立法會 Legislative Council

by the Administration)

Panel on Education

Subcommittee on Integrated Education

Minutes of the second meeting held on Tuesday, 19 February 2013, at 2:30 pm in Conference Room 2B of the Legislative Council Complex

Members : Dr Hon Fernando CHEUNG Chiu-hung (Chairman)

present Hon IP Kin-yuen (Deputy Chairman)

Hon LEUNG Yiu-chung

Hon Abraham SHEK Lai-him, SBS, JP

Hon Cyd HO Sau-lan

Dr Hon LAM Tai-fai, SBS, JP Hon CHEUNG Kwok-che

Dr Hon Kenneth CHAN Ka-lok Dr Hon Helena WONG Pik-wan

Member : Hon Charles Peter MOK

attending

Members : Hon Starry LEE Wai-king, JP

absent Hon Claudia MO

Public Officers: <u>Item II</u>

attending

Mr Kevin YEUNG

Under Secretary for Education

Mrs Betty IP, JP

Deputy Secretary for Education(3)

Ms Sophia WONG
Principal Education Officer
(Special Education and Kindergarten Education)

Attendance by Invitation

: Equal Opportunities Commission

Dr Ferrick CHU Chung-man Head, Policy & Research

Clerk in attendance

Miss Polly YEUNG

Chief Council Secretary (4) 4

Staff in attendance

Mr KWONG Kam-fai

Senior Council Secretary (4)4

Ms Esther CHEUNG Council Secretary (4)4

Ms Sandy HAU

Legislative Assistant (4)3

Action

I. Confirmation of minutes

(LC Paper No. CB(4)372/12-13 — Minutes of meeting on 8 January 2013)

The minutes of the meeting held on 8 January 2013 were confirmed.

II. Findings of the "Study on Equal Learning Opportunities for Students with Disabilities under the Integrated Education System" released in November 2012

Meeting with the Equal Opportunities Commission ("EOC") and the Administration

(LC Paper No. CB(4)410/12-13(01) — Paper provided by EOC

LC Paper No. CB(4)410/12-13(02) — Executive Summary of the "Study on Equal Learning Opportunities for Students with Disabilities under the Integrated Education System" provided by EOC

LC Paper No. CB(4)410/12-13(03) — Paper provided by the Administration)

- 2. The Subcommittee deliberated (index of proceedings attached at **Annex**).
- 3. <u>Dr Ferrick CHU</u> briefed members on the findings and observations on the "Study on Equal Learning Opportunities for Students with Disabilities under the Integrated Education System".
- 4. The Administration was requested to provide the latest statistics on the number of students with special educational needs ("SEN students") and the number of students being provided with individual education plans ("IEP").
- Admin 5. The Administration was also requested to provide a paper on the following:
 - (a) details of the professional development and training programmes on integrated education ("IE") for teachers and the latest position on the number of teachers who had received different levels of training;
 - (b) the existing organizational set-up within the Administration to take forward IE, the availability of in-house expertise/resource persons and the strategy on knowledge management of IE-related issues within EDB; and
 - (c) the measures taken by EDB to provide schools and parents with the necessary awareness, understanding and knowledge about IE.
 - 6. <u>The Chairman</u> proposed and <u>members</u> agreed that the Subcommittee would visit one or more schools which had admitted SEN students in March 2013 with a view to acquiring first-hand information on the implementation of IE. The Secretariat would organize the visits and make necessary arrangements.

(Post-meeting note: With the concurrence of the Chairman, two school visits to the Buddhist Tai Kwong Chi Hong College and the Aberdeen

Technical School had been conducted on 18 and 21 March 2013 respectively.)

III. Any other business

7. There being no other business, the meeting ended at 4:40 pm.

Council Business Division 4
<u>Legislative Council Secretariat</u>
22 April 2013

Proceedings of the meeting of the Subcommittee on Integrated Education on Tuesday, 19 February 2013, at 2:30 pm in Conference Room 2B of the Legislative Council Complex

Time marker	Speaker	Subject	Action required
Agenda Item I –	Confirmation of minute.	s	•
000000 - 000231	Chairman	Confirmation of minutes	
		on Equal Learning Opportunities for Students with I released in November 2012	Disabilities
000232 -	Chairman	Opening remarks	
000420			
000421 -	Head, Policy &	Briefing by EOC on its submission [LC Paper	
000808	Research of Equal Opportunities Commission ("EOC")	Nos. CB(4)410/12-13(01) and (02)] highlighting the following observations — (a) Although the Integrated Education ("IE") programme had been launched for over a decade, the prevailing culture in mainstream schools was not fully conducive to its implementation;	
		(b) the above might be the result of the existing education system which placed too much emphasis on efficiency. For example, placing SEN students with Attention Deficit/ Hyperactivity Disorders ("ADHD") in ordinary classes was often considered to be counter to learning and teaching efficiency;	
		(c) there was a need to strike a balance between achieving efficiency and catering to the needs of students with special educational needs ("SEN students") in mainstream schools; and	
		(d) a platform should be in place to enable different stakeholders to share their views and experience in implementing IE.	
000812 - 001054	Chairman Administration	In response to the Chairman, the Administration's remarks that — (a) the Education Bureau ("EDB") welcomed	
		the study conducted by EOC. Most of its findings and major recommendations reaffirmed that the IE policy and approaches being adopted by EDB over the years were in the right direction;	

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		 (b) as revealed in the study, upon the introduction of the IE policy, many mainstream schools came to recognize the core values of IE. This reflected EDB's initiative and effort in taking forward the implementation of IE; and (c) successful implementation of IE required community-wide support, as well as cross-sector collaboration of the education, medical, social welfare sectors, parents and related non-governmental organizations ("NGOs"). 	
001055 - 001239	Chairman	The Chairman's comments that the Administration had provided detailed responses to the findings and recommendations of the study in general, but had not responded affirmatively to the following —	
		(a) the provision of specialized and long-term individual education plan ("IEP") for all SEN students;	
		(b) the appointment of designated coordinators in schools to deal with matters related to SEN students; and	
		(c) inadequate awareness on the part of school principals and teachers on key guidelines such as the "Catering for Student Differences – Indicators for Inclusion".	
001240 -	Dr Kenneth CHAN	Dr CHAN's remarks/views that —	
002122	Chairman EOC Administration	(a) notwithstanding the increase in the Learning Support Grant ("LSG") as announced in the 2013 Policy Address, some fundamental issues needed to be addressed. For example, there was a long waiting time for assessment of SEN students by educational psychologists. The assessment reports were said to be too simple. It was doubtful whether the assessment was effective in identifying SEN students; and	
		(b) the School-based Educational Psychology Service provided by EDB should be further strengthened.	
		EOC's advice that —	
		(a) the comment that the assessment of SEN students was too sloppy and simple was raised in focus group discussions. Some of the parents had said that each individual	

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		assessment only lasted for about 30 minutes; and	•
		(b) due to resources constraints, the EOC study did not further examine in which specific aspects the assessment was considered unsatisfactory.	
		The Administration's remarks/views that —	
		(a) it was in the best interest of SEN students to be assessed as early as possible;	
		(b) the Maternal and Child Health Centres of the Department of Health ("DH") had worked closely with parents to monitor children from birth to the age of five for any possible developmental disorders;	
		(c) for children attending Primary One ("P1"), teachers would make use of the "Observation Checklist for Teachers" and the "Teacher's Observation Checklist for Identifying Speech and Language Impaired Students in Primary Schools" provided by EDB for early identification of students with learning difficulties and/or speech and language impairment respectively;	
		(d) the assessment report provided to parents was only a summary report which was relatively concise for ease of understanding. The report of the same assessment provided to schools/specialists for follow-up was much more comprehensive;	
		(e) it was necessary to ascertain in which aspects the assessment procedures were considered unsatisfactory so that enhancements could be explored; and	
		(f) at present, there was insufficient supply of trained educational psychologists to meet the demand. It was EDB's plan to expand the School-based Educational Psychology Service progressively with the target of covering all public sector primary and secondary schools by the 2016-2017 school year. This service coverage would be broadly comparable with that of other jurisdictions.	

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002123- 003139	Deputy Chairman Administration	Deputy Chairman's views/enquires that — (a) the education system was crucial for the successful implementation of IE; (b) EDB should play a proactive role in promoting an inclusive culture in schools; and (c) whether EDB had the necessary capacity and capability to steer the development of IE. The Administration's response that — (a) as reflected in the EOC study, all mainstream schools had been implementing IE progressively with the resources and support rendered by EDB; (b) teacher training on SEN was crucial to the effective implementation of IE. Over the past five years, participation of primary school teachers in IE-related training was higher than secondary school teachers as the latter had been much engaged in the preparation for the launch of the New Senior Secondary Academic Structure (i.e. the	required
		"334" structure); (c) professional officers of EDB such as educational psychologists, speech therapists and inspectors provided professional support for schools through consultation, assessments and/or case conferences etc., EDB had also lined up 25 mainstream schools and special schools with rich and proven experience in IE to serve as Resource Schools on Whole-School Approach and Special Schools cum Resource Centres. They would offer school-based support to and share experience with other schools; and (d) EDB had invited overseas experts in IE to share their experience with local teachers. EDB had also launched various cross-sectoral collaboration programmes to advocate in the community the importance of equal learning opportunities.	
003140 - 004050	Dr Helena WONG Chairman Administration	Dr WONG's views/enquires that — (a) it was a real challenge to ensure equal learning opportunities on one hand, and to cater for learning diversity among students on the other; and	

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		(b) whether under the existing mechanism, students were placed into P1 and Secondary One ("S1") on a random basis or in accordance with parents' choice. After placement into mainstream schools, whether SEN students were assigned to special classes and whether special attention and support were given by schools.	•
		The Administration's response that —	
		(a) currently, a dual-track mode was adopted under which students with severe or multiple disabilities would be referred to special schools for intensive support services while other SEN students would integrate into mainstream schools;	
		(b) the existing school placement mechanism was applicable to all students, including SEN students When they were admitted to P1, upon parental consent, EDB would inform schools allocated with these SEN students as soon as the placement allocation results were released;	
		(c) When an SEN student changed school, including promotion to S1, parents were also encouraged to give consent to the school to transfer the information on the learning needs of the SEN student to the new school to facilitate the provision of timely and appropriate support;	
		(d) individual schools would decide, based on their professional judgement, the placement of SEN students into different classes so as to achieve the best teaching and learning effectiveness, and having regard to the special circumstances of the schools;	
		(e) EDB had been providing additional resources (e.g. additional teachers/teaching assistants, LSG etc.) and professional support (e.g. services of inspectors, educational psychologists and speech therapists) to schools which had admitted SEN students; and	
		(f) under the 3-tier Intervention Model, quality teaching in regular classroom would be provided for students with transient or mild learning difficulties (Tier-1 support); additional support such as small-group teaching and after-school remedial classes would be provided for students with	

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		persistent learning difficulties (Tier-2 support); and intensive individualized support would be given to students with severe learning difficulties (Tier-3 support).	
004051 - 005545	Ms Cyd HO Administration Chairman	Ms HO's comments that selective acceptance of SEN students was common in mainstream schools, and her enquires of —	
		(a) how schools could identify students with behavioural/emotional problems, which were not visible as in the case of physical disabilities;	
		(b) whether the LSG of \$120,000 for schools admitting one to six SEN students had actually been used for the direct benefit of the SEN students or deployed for other purposes;	The
		(c) with limited resources in mainstream schools, how EDB would facilitate these schools to handle the gradual increase of SEN students; and	Administration to provide information as stated in
		(d) the number of SEN students receiving IEP under the 3-Tier Intervention Model.	paragraphs 4 and 5 of the minutes.
		The Administration's replies that —	
		(a) IEP would only be provided for students who required Tier-3 support and the number of students in primary and secondary schools requiring Tier-3 support in the 2012-13 school year (i.e. 1 470) as mentioned by the Chairman was largely correct;	
		(b) additional funding was also available for schools to engage temporary manpower to handle the intensive learning needs of individual SEN students;	
		(c) the early identification and monitoring of students with behavioural/emotional problems relied mainly on daily interaction among teachers, student guidance personnel, school social workers, parents and the students;	
		(d) schools would provide appropriate support, e.g. after-school training/activities organized by NGOs, for students identified with learning difficulties while they were waiting for comprehensive assessment by EDB educational psychologists or specialists/	

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		doctors of DH / Hospital Authority; and (e) under the Whole School Approach ("WSA") for IE, the responsibility of supporting SEN students did not fall on teachers alone. Student Support Teams were set up in schools and vice-principals were encouraged to serve as team leaders to lead and coordinate the engagement of the teaching force in implementing IE.	
005546 - 010329	Mr Abraham SHEK Chairman Dr LAM Tai-fai	 (a) Notwithstanding the lofty objectives of IE, he was concerned that there might not be adequate manpower and resources to ensure its effective implementation; (b) in the case of the English Schools Foundation South Island School, IE was successfully implemented as there were adequate teaching staff to cater for SEN students and diverse learning needs; and (c) the Subcommittee should reach out and pay visits to schools with SEN students. The Chairman concurred with Mr SHEK's suggestion to visit schools. Dr LAM said that as Chairman of the Panel on Education, he had requested the Administration to arrange for members to visit schools which had admitted SEN students. 	
010330 - 011000	Chairman Administration	The Chairman's remarks that — According to EDB's paper earlier on, in the 2011-2012 school year, there were about 28 600 SEN students in public-sector primary and secondary schools. Among them, only about 5% were in receipt of Tier-3 support with IEP drawn up for them. It was notable that the remaining 95% could not benefit from IEP. The Administration's clarifications that — (a) the number of students requiring Tier-3 support was about 1 500 in the 2012-2013 school year; (b) EDB had all along requested schools to draw up IEP for students who required Tier-3 support and keep a Student Support Register on the learning needs and the support rendered to students who required	

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		Tier-1 and Tier-2 support for regular review and adjustment of the type and level of support required; and	•
		(c) when the SEN students progressed or transferred from one school to another, parental consent would be sought for their information to be transferred to facilitate follow-up by the new school.	
		The Chairman's comments that —	
		(a) the education opportunities for the 28 600 SEN students in mainstream schools and over 6 000 existing students attending special schools involved over 30 000 families in Hong Kong. This was an important matter that should receive proper attention by the Administration and the community;	
		(b) while there was general support for IE in principle, the readiness of the education sector in terms of teacher training, awareness and availability of resources and support;	
		(c) though EDB had devised good indicators for inclusion in schools with reference to the United Kingdom's model, less than 50% of the mainstream schools/teachers had made reference to these guidelines; and	
		(d) the Subcommittee could arrange school visits and meetings to receive deputations in order to acquire a fuller understanding on the implementation of IE.	
011001 - 011506	Mr Abraham SHEK Chairman	Mr SHEK's views/suggestions that —	
011300	Administration	(a) representatives of the Hong Kong Institute of Education ("HKIEd") should be invited to brief members on its teacher trainings on IE/special education; and	
		(b) teachers in Hong Kong should be better paid given their onerous responsibilities.	
		The Chairman's remarks that —	
		(a) HKIEd had been involved in the implementation of IE. The EOC Study was conducted by HKIEd's Centre for Special Educational Needs and Inclusive Education; and	

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		(b) teachers' participation in training on special education had decreased in recent years due to limited job opportunities, and the fact that arrangement for supply teachers had ceased.	
		 (a) since the implementation of IE, a teacher professional development framework on IE had been put in place with structured training provided for serving teachers. It was expected that a critical mass of teachers with relevant training were present in each mainstream school and these teachers would guide their colleagues in implementing WSA to support SEN students; (b) all teacher education institutes had made "supporting SEN students" or related subject a compulsory/core module; and (c) a 240-hour training course on Education of Students with Severe or Multiple Disabilities was introduced for teachers of special schools. The course was comparable to previous training courses in terms of training hours. 	The Administration to provide information as stated in paragraph 5 of the minutes.
011507 - 012401	Dr Kenneth CHAN Chairman Administration	Dr CHAN's enquires about — (a) the shortfall in educational psychologists and its implications on the implementation of IE; and (b) measures to tackle the shortage of educational psychologists and shorten the waiting time for SEN students to be assessed. The Administration's responses that — (a) in the 2012-2013 school year, School-based Educational Psychology Service covered 530 public-sector primary and secondary schools, i.e. about 60% of all public-sector schools; (b) the Administration planned to recruit more educational psychologists and progressively increase the service coverage, initially to about 65%; (c) School-based Educational Psychology Service would be further expanded with the target of covering all public-sector schools	

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		in the 2016-2017 school year. At present, one educational psychologist served six to 10 schools. An adequate supply of trained educational psychologists was a prerequisite for the gradual increase in educational psychology service;	•
		(d) in other advanced economies, the ratio of educational psychologist to students ranged from 1: 2 000 to 1: 5 000; and it was the Administration's aim to achieve a ratio comparable to the advanced economies; and	
		(e) at present, assessing children with developmental problems and making functional evaluation were mainly the responsibility of Child Assessment Service of DH.	
		Dr CHAN's views that-	
		(a) the quality of assessment was important; and	
		(b) a comprehensive and detailed assessment report should be provided to parents, teachers and professionals.	
012402 - 013923	Deputy Chairman Chairman Administration	Deputy Chairman's views that — (a) IE was a process of "inclusification" progressing from segregation to integration of SEN students. Time and accumulation of experience and expertise were necessary for achieving success in IE; and	
		(b) as EDB had to provide the policy steer in implementing IE, it should take the lead in nurturing a critical mass of in-house IE professionals so as to provide the necessary support and guidance to the school sector.	
		The Chairman's enquiries about —	
		(a) EDB's strategy, if any, in knowledge management and accumulation of expertise regarding IE; and	
		(b) the professional team(s) involved in the existing organizational set-up for implementing the IE policy.	
		The Administration's responses that —	
		(a) In line with the spirit of WSA to IE, preservice teacher training on IE in recent years was broad-based rather than specialized so	

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		as to equip all teachers with the necessary basic skills to cater for the needs of SEN students before they took up the teaching profession. For in-service training on IE, apart from basic courses pitched as the basic level, some more specialized themes were also arranged;	
		(b) the reorganization and the establishment of the Special Education and Kindergarten Education Division within EDB with effect from July 2012 could facilitate the implementation of IE in mainstream schools;	
		(c) overseas IE experts had been invited to Hong Kong to share their experience and knowledge while EDB staff also participated in overseas training and seminars;	
		(d) the professional teams within EDB comprised inspectors, educational psychologists, speech therapists and audiologists. The Administration shared the need to strengthen the professional manpower of EDB continuously with a view to enhancing support for schools.	
		The Deputy Chairman's view that EDB should, based on strategic consideration, select certain staff to receive long-term and intensive training on IE so as to boost EDB's professional capacity.	
		The Chairman's request for further information on teacher training, the professional capacity of EDB, the relevant knowledge on IE among schools and parents.	Administration
013924 - 014741	Ms Cyd HO Administration Chairman	Ms HO's views/enquiries that — (a) there should be a requirement that all teachers, not merely 10% of the teaching force, in an ordinary school should have received pre-service training in IE.	
		(b) the current tiered-requirement for teachers to complete 30, 60 or 90 hours of training on IE was far from sufficient;	
		(c) it was doubtful whether and how LSG had been used for the direct benefit of the SEN students, such as two cases on how schools	

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		in receipt of the LSG had utilized the grant, for example, hiring additional teaching support, procuring services or assistive devices etc.; and	•
		(d) whether representatives of the Administration would agree to join Members' visit to two special schools, i.e. Hong Chi Morninghill School and Hong Chi Morninghope School.	
		The Chairman's advice that Ms HO might follow up her request with the Public Complaints Office at (d) above.	
		The Administration's advice that —	
		(a) schools had to keep a separate ledger and be transparent on the utilization of LSG. During school visits, staff of EDB would give advice to schools on their use of LSG; and	
		(b) members could obtain first-hand information on how schools adopt WSA, implement IE measures and had used LSG during their visits to schools.	
014742 - Mr LEUNG Yiu-chur Administration Chairman		Mr LEUNG's views that — (a) with over 32 years' teaching experience, he supported the principle and objective of IE. However, frontline teachers encountered immense difficulties in handling SEN students in classes as teaching assistants were not class-based and the responsibility of classroom management fell squarely on the teacher;	
		(b) the teacher-to-student ratio should be increased and small-class teaching should be practised; and	
		(c) teaching and learning effectiveness could only be achieved when those students with behavioural problems were "pulled-out" and separately coached.	
		The Administration's responses that —	
		(a) instead of grouping SEN students according to their special needs for separate assistance, the current approach for IE was the inclusion of SEN students into mainstream schools with the provision of additional resources to enable the schools to provide the necessary	

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		support and guidance to such students through WSA; and (b) the Administration was open-minded to reviewing and fine-tuning the implementation of IE if necessary.	
015904 -	EOC	EOC's observations that —	
020017	Chairman	(a) classroom management and the handling of students with emotional or behavioural problems were thorny issues;	
		(b) whether the current banding of schools (i.e. Band 1 to Band 3) could adequately cater for students with low academic achievement; and	
		(c) there were allegations that the additional personnel engaged through LSG, e.g. teaching assistant had been deployed for duties other than providing support for SEN students.	
		The Chairman's remark that SEN students who were relatively quiet and passive in classes should not be neglected.	
020018 - 020205	Mr LEUNG Yiu-chung Chairman Deputy Chairman	Mr LEUNG's view that the former skills opportunity/practical schools provided the right environment for SEN students and should be reinstated instead of being mainstreamed.	
		The Chairman's advice that issues related to skills opportunity/practical schools could be discussed in future meetings.	
		Deputy Chairman's remarks that —	
		(a) the implementation of IE should result in the inclusion of all students with different SEN, but not focusing solely on students with emotional and behavioural difficulties, into the mainstream education system.	
		(b) teachers should also pay attention to students with physical disabilities.	
020206 - 020334	Administration Chairman	The Chairman noted the Administration's view about the timing for submission of written information/papers requested by the Subcommittee, and said that it would be helpful if members could be provided with the necessary background information to facilitate reference and understanding. The submission timeline would be confirmed after consultation	

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		with the Chairman.	-
Agenda Item III	– Any other business		
020335 - 021038	Chairman Ms Cyd HO Mr LEUNG Yiu-chung Dr Kenneth CHAN	Members' discussion on visiting one or more ordinary schools which had admitted SEN students.	
		The Chairman's summing up that —	
		(a) the Secretariat would organize the visit(s) in consultation with the Chairman and relevant parties;	to organize one or more school visits in March 2013.
		(b) as visits would be arranged in March 2013, no meeting will be scheduled in the same month; and	
		(c) The Subcommittee would also consider inviting the Secretary for Education or his deputy to join the visit(s).	
		Ms HO's remarks that —	
		(a) the Chairman could liaise on behalf of the Subcommittee with the schools concerned;	
		(b) if necessary, the Subcommittee might also approach the Grand Alliance of Parents for the Rights of Persons with Special Educational Needs (關注特殊教育權益家長大聯盟); and	
		(c) some schools had enrolled a large number of SEN students for the sake of avoiding "school closure" but without corresponding support and resources in terms of trained teachers or professionals.	
		Dr CHAN's remarks that if possible, some background information on the schools to be visited should be provided for members' reference prior to the visit.	
		The Chairman's concluding remarks that members would be notified of the arrangements for the visit(s) in due course	

Council Business Division 4 <u>Legislative Council Secretariat</u> 22 April 2013