

# 立法會

## *Legislative Council*

LC Paper No. CB(4)1447/16-17  
(These minutes have been seen  
by the Administration)

Ref : CB4/PL/ED

### **Panel on Education**

**Minutes of meeting**  
**held on Monday, 9 January 2017 at 4:30 pm**  
**in Conference Room 1 of the Legislative Council Complex**

**Members present** : Dr Hon CHIANG Lai-wan, JP (Chairman)  
Hon IP Kin-yuen (Deputy Chairman)  
Hon James TO Kun-sun  
Hon LEUNG Yiu-chung  
Hon Tommy CHEUNG Yu-yan, GBS, JP  
Hon Starry LEE Wai-king, SBS, JP  
Hon CHAN Kin-por, BBS, JP  
Dr Hon Priscilla LEUNG Mei-fun, SBS, JP  
Hon Paul TSE Wai-chun, JP  
Hon LEUNG Kwok-hung  
Hon Claudia MO  
Hon Michael TIEN Puk-sun, BBS, JP  
Hon Frankie YICK Chi-ming, JP  
Hon MA Fung-kwok, SBS, JP  
Hon Charles Peter MOK, JP  
Hon CHAN Chi-chuen  
Hon CHAN Han-pan, JP  
Hon Dennis KWOK Wing-hang  
Dr Hon Fernando CHEUNG Chiu-hung  
Dr Hon Helena WONG Pik-wan  
Dr Hon Elizabeth QUAT, JP  
Hon Martin LIAO Cheung-kong, SBS, JP  
Hon Alvin YEUNG  
Dr Hon Junius HO Kwan-yiu, JP  
Hon Holden CHOW Ho-ding  
Hon SHIU Ka-chun  
Hon Wilson OR Chong-shing, MH  
Hon Tanya CHAN  
Hon CHEUNG Kwok-kwan, JP  
Hon HUI Chi-fung  
Dr Hon CHENG Chung-tai  
Hon Nathan LAW Kwun-chung

Dr Hon LAU Siu-lai

**Members absent** : Hon Abraham SHEK Lai-him, GBS, JP  
 Hon WONG Kwok-kin, SBS, JP  
 Hon Mrs Regina IP LAU Suk-yea, GBS, JP  
 Hon Alice MAK Mei-kuen, BBS, JP  
 Hon Christopher CHEUNG Wah-fung, SBS, JP  
 Ir Dr Hon LO Wai-kwok, SBS, MH, JP  
 Hon CHU Hoi-dick  
 Hon HO Kai-ming  
 Hon LUK Chung-hung  
 Hon LAU Kwok-fan, MH

[According to the Judgment of the Court of First Instance of the High Court on 14 July 2017, LEUNG Kwok-hung, Nathan LAW Kwun-chung, YIU Chung-yim and LAU Siu-lai have been disqualified from assuming the office of a member of the Legislative Council, and have vacated the same since 12 October 2016, and are not entitled to act as a member of the Legislative Council.]

**Public Officers attending** : Agenda item III

Mr Eddie NG , SBS, JP  
 Secretary for Education

Dr K K CHAN  
 Deputy Secretary for Education (5)

Mr Sheridan LEE  
 Principal Assistant Secretary (Curriculum Development)  
 Education Bureau

Agenda item IV

Mr Kevin YEUNG, JP  
 Under Secretary for Education

Miss Sharon KO  
 Principal Assistant Secretary (Higher Education)  
 Education Bureau

**Clerk in attendance** : Ms Angel WONG  
 Chief Council Secretary (4)4

**Staff in attendance** : Mr KWONG Kam-fai  
Senior Council Secretary (4)4

Miss Mandy NG  
Council Secretary (4)4

Ms Sandy HAU  
Legislative Assistant(4)4

---

Action**I. Information paper(s) issued since the last meeting**

(LC Paper No. CB(4)379/16-17(01) -- Information paper provided by the Education Bureau concerning the progress of the School-based Professional Support Programmes financed by the Education Development Fund in the 2015-2016 school year

LC Paper No. CB(4)400/16-17(01) -- Letter dated 4 January 2017 from Hon HUI Chi-fung)

Members noted the above papers issued since the last meeting.

2. The Chairman referred to Mr HUI Chi-fung's letter dated 4 January 2017 [LC Paper No. CB(4)400/16-17(01)], requesting the Research Office to prepare for the Panel a research brief on the competency assessment systems in other countries which were comparable to the Territory-wide System Assessment ("TSA") in Hong Kong. Members agreed to relay the request to the Research Office.

**II. Items for discussion at the next meeting**

(Appendix I to LC Paper No. CB(4)383/16-17 -- List of outstanding items for discussion

Appendix II to LC Paper No. CB(4)383/16-17 -- List of follow-up actions)

3. Members agreed to discuss the following items at the next regular meeting to be held on 13 February 2017 at 4:30 pm:

Action

- (a) Liberal Studies subject under the New Senior Secondary curriculum (proposed by the Chairman); and
- (b) measures to improve facilities at the 'matchbox-style' school premises (proposed by the Administration).

4. Noting that the Administration would make its decision on the 2017 TSA arrangement by the end of January, the Deputy Chairman requested the Administration to provide as soon as possible its written response to members' concerns over TSA as listed in the Panel's List of follow-up actions. On the Deputy Chairman's enquiry about the date for the public hearing on TSA, the Chairman advised that the public hearing might be arranged in late February the earliest taking into account the availability of hearing venue. She would also request the Administration to provide information on the new version of TSA to facilitate the public to give views.

5. The Chairman drew members' attention to Rule 83A of the Rules of Procedure which provided that a Member shall not move any motion or amendment relating to a matter in which he had a pecuniary interest, whether direct or indirect, or speak on any such matter, except where he disclosed the nature of that interest. She reminded members to declare interests, if any, in the matter under discussion.

### **III. Teaching Chinese history as an independent subject at junior secondary level**

(LC Paper No. CB(4)383/16-17(01) -- Paper provided by the Administration

LC Paper No. CB(4)383/16-17(02) -- Background brief entitled "Issues related to Chinese history education at junior secondary level" prepared by the LegCo Secretariat)

6. Members noted the background brief prepared by the Secretariat [LC Paper No. CB(4)383/16-17(02)].

#### Briefing by the Administration

7. At the invitation of the Chairman, the Secretary for Education ("SED") briefed members on the progress of the revision and consultation for the junior secondary Chinese History subject, and explained the different modes of implementation of the Chinese History curriculum in schools, details of which were set out in the Administration's paper [LC Paper No. CB(4)383/16-17(01)].

Discussion*The first stage of consultation*

8. Ms Claudia MO, Mr CHAN Chi-chuen, Dr Fernando CHEUNG, Mr SHIU Ka-chun, Mr LEUNG Kwok-hung and Dr CHENG Chung-tai disagreed with the views quoted in paragraph 6 of the Administration's paper that the recent emergence of increasingly radical political behaviour and incomprehension of the "one country, two systems" concept among the young people of Hong Kong stemmed from their unfamiliarity with Chinese history. They criticized the Administration for quoting views on a selective basis and presenting the views in a manner which would mislead the others to believe that it was the majority view of the stakeholders. Ms MO asked about the source of the views. Dr CHENG requested the Administration to indicate the source of the views in the paper. Dr CHEUNG and Mr SHIU also suggested that the Administration should delete the sentence in question.

9. The Deputy Secretary for Education (5) ("DS(Ed)5") advised that views of different stakeholders were collected through multiple channels such as questionnaires for schools, media reports, written submissions. The views were quoted from media reports and were only views on different modes of implementing the curriculum. The findings of the questionnaire survey for schools were included in paragraphs 4 and 5 of the Administration's paper. The Ad Hoc Committee on Revision of the Curricula of Chinese History and History at Junior Secondary Level ("Ad Hoc Committee") had held professional discussions on various modes of teaching and the main concern was how to ensure all students could receive systematic Chinese history education. SED stressed that EDB had quoted the views on an objective basis. In response, the Chairman urged the Administration to consider taking a more prudent approach in preparing its papers in future to avoid misunderstanding.

10. Ms Starry LEE stressed that professional views as well as public opinions should be gauged in the course of policy making. To gauge public views on the teaching of Chinese history at junior secondary level, the Democratic Alliance for the Betterment and Progress of Hong Kong ("DAB") had conducted a survey recently. Nearly 70% of the respondents considered that students generally lacked relevant history knowledge, and about 76% of the respondents supported strengthening Chinese history education at junior secondary level. She urged EDB to engage a reputable research agency to conduct an opinion survey before a decision was made. SED undertook to relay Ms LEE's suggestion to the Ad Hoc Committee for consideration.

11. To better understand the first stage of consultation, Dr Junius HO and the Chairman respectively requested the Administration to provide the 293 completed questionnaires and 23 written submissions as stated in paragraph 4 of the Administration's paper, and further information on the findings of the questionnaire survey conducted.

(*Post-meeting note:* The Administration's written response was issued to members vide LC Paper No. CB(4)626/16-17(01) on 24 February 2017.)

### *Objective of curriculum revision*

12. Ms Claudia MO relayed teachers' concerns that national education would be re-introduced under the guise of the revised Chinese History curriculum to brainwash students. Dr CHENG Chung-tai shared the concerns and considered that the curriculum revision should not be politicalized. Mr HUI Chi-fung expressed concern as to whether strengthening students' sense of belonging to the country was the policy intent of the Chinese History curriculum revision. He opined that Hong Kong people's ethnic and national identities were of the same importance. Dr Fernando CHEUNG agreed to make Chinese History an independent subject, however, it was not advisable to foster nationalism or shape students' thinking through the subject.

13. In reply, SED explained that in alignment with the recent trends in education development, the Ad Hoc Committee conducted a Chinese History curriculum review with the prime objective of enhancing students' interest in learning Chinese history. Students' understanding of their national identity was, in fact, one of the seven learning goals set out by the Curriculum Development Council ("CDC"). DS(Ed)5 added that reinforcing students' sense of belonging to the society and the country was also the objective of the existing curriculum.

14. Mr CHEUNG Kwok-kwan agreed to the Administration's direction of curriculum revision. He did not subscribe to members' view that the revision was another way of introducing national education into the curriculum. On the contrary, he believed that with their professionalism, Chinese history teachers would not use the subject as a tool to brainwash students.

### *Chinese History as an independent subject*

15. Ms Starry LEE said that DAB had all along been requesting Chinese History be taught as an independent subject at junior secondary level, and urged the Administration to follow up seriously on Mr CHEUNG Kwok-kwan's relevant motion passed at the Council meeting of 16 November 2016. Mr Martin LIAO supported the teaching of Chinese History as an independent and compulsory subject at the entire junior secondary level.

16. Mr CHEUNG Kwok-kwan noted that EDB agreed to let 11% of schools select modes other than the independent teaching approach because their students' interest in learning Chinese history had been enhanced. He did not share with EDB's view and opined that students' interest could be enhanced as long as the curriculum was revised in the right direction and the teaching was interesting. He therefore agreed that these schools should devise progressively a

Action

curriculum with Chinese history as the backbone. He urged the Administration to set objective criteria for these schools to devise the required curriculum; and asked about the timetable, if any, requiring these schools to offer Chinese History as an independent subject at junior secondary level. DS(Ed)5 advised that regardless of which curriculum mode schools adopt, ancient history, early modern history, modern history and contemporary history should be the backbone of their curriculum. The Ad Hoc Committee would provide details of the curriculum in the second stage of consultation and continue to gauge the views of different stakeholders to fine-tune the curriculum revision.

17. Given nearly 90% of the secondary schools had already offered Chinese History as an independent subject at junior secondary level, and some schools adopting other curriculum modes had won the Chief Executive's Award for Teaching Excellence, the Deputy Chairman said that curriculum revision should not focus on making Chinese History an independent subject.

*Topic contents in the curriculum*

18. Ms Claudia MO, Mr Alvin YEUNG and Dr Junius HO sought further information on the revised curriculum. DS(Ed)5 advised that modern history described the historical period from 1911 whereas contemporary history covered from 1949 to the present. The revised curriculum was designed to have 50 40-minute teaching periods for each school year. The second stage of consultation which focused on the contents and coverage of the relevant topics was expected to be conducted in April/May 2017. DS(Ed)5 would provide the document for the first stage of consultation for members' information.

*(Post-meeting note: The consultation document was issued to members vide LC Paper No. CB(4)626/16-17(01) on 24 February 2017.)*

19. Dr Junius HO sought information on how the Administration would follow up on Mr CHEUNG Kwok-kwan's motion passed at the Council meeting of 16 November 2016 which urged the Administration, inter alia, to expand the scope of the curriculum concerned to give more coverage to contemporary Chinese history and the interactive relationship between Hong Kong and the Mainland.

20. Mr SHIU Ka-chun considered that more coverage should be given to the development history of Hong Kong, including recent historic incidents. Mr HUI Chi-fung and Mr Alvin YEUNG shared Mr SHIU's view and suggested that riots in 1967 and Movement to protect Diaoyu Islands in the 1970s should be included. Mr Alvin YEUNG also opined that political history and economic history were of equal importance, and hence suggested that Autumn Harvest Uprising in 1927 and the Cultural Revolution should be included in modern history and contemporary history respectively. Dr Junius HO opined that the coverage on the decline of dynasties should not be reduced. Mr Martin LIAO

Action

remarked that the topics in political history should be covered from historical, rather than political perspective.

21. SED advised that the coverage on cultural history and development history of Hong Kong would be strengthened. The Ad Hoc Committee would deliberate further on the suggestions made by some teachers regarding the specific topics of Hong Kong and present the details in the consultation document during the second stage of consultation. Members' views would be relayed to the Ad Hoc Committee for consideration.

22. In view of various members' concerns about the curriculum contents, the Chairman requested the Administration to take on board members' views and revert to the Panel when the detailed contents were available.

23. Mr LEUNG Kwok-hung opined that students' learning interest would be enhanced if they were allowed to analyze and evaluate, rather than memorize, historical events. Mr Martin LIAO opined that at junior secondary level, the curriculum should focus on teaching primary historical materials whereas students' higher order thinking abilities should be developed at senior secondary level. SED agreed that the learning points and historical skills would vary at different learning stages.

*Teaching materials*

24. Dr Fernando CHEUNG noted with concern that the schools in Macau would use the Mainland's Chinese history teaching materials from 2019. Mr SHIU Ka-chun urged the Administration to avoid such a situation from happening in Hong Kong. SED explained that CDC comprising local academics, teachers and the education sector was responsible for the formulation and revision of curriculum in Hong Kong.

*Specialized teaching*

25. The Deputy Chairman noted with concern that only 40% of Chinese History teachers had a major in History. He pointed out that non-specialized teaching would undermine the quality of teaching and learning, and urged the Administration to improve the situation. Mr LEUNG Kwok-hung shared the Deputy Chairman's concern. Mr Martin LIAO considered it more appropriate to defer to the academic sector on issues related to teaching. SED advised that quite a number of non-subject-trained teachers had prepared their lessons in a professional manner, gaining the recognition and acclaim of their students. EDB would continue to strengthen the professional training programmes for teachers and develop relevant learning and teaching resources to support the work of teachers. EDB was quite confident that specialized teaching could be implemented.



#### **IV. Review on regulation of non-local higher and professional education courses operated in Hong Kong**

(LC Paper No. CB(4)383/16-17(03) -- Paper provided by the Administration)

##### Briefing by the Administration

26. At the invitation of the Chairman, the Under Secretary for Education ("US(Ed)") briefed members on the outcome of the review on regulation of non-local higher and professional education courses operated in Hong Kong, and the measures for stepping up monitoring and regulatory efforts over the operation of the non-local courses, details of which were set out in the Administration's paper [LC Paper No. CB(4)383/16-17(03)].

##### Discussion

###### *Legislation on regulation of non-local courses*

27. Referring to the reported allegations against Lifelong College of fast-tracking the award of degrees to students by illegal means, Dr CHENG Chung-tai noted with concern that the course operator had taken advantage of legal loopholes to re-register the institution under a different name while the police investigation was still underway. To prevent illegal practices of course operators which would undermine the credibility of higher education sector in Hong Kong, Dr CHENG enquired whether there would be a blacklist system whereby course operators who contravened the statutory requirements would not be allowed to make registration any more. US(Ed) advised that it might be inappropriate to comment on the case of Lifelong College as the investigation was still underway. However, he clarified that Lifelong College had applied for a change of its Chinese name in accordance with the Education Ordinance (Cap. 279), rather than the Non-local Higher and Professional Education (Regulation) Ordinance (Cap. 493) ("the Ordinance"). The latter required non-local courses operators to register the non-local courses on a "course-basis" instead of "operator-basis". The main purpose of the Ordinance was to regulate the operations of non-local courses in order to ensure that the standard of the course offered in Hong Kong would be at a level comparable to the course leading to the same qualification conducted in its home country. This comparability in standard must be recognized by the awarding institution and the relevant accreditation authority, if any, of the home country. The Administration would not adopt the local standard to assess the standard of these non-local courses.

28. The Deputy Chairman agreed that the Administration's enhanced monitoring measures could protect the interests of students enrolled in non-local courses. However, he doubted whether these measures could eradicate collusion

Action

between course operators and their students as revealed in the Lifelong College case. He asked about the possibility of amending relevant legislation with regard to the outcome of the inquiry into Lifelong College. Mr SHIU Ka-chun declared that he was the convenor of the Committee on Qualification Assessment and Registration under the Social Workers Registration Board. Mr SHIU shared the Deputy Chairman's views that the enhanced measures might not eradicate collusion between course operators and students/non-local institutions to fast-track the award of degrees through different shortcuts, for example, shortening a four-year full-time course overseas to a four-year part-time course in Hong Kong.

29. US(Ed) advised that an awarding institution should have monitoring mechanism in place to ensure that the standard of the course offered in Hong Kong was comparable to the one in its home country as required by the Ordinance. Regarding conspiracy to defraud, it was beyond the EDB regulatory regime under the Ordinance. Hence, suspected violations such as forgery cases would be referred to the relevant law enforcement agencies for follow-up action.

30. Mr HUI Chi-fung questioned about the Administration's role in regulating non-local courses if the Administration was not supposed to ensure the quality of non-local courses. He also sought statistical information regarding course operators receiving warning letters from the Non-local Course Registry ("NCR"), suspected cases under investigation and the outcome of referral cases to law enforcement agencies. US(Ed) explained that the Administration recognized academic freedom and the self-accreditation status of local institutions as well as the accreditation by overseas institutions and authorities. It should be the responsibility of the non-local institutions to ensure the quality of the courses.

31. Dr Helena WONG did not subscribe to the Administration's view stated in its paper that the monitoring mechanism under the existing regulatory framework of the Ordinance was generally effective. Noting that the penalties imposed under the Ordinance were a fine of \$25,000 and imprisonment of two years, Dr WONG suggested that the penalties should be strengthened. US(Ed) responded that the fine of \$25,000 might be a small amount but serious offences were liable on conviction for imprisonment of two years. For criminal offences (e.g. fraud), charges would be brought against the person concerned in accordance with the relevant ordinances where applicable.

32. Dr Junius HO supported the tightening up of the Ordinance and suggested that due diligence should be enhanced by requiring the course operator and non-local institution to make a declaration that the information provided in support of the application for registration of the course was true and accurate. Applicants who provided false information to the Administration might commit an offence of conspiracy to defraud. US(Ed) advised that the requirement of making such declaration by operators was already in place. The Administration would consider fine-tuning the wording of the declaration where appropriate.

*Operation of the Non-local Course Registry*

33. Noting that under the Ordinance, NCR should keep a register of non-local courses and made available for inspection by the general public during normal office hours free of charge, Dr Helena WONG queried why the Administration was not aware of the irregularities of the student records, such as backdating the registration of students, of Lifelong College. US(Ed) responded that NCR kept the information on non-local courses, rather than records of individual students enrolled in individual courses. Student records would be kept at the non-local institutions.

34. Dr Helena WONG further asked whether course operators would be required to provide student records in future. US(Ed) advised that EDB had imposed a new condition of registration, under which the operators concerned were required to maintain certain documents (e.g. copies of each student's credit exemptions document(s) and attendance record(s), etc.) relating to the new courses up to two years after completion of the courses so that NCR could request these documents when warranted.

35. In response to Dr Helena WONG's enquiry, the Principal Assistant Secretary (Higher Education), who was the Registrar of NCR, advised that NCR did keep records of all registered non-local courses for the public's inspection. Members of the public were encouraged to make prior appointment so as to shorten their waiting time at NCR. Noting that the public would need to make prior appointment for inspecting the register of courses available at NCR, Dr Junius HO suggested that information of non-local courses, such as track record of the non-local institution, should be made available on the Internet for convenience's sake. The Chairman concurred that the transparency of non-local courses would be enhanced if the public could access to more information on these courses. In this regard, US(Ed) advised that basic information on individual courses was available on the Internet. The Administration would consider providing more information online with regard to members' views.

*Enhanced monitoring measures*

36. Mr CHEUNG Kwok-kwan supported the Administration to step up monitoring efforts over the operation of the non-local courses. He sought information on the effectiveness of the enhanced monitoring measures, such as whether the tightening of the discretion of NCR had achieved a deterrent effect, the number of suspected cases referred to enforcement departments after the implementation of the measures. US(Ed) advised that the enhanced measures had only been implemented in late 2016/early 2017, and their effectiveness had yet to be seen. The Administration was confident that course operators would strive to comply with the statutory requirements with the introduction of the enhanced measures.

Action

37. Mr CHEUNG Kwok-kwan noted with concern that many non-local courses would commence in the first quarter of 2017, however, regular inspection would only start from the third quarter of 2017. He was worried that it might be too late to take follow-up action by the time it conducted the inspection, and hence suggested that the Administration should start the regular inspection before the courses commenced. US(Ed) advised that the Administration would consider the feasibility of conducting regular inspection earlier with regard to the readiness of manpower and resources, and assured members that inspection would be carried out at once if there were cases of complaint/contravention.

*(The Chairman said that she would extend the meeting for 15 minutes to complete the discussion of this agenda item.)*

*Quality assurance of non-local courses*

38. Mr CHEUNG Kwok-kwan asked about the number of non-local courses that had been locally accredited by the Hong Kong Council for Accreditation of Academic and Vocational Qualifications ("HKCAAVQ") and the effectiveness of providing subsidy under the Accreditation Grant Scheme of the Qualifications Framework Fund to incentivize operators of non-local courses to seek local accreditation of their courses. US(Ed) advised that by the end of November 2016, 153 non-local courses had been locally accredited, representing about 15% of all non-local courses in Hong Kong. Locally accredited non-local courses should present greater attraction to students. It was a matter of opinion as to whether the subsidy was an effective incentive and whether the level of subsidy was attractive. Nevertheless, EDB would continue to encourage operators of non-local courses to enhance the quality assurance of their courses.

39. Mr LEUNG Kwok-hung disagreed that the Administration was not obliged to monitor the standard of the non-local courses in Hong Kong. In this regard, he was concerned about the award of professional qualifications upon completion of non-local courses with relaxed requirements. He also sought information on the monitoring and regulation of courses offered by certain departments/faculties in local universities. US(Ed) advised that local professional bodies had their own professional-specific rules for recognizing professional qualifications. Courses conducted in collaboration with the local institutions of higher education would be self-accredited by individual institutions involved, and further accreditation of the qualifications by HKCAAVQ was not required.

40. Dr Junius HO suggested that for quality assurance, registration of non-local courses might be confined to those courses offered by the top-ranking, let say the top 50, universities in the home country. US(Ed) advised that currently, application for registration of a course would be approved if it met the

Action

criteria laid down in the Ordinance. HKCAAVQ provided assessment services for the general public and organizations on qualifications awarded by non-local institutions. The assessment was conducted on an individual basis. Individual employers and non-local qualification holders might make use of this service.

41. Dr Junius HO enquired whether the Administration would consider seeking HKCAAVQ's assessment of qualifications of all registered non-local courses. In reply, US(Ed) advised that under the prevailing policy, the Administration would encourage operators to seek local accreditation by HKCAAVQ for their non-local courses. Operators of non-local courses could apply for subsidy for the local accreditation of their courses.

**V. Any other business**

42. There being no other business, the meeting ended at 6:43 pm.

Council Business Division 4  
Legislative Council Secretariat  
24 July 2017