

For Information on 12 June Panel on Education Meeting

Submissions to the Panel on Education of the Legislative Council On Chinese learning and teaching for non-Chinese speaking students

The Chinese learning and teaching for non-Chinese speaking students, namely ethnic minority students, in the local and non-private schools has been a longstanding issue. As recent as May 2014, in its Concluding Observations on the implementation of the International Covenant on Economic, Social and Cultural Rights (ICESCR) in Hong Kong, the United Nations Committee on Economic, Social and Cultural Rights showed concern over the fact that, despite the announcement of the implementation of the Learning Framework and allocation of additional funding, non-Chinese speaking ("NCS") students continued to be de facto discriminated in the public education system. Indeed, although the Government has committed to support kindergartens with 8 or more NCS children in the Free Kindergarten Quality Education in September 2017, implemented the Chinese Language Curriculum Second Language Learning Framework ("Learning Framework") and introduced the Applied Learning in Chinese in September 2014, Hong Kong Unison is very concerned about the Chinese learning and teaching for NCS students. To date, there is no concrete curriculum with grade-specific learning objectives, relevant learning and teaching materials, systematic teacher training, information on the number of students who have bridged over to mainstream Chinese classes, and effective measures to tackle de facto racial segregation in local and non-private schools. Many NCS students are still concentrated in a handful of such schools and the Chinese proficiency of most NCS students, after 12 years of mainstream education, remains at mainstream primary two level. It is not because these children are unwilling to learn Chinese, but they have not been provided an equitable opportunity to learn the language.

The issues relating to supporting Chinese learning and teaching for non-Chinese speaking students had been discussed in the Subcommittee on Rights of Ethnic Minorities meeting on 23 November 2016 and a public hearing was held on 12 December 2016. Hong Kong Unison hopes that the government understands the urgent need to close the policy gaps and delay no more. Please refer to the table below, setting out the concerns and policy gaps, as well as recommendations for some issues to provide an equitable and quality education to ethnic minority students.



Existing Situation/ Policy	Concerns/ Policy Gaps	Hong Kong Unison Recommendations
A) Kindergarten		
1. Admission		
Guidelines on Kindergarten Admission Arrangements: - Kindergartens (KG) should provide bilingual application form and allow/ arrange interpreters for non-Chinese speaking parents	 Parents are not aware of the new 'admission guidelines' and their rights. Education Bureau (EDB) Regional Office is passive in dealing with complaints. 	- Closely monitor the KGs whether they are following guidelines by setting up teams to check during kindergarten admission period.
2. Chinese learning		
A grant comparable to the recommended salary of one KG teacher will be provided to KGs admitting eight or more NCS students	- The same problem may occur current faced by primary and secondary schools that received recurrent funding for Chinese	 Indicate schools that receive funding and the support that is provided in the kindergarten school profile.
Quality Education Fund has funded the University of Hong Kong to conduct the project entitled "Development of Chinese Language Learning Progression Framework for Non-Chinese Speaking Children in Kindergartens in Hong Kong"	learning of NCS students: (a) schools do not know how to use the funding to help NCS students other than hiring inexperienced teachers; (b) parents do not know what support each school provides.	



Existing Situation/ Policy	Concerns/ Policy Gaps	Hong Kong Unison Recommendations
3. Monitoring		
Quality Review (QR) Report conducted by EDB school monitoring team	 The QR report is only in Chinese. Under Secretary for Education, Mr. Kelvin Yeung was aware of it since 2015 but no improvement so far. 	 Provide English QR report. Revise parameters of QR report to include integration in schools, NCS student's Chinese learning progress, communications with NCS parents etc.
Primary and secondary school		
4. Racial segregation/ School choice		
In 2012/13, there were primary and secondary schools with high percentage of NCS students among total student population. Information were not provided to LegCo since 2012/13 to avoid labelling effect.	De facto racial segregation still exists in mainstream and non-private schools the abolishing of the label of designated schools.	 Set an upper limit of the % of NCS students in each school. EDB reviews numbers of schools which has certain % of NCS students among all students in the schools to avoid labelling effect and monitor the situation.
Appendix 3 school list in (POA) Primary One Allocation NCS children who indicate in the application form that they "cannot use Chinese as the learning medium" (Box 7) are encouraged to	EDB is guiding NCS students to former designated schools. - 'Cannot use Chinese as the learning medium' does NOT necessarily mean parents want	 Review the measure of POA Box 7 and Appendix 3. Refine the list of Appendix 3 to include schools with English medium, or all the schools which already have



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choose from the eight primary schools (Appendix 3) traditionally admitting more NCS students in addition to their school net.	their children to study in schools with HIGH NCS students' concentration. The policy intension is questionable. Does EDB mean 'schools traditionally admitting more NCS students' (former designated school) is the only type of school which can help students who 'Cannot use Chinese as the learning medium'?	experience in taking NCS students to avoid further concentration of NCS in certain schools. (Please see Unison Position Paper on Appendix 3)				
EDB has strongly appealed to parents of NCS students, through the Notes to Parents for POA, for sending their children to schools with an immersed Chinese language environment to facilitate their mastery of the Chinese language.	 EDB is asking NCS parents to just choose mainstream schools without helping them to overcome the difficulties/ worries parents have, including: (a) Languages of school notices (b) Support in other subjects which are taught in Chinese (c) Chinese support measures since parents don't know Chinese and cannot help in homework/study 	 Include information such as Chinese learning support and support to parents in school profiles Flexibility in recurrent funding to provide support in other subjects 				
5. School information – parents do not have	5. School information – parents do not have an informed choice when choosing schools					
Primary and Secondary School profile – 'Schools are always encouraged to keep on enriching the contents of the school profiles	- Important school information that facilitate informed choice are missing, including	 Enhanced school information for NCS parents by adding a column 'dedicated support for NCS students' 				



Existing Situation/ Policy	Concerns/ Policy Gaps	Hong Kong Unison Recommendations
so as to provide update information for parents.' (EDB Home-school cooperation Apr, 17)	 after school support (including homework classes, and remedial classes for students who are weak in certain subjects); Chinese class arrangement for NCS students, language of school notice etc.; Chinese to non-Chinese speaking (NCS) student ratio in school; if the school has any experience admitting NCS students; options and arrangement of various alternative Chinese qualifications 	in the school profiles', including the indication of which schools is receiving funding, and what kind of support they are providing.
Parents can get information by attending Open Day and from school website.	 (including GCSE, GCE AS/AL level etc). NCS parents do not get school information on Open Day. Most Open Days and school PTA (Parent Teacher Associations) are in Chinese/Cantonese. Federations of PTA do not reflect views of NCS parents. 	- Enhanced school information in school profiles as this seems to be the only viable option for NCS parents to access information on schools



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EDB dedicated briefing sessions (with simultaneous interpretation services) conducted for parents of NCS students during the course of POA every year	- In these seminars, EDB staff keep referring parents to the school listed on Appendix 3.	 Training sessions to EDB and NGOs staffs to guide parents in choosing schools during POA/ SSPA.
6. Chinese learning – Locally born and raised mainstream P.2 Chinese level, even after 1	ethnic minority students are often prepared to si 5 years in mainstream education system.	t for GCSE Chinese exam which is only
Chinese-as-a-second-language Framework (CSL) - No publisher is interested in developing NCS Chinese textbook since the target group is small	 CSL framework is only a description of student's ability, without guiding teachers how to achieve each levels. There are only exemplar (from a few selected schools) but no textbook. No evaluation on the CSL framework. 	 Guide teachers how to teach NCS students so that they can 'bridge over' to mainstream Chinese class by providing teaching materials and textbook designed for students whose mother tongue is not Chinese. Set a standard on the Chinese level which local NCS students should attain in each grade (syllabus)
Applied Learning Chinese (for NCS Students) is pegged at the Qualifications Framework Levels 1 to 3 for NCS students at the senior secondary levels.	 The course provider is not experienced in teaching NCS students Chinese. Students' Chinese ability in class varies too much. 	
The support measures concerned will be reviewed based on both quantitative (such as data on the overall learning performance		- EDB should reveal the Chinese progress of NCS students by providing the number of students in each



of NCS students including results of the Territory-wide System Assessment) and qualitative (such as questionnaire surveys and group interviews, etc.) information.	Concerns/ Policy Gaps	Hong Kong Unison Recommendations Chinese level every year according to the HKU assessment tools (which schools must use if they are receiving funding for NCS Chinese learning) - EDB should provide the number of students who migrated to mainstream
7. School support (1) – school based funding Starting from the 2014/15 school year, provided all schools admitting 10 or more NCS students with the enhanced funding ranging from \$800,000 to \$1,500,000 per year depending on the number of NCS students The funding model is as follows: Number of Additional funding (\$ million) NCS students 10 – 25 26 – 50 26 – 50 0.80 26 – 50 0.95 51 – 75 1.10 76 – 90 1.25 91 or more 1.50	to schools with 9 or more NCS students No transparency and accountability to stakeholders: - Parents do not know which schools are receiving funding and how the schools spend the funds - There is no evaluation on the effectiveness of the support measures which the schools adopt using those dedicated funding.	- Include such information in school profile (same as above)



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A dedicated team has been set up in EDB to examine the annual plans submitted by the schools concerned, conduct supervisory visits to the schools, collect feedback from major stakeholders.	- Doubts on the existence of such team because information not revealed	
On-site support provided by EDB professional support teams and support rendered through the University-School Support Programmes, Professional Development Schools Scheme and School Support Partners (Seconded Teacher) Scheme	 No reports or evaluation conducted on the effectiveness of such support; Such support had been provided at least since 2012 but learning and teaching of NCS students are still not low quality 	
8. School support (2) – lack of support to sch	ools with less than 9 NCS students.	
EDB stated that 'NCS students in schools having a handful of NCS students have benefitted from the immersed Chinese language environment of the school'.	 Schools with few NCS students shared that it is hard for them to manage since there are not enough resources and they have no experience to handle NCS students. Students in immersed Chinese environment may have better performance in Cantonese speaking and listening, but still struggle in reading and writing Chinese, 	 Made EDB and university support programme more available to these schools Improve the Learning Framework, provide curriculum, teaching and learning material and systematic preservice teacher training



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	and other subject which are taught in Chinese	
Schools can choose to apply a funding for around \$50,000 for after school support.	Schools stated that funding is not attractive since only \$50,000 but a lot of <u>administrative</u> workload.	
9. Teacher training		
 Hong Kong Education University (EdUHK) Elective courses on Teaching Chinese as a Second Language in its Bachelor of Education (Honours) (Chinese Language) Programme 5-week full-time "Certificate in Professional Development Programme on the Teaching of Chinese Language for Non-Chinese Speaking Students" commissioned by the EDB 	 Only optional to teachers whether they see the need and have time to take those courses. However, since NCS students can choose all schools in Hong Kong, every teacher will have the chance to teach NCS students. 	 Include cultural sensitivity training in pre-service teaching courses. Set percentage of teachers in schools who received NCS training.
Hong Kong University (HKU)		
 Chinese as a second language education graduate programme 		
- Saturday short-term workshops commissioned by the EDB		



Existing Situation/ Policy	Concerns/ Policy Gaps	Hong Kong Unison Recommendations
"Professional Enhancement Grant Scheme for Chinese Teachers (Teaching Chinese as a Second Language)".		
EDB does not think teacher needs extra training to teach NCS students. EDB states that 'Prospective teachers are equipped with professional knowledge, pedagogy and attributes in teaching students of different backgrounds and needs.'		
10. Cantonese learning		
Putonghua as the medium of Instruction in Chinese lesson (PMIC)	 NCS students lose the only proper chance to learn Cantonese in schools. Hinders their learning in other subjects which use Cantonese as the MOI. 	 Putonghua should be a separate core or elective subject for NCS students instead. For school that adopt PMIC, there should be additional Cantonese remedial classes provided to NCS students
11. Tertiary educationW		
Eligible NCS students will continue to be subsidised to attain the internationally recognised alternative Chinese Language	- Although NCS students can get into university with a lower Chinese level, when they graduate and need to work and	- What local NCS students need is a proper way to learn Chinese up to a



Existing Situation/ Policy	Concerns/ Policy Gaps	Hong Kong Unison Recommendations
qualifications for admission to the University Grants Committee (UGC)-funded institutions and post-secondary institutions (including Vocational Training Council).	 integrate into the society, they still need to possess a proficient Chinese level. Considering the medium of instruction of post-secondary programmes, interview language and accommodations on Chinese 	level which is needed in the community - Proper CSL curriculum for NCS students to learn Chinese up to the levels which a local mainstream F.6 student is expected to possess.
NCS students taking the HKDSE (Chinese Language) Examination but not reaching Level 3 or above, the UGC-funded institutions may have flexibility for the Chinese Language requirement and consider their applications for admission on a case-by-case basis	compulsory courses, 71% (132 out of the 186 programmes that responded) are not suitable for students who do not speak nor write Chinese; for students who can speak but cannot write Chinese, 50% (93) of the programmes are not suitable. (Research on Ethnic Minority Students' Access to Post-Secondary Education, Unison 2015)	 Locally born and raised NCS students should be taught a higher level than GCSE Chinese Review the post-secondary education progression ladder to better suit the needs of non-Chinese speaking students e.g. offer Chinese classes beyond GCSE level

Hong Kong Unison Position Paper on Appendix 3 in the Application Form for Admission to Primary One

Purpose

1. Hong Kong Unison is deeply concerned about the de facto racial segregation in government, aided and direct subsidy scheme schools, which may be one of the consequences from the current practice regarding the school list (Appendix 3) for non-Chinese speaking (NCS) students seeking admission to primary one.

Background

- 2. Ethnic minority parents have expressed confusion regarding Appendix 3 for years. We have met parents who are very distressed about their children being allocated to a school with a high concentration of NCS students after checking Box 7 "cannot use Chinese as learning medium" of the Application Form for Admission to Primary One and selected schools in the list; when they actually would want a school that can cater to 'caanot use Chinese as the leaning medium'.
- 3. Parents informed Unison that as recent as the EDB briefing on Central Allocation of Primary One Admission on 23rd and 24th January, 2017 at the Kwun Tong EDB Office, Appendix 3, the list of eight former designated primary schools, was pasted on the clipboards for parents because they were told NCS children have extra privilege to choose from these eights schools outside their school net. When parents asked why this particular list, they received different replies from EDB staff and volunteer:
 - Schools that traditionally accept NCS children (but no further information about the schools);
 - Schools that use English as the medium of instruction and allowed to be chosen outside their own school net.

Queries on Appendix 3

- 4. What is EDB policy intention for including Appendix 3? Is it a policy goal from the EDB that NCS students will be better taken care if they are concentrated in schools which traditionally accept NCS children if they cannot use Chinese as the medium of instruction? And what does EDB mean by 'traditionally accept NCS students? If the purpose was to provide a reference to parents on schools that previously received designated funding for the teaching and learning of NCS children before 2014/15, the list should include 21 primary schools that previously received designated funding for the teaching and learning of NCS children before 2014/15. What is the reason for only listing 8 out of the 21 schools? Why are parents allowed only to choose these 8 schools outside their school nets?
- 5. Previously in the application package of Primary One Admission, the schools that traditionally accept NCS children are denoted as "schools that provide additional learning support to NCS students". Since September 2014, the funding mode for schools admitting NCS students has changed. If the purpose of Appendix 3 is to let parents know which schools would provide additional learning support to NCS students, the list of schools

should be more than 8 schools since starting 2014/15 school year, schools with 10 or more NCS students receive recurrent additional funding to support the teaching and learning of Chinese of NCS students. According to the EDB, the so-called "designated schools" system was abolished as it might give rise to certain labelling effect. Would the list of 8 schools not create a labelling effect?

6. If the list of schools on Appendix 3 is intended to provide parents schools with English as the medium of instruction (MOI) to response to parents' indication in Box 7 'cannot use Chinese as learning medium', how are these eight schools selected amongst the many schools that use English as MOI? Unison observes that some primary schools adapt fine-tuning to MOI for NCS students. Should those schools not be included in the list because they actually adapt MOI for NCS students who cannot use Chinese as the learning medium?

Position of Hong Kong Unison

- 7. The current Appendix 3 contributes to a de facto racial segregation phenomenon not conducive to the learning of NCS students and provides the basis for EDB to blame racial segregation on parental choice.
- 8. The de facto racial segregation in the public school system has been criticized by the Committee on the Rights of the Child in the Concluding Observations on the combined third and fourth CRC Periodic Reports of China (2013) on the Convention on the Rights of the Child and in the second ICESCR Periodic Report of China (2014). One of the recommendations that the Committees made was to urgently abolish the system of "designated schools" for children of ethnic minorities. Although the Government removed the so-called "designated schools" in 2013 and changed its funding mode to support NCS students in Chinese learning in 2014, it has not taken any effective measures to address the high concentration of ethnic minority students in certain public schools. Appendix 3 actually reinforces segregation at primary level.
- 9. The high concentration of NCS students in these former designated schools is not conducive to integration and Chinese-learning. Parents with children in these schools, whether their enrollment decision was informed or not, have commented that studying in former designated schools limit their children's secondary school choice, because their Chinese ability is too low for them to survive in mainstream schools. This in turn affects their job prospect after graduation. This realization is particularly distressing for parents who wanted their children to learn Chinese well.
- 10. The EDB claims that the de facto racial segregation is due to parental choice; that in fact ethnic minority parents choose to send their children to schools admitting a large number of ethnic minority students. However in Unison's 2015 "Research on Ethnic Minority Parental Choice in Primary School Selection in Hong Kong", 73% of the ethnic minority parents surveyed did not think it was important to choose a school in which most of the students are ethnic minorities and this factor was considered as the most unimportant school choice factor amongst 13 factors. Ethnic minority parents informed Unison that they are not familiar with the education system and/or do not have access to EDB's school profiles to make real and informed choices for their children's education. The current set up in the application form and admission talks for NCS parents misleads and encourages them to apply to the eight former designated schools.

11. In fact, since the EDB currently provides additional recurrent funding for schools with NCS students, EDB claims that parents can send them to any school and the school should provide additional learning support. Even for schools admitting a handful of NCS students (i.e. 1 to 9 or less than 6 for special schools), additional funding per annum on a need basis is available. Providing that the EDB supports are efficient and adequate, NCS parents do not need to worry about the number of NCS students in each school, thus there is no need to keep Appendix 3 to increase parents' options. If the policy goal is to identify schools with 'additional support' for NCS students, then all schools with such support should be listed.

Policy recommendations

- 12. We urge the EDB to clarify and substantiate the intention(s) behind Appendix 3, and **modify the list** to include comprehensive list of schools according to its policy goal.
- 13. We urge the Government to **release data** pertaining to the percentage of NCS students in each of these 8 schools and among the total NCS student population in Hong Kong, so as to monitor the de facto racial segregation situation in the education system.
- 14. We urge the EDB to **revise the school profile** by adding a section on 'Dedicated Support to Non-Chinese speaking students' so as to facilitate informed school choice for ethnic minority parents. The information should include but not limited to: assistance available in schools; after school support (including homework classes, and remedial classes for students who are weak in certain subjects); class arrangement; Chinese class arrangement for NCS students; language of school notice; Chinese to non-Chinese speaking (NCS) student ratio in school; school's experience in admitting NCS students; PMIC arrangement etc.

Works cited:

Education Bureau. (2011). Education Support for Non-Chinese Speaking Students. Legislative Council Panel on Education: For discussion on 12 December 2011, LC Paper No. CB(2) 486/11-12 (07).

Education Bureau Circular No. 8/2014, Enhanced Chinese Learning and Teaching for Non-Chinese Speaking Students, Ref: EDB(EC)5/2041/07



Hong Kong Unison Limited 香港融樂會有限公司

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Hong Kong Unison Limited

香港融樂會有限公司

附錄三 Appendix 3

若家長/監護人在申請表上表示申請兒童不能以中文作為學習媒介,在統一派位階段,家長/監護人填寫選擇學校表格乙部時,可選擇其住址所屬小一學校網的小學,以及位於任何校網傳統取錄較多非華語學童的小學,詳情如下:

If parents / guardians claim, on the application form, that the applicant child cannot use Chinese as the learning medium, they may choose schools traditionally admitting more non-Chinese speaking students in any POA School Nets in addition to schools in their own net when filling in Part B of the Choice of Schools Forms at the Central Allocation stage. Details are as follows:

學校 編號 School No.	學 校 名 稱 Name of School (備註) (Remarks)	授課 時間 Session	學校 類別 School Type	資助 類別 Finance Type	宗教 Religion	學校地址 (電話號碼) School Address (Telephone Number)
512648	李陞大坑學校 (S) (P) Li Sing Tai Hang School	全日 whole-day	男女 co-ed	資助 aided		香港大坑浣紗街73號 (2577 5188) 73 Wun Sha Street, Tai Hang, HK
510238	官立嘉道理爵士小學 (S) (P) Sir Ellis Kadoorie (Sookunpo) Primary School	全日 whole-day	男女 co-ed	官立 govt		香港掃桿埔東院道 9 號 (2577 3489) 9 Eastern Hospital Road, Sookunpo, HK
515000	油蔴地街坊會學校 (P) Yaumati Kaifong Association School	全日 whole-day	男女 co-ed	資助 aided		九龍油麻地眾坊街80號 (2388 8327) 80 Public Square Street, Yau Ma Tei, Kln
510874	李鄭屋官立小學 (S) (P) Li Cheng Uk Government Primary School	全日 whole-day	男女 co-ed	官立 govt		九龍深水埗東京街 4 3 號 (2386 8049) 43 Tonkin Street, Sham Shui Po, Kln
518484	伊斯蘭鮑伯濤紀念小學 (S) (P) Islamic Dharwood Pau Memorial Primary School	全日 whole-day	男女 co-ed	資助 aided	伊斯蘭教 Islam	九龍慈雲山慈樂邨第一期 (2320 1300) Tsz Lok Estate, Phase I, Tsz Wan Shan, Kln
514519	香港道教聯合會雲泉學校 (S) (P) Hong Kong Taoist Association Wun Tsuen School	全日 whole-day	男女 co-ed	資助 aided	道教 Taoism	九龍牛頭角上邨(安善道) (2757 0854) On Shin Road, Upper Ngau Tau Kok Estate, Kln
512770	関僑小學 (S) (P) Man Kiu Association Primary School	全日 whole-day	男女 co-ed	資助 aided		九龍牛頭角上邨(安善道) (2757 0490) On Shin Road, Upper Ngau Tau Kok Estate, Kln
114642	伊斯蘭學校 (S) Islamic Primary School	全日 whole-day	男女 co-ed	資助 aided	伊斯蘭教 Islam	新界屯門友愛邨 (2450 2270) Yau Oi Estate, Tuen Mun, NT

備註 Remarks

S 學校實施小班教學,基本每班派位名額為25人。若在統一派位階段有實際的需要,學校每班或需加派學生。小班教學著眼教學策略,涉及教學帶動的分組法,學校實施小班教學會按學習目標和學生需要訂定教學組的大小和數目:每班派位人數不應也不須和教學組的大小劃上等號。

The school practises small class teaching with the number of school places for allocation being basically 25 students per class. Subject to the actual need in the Central Allocation stage, the school may be allocated more students per P1 class. Small class teaching is more concerned with the teaching and learning strategy and involves teaching setting or grouping driven by teaching considerations. Schools implementing small class teaching may have different sizes of grouping and different numbers of groups subject to the learning objectives and students' needs. The number of students allocated per class should not and need not be taken as equivalent to the grouping.

P 該校具備有部分可供肢體傷殘學生使用的設施,有關詳情請直接向學校查詢。 The school is equipped with some facilities for the children with physical disability. For details, please contact the school direct.