

# 立法會

## *Legislative Council*

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### **Panel on Education**

**Background brief prepared by the Legislative Council Secretariat  
for the meeting on 10 July 2012**

### **Integrated education**

#### **Purpose**

This paper provides background information on integrated education and summarizes the major areas of concern of Members on issues relating to integrated education.

#### **Background**

2. In 1997, a two-year pilot project on integrated education was launched under which participating schools were required to adopt a whole school approach ("WSA") to provide an accommodating learning environment for students with special educational needs ("SEN"). The objective was to enhance the effectiveness of support for students with SEN, through improvement in the culture, policy and practices of the whole school. After the two-year pilot project, the integrated education programme ("IE Programme") was extended to other mainstream schools from the 1999-2000 school year onwards. With the introduction of a new funding mode in primary schools in the 2003-2004 school year and provision of Learning Support Grant ("LSG") in secondary schools from the 2008-2009 for supporting students with SEN, the IE Programme has been phasing out.

3. Under the prevailing government policy, children with severe or multiple disabilities attend special schools where they are provided with intensive support services. Other students with SEN are placed in ordinary schools where they can learn with their peers. Schools are encouraged to adopt WSA to integrated

education to cater for the needs of students with SEN. The major types of SEN included mild intellectual disability; autism; visual impairment; hearing impairment; physical disability; attention deficit and hyperactivity disorder; speech and language impairment; and specific learning difficulties ("SLD") such as dyslexia. The number of students by types of SEN studying in mainstream primary and secondary schools and special schools are set out in **Appendices I and II** respectively. As at September 2011, about 80% of the students with various types of SEN are studying in mainstream schools.

### **Relevant deliberations**

4. On 14 January 2005, the House Committee set up the Subcommittee to Study Issues Relating to the Provision of Boarding Places, Senior Secondary Education and Employment Opportunities for Children with SEN ("the Subcommittee"). One of the major areas of study of the Subcommittee was the implementation of integrated education. The Panel on Education ("the Panel") had also raised concerns on issues relating to integrated education at a number of meetings. The major views and concerns of the Subcommittee and the Panel are summarized below.

#### Identification and assessment and early childhood education services for children with SEN

5. Members noted that the Child Assessment Service ("CAS") of the Department of Health was responsible for assessing children aged 0 to 12 with developmental problems, arranging the required rehabilitation services and making referral for educational services, including follow-up assessment of children at five and a half years in recommending school placement. The numbers of children diagnosed with developmental disabilities by CAS in 2007 to 2011 by type of disabilities are listed in **Appendix III**.

6. Members considered it necessary to advance the assessment service for learning diversity at pre-school age to provide timely intervention and early assistance. Some members also expressed concern that the pre-school training services provided by the special child care centres ("SCCC") of the Social Welfare Department ("SWD") were not tailor-made for children with a specific type of disability. Instead, children with different types of disabilities were trained together. To cater for the ability of intellectual disability students, teachers would tend to provide basic training to the entire class. As training was not provided according to the attributes of children with normal intellectual ability, their progress was pulled down and as a result, their development was adversely affected.

7. The Administration advised that SWD provided children with SEN from birth to six years old with early intervention through pre-school rehabilitation services, with a view to enhancing their physical, psychological and social developments, thus improving their opportunities for participating in ordinary schools and daily life activities and helping their families meet their special needs. To meet the varied developmental needs of children with disabilities, SCCCs adopted an integrated approach to provide comprehensive services, including physiotherapy, occupational therapy, speech therapy, and clinical psychological services. According to the information provided by the Administration in May 2012, over the past five years, it had provided about 1 400 additional pre-school rehabilitation places, representing an increase of 30%. At present, there are a total of 6 230 pre-school rehabilitation places.

### Student placement

8. One of the problems identified by the Subcommittee in the implementation of integrated education was student placement. The Subcommittee shared the view of many mainstream schools that it was unrealistic to expect teachers to be equipped with different skills and knowledge in handling students with different types of SEN. Members considered it of utmost importance to allow a school to confine student intake to not more than two types of SEN. Such an arrangement would facilitate professional division of labour among schools and teachers to develop expertise in teaching students with a specific type of SEN.

9. According to the Administration, the standing policy on special education advocated "Equal Opportunity and Full Participation" for disabled students. Upon the enactment of the Disability Discrimination Ordinance ("DDO") (Cap. 487), the Equal Opportunities Commission released the Code of Practice in Education. On student placement, the Code of Practice stated that educational establishments had an obligation to ensure that their admission procedures did not discriminate against persons with disabilities. According to the legal advice sought by the Administration, any quota for schools in admitting students with SEN would likely constitute direct disability discrimination under DDO. Under this premise, confining the student intake of SEN types in a school to two would probably breach the fundamental principles of DDO.

### Provision of support to mainstream schools admitting students with SEN

10. The provision of adequate support and resources to mainstream schools admitting students with SEN was a major concern of both the Subcommittee and the Panel. According to the Administration's response to a question on support services for children with disabilities at the Council meeting of 16 May 2012, in order to facilitate public sector primary and secondary schools to support their students with SEN through WSA, the Education Bureau ("EDB")

had been providing schools with additional resources, which included LSG, Enhanced Speech Therapy Grant and provision of additional teachers to cater for the needs of low academic achievers. EDB also provided professional support in areas such as assessment and consultation services of educational psychologists ("EPs"), speech therapists ("STs") and audiologists, and development of teaching resources for the use of teachers and parents.

11. According to information provided by the Administration to the Panel in April 2012, speech therapy service was provided to all public sector primary and secondary schools to cater for students with speech and language impairment. EDB had also started to extend the School-based Educational Psychology Service ("SBEPS") to more needy schools since the 2008-2009 school year. In the 2011-2012 school year, about 50% of the public sector schools were receiving SBEPS. As announced in the 2011-2012 Policy Address, SBEPS would be extended progressively to cover all public sector primary and secondary schools by the 2016-2017 school year.

#### Shortage of specialists

12. At the Panel meeting on 12 March 2012, some members expressed concern about the shortage of specialists such as EPs and STs. They considered it necessary for universities to nurture more talents in the relevant professional disciplines to meet the needs in the community.

13. The Administration advised members that it had suggested the University Grants Committee ("UGC") to increase the provision of EP training places through the triennium manpower planning. With effect from the 2009-2010 school year, in addition to the 25 EP training places offered by the University of Hong Kong ("HKU") in alternate years, the Hong Kong Polytechnic University had also been providing 15 training places in alternate years. With regard to STs, the training was provided by HKU. It offered an honours degree of Bachelor of Science in Speech and Hearing Sciences with 40 training places each year. EDB offered placement programmes to provide EP and ST trainees with individualized supervision and exposure to the work of EP and ST in various school settings.

#### Provision of education for Non-Chinese speaking ("NCS") students with SEN

14. Members expressed grave concern about the inadequate provision of education opportunities for NCS children with SEN. Members noted that the only Government subvented school using English as medium of instruction which admitted NCS children with SEN was The Jockey Club Sarah Roe School with 60 places operated by The English Schools Foundation ("ESF"). ESF also provided places in the learning support classes in its mainstream schools. There was a long waiting list for the limited places in ESF schools.

Furthermore, many international schools were reluctant to admit NCS children with SEN. Hence, NCS children with SEN were given no choice but to enrol in public sector mainstream schools which adopted Chinese as the medium of instruction.

15. The Administration reiterated its established policy to implement integrated education for students with SEN, including NCS children with SEN, in mainstream public sector schools. To facilitate NCS students' integration into the local education system, EDB revamped the Primary One Admission system in 2004 for NCS parents and students to choose public-sector schools in the same manner as their local counterparts. The Administration further stressed that encouraging NCS children, including those with SEN, to study in public sector schools adopting Chinese or English as the teaching medium facilitated their integration into the local community. Under the policy of integrated education, the needs of NCS students with SEN in the public school sector were accommodated through both general and additional support services.

#### Professional development for teachers

16. Members considered that the success or otherwise of integrated education depended to a large extent on the capability of teachers to cater for the unique needs of students with SEN. Members took note of the Administration's five-year Teacher Professional Development Framework on Integrated Education ("the Framework"), starting from the 2007-2008 school year, to enhance teachers' capacity in supporting students with SEN in ordinary schools.

17. The Administration further informed members in January 2012 that to enhance teachers' understanding about NCS students with SEN, EDB had requested the Hong Kong Institute of Education ("HKIEd") in August 2011 to include the elements of catering for cultural diversity as appropriate in the special education training programmes during the review of its programmes. In the 2011-2012 school year, these elements had been added to the Basic and Advanced Courses as well as the training programme for teaching assistants under the Framework. It was expected that by the 2011-2012 school year, a mass of teachers having special education training would be formed in each ordinary school.

#### Accommodation in public examinations

18. At the Panel meeting on 12 March 2012 when the Administration briefed members on the mechanism for rechecking/remarking of Hong Kong Diploma of Secondary Education Examination, members raised the concern about examination arrangements for students with SLD such as dyslexia. They pointed out that students with dyslexia had difficulties in expressing themselves in writing particularly in subjects such as Liberal Studies.

19. The Administration informed that candidates with special needs (such as candidates with physical, visual, aural, oral, SLD and other disabilities) could apply for special examination arrangements (e.g. allocation to special centres, extra time allowance, provision of Braille or enlarged question papers) or exemption from part(s) of the requirements of an examination. The Hong Kong Examinations and Assessment Authority had formed an Expert Panel under the Task Group on Special Examination Arrangements for Candidates with Special Learning Disabilities to make recommendation, based on the independent evidence submitted, on the eligibility of the applicants claimed to have SLD for special examination arrangements. The recommendations of the Expert Panel would be endorsed by the Task Group to ensure fairness and consistency in providing special examination arrangements for the candidates.

### Special education and integrated education

20. Panel members considered that as there were pros and cons for special education and integrated education, the Administration should strike a balance of the two approaches. Members were worried that the Administration had put the emphasis on integrated education and neglected the need of special education. Without publicity by the Administration, parents of children with SEN were simply not aware of the availability of special schools. Parents had no choice but to send their children to mainstream schools although the degree of disability of their children was severe. Some members also pointed out that visually impaired students were very different from other students with SEN in that they required mobility training which might not be provided by mainstream schools.

21. The Administration assured members that it had never overlooked special education. While there had been divergent views on integrated education, it provided an opportunity for students with or without disability to relate with each other. Integrated education would be a useful experience for students with disability as they had to live and work after schooling in an integrated society.

### Admission to post-secondary institutions

22. To enhance the opportunities for students with SEN to pursue post-secondary education, members of the Subcommittee were of the view that the Administration should formulate policies and devise special measures to encourage the Hong Kong Institute of Vocational Education ("IVE") and the UGC funded institutions to set aside certain places for students with SEN. Given that students with SEN were weak in certain aspects, members suggested exempting them from fulfilling certain entry requirements, taking into account their specific disabilities. Members considered it important for the Administration to coordinate the efforts from various fronts to work out

innovative approach to assist students with SEN to pursue post-secondary and continuing education. Participation of parents, non-governmental organizations and post-secondary institutions was necessary. Members of the Panel also stressed the importance of provision of support for students with SEN to pursue post-secondary institutions.

23. According to the Administration, all UGC-funded institutions were autonomous statutory bodies. Admission to the UGC-funded institutions was based on merits. The UGC-funded institutions welcomed all eligible applicants, including students with SEN, to apply for admission. There was a sub-system under the Joint University Programmes Admissions System for applicants with SEN to enable them to find out at an early date what special assistance and facilities were available to them at the institutions of their choice. It also helped institutions to identify those applicants with disabilities so that they could provide help and advice at an early stage and give appropriate consideration to the applicants concerned. The number of first year students with disabilities enrolled in UGC-funded programmes from the 2006-2007 to 2010-2011 academic years are in **Appendix IV**.

### **Latest developments**

24. The Administration will brief the Panel at the meeting on 10 July 2012 on the provision of support and resources for the implementation of integrated education in ordinary schools, the progress and the way forward.

### **Relevant papers**

25. A list of the relevant papers on the Legislative Council website is in **Appendix V**.

**Number of students by major types of disabilities  
studying in mainstream schools**

**Primary schools**

<b>Type of Disability</b>	<b>2009-2010 School Year</b>	<b>2010-2011 School Year</b>	<b>2011-2012 School Year</b>
Specific Learning Disabilities	7 910	8 550	8 430
Intellectual Disability	760	770	780
Autism Spectrum Disorders	1 480	1 980	2 320
Attention Deficit/Hyperactivity Disorder	1 490	2 000	1 950
Physical Disability	170	210	140
Visual Impairment	50	50	40
Hearing Impairment	340	330	310
Speech and Language Impairment	1 520	1 480	1 970
<b>Total</b>	<b>13 720</b>	<b>15 370</b>	<b>15 940</b>

**Secondary schools**

<b>Type of Disability</b>	<b>2009-2010 School Year</b>	<b>2010-2011 School Year</b>	<b>2011-2012 School Year</b>
Specific Learning Disabilities	5 050	6 430	7 850
Intellectual Disability	710	810	940
Autism Spectrum Disorders	570	780	1 050
Attention Deficit/Hyperactivity Disorder	740	1 250	1 790
Physical Disability	190	230	250
Visual Impairment	90	90	110
Hearing Impairment	470	450	490
Speech and Language Impairment	180	230	210
<b>Total</b>	<b>8 000</b>	<b>10 270</b>	<b>12 690</b>

Source: Education Bureau, Examination of Estimates of Expenditure 2012-2013

**Number of students by major types of disabilities  
studying in special schools**

<b>Type of Disability</b>	<b>2009-2010 School Year</b>	<b>2010-2011 School Year</b>	<b>2011-2012 School Year</b>
Visual Impairment	149	143	126
Hearing Impairment	153	136	145
Mild Intellectual Disability	2 923	3 072	3 116
Moderate Intellectual Disability	1 610	1 697	1 756
Severe Intellectual Disability	762	749	746
Physical Disability	845	877	932
<b>Total</b>	<b>6 442</b>	<b>6 674</b>	<b>6 821</b>

Source: Education Bureau, Examination of Estimates of Expenditure 2012-2013

**Children assessed and diagnosed with developmental disability by the  
Child Assessment Services of the Department of Health  
in the past five years (2007-2011) <sup>(Note)</sup>**

<b>Developmental Disability</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>
Language and Speech Delay / Disorders	2 410	2 014	2 340	2 493	2 647
Borderline Developmental Delay	1 563	1 437	1 664	1 930	1 891
Attention Deficit/Hyperactivity Disorder	1 387	1 220	1 703	2 084	2 234
Psychological Difficulties	412	313	458	565	565
Developmental Coordination Disorder	1 181	993	997	1 088	978
Developmental Motor delay	563	763	821	785	1 041
Dyslexia and Mathematical Learning Difficulty	977	677	809	710	628
Mental Retardation	905	1 012	1 028	1 111	1 175
Autistic Spectrum Disorder	887	1 023	1 452	1 790	1 607
Cerebral Palsy	61	71	47	64	46
Hearing impairment (Moderate to Severe Grade)	67	68	83	67	97
Visual Impairment (Moderate to Severe Grade)	36	41	31	47	30

Note : The figures only reflect cases assessed and diagnosed by the Child Assessment Services of the Department of Health of that year, but are not cumulative. Furthermore, a child with disabilities may have more than one type of disability.

Source: Labour and Welfare Bureau, May 2012

**Number of Year 1 students in UGC-funded sub-degree and undergraduate programmes by type of reported disabilities  
2006-2007 to 2010-2011**

*(headcount)*

Academic year	Type of reported disability	Level of Study		
		Sub-degree	Undergraduate	Total
2006-2007	Autism	-	-	-
	Hearing impairment	-	16	16
	Physical handicap	2	12	14
	Speech impairment	-	-	-
	Visual impairment	1	21	22
	Multiple types of disabilities	1	6	7
	Others	-	8	8
	Total	4	63	67
2007-2008	Autism	-	-	-
	Hearing impairment	-	22	22
	Physical handicap	1	8	9
	Speech impairment	-	-	-
	Visual impairment	-	10	10
	Multiple types of disabilities	-	3	3
	Others	3	13	16
	Total	4	56	60
2008-2009	Autism	-	1	1
	Hearing impairment	1	20	21
	Physical handicap	3	17	20
	Speech impairment	-	-	-
	Visual impairment	-	7	7
	Multiple types of disabilities	-	1	1
	Others	1	22	23
	Total	5	68	73
2009-2010	Autism	-	1	1
	Hearing impairment	2	14	16
	Physical handicap	-	5	5
	Speech impairment	-	-	-
	Visual impairment	-	12	12
	Multiple types of disabilities	-	1	1
	Others	1	14	15
	Total	3	47	50
2010-2011	Autism	1	1	2
	Hearing impairment	1	10	11
	Physical handicap	2	13	15
	Speech impairment	1	1	2
	Visual impairment	-	14	14
	Multiple types of disabilities	-	3	3
	Others	1	23	24
	Total	6	65	71

Source: Education Bureau, Examination of Estimates of Expenditure 2011-2012

## Relevant papers on integrated education

Meeting	Date of meeting	Paper
Subcommittee to Study Issues Relating to the Provision of Boarding Places, Senior Secondary Education and Employment Opportunities for Children with Special Educational Needs formed under the House Committee of the Third Legislative Council	-	<a href="#">Report of the Subcommittee to Study Issues Relating to the Provision of Boarding Places, Senior Secondary Education and Employment Opportunities for Children with Special Educational Needs</a> <a href="#">CB(2)2140/07-08</a>
Legislative Council	17.12.2008	<a href="#">Official Record of Proceedings Pages 76-78 (Question)</a>
Legislative Council	11.11.2009	<a href="#">Official Record of Proceedings Pages 198-268 (Motion)</a>
Legislative Council	10.3.2010	<a href="#">Official Record of Proceedings Pages 108-110 (Question)</a>
Panel on Education	14.10.2010	<a href="#">Minutes</a>
Legislative Council	3.11.2010	<a href="#">Official Record of Proceedings Pages 107-111 (Question)</a>
Legislative Council	4.5.2011	<a href="#">Official Record of Proceedings Pages 80-85 (Question)</a>
Legislative Council	11.5.2011	<a href="#">Official Record of Proceedings Pages 130-134 (Question)</a>
Legislative Council	29.6.2011	<a href="#">Official Record of Proceedings Pages 84-89 (Question)</a>
Panel on Education	13.10.2011	<a href="#">Minutes</a>

<b>Meeting</b>	<b>Date of meeting</b>	<b>Paper</b>
Legislative Council	2.11.2011	<a href="#">Official Record of Proceedings Pages 101-105 (Question)</a>
Panel on Education	12.12.2011 (Item VII)	<a href="#">Agenda</a> <a href="#">Minutes</a> <a href="#">CB(2)773/11-12(01)</a>
Legislative Council	8.2.2012	<a href="#">Official Record of Proceedings Page 99-102 (Question)</a> <a href="#">Official Record of Proceedings Page 311-325 (Motion)</a>
	9.2.2012	<a href="#">Official Record of Proceedings Pages 5-61 (Motion)</a>
Panel on Education	12.3.2012	<a href="#">Agenda</a> <a href="#">Minutes</a> <a href="#">CB(2)1681/11-12(01)</a> <a href="#">CB(2)1698/11-12(01)</a>
Legislative Council	9.5.2012	<a href="#">Official Record of Proceedings Pages 109-114 (Question)</a>
Legislative Council	16.5.2012	<a href="#">Official Record of Proceedings Pages 115-122 (Question)</a>

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