scale by which the assistance would be gradually reduced. It is now intended that:

- (i) the eligibility for assistance should be based on family income after the rent paid for the family home has been deducted, subject to a maximum deduction of 30% of total income;
- (ii) the maximum fee assistance should be granted if the income after the deduction of rent (see (i) above) is less than or equal to the Public Assistance level for the family concerned, rounded up to the nearest \$100;
- (iii) above the income level described in (ii) the rate of fee assistance will be reduced by \$15 for each additional \$100 earned. This represents larger income steps and a lower rate of reduction than that proposed in the Green Paper.

These measures represent a significant improvement over the Green Paper proposals. A sample fee assistance table for a four-member family is given in Appendix 6.

8.6 The rates of maximum fee assistance will be revised at regular intervals to take into account prevailing fee levels in non-profit-making pre-primary institutions.

8.7 As proposed in the Green paper, families purchasing their own homes will be permitted to treat mortgage payments as equivalent to rent for the purpose described in paragraph 8.5.

8.8 The Director of Education has powers to control fees in kindergartens. It is intended to provide the Director of Social Welfare with similar powers in respect of child care centres.

8.9 All assessments of family entitlements to fee assistance for both child care centres and kindergartens will be undertaken by the Social Welfare Department which will then issue eligibility certificates indicating the amount of fee assistance to be granted. The calculated fee assistance will be paid direct to the institutions concerned by the Social Welfare Department in respect of child care centres and the Education Department in respect of kindergartens. The payment of fee assistance in respect of any child will be dependent upon the institution certifying the continued attendance of that child.

Further Assistance for Child Care Centres

8.10 This new scheme of fee assistance will not be applicable to residential child care centres where most of the children are either orphans or were found abandoned. No fees are charged in residential centres and the Government intends to continue the direct subvention of these centres.

8.11 The Green Paper envisaged that the provision of direct financial assistance to meet recurrent costs would be discontinued with the introduction of the fee assistance scheme although reimbursement of rent and rates would still be provided. In response to the concern expressed by some agencies, the Government intends to retain an element of direct financial assistance by providing registered non-profit-making child care centres with a subvention equivalent to 5% of the approved fees based on the approved capacity.

8.12 The Government will also continue to provide direct financial assistance to meet expenditure arising from additional staff employed by child care centres which accept disabled children and for staff employed by special child care centres for more severely disabled children.

Chapter 9

Estimates of Supply and Demand

Demand for Child Care Centre and Kindergarten Places

9.1 The decision to provide child care for 2- and 3-year olds only and kindergartens for 4- and 5-year olds only, as described in detail in Chapter 2, and to phase in its introduction over a three-year period commencing in September 1982, complicates the demand picture for child care centre and kindergarten places.

9.2 The table below is based on information gained when the Green Paper was being prepared, but modified to take into account the change in policy mentioned above together with current population projections.

<i>Year</i>	<i>Population</i>		<i>Demand for CCC places</i>	<i>Demand as % of 2-3 year age group</i>	<i>Demand for KG places</i>	<i>Demand as % of 4-5 year age group</i>
	<i>2-3 year age group</i>	<i>4-5 year age group</i>				
1982	174 800	166 800	30 700	18	200 700	120
1983	179 100	172 000	41 100	25	186 200	108
1984	183 300	175 400	55 200	30	181 700	104
1985	186 200	179 800	56 200	30	176 700	98
1986	188 800	183 900	56 900	30	181 100	98
1987	192 300	186 900	58 000	30	184 500	99
1988	195 000	189 500	58 900	30	187 400	99
1989	196 800	193 000	59 500	30	190 900	99
1990	197 100	195 700	59 700	30	193 500	99
1991	196 300	197 400	59 500	30	195 000	99
1992	194 300	197 800	59 000	30	195 000	99

9.3 It should be noted that the demand expressed as a percentage of the age group is somewhat unrealistic from 1982 to 1984 since during that period both child care centres and kindergartens will be providing places for 3-year olds and there is therefore a demand for kindergarten places from outside the new age range for which kindergartens are intended.

Provision of Child Care Centre Places

9.4 The following table shows the planned provision of child care centre places compared with the demand estimated above and the consequent shortfall of places anticipated over the next few years. The Government intends to give priority to satisfying the demand for fee assisted places and it will be noted that the planned provision will more than meet this aim. The Green Paper envisaged that full provision of places would be achieved in ten years. It is now estimated that this can be realized within eight years.

<i>Year</i>	<i>Demand</i>	<i>Planned Provision</i>	<i>Shortfall</i>
1982	30 700	17 250	13 450
1983	44 100	22 650	21 450
1984	55 200	28 650	26 550
1985	56 200	33 350	22 850
1986	56 900	37 950	18 950
1987	58 000	42 650	15 350
1988	58 900	47 350	11 550
1989	59 500	51 950	7 550
1990	59 700	56 450	3 250
1991	59 500	59 500	-
1992	59 000	59 000	-

It is anticipated that most of the shortfall will be met by privately operated child care centres.

Demand for Staff for Child Care Centres

9.5 Based on the planned provision of places, it is estimated that the staff required for child care centres will be as follows:

Year	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
Staff required	1 710	2 160	2 660	3 060	3 450	3 850	4 250	4 640	5 020	5 290	5 280

It is expected that this demand can be met and therefore no shortfall of staff is anticipated. However, if the overall shortfall of places is to be met by privately operated child care centres, it will be necessary to step up the training of child care centre staff to staff these centres. Initially the training needs of any additional staff required will be met by the expansion of in-service training courses, but ultimately it is expected that the new training institute will provide whatever courses are needed to meet the demand.

Demand for Kindergarten Staff

9.6 It is assumed that the private sector will supply sufficient kindergarten places to meet the demand tabled in paragraph 9.2. Based on this assumption, and the proportion of qualified kindergarten teachers and qualified kindergarten assistant teachers indicated in paragraph 3.15 and Appendix 3, the following minimum numbers of staff will be required:

Year	Total Number of Staff Required	
	Qualified Kindergarten Teachers	Qualified Assistant Kindergarten Teachers
1984	-	635
1986	910	2 010
1988	1 430	2 600
1990	1 480	3 730
1992	1 490	4 810

9.7 Based on the courses to be provided by the colleges of education, and the Advisory Inspectorate, the following table shows the planned output of trained staff compared with the demand, and indicates the consequent shortfall in provision:

Year	Number Trained Each Year		Total Number of Trained Staff					
	Teachers	Assistant Teachers	Teachers			Assistant Teachers		
			Demand	Total No. Available	Surplus (+)/ Shortfall (-)	Demand	Total No. Available	Surplus (+)/ Shortfall (-)
1982	50	-	-	440	+ 440	-	-	-
1983	120	360	-	520	+ 520	-	360	+ 360
1984	120	360	-	590	+ 590	635	680	+ 45
1985	120	360	-	650	+ 650	635	970	+ 335
1986	240	360	910	830	- 80	2 010	1 230	- 780
1987	240	360	910	990	+ 80	2 070	1 430	- 640
1988	240	360	1 430	1 130	- 300	2 600	1 650	- 950
1989	240	360	1 460	1 260	- 200	2 650	1 850	- 800
1990	240	360	1 480	1 370	- 110	3 730	2 030	- 1 700
1991	240	360	1 490	1 470	- 20	3 770	2 190	- 1 580
1992	240	360	1 490	1 560	+ 70	4 810	2 330	- 2 480

- Notes: (1) Assuming an annual wastage rate of 10% for trained teachers.
(2) Since the demand is for the minimum number of trained staff, a surplus presents no problem.

9.8 The shortfall after 1984 is intended to be met by the new training institute described in paragraph 3.20.

Demand for Primary School Places

9.9 Since primary education is compulsory, the demand for places in the public sector is represented by the total population in the appropriate age group, less the number of children attending schools in the private sector plus the number of places reserved for repetition. The following table shows the estimated demand compared with the population projection:

<i>Year</i>	<i>Population in the 6-11 year age group</i>	<i>Estimated Demand</i>
1982	508 100	472 200
1983	506 700	487 100
1984	507 400	490 000
1985	508 400	493 800
1986	511 600	498 200

Demand for Primary School Teachers

9.10 Based on the estimated demand for places, the proposed new class sizes and the new formulae for providing staff, the additional teachers required will as follows:

<i>Year</i>	<i>Additional Number of Teachers</i>		
	<i>A.M.</i>	<i>C.M.</i>	<i>Total</i>
1982	1 337	156	1 493
1983	1 372	160	1 532
1984	1 376	160	1 536
1985	1 382	161	1 543
1986	1 382	161	1 543

- Notes:*
- (1) A.M. stands for Assistant Master/Mistress, C.M. stands for Certificated Master/Mistress.
 - (2) The figures given are cumulative.
 - (3) The number of A.M. and C.M. posts required is estimated on the basis of the present distribution of schools by size and the proposed new manning scale for schools with different numbers of operating classes.

9.11 Output from the colleges of education will not be able to meet the sudden upsurge in demand in 1982 when the teacher to class ratio is increased. It is, however, considered that by encouraging former teachers to resume teaching together with the anticipated movement of teachers from the private sector, the demand will be met.

Space Standards

The following table sets out the minimum institutional space requirements:

<i>Child Care Centres</i>	<i>Kindergartens and Primary (Activity Approach)</i>	<i>Primary (Non-Activity Approach)</i>
1.8 m ² per child (excluding service areas) or 2.3 m ² per child (including service areas).	1.2 m ² per child and 2.4m ² for the teacher.	0.9 m ² per pupil with 1.5 m in width along the length of the front wall of the classroom for the teacher.

Basic Furniture and Equipment for Kindergartens

1. Tables and chairs as required (kindergartens which have desks should replace them with tables when the desks wear out).

	<i>Suggested Dimensions</i>	
	<i>Age Group 3-4</i>	<i>Age Group 4-6</i>
Average height of desk	510 mm	530 mm
Average height of seat	230 mm	250 mm
Average depth of seat	270 mm	270 mm

2. A blackboard with matt surface.
3. Low shelves, book shelves and storage cupboards/units.
4. Display boards such as tack boards, magnet boards and felt boards.
5. One piano or any other musical instruments which can be used in musical activities, such as cassette-recorders, organs, and percussion instruments.
6. Provisions for play:
 - (a) equipment for physical play such as slides, see-saws, balancing beams, climbing frames, tricycles, rocking-horses/boats, collapsible tunnels;
 - (b) materials for constructional play such as blocks, bricks, coloured beads, straw;
 - (c) play materials which provide experience for the learning of basic skills in pre-reading and maths such as jig-saw puzzles, dominos, matching sets, peg-boards, lottos, counters, counting toys and picture cards;
 - (d) materials for imaginative play such as tea-sets, cooking-sets, dolls and clothes, post-office counters, shop-counters, 'doctor and nurses' kits, puppets, toy-cars, farm sets, zoo sets, service station sets and road signs;
 - (e) materials for sand and water play;
 - (f) art and craft materials such as blunt scissors, newsprint, coloured papers, collage materials, brushes and paints or large crayons, coloured chinks, straws, modelling clay/plasticine and small blackboards/easels (at least four for each class).
7. A slide projector.
8. A medical room/sick-bay with first aid facilities.

Note: No change in the required furniture and equipment for child care centres is envisaged. Details will be found in the Code of Practice for Child Care Centres.

The Minimum Requirement of Trained Staff in Kindergartens

No. of Kindergarten classes per session	Proportion of Trained Kindergarten Teachers and/or Assistant Teachers in Each Kindergarten								
	1984	1986		1988		1990		1992	
		Qualified Kindergarten Teachers or Equivalent	Qualified Assistant Kindergarten Teachers or Equivalent	Qualified Kindergarten Teachers or Equivalent	Qualified Assistant Kindergarten Teachers or Equivalent	Qualified Kindergarten Teachers or Equivalent	Qualified Assistant Kindergarten Teachers or Equivalent	Qualified Kindergarten Teachers or Equivalent	Qualified Assistant Kindergarten Teachers or Equivalent
1 to 3	at least one trained Kindergarten Teacher for each school — can be either a Qualified Kindergarten Teacher or a Qualified Assistant Kindergarten Teacher or an approved equivalent	at least one trained kindergarten teacher — either Qualified Kindergarten Teacher or Qualified Assistant Kindergarten Teacher or approved equivalent		(60%) (Either Qualified Kindergarten Teacher or Qualified Assistant Kindergarten Teacher or approved equivalent)		(75%) (at least one Qualified Kindergarten Teacher or approved equivalent)		(90%) (at least one Qualified Kindergarten Teacher or approved equivalent)	
4 to 7		(45%) can be either Qualified Kindergarten Teacher or Qualified Assistant Kindergarten Teacher or approved equivalent		20%	40%	20%	55%	20%	70%
8 & over		12%	33%	20%	40%	20%	55%		

Equipment and Consumables for the Activity Approach

Public-sector schools adopting the activity approach will receive the following:

- (i) an initial grant of \$5,000* to purchase equipment for the production of teaching aids, such as a stencil cutter;
- (ii) an initial grant of \$3,000* for each class adopting the approach to purchase such classroom equipment as bookshelves and cupboards, plastic boxes and trays for storage, display boarding, and a group listening set to enable a group of children to listen to tapes through earphones;
- (iii) a recurrent subsidy of \$600* per class per annum to purchase consumable items such as, paper and card, magazines and periodicals, tapes, art and craft materials, maps and charts.

* The grants quoted are based on current prices and will be subject to review.

Equipment and Consumables for Public-sector Primary Schools

Each school will be supplied with funds, in addition to those it currently receives from the Capitation Grant, for the following:

- (i) *Class Libraries* $\frac{3}{4}$ to be phased in over four years starting in 1982. An initial grant of \$500 per class will be provided to purchase bookshelves, together with an annual recurrent grant of \$10 per pupil to purchase and maintain books;
- (ii) *An Overhead Projector and Screen* $\frac{3}{4}$ these will be provided for all schools of twelve operating classes or more and for all schools in remote rural areas. Other schools will be able to borrow this equipment from the Education Department;
- (iii) *Induction Loops and Headphones* $\frac{3}{4}$ one classroom in each school will be provided with this equipment to enable audio-cassette tapes to be used effectively for language teaching and other purposes.

Note: The Capitation Grant is itself being reviewed.

**Sample Table Illustrating the Fee Assistance Scheme for
Children Attending Kindergartens and Child Care Centres**

Contribution of Parents and the Government for a Child from a Four-member Family

<i>Income Group (excluding rent) (\$)</i>	<i>Child Care Centre Fees (per month) (\$)</i>		<i>Kindergarten Fees (per month) (\$)</i>	
	<i>Parents' Contribution</i>	<i>Government Assistance</i>	<i>Parents' Contribution</i>	<i>Government Assistance</i>
Baseline 1000 and below	0	310*	0	100†
1001-1100	10	300	10	90
1101-1200	25	285	25	75
1201-1300	40	270	40	60
1301-1400	55	255	55	45
1401-1500	70	240	70	30
1501-1600	85	225	85	15
1601-1700	100	210	100	0
1701-1800	115	195	100	0
1801-1900	130	180	100	0
1901-2000	145	165	100	0
2001-2100	160	150	100	0
2101-2200	175	135	100	0
2201-2300	190	120	100	0
2301-2400	205	105	100	0
2401-2500	220	90	100	0
2501-2600	235	75	100	0
2601-2700	250	60	100	0
2701-2800	265	45	100	0
2801-2900	280	30	100	0
2901-3000	295	15	100	0
3001 and over	310	0	100	0

* The maximum grant in respect of children attending child care centres is based upon current fee levels in the non-profit-making sector.

† The maximum grant in respect of children attending kindergartens is based on current fees in the non-profit-making sector increased to allow for the cost of improvements set out in this White Paper and reduced to allow for the intended rent subsidy. These figures are subject to review.

Summary of Legislation Which May Be Required

The following are possible areas where legislative amendments may be required:

- (i) *the Education Ordinance and Regulations:*
 - (a) to redefine the age structure of children attending kindergartens;
 - (b) to make provisions for the control of standards of space and equipment in kindergartens;
 - (c) to set limits to the numbers of children in kindergarten classes;
 - (d) to redefine the qualifications of staff in kindergartens;

- (ii) *the Child Care Centres Ordinance and Regulations:*
 - (a) to redefine the age structure of children attending child care centres;
 - (b) to enable those who have completed an approved course of training to be employed as child care workers even if they are below the prescribed minimum age of 18;
 - (c) to empower the Director of Social Welfare to approve fees in child care centres.

- (iii) *General:*

consideration will be given to the need to amend existing legislation to provide for inspection of kindergartens and child care centres.

Financial Implications

	1982/83			1983/84			1984/85			1985/86			1986/87		
	C \$M	R \$M	Total \$M												
Additional costs resulting from :															
I. <i>Child Care Centres</i>															
(1) Training, Curriculum Development and Inspection Services	-	0.5	0.5	-	0.3	0.3	-	0.5	0.5	-	0.6	0.6	-	0.8	0.8
(2) New Scheme of Financial Assistance	-	-	-	-	5.8	5.8	-	16.2	16.2	-	16.9	16.9	-	17.3	17.3
(3) Cost of staff for means testing	-	0.3	0.3	-	0.4	0.4	-	0.5	0.5	-	0.5	0.5	-	0.5	0.5
Total	-	0.8	0.8	-	6.5	6.5	-	17.2	17.2	-	18.0	18.0	-	18.6	18.6
II. <i>Kindergartens</i>															
(1) Training, Curriculum Development and Inspection Services	-	2.1	2.1	-	3.2	3.2	-	3.4	3.4	-	4.2	4.2	-	4.2	4.2
(2) New Scheme of Financial Assistance	-	36.2	36.2	-	60.0	60.0	-	58.1	58.1	-	57.5	57.5	-	58.1	58.1
(3) Cost of staff for means testing	-	3.7	3.7	-	3.5	3.5	-	3.4	3.4	-	3.4	3.4	-	3.4	3.4
Total	-	42.0	42.0	-	66.7	66.7	-	64.9	64.9	-	65.1	65.1	-	65.7	65.7
III. <i>Primary Schools</i>															
(1) Training, Curriculum Development and Inspection Services	-	7.0	7.0	-	10.1	10.1	-	11.1	11.1	-	12.5	12.5	-	13.9	13.9
(2) Support for the Activity Approach	0.7	0.3	1.0	0.3	0.5	0.8	0.3	0.6	0.9	0.3	0.8	1.1	0.3	1.0	1.3
(3) Additional Equipment, Supplies and other Funding for all Schools	1.6	8.3	9.9	2.5	10.3	12.8	2.6	12.2	14.8	2.4	13.8	16.2	0.3	13.9	14.2
(4) Additional Services to Schools	1.1	1.3	2.4	-	1.3	1.3	1.4	1.9	3.3	-	1.9	1.9	-	2.0	2.0
(5) New Buildings and Improved Furniture	3.8	-	3.8	7.2	-	7.2	8.8	-	8.8	6.4	-	6.4	4.2	-	4.2
(6) Staff of Schools — Effect of new class sizes, new teacher to class ratio, additional government schools, lower repetition rate, more senior teachers, new inducement allowance for remote rural schools, additional office staff	-	58.8	58.8	-	96.3	96.3	-	87.6	87.6	-	76.1	76.1	-	60.3	60.3
(7) Effects of parents opting for the minimum entry age of 5 year 8 months	-	14.9	14.9	-	25.6	25.6	-	25.6	25.6	-	25.7	25.7	-	25.9	25.0
(8) The Control of Entry System and the introduction of record cards	2.0	2.3	4.3	-	2.3	2.3	-	2.3	2.3	-	2.3	2.3	-	2.3	2.3
Total	9.2	92.9	102.1	10.0	146.4	156.4	13.1	141.3	154.4	9.1	133.1	142.2	4.8	119.3	124.1
Grand Total	9.2	135.7	144.9	10.0	219.6	229.6	13.1	223.4	236.5	9.1	216.2	225.3	4.8	203.6	208.4

Note: C = Capital Expenditure; R = Recurrent Expenditure; \$M = Millions of Hong Kong Dollars

Notes on the Financial Implications

- 1.** The building and recurrent costs of the new training institute referred to in paragraph 3.20 have not been costed, as planning for this institute is only at a very preliminary stage.
- 2.** Steps being taken to alleviate the problem of noisy classrooms referred to in paragraph 4.20 have not been costed as the pilot project is currently in the Public Works Programme and no costing of the full scheme is possible until the completion of that project.
- 3.** No costing of services for Special Education has been included as these services are covered in the 1977 Rehabilitation White Paper 'Integrating the Disabled into the Community: A United Effort' and its related Programme Plan.
- 4.** The costing table represents additional costs arising from new policy set out in this White Paper.
- 5.** All salaries are calculated at mid-point without on-costs.
- 6.** The normal requirement for aided schools to provide 20% of the cost of new furniture and equipment has not been taken into account in the costing.
- 7.** Except where a building has already been earmarked for conversion, all costs of accommodation for a new project have been based on current rentals of commercial premises.
- 8.** Costing of the additional staff required for primary schools has been based on the assumption that all schools adopting the activity approach will opt for a class size of 35 and that all other public-sector schools will have a class size of 40.
- 9.** In costing the school visits referred to in paragraph 4.15, it has been assumed that these would cost \$16.50 per primary school pupil per annum.
- 10.** Costing of the textbook reviewing scheme referred to in paragraph 4.16 has been based on the assumption that publishers will meet approximately 40% of the total costs involved.
- 11.** The cost of the additional inspectorate staff necessary for providing an effective advisory service for primary schools referred to in paragraph 4.22 has been based on the assumption that this service should be comparable to that provided for secondary schools.
- 12.** In addition to the costs given for the control of entry system described in Chapter 7, a sum of about \$0.3 million will be required in 1981/82 to carry out the preparatory work.