# B C T E Q

# Documents presented in the HKIEd

# 

Installation Ceremony on 28 May 1996

# **Documents presented by ACTEQ Chairman, Professor the Hon Felice Lieh Mak, OBE, JP:**

- (I) Terms of Reference of ACTEQ
- (II) Membership of ACTEQ
- (III) Progress Report on ACTEQ
  Recommendations and Implementation
- (IV) ACTEQ Recommendations Regarding an All-trained Teaching Profession by 2004

# Advisory Committee on Teacher Education and Qualifications (ACTEQ)

#### **Terms of Reference**

The terms of reference of ACTEQ are -

Having regard to approved policies on teacher education and training, and to the supply of and demand for teachers with necessary professional qualifications and skills, to advise the Government on -

- (a) the levels, types and professional relevance of teacher education and training activities needed to meet present and forecast needs of schools,
- (b) the distribution between activities funded by the University Grants Committee (UGC), and other activities,
- (c) the funding and academic quality of activities, other than those funded by the UGC,
- (d) the suitability for teaching in Hong Kong of any academic or professional qualification acquired outside Hong Kong, and appropriate measures for assessing such suitability,
- (e) the need for any policy changes, in the light both of local needs and of developments in teacher education around the world, and
- (f) any other matters relevant to teacher education and training which the Government may refer to it.

(Updated 1 May 1996)

#### ADVISORY COMMITTEE ON TEACHER EDUCATION AND QUALIFICATIONS

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#### ACTEQ's Advice to SEM Progress of Implementation

Advice to SEM	ACTEQ's Advice	Reply from SEM/Present Position
2.11.93	Development Grant for In-service B Ed Degree Programmes	The Administration accepted ACTEQ's advice that the \$10 million Development Grant should be awarded in equal shares to the two consortia, one led by the Hong Kong Baptist University (HKBU) and the other by the Open Learning Institute (OLI). The present enrolment for the in-service part-time B Ed in Primary Education is 1,492 in HKBU and 1,549 in OLI.
12.11.93	Teacher training  Introduce planning principles of the supply of non-graduate teachers.	Total demand for public and private sectors and plan for slight oversupply were accepted by the Administration. SEM conveyed recommendations to the Provisional Governing Council (PGC) of Hong Kong Institute of Education (HKIEd) on 25.1.94 Positive reply from Chairman of PGC on 2.2.94.
	Ask HKIEd to give priority to the 2-year pre-service Certificate of Education Courses.	HKIEd has targeted to enroll 70% of 1995 intake onto 2-year courses, compared with 68% in 1994. HKIEd representative to keep ACTEQ informed of future targets.
	Make improvements to the In-service Course of Training for Teachers (ICTT).	HKIEd has accepted ACTEQ's advice on improving the attractiveness and accessibility of the ICTT courses in 95/96.

11.4.94	11.4.94	26.8.94
	Support for teacher development	The Administration is considering ways to give schools more say in commissioning teacher development activities.
	Provide school-based teacher development grant.	Due to competing demands for funds, the grant could <u>not</u> be introduced in 1995/96.
	Provide appropriate level of funding for staff training and schools to pool together resources for professional development.	Supported in principle by the Administration. As a result of ACTEQ's advice, ED has lifted the limit of staff training from \$5 to \$7 X maximum enrollment of school from 1 September 1994. ED is conducting a review of the utilization of the School and Class Grant, the results of which will be available at the end of 1995.
	Make provision for teacher development days and designate a senior member of staff to be responsible for staff development.	Supported in principle by the Administration. The provision of staff development days has been recommended in the context of school management reform in the Education Commission Working Group Report on Educational Standards published in December 1994. At present, schools in the School Management Initiative Scheme are provided with three staff development days every year.
		As recommended in Education Commission Report No.5, deputy heads of primary and secondary schools have been designated to serve as the teacher-in-charge of staff development activities.
	Give salary and career incentives for teachers to pursue professional development.	SEM has asked ACTEQ to formulate advice on developing an in-service professional qualification at sub-degree level and it should work out a framework for accrediting inservice professional courses. ACTEQ has set up a Working Group on Professional Development Qualifications to study the issue and to make recommendations to SEM.
	Provide flexible professional development opportunities.	Supported in principle by the Administration as this would help raise the status of teaching as a profession.

16.6.94		26.8.94
	Kindergarten teacher education	The Administration has accepted the recommendations made by the Board of Education (BoE) Ad Hoc Sub-committee on Pre-Primary Education, and has welcomed further advice from ACTEQ.
	Introduce entry requirements for full-time and part-time Kindergarten Education Courses.	The new requirements, including passes in two subjects at the Hong Kong Certificate of Education level, have been incorporated in the HKIEd new Kindergarten courses starting from September 95.
	Introduce regulatory requirements of trained Kindergarten teachers.	ED announced in January 95 that from September 95, the minimum qualification for kindergarten teachers will be raised from completion of Secondary Three to completion of Secondary Five with at least 2 passes in the Hong Kong Certificate of Education Examination. Relevant parts of the Education Regulations will be amended accordingly.
		From September 1995, a minimum proportion of 40% trained teachers in each session of the Kindergarten should be maintained. Relevant parts of the Education Ordinance will be amended in due course.
	Ask HKIEd to clarify its training plan and training capacity of kindergarten teachers.	The Administration has accepted ACTEQ's advice that the HKIEd should be entrusted with the training of 1130 kindergarten teachers each year in the next four years from 1995/96.
	Increase government subsidy to individual kindergartens in proportion to the number of trained Kindergarten teachers.	

Introduce a 3-year full-time pre-service HKIEd has started a 2-year mixed-mode Certificate in Kindergarten Education Course Certificate in Kindergarten Education (Chinese) in September 95 and will consider introducing a 3-year full-time pre-service Course. course in due course. To consider giving teachers holding a To be considered by the Administration. Certificate in Kindergarten Education the same salary scales as that of trained nongraduate teachers in public sector schools. Course of HKIEd is conducting an overall review of course structures and curriculum content of Improve the In-Service Training for Teachers (ICTT) all teacher education courses and will modify the ICTT courses in the context of this Kindergartens courses revision. Introduce induction courses for new ED will continue to organize induction seminars (3 hours a week for 5 weeks in Kindergarten teachers. September and October) for new kindergarten teachers. path for Pending recommendations from the Working Party on Kindergarten Education (which Establish a clear career Kindergarten teachers. will advise the Administration on the unification of pre-primary services).

29.11.94 and		24.10.95	I
16.12.94	Post-graduate qualifications necessary for graduate teachers in secondary schools		
	Aim for an all-trained graduate teachers in secondary schools by phases:	The Administration has accepted in principle that all secondary graduate teachers should be trained.	
	By 1 September 1997  - all holders of non-local degrees, or degree-equivalents, should require a local pre-service post-graduate certificate in education (PGCE) to become eligible for appointment as graduate teacher in secondary schools		
	- holders of non-local B Ed degree and a local Teacher Certificate should be appointed as non-graduate teachers while acquiring their local PGCE (with exemptions) through in-service study. On completion of a local PGCE, they would be eligible to apply for graduate posts.		
	- holders of non-local B Ed degrees without local teaching experience should be appointed as non-graduate teachers. After confirmation as a non-graduate teacher, they could apply for a local PGCE and on successful completion, they would be eligible to apply for graduate posts.		

By 1 September 2004, local degree holders should possess a local pre-service post-graduate diploma/certificate in education for employment as graduate teachers in secondary schools.

The Administration is actively considering the implementation of the above recommendations in the context of qualifications for appointment of non-graduate and graduate teachers in secondary schools.

Lower the existing salary bar for fresh untrained teachers from MPS 27 to MPS 22 from September 1995.

To be implemented in September 96, subject to consultation with school councils, teacher bodies, staff associations and the advice of the Standing Commission on Civil Service Salaries and Conditions of Service.

Allow serving non-graduate teachers with a non-local degree and a local post-graduate diploma/certificate in education to be appointed as graduate teachers from September 1995.

Such teachers are eligible for appointment as graduate teachers in aided secondary, caput and bought place schools from 1 September 1995. ED will consult its staff associations at the next Education Department Consultative Committee in early October regarding the implementation in government schools.

Establish a database of non-local qualifications for entry to post-graduate diploma/certificate in education courses and set requirements for holders of non-local B Ed degrees to teach in HK.

Establish a database of non-local Under consideration by the Administration.

Expand full-time and part-time postgraduate diploma/certificate in education places for the next University Grants Committee (UGC) triennium commencing in 1998.

To be considered by UGC for inclusion in the next triennium (1998-2001).

7.7.95

#### **Graduate primary posts**

Provide greater funding in the 1995 RAE and make a firm commitment to a linear increase of posts (i.e. 500 posts) every year to meet the Education Commission Report No. 5's target of upgrading 35% of primary teaching posts to graduate status by 2007.

Reprioritise all bids to improve primary education.

Issue new guidelines on the provision of graduate posts if necessary and inform teacher education providers accordingly.

Provide a quota for pre-service B.Ed graduates.

Give schools the freedom to fill graduate posts.

7.8.95

The Administration has set up a Working Group (WG) to conduct a general review of the implementation of the primary graduate teacher scheme, including the rate at which primary graduate posts can realistically be increased in the future. The WG would submit a report by the end of 95 and ACTEQ would be informed of the outcome of the review.

#### ADVISORY COMMITTEE ON TEACHER EDUCATION AND QUALIFICATIONS 師訓與師資諮詢委員會

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29 November 1994

Mr Michael Leung, CBE, JP Secretary for Education and Manpower 9/F., Central Government Offices (West Wing) Ice House Street Central Hong Kong

Dear Secretary,

#### Post-Graduate Qualifications Necessary for Graduate Teachers in Secondary Schools

One of the major tasks you gave my Committee was to assess the adequacy of non-local qualifications for eligibility for employment as Graduate Teachers in local secondary schools. Our study has found it difficult to develop criteria for recognition that are neither too wide as to open the floodgates to a large number of unsuitable degrees nor too narrowly defined as to be considered arbitrary or ad hoc. We have also rejected the licentiate approach because of the extreme difficulty of determining appropriate standards at which to examine and, even if such standards could be found, the complexity of administering examinations for the range of secondary school subjects.

During the course of our study, it has become apparent that to improve the quality of education in our schools, we need an all-trained profession familiar with local curriculum development and our students' needs, irrespective of whether these teachers are local or non-local graduates. Therefore we recommend that in the long term all secondary Graduate Teachers should possess a degree, or a degree-equivalent, plus a local Post-Graduate Certification in Education or Diploma in Education - PGCE for short.

- 3. We recognise that to introduce this requirement immediately would cause disruption to the supply of Graduate Teachers and consequently put at risk both the quality of the existing system and the feasibility of planned improvement measures. We therefore have considered ways in which the recommendation could be phased in. We have examined carefully the current forecasts of supply and demand of Graduate Teachers for the period 1993-2004. In particular we have noted the requirements for untrained Graduate Teachers to make up the shortfalls of demand for trained Graduate Teachers. We have concluded that it should be possible to require by 1 September 1997 holders of non-local degrees to have a local PGCE before becoming eligible for appointment as Graduate Teachers and that this requirement could be extended to holders of local degrees by 1 September 2004.
- Our reasoning is as follows. Currently holders of non-local degrees 4. comprise 27% of the new Graduate Teacher recruits in 1992/93 - 325 out of 1228, the vast majority of whom were untrained. They make a significant contribution to the teaching force. We need to be sure that there will be sufficient local graduates, at the time of implementation of the first phase, to make up for the withdrawal of this source of supply while intending teachers among holders of non-local degrees undertake the one year PGCE. With an expanded local tertiary education system the output of fresh graduates from UPGC-funded institutions and the Open Learning Institute will increase from some 8300 in 1993 to approximately 17600 in 1997, with similar numbers thereafter. Every year about 9% of the fresh local graduates enter the teaching If this trend continues, an profession as untrained Graduate Teachers. additional 800 or so local graduates could be attracted as potential untrained Graduate Teachers for the school year 1997/98 and beyond and this would more than off-set any shortfall of supply resulting from the non-availability of untrained holders of non-local degrees. For our recommendations to be implemented successfully, it would be necessary to ensure the continued attractiveness of the teaching profession as a career for graduates; for example by enhancing opportunities for career development through additional training.
- 5. After 1997 the demand for untrained Graduate Teachers will decrease as the numbers in the student population decrease even taking into account the reduction in class sizes in secondary schools commencing in 1999. Increasing competition for Graduate Teacher posts including the competition from trained holders of non-local degrees will lead to a greater demand from intending teachers for pre-service PGCE places. By 2004 we expect the output from the pre-service courses to equal the demand for fresh teachers, provided that there is an increase in such places (see para 14 below).

#### Phase One

- 6. We recommend that by 1 September 1997, all holders of non-local degrees, or degree-equivalents, should require a local pre-service PGCE to become eligible for appointment as Graduate Teachers. The requirement will temporarily reduce the supply of untrained non-local graduates from entering the profession but the shortfall can be met by the employment of an increased number of fresh local graduates as untrained teachers. If there are difficulties in maintaining sufficient recruitment in certain shortage subjects there could be flexibility in exercising the requirement for these subjects. Graduate Teachers so employed would, as now, be encouraged to take the part-time PGCE.
- 7. Following on the implementation of the above requirement, holders of degrees currently not recognised by the Civil Service Branch for general appointment in the Civil Service would, with a local PGCE, be eligible to teach as Graduate Teachers in public sector secondary schools in Hong Kong. This eligibility should extend up to and include the Principal posts. Such persons' eligibility for general employment in the Civil Service would not be affected by our proposals; that determination of eligibility would still remain with the Civil Service Branch.
- 8. Statistics show that there are 358 serving Non-graduate Teachers in secondary schools (332 in the public sector and 26 in the private sector) holding non-local degrees and a local PGCE. As a corollary of the above recommendation, we recommend that teachers with these qualifications should become eligible to compete with other candidates for appointment as Graduate Teachers, with effect from the school year following the announcement of the above recommendations.

#### Phase Two

9. We recommend that by 1 September 2004, local degree holders wishing to become eligible for employment as Graduate Teachers should also possess a local pre-service PGCE. We expect that as the supply of fresh graduates increases, greater competition for the available teaching posts will advantage those with PGCEs. This will help advance our target for an all-trained profession.

#### Bachelor of Education Degrees (B.Ed.)

- 10. We note that there are different categories of B.Ed. degrees. The B.Ed. degrees of local tertiary institutions are considered equivalent to a local degree plus a PGCE. Holders of appropriate local B.Ed. degrees are therefore eligible for appointment as Graduate Teachers. This should remain the case.
- B.Ed. degrees either through study abroad or through distance learning. There are also a few holders of non-local B.Ed. degrees without local teaching experience. To ensure that Graduate Teachers holding non-local B.Ed. degrees are familiar with the local curriculum development up to senior secondary level, we recommend that by 1 September 1997:
- (a) holders of non-local B.Ed. degrees and a local Teacher Certificate should be able to teach as Non-graduate Teachers while acquiring their local PGCE through in-service study. On successful completion of the PGCE programme with appropriate exemptions and additions, if subject knowledge is inadequate, they should be eligible for appointment as Graduate Teachers. The same should apply to holders of local Teacher Certificates who subsequently gain a non-local degree after September 1997.
- (b) holders of non-local B.Ed. degrees without local teaching experience should be eligible to teach as Non-graduate Teachers. After confirmation as a Non-graduate Teacher, they would be eligible to apply for a place on a local PGCE and hence, on successful completion, be eligible to apply for Graduate Teacher posts.

#### Graduate Teacher Training

12. A considerable number of untrained Graduate Teachers will be recruited before the final implementation of the recommendations by September 2004. Consistent with our belief in the importance of the training of teachers, we consider it reasonable to allow untrained teachers no more than five years to commit themselves to teaching and to complete a PGCE, through part-time study, if they are to progress in the profession. We recommend that by 1 September 1995 to lower the existing salary bar beyond which untrained teachers could not progress from MPS 27 to MPS 22. All untrained teachers - whether holders of local or non-local degrees - recruited from that date onwards should be subject to this condition of service.

- 13. The above new condition of service should not be applied to untrained teachers so employed before September 1995; to do otherwise would be to alter unilaterally their condition of service and would encounter considerable resistance. Nevertheless, schools should encourage their untrained teachers to become trained as soon as possible.
- 14. To meet the training needs, we recommend to draw up plans to expand both the full-time and part-time PGCE places for the next UPGC triennium commencing in 1998/99. An expanded programme may be required to clear the backlog of untrained Graduate Teachers, but this should eventually be scaled back. A proposal on student numbers which we believe to be practical, is attached at the Annex. We believe it would be desirable to increase the number of PGCE places in 1996 to cope with the anticipated additional demand of 20 full-time-equivalent places for PGCE training, consequent upon the announcement of our recommendations. Such an increase would have the presentational advantage of underlining Government's commitment to improve training opportunities for Graduate Teachers. We are aware that there may be funding difficulties to overcome in order to achieve these additional training places.
- 15. If our advice is accepted, there will need to be consultation with course providers, potential course providers and the University and Polytechnic Grants Committee all of whom are represented on my committee on a coordinated approach to implementing our advice. We are keen that the Hong Kong Institute of Education should be one of the Institutions offering these additional places.

### Future Improvement Measures in Schools

16. Our advice takes into account all planned improvement measures in schools. In announcing future improvement measures for schools it will be necessary for the Government to assess the teacher training implications of the proposals and make appropriate provision, as once our recommendations are fully implemented it will not be possible to draw on untrained teachers to meet the demand for such additional Graduate Teachers.

#### **Quality Control**

- 17. The assessment of applications to PGCE places should remain under the autonomy of tertiary institutions. To share knowledge on suitable qualifications, the holders of which are likely to be successful on the PGCE courses, we recommend to establish a database of non-local qualifications for entry to the PGCE courses. This database should be jointly developed and managed by the HKCAA, the PGCE-providers, the Education Department and the Education and Manpower Branch, and should include feedback on successful placement of graduates as a means of updating the qualifications found suitable for entry into the PGCE courses.
- 18. We believe that movement towards an all-trained profession is desirable at all levels of the profession. Our next tasks are to consider this in relation to Non-graduate Teachers in both primary and secondary schools.

Yours sincerely,

Felice Lieh Mak (Professor)
Chairman, ACTEQ

#### A possible scenario for PGCE training places could be

	full-time PGCE	part-time PGCE intake
1995/96	130	792
1996/97	130	790
1997/98	290	900
1998/99	290	900
1999/00	290	900
2000/01	430	600
2001/02	430	500
2002/03	430	400
2003/04	430	400
2004/05	430	400

} no change to
} current plans

Depending on the actual intake of untrained teachers there may be further scope for making reductions in the number of in-service PGCE places required in the next decade. In order to achieve a smooth transition in 2004 to an all-trained teacher profession it is important to encourage, before this date, as many intending teachers as possible to take the pre-service PGCE. The corresponding reduction in wastage rates due to an increasing proportion of trained teachers, together with the number of teachers being trained up to 2003/2004 should enable a smooth transition in 2004.

The assumptions on which this is based are:

- (a) Demand for teachers in public sector schools is dependent upon
  - (i) the number of teachers leaving teaching: the wastage rate for trained Graduate Teachers is 8%, for untrained teachers is 17% this is assumed to remain constant.
  - (ii) the additional number of teachers required to implement improvement measures: the analysis takes into account all announced improvement measures including the progressive reduction in class size in public sector secondary schools from 40 to 35, starting in 1999.

- (iii) the additional number of teachers required because of changes in the number of secondary age children (aged 12-18): this is negative from now on.
- (b) The demand can be met from a number of sources (supply)
  - (i) teachers rejoining the profession after a number of years absence because of child-rearing, emigration etc. In 1993 there were 367 such trained teachers rejoined public secondary schools. It is assumed that there is a continued supply from these sources.
  - (ii) new recruits in the public sector the majority (over 90%) of whom at present are untrained. Holders of non-local degrees will be required to have training after 1 September 1997; holders of local degrees will be encouraged to obtain pre-service training.
  - (iii) in-service training each year, about 600 serving untrained Graduate Teachers in the public sector will become trained through attending part-time PGCE courses.
- (c) An additional 10% factor is added to the account of demand for Graduate Teachers in special schools and in the private sector.

## ADVISORY COMMITTEE ON TEACHER EDUCATION AND QUALIFICATIONS 師 訓 與 師 資 諮 詢 委 員 會

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16 December 1994

Mr Michael Leung, CBE, JP Secretary for Education and Manpower 9/F., Central Government Offices (West Wing) Ice House Street Central Hong Kong

Dear Secretary,

# Post-Graduate Qualifications Necessary for Graduate Teachers in Secondary Schools

My Committee has discussed matters related to the implementation of our recommendations on the captioned subject at the meeting on 12 December 1994. It was brought to our notice that many of the Graduate Teachers in special education obtained their training abroad and it is unlikely that demand for such training could be met in full locally in the near future. To safeguard the supply of Graduate Teachers in special schools and possibly in other areas of specialities, we recommend that in implementing our recommendations, special consideration may be given to training not available locally.

Please take this recommendation into account in considering our submission forwarded to you on 29 November 1994.

Yours sincerely,

Felice Lieh Mak (Professor)
Chairman, ACTEO

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#### EDUCATION AND MASPOWER BRANCH GOVERNMENT SECRETARIAT

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24 January 1995

Professor the Hon. Felice Lieh Mak, OBE, JP,
Chairman,
Advisory Committee on Teacher Education and Qualifications,
c/o Department of Psychiatry,
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Queen Mary Hospital,
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Hong Kong

Dear Chairman,

#### Advice from ACTEQ on Post-Graduate Qualifications Necessary for Graduate Teachers in Secondary Schools

I am writing to respond to the advice you have tendered in your letter of 29 November 1994, as slightly modified by your second letter of 16 December 1994, concerning the issue of qualifications necessary for Graduate Teachers in our secondary schools.

- 2. First, may I place on record my appreciation of the hard work and careful deliberations of your committee, and those of the Teacher Qualifications Sub-Committee, in studying this complex matter.
- 3. In principle, I accept your advice that all secondary Graduate Teachers should possess a degree, or a degree equivalent, plus a local PGCE; and that this requirement should be brought in by phases. However, its implementation by 1 September 1997 for holders of non-local degrees and by 1 September 2004 for holders of local degrees will depend on -

- the availability of the additional resources required for the (a) substantial expansion of PGCE training places as set out in your letter; and
- the results of consultation with tertiary institutions both (b) under the funding ambit of the University Grants Committee and those outside it regarding the feasibility of undertaking such expansion.
- We are examining how best your advice can be taken 4 forward. Such examination includes the associated recommendations made in para 8 and 17 of your letter regarding serving non-graduate teachers in secondary schools holding non-local degrees plus a local PGCE being made eligible for appointment as secondary graduate and the establishment of a database of non-local qualifications for entry to the expanded PGCE courses.
- Separately, I agree with your recommendation that untrained graduate teachers appointed to teaching posts in secondary 5. schools should have their salary barred at MPS 22 instead of MPS 27 as at present. Implementation will, however, have to be subject to the advice of the Standing Commission on Civil Service Salaries and Conditions of Service, and, for obvious reasons, consultation with school councils and teacher bodies.
- Finally, regarding your recommendations for holders of non-local B.Ed. degrees (paras 10 and 11), they touch on complex areas of qualifications for appointment as non-graduate teachers and graduate teachers. These are still being studied and I will revert to you as soon as possible.

Yours sincerely,

(Michael Leung)

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Secretary for Education and Manpower