

# 立法會

## *Legislative Council*

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### **Report of the Panel on Education for submission to the Legislative Council**

#### **Purpose**

This report gives an account of the work of the Panel on Education (“the Panel”) during the Legislative Council 2022 session. It will be tabled at the meeting of 14 December 2022 of the Council in accordance with Rule 77(14) of the Rules of Procedure of the Council.

#### **The Panel**

2. The Panel was formed by a resolution passed by the Council on 8 July 1998 and as amended on 20 December 2000, 9 October 2002, 11 July 2007, 2 July 2008 and 26 October 2022 for the purpose of monitoring and examining government policies and issues of public concern relating to education matters. The terms of reference of the Panel are in **Appendix 1**.

3. The Panel comprises 18 members, with Dr Hon Priscilla LEUNG Mei-fun and Hon TANG Fei elected as its Chairman and Deputy Chairman respectively. The membership list of the Panel is in **Appendix 2**.

#### **Major work**

##### Kindergarten education centre (Siu Sai Wan)

4. Members were briefed on the Administration’s proposal to construct a kindergarten (“KG”) education centre at Siu Sai Wan (“the proposed Centre”) to provide KG students a learning environment conducive to learning through play and free exploration activities. Members supported the proposal and urged the Administration to formulate specific plans and timetable to identify other suitable places for constructing more KG education centres. There were suggestions that the Administration should study the feasibility of converting vacant school premises into new KG education centres and set up the second centre in the New Territories to facilitate KGs there.

5. As the proposed Centre was the only KG education centre for shared use by more than a thousand KGs in the territory, some members considered that the Administration should explore means to enhance the handling capacity of the Centre to accommodate more KG visits; establish a booking system for KGs to apply for visiting the Centre; accord visit priority to the relatively small-scale KGs with limited facilities, non-Chinese speaking children and ethnic minority students; and collect relevant information for future planning.

6. On the design of the proposed Centre, there were calls for the Administration to add more storeys to the Centre, in which more space and facilities should be provided for physical training at outdoor learning area. To enhance the attractiveness of the Centre, members suggested that the operator of the Centre should decide its unique positioning, draw reference from the experiences of overseas early childhood education centres and stage diverse activities to cater for the learning needs of different KG students, such as organizing experiential activities to help students better understand our country and Chinese culture, setting up play areas with musical instruments and areas for experiencing essential life skills, launching thematic exhibitions on current topics, and conducting activities to facilitate early identification of students with special educational needs (“SEN”).

### School curriculum

#### *Citizenship and Social Development*

7. To achieve the learning goal of helping students understand the development of our country, some members held the view that the curriculum of Citizenship and Social Development (“CS”) should be enriched by adding topics on the development of the Communist Party, China’s political party system, multi-party cooperation and the Constitution.

8. Some members expressed concern over the inadequacy of support provided to facilitate teachers’ delivery of the CS curriculum. They pointed out that with the lack of CS textbooks and teaching resources in the market, most of the teachers were still having difficulties in preparing lessons and in acquiring the curriculum and assessment requirements. To ensure successful implementation of CS curriculum, the Administration was requested to strengthen its support and guidance to subject teachers, including organizing more briefing sessions and training activities on the curriculum and assessment of CS, providing sample examination papers and related marking guidelines on the subject, and issuing guidelines to textbook publishers for compiling CS textbooks to facilitate teaching and learning.

## *Chinese History*

9. Members opined that much improvement could be made to the Chinese History curriculum to enable students to have a comprehensive, correct and systematic understanding of the development process of the Chinese nation. There were views suggesting that the Administration should make efforts to align the Chinese History curriculum with the objectives of cultivating students' sense of national identity and affection for the Chinese people, as well as helping students respect, appreciate and inherit the Chinese culture. Also, the principle of "putting equal emphasis on ancient and modern times" should be adopted in the coverage of Chinese development history. Topics covered under modern history should include how the Chinese struggled after the defeat of the Opium War, the historical events leading to the Chinese economic reform, the founding of the People's Republic of China, development of the Communist Party, story of the Long March, the National People's Congress and the composition of the Chinese People's Political Consultative Conference.

## Development of universities

### *Funding for University Grants Committee-funded universities*

10. Members gave views on the Administration's proposal on the recurrent funding for the University Grants Committee ("UGC")-funded universities in the 2022-2023 to 2024-2025 triennium. Whilst members raised no objection to the proposal, they considered that UGC should strengthen the governance of universities which were expected to be responsible and accountable to the public. Meanwhile, UGC should steer the higher education sector having regard to national standards and practice, so as to safeguard the overall interests of Hong Kong and our country. To this end, a review on UGC's role, structure and function should be conducted as soon as practicable to suit the present and future needs of Hong Kong. Some members stressed the need for a diverse membership of UGC, with a view to keeping up with the development needs of Hong Kong and our integration into the national development. There was also a view that the eligibility vetting mechanism and oath-taking requirement for public officers should also be applicable to UGC members involved in decision making.

11. Some members opined that under the existing funding allocation mechanism, universities had put too much emphasis on research output. As a result, academic staff had very little time to foster students' whole-person development and improve education quality. A more robust and transparent funding allocation mechanism should be in place to ensure a prudent use of public money and a fair allocation of resources among UGC-funded universities for

satisfying various needs of universities.

12. In addition, some members expressed concern that when considering research proposals, the Research Grants Council (“RGC”) gave higher regard to proposals from universities with strong research capabilities than those from small ones, and science disciplines were given preference over humanities and social sciences disciplines. To promote research excellence, the Administration was urged to review the allocation mechanism of research funding including assessment criteria and appointment of RGC members, enhance the transparency of the mechanism such as the criteria for deciding the themes for the Theme-based Research Scheme, establish a monitoring mechanism to strictly ensure all projects funded by RGC were in compliance with the law, and add the criteria of safeguarding national security and upholding the Basic Law (“BL”) for approving research grants and for appointing RGC members.

#### *Funding for capital works*

13. The Panel examined the funding proposal for The Hong Kong University of Science and Technology (“HKUST”) to construct a research building on its Clear Water Bay campus. Members suggested that HKUST should incorporate smart campus and environmentally friendly design concepts into the new research building to align with its key research focus “Smart Cities, Sustainability Living and Environmental Science”. Besides, HKUST should participate more in promoting science popularization in Hong Kong with the development of the new research building.

14. Members also scrutinized the capital works project for The Education University of Hong Kong (“EdUHK”) to construct an academic building on its Tai Po campus. Whilst members in general supported the proposal, some members suggested that the new building should incorporate metaverse element, shape into an Artificial Intelligence (“AI”) education centre connecting with the Guangdong-Hong Kong-Macao Greater Bay Area and support EdUHK’s promotion of STEM and AI to enhance teaching effectiveness.

#### Self-financing post-secondary education

15. The Panel was consulted on the Administration’s proposed amendments to the Post Secondary Colleges Ordinance (Cap. 320) (“the proposed amendments”) which sought to strengthen the regulatory framework for and improve the governance of self-financing post-secondary education institutions. Whilst members in general supported the proposed amendments, some members expressed strong reservation about the registration of the Technological and Higher Education Institute of Hong Kong (“THEi”), which offered self-financing

degree programmes with strong vocational orientation, under the revamped Cap. 320. They were worried that the registration of THEi under Cap. 320 might hinder its development in the field of vocational and professional education and training (“VPET”). There was also concern that the migration of all self-financing arms of UGC-funded universities to the revamped Cap. 320 regime would mean a full detachment of all activities and resources from their universities, which might affect the teaching quality and the use of resources of these self-financing arms.

16. Members noted that post secondary colleges (“the Colleges”) had to secure sufficient student intakes in order to meet the registration requirement set out in the amended Cap. 320. There was a suggestion that the Administration should issue guidelines or specify clearly the required number of students to facilitate Colleges’ understanding of the specific registration requirement. Some members held the view that many Colleges were facing challenges to survive given the declining student population and migration wave, the Administration should consider relaxing the 10% quota set for the Colleges in admitting students from the Mainland so as to help recruit more students. While some members requested the Administration to deregister Colleges that could not secure sufficient student intakes, some others opined that the Administration should assist these Colleges in developing their distinct characters and niche areas and allow them to continue their operation if they could fully demonstrate their competency in offering high quality programmes. There were views that the Administration should bear in mind the interests of teachers and students when exercising the power to deregister a College.

17. There was a view that the Administration should strengthen the role of the self-financing post-secondary education sector in serving the long-term education, manpower and development needs of Hong Kong. Members pointed out that teachers with practical skills and hands-on experience were core resources for the effective implementation of VPET. As industry professionals with occupational knowledge and experience might lack the academic qualifications required of teachers as stipulated in the Post Secondary Colleges Regulations (Cap. 320A), the Administration was urged to allow more flexibility for the Colleges in the appointment of teaching staff such as relaxing the qualification requirements if needed.

#### Vocational and professional education and training

18. Members welcomed the Administration’s proposal to seek funding for developing a new Vocational Training Council (“VTC”) campus in Cha Kwo Ling in Kowloon East to facilitate the development of VPET. Members had made some suggestions on the programmes to be launched in the light of the

location of the new campus. These suggestions included that VTC could consider providing programmes which echoed with the theme of “Energizing Kowloon East” (such as programmes related to sports industry and arts technology) and employment focused programmes which met the industrial development of Kwun Tong. Moreover, VTC was asked to cooperate proactively with the companies in Kowloon East so as to provide more internship and job opportunities to their students and graduates.

19. Noting that the main construction works would complete by end 2030, members were worried that the currently planned design of and facilities on the new campus might not be able to meet the industry and market needs in 2030. The Administration was urged to compress the construction timetable and control project cost to avoid cost overruns. There was also a suggestion that during the construction period, VTC should launch a pilot scheme on promoting VPET to primary and secondary schools in Kwun Tung and Tseung Kwan O, so that students could make better informed decisions about pursuing VPET.

20. Concerns were also raised over the reduced number of academic buildings and Gross Floor Area of the new campus, inadequacy of the ancillary transport facilities for the new campus and the likely worsening traffic congestion problem in Kwun Tong with the development of the new campus. The Administration was requested to keep in view the development of VPET and work closely with VTC to meet the future demand for VPET, assess and review the transport conditions in Cha Kwo Ling and take corresponding enhancement measures to cope with the increasing traffic demand after the commissioning of the new campus.

### Teaching force

#### *Professional conduct*

21. The Panel continued to follow up the subject of teachers’ professional conduct. Members considered that the mechanism for handling of suspected professional misconduct cases should be enhanced. They suggested that the Administration should draw up clear guidelines explaining to schools the procedures for reporting suspected teacher professional misconduct cases to the Education Bureau (“EDB”) and reporting to the Police cases in which teachers were suspected of having committed criminal offences, enhance the regular checking arrangements for registered teachers by establishing a sharing mechanism with the Security Bureau to enable timely identification of unreported convictions, make all teacher professional misconduct cases (regardless whether criminal offences were involved) accessible to the public especially to parents upon requests, encourage the public to participate in community supervision and

report suspected teachers' professional misconduct cases to the schools concerned or EDB for follow up, and disentitle teachers who were convicted of offences from being or continuing to be a registered teacher. On the complaint mechanism, the Administration should establish a clear complaint mechanism which could handle all complaints in strict confidence to protect the identity of the complainants.

22. Some members were concerned that EDB, as an executive arm, was solely responsible for regulating teachers' conduct and handling suspected cases involving teachers' misconduct after the Council on Professional Conduct in Education had officially come to an end. As professional bodies would generally set up independent boards or councils to handle professional misconduct of respective professionals, members considered there a need for the Administration to establish an independent council comprising professionals (such as those specialized in counselling), teachers and stakeholders of the education sector to handle cases related to teachers' professional conduct.

23. To help schools and teachers further uphold professionalism, members urged the Administration to strengthen the professional training for teachers, require newly-appointed teachers to complete the necessary training before commencement of teaching duties, provide mandatory training to teaching assistants, school managers and tutors working in tutorial centres, and evaluate the effectiveness of the professional training.

24. Noting that the BL Test was made one of the entry requirements for teachers in public sector schools, members considered that the Administration should extend the Test to all teachers with an implementation timetable, adopt short-answer questions rather than multiple choice for the Test, review the content of the Test (such as adding the content of the Constitution), raise the passing score of the Test, and tie in the dates for organizing the Test with teacher recruitment process.

#### *Manpower in public sector primary schools*

25. The Panel was consulted on the Administration's proposals to improve the manpower at the middle management level and rationalize salaries for school heads and deputy heads in public sector primary schools ("the proposals"). While members in general supported the proposals, there was an opposing view that it was not justifiable to take forward the proposals when the Government was under fiscal constraint.

26. In some members' view, there would be higher expectation from the public on the education sector with the implementation of the proposals. The

Administration should ensure teaching quality and effective implementation of education initiatives. To this end, key performance indicators (“KPIs”) should be formulated for assessing the performance of school heads, deputy heads and teachers (particularly in the implementation of national education (“NE”) and national security education (“NSE”)) and determining their promotions and salary adjustments, school heads’ professional standards should be enhanced, and a removal mechanism should be established for underperformed teachers/school heads.

27. Members considered that the provision of in-depth training on national affairs for teachers was one key factor for successful implementation of NE and NSE. More long-term immersion programmes and knowledge exchange programmes in the Mainland should be organized for teachers. All newly-appointed, serving or to-be-promoted school heads/deputy heads should be required to complete designated training programmes on NE and NSE.

28. Some members considered it necessary for the Administration to conduct grade structure review for teaching grades so as to enhance the professional ladder for teachers and address the long-lasting problems of the teaching profession for enhancement of the overall education quality. To this end, job duties, workload, promotion ladder, recruitment and retention situation of school heads and teachers, and changes in public expectation towards the teaching profession should be considered during the review.

#### Home-school co-operation and parent education

29. The Panel was updated on the implementation and progress of work of EDB in promoting home-school co-operation and parent education. Members noted that the report of the Task Force on Home-School Co-operation and Parent Education was released in April 2019. Some members expressed concern that the Task Force’s recommendations had not taken into account the changing social circumstances thereafter. To keep abreast of the recent developments, there were suggestions that elements of NE and NSE should be incorporated into the strategies for promoting home-school co-operation and parent education, and Mainland visits should be conducted for parents and their children to enhance their understanding of our country.

30. Some members considered it necessary for EDB to encourage more KGs to set up Parent-Teacher Associations (“PTAs”). In doing so, EDB should set targets on the number of KGs to establish PTAs every year and contact the KG sector to find out the reasons why some KGs did not set up PTAs. There was also a view that the structural changes in student population had created pressure for some KGs, thereby discouraging KGs to set up PTAs. The Administration



was requested to formulate medium and long-term measures to address the challenges arising from the structural changes in student population.

31. To effectively promote parent education, members had put forward some suggestions for the Administration's consideration. These included starting parent education as early as the baby was born, creating a joyful learning environment for students (in particular at KG level), discouraging the culture of excessive competition, exploring measures to encourage and facilitate busy working parents' participation in PTA activities, and organizing home-school co-operation and parent education activities through collaboration among bureaux/departments ("B/Ds") to ensure coherence or continuity.

#### Anti-epidemic measures in the school sector

32. The Panel discussed twice the schooling arrangements for the 2022-2023 school year and related anti-epidemic and support measures amid the COVID-19 epidemic. As the resumption of whole-day face-to-face classes depended very much on the vaccination rate of students, members urged the Administration to continue to introduce practical and effective measures to beef up the promotion of COVID-19 vaccination at schools.

33. Members pointed out that the daily rapid antigen test ("RAT") arrangements had put much financial pressure on parents and called for the provision of free RAT kits to all students. To better support schools amid the epidemic, there were views suggesting the Administration to issue clear guidelines to special schools on reporting and handling of confirmed/close contact cases at boarding sections, provide mobile isolation facilities for boarding sections, and grant KGs additional funding for appointment of supply teachers for regular teachers who were confirmed with COVID-19.

34. The prolonged period of class suspension had greatly affected the healthy development and effective learning of students, including cross-boundary students ("CBS"). EDB was urged to help students catch up with the learning progress, formulate appropriate strategies to help students reduce internet addiction, collaborate with the relevant B/Ds to provide students with visual and oral health care, strengthen mental health education and support for students and parents, devise individual education plan for students with SEN, and enhance the quality of the support programmes for CBS.

#### National education and national security education

35. The Panel attached great importance to the policy and support measures for implementing NE and NSE. It had set up a subcommittee to study the

promotion of NE and NSE. Dr Hon Priscilla LEUNG Mei-fun and Hon Stanley NG Chau-pei were the Chairman and Deputy Chairman of the Subcommittee respectively. The Subcommittee commenced work in May 2022 and held a total of four meetings up to end November 2022. Issues studied by the Subcommittee so far included implementation of NE and NSE in KGs, primary and secondary schools; teacher training and professional qualifications, as well as planning, implementation and monitoring at school level; and overview of implementation of NE and NSE in Hong Kong. The Subcommittee would pay a visit to the Patriotic Education Centre in January 2023 and continue its work in the coming session.

#### Other major financial proposals

36. The Panel had examined a total of six public sector school building projects, including one special school and five primary schools. In the course of discussion, members considered it necessary for the Administration to review the Schedule of Accommodation of primary schools to ensure that school facilities could cater for the changing educational needs. Moreover, the Administration was requested to conduct accurate school-age population projections and planning of school places before reprovisioning or redeveloping school premises to avoid a mismatch between demand and supply of school places.

37. Members had also scrutinized the Administration's proposal to create two supernumerary posts of Principal Education Officer in EDB to strengthen the directorate manpower for supervising the implementation of new measures, enhancing support provided to schools, and strengthening communication with schools and the community. Whilst the majority of members supported the proposal, there were calls for EDB to select competent candidates who shared the same view with the Government and devise KPIs for the posts to ensure education policies and objectives could be effectively implemented.

#### Meetings held

38. From January to November 2022, the Panel held a total of nine meetings. A meeting has been scheduled for 16 December 2022.

**Legislative Council**

**Panel on Education**

**Terms of Reference**

1. To monitor and examine Government policies and issues of public concern relating to education.
2. To provide a forum for the exchange and dissemination of views on the above policy matters.
3. To receive briefings and to formulate views on any major legislative or financial proposals in respect of the above policy area prior to their formal introduction to the Council or Finance Committee.
4. To monitor and examine, to the extent it considers necessary, the above policy matters referred to it by a member of the Panel or by the House Committee.
5. To make reports to the Council or to the House Committee as required by the Rules of Procedure.

**Panel on Education**

**Membership list for 2022 session\***

<b>Chairman</b>	Dr Hon Priscilla LEUNG Mei-fun, SBS, JP
<b>Deputy Chairman</b>	Hon TANG Fei, MH
<b>Members</b>	Hon Mrs Regina IP LAU Suk-ye, GBM, GBS, JP Hon CHU Kwok-keung Dr Hon TIK Chi-yuen, SBS, JP Hon Stanley NG Chau-pei, SBS Dr Hon CHOW Man-kong Hon LAM Chun-sing Hon Dennis LEUNG Tsz-wing, MH Hon Edward LEUNG Hei Hon Kenneth LEUNG Yuk-wai, JP Hon Rock CHEN Chung-nin, SBS, JP Hon CHAN Hoi-yan Hon Lillian KWOK Ling-lai Hon Benson LUK Hon-man Revd Canon Hon Peter Douglas KOON Ho-ming, BBS, JP Prof Hon LAU Chi-pang, BBS, JP Dr Hon TAN Yueheng, JP  (Total : 18 Members)
<b>Clerk</b>	Angel WONG
<b>Legal Adviser</b>	Emily MOK

\* Changes in membership are shown in Annex

**Panel on Education**

**Changes in membership  
(Year 2022)**

<b>Member</b>	<b>Relevant date</b>
Hon CHEUNG Kwok-kwan, JP	Up to 18 June 2022
Prof Hon SUN Dong	Up to 18 June 2022

For **changes in LegCo membership**, please refer to the link below:  
(<https://www.legco.gov.hk/en/members/legco-members/changes-in-legco-membership.html>)