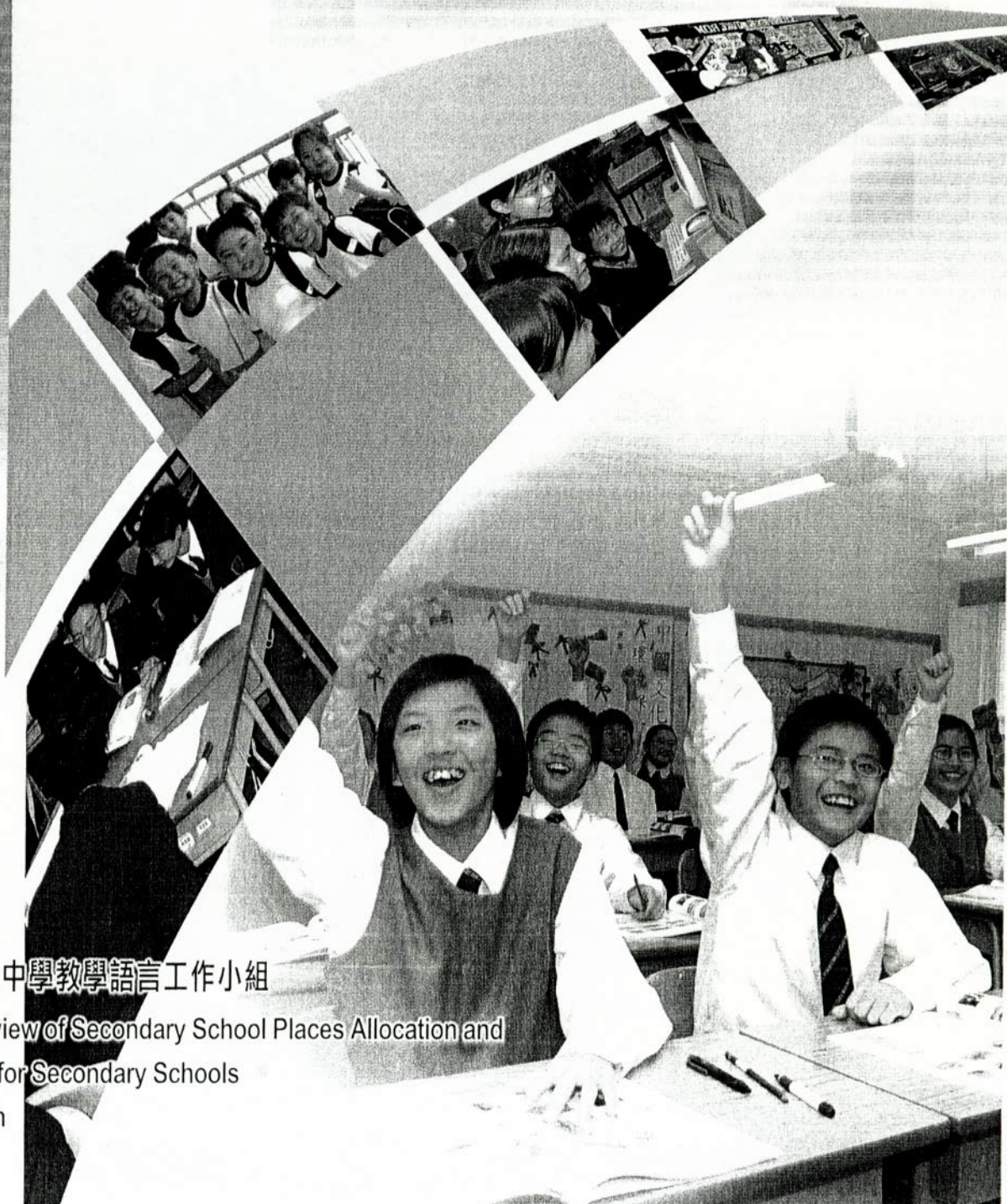


# 檢討中學教學語言及 中一派位機制諮詢文件

Review of Medium of Instruction for Secondary Schools and  
Secondary School Places Allocation -  
Consultation Document

摘要 Executive Summary

二零零五年二月  
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教育統籌委員會

檢討中一派位機制及中學教學語言工作小組

Working Group on Review of Secondary School Places Allocation and  
Medium of Instruction for Secondary Schools

Education Commission



## 我們的信念

培育人才，學校應該提供一個適切的學習環境，令學生熱愛學習、樂於思考、積極參與，在知識和品格上都得以全面發展。教學語言和中一派位機制是影響學習環境的其中兩個重要環節。兩者關係密切，是備受關注、複雜而富爭議性的教育課題。

教育統籌委員會轄下檢討中一派位機制及中學教學語言工作小組自二零零三年七月成立以來，我和同事參考了不少研究和文獻，探訪學校和觀課，又廣泛而深入地與各持分者交換意見，探討符合教育理念而又照顧實際情況的方案。

我們的建議，是以學生的利益為大前提，在現有的成果上，加以完善，穩步求進，並以落實基礎教育目標為宗旨。至於其他考慮，相對較為次要。

我們堅信，對所有學生，母語是最有效的教學語言。透過第二語言（對本港大部分學生而言，即是英語）學習，總會有障礙，問題在於多少。對大部分學生，障礙之大可以影響學習的興趣和成效。因此，我們認為應繼續以母語作為主流的教學語言。但我們理解到部分社會人士對英語教學有所訴求，因此，在先決條件符合，從而使學習障礙得以減至最少的情況下，我們不反對以英語作為教學語言。

我們認同，學生必須有良好的中、英文水平，才可奠定終身學習的基礎，及保持香港作為一個國際都會的競爭力。因此，無論學校採用母語還是英語教學，都應致力培育中英兼擅的人才。

我們期望，透過中一派位機制的改善，鼓勵學校及學生多元發展、增加家長/學生選擇和讓學校及教師鞏固「拔尖保底」的經驗，能有效地處理校內學生能力差異。

我感謝各界人士在檢討過程中給予我們的意見。現在，我誠意邀請各界就我們的建議提出意見，集思廣益，共同為培育未來的人才努力。

田北辰

檢討中一派位機制及中學教學語言  
工作小組主席田北辰

## 摘要

### 背景

1. 政府接納了教育統籌委員會(下稱“教統會”)在二零零零年九月發表的《香港教育制度改革建議》(下稱“《改革建議》”),並承諾在二零零三/零四學年檢討中一派位機制。另一方面,政府在一九九八年實施《中學教學語言指引》(下稱“《指引》”),並在二零零零年接納了前教育委員會和語文教育及研究常務委員會(下稱“語常會”)聯合工作小組的建議,在二零零三/零四學年檢討中一派位機制時,一併考慮中學教學語言的安排。

### 目標

2. 教統會遂於二零零三年七月成立了檢討中一派位機制及中學教學語言工作小組(下稱“工作小組”),負責有關的檢討工作。工作小組成員一致認同,檢討應以學生的利益為大前提,並以落實以下九年基礎教育的目標為宗旨:

- (a) 幫助每個學生在德、智、體、群、美各方面得到全面而具個性的發展;
- (b) 保證學生學習達到基本水平,鼓勵學生追求卓越成就;及
- (c) 培養學生主動學習和創新思考,建立積極的態度和正面的價值觀。

3. 工作小組已完成檢討工作,有關建議秉承第2段的指導原則,重點包括:

- (a) 母語教學最能有效地貫徹教育目標,因此,中學教學語言的安排應以持續落實母語教學為方向。



- (b) 學生無論透過哪種語言學習，都應該提升中、英文的能力，為終身學習奠定良好的基礎。
- (c) 學生透過第二語言學習，總會有障礙，問題在於多少。對大部分學生，障礙之大可以影響學習的興趣和成效。因此，在不影響學生的學科學習及全人發展的大前提下，學校須在學生能力、教師能力及支援措施三方面符合客觀的先決條件，才可採用英語授課。
- (d) 新建議的中一派位機制，應儘可能增加家長的選擇、鼓勵學生的全人發展。
- (e) 新建議的中一派位機制，應把中學的校內學生能力差異維持在現時學校及教師可處理的水平，以便學校發展支援或增潤策略，幫助學生發展潛能。

4. 工作小組認為落實母語教學的同時，亦需要提升學生的英語水平。同樣地，工作小組也認為以英語授課的中學亦應同時加強學生的中文及中國文化的學習。不過，由於香港基本上是華人社會，日常接觸中文及中國文化的機會較多，家長一般較為關注子女的英語水平，所以工作小組在本文件以較多篇幅，討論如何在落實母語教學的同時，提升學生的英語水平。

#### 現行的中學教學語言政策

5. 研究顯示，母語教學的成效最佳。要有效地透過第二語言(對本港學生而言，即是英語)學習，學生必須具備良好的第一及第二語言基礎，並且有較強的學習動機和能力，才能克服語言的障礙，而學習動機和能力則往往反映於學生的整體學業成績。

6. 從實際需要而言，要保持香港作為國際商貿及金融中心的地位和競爭力，我們需要培育具備高英語水

平的人才。以英語作為教學語言，雖可讓學生多接觸英語，從而提升他們的英語水平，但這不是唯一或最佳的途徑，若因此而影響學科學習，更是得不償失。對於大部分學生，英語能力的提升，關鍵不單在於教學語言，而在於如何學習語文。工作小組並不反對在恰當的條件下，於課堂內多使用英語會有助學生學好英語，但認為必須以不影響學科學習為大前提。

7. 政府由八零年代開始，已積極鼓勵中學採用母語教學，但大部分學校選擇英語教學，不少學生面對學習困難。為了明確地落實母語教學的政策，政府在一九九七年發出《中學教學語言指引》。根據《指引》，有意採用英語教學的學校，必須證明在學生能力、教師能力及支援措施三方面符合有關條件。結果，112所公營中學獲准以英語授課（下稱“英中”），其餘300多所則採用母語授課（下稱“中中”）。

8. 在一九九八/九九學年開始實施《指引》以後，政府及大學進行的研究、教育統籌局（下稱“教統局”）的質素保證視學、工作小組的學校探訪，以及二零零三及二零零四年香港中學會考成績的分析，均顯示母語教學確實帶來良好的果效。對學生掌握學科知識、發展高層次思維、培養學生的學習興趣和主動性，尤其有很大的優勢。工作小組從探訪學校及與主要持分者討論所得，亦可見母語教學已逐漸得到認同。工作小組認為，未來的路向應是在現有的成果上，持續落實母語教學，同時提升英語的水平。

### 有關中學教學語言的建議

9. 工作小組認同政府一直以來推展母語教學的大方向。《指引》實施六年以來，母語教學已見成效。在考慮教學語言的未來路向時，所持的理念是：

原則上，所有中學應在初中階段採用母語教學。  
若個別學校在學生能力、教師能力以及支援措施



三方面完全符合既定的條件，工作小組並不反對這些中學採用英語教學，但鼓勵它們選用母語教學，而所有中學(包括採用母語教學的中學)，應同時致力提升學生的英語能力。

10. 關於採用英語教學的先決條件，現將工作小組的建議簡述如下：

#### 學生能力

11. 正如第 5 段所述，學生能力往往反映於他們的整體學業成績。因此，工作小組建議：

- (a) 以學生在小學的校內成績(五年級下學期及六年級上、下學期)作為釐定學生能力的基礎，但因不同學校的評估方法和標準有一定的差異，需要加以調整。方法是利用現時每年進行的「中一入學前香港學科測驗」(下稱“「中一入學前測驗」”)的成績作為調整工具。
- (b) 因為同一學校的整體成績在年與年之間基本上是穩定的，因此可隔年抽取「中一入學前測驗」的成績樣本，以最近兩次抽樣所得的平均成績，調整來屆升中學生在小學的校內成績。
- (c) 根據研究，目前祇有不超過 40% 的升中學生可以透過英語學習，將調整後的成績由高至低排序，首 40% 的學生可被界定為具備足夠能力透過英語學習。
- (d) 沿用《指引》所定的比例，若日後採用校內分流，英語授課班內須有 85% 或以上的學生具備以英語學習的能力；若採用中中/英中分流，85% 的比例則以該校的中一新生計算。

## 教師能力

12. 就以英語授課的教師所需具備的英語能力方面，工作小組認為最基本的要求是教師「辭可達意，同時不會對學生的英語學習帶來負面影響」。具體而言，工作小組建議的基本要求是：

- (a) 在香港中學會考英國語文科(課程乙)取得 C 級或以上，或等同資歷(包括在「國際英語水平測試制度」取得第 6 級或以上；在英國普通教育文憑考試(普通程度)(海外)英文科考試合格或以上)；
- (b) 在香港高級程度會考「英語運用」科取得 D 級或以上；
- (c) 已符合「教師語文能力要求」(英文科)；或
- (d) 在過去的香港高等程度會考英國語文科取得 C 級或以上。

13. 至於現時已採用英語授課而未達上述要求的教師，可透過以下的渠道，達到有關要求：

- (a) 於二零零五/零六學年起的兩年內取得上述的資歷；或
- (b) 選擇由教統局委派的科目專家及語文專家觀課，整體地評估他們以英語教授學科時，是否能達「辭可達意，同時不會對學生的英語學習帶來負面影響」的基本要求。

14. 此外，以英語授課的教師應每三年最少參與 15 小時與英語教學相關的持續專業發展活動。

## 支援措施

15. 工作小組認為，採用英語教學的中學，必須有意



識地、有策略地為學生提供一個有利英語學習的語言環境，包括：

- (a) 加強英文科的教與學；
- (b) 營造豐富的英語環境；及
- (c) 制訂完善的銜接計劃。

16. 工作小組亦建議，有意採用英語教學的中學須把有關的支援策略及具體措施，列入其學校發展計劃及週年報告內，並配合學校自我評估與校外評核的機制，從不同的角度，在質和量方面進行評估和監察。

#### 初中階段的教學語言安排

17. 工作小組曾深入考慮兩個方案：校內分流及學校(中中/英中)分流。直覺上，校內分流的安排(即分班採用不同的教學語言)比較靈活，並可減少學生能力和教學語言的「錯配」，亦為家長提供更多選擇。但是：

- (a) 基於社會對英語教學的觀念，學校英語授課班的數目可能被誤視為「好」學校的「指標」：全部班級採用英語授課的學校被誤視為第一等，然後根據英語授課班的數目或比例列為次等、三等、四等、五等...。結果校內分流反而對學校造成更嚴重的多重標籤效應。
- (b) 學校可能為了維持吸引力而儘其所能開設英語授課班。此外，一些致力推動母語教學的中中，可能會因此承受很大的壓力，甚至為了順應市場力量，迫於無奈放棄其辦學理念而開設英語授課班。
- (c) 在同一學校內把學生按英語或母語授課班分流，既會影響他們的自我形象，造成校內標籤壓力；在升讀中二或中三時，又可能面對「轉班」的困擾。

- (d) 在教師方面，學校可能要求他們儘量先達致上述第 12 至 13 段的要求，以準備日後開設更多英語授課班。此外，教師需要同時編寫中、英文版本的教材和試卷，及設計不同的教學策略和配套措施，教師的壓力與工作量因而倍增。

綜合而言，校內分流不但影響學校的整體發展，更可能為教師和學生帶來不必要的壓力。

18. 若維持中中/英中分流：

- (a) 大部分的中學會繼續實行母語教學，中中仍屬主流。學校毋須迫於形勢而動輒考慮在個別初中班級採用英語教學，及面對上述第 17 段所提及的問題。
- (b) 在相同的教學語言下，所有中中是「公平競爭」的，它們可在校本課程、學生關顧、多元化課外活動、家校合作等方面發展學校的特色。學校亦可善用較大的空間，專注於教學法的改進、加強語文教育等。
- (c) 可減少教師的壓力，讓他們有較大的空間，照顧學生、參與專業發展，及提升教學效能。
- (d) 與校內分流的多重標籤相比，中中/英中分流的標籤效應明顯較少。
- (e) 學生可在整個初中階段，透過同一的語言學習，避免因教學語言的反覆轉變帶來困擾。

因此，在學生有效學習及全人發展的大前提下，工作小組建議維持現時中中/英中分流的安排，讓大部分中學以母語授課，使已見成效的母語教學得以繼續發展。

19. 此外，工作小組建議設立檢視機制，就個別中學是否需要改變教學語言，每六年進行一次檢視。



## 高中階段的教學語言安排

20. 工作小組認同現時高中階段教學語言安排的既有彈性。我們亦認同學生是不斷發展的，一些學生可能經過初中階段的學習，已在學科學習及英語學習上建立一定的基礎，整體的學習能力及英語能力亦有所提升，並有可能在高中階段具備以英語學習的能力。學校可從學生在初中階段的學習，掌握他們的能力，評估他們可否在高中階段應付教學語言的轉變，從而作專業判斷。此外，學校、家長和學生亦會考慮到學生要在完成高中課程後參加公開考試，因而在教學語言方面會作務實的選擇。因此，在初中以母語授課的中學，若在教師能力及支援措施方面，符合上述第 12 至 16 段所述的要求，學校可因應學生的能力，在高中某些班級的部分科目轉用英語授課。至於在初中採用英語授課的中學，在高中階段應繼續以英語授課，以符合那些有足夠能力並希望能透過英語學習的學生的意願。

## 直接資助學校的教學語言安排

21. 工作小組考慮到母語教學的大方向，認為直接資助學校(下稱“直資學校”)亦須具備學生能力、教師能力及支援措施三項條件，才可採用英語教學。至於執行這三項條件及教學語言的安排，鑑於直資計劃的理念，工作小組建議基本上維持現有的彈性。但工作小組考慮到沉浸模式是較有效克服用第二語言學習所帶來的障礙，故不建議直資學校在初中階段分科採用不同的教學語言。

22. 直資學校應增加透明度，在學校發展計劃及週年報告內，闡述所採用的教學語言安排，及背後的理念、策略和學校的條件。教統局亦會按需要到直資學校進行重點視學，如發現學校的教學語言安排與其辦學理念不符，便會採取相應的措施，在有需要時，會要求學校即時作出改動。

## 優化母語教學，提升學生的英語水平

23. 工作小組認為，母語教學與學好英文，是可以兼得的。在繼續落實母語教學的同時，所有中學都須致力提升學生的英語水平。很多學校亦在這方面取得一定的成果。扼要而言，提升英語能力可循三個方向入手：

- (a) 提升學生學習英語的興趣；
- (b) 營造良好的英語環境；及
- (c) 推動資源共享及經驗交流，鼓勵教師的專業發展。

24. 社會普遍支持母語教學，但希望中中學生有較多機會接觸英語。為順應這訴求，同時考慮到母語教學可讓學生學得更有效率，工作小組建議在不影響學科學習的情況下，在英文科以外，在中一至中三可用不多於 15% 的課時提供以英語作為媒介的延展性學習活動。一些可行的模式包括：

- (a) 以母語進行正常學科教學的同時，以英語進行相關的延展教學、討論等，但須以該科課時的 15% 為上限；
- (b) 提供跨學科的英語增潤課程；
- (c) 強化銜接課程，以便學生在高中階段能順利從母語教學過渡至英語教學。

25. 在資源方面，工作小組認為政府應繼續為以母語授課的中學提供額外資源，並探討增加調撥資源的靈活性，讓中中選擇以現金津貼取代部分或全部額外的教師職位。



## 現行的中一派位機制

26. 教統會於《改革建議》內就中一派位機制所建議的長遠改革目標是：

- (a) 九年基礎教育成為一個連貫的階段(大直路)，學生不須在這階段參加任何高風險的公開考試；及
- (b) 逐步取消派位組別，以消除對學校及學生的標籤效應。

27. 政府自二零零零/零一學年開始按着教統會所建議的藍圖，一一實施了中一派位短期機制下的改革措施，包括取消學業能力測驗(下稱“學能測驗”)、增加自行分配學位及減少派位組別等。在探索未來路向時，工作小組了解到以下幾方面需要特別關注：

- (a) 在自行分配學位階段，家長和學校能善用增加了的學額。若按《改革建議》所提出，每名學生可選擇兩所中學，讓家長/學生有更多選擇，但需要考慮一些執行的細節。
- (b) 在統一派位階段，派位組別的減少，擴大了部分中學的校內學生能力差異。在照顧學生差異上，仍有相當數目的中學處於適應及探索階段。
- (c) 小學界別普遍歡迎取消學能測驗，但有小學認為現時的調整機制(即以學校多年的學能測驗來調整校內成績，以決定學生的派位組別)並不公平；亦有中學希望保留某種形式的調整機制，以避免進一步擴闊中學校內學生的差異。

## 有關中一派位機制的建議

28. 工作小組認同混和能力教學的好處，及逐步邁向《改革建議》提出「沒有派位組別，不設調整機制」的長遠目標，但認為達致這長遠目標的先決條件應包括：

### 小學方面

- (a) 大部分學生在完成小學教育時，其中文、英文及數學的表現均已達到基本能力要求的水平。

### 中學方面

- (b) 大部分中學教師均能進一步提升專業知識，享有足夠的空間，發展校本課程和改善教學法，推行更有效的「拔尖保底」策略，使大部分學生在完成初中教育時，其中文、英文及數學的表現均已達到基本能力要求的水平。

29. 但是，工作小組認為目前的實際環境與上述的先決條件尚有頗大的距離。因此，在考慮中一派位的未來路向時，工作小組認為，在現階段應從以下兩方面完善現有的機制：

- (a) 增加家長的選擇，同時鼓勵學校及學生多元發展；及
- (b) 將中學的校內學生能力差異維持在「適度」的範圍，幫助教師鞏固「拔尖保底」的經驗，確保學生的學習成效。



30. 基於上述的考慮，工作小組的建議包括：

(a) 自行分配學位階段

- (i) 把自行分配學位的比例由現時的 20% 增加至 30%；
- (ii) 取消向中學提供「學生成績次第名單」；及
- (iii) 學生可向兩所中學提出申請。至於執行的細節，公眾可考慮以下三個方案：
  - (一) 家長須向學校申明選校次序；
  - (二) 家長祇向教統局填報選校次序；或
  - (三) 家長祇向教統局申明選校次序，而學校可預先表明不考慮次選申請。

(b) 統一派位階段

- (i) 在統一派位階段，每所中學撥出統一派位學額的 10% 作為「不受學校網限制的學校選擇」。
- (ii) 保留調整機制，以維持中學的校內學生能力差異在「適度」的範圍，讓教師鞏固「拔尖保底」的經驗，確保學習成效。若公眾同意這點，可考慮的方案包括：
  - (一) 繼續採用現行的調整機制；或
  - (二) 利用現有的「中一入學前測驗」作為調整工具，並以最近兩次抽樣所得的平均成績，調整來屆升中學生在小學的校內成績，然後根據調整後的成績把同一校網內的學生劃分派位組別。
- (iii) 維持現時三個派位組別的安排。

### 實施時間

31. 若本文件所提出的建議得到接納，新修訂的中一派位的安排最早可適用於二零零七年九月入讀中一的學生。至於教學語言的安排，則最早可於二零零八年九月開始實施；將會改變教學語言的中學將於二零零七年年底前獲得通知。

### 誠邀回應

32. 工作小組歡迎各界就以上各項建議提出意見，並於二零零五年五月二日或以前以郵遞、傳真或電郵把意見送交工作小組秘書處：

地址：香港灣仔皇后大道東 213 號  
胡忠大廈 11 樓 1101 室

傳真：2537 4591 / 2179 5492

電郵：educom@emb.gov.hk



## Message from the

To nurture talents, schools should ensure that our students enjoy learning, thinking and cognitive and character development. The Secondary School Places Allocation (SSPA) review should take into account factors that affect the school learning environment, a matter of public concern. Given their inextricable link, the issues are highly contentious.

Since the Education Commission's Vision for Secondary Schools began its work in June 1999, it has held numerous reference from a good number of research studies, conducted school visits and classroom observations, and held extensive consultations with stakeholders to explore proposals which would meet the needs and considerations and the practical needs.

With a view to achieving the objective of the proposals with the interest of students as the basic education guides our deliberation on the basis of current achievements. Other considerations include

We firmly believe that the mother tongue is the best medium of instruction for students. Learning through a second language in Hong Kong) inevitably creates language barriers that vary from student to student. For most students, learning in their mother tongue is more effective and effectiveness in learning. We therefore support the use of mother tongue as the mainstream MOI for secondary schools. In response to the aspiration by some people for English-medium schools, we will continue to schools adopting English as the MOI, provide a range of choices and criteria for English-medium teaching thereby ensuring that all students have the opportunity to learn in their preferred medium.

We acknowledge that our students must have a strong foundation in order to lay a sound foundation for life-long learning and to contribute to Hong Kong as an international metropolis. Therefore, schools should endeavour to nurture talents in the area of

## Working Group

provide a conducive learning environment so participation, and as a result, attain all-round Medium of Instruction (MOI) and the mechanism are two important education issues. They have all along been matters of great importance, the two issues are by nature complex and

Working Group on Review of SSPA and MOI. In early 2003, my colleagues and I have drawn on theories and literature reviews, conducted school visits and intensive and in-depth exchanges with different stakeholders. We should take into account both the educational

needs of basic education, we have formulated our primary concern. Attaining the aims of basic education and how we can make steady improvements on the quality of basic education considerations pale by comparison.

English is the most effective MOI for all subjects (i.e. English for the majority of students). Irrespective of the barriers, the kind and extent of which may exist, the barriers would reduce their interest in learning. We recommend the continued adoption of the medium of instruction in primary schools. However, we understand the concerns of the teaching staff. We have no objection to some schools using Chinese as the medium of instruction provided that they can fulfill the prescribed learning objectives in minimizing the language barriers to learning.

Students should be proficient in both Chinese and English. We should encourage learning and maintain the competitiveness of the education system. Therefore, irrespective of the MOI adopted, students should be proficient in both Chinese and English.



We hope that through improvements to the SSPA mechanism, we can encourage the diversified development of schools and all-round development of students, provide parents/students with more choices, and contain the within-school diversity at a level currently manageable by secondary schools and teachers so as to give them space to consolidate their experience in trying out “remedial and enhancement” measures to address the problem.

I would like to express my gratitude to all members of the community who have given us their views in the course of our deliberation. We would appreciate your views/suggestions on our proposals set out in this document. Let us work together to make our school education more effective in nurturing talents for tomorrow's society.



(Michael Tien)

Chairman,

Working Group on Review of  
Secondary School Places Allocation and  
Medium of Instruction for Secondary Schools

## Executive Summary

### Background

1. In September 2000, the Government accepted the *Reform Proposals for the Education System in Hong Kong (Reform Proposals)* published by the Education Commission (EC), and undertook to review the short-term mechanism of the Secondary School Places Allocation (SSPA) system in the 2003/04 school year. Separately, the Government started implementing the *Medium of Instruction Guidance for Secondary Schools (Guidance)* in 1998. In 2000, the Government accepted the recommendation of a joint working group set up by the former Board of Education and the Standing Committee on Language Education and Research (SCOLAR) that the medium of instruction (MOI) arrangement for secondary schools should be considered alongside the review of the SSPA mechanism in the 2003/04 school year.

### Objectives

2. The EC hence set up the Working Group on Review of SSPA and MOI for Secondary Schools (Working Group) in July 2003 to take forward the review. Members of the Working Group unanimously agreed that the review should be **guided by the interest of students** in order to **fulfill the following objectives of the nine-year basic education:**

- (a) **to enable every student to develop to the full his/her individual potential in the domains of ethics, intellect, physique, social skills and aesthetics;**
- (b) **to ensure that students attain the basic standards and encourage them to strive for excellence; and**
- (c) **to encourage students to take the initiative to learn, develop the ability to think and create, and cultivate positive attitudes and values.**

3. The Working Group has now completed the review. The proposals have been formulated on the basis of the guiding principles outlined in paragraph 2 above. Their essence is as follows:

- (a) Since mother-tongue teaching best realizes the objectives of education, **continuing to uphold mother-tongue teaching should be the orientation of the MOI arrangement for secondary schools.**



- (b) Irrespective of the language through which they learn, students should enhance their proficiency in both Chinese and English so as to establish a solid foundation for life-long learning.
- (c) Learning through a second language inevitably creates language barriers, the kind and extent of which may vary from student to student. For most students, such barriers would reduce their interest and effectiveness in learning. Therefore, without prejudice to students' learning of content subjects and whole-person development, and only when schools fully fulfill the prescribed criteria of student ability, teacher capability and support measures, could they adopt English as the MOI.
- (d) The proposed SSPA mechanism should aim to increase parental choice as far as possible and promote all-round development of students.
- (e) The proposed SSPA mechanism should help contain the within-school student diversity at a level currently manageable by secondary schools and teachers. The aim is to facilitate secondary schools to develop students' potentials through identifying support or enrichment strategies.

4. While considering ways to uphold mother-tongue teaching, the Working Group also emphasizes the importance of enhancing students' English proficiency. The Working Group considers it equally important that schools using English as the MOI should strengthen the teaching of Chinese and Chinese culture. Nevertheless, since Hong Kong is predominantly a Chinese society with plenty of exposure to Chinese and Chinese culture in daily life, parents are generally more concerned about the English standard of their children. The Working Group acknowledges this concern. Therefore, this document gives a more detailed treatment to ways to enhance students' English proficiency while mother-tongue teaching is practised.

#### Current MOI Policy for Secondary Schools

5. A number of studies indicate that students learn best in their mother tongue. To learn effectively through a second language (i.e. English for students in Hong Kong), students need to have high proficiency in both their first and second languages, as well as a strong learning motivation and ability to overcome the language barriers. In general, the overall academic performance can be used to gauge learning motivation and ability.

6. Hong Kong does have a practical need for a workforce with a high level of English

proficiency in order to maintain her competitiveness as an international commercial and financial centre. Using English as the MOI may increase students' exposure to English and enhance their English proficiency. However, this is not the only or best means. It is not worthwhile if students' subject learning is affected as a result. For the majority of students, the key to enhancing their English proficiency lies in the teaching and learning of the language (language education), and not necessarily in using the language as the MOI (language in education). The Working Group does not object to EMI teaching under appropriate conditions since this can facilitate the learning of English. However, this must not compromise students' subject learning.

7. The Government has been actively encouraging secondary schools to adopt Chinese as the MOI as early as in the 1980s. However, a great majority of schools opted for EMI and many students encountered difficulties in learning. Marking the explicit enforcement of mother-tongue teaching, the *Guidance* was promulgated in 1997. According to the *Guidance*, schools wishing to use English as the MOI must demonstrate their fulfillment of the three prescribed criteria, namely student ability, teacher capability and support measures. As a result, 112 public-sector secondary schools have been allowed to use English as their MOI (EMI schools), while some 300 schools have used Chinese as their MOI (CMI schools).

8. Results of the studies conducted by the Government and universities, quality assurance inspections conducted by the Education and Manpower Bureau (EMB) since the implementation of the *Guidance* in the 1998/99 school year, school visits by the Working Group and analyses of the results of the Hong Kong Certificate of Education Examination (HKCEE) in 2003 and 2004 all show that mother-tongue teaching is bearing fruit. Mother-tongue teaching makes it easier for students to acquire subject knowledge, master high-order thinking skills, and develop interest in learning. The Working Group gauges from its school visits and discussions with stakeholders the progressive acceptance of the positive impacts of mother-tongue teaching. The Working Group considers that the way forward is to continue with the adoption of mother-tongue teaching, making steady improvements on the basis of current achievements while also emphasizing the importance of enhancing students' English proficiency.

#### Proposals on MOI for Secondary Schools

9. The Working Group concurs with the Government's promotion of mother-tongue (i.e. Chinese-medium) teaching. With the implementation of the *Guidance* in the past six years, mother-tongue teaching has started to bear fruit. In charting the way forward for the



MOI arrangement, the Working Group has arrived at the following conceptual framework:

In principle, all secondary schools should adopt mother-tongue teaching at junior secondary levels. There is no objection to individual schools using English as the MOI if they fully meet the prescribed criteria of student ability, teacher capability and support measures. However, we encourage these schools to adopt mother-tongue teaching. All secondary schools (including CMI schools) should endeavour to raise the English proficiency of their students.

10. The proposals of the Working Group on the prescribed criteria for EMI teaching are summed up below.

#### Student Ability

11. As mentioned in paragraph 5 above, since the overall academic performance can be used to gauge student ability, the Working Group proposes:

- (a) In assessing students' ability, their overall academic performance in the internal assessment (IA) of their primary schools (the second term of Primary (P) 5 and the first and second terms of P6) is taken as the basis. However, given the disparity in the assessment modes and standards among schools, a scaling instrument is needed. For this purpose, the IA results will be scaled by the pre-Secondary 1 Hong Kong Attainment Test (pre-S1 HKAT) currently conducted annually.
- (b) Since past data demonstrate the stability of pre-S1 HKAT results between two adjacent cohorts of the same school, it is proposed to collect samples of the pre-S1 HKAT results biennially and to take the average of the results of the two most recently sampled pre-S1 HKATs to derive the instrument to scale primary schools' IA results of the coming cohort of P6 students proceeding to Secondary (S) 1.
- (c) A research study indicates that currently, at most 40% of S1 students are able to learn through English. Therefore, the Working Group proposes that the scaled scores will be put into a pecking order and the top 40% of students will be taken as having the ability to learn through English.
- (d) According to the *Guidance*, schools intending to adopt English as the MOI

must have at least 85% of students being able to learn through English. We propose to continue with the requisite percentage. Should the within-school streaming be adopted, an EMI class should have at least 85% of its students being EMI-capable. Should schools be bifurcated into EMI and CMI schools, then an EMI school should have at least 85% of its S1 intake being EMI-capable.

#### Teacher Capability

12. Regarding the language proficiency requirement of EMI teachers, the Working Group considers the basic requirement as “teachers should be able to communicate their subject content to students intelligibly and their use of English should have no adverse impact on students’ acquisition of the English language”. Specifically, the Working Group proposes that teachers should attain any of the following qualifications in order to be eligible to teach in EMI:

- (a) a Grade C or above in English Language (Syllabus B) in the HKCEE, or its equivalent (including band 6 or above in the International English Language Testing System; a pass or above in English in the General Certificate of Education Ordinary Level (Overseas) Examination);
- (b) a Grade D or above in Use of English in the Hong Kong Advanced Level Examination;
- (c) having met the Language Proficiency Requirements (English); or
- (d) a Grade C or above in English Language in the defunct Hong Kong Higher Level Examination.

13. As for serving EMI teachers who have not attained any of the above qualifications, they may have their capability certified in one of the following ways:

- (a) to obtain the relevant qualifications within two years starting from the 2005/06 school year; or
- (b) to opt for classroom observation by both subject and language experts appointed by the EMB to assess their overall capability to teach through English, viz. “to communicate the subject content intelligibly and their use of English should have no adverse impact on students’ acquisition of the English



language”.

14. Besides, EMI teachers should accumulate a minimum of 15 hours of EMI-related continuous professional development activities for every three years.

#### Support Measures

15. The Working Group is of the view that secondary schools using English as the MOI should purposefully and **strategically provide a language environment conducive to learning English.** These include, for instance:

- (a) strengthening the teaching and learning of English as a subject;
- (b) creating an English-rich environment; and
- (c) devising well designed bridging programmes.

16. The Working Group proposes that schools intending to adopt English as the MOI should set out the related support strategies and specific measures in their **school development plans and annual school reports. Based on the results of schools' self-evaluation and external school review mechanism, the EMB could then assess qualitatively and quantitatively whether adequate support measures are in place.**

#### MOI Arrangement at Junior Secondary Levels

17. The Working Group has considered two main options, namely the within-school approach and the bifurcation approach. Intuitively, **the within-school approach** (i.e. adopting different MOI for different classes) not only **allows greater flexibility to schools,** but also reduces the “MOI-mismatch” of students and provides parents with more choices. However, there are many drawbacks associated with this option:

- (a) Given the community's prevailing preference for EMI teaching, the number of EMI classes in a school might be conveniently used as an “indicator” of how “good” a school is. People may devise a more elaborate school labelling schema by drawing up a “league table” of schools according to the number/proportion of EMI classes they operate, i.e. with full adoption of EMI being regarded as grade one schools, and the grade drops in tandem with the decreasing number or proportion of EMI classes. It would, in effect, create multiple labelling among schools.

- (b) The strong labelling effect could induce schools to seek to operate as many EMI classes as possible so as to attract students. Due to market forces, many schools might operate EMI class(es) as far as they can. Some schools that have so far been upholding mother-tongue teaching would be under immense pressure to operate some EMI classes, even though this may be contrary to their education philosophy.
- (c) The streaming of students into EMI or CMI classes within the same school would also undermine the self-image of CMI students and induce within-school labelling. Students would also be subject to the unsettling effects of possible switches between CMI and EMI teaching in S2 and S3.
- (d) In the pursuit of more EMI classes, schools may find it prudent to require teachers to obtain the qualifications for EMI teachers as mentioned in paragraphs 12 and 13 above as early as possible. Besides, teachers need to prepare teaching materials and examination papers in both English and Chinese, as well as to devise different teaching pedagogies and support measures for different MOI classes. The pressure on and workload for teachers will increase significantly.

**Overall, the within-school approach would impede the overall development of schools and bring about undue pressure on teachers and students.**

18. If bifurcation of CMI and EMI schools is maintained,

- (a) Secondary schools will continue to be predominantly CMI schools. Schools would not feel pressured to switch to EMI teaching for some junior secondary classes, thus obviating the problem set out in paragraph 17 above.
- (b) With the same MOI, all CMI schools will have a "fair competition". They can develop their own characteristics in school-based curriculum, student support, diversified extra-curricular activities and home-school cooperation, etc. They can also capitalize on the relatively greater space for development by focusing on teaching pedagogy improvements and strengthening of language education.
- (c) It entails lesser pressure on teachers, thus enabling them to have more time



for student support, professional development and enhancing teaching effectiveness.

- (d) The labelling effect of the bifurcation approach is notably less than that of the within-school streaming.
- (e) Students can experience their junior secondary education through the same MOI, without being subject to the undue anxieties arising from switches between CMI and EMI classes.

Therefore, with student effective learning and all-round development as the overriding concern, the Working Group proposes to maintain the current bifurcation approach under which most of our secondary schools would practise mother-tongue teaching. This would help promote the development of mother-tongue teaching which has begun to bear fruit.

19. Besides, the Working Group proposes to introduce a six-yearly review mechanism to assess whether there should be any change to the MOI adopted by individual schools.

#### MOI Arrangement at Senior Secondary Levels

20. The Working Group supports the continuation of the current flexible MOI arrangement at senior secondary levels. Having built a sufficient foundation in content subject learning and English language during their junior secondary school years, some CMI students may register an enhancement in overall performance and in English proficiency to be able to learn through English at senior secondary levels. Since schools should, after teaching students for three years, have a clear idea of whether their students have the ability to manage the change in MOI, they would be better informed to make professional judgment on the choice of MOI for their senior secondary students. Moreover, it is believed that the need to sit for public examinations at the end of senior secondary education would induce schools, parents and students to make pragmatic and realistic choices of MOI. Hence, the Working Group proposes that, depending on their students' ability, schools adopting mother-tongue teaching at junior secondary levels may switch to EMI teaching for certain subjects in some classes at senior secondary levels, provided that they meet the prescribed criteria in respect of teacher capability and support measures as set out in paragraphs 12 to 16 above. Schools adopting EMI at junior secondary levels should continue with EMI teaching at senior secondary levels, in order to meet the aspirations of their students for

learning through English.

### **MOI Arrangement for Schools Joining the Direct Subsidy Scheme (DSS)**

21. Having considered the broad direction of mother-tongue teaching, the Working Group is of the view that DSS schools have to meet the prescribed criteria of student ability, teacher capability and support measures if they are to adopt English as the MOI. In operationalizing this principle, having regard to the DSS concept, the Working Group **recommends that the current flexibility be maintained. However, since an immersion mode is more effective in overcoming the barriers of using a second language to learn, the Working Group does not recommend that DSS schools adopt different MOI for different subjects at junior secondary levels.**

22. For transparency, DSS schools should state in their school development plans and annual reports their MOI arrangement and the supporting educational considerations, the implementation strategies and fulfillment of the three prescribed criteria. It is an established practice of the EMB to conduct focus inspections at DSS schools as and when necessary. Should such inspections suggest any MOI practices being inconsistent with a school's professed education philosophy, the EMB would take appropriate measures, including requiring the school to rectify the situation immediately.

### **Capitalizing on Mother-tongue Teaching while Enhancing English Proficiency**

23. The Working Group is of the view that **mother-tongue teaching and enhancement of students' English proficiency can be achieved concurrently.** While implementation of mother-tongue teaching will continue, all secondary schools should endeavour to enhance the English language proficiency of students. In this connection, we are gratified to note the achievements of many schools. There are many ways to enhance students' English proficiency, but in essence, they can be distilled into the following three broad approaches:

- (a) motivating students' interest in learning English;
- (b) creating an English-rich environment; and
- (c) promoting resource- and experience-sharing and encouraging professional development of teachers.

24. The community generally supports mother-tongue teaching but yearns for more



exposure to English for students using the mother tongue as the MOI. Since mother-tongue teaching should be more time-efficient, the Working Group proposes that CMI schools **might choose to allocate**, on top of English Language lessons, **no more than 15% of the total lesson time** in S1 - S3 **for extended learning activities conducted through English**, on condition that the normal teaching and learning of content subjects would not be adversely affected. Possible modes of operation include:

- (a) The extended learning and discussion of any content subject taught in the mother tongue may be conducted in English. However, such extended learning/discussion activities conducted in EMI must not take up more than 15% of the total lesson time of that subject;
- (b) Schools may provide cross-curricular English enrichment programmes;
- (c) Schools may strengthen the bridging programmes to facilitate students' smooth transition from CMI to EMI learning at senior secondary levels.

25. The Working Group is of the view that the Government **should continue with the provision of additional resources for CMI schools. To enhance the flexibility for resource deployment**, the Government should consider giving CMI schools the option of a cash grant in lieu of part or all of the additional teaching posts.

#### **Existing Mechanism of Secondary School Places Allocation**

26. The EC proposed in its *Reform Proposals* the following long-term goals in reforming the SSPA mechanism:

- (a) The nine-year basic education will become a coherent stage (a through road) during which pupils should no longer be required to take any high-stake public examination; and
- (b) The allocation bands will be eliminated gradually to remove the labelling effect on schools and pupils.

27. The Government started to implement the short-term SSPA mechanism as from the 2000/01 school year in accordance with the blueprint recommended by the EC. The key features of the short-term SSPA mechanism are the abolition of the Academic Aptitude Test (AAT), the increase of the Discretionary Places (DP) quota and the reduction in the number of allocation bands. In exploring the way forward, the Working Group considers that the following issues require special attention:

- (a) Both parents and schools have made good use of the increased DP quota. The *Reform Proposals* recommends that each student could apply to two secondary schools at the DP stage so as to allow more parental choices. To implement this, we need to work out the operational details.
- (b) At the Central Allocation (CA) stage, the reduction of allocation bands has widened the within-school diversity in student ability in some secondary schools. There are still a considerable number of schools which are at the adaptation and exploratory stage in addressing the issue of student diversity.
- (c) Primary schools generally welcome the abolition of the AAT. However, some primary schools consider the existing scaling mechanism (*viz.* allocation bands being determined by a school's IA results scaled by the AATs of many years ago) as unfair. Many secondary schools also urge the retention of some form of scaling so as to contain the within-school student diversity to a manageable level.

### **Proposals on the SSPA Mechanism**

28. **The Working Group agrees** to the merits of mixed ability learning and the gradual pursuit of the **long-term goal of “no banding and no scaling”** put forward by the EC in its *Reform Proposals*. However, the Working Group **considers that the following pre-conditions must be in place before the long-term goal can be realized:**

#### **Primary Schools**

- (a) **The majority of students meet the basic competency in Chinese, English and Mathematics when they complete their primary education.**

#### **Secondary Schools**

- (b) **The majority of secondary school teachers** possess sufficient professional knowledge and skills, as well as the space to develop school-based curriculum and effective teaching pedagogies to **cater for widened student diversity to ensure that most of their students meet the basic competency in Chinese, English and Mathematics when they complete junior secondary education.**

29. However, **the Working Group is of the view that these pre-conditions have yet to be met.** Therefore, in considering the way forward for the SSPA mechanism, the



Working Group reckons that, at the present stage, the existing mechanism can be improved to:

- (a) provide parents with more choices and encourage diversified development of both students and schools; and
- (b) contain the within-school student diversity in secondary schools at a level currently manageable by secondary schools and teachers so that teachers can consolidate their experience in catering for wide student diversity and ensure student learning effectiveness.

30. On the basis of the above considerations, the Working Group proposes:

(a) DP Stage

- (i) increasing the DP quota from 20% to 30%;
- (ii) ceasing the provision of the “rank order list” to secondary schools; and
- (iii) allowing students to apply to two secondary schools. In implementation, the following three options may be considered:
  - (1) Parents indicate their order of preference to the schools;
  - (2) Parents indicate their order of preference to the EMB only; or
  - (3) Parents indicate their order of preference to the EMB only, and schools may declare in advance that they will not consider second-choice applications.

(b) CA Stage

- (i) 10% of the CA places of every secondary school are set aside for allocation “unrestricted” by school nets.
- (ii) A scaling mechanism is retained in order to contain the within-school student diversity in secondary schools within a manageable level, so that teachers can consolidate their experience in catering for wide student diversity and ensure student learning effectiveness. If the community supports the need for scaling, the following options may be considered:

- (1) to continue with the current scaling mechanism; or
  - (2) to use the existing pre-S1 HKAT as a scaling tool. The average of the results of the two most recently sampled pre-S1 HKATs is taken to derive the instrument to scale primary schools' IA results of the coming cohort of P6 students proceeding to S1. The students will then be divided into allocation bands within each school net according to the scaled results.
- (iii) The three-band system is maintained.

### Implementation Timetable

31. If the proposals in this document are accepted, the soonest the revised SSPA mechanism can apply is to the students who will be admitted to S1 in September 2007. The MOI arrangement can be effected in September 2008 at the earliest and secondary schools which will have to change their MOI status will be notified by the end of 2007.

### Inviting Feedbacks

32. The Working Group welcomes views from all sectors of the community on the above proposals. Comments should be sent to the Secretariat of the Working Group by post, fax or e-mail on or before 2 May 2005:

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