

Closing the Gap:

Report of the Working Group on Education for Ethnic Minorities

人人學得好：

少數族裔教育工作小組報告



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FOREWORD

There is no disputing the importance of education in a child's life. It is the stepping stone to a brighter future. This truth holds good regardless of race, gender or any other variable. While the question of having access to quality education in Hong Kong is not in debate for most children, the issue is not as clear cut when it comes to the ethnic minorities (EMs). The complication is owing to the criticality of knowing Chinese, not just to get by in Hong Kong, but in order to go through schooling, higher education and finally secure a job. Given the absolute imperative, it is surprising that the issue is still unsettled even after the Equal Opportunities Commission (EOC) and NGOs have been bringing it up with the relevant Departments and Bureaux for over ten years.

Apart from domestic pressures for action, Hong Kong is also being called upon to fulfil its international obligations. As a signatory to various United Nations conventions, Hong Kong is obliged to report to the respective committees overseeing these conventions at regular intervals. The issue of EM education has been brought up in the concluding observations of the United Nations Committee on Economic, Social and Cultural Rights in May 2014 and by the United Nations Committee on Elimination of Racial Discrimination in its concluding observations, first in September 2009, and again in September 2018.

We have to be mindful that every five years lost is one generation of students entering and exiting high school. Our interactions with the EM community have repeatedly thrown up the same concerns and we need an effective and purpose-built system to overcome the language barriers faced by the EM community. Whilst the Education Bureau has continuously deployed resources, i.e. money and expertise, to meet the demand, clear and systematic implementation with schools, teachers, trainers and administration is equally important for the system to succeed.

There are three top recommendations made by this Working Group. It strongly recommends plugging the gaps in the existing system in order to have in place a full-fledged Chinese-as-a second language curriculum. This was a recommendation in the first report as well and has been reiterated by NGOs and others over the years. The second recommendation is for better and systematic teacher training. Recognising that teaching of a language to second-language learners requires a different set of skills, it is high time we create a pool of teachers teaching Chinese-as-a-second language similar to what exists for English such as TESOL (Teaching English to Speakers of Other Languages). For this, specialised training courses along with recognition and incentives need to be offered to teachers so they can qualify to belong to this group of experts.

The third recommendation of priority is to introduce a structured Chinese language examination ladder that caters to the range of different needs of non-ethnic Chinese

students. A host of reasonable options have been suggested by experts, teachers and other stakeholders in this report. The EOC strongly urges the Government to consider these options in order to provide a level playing field for ethnic minorities in tertiary education as well as the job market.

The EM community is an integral part of Hong Kong society. It is our responsibility as well as in our interest to ensure that all members of society, and EMs are certainly no exception, can pursue their dreams on a level playing field and live their lives without discrimination. This goal cannot be achieved without the cooperation of policy makers, public service providers and all stakeholders involved. To this end, the EOC looks forward to discussing our recommendations with the Government and all other parties concerned, and working with you all.

Ricky CHU Man-kin, IDS

EOC Chairperson

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REPORT OF THE WORKING GROUP ON EDUCATION FOR ETHNIC MINORITIES

Introduction

The Equal Opportunities Commission (EOC) is a statutory body established to eliminate discrimination and promote equality of opportunities by way of administering anti-discrimination legislation and advocacy. The EOC is funded by the Government to carry out its various functions including complaint handling, policy and research, public education and legal assistance. In 2014, the EOC received additional funding from the Government to set up a dedicated unit, the Ethnic Minorities Unit, to look into race-related matters.

2. According to the 2016 By-census, ethnic minorities (EMs) excluding foreign domestic workers made up 3.6% of the Hong Kong population¹. Among the major EM concerns, the EOC has identified education, employment opportunities, access to services and integration of EMs as priority areas.

The Working Group

3. In the 2018-19 school year, 28,711 EM students were studying in kindergartens (local and international), primary and secondary schools (public sector schools and Direct Subsidy Scheme (DSS) schools). Non-Chinese speaking (NCS) students roughly represented 3% of the total student population in primary and secondary schools².

4. Noting that education is an effective means of empowerment, and the issue had been one of the major EM concerns for many years, the EOC set up the Working Group on Education for Ethnic Minorities (WG) back in 2010 under the Policy and Research Committee, one of its four functional committees. The objective of the WG was to explore possible measures to provide EM students with a level-playing field in the education system and eventually in the employment market. The recommendations included starting Chinese language education for NCS students early in the pre-primary stage; an alternative Chinese curriculum (which would be at a

¹ Census and Statistics Department, *2016 Population By-census, Thematic Report: Ethnic Minorities*, p.7, December 2017

² Education Bureau: *Replies to initial written questions raised by Finance Committee Members in examining the Estimates of Expenditure 2019-20 (Reply Serial No. EDB 115)*, Retrieved from <https://www.edb.gov.hk/attachment/en/about-edb/press/legco/replies-to-fc/19-20-edb-e.pdf>

considerably higher level than GCSE/IGCSE) and a Chinese Proficiency Programme and Testing System similar to the globally recognised International English Language Testing System (IELTS). The “Education for All” report of the WG was submitted to the Government in December 2011³.

5. As a result of calls by NGOs and other stakeholders as well as the EOC’s recommendations to remove barriers to learning Chinese for NCS students, which were likened to indirect discrimination, the Education Bureau (EDB) instituted some new measures. In the 2014-15 school year, the Government introduced the “Chinese Language Curriculum Second Language Learning Framework” (“Learning Framework”) in primary and secondary schools and Applied Learning Chinese (for NCS students) (ApL(C)) in the Hong Kong Diploma of Secondary Education Examination (HKDSE). The new policies include a tiered enhanced funding system for schools admitting NCS students in order for the schools to provide additional support in the learning of Chinese language. In 2016, the Government extended its support measures to pre-school education. Under the Kindergarten Education Scheme, additional funding is allocated for kindergartens admitting eight or more NCS students to support their Chinese learning.

6. In the interim, the issue of EM education continued to be spotlighted at various forums. It was raised by the United Nations Committee on Economic, Social and Cultural Rights in their concluding observations in May 2014⁴ following submissions by various NGOs and organisations including the EOC. Several submissions on EM education by the EOC and other stakeholders were also made to various Legislative Council panels and subcommittees. The United Nations Committee on Elimination of Racial Discrimination recommended in its concluding remarks in September 2018 that the Government, “[f]acilitate the smooth integration of non-Chinese speaking students in Hong Kong, China into the education system, and ensure that children of all ethnicities enjoy their right to inclusive and Chinese-language education.”⁵

7. However, despite all this and after more than three years of implementation of the Learning Framework, there are still uncertainties and inadequacies in the policies and measures, including unclear indicators for measuring the Learning Framework’s effectiveness and students’ progress, inadequate teaching materials, insufficient

³ The report can be retrieved from <http://www.eoc.org.hk/EOC/Upload/UserFiles/File/EducationReportE.pdf>

⁴ UN Committee on Economic, Social and Cultural Rights (CESCR), *Concluding observations on the second periodic report of China, including Hong Kong, China, and Macao, China*, 13 June 2014, E/C.12/CHN/CO/2, paragraph 52; available at: <https://www.refworld.org/docid/53c77e524.html>

⁵ UN Committee on the Elimination of Racial Discrimination (CERD), *Concluding observations on the combined fourteenth to seventeenth periodic reports of China (including Hong Kong, China and Macao, China)**, paragraph 24(c), available at <https://urlzs.com/92Roy>

training for teachers, etc. In light of continued concerns with regards to education of EMs, the WG was reconvened with members from the EOC board and outside experts in January 2018. Please refer to Appendix 1 for the Working Group Member list.

Objectives

8. The WG aims to:

- Analyse the effectiveness of the measures in place with regards to Chinese language learning by EM students at primary and secondary levels
- Explore possible measures to address the problems identified in the analysis
- Create a report that provides a systematic account of stakeholders' feedback and the WG's recommendations on improving the Chinese language learning system for EM students

9. The WG looks into the issues by addressing:

- Equal opportunities for EM students in acquiring Chinese language proficiency as second language learners
- Chinese language acquisition and qualifications for EM students to have equal opportunities in academic and career pursuits
- Racial integration in schools

10. It is to be noted that the WG recognises and emphasises the importance of early language learning, ideally beginning at the pre-primary stage. Measures such as the Kindergarten Education Scheme with additional funding allocation for kindergartens admitting NCS students are all welcome as means to promote Chinese language acquisition early on. As the Scheme just started in the 2017-18 school year and an enhanced 5-tiered subsidy policy was introduced in the 2018 Policy Address, it may be too early to determine the effectiveness of this measure in enhancing Chinese language skills of NCS students. Therefore, kindergarten education is not covered in this report and a separate exercise to study its effectiveness may be suggested at a later point.

Feedback Collection Methods

11. The WG's objective was to make recommendations using feedback from major stakeholders, i.e., teachers, principals, NGOs, parents and students in groups as well as individually. All feedback collected relate to government, aided and DSS schools, except for feedback from a few parents whose children attend international schools.

12. Feedback was mainly collected through group discussions and is qualitative in nature. To further validate some of the findings, questionnaires were used and meeting were held with select language and teaching experts. Also, to understand the language requirements in employment, we spoke to some employers and looked at civil service recruitment guidelines. Totally, 12 group sharing sessions, eight individual interviews and three school visits were conducted. For a summary of feedback from the participating stakeholder groups, please refer to Appendix 2.

13. This feedback collection exercise is not a survey and hence, not meant for statistical analysis. The number of respondents may not be statistically relevant and we did not undertake scientific sampling for respondents other than trying to ensure different communities and stakeholder groups are represented as far as possible.

Race Discrimination Ordinance

14. Section 4 of the Race Discrimination Ordinance (RDO) sets out that a person (the discriminator) discriminates against another person if –

- (a) On the ground of the race of that other person, the discriminator treats that other person less favourably than the discriminator treats or would treat other persons; or
- (b) The discriminator applies to that other person a requirement or condition which the discriminator applies or would apply equally to persons not of the same racial group as that other person but –
 - i. Which is such that the proportion of persons of the same racial group as that other person who can comply with it is considerably smaller than the proportion of persons not of that racial group who can comply with it;
 - ii. Which the discriminator cannot show to be justifiable irrespective of the race of the person to whom it is applied; and

- iii. Which is to the detriment of the other person because that person cannot comply with it.

15. Section 26 covers the application of the RDO in education. Subsection (1) stipulates that it is unlawful for an educational establishment to discriminate against a person –

- (a) In the terms on which it offers to admit that person to the establishment as a student;
- (b) By refusing, or deliberately omitting to accept, an application for that person's admission to the establishment as a student; or
- (c) Where the person is a student of the establishment –
 - i. In the way it affords the person access to any benefits, facilities or services, or by refusing or deliberately omitting to afford the person access to them; or
 - ii. By expelling the person from the establishment or subjecting him or her to any other detriment.

16. Meanwhile, subsection (2) states that the above subsection (1) does not require an educational establishment to modify or make different arrangements for persons of any racial group regarding holidays or medium of instruction.

17. On this exemption, the EOC is of the opinion that, stating that there is no requirement to “modify or make different arrangements” regarding medium of instruction, could be interpreted as not requiring any targeted assistance for EMs to learn Chinese as a second language. It is also not accurate in terms of reflecting the Government's stated intention that the limitation aims only to avoid claims relating to EMs wishing to be taught in their own language. In March 2016, the EOC recommended in its Discrimination Law Review that “the Government repeal the provision regarding education in relation to modifying or making different arrangements for medium of instruction, under section 26(2) of the RDO”. This recommendation has not been taken forward by the Government up to the reporting moment. The subject is under follow-up in legislation platforms and will not be discussed in this report.

Support Measures for NCS Students

18. From the 2006-07 to 2012-13 school years, schools admitting a critical mass of NCS students and having experience in teaching NCS students were supported by the EDB through additional funding and formed the list of so-called “designated schools”. These schools used school-based measures and self-developed their Chinese language learning and teaching materials to support their NCS students. The EDB introduced the Supplementary Guide to the Chinese Language Curriculum for NCS students in 2008 to help teachers provide support to NCS students. The guide included teaching and learning materials to help teachers adapt the Chinese Language Curriculum.

19. After the RDO came into full operation in 2009, the EOC formed the first Working Group on Education for EMs in 2010 and issued the “Education for All” report in 2011 (Please refer to footnote 3 on page 2 of this report).

20. Following the criticism that the “designated school” labelling led to concentration of NCS students, the EDB has abolished the “designated schools” system and changed the funding model on support measures for NCS students since the 2013-14 school year. The 2014 Policy Address then announced a series of measures to step up support for EMs in education. The “Chinese Language Curriculum Second Language Learning Framework” was introduced in the 2014-15 school year. According to the EDB, *“the Learning Framework provides a systematic set of objectives and expected learning outcomes that describes the learning progress of NCS students at different learning stages. Teachers may set progressive learning targets, learning progress and expected learning outcomes using a “small-step” learning approach to enhance the learning effectiveness of NCS students.”*⁶

21. Simultaneously, the additional recurrent funding to schools admitting 10 or more NCS students was increased significantly, ranging from \$0.8 million to \$1.5 million per annum to facilitate the implementation of the Learning Framework and the creation of an inclusive learning environment. Schools with fewer NCS students may also apply for additional funding depending on their need.

22. The EDB also offered the ApL(C) at senior secondary level to provide NCS students with an additional alternative Chinese language qualification. ApL(C) is pegged at the Qualifications Framework Levels 1-3. The first cohort of APL(C) commenced in the 2014-15 school year, and the courses offered for the first three cohorts were “Chinese for the Service Industry” and “Practical Chinese in Hospitality”. “Chinese in Business Service” was introduced in the 2017-18 school

⁶ Education Bureau, *Legislative Council Panel on Education: Enhanced Chinese Learning and Teaching for Non-Chinese Speaking Students (LC Paper No. CB(4)545/13-14(02) paragraph 2)*, 14 April 2014

year. Starting from the 2018-19 school year, “Chinese in Practical Context” and “Practical Chinese” were introduced, replacing “Chinese for the Service Industry” and “Practical Chinese in Hospitality”.⁷

23. In monitoring the progress of the above measures, the Legislative Council Subcommittee on Rights of Ethnic Minorities passed a motion on 12 December 2016, urging the Government to *“formulate a set of clear and objective value-for-money indicators for the ‘Chinese Language Curriculum Second Language Learning Framework’ in order to monitor its effectiveness and provide improvement plans. In respect of the Learning Framework, the EDB should also provide teachers with more unified and suitable teaching materials and guidelines to alleviate the unnecessary administrative burden on teachers, thereby allowing them to focus on bettering teaching and learning in class. Besides, EDB should collect and make public the data relating to NCS students in various primary and secondary schools to facilitate follow-up studies by academics, non-governmental organizations, EOC, etc., so as to ensure that the approach of integrated education as advocated by EDB can be effectively implemented for the real benefit of NCS students.”*⁸

24. The EOC has requested for figures from the EDB and met its officials to discuss the progress on the above motion. This WG report is a comprehensive follow-up on the various areas for improvement on EM education.

Areas of Concern for the WG

25. While looking into the subject of equal opportunities for EM students to learn Chinese as a second language and acquire the essential language proficiency for future academic and career pursuits, the WG understands from stakeholders’ feedback that Chinese learning of NCS students is not simply an issue of teaching efficiency and student motivation. Other systemic factors weigh in heavily too. One that calls for serious attention is “racial inclusion in schools”, which is crucial for both language practice and aspiration building. The following systemic factors are also critical in assessing the problems faced by both students and teachers:

⁷ EDB website: ApL(C) Retrieved from <https://www.edb.gov.hk/en/aplc>

⁸ Legislative Council Subcommittee on Rights of Ethnic Minorities, *Minutes of the meeting held on 12 December 2016 (LC Paper No. CB(2)933/16-17)*

A. Necessity to Learn/Handle Multiple Languages

26. The language education policy of Hong Kong is to promote students' language proficiency, making them biliterate (in Chinese and English) and trilingual (in Cantonese, Putonghua and English). For many NCS students of South Asian or South East Asian ethnicity, English is their second language and Chinese is learnt as their third language. Most of them have not encountered any Chinese language before kindergarten or even later. Since the mainstream curriculum was not developed with second/third language learners in mind, it is a huge challenge for them to cope with Cantonese, Putonghua and traditional Chinese characters simultaneously. Chinese students as native speakers may themselves find it confusing at times, let alone EMs. In fact, this language challenge extends beyond the Chinese subject. The medium of instruction for most of the subjects other than Chinese in a majority of primary schools and many secondary schools is Cantonese, where language support and curriculum adaptation for NCS students is very limited, if not absent.

B. Diversity among EM Students

27. EMs in Hong Kong are made up of diverse racial groups with different cultural and language backgrounds. Place of birth (locally born or not) and arrival age (if immigrated) are also determinants of their Chinese language levels and learning progress. Therefore, teaching Chinese (and other subjects) to NCS students not only requires teachers' competence in second language teaching, but also their preparedness for catering to learning and cultural diversity.

C. Culture of Performance Ranking

28. Despite exhortations by the Government that "Learning is more than scoring", grouping or ranking by students' academic performance is still a common practice in school admissions, class assignments and promotions. NCS students, especially from low income families, are often disadvantaged in the process as their performance in learning Chinese and subjects taught in Chinese mostly lags behind that of their Chinese peers. In some cases, NCS students are grouped collectively in a class of lower Chinese (or overall) level, taught an adapted curriculum in a broad-brush style and expected as well as advised early in their secondary schooling to take simpler non-local Chinese language examinations, disregarding their potential for higher levels of Chinese language learning. In other cases, out of concern for "fairness" in assessment, teachers simply shift to teaching NCS students the mainstream Chinese curriculum despite their inability to cope. This is not uncommon in senior primary

education (P4-P6) of NCS students, which may impede their learning progress and affect their allocation banding and hence the Secondary School Place Allocation results.

29. With the above three factors in mind and analysis of feedback from diverse stakeholders, the WG came up with two concerns that lie at the root of the Chinese language learning difficulties confronting NCS students. The first is the absence of a “complete” second-language learning system in terms of curriculum, teaching and learning materials as well as examinations and assessments. What is available is the first language curriculum, which the EDB, teachers and schools are trying to adapt. Recognising that second language learners learn differently and hence need different and dedicated tools for teaching is absolutely critical to helping solve the Chinese language learning issue for NCS students.

30. The second concern is the first-language mindset that is deep-rooted among some teachers, administrators and curriculum developers. This combined with the absence of specialised teacher training results in teachers at the frontline struggling to cope with second language learners. According to an expert in teaching NCS students, *“Teachers have low expectations from NCS students and tend to opt for simpler curriculum automatically.”* Some teachers shared with the WG that *“it is nearly impossible for NCS students to learn Chinese on par with their Chinese peers.”* In some schools, this first language mindset and inadequacy of second-language teaching tools is further compounded by an inflexible attitude and culture with regards to policies and resources, which make it difficult for many teachers in these schools to make necessary adjustments for NCS students. The WG is aware of good practices in schools and appreciates many teachers’ efforts towards catering to NCS students’ diversified learning needs. However, disparity among schools leads to the WG’s concern that such good practices are driven by individual initiative rather than a system-supported exercise.

31. This is not just a teaching and learning problem, but a matter deeply connected to inclusion. At one extreme, separated classes for NCS students and schools with high EM concentration may limit the students’ Chinese language exposure that could come from an immersed language environment. At the other end, NCS students’ need for support may be overlooked in schools with low EM population due to a lack of racial sensitivity and second-language mindset.

Areas of Concern Based on Feedback from Stakeholders

32. Specifically, the WG has identified the following eight areas of concern based on feedback from stakeholders:

A. Gaps in the Learning Framework

33. According to the EDB, the Learning Framework aims to provide teachers “with a systematic set of learning targets, learning objectives and expected learning outcomes, arranged in “small” steps at different learning stages in accordance with the curriculum.”⁹ The EDB has repeatedly stressed that the Learning Framework is in fact a second language learning curriculum¹⁰. According to feedback received, there appear to be some fundamental gaps in the Learning Framework that preclude it from being a Chinese-as-a-second-language curriculum.

34. All language teaching experts we spoke to agreed that the Learning Framework is not equal to a curriculum. The following elements, namely learning aims or objectives, learning materials, pedagogy and assessment were discussed with teachers and language experts:

- (a) Learning objectives: Some language experts agreed that the Learning Framework provides systematic learning objectives for each stage. However, many teachers do not seem to be clear about these objectives. There is also a criticism that the objectives are not linked to grade levels. Some commented that the Learning Framework is too broad for them to use. This could also be a reflection of a gap in the training of teachers to fully understand the Learning Framework.
- (b) Learning materials: Interviewed teachers, parents, experts and students to an extent found this area to be seriously inadequate. Following feedback from various stakeholders, the EDB has commissioned tertiary institutions to develop textbooks pegged at the Learning Framework. The first set pegged at Levels 2 and 3 of the Learning Framework was published in the 2017-18 school year and another set for the lower primary levels has been made available in phases in the 2018-19 school year while those for upper primary levels will be produced later¹¹. It is welcome progress and

⁹ Education Bureau, *Response to LCQ15*, June 2015

¹⁰ Education Bureau, *Legislative Council Panel on Education: Enhanced Chinese Learning and Teaching for Non-Chinese Speaking Students* “Premised on having no alternative Chinese language curriculum and public examination with pre-set simpler contents and lower standards, the “Learning Framework” applicable in the learning and teaching of Chinese at school is a learning Chinese as a second language curriculum” (LC Paper No. CB(4)545/13-14(02) paragraph 3), 14 April 2014

¹¹ Education Bureau, *Legislative Council Subcommittee on Rights of Ethnic Minorities: Further Discussion on Education for Children of Ethnic Minorities* (LC Paper No. CB(2)909/17-18(01)), 27 February 2018

teachers we met with who had used some of these textbooks found them to be generally satisfactory. Although there is a common request for the EDB to take responsibility for continuing to develop and publish these materials, two expert remarks are particularly noteworthy. First, a principal with extensive experience in curriculum development for NCS students cautioned that while textbooks need to be provided, the school-based element should not be ignored. Guidelines, in addition to textbooks, on how to supplement and adjust the teaching are equally important. Second, one of the language experts reflected that adopting a single set of textbooks for NCS students across different schools may deviate from the ultimate goal of bridging them to mainstream classes as schools are using textbooks from different publishers. A suggestion is to incentivise publishers to develop second language textbooks parallel to their mainstream version, based on the set developed by EDB.

- (c) **Pedagogy:** This is a key area in which all interviewed teachers and experts spoken to felt the Learning Framework fell short. Second language pedagogy is missing in the Learning Framework, which should govern all aspects of second language teaching. The “small step approach” highlighted as the principal strategy is basically applicable for all kinds of underachievers but does not specifically address the second language learning needs of NCS students. Teachers need to navigate and find their own solutions to the learning difficulties arising from second language learning. The WG encountered some very useful practices in the school visits conducted, such as using romanisation, online applications, reading pens, etc. to help students memorise and practice pronunciation; following culturally responsive teaching principles in their lessons; co-linking with other subjects to strengthen the learning, etc. However, these practices were not systematically structured to work under the Learning Framework and not widely shared among different schools.
- (d) **Assessment:** The experts felt that the “Chinese Language Assessment Tools for NCS Students” (“Assessment Tools”) in conjunction with the Learning Framework were useful in benchmarking students’ Chinese levels and could be effectively used for tracking progress. According to one, *“the Assessment Tools are well developed and carefully designed”* Another expert was of the opinion that the Assessment Tools were useful but teachers were not clear on how to use them. This is in line with some teachers’ feedback such as *“Assessment at stage 1 is already too difficult. Even a P3 NCS student could hardly manage.”*; *“Questions are*

not designed based on what students have learnt”, etc. As pointed out by experts, this discrepancy may also be due to inadequate training for teachers on the use of the Assessment Tools.

B. Progress of the Learning Framework

35. Over \$200M has been spent annually by the Government on supporting primary and secondary schools in teaching Chinese for NCS students in the last three years¹². As an accountability check for this investment, the 2016 Legislative Council motion mentioned in Paragraph 23 urged the Government to “formulate a set of clear and objective value-for-money indicators” for the Learning Framework. At the beginning of implementing the Learning Framework, the EDB stated that “the Learning Framework would be reviewed, as appropriate, at an interval of 3 years, when a cycle of learning at each Key Stage has been completed (*i.e. the 2016-17 school year*). Besides, the EDB will, based on the research framework drawn up with advice from research and language experts, continue to collect and analyse data to evaluate the effectiveness of the support measures of NCS students and refine them as appropriate”¹³.

36. The EDB provided an initial report to the Legislative Council in June 2017 but some critical performance measurements (e.g. number of NCS students bridged over to mainstream classes) were from the 2014-15 school year and others were general descriptions with no quantitative indicators (e.g. analysis of NCS students’ performance under the “Assessment Tool” of the Learning Framework)¹⁴. These may be useful baseline indicators for the implementation of the Learning Framework but should not be taken as performance indicators, as it is hard to measure and compare progress with descriptions. Indicators should be measurable over time with regular inputs of statistical data in order to discern trends, identify success and problem areas and study progress. Importantly, they should be accessible to stakeholders.

37. For instance, the EDB made slight refinements to the Learning Framework in early 2019 remarking that “teachers generally considered the Learning Framework

¹² Education Bureau, *Replies to initial written questions raised by Finance Committee Members in examining the Estimates of Expenditure 2019-20* (Reply Serial No. EDB 164)

Retrieved from <https://www.edb.gov.hk/attachment/en/about-edb/press/legco/replies-to-fc/19-20-edb-e.pdf>

¹³ Education Bureau, *Replies to initial written questions raised by Finance Committee Members in examining the Estimates of Expenditure 2016-17* (Reply Serial No. EDB 437)

Retrieved from https://www.legco.gov.hk/yr15-16/english/fc/fc/w_q/edb-e.pdf

¹⁴ Education Bureau, *Legislative Council Panel on Education: Progress on Supporting Chinese Learning and Teaching for Non-Chinese Speaking Students* (LC Paper No. CB(4)1165/16-17(01)), 12 June 2017

useful”¹⁵. Without any supporting evidence, this assertion deviates very much from the general feedback we encountered in the teacher sharing sessions conducted by the WG.

C. Teacher Training & Support

38. As one of the weakest areas in the implementation of the Learning Framework, teacher training, both in-service and pre-service, has been roundly criticised by most stakeholders as being insufficient, ineffective and unsystematic.

39. Teachers reflected that the EDB’s in-service training courses on the Learning Framework focused too much on theory and are not practical enough. Besides, although a series of training is offered by the EDB, teachers tend to enrol for individual lessons and are not obliged to sign up for the entire series¹⁶. There is no stipulation or requirement for Chinese subject teachers of NCS students to have undergone any sustained training.

40. Regarding pre-service training, most if not all Chinese subject teachers learnt Chinese and were taught to teach Chinese as a first language. Teachers and experts have expressed the need for specialised training for teachers of second language learners. A common suggestion is to make it a mandatory part of the Post Graduate Diploma in Education (PGDE) Programme for new teachers and for current teachers to acquire an additional specialisation in teaching Chinese as a second language.

41. There seems to be a clear need to create a pool of specialised teachers teaching Chinese-as-a-second language similar to what exists for English such as TESOL (Teaching English to Speakers of Other Languages). For this capacity building, specialised training courses, recognition and incentives need to be offered to teachers so they can qualify to belong to this group of experts. Advisory bodies such as the Committee on Professional Development of Teachers and Principals (COTAP) can be enlisted to help with this plan.

¹⁵ Education Bureau, *Circular Memorandum No. 25/2019: Refinement of the “Chinese Language Curriculum Second Language Learning Framework”*, 18 January 2019

¹⁶ “Up till now, a total of 68 serving Chinese language teachers have been approved for earmarking of grant under the Professional Enhancement Grant Scheme for Chinese Teachers (Teaching Chinese as a Second Language)”; with respect to the five-week program Certificate in Professional Development Program on the Teacher of Chinese Language for NCS students by Education University of Hong Kong, “In the past three years, a total of about 50 teachers enrolled in the program”. – EDB Data: Letter to EOC dated 3 January 2018; Ref: EDB(EC)3/20141/11/C

D. Viable Examination Options

42. Examination results are still a major selection criterion for tertiary institutions and employers. While bilingual literacy in Chinese and English is an asset and very likely a necessity for many local jobs, it is particularly important for EMs to have their language skills (Chinese in this case) fairly assessed in line with the actual requirements of the course of study or employment. This calls for a qualification/assessment system that can peg the different levels of Chinese proficiency and is also well recognised by tertiary institutions and employers.

43. Currently, student choices of examinations or qualifications for Chinese language are divided into two camps – most Chinese-speaking students take the HKDSE while the majority of NCS students obtain the GCSE/IGCSE qualification¹⁷. Some other options chosen by NCS students include ApL(C), GCE (AS-Level) and GCE (A-Level) Chinese Examination. The number of NCS students opting for the HKDSE (Chinese Language) is still very small (7.7% of NCS S6 students in the 2017-18 school year)¹⁸.

44. While the aim of the Learning Framework is to help NCS students bridge over to mainstream Chinese Language classes and ultimately enable them to take the HKDSE (Chinese Language) successfully, the data seen so far and the feedback received from teachers and students point to this being a difficult goal to achieve. In our assessment, the following reasons came up:

- The HKDSE (Chinese Language) requires a native level of proficiency plus a high level of knowledge and understanding of Chinese culture and traditions for certain parts of the curriculum, which is something difficult for an EM student to achieve. Many teachers and schools dissuade their NCS students from opting for it as they believe it would be near impossible for these students to succeed in it.
- At the other end of the spectrum is GCSE/IGCSE Chinese Examination, which is a UK based system that is well established and caters to second or third language learners. It is simple and most importantly, accepted by universities, though not at all adequate for Hong Kong's workplace requirements and for many university courses.

¹⁷ Education Bureau, *Replies to initial written questions raised by Finance Committee Members in examining the Estimates of Expenditure 2019-20 (Reply Serial No. EDB 139)*

Retrieved from <https://www.edb.gov.hk/attachment/en/about-edb/press/legco/replies-to-fc/19-20-edb-e.pdf>

¹⁸ Education Bureau, *Replies to initial written questions raised by Finance Committee Members in examining the Estimates of Expenditure 2019-20 (Reply Serial No. EDB 003)*

Retrieved from <https://www.edb.gov.hk/attachment/en/about-edb/press/legco/replies-to-fc/19-20-edb-e.pdf>

45. As for the few other options that exist, they are not as popular because:
- GCE AS/A-Level Chinese Examinations are at a higher level than GCSE, but many students and teachers opt for the simpler GCSE/IGCSE Chinese Examination.
 - While ApL(C) could have been a viable option that can actually enhance the practical Chinese proficiency of students, there is some negative feedback on its implementation, particularly in the areas of classroom management and instructors' experience in teaching NCS students. Together with its limited focus on the hospitality and service industry for the first few cohorts, it is still not a common option offered to or accepted by NCS students (11.8% of NCS S6 students in the 2017-18 school year)¹⁹. One of the schools that was met with reflected that the number of students taking ApL(C) had been steadily dropping. Hopefully, there will be wider acceptance of ApL(C) upon review of its implementation and with the introduction of new courses using different professional and vocational fields as the applied learning context starting from the 2017-18 school year.

46. In conclusion, while there seem to be options for Chinese language qualifications for NCS students, those above the GCSE/IGCSE level are unpopular while the HKDSE is considered a very risky choice taken by just a small number of talented and bold NCS students. Those with potential to achieve higher proficiency in Chinese beyond GCSE level are stymied by the lack of incentive for and confidence towards the higher-level options. To address this issue, there needs to be a graded qualification structure that reflects the various levels of proficiency and is well recognised in university admission and employment. Examples can be found in established language qualifications for English (International English Language Testing System or IELTS) and Mandarin (Hanyu Shuiping Kaoshi or HSK), both with qualifications going from beginner level to progressively higher levels.

47. It must be noted though that these alternative examinations should be seen as transitional and not long term for NCS students with the ultimate goal being that all NCS students can attain the mainstream proficiency. The exceptions to this may be new arrivals or those not in the local system from the beginning.

¹⁹ Extracted from: Education Bureau, *Replies to initial written questions raised by Finance Committee Members in examining the Estimates of Expenditure 2019-20 (Reply Serial No.: EDB246)*
<https://www.edb.gov.hk/attachment/en/about-edb/press/legco/replies-to-fc/19-20-edb-e.pdf>

E. Parent/Student Awareness and Choice

48. While it would appear that there is free choice for parents and students when it comes to schools and courses, we believe that uninformed choice leads to inequitable options in many cases. To illustrate, when a parent decides to put their child into a mainstream school assuming that their child will achieve local-level proficiency in Chinese, it may be a choice made without much knowledge of the support offered in the school for NCS students, not just in Chinese language but in all subjects. When a child goes to a former designated school and follows the most popular pathway of taking the GCSE/IGCSE Chinese Examination, it may be a decision made without knowledge of the consequence on further studies and employment.

49. The EDB has stepped up its actions in this area last year by requiring all kindergartens, primary and secondary schools receiving additional funding for supporting NCS students to provide information of their support measures in the Kindergarten Profile, and Primary and Secondary School Profiles published by the EDB and the Committee on Home-School Cooperation respectively. EM parents' needs in choosing schools would be better catered if all schools can provide information of these measures in English on their websites.

50. Certainly, not all parents and students have the same needs or criteria for language competency; and awareness of the system and school choices also differed among the groups spoken to. We found low-income South Asian and South East Asian families particularly lacking in awareness about school and examination choices. This points to a higher risk of intergenerational poverty among these racial groups.

F. Need for Integration in Schools

51. The EDB has focused attention on the integration of NCS students through “encouraging and supporting the early integration of NCS students (notably ethnic minority students) into the community, including facilitating their adaptation to the local education system and mastery of the Chinese language”²⁰. In addition to providing support in learning Chinese, schools must also be encouraged to make use of student diversity to foster understanding of one another’s cultures, develop mutual respect and show appreciation.

52. Some patterns seen in schools go against the commonly established principles of integration:

²⁰ Education Services for non-Chinese Speaking (NCS) Students:
<https://www.edb.gov.hk/en/student-parents/ncs-students/about-ncs-students/index.html>

- On the one hand, schools with high EM concentrations are not uncommon. While NCS students seem to have spread into more schools across the territories since a few years ago, 40% of NCS primary students and 36% NCS secondary students are still studying at schools with 70% or more student population made up by EMs in the 2016-17 school year²¹. Student feedback collected indicated that a lack of Chinese peers is a major impediment for NCS students to develop confidence in learning Chinese.
- On the other hand, simply encouraging EM parents to send their children to schools with low concentrations of NCS students is meaningless because there is insufficient support for their social and learning needs. An immersed learning environment will not come into place merely by mixing Chinese and NCS students together without guidance and effective policies on racial inclusion and language acquisition.
- Other commonly seen phenomena that are contrary to the principles of integration are:
 - Separated classes for NCS students (While separating students according to their level for teaching of a particular subject is understandable, keeping the groups separate for all subjects based on their proficiency in Chinese language alone is detrimental to integration.)
 - Lack of communication with EM parents (notices in Chinese, meetings in Chinese without interpretation services, school websites with information only in Chinese, etc.)
 - Lower participation rate of NCS students in school activities/extra-curricular activities due to language or other barriers
 - Limited effort at introducing learning of other cultures to enhance understanding and mutual respect
 - Stereotyping of NCS students

53. The WG sees the need for education on cultural inclusion to be included as an integral part of the curriculum to foster integration. Ensuring that this education provides cultural competence and dispels common stereotypes is an important responsibility of the curriculum developer.

²¹ EDB Data: Letter to EOC dated 3 January 2018; Ref: EDB(EC)3/20141/11/C

G. Continuing Chinese Language Learning Beyond Secondary School

54. Most NCS students taking alternative Chinese examinations end their Chinese language education soon after leaving secondary school, only to find that their Chinese proficiency at the GCSE/IGCSE level limits their choices in tertiary education and competitiveness in the local job market. Despite this delayed awareness, it is not common for locally educated EMs to remedy the situation through continuing their language learning. This could be due to pressure to enter the workforce, a lack of confidence, limited resources or the paucity of practical language learning choices. Incentives, financial or otherwise, and opportunities should be broadened for them to continue learning Chinese at university and in the workplace to overcome this barrier.

H. Support for Parents/Students

55. While better-off parents are able to support their children's Chinese language learning with after-school tutorials and paid classes, this is not the case for many EM parents at the grassroots level. Numerous parents spoken to requested for more and better quality support for after-school Chinese language learning. Many current community programmes only focus on homework and not on language development. The quality of teachers and teaching needs to be improved at these community-level institutions which serve a majority of EMs. There is also a segment of EM parents that may be limited in their involvement in their children's education due to various circumstances such as the language barrier, low education levels, the burden of holding more than one job, etc.; and this is detrimental to their children's general progress. Community leaders and NGOs may need to do more to assist these parents in taking an active part in their children's learning.

56. Many parents are keen to learn the language themselves so as to be able to help their children. They felt there were not enough effective and quality options available. NGOs should be motivated and given resources to provide quality teachers and classes for parents too with the objective of assisting in their children's studies. An evidence-based model of home-school-community collaboration in supporting NCS students in learning Chinese is being applied in 20 kindergartens under the C-for-Chinese @ JC Project funded by the Hong Kong Jockey Club Charities Trust. With the model generally gaining positive feedback, extending it to all kindergartens as well as to primary and secondary education should be considered.

57. In order for home-school cooperation to work, it is essential that parents are assisted appropriately to participate. Help in overcoming the language barrier is

required for parents to be better informed and knowledgeable about their child's school life. While learning Chinese themselves will help, language support to parents in terms of interpretation during meetings, translation of school notices and involvement in school activities is also essential. Schools should be making the effort to do more to bring EM parents into the fold through simple measures such as these, as it impacts the children's overall school experience and motivation levels.

Recommendations

58. To provide equal opportunities for EM students as second language learners in acquiring Chinese language proficiency, the Government and tertiary institutions are recommended to:

- (a) Develop a full-fledged Chinese-as-a-second-language curriculum complete with specific pedagogy, corresponding teaching tools and textbooks, systematic teacher training, etc., which are inadequate in the current Learning Framework.
- (b) Provide learning materials and textbooks tied to the learning outcomes of the required curriculum either produced in-house by the EDB and/or by subsidising publishers to develop second language versions of their mainstream textbooks.
- (c) Explore with help from language experts the introduction of more teaching aids to improve the teaching of Chinese-as-a-second-language such as Romanisation, audio materials, mobile applications in Chinese/Cantonese pronunciation, story books etc.
- (d) Strengthen teacher training by:
 - Introducing training modules in PGDE Programme for trainee teachers on second language teaching, making it a requirement for Chinese subject teachers and available for teachers of other subjects;
 - Making it mandatory for Chinese language teachers of NCS students to undertake training in second language teaching;
 - Providing systematic, intensive and longer-duration in-service training courses including pedagogy, skills and practicum instead of sporadic one-off training sessions;

- Incentivise teachers to take up in-service professional training and/or schools to nominate teachers for these training by mirroring the current training support and requirements for teachers teaching students with special educational needs.
- (e) Address the possible disadvantage for NCS students arising from the process of internal assessment at senior primary classes (P4-P6) which may affect the allocation banding of students under the Secondary School Place Allocation, for which some if not all schools use the same assessment tools for both Chinese speaking and NCS students in assessing their Chinese proficiency level; and teachers shift from using the Learning Framework to teaching NCS students the mainstream curriculum even though the students cannot cope with the sudden leap.
- (f) Improve kindergarten-primary and primary-secondary transition for NCS students by incentivising and encouraging bridging programmes to facilitate their adaptation.
- (g) Look into the impact on NCS students of learning Chinese language in Putonghua but other subjects in Cantonese, both non-native languages for them.
- (h) Step up community support for Chinese language learning for students and language support for parents provided by NGOs through enhanced funding, guidance and training to NGOs.
- (i) Review the funding mechanism and increase the subsidies for schools admitting less than 10 NCS students.
- (j) Formulate clear and objective indicators to evaluate the effectiveness of the Learning Framework as a curriculum; collect and share data to gauge the progress of NCS students and measure against the indicators; also commission a longitudinal study to track EM students' trajectory through their education and eventually career attainments and look into any correlation with the enhanced support measures.

59. There is a strong need for multiple exits in the examination system particularly for NCS students because of their diverse language learning background and potential. To ensure EM students' Chinese language learning pathways can help them achieve equal opportunities in academic and career pursuits, the following recommendations are made:

- (a) Review whether NCS learners can cope with the Chinese literature part of the HKDSE Chinese examination involving classical or ancient texts, given that it assumes a strong cultural context which may not be naturally accessible to non-Chinese students.
 - (b) Explore with language experts the development of a qualification ladder of Chinese language examination(s) at progressive levels between GCSE/IGCSE and HKDSE, through which a range of language proficiency among NCS (and Chinese speaking) students can be better reflected and recognised.
 - (c) Encourage more universities accepting NCS candidates having alternative Chinese language qualifications to give weightage to higher level examinations as compared to GCSE/IGCSE Level, such as GCE AS and A-Level and not rate them all the same thereby motivating NCS students to strive for higher, achievable proficiency levels.
 - (d) Provide continuing Chinese language classes for NCS students at universities to prepare them for local employment.
 - (e) Remind schools to provide information to EM parents and students of Chinese language qualification pathways and the consequences of different examination choices on further studies and employment.
 - (f) Track and share annual data on NCS students' progress in learning the Chinese language, using the Territory-wide System Assessment figures, open examination results and university admissions.
60. Recommendations on racial integration in schools include:
- (a) Collect and share data on an annual basis that helps monitor EM concentration in schools; also track reverse migration from mainstream to former designated schools.
 - (b) Ensure provision of bilingual information by schools to help with school choices and language support for parents to participate in their children's school life.
 - (c) Make teaching about cultural diversity and inclusion an essential part of the curriculum to foster mutual respect and integration among NCS students and their Chinese peers. The teaching should promote cultural understanding and sensitivity and not reinforce stereotypes.

- (d) Monitor schools offering English medium of instruction classes to NCS students so that the class arrangement will not lead to separation of NCS students and Chinese examination pathway for lower level and; that active steps are taken to provide opportunities for racial integration.

61. Last but not least, other recommendations are made as follows:

- (a) Provide funding support for the teaching and learning of non-Chinese subjects taught in Chinese/Cantonese. Strengthen teacher training for teachers of subjects other than Chinese language.
- (b) Establish a dedicated unit under the EDB that is responsible for overseeing all aspects of NCS education in a comprehensive and holistic manner including admissions, language learning, integration, etc. (Other concerns beyond Chinese learning include shortage of school placement for NCS students with special educational needs, difficulties in coping with other subjects taught in Chinese, etc.).

The Way Forward

62. Implementation of some of the recommendations made above may require more in-depth deliberation with the Government and different stakeholders to secure their commitment and collaboration. However, many of the recommendations are reflections of long-held concerns raised by different concern groups repeatedly and need speedy implementation. The top three priority areas for immediate consideration are:

- (a) Plug the gaps in the current Chinese-as-a-second-language learning system to provide a complete curriculum for NCS students
- (b) Strengthen teacher training to fully equip teachers with both skillset and mindset in teaching second language learners
- (c) Revisit the Chinese language examination options for second language learners and structure these options into a qualification ladder and pathway

63. Subject to progress made, the Policy, Research & Training Committee of the EOC may seek a review to follow up on the recommendations. The EOC will also solicit relevant stakeholder feedback to monitor progress.

Working Group on Education for Ethnic Minorities

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- | | | |
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Working Group on Education for Ethnic Minorities
Summary of Stakeholder Feedback

Introduction

To understand the issues faced by ethnic minority (EM) students in the education process, the Working Group on Education for Ethnic Minorities (the “Working Group”) conducted 23 sharing sessions, interviews and school visits as listed below:

Nature	Stakeholder	No. of Sessions	No. of Participants
Sharing	Teachers	1	21
	NGOs	2	21
	Parents	5	58
	Students	4	45
Interview	Experts	5	5
	Employers	3	3
School visit	Primary school	1	7
	Secondary schools	2	10
Total		23	170

The feedback collection is not a survey and hence, not meant for statistical analysis. The numbers may not be statistically relevant as the objective was to get qualitative feedback.

The following section summaries the feedback provided by the various stakeholders covering major areas of concern. While the Working Group have tried to report on most views expressed, not all of them may find a place in the recommendations due to practical or other concerns.

Major Concerns and Views of the Education Sector***A. Teachers***

- I. Chinese Language Curriculum Second Language Learning Framework (“Learning Framework”)
 - i. A third of teachers met with did not use the Learning Framework. One of the concerns repeatedly voiced was that the Learning Framework was

too broad to follow and lacking in detail. This feedback could be a consequence of inadequate training on the subject resulting in insufficient understanding of the Learning Framework principles and application.

“The concept behind is ambiguous. I wonder what level the Education Bureau (EDB) expects non-Chinese speaking (NCS) students to achieve.”

“There are no clear instructions on the use of the Learning Framework for teachers to follow.”

- ii. While Primary level teachers generally used the Learning Framework more, some of them admitted dropping it in P5 and P6 as they have to prepare all students, including NCS, to take a common school-based Chinese examination paper for the Secondary One Allocation exercise. They reasoned that using an adapted assessment mechanism for NCS students may be seen as unfair to Chinese students. Hence, the P4 to P5 transition becomes a huge leap for NCS students.
- iii. The number of students transitioned to mainstream Chinese classes since the implementation of the Learning Framework remains low according to the feedback received. Most teachers said less than 10% of their students had been transitioned. A majority of teachers at the sharing session indicated that the general performance of NCS students in Chinese was either far below or slightly below the acceptable level.

II. Teaching Materials/Textbooks

- i. Many teachers were frustrated at the lack of associated teaching materials for different levels of the Learning Framework.

“A more concrete syllabus should be provided”
“More teaching materials should be designed”
“The principles of adaptation should be clearer”

III. Teacher Training

- i. Teacher training was found unsatisfactory by many teachers.

“Inadequate training. Teachers generally have no experience in teaching NCS students. They are also not trained to do so.”
“Current training focuses too much on theory”
“More workshops on the design of classes and teaching materials should be organised.”

IV. Examinations

- i. Many teachers had serious doubts about NCS students' ability to cope with the Hong Kong Diploma of Secondary Education Examination (HKDSE) (Chinese Language). They felt the expectation was unrealistic. Some Band 1 secondary school teachers shared that the Chinese levels of NCS students, even though they were top students in primary schools, was far lower than that of their fellow classmates. These students were very soon allocated to study Chinese for alternative examination.

“HKDSE (Chinese Language) is designed for locals. Asking NCS students to take the examination would be a blow to their confidence.”

- ii. As alternative Chinese language examinations are acceptable for university admissions, it was generally recommended by teachers/schools for NCS students as the easier way out.

B. Language experts

I. Learning Framework

- i. All three language experts met with agreed that the Learning Framework has certain positives, such as the stage level indicators and assessment tools, however it lacks certain essential elements in fulfilling the role of a second-language curriculum. It was seen as a modification of a first-language curriculum and not catering to the specific learning needs of a second-language learner such as grammatical framework, pedagogy, teaching materials and teacher training.
- ii. One expert felt that the Learning Framework can help increase the performance expectations that teachers have from NCS students (in Chinese language), which according to him are low. This is one of the reasons NCS students are automatically directed towards simpler alternative examinations.
- iii. While the experts felt that the stage-level indicators in the Learning Framework could be effective tools in benchmarking students' Chinese language levels, the training for teachers did not prepare them adequately to use the indicators.

II. Teaching Materials/Textbooks

- i. While all experts called for the EDB to develop textbooks for second language learners, one expert was of the strong view that a school-based curriculum is also important.
- ii. Experts agreed that the textbook serves as a curriculum and in its absence teachers have difficulties creating their own teaching materials suited to NCS students' needs.
- iii. Most experts supported the idea of Romanisation to help NCS students learn Chinese though they had differing views on its implementation such as when to introduce it (beginning vs P4) and how long to use it.

III. Teacher Training

- i. The insufficiency and ineffectiveness of the current teacher training was pointed out by all experts. *“Existing training is superficial and not practical”*. They were also in support of making it compulsory for teachers teaching NCS students to have specialised training.

IV. Examinations

- i. The experts felt that the Chinese cultural component and ancient text in the HKDSE (Chinese Language) was difficult for NCS students to cope with and hence supported the idea of separating the cultural/literature component and making it optional. This could be done by having a Paper A and Paper B. Similar to the criterion for NCS students that allow them to take an alternative examination¹, the exemption for Paper B could follow certain criteria.
- ii. While alternative Chinese language examinations are accepted for university admissions, given that the various levels of alternative examinations such as GCSE, GCE(AS Level) and GCE(A Level) are all seen as equal for most admission purposes, students and teachers see no point in getting the student to opt for anything other than the bare minimum, i.e. GCSE/IGCSE (roughly equivalent of P3 Chinese level in the local curriculum).

¹ For NCS students, all UGC-funded institutions accept alternative qualifications in Chinese Language including those under General Certificate of Secondary Education (GCSE), International General Certificate of Secondary Education (IGCSE) and General Certificate of Education (GCE) for students who have met the specified circumstances: (a) Students who have learned Chinese Language for less than 6 years while receiving primary and secondary education; or (b) Students who have learned Chinese Language for 6 years or more in schools, but have been taught an adapted and simpler Chinese Language curriculum not normally applicable to the majority of students in our local schools. - EDB

- iii. Experts suggested putting in place a graded system of examinations for Chinese language that goes from GCSE/IGCSE at one end to HKDSE at the other with other options (such as Applied Learning (Chinese) subject) in the middle². Higher points should be accorded to the higher levels of qualifications in university admissions so as to motivate students to opt for them.

Major Concerns and Views of the NGO Sector

I. Learning Framework/Curriculum

- i. Though not all NGO representatives were familiar with the Learning Framework, they had some inputs on curriculum. Some of them felt that having a school-based curriculum leads to non-standardised outcomes. Because of non-standardisation, students entering S1 could be at very different levels of Chinese within the same class. Also, different teachers teach differently because there is no established pedagogy leading to vastly varying learning outcomes.

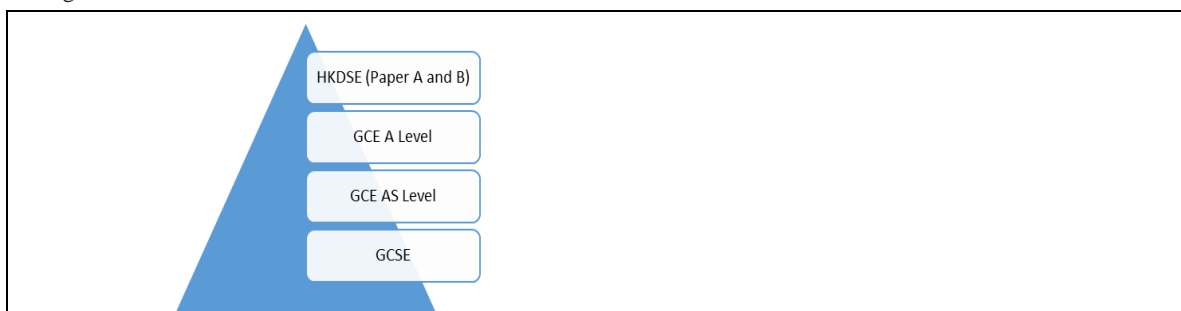
II. Teaching Materials/Textbooks

- i. NGOs felt that the EDB should undertake the development of a complete set of textbooks that can serve as the curriculum.
- ii. Some NGOs made a strong case for the use of Romanisation or Jyutping to teach Cantonese. Also, audio materials to accompany textbooks was suggested to help NCS students read and recognise characters.

III. Teacher Training

- i. NGOs echoed the view of experts that a compulsory basic course in Chinese teacher training on teaching NCS students and on teaching Chinese-as-a-second-language should be introduced and in-service teachers

² According to one of the experts spoken to, GCE(AS) and GCE(A)Level could fill those gaps as they are well established and complete curricula. While the following diagram shows the graded examination system he proposed, further investigation and confirmation is needed.



should also receive this training. Furthermore, they felt that teachers should be incentivised to undergo this training through improved pay structure or other means.

IV. Support

- i. NGOs were concerned that schools having less than 10 EM students had inadequate in-school Chinese learning support.
- ii. After-school classes provided by NGOs and Support Service Centres for EMs were seen as only providing homework help and not working towards improving overall language skills.

V. Parental Awareness and School Choice

- i. Several concerns were raised with regards to parental awareness and school choices. Some communities within EMs were seen as generally less aware of school choices and education issues. They might look for a familiar environment and go by community recommendations which may not always be the best choice for their child. More information and involvement was required.
- ii. Some second (or multiple) generation Hong Kong EM parents, realised the importance of attaining Chinese language proficiency having themselves borne the negative consequences of not having that proficiency. They thought it best to send their child to a Chinese medium of instruction (CMI) school but found it hard to access school information regarding school support and were worried about their children coping. Such parents often reconsidered their decision once their child was in a CMI school as they were unable to communicate with the school, or help their child with school work and saw their child struggling.
- iii. NGOs reported that some EM parents preferred their children going to English medium of instruction (EMI) schools because they would be able to study all subjects other than Chinese in English and it would also allow the parents to be involved in their learning. Given this, the suggestion of NGOs was to have more EMI school places which offered Chinese language learning at an equal level to CMI schools.
- iv. NGOs were concerned about a number of schools with high concentration of EM students where they see that motivation levels and encouragement for Chinese language learning among their students is weak.

Major Concerns and Views of EM Parents

Since parents were not expected to have much knowledge of the Learning Framework, the discussions focused on teaching methods, learning materials and school support.

I. Curriculum

- i. Parents complained about the huge differences in the Chinese curriculum taught across schools and grades. They could see that children going to different schools ended up with different levels of Chinese despite being in the same grade. One parent said that her daughter going to P3 could not read her kindergarten-going brother's Chinese book. They also felt that teaching techniques were not suitably geared for NCS students.

"There should be standard curriculum/text books across all schools and levels"

"Special attention needed for NCS students"

"We think the school has no effective evaluation tools to measure the Chinese learning of our kids."

- ii. Having to learn Putonghua on top of Cantonese is proving to be an additional burden for them

II. Support

- i. Parents commonly asked for more help in Chinese language learning for their children – both from school and outside agencies.

"Need more coaching in schools."

"Provide free/subsidised classes for Putonghua and Cantonese aligned with school curriculum."

"Schools with limited EM students get very little support."

"Tutorials should have better teachers. Not just copying answers."

III. Parental Awareness and School Choice

- i. A majority of parents spoken to across different South Asian groups considered it very important for their child to learn Chinese. However, most were not quite aware of the different levels of Chinese taught in schools. Even parents whose children were in EMI schools and studying a simplified curriculum thought their child was learning the same Chinese as a Chinese student and doing well in it. Many were not aware of what each choice leads to. Schools decided what level students should pursue. Some EM students who have the potential to do a higher level of Chinese were restricted in secondary school and usually see a drop in their level from primary school.
- ii. The school choices made by parents can be seen to follow some patterns based on racial and socio-economic grouping. Generally speaking,

middle-income families in some South Asian racial groups preferred EMI schools as they considered English proficiency essential; learning other subjects in English important; and expected to be involved in their child's learning. Low-income parents wanted bilingual or CMI schools as Chinese was considered more important than English. However, many of these parents admitted that their child struggled with studies and they could not help their child with school work.

IV. Integration

- i. Parents expressed concern about the lack of integration in schools not just for their children but also for them as parents. School notices, meetings, activities, events, etc. are often in Cantonese/Chinese without translation services, which makes EM parents feel excluded.
- ii. The practice of clubbing NCS students into a separate class is not uncommon among schools; and these classes are usually seen as ones for low achievers.

Major Concerns and Views of EM Students

Since the Learning Framework may be too technical for students, the discussion focused on teaching standards, learning materials and school support.

I. Teaching Materials/Textbooks

- i. It appeared that students going to EMI schools thought the textbooks and learning materials were satisfactory. (Many EMI school textbooks have some Pinyin and a glossary with meaning and pronunciation of words provided in English.) Students going to CMI schools on the other hand seemed to have difficulties with the learning materials.

“Problem is the textbook. We need to write (in English) and pronounce by ourselves.”

II. Support

- i. Students commonly asked for more after-school help – both from schools and outside agencies. Some students noted the need for extra-curricular activities in Chinese such as drama to improve their Chinese speaking skills.

III. Awareness and Choices

- i. While a majority of the students met with were studying alternative Chinese curriculum with just a few doing HKDSE Chinese and some not knowing what level they were studying, they all gave themselves high self-assessment scores in reading, writing and speaking Chinese. The ones studying

- alternative curriculum had little idea of the big difference in level as compared with the local standard.
- ii. For most students, they followed the school's/teacher's suggestion of which level of Chinese to study. Worryingly, some schools do not offer NCS students much choice beyond the GCSE/IGCSE Chinese examination even if the student feels confident of studying a higher level and the parents are willing to support their child's Chinese language learning through extra tutorials and help.
 - iii. The "Don't know" response figures were quite high for the question "Are you aware of the Chinese level required for most jobs in Hong Kong?" and also for the question "What level of Chinese are you studying in secondary school?" However, when it came to university admission requirements, most seemed to be aware/informed that an alternative Chinese qualification would be acceptable.
 - iv. A considerable amount of students felt that the Chinese they were studying in secondary school was "way simpler" than what they did in primary school. In fact, they spent the least amount of time on Chinese language as a subject as compared to other subjects.

人人學得好

少數族裔教育工作小組報告

序言

教育對兒童至關重要，這一點是毋庸置疑的。不論任何種族、性別或特質的兒童，教育都能促使他們擁有更美好的未來。雖然香港大部分兒童均有機會接受優質教育，但對少數族裔人士而言，卻不清楚肯定是否一定可取得所謂的均等機會。他們能否享有同等機會，關鍵在於他們是否學懂中文——並非只是能應付日常基本生活的中文程度，而是能夠有助他們就學、升學，以至就業的中文程度。基於此因素的先決性，平等機會委員會(平機會)及個別非政府組織早於十多年前已經向相關的政府部門及政策局反映有關少數族裔學習中文的問題。令人感到意外的是，縱然經歷多年討論，至今這個問題似乎仍然存在。

針對這問題，除了本地壓力團體不斷敦促政府採取行動外，香港亦是聯合國多個公約的簽署成員，須履行國際義務，定期向各個監察公約實施情況的委員會匯報。聯合國經濟、社會及文化權利委員會便曾於 2014 年 5 月在審議結論中提及香港少數族裔人士的教育議題；另外，聯合國消除種族歧視委員會亦先後於 2009 年 9 月及 2018 年 9 月作出的審議結論中就這議題作出建議。

每一個五年階段，就代表一批學生的大部分中學時光隨之流逝，處理此議題實在是刻不容緩。事實上，少數族裔人士與我們交流時，亦一再重申對教育的關注。因此，我們認為有需要制訂有效的專設制度，協助少數族裔社群克服語言障礙。當教育局正調撥資源，包括資金及專業知識以滿足少數族裔人士學習中文的需求時，學校、教師、培訓者和管理層能否清晰並有系統地推行所需措施亦是制度成功與否的關鍵所在。

平機會少數族裔教育工作小組提出了三項須優先處理的建議。首先，必須堵塞現有學習系統上的漏洞，為非華語學生提供一個以中文作為第二語言的整全中文課程。工作小組曾在首份報告中提出同類建議，非政府組織及其它團體多年以來不斷重申此訴求。第二，必須強化師資培訓。鑑於第二語言教學涉及不同的技能，我們應盡早培育一批教授中文作為第二語言的教師，就如現行英語第二語言教學的培訓系統一樣。就此，政府應為教師提供專職培訓課程、資歷認可機制及受訓誘因，建立一隊具專家資格的教師團隊。

第三，必須著手建立一個能涵蓋目前非華語學生常考中文考試的資歷階梯，更適切地反映非華語學生的中文水平。平機會強烈促請政府參考不同專家、教師及其他持份者所提出的合理可行方案，為少數族裔人士在高等教育及就業市場提供公平的競爭環境。

少數族裔是香港社會不可或缺的一員。確保所有人包括少數族裔人士在一個公平和沒有歧視的環境追求夢想和理想的生活方式，是每個人的責任，也是社會的利益所在。若沒有政策制訂者、公共服務的營運者和所有持份者的支持，大家和衷共濟，這個目標是難以達到的。為此，平機會期待與政府及所有持份者討論本報告的建議，並且緊密合作。

平等機會委員會主席

朱敏健, IDS

2019年8月

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少數族裔教育工作小組報告

引言

平等機會委員會(平機會)是執行本港反歧視法例的法定機構，負責消除歧視及推廣平等機會。平機會由政府資助，以履行多項職能，包括就歧視投訴進行調查、推動政策及進行研究、推行公眾教育及提供法律協助。2014年，平機會獲政府額外撥款成立少數族裔事務組，專責處理種族相關事宜。

2. 根據 2016 年中期人口統計，撇除外籍家庭傭工後，居港少數族裔人士佔全港人口 3.6%¹。針對少數族裔所面對的障礙，平機會認為應優先關注他們在教育、就業和獲取服務的平等機會，以及融合社群的需要。

工作小組

3. 在 2018-19 學年，共有 28 711 名少數族裔學生在幼稚園(本地及國際幼稚園)、小學及中學(公營學校及直接資助計劃(直資)學校)就讀，非華語學生約佔中小學學生總數的 3%²。

4. 平機會明白教育是提升少數族裔能力的有效途徑，有關議題多年來一直是少數族裔的主要關注，平機會遂於 2010 年在當時管治委員會轄下四個專責小組之一的政策及研究專責小組下，成立少數族裔教育工作小組(工作小組)，目的是探討如何令少數族裔學生在教育制度以至將來的就業市場上有能力與其他人士公平競爭。工作小組於 2011 年向政府提交了《人人有書讀》報告³，建議措施包括在學前階段開始為非華語學生提供中文學習教育，開設其它中文課程(程度將遠高於綜合中等教育證書／國際普通中學教育文憑)，以及設立與全球認可的國際英語水平測試相若的中文能力課程和測試系統。

5. 就非華語學生當時所面對的學習問題，不少非政府組織及持份者均要求教育局積極消除障礙，以免造成間接歧視，加上平機會的建議，教育局其後制訂了若干新措施。在 2014-15 學年，政府在小學和中學實施「中國語文課程第二語言學習架構」(「學習架構」)，並在香港中學文憑考試

¹ 政府統計處，《2016 中期人口統計—主題性報告：少數族裔人士》第 7 頁，2017 年 12 月

² 教育局，財務委員會審核 2019-20 年度開支預算管制人員的答覆(答覆編號 EDB115)

網址：<https://www.edb.gov.hk/attachment/tc/about-edb/press/legco/replies-to-fc/19-20-edb-c.pdf>

³ 報告全文可於 <http://www.eoc.org.hk/EOC/Upload/UserFiles/File/EducationReportC.pdf> 下載

(「文憑試」)加入應用學習中文(非華語學生適用)(下稱「應用學習中文」)。新政策包括為錄取非華語學生的學校設立分層階的額外撥款制度，讓學校可以在中文學習方面提供額外支援。2016年，政府把支援措施擴展至學前教育，為錄取了八名或以上非華語學生的幼稚園，透過幼稚園教育計劃提供額外資助。

6. 在此期間，少數族裔的教育議題持續受到各界高度關注。根據非政府組織及包括平機會在內的機構團體意見書，聯合國經濟、社會及文化權利委員會於2014年5月所發出的審議結論中曾提及這議題⁴；其後平機會及其他持份者亦多次在立法會不同事務委員會和小組委員會中提交意見書。在2018年9月，聯合國消除種族歧視委員會在最近一份審議結論中也就香港少數族裔教育議題作出建議，要求政府「促進中國香港非華語學生順利進入教育體系，確保各族群兒童均享有全納教育和漢語教育的權利。」⁵

7. 然而，學習架構實施超過三年後，新政策及措施仍然有若干不確定及不足之處，包括沒有清晰指標以衡量學習架構的成效及學生的進度，教材不足，師資培訓不足等。鑑於少數族裔的教育議題一直是關注所在，平機會在2018年1月再次召開工作小組，成員包括平機會管治委員會委員及外間專家。有關成員名單，請參閱附錄一。

目的

8. 工作小組旨在：

- 檢視在中、小學階段協助少數族裔學生學習中文的措施，並分析其成效
- 探討可行措施以處理所發現的問題
- 擬備報告，有系統地敘述持份者對改善少數族裔學生的中文學習系統所提出的意見，以及工作小組對有關議題的建議

⁴ 聯合國經濟、社會和文化權利委員會，《關於中國(包括中國香港和中國澳門)第二次定期報告的結論性意見》(E/C.12/CHN/CO/2)第52段，2014年6月13日。該文件可於 <http://docstore.ohchr.org/SelfServices/FilesHandler.ashx?enc=4slQ6QSmIBEDzFEovLCuW%2bALqOml1btoJd4YxREVF2VW58oMDPLAMUilqfo6v%2b47B8DRJbTAIMbcvgvEKXPdGlu0tWheWyeTSAu4dPVLviLFVCWuEn0l8%2f6DLEw13IR5> 下載。

⁵ 消除種族歧視委員會，《關於中國(包括中國香港和中國澳門)第十四至第十七次合併定期報告的結論性意見》第24段，2018年9月19日。該文件可於 <http://docstore.ohchr.org/SelfServices/FilesHandler.ashx?enc=6QkG1d%2fPPRiCAqhKb7yhslsns7vAyg8M3uDZ7rn5ZZMW4psIG8%2fevE%2fZXWBVecRTEvsX4htmWQRmXdLs%2fC29wBcvbZvcgJNmpa2BKPqKkdaouGRJloYsvQzX%2bGvAq9OmKB5S3GR8oHWd8AxjSOQ9Gw%3d%3d> 下載。

9. 為達致上述目的，工作小組會從以下三方面入手：
- 少數族裔學生在學習中文作為第二語言方面的平等機會
 - 促使少數族裔學生在學業和就業獲得平等機會的中文學習條件及中文資歷要求
 - 校園種族融合
10. 工作小組認同並強調在學前階段開始早期語言學習的重要性。幼稚園教育計劃及為錄取非華語學生的幼稚園提供額外資助等措施，皆為促進早期中文學習的可行方法。由於幼稚園教育計劃在2017-18學年才剛剛實施，而在2018年施政報告又推出分為五個層階的資助，現時評估有關措施在提升非華語學生中文能力的成效，可謂言之尚早。因此，本報告不會涵蓋幼稚園教育，稍後或會建議另外進行檢討計劃成效的工作。

意見收集方法

11. 工作小組的目的是根據主要持份群體的意見(無論是以個人或群體名義表達的意見)提出建議；持份者包括教師、校長、非政府組織、家長及學生等。少量意見來自國際學校學生的家長，絕大部分涉及官立學校、資助學校及直資學校。
12. 意見主要透過小組討論形式收集，屬質化研究。為進一步核證部分結果，工作小組使用問卷調查，並與個別語言及教育專家會面。此外，工作小組又徵詢了一些僱主的意見，及參考了公務員招聘指引，以了解僱傭範疇的語言要求。工作小組一共舉辦了12場小組意見交流會、八次個人會面及三場學校訪問活動。有關意見的撮要，請參考附錄二。
13. 此項意見收集工作並非調查研究，不是旨在進行統計分析。因此，受訪人數並不需符合統計學上的有效性，工作小組亦沒有採用科學化的抽樣方法，只是盡量確保受訪人士來自不同社群及持份群體。

《種族歧視條例》

14. 《種族歧視條例》第4條規定，任何人(歧視者)如作出以下作為，即屬歧視另一人——

- (a) 該歧視者基於該另一人的種族，而給予該另一人差於該歧視者給予或會給予其他人的待遇；或
- (b) 該歧視者對該另一人施加一項要求或條件，而雖然該歧視者同樣地對或會對與該另一人屬於不同種族群體的人施加該項要求或條件，但——
 - i. 與該另一人屬於同一種族群體的人能符合該項要求或條件的人數比例，遠較與該另一人屬於不同種族群體的人能符合該項要求或條件的人數比例為小；
 - ii. 該歧視者不能顯示該項要求或條件無論施加於屬何種族的人，均屬有理可據；及
 - iii. 由於該另一人不能符合該項要求或條件，以致該項要求或條件是對他有損的。

15. 《種族歧視條例》第26條關於第4條在教育範疇的應用情況。該條第(1)款規定，任何教育機構如在以下方面或藉以下做法歧視任何人，即屬違法——

- (a) 在該組織提出的錄取該人為該機構學生的條款上；
- (b) 拒絕接受或故意不接受該人入學成為該機構學生的申請；或
- (c) 如該人已是該機構的學生——
 - i. 在該組織讓該人可獲得或享用任何利益、設施或服務的方式上，或藉拒絕讓該人或故意不讓該人獲得或享用該等利益、設施或服務；或
 - ii. 開除該人在該機構的學籍，或使該人遭受任何其他損害。

16. 該條第(2)款述明，上述第(1)款沒有規定教育機構須為屬於任何種族群體的人就假期或授課語言而變更安排，或作出不同的安排。

17. 就此豁免條文而言，平機會認為無須就授課語言「變更或作出不同的安排」，可以詮釋為無須為少數族裔學生在學習中文作為第二語言方面提供針對性的協助；同時亦未能準確地反映政府的原意，即限制性條文只是為了避免有關少數族裔要求以他們自己的語言授課的要求。因此，2016年3月，平機會在《歧視條例檢討》中，建議「政府廢除《種族歧視條例》第26(2)條有關教育機構在授課語言的安排方面的例外情況」。本報告發表時，政府仍未就此建議採取行動。基於此建議正在法律層面跟進，不會在本報告論及。

為非華語學生提供的支援措施

18. 由2006-07至2012-13學年，教育局為錄取一定數目的非華語學生和有照顧非華語學生經驗的學校提供額外資助，這些學校一般被簡稱為所謂的「指定學校」。該等學校使用校本措施和自行擬備中文教學材料，以支援非華語學生。教育局在2008年推出《中國語文課程補充指引(非華語學生)》，協助教師為非華語學生提供支援。該指引包含教學材料，讓教師調適中國語文課程。

19. 《種族歧視條例》在2009年全面生效後，平機會在2010年成立首個少數族裔教育工作小組，並在2011年發布《人人有書讀》報告(請參閱本報告第一頁註解3)。

20. 為了消除「指定學校」這不恰當標籤引致非華語學生集中在這些學校就讀，教育局已由2013-14學年起廢除前「指定學校」的制度及改變支援非華語學生措施的撥款模式。在2014年的施政報告中，政府公布了多項加強支援少數族裔教育的措施。2014-15學年，推行了學習架構。教育局表示，「學習架構清楚列出不同學習層階的預期學習表現，教師可按此訂定循序漸進的學習目標、進程及預期學習成果，幫助非華語學生透過『小步子』的方式學習，提高學習效能⁶。」

21. 同時，錄取十名或以上非華語學生的學校所獲得的額外經常撥款大幅增加至每年80萬元至150萬元不等，以協助學校實施學習架構和建構共融校園。非華語學生人數較少的學校，亦可視乎需要申請額外資助。

22. 教育局亦在高中設立應用學習中文，為非華語學生提供額外途徑，獲取另一中文資歷。應用學習中文與資歷架構第一至三級掛鉤。首屆應用

⁶ 教育局，《立法會教育事務委員會：改善非華語學生的中文學與教》(立法會 CB(4)545/13-14(02)號文件)第二段，2014年4月14日

學習中文於2014-15學年開展，首三屆提供的課程是「服務業中文」及「款待實務中文」；「商業服務中文」則於2017-18學年引入。由2018-19學年起，「實用情景中文」及「實務中文」會取代「服務業中文」及「款待實務中文」⁷。

23. 為監察上述措施的進展，立法會少數族裔權益事宜小組委員會在2016年12月12日通過一項動議，促請政府「就中國語文課程第二語言學習架構制定客觀清晰的衡工量值指標，以監察其成效並提供改善方案。局方亦應為老師提供更多統一而合適的學習架構教材及指引，從而減輕老師不必要的行政負擔，專注做好課堂上的教與學。另外，教育局應收集及公開各中小學的非華語學生數據，以便學者、非政府組織及平機會等作跟進研究，確保局方倡議的融合教育得以有效落實，真正惠及非華語學生⁸。」

24. 平機會曾要求教育局提供數據並與局方人員會面，以討論上述動議的進展，並透過本工作小組報告，就改善少數族裔教育的多個範疇，作出全面的跟進。

工作小組的關注事項

25. 在探討如何為少數族裔提供平等機會，以學習中文作為第二語言和獲得所需語文能力以便日後升學就業這議題時，工作小組從持份者表達的意見明白，非華語學生的中文學習並非單純關乎教學成效及學習動力，其它系統性要素亦同樣重要。其中一項須高度關注的要素是「學校種族共融」，這是學生實踐語文運用及確立志向的關鍵因素。此外，以下系統性要素在評估師生面對的困難時亦十分重要：

A. 學習／掌握多種語言的需要

26. 香港的語文教育政策，是提升學生的語言能力，使他們能掌握兩文（中、英文）三語（粵語、普通話及英語）。對很多南亞或東南亞裔的非華語學生而言，英文是第二語言，中文是第三語言。他們大部分在入讀幼稚園之前，甚或更後期階段，從未接觸中國語文。由於主流課程並非為以中文作為第二／第三語言的學生而設，要他們同時學習粵語、普通話及繁體中文字實在是一大挑戰。即使母語是中文的學生有時候也會覺得混亂，更遑論是少數族裔學生。事實上，語言上的困難不只限於中文科。在大多數小

⁷ 教育局網頁：應用學習中文，網址：<https://www.edb.gov.hk/apl/aplc>

⁸ 立法會少數族裔權益事宜小組委員會，會議紀要(立法會 CB(2)933/16-17 號文件)，2016年12月12日

學及很多中學內，中文科以外的大部分科目均以廣東話授課，對非華語學生的語言支援及課程調適非常有限。

B. 少數族裔學生之間的多樣性

27. 香港的少數族裔人士來自多元種族群體，有各自的文化及語言背景。他們的中文水平及學習進度，取決於他們的出生地(是否在本港出生)及到港年齡(如果是移民來港)。因此，向非華語學生教授中文(及其它科目)的教師，不但須具備教授第二語言的能力，還須有準備照顧不同學習需要及文化多樣性的心態。

C. 對成績等級的文化

28. 儘管政府主張「求學不是求分數」，但是在學校收生、功課及升班方面，按照學生學業成績而劃分組別或級別的做法依然十分普遍。非華語學生(尤其是來自低收入家庭)通常都會因為中文科及其它以中文教授的科目的成績比華語學生遜色而處於不利位置。在某些情況下，學校把所有非華語學生獨立成班去教授較淺易的中文課程(或整體課程)，無視當中是否有學生具備潛能學習更高水平的中文，均劃一採用調適課程，使非華語學生在中學階段初期便打算或獲勸告要報考較淺易的非本地中國語文科考試。另外有些情況是教師為了要達致「公平」評核，縱使非華語學生未能適應，仍按主流程度教授中文。這個情況在高小班級(小四至小六)並不罕見，最終或會阻礙了他們的學習進度，影響派位組別及中學派位的結果。

29. 經考慮上述三項要素，以及分析多個不同持份者的意見後，工作小組提出非華語學生學習中國語文面對困難時的兩個根源。第一是缺乏「完整」的第二語言學習系統，所指的是包含課程、教學材料，以及考試和評估機制。現時採用的課程屬主流課程，教育局、教師及學校均嘗試從中作出調適。鑑於第二語言學習者與華語學生的學習方法相異，因此採用不同及專門的教學工具是解決非華語學生學習中文問題的關鍵。

30. 第二是部分教師、行政人員及課程設計者根深蒂固的第一語言思維，再加上缺乏專業師資培訓，使前線教師教導第二語言學習者時困難重重。據一名教授非華語學生的專家所述，「教師對非華語學生的期望低，往往不假思索便選擇較淺易的課程。」有些教師向工作小組表明，「期望非華語學生與華語學生一樣學習中文，可謂沒有可能。」這種第一語言思維導致部分學校在政策及資源方面的態度及管理文化流於保守，使教師卻步，沒有為非華語學生作出所需調整。在滿足非華語學生多元學習的需要上，工作小組察悉有些學校所採取的良好措施，亦對很多教師所付出的心

血感到鼓舞。然而，基於學校之間的差異，工作小組擔心這些措施只是由個別學校及教師自發地推動，而非源自支援制度。

31. 這個問題不只關乎教學，而是與種族共融有密切的關連。一方面，若把非華語學生獨立成班或集中於某些學校，會剝削了他們在沉浸語境中接觸中文的機會。另一方面，如學校只錄取少數非華語學生，可能會缺乏對種族的敏感度及第二語言思維，結果或會忽略對非華語學生的支援需要。

持份者關注的具體事項

32. 基於持份者的意見，工作小組確立了以下八個值得關注的具體事項：

A. 學習架構的缺失

33. 教育局表示，學習架構的目的是「根據課程以『小步子』方式為教師提供不同學習層階的學習目標、學習重點及預期學習成果，並可作為學業成績指標和學習成效的參考」⁹。教育局不斷強調，學習架構其實是第二語言學習課程¹⁰。可是從收集所得的意見，學習架構似乎有若干基本缺失，使之未能完全達致中文作為第二語言的課程要求。

34. 所有與工作小組討論的語言教學專家，都同意學習架構並非整全的課程。工作小組與教師及語言專家討論了以下元素，包括學習目的／目標、學習材料、教學法及評估。

(a) 學習目標：有些語言專家同意，學習架構能清楚列出不同學習層階的學習目標，但不少教師似乎不太了解該等目標。此外，亦有批評指該等目標並非與班級層面掛鈎，有些人認為學習架構過於廣泛，難以掌握。由此可見，師資培訓或存有落差，致使部分教師未能完全了解學習架構。

(b) 學習材料：受訪的教師、家長、專家及學生都認為，這方面的資源嚴重不足。教育局因應持份者提出的意見，委託了一所高等院校按學習架構編訂教科書。第一套與學習架構第二階和第三階掛

⁹ 教育局，立法會15題的回覆，2015年6月

¹⁰ 教育局，《立法會教育事務委員會：改善非華語學生的中文學與教》(立法會CB(4)545/13-14(02)號文件)第三段，『簡單來說，在沒有一個預設內容較淺易的中文課程和公開考試的大前提下，「學習架構」在學校施教時屬學習「中文作為第二語言」的課程』，2014年4月14日

鈎的初小級別教科書已於 2017-18 學年出版，另一套適用於初小級別的教科書亦會分階段在 2018-19 學年推出，高小級別的教科書則會於稍後編製¹¹。此項工作進展良好，與工作小組會面的老師中有部分曾使用某些有關教科書，認為內容大致理想。儘管公眾普遍要求教育局負責繼續編訂及發布教材，但有兩名專家的意見特別值得留意。首先，一名在設計非華語學生的課程方面有豐富經驗的校長提醒我們，提供教科書時不能忽略校本元素。有關如何補足及調整教學的指引，與教科書同樣重要。第二，一名語言專家表示，所有錄取非華語學生的學校使用同一套教科書，可能會與把非華語學生銜接主流課堂的最終目標背道而馳，原因是主流學校正使用不同出版社的教科書。其中一個建議是為出版商提供誘因，吸引它們根據教育局編訂的範本，另外編製配合主流版本的第二語言教材。

- (c) 教學法：所有受訪的教師及專家異口同聲表示這是學習架構不足的地方。第二語言教學法本是覆蓋教學所有範疇的框架，但學習架構沒有談及這一方面。學習架構強調的「小步子」主要策略，基本上適用於所有成績稍遜的學生，但沒有具體回應非華語學生的第二語言學習需要，教師需就第二語言引起的學習困難自行尋找解決方法。工作小組在探訪學校時，得悉一些非常有用的方法，例如使用拼音、網上應用程式、電子閱讀筆等方法以協助學生牢記和練習發音，還有在課堂上採用切合文化特點的教學原則，以及與其它科目連繫以加強學習成效等。然而，這些方法並沒有在學習架構內有系統地帶出，而且不是所有學校廣泛採用的做法。
- (d) 評估：專家認為與「學習架構」緊扣的《中國語文校內評估工具——非華語學生適用》（《評估工具》）有助衡量學生的中文水平，可以有效追蹤進展。據一名專家表示，「《評估工具》結構完善，設計周詳」。另一名專家認為《評估工具》有用，但同時指出有些教師不清楚如何使用，這與部分受訪教師的意見吻合，例如「第一學習階段的評估已經殊不容易，即使是對小三程度的非華語學生的評估亦難以掌握」、「問題不是基於學生曾學習的內容而擬定」等。有些專家指出，這個差異可能是由於對教師使用《評估工具》的培訓不足。

¹¹ 教育局，《立法會少數族裔權益事宜小組委員會：進一步討論少數族裔兒童的教育》（立法會 CB(2)909/17-18(01)號文件），2018年2月27日

B. 推行學習架構的進度

35. 在過去三年，政府每年投放超過二億元，以支援中小學非華語學生的中文教學¹²。為檢視此項資源的問責性，立法會在 2016 年提出動議，促請政府就學習架構「制定客觀清晰的衡工量值指標」(前文第 23 段)。教育局實施學習架構初期，表示「會因應需要每隔三年，即在每個學習階段完結後(即 2016-17 學年)，檢視學習架構。此外，教育局會根據研究及語文專家意見所制訂的研究框架，繼續收集和分析數據，以評估支援非華語學生措施的成效，並按需要完善有關措施¹³。」

36. 教育局於 2017 年 6 月向立法會提交初步報告，但是報告內部分關鍵表現衡量準則(如銜接主流中文課堂的非華語學生人數)卻是 2014-15 學年的數據，而其它內容則只是一般描述，缺乏量化指標(如利用學習架構的《評估工具》分析非華語學生的表現)¹⁴。對於衡量學習架構的實施情況，這些資料難以作出比較和衡量進展。它們或許可以用作釐定基線，但不應視為表現指標。適切的指標應該可以按時衡量，利用持續數據辨析趨勢，從而顯示成功和不足之處，以及整體學生進度。最重要的是，指標和數據應具備透明度，讓持份者充分掌握。

37. 舉例來說，教育局表示「教師普遍認為學習架構……有幫助」¹⁵，於是在 2019 年年初輕微修訂學習架構。在沒有提供具體實證的支持下，此結論與工作小組從教師意見交流會所得的一般意見有很大分歧。

C. 師資培訓及支援

38. 師資培訓是實施學習架構中最弱的一環，無論是在職或職前培訓，均被大多數持份者批評為極不足夠、成效不高和欠缺系統。

39. 教師表示，教育局有關學習架構的在職培訓課程過分着重理論，實用性不高。此外，雖然教育局提供了多項培訓，教師傾向報讀個別課堂，而教育局亦無要求教師須報讀整個課程¹⁶。非華語學生的中文科教師，亦無規定或要求須接受任何持續培訓。

¹² 教育局，財務委員會審核 2019-20 年度開支預算管制人員的答覆(答覆編號 EDB164)

網址：<https://www.edb.gov.hk/attachment/tc/about-edb/press/legco/replies-to-fc/19-20-edb-c.pdf>

¹³ 教育局，財務委員會審核 2016-17 年度開支預算管制人員的答覆(答覆編號 EDB437)

網址：https://www.legco.gov.hk/yr15-16/chinese/fc/fc/w_q/edb-c.pdf

¹⁴ 教育局，《立法會教育事務委員會：支援非華語學生中文學與教的進展》(立法會 CB(4)1165/16-17(01)號文件)，2017 年 6 月 12 日

¹⁵ 教育局，通函第 25/2019 號：「中國語文課程第二語言學習架構」修訂，2019 年 1 月 18 日

¹⁶ 「經教授中文作為第二語言專業進修津貼計劃獲批預留津貼的現職中文科教師，至今共有 68 名」；至於由香港教育大學舉辦的五星期「為非華語學生而設的中國語文教學」專業進修課程證書課程，

40. 在職前培訓方面，絕大部分中文科教師學習中文作為第一語言，而且也學習以教授中文作為第一語言。教師及專家認為有需要為第二語言教學的教師提供專業培訓，普遍的建議是在學位教師教育文憑設立必修規定，新入職及現職教師須額外取得中文第二語言教學的專業資格。

41. 教育界明顯需要建立一隊受專職訓練教授中文作為第二語言的老師團隊，類似英語的 TESOL（對外英語教學）資歷架構。為了提升這方面的能力，政府和學院應為老師提供專職培訓課程、資歷認可和報讀誘因，推動有志者加入這專業行列，而教師及校長專業發展委員會等諮詢組織亦可擔任推動者的角色。

D. 可行考試方案

42. 考試成績依然是高等院校及僱主挑選學生及僱員的主要準則。具備中英文雙語能力無疑是重要優勢，亦可能是很多本地工種的必要條件，但對少數族裔而言，按照其修讀課程或職業實際要求公平地評核他們的語言能力（所指為中文）尤為重要。有鑑於此，有關當局必須推出能釐定不同程度中文能力的資歷／評估制度，並須獲高等院校及僱主認可。

43. 目前，學生可以透過兩個途徑應考中國語文考試或取得中國語文的資歷。大部分華語學生會應考文憑試，而大部分非華語學生則選擇應考綜合中等教育證書或國際普通中學教育文憑¹⁷。非華語學生的其它選擇還包括應用學習中文、普通教育文憑高級補充程度及普通教育文憑高級程度的中國語文科。選擇文憑試中國語文科的非華語學生仍然只有少數（2017-18 學年僅佔中六非華語學生的 7.7%）¹⁸。

44. 學習架構的目的是協助非華語學生能銜接主流中文課堂，使他們最終可以成功應考文憑試中國語文科。但是，至今收集所得數據以及教師和學生的意見均顯示，離此目標仍然很遠。在我們的評估中，發現原因如下：

- 文憑試中國語文科的要求是母語程度的中文水平，而且課程中若干部分要求考生對中國文化及傳統具備豐富知識及深入了解，這些要求對少數族裔學生來說實非易事。不少教師及學校認為非華語學生無能力應考，並勸喻他們報考其它中文考試。

「過去三年，共約 50 名教師選擇報讀該課程。」——教育局資料：2018 年 1 月 3 日致平機會函件（檔號：EDB(EC)3/20141/11/C）

¹⁷ 教育局，財務委員會審核 2019-20 年度開支預算管制人員的答覆（答覆編號 EDB139）

網址：<https://www.edb.gov.hk/attachment/tc/about-edb/press/legco/replies-to-fc/19-20-edb-c.pdf>

¹⁸ 教育局，財務委員會審核 2019-20 年度開支預算管制人員的答覆（答覆編號 EDB003）

網址：<https://www.edb.gov.hk/attachment/tc/about-edb/press/legco/replies-to-fc/19-20-edb-c.pdf>

- 非華語學生的其它選擇包括綜合中等教育證書／國際普通中學教育文憑的中國語文科考試，該考試由英國舉辦，制度完善，專為第二或第三語言學習者而設。考試內容淺易，最重要的是獲大學認可，但程度卻遠低於一般職場需要及很多大學課程的要求。

45. 此外，現時還有少許其它選擇，但並不普遍，原因如下：

- 普通教育文憑高級補充程度／高級程度的中國語文科的程度比綜合中等教育證書為高，但不少學生及教師會選擇較容易的綜合中等教育證書／國際普通中學教育文憑的中國語文科考試。
- 雖然應用學習中文或可實際提升學生的中文能力，但推行方面卻遇到一些問題，尤其是在課堂管理及教授非華語學生的導師經驗方面。此外，在實施初期幾個學年，所開辦的課程只集中於款待及服務業，並不普遍獲推介和選擇(2017-18 學年中六非華語學生中只有 11.8%)¹⁹。工作小組接觸的其中一間學校表示，報讀應用學習中文的學生人數持續下跌。隨着教育局就應用學習中文的推行情況進行檢視，以及由 2017-18 學年起引入以專業及職業範疇作為應用學習情境的新課程，其認受性有望提升。

46. 總結而言，非華語學生似乎有多個獲得中國語文資歷的選擇，但是程度高於綜合中等教育證書／國際普通中學教育文憑的選擇並不普及，而文憑試則風險極高，只有少數才能出眾或勇於嘗試的非華語學生應考。即使他們有潛質取得綜合中等教育證書以上的中文程度，卻往往缺乏追求更高程度的動力或信心。為處理這個問題，政府須設立資歷等級評審制度以反映不同程度的中文能力，並在大學收生及就業方面須獲得充分認可。以其它語文能力為例，行之已久的語言資歷評審制度，有評定英語水平的國際英語水平測試，以及評定普通話水平的漢語水平考試，兩者都設有數個等級，由初級漸進至高級水平。

47. 事實上，對於自小在港接受教育的少數族裔學生，非本地中文考試應視為過渡選擇，不應是永久選項。課程的最終目的是讓所有非華語學生達到主流的中文水平；非本地中文考試應只限於新來港或並非一開始便就讀本地課程的非華語學生。

¹⁹ 教育局，財務委員會審核 2019-20 年度開支預算管制人員的答覆(答覆編號 EDB246)

網址：<https://www.edb.gov.hk/attachment/tc/about-edb/press/legco/replies-to-fc/19-20-edb-c.pdf>

E. 家長／學生的意識及選擇

48. 雖然家長及學生似乎可以自由選擇學校及課程，我們相信某些家長及學生在缺乏資訊的情況下，未必能獲得公平選擇的機會。例如，家長以為把子女送入主流學校，他們的中文能力便可達到與本地人一樣的水平，但可能他們事前並不清楚知道有關學校可以為非華語學生提供甚麼支援，而這並不只限於中文科，而是所有科目。另一方面，若非華語學生入讀前「指定學校」，他們或會跟隨大多數校內學生的做法，應考綜合中等教育證書／國際普通中學教育文憑中國語文科考試，但這決定可能是在不清楚進修及就業前景的情況下作出。

49. 教育局去年加強了這方面的措施，要求所有獲得額外資助以支援非華語學生的幼稚園、小學及中學在教育局及家庭與學校合作事宜委員會分別出版的幼稚園概覽和小學及中學概覽中提供有關支援非華語學生措施的資訊。若所有學校可以在其網頁以英語提供有關措施的資訊，便更能照顧少數族裔家長選擇學校的需要。

50. 誠然，並非所有家長及學生都對語言能力有同樣需要或準則。曾與工作小組交流的群組中，對制度及學校選擇的認識也會相異。我們發現，南亞及東南亞裔低收入家庭尤其缺乏對學校及考試選擇的認識。這一點顯示，該等種族群體會面對較高跨代貧窮的風險。

F. 共融校園的需要

51. 教育局一直強調「致力鼓勵及支援非華語學生（特別是少數族裔學生）盡早融入社會，包括幫助他們適應本地教育體系和學好中文。」²⁰除了提供學習中文的支援措施外，學校應把學生之間的能力差異作為學習的基礎，使學生能見證彼此的長處，從而互相尊重和互相欣賞。

52. 然而，學校普遍採用的某些做法卻有別於上述原則，以下是一些例子：

- 一方面，某些學校的少數族裔學生高度集中情況仍然存在。自數年前開始，全港很多學校都開始錄取非華語學生，但在 2016-17 學年，40%非華語小學生及 36%非華語中學生仍然在非華語學生佔整體學生人數超過 70%的學校就讀²¹。從學生收集所得的意

²⁰ 非華語學童教育服務：

<https://www.edb.gov.hk/tc/student-parents/ncs-students/about-ncs-students/index.html>

²¹ 教育局資料：2018年1月3日致平機會函件(檔號：EDB(EC)3/20141/11/C)

見，顯示缺乏華語同學是非華語學生建立信心學習中文的重大障礙。

- 另一方面，單單鼓勵少數族裔家長把子女送入非華語學生人數比例低的學校並不足以提升中文能力。有些學校接觸非華語學生的經驗太少，缺乏足夠措施以支援非華語學生的社交及學習需要。純粹安排華語及非華語學生一起上課，而沒有有關種族共融及語言學習的指導及有效措施，不會自然而然地產生沉浸的學習語境。
- 其它可能有違共融校園原則的常見現象包括：
 - 把非華語學生獨立成班(按學生在個別學科的能力分組施教的做法是可以理解的。然而，單純基於某些學生的中文能力較差而將他們獨立成班，並與其他能力較佳的學生分開教授所有科目，這做法則不利於營造共融校園。)
 - 缺乏與少數族裔家長溝通(只擬備中文通告；會議以中文進行，但沒有傳譯安排；學校網頁只有中文資訊等)
 - 非華語學生因語言或其它障礙而較少參加校內活動／課外活動
 - 沒有致力提供有關其它文化的學習機會以加強了解和互相尊重
 - 對非華語學生有定型觀念

53. 工作小組認為有需要以文化共融教育作為課程的核心部分，以促進融合。課程設計者必須確保這方面教育能加強學生的文化理解能力，並消除常見的定型觀念。

G. 中學階段後繼續學習中文

54. 大部分報考其它中國語文科考試的非華語學生，中學畢業後便停止學習中文。他們後來才發現，以綜合中等教育證書／國際普通中學教育文憑程度的中文，會局限了高等教育的選擇，而且削弱了在本地就業市場的競爭力。雖然他們後來才發覺中文的重要性，接受本地教育的少數族裔學生仍是鮮有透過持續學習補救自己中文水平的不足。這可能是由於他們忙於工作，缺乏自信，資源有限或實用的語言學習選擇不足。上述的問題可

以透過提供誘因、經濟援助或其它方式，在大學及就業環境提供延展中文學習機會加以克服。

H. 家長／學生支援

55. 經濟狀況較好的家長可以安排子女參加課後補習班或付費課程，以提升中文能力，但很多基層的少數族裔家長卻無此能力。很多與工作小組交流的家長希望有更多課餘優質中文學習支援。目前社區計劃普遍只集中於功課輔助，而並非語言發展。該等社區機構的服務對象主要是少數族裔人士，若其師資及教學質素得以加強，對少數族裔社群提升中文水平將大有幫助。另一方面，基於言語障礙、學歷偏低、生活負擔、工時長等不同因素，有些基層家長較少關注子女的學習進度，對子女的學業發展輔助有限。在這方面，族群領袖和非政府組織應發揮積極角色，協助推動這些家長參與和支援子女的學習。

56. 不少少數族裔家長均有志學習中文，希望可以協助子女，但他們認為有用及優質的服務選項不多。因此，政府應協助非政府組織招募具資歷的教師開辦具備質素的課程，並向營辦者提供資源，幫助家長支援子女的學習。由香港賽馬會慈善信託基金資助的賽馬會友趣學中文計劃正在 20 間幼稚園推行試驗計劃，採用以實證為基礎的「家、校、社」協作模式，支援非華語學生學習中文。該模式普遍獲得正面評價，政府應考慮把模式擴展至所有幼稚園，甚至小學及中學。

57. 為了促使家校合作切實執行，少數族裔家長應獲得適切的協助去克服言語障礙，藉著參與學校活動，更清楚了解子女的學校生活情況。針對這需要，促進家長學習中文固然有幫助，但在其它方面向家長提供語言支援也是不可或缺的，例如在家長會議中提供傳譯服務、翻譯學校通告、讓家長參加學校活動等。學校應該透過這些簡易措施，致力讓少數族裔家長融入學校，從而對少數族裔學生的整體校園生活帶來正面影響，激勵他們的學習動力。

建議

58. 為確保少數族裔學生在學習中文作為第二語言方面享有平等機會，現建議政府及高等院校採取以下措施：

- (a) 設計完善的中文作為第二語言學習課程，涵蓋目前學習架構中所缺失的環節，包括具針對性的教學法、教學工具及教科書、有系統的師資培訓等。

- (b) 由教育局研發切合不同階段學習成果的教材及教科書，及／或資助出版商編訂與其主流教科書版本相應的第二語言版本。
- (c) 在語言專家的協助下，探討更多有助教授中文作為第二語言的教具，例如拼音、語音教材、輔助中文／廣東話讀音訓練的流動應用程式、故事書等。
- (d) 利用下列方法加強師資培訓：
- 在學位教師教育文憑計劃加入為第二語言教學而設的培訓單元，規定中國語文科教師必修，以及讓其它科目的教師選修；
 - 強制所有教授非華語學生的中國語文教師，接受第二語言教學的培訓；
 - 提供有系統、密集及持續性的在職培訓課程，內容包括教學法、技巧及實習課，而不是欠缺連貫性的獨立課節；
 - 參考現時向有特殊教育需要學生的教師提供的培訓支援及要求，製造誘因鼓勵教師報讀在職專業培訓，和推動學校推薦教師參加該等培訓。
- (e) 處理非華語學生在中學學位分配辦法的校內呈分環節中可能面對影響學生派位組別的不利情況。這情況出現在部分學校的高小班級(小四至小六)使用同一評估工具，以評估華語及非華語學生的中文能力。因應劃一的評估工具，儘管非華語學生難以適應，教師仍會停止使用學習架構，而改用主流課程教授他們。
- (f) 提供誘因並鼓勵開辦銜接課程，改善非華語學生升讀小學及中學時的銜接，協助他們適應。
- (g) 研究同時以普通話學習中文並以廣東話學習其它科目的環境對非華語學生的影響(普通話及廣東話均並非他們的母語)。
- (h) 透過向非政府組織增加資助、提供更多指引及培訓，以加強社區支援，包括學生的中文學習支援及家長的語言支援。
- (i) 檢討資助機制，並增加向錄取少於十名非華語學生的學校給予的資助。

- (j) 制訂清晰客觀的指標，以評估學習架構的成效；收集並發布數據，並根據既定指標分析非華語學生的學習進展；進行縱向研究，透過少數族裔學生的學業及事業成就追蹤他們的發展進程，了解進程與支援措施的關連。

59. 非華語學生的語言學習背景和語言潛能不同，考試制度須配合這特殊需要。為確保非華語學生有合適的中文學習途徑，使他們在升學及就業時獲得平等機會，現建議以下措施：

- (a) 檢視非華語學生在應付文憑試中國語文科考卷內的文言經典部分時的難度，由於該部分要求學生具備較深厚的中國文化根底，非華語學生或者未能在自然學習語境中獲得。
- (b) 與語言專家探討設立中國語文考試資歷階梯，在綜合中等教育證書／國際普通中學教育文憑與文憑試之間設立多個等級，以便更準確反映及承認非華語學生(及華語學生)的中文能力。
- (c) 為了推動非華語學生力爭達致更高的中文程度，鼓勵更多大學錄取具備其它海外中文考試資歷的非華語學生時，提高普通教育文憑高級補充程度及高級程度考試的比重。該考試的程度較綜合中等教育證書／國際普通中學教育文憑為高，不應把兩者視為同等程度的資歷。
- (d) 在大學為非華語學生提供延展中文學習，以裝備他們投身本地市場就業。
- (e) 學校應及早向少數族裔家長及學習中文的學生提供資訊，內容包括資歷階梯，以及配合不同進修及就業出路的考試選擇。
- (f) 透過全港性系統評估數據、公開考試成績及大學收生情況，追蹤非華語學生在學校學習中文的進展，並且公布有關數據。

60. 促進學校種族共融的建議包括：

- (a) 按年收集並公布數據，協助監察學校的少數族裔學生人數，同時追蹤非華語學生由主流學校轉往前「指定學校」（少數族裔學生比例偏高）的情況。
- (b) 確保學校提供雙語資訊，協助家長選擇學校，並向他們提供語言支援，使他們可以積極參與子女的學習生活。

- (c) 把文化共融納入課程的其中一個主要環節，促進非華語學生與華語學生之間的互相尊重及融合。教學應着重促進文化了解及敏感度，而不應強化定型觀念。
- (d) 監察以英語為授課語言（EMI）的學校在課堂和課程安排上不會導致非華語學生與華語學生分隔，以及非華語學生只有程度較低的海外中文考試選擇；同時學校會積極採取措施達致種族融合。

61. 最後，其它同樣重要的建議包括：

- (a) 為以中文／廣東話教授的非中文科目在教與學提供資助，同時為中文科以外的教師加強第二語言學習的師資培訓。
- (b) 在教育局下成立專責小組，負責全面處理非華語學生的全方位教育事宜，包括收生、語言學習、融合等。（其它中文學習以外的關注包括為有特殊教育需要的非華語學生而設的學位不足、非華語學生在以中文教授的其它科目所面對的困難等）

未來路向

62. 實施上文部分建議措施前，政府須與不同持份者作更深入討論，以期爭取他們的參與及合作。事實上，很多建議是不同持份者和關注團體長久以來重覆提出的問題，以下是首三項政府應盡早優先作出考慮的環節：

- (a) 堵塞現有學習系統上的漏洞，為非華語學生提供一個以中文作為第二語言的整全課程；
- (b) 強化老師培訓，裝備他們從第二語言學習的角度以相應的教學技巧教導非華語學生；
- (c) 檢視非華語學生現有中文科考試選項，藉此建立一個資歷階梯和進階路徑

63. 平機會政策、研究及培訓工作小組會根據上述建議的回應情況，適時作出跟進，並持續徵詢持份者的意見，監察改善措施的進展。

少數族裔教育工作小組 成員名單

- | | | |
|-----|---------------------------|----------------------------|
| 1. | Rizwan ULLAH博士(召集人) | 教育工作者及少數族裔社區領袖 |
| 2. | 陳浩庭先生 | 事務律師 |
| 3. | 張鳳美女士 | 少數族裔權益倡議者 |
| 4. | 高朗先生 | 事務律師、特許企業管治師
及少數族裔社區領袖 |
| 5. | 許守仁博士 | 教育工作者(語言教學專家) |
| 6. | 孔美琪博士, BBS, JP | 教育工作倡議者 |
| 7. | 賴仁彪先生 | 社會工作者 |
| 8. | 黎雅明先生, JP | 事務律師、法律專業團體執委及
少數族裔社區領袖 |
| 9. | 吳宗麟先生 | 社會企業家 |
| 10. | 紀佩雅女士 | 法律學者(公法)及政策倡議者 |
| 11. | 金志文先生 | 少數族裔社區領袖 |
| 12. | Cynthia Ca Abdon TELLEZ女士 | 外籍勞工權益倡議者 |
| 13. | 黃碩紅女士 | 少數族裔權益倡議者 |
| 14. | 葉少康先生, MH | 教育工作及文化倡議者 |

鳴謝

工作小組得到各方人士鼎力支持，尤為感謝三位專家及資深教育工作者陳瑞端教授、徐福強校長及李錦權先生，為我們提供許多專業意見和分享寶貴經驗。全憑所有持份者提供協助，是次報告才能順利完成。

少數族裔教育工作小組 持份者意見摘要

引言

為了解少數族裔學生在教育過程中面對的問題，少數族裔教育工作小組（「工作小組」）舉行了23場意見交流會、會面及學校訪問活動，詳情如下：

性質	持份者	場數	參加人數
意見交流	教師	1	21
	非政府組織	2	21
	家長	5	58
	學生	4	45
會面	專家	5	5
	僱主	3	3
學校訪問	小學	1	7
	中學	2	10
總數		23	170

此項意見收集工作並非調查，不是旨在進行統計分析。由於目的只是收集質化意見，過程並沒有依照統計學原則達致具代表性的受訪者人數。

工作小組已盡量在下文撮述的意見中，匯報大部分持份者對主要關注範疇的見解。但鑑於實踐上的困難或其它原因，某些意見或未被納入此報告的建議之內。

教育界的主要關注和見解

A. 教師

I. 中國語文課程第二語言學習架構（「學習架構」）

- i. 受訪教師中三分之一沒有採用學習架構，很多教師提及的其中一項關注是學習架構過於廣泛，缺乏細節，令人難以跟從。這可能是因為對有關範疇的培訓不足，導致教師不充分了解學習架構的原則和應用。

「學習架構的概念含糊不清，我不明白教育局期望非華語學生達到甚麼程度。」

「沒有清晰的指示說明如何使用學習架構去讓教師跟從。」
- ii. 小學教師普遍較多使用學習架構，但有些教師承認會在小五及小六年級放棄學習架構，原因是要為所有學生(包括非華語學生)應付中學學位分配的校內統一中文考試作準備。他們認為，以調適的評估機制評核非華語學生，可能對華語學生不公平。在這情況下，非華語學生由小四升至小五時要突然適應差異很大的課程難度。
- iii. 根據收集所得意見，自從實施學習架構後，轉往主流中文班的學生人數仍然處於低水平。大多數教師表示，他們的學生中只有少於10%能成功銜接。意見交流會上大部分教師均表示所教授的非華語學生中文成績普遍遠低於或稍為低於可接受水平。

II. 教材／教科書

- i. 教師對於學習架構缺乏不同程度的相關教材，普遍感到無奈。

「應制訂更具體的課程綱要。」

「應設計更多教材。」

「調適的原則應更加清晰。」

III. 師資培訓

- i. 大部分教師對師資培訓感到不足。

「培訓不足。教師普遍沒有教導非華語學生的經驗，亦沒有接受有關培訓。」

「現時的培訓過於着重理論。」

「應舉辦更多有關設計課堂及教材的工作坊。」

IV. 考試

- i. 大多數教師質疑非華語學生應考香港中學文憑考試(「文憑試」)中國語文科的能力，他們認為期望非華語學生有能力應考是不切實際的。有些第一組別中學的教師表示，即使非華語

學生在小學階段屬校內中文成績突出的學生（尤其是在非華語學生集中的小學），升中後他們的中文水平仍然比華語學生低很多，這些學生在很早階段便會編入應考其它海外中文考試的班別。

「香港文憑試為本地學生而設，要非華語學生應考會嚴重打擊他們的自信。」

- ii. 由於其它海外中文考試同樣獲接納為大學入學資格，教師／學校往往會建議非華語學生捨難取易。

B. 語言專家

I. 學習架構

- i. 受訪的三名語言專家都同意學習架構有若干優點，例如階段指標及評估工具，但卻缺乏第二語言學習課程應當具備的某些元素。他們認為學習架構只是從主流第一語言學習課程演化而來，沒有照顧第二語言學習者的特殊學習需要，例如文法架構、教學法、教材及師資培訓。
- ii. 一名專家認為學習架構有助提升教師對非華語學生的中文水平期望；該專家表示教師對非華語學生的中文水平期望偏低，而這正是非華語學生自動被安排應考較淺易的其它海外中文考試的原因之一。
- iii. 三名專家認為學習架構內的階段指標可以有效衡量學生的中文水平，但教師培訓不足，使他們不懂如何使用指標。

II. 教材／教科書

- i. 雖然所有專家都要求教育局為第二語言學習者編製教科書，但一名專家一再強調校本課程亦同樣重要。
- ii. 專家同意教科書是課程之本，若要教師在缺乏教科書的環境下自創教材以符合非華語學生的需要，會對他們帶來很大的負擔。
- iii. 不少專家支持使用拼音以協助非華語學生學習中文，但他們對如何實施拼音有不同意見，例如何時使用（開始學習中文時還是由小四開始）及使用多久。

III. 師資培訓

- i. 專家們一致認同目前的師資培訓不足和效能不高。「目前的培訓流於表面，並不實用。」專家亦支持強制非華語學生教師接受特殊培訓。

IV. 考試

- i. 專家認為文憑試中國語文科考卷內的文言經典部份對非華裔人士而言過於困難，贊成把有關環節列為選考部份，豁免準則可與現時容許非華語學生應考其它海外中文考試一致¹。
- ii. 不同程度的其它海外中文考試（如綜合中等教育證書、普通教育文憑高級補充程度及普通教育文憑高級程度考試）同樣獲大學認可，但被視為符合入學資格的同一程度，學生及教師都偏向選擇程度最淺的考試，即綜合中等教育證書／國際普通中學教育文憑（約相等於本地課程小三程度的中文）。
- iii. 專家建議設立中國語文考試資歷等級制度，涵蓋現時獲大學承認而程度最淺的綜合中等教育證書／國際普通中學教育文憑和程度最高的文憑試，以及兩者之間的其它考試選擇（如應用學習中文）²。應考較高資歷等級的應在大學入學評估中獲得較高比重的考慮，以激勵學生選考。

¹ 對於非華語學生，各教資會資助院校會在特定情況下，接納其它中國語文科考試的資歷，包括綜合中等教育證書、國際普通中學教育文憑和普通教育文憑。特定情況是指：（a）學生在接受小學及中學教育期間學習中國語文少於六年時間；或（b）學生在學校學習中國語文已有六年或以上時間，但期間是按一個經調適並較淺易的中國語文課程學習，而有關的課程一般並不適用於其他大部分在本地學校就讀的學生。（來源：教育局）

² 一名受訪專家提出，普通教育文憑高級補充程度及普通教育文憑高級程度考試可以填補最高與最低兩者中間的空缺，原因是兩個考試都已經十分成熟，有完整的課程綱要。下圖為他所建議的等級考試制度模式，但須透過進一步研究調查加以確定。



非政府組織界別的主要關注和見解

I. 學習架構／課程

- i. 雖然並非所有非政府組織代表都熟悉學習架構，但他們也對課程提供了若干意見。有些代表認為校本課程會引致標準不一的學習成果，因此即使在同一班級內的學生，升讀中一時的中文水平也會相差甚大。此外，由於沒有教學法的指引，不同教師的教學方法迥異，導致學習成果差異也很大。

II. 教材／教科書

- i. 非政府組織認為教育局應負責編製一套完整的教科書作為課程。
- ii. 有些非政府組織強烈建議使用拼音或粵拼以教授廣東話，另外建議教科書須輔以語音教材，協助非華語學生閱讀及認字。

III. 師資培訓

- i. 非政府組織認同專家的見解，認為應設立培訓中文教師的必修基本課程，內容包括教導非華語學生及第二語言教學技巧等，所有在職中文教師均須修讀。此外，它們認為應提供誘因，例如透過薪酬調整或其它方法鼓勵教師參與培訓。

IV. 支援

- i. 非政府組織關注到錄取少於十名少數族裔學生的學校沒有足夠校內中文學習支援。
- ii. 非政府組織及少數族裔人士支援服務中心提供的課後學習往往被視為功課協助，並非旨在改善整體語言技能。

V. 家長意識及學校選擇

- i. 有幾個關注事項與家長意識及學校選擇有關。部分少數族裔社群的家長對子女的學校選擇及教育問題似乎意識較低，他們可能只選擇較熟悉的環境及聽從社群內的建議，但對他們的子女而言未必是最佳選擇。非政府組織認為必須向這些社群提供更多資訊，並鼓勵他們積極參與子女的學習。
- ii. 某些少數族裔社群的第二代（甚至多代）居港家長因為自己不懂中文而明白到學習中文的重要。他們認同要把子女送往以中文授課的學校就讀，但難以取得有關學校支援的資訊，而且擔心子女不能適

應。這些家長難以與學校溝通，或無法在功課上協助子女，當看到子女面對重重學習困難，往往會重新考慮是否應改變決定。

- iii. 非政府組織表示，有些少數族裔家長選擇把子女送往以英語授課的學校，原因是子女可以以英語修讀所有中文以外的科目，而家長自己也可以參與子女的學習。因此，非政府組織建議設立更多以英語授課的學位，但同時提供與主流水平一致的中國語文教學。
- iv. 一些學校的少數族裔學生高度集中，非政府組織憂慮就讀於這些學校的學生缺乏學習中文的動力和鼓勵。

少數族裔家長的主要關注和見解

由於家長一般不熟悉學習架構，所以工作小組與家長的討論集中於教學方法、教材及學校支援。

I. 課程

- i. 家長不滿不同學校及年級的中文課程差異甚大，即使子女在同一年級，但如果在不同學校就讀，學習所得的中文能力也不一樣。一名家長表示，她的小三女兒不能閱讀弟弟的幼稚園中文課本。他們亦覺得教學技巧不能適當地配合非華語學生的需要。

「應該在所有學校及年級設立統一的課程／教科書。」

「應特別照顧非華語學生的需要。」

「我們認為學校缺乏有效評估工具以衡量子女的中文學習。」

- ii. 除了學習廣東話，還須學習普通話，對非華語學生確實是很大負擔。

II. 支援

- i. 家長普遍希望可獲得更多校內及外界機構的支援，協助子女學習中文。

「學校應有更多指導。」

「應提供配合學校課程的免費／資助普通話及廣東話班。」

「只錄取很少少數族裔學生的學校獲得極少支援。」

「補習班應有更好師資，過程不應只是抄寫答案。」

III. 家長意識及學校選擇

- i. 大部分來自不同南亞族群的受訪家長認為子女必須學習中文，但大多數不太清楚學校會教授不同程度的中文。即使他們的子女在以英語授課的學校就讀，並選讀了程度較淺的其它海外中文課程，他們也以為子女正在學習與華語學生一樣的中文，而且進展良好。很多家長不知道學習成果會因考試選擇有異。學生應就讀哪一水平的中文多由學校主導，有些少數族裔學生有能力進階至更高級別的中文，但卻在中學階段受到限制，並且會出現升中後中文水平下降的情況。
- ii. 家長的學校選擇往往與其種族及社會經濟階層掛鉤。一般來說，某些南亞族群的中產家庭會選擇以英語授課的學校，他們重視英語能力，較取向以英語學習其它科目，亦希望參與子女的學習。低收入的家長認同中文對在港生活十分重要，較偏向選擇雙語或以中文授課的學校，但當中很多家長承認子女遇上學習困難，自己卻無法協助。

IV. 融合

- i. 家長對於學校缺乏有助學生以至家長融入的環境表示關注。學校通告、會議、活動等，通常以廣東話／中文撰寫或進行，沒有翻譯安排，令少數族裔家長感覺被排拒在外。
- ii. 學校把非華語學生獨立組成一班的情況屢見不鮮，這些班別通常會被視作專為成績稍遜的學生而設。

少數族裔學生的主要關注和見解

學習架構對學生而言可能過於技術性，所以工作小組與學生的討論集中於教學水平、教材及學校支援。

I. 教材／教科書

- i. 在以英語授課的學校就讀的學生，似乎滿意教科書及教材。(不少以英語授課的學校採用的教科書，均有拼音及詞彙表，附有解釋及英文拼音)。相反，在以中文授課的學校就讀的學生似乎在教材上遇到困難。

「教科書有問題。我們須自行(以英語)書寫和拼音。」

II. 支援

- i. 學生普遍要求更多課後支援，無論是校內或外界機構。有些學生明白須參加以中文進行的課外活動，例如戲劇活動，才可提升中文會話技巧。

III. 意識及學校選擇

- i. 受訪學生中，大部分修讀其它海外中文考試，只有少數會應考文憑試中國語文科，有些則不大清楚自己就讀的中文程度。對於自己的讀、寫和講中文的能力，他們普遍給予很高的評價，但修讀其它海外中文考試的學生，卻不太清楚自己的程度與本地標準有很大差別。
- ii. 大部分學生跟從學校／教師的建議而選讀中文課程。令人憂慮的是，即使學生有信心可以選讀更高程度的中文，而家長又願意透過額外課後補習及協助支援子女的中文學習，有些學校卻沒有為非華語學生提供綜合中等教育證書／國際普通中學教育文憑以外的其它選擇。
- iii. 就「你是否知道香港大部分工作所要求的中文程度？」及「你在中學修讀哪個程度的中文？」兩條問題，回答「不知道」的比率頗高。然而，當被問及大學入學要求時，大部分都知道其它海外中文資歷可獲接受。
- iv. 有很多學生認為他們在中學階段學習的中文比在小學時所學習的「容易得多」。相比其它科目，他們花在中國語文科的時間最少。



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