



Education Commission Report No. 5

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Theme	School environment – School staffing – Teacher career development – Teacher education – Teacher professionalism
Level of Education	Pre-primary – Primary – Secondary - Higher
Background	As the Education Commission (EC) had in its previous reports reviewed the various issues of quality education and presented numerous policy recommendations for improvements, it decided to conduct a comprehensive analysis of the critical issues about the teaching profession. Specifically, EC's study revolves around two strategic issues of the development of human resources in education: the capacity of the teaching profession to attract and retain/motivate persons of good quality and the needed measures to ensure professional training and development for teachers, who make high quality education possible.
Aim	In this Report, the EC presents a policy progress review and delineates specific recommendations on improving (a) the institutional framework for quality teacher education and effective professional development, (b) the working conditions, as well as the career and professional development opportunities, of teachers, and (c) the overall quality of the teaching profession and its relationship with quality education in the 21st Century. Covering a planning of 15 years, the Reports presents a total of 59 recommendations. One major recommendation is the creation of an Institute of Education.
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✧ Summary of Policy Recommendations ✧

The following extraction from various chapters of the Report delineates the Education Commission's major recommendations, denoted by their subject headings. *Editors.*

Chapter 2 The Working Environment in Schools

Induction of new teachers

(Extracted from *paras. 2.2-2.8*)

A systematic induction programme

- 2.6 we *RECOMMEND* that a systematic induction programme be developed in schools to support and guide new teachers during the difficult first year...
- 2.8 Every school should plan and conduct systematic induction activities for new teachers joining at any time of year, including student teachers. A senior member of staff should have specific responsibility for induction and staff development. Two posts of Assistant Principal were recently provided in secondary schools, and one senior teacher post in primary schools has been designated as Deputy Head and provided with a responsibility allowance. We consider that one such post in each school should have overall responsibility for professional and academic matters, including induction.

Home-school cooperation

(Extracted from *paras. 2.9-2.20*)

Proposed solution

- 2.18 We therefore *RECOMMEND* that a new standing committee should be set up, with members drawn from school councils, teacher organisations, parents' groups and the Education Department, to advise on ways to stimulate and coordinate sustained progress in home-school cooperation. Its proposed terms of reference and composition are at *Annex C. (See original document)*
- 2.19 We also *RECOMMEND* that the new committee should:-
- (a) conduct a survey to investigate current perceptions of home-school relationships, attitudes of parents and teachers, and views on possible improvements. This would help in formulating a strategy;
 - (b) draw up and issue for discussion a statement of the rights and responsibilities of parents, schools and students in the education process;
 - (c) produce multi-media training materials on the skills and psychology of communication, for use by teachers and interested parents at discussion evenings and training sessions; and
 - (d) disburse grants to schools for specific projects aimed at improving home-school cooperation, monitor the results, and publicise successful projects.

Management in schools

(Extracted from *paras. 2.21-2.28*)

Implementing SMI

- 2.26 We firmly support the principles of SMI. If implemented successfully it should help greatly to attract, retain and motivate teachers, and enable schools to introduce the quality improvements the community so keenly wants to see. Successful implementation will depend on positive attitudes and goodwill on the part of the Education Department, school management, teachers and sponsors, and on the actual experience of the first SMI schools.

The physical environment

(Extracted from *paras. 2.29-2.46*)

Upgrading existing schools

- 2.36 We *RECOMMEND* that a phased programme be introduced to provide additional classrooms or special rooms in secondary schools, to bring them as far as practicable up to the latest standard of provision. The programme should be phased with due regard to any projected changes in enrolment which might, for example, reduce pressure on space by reducing the number of classes. We also *RECOMMEND* that, where any primary or secondary school falls significantly short of the latest standard but cannot be expanded on its present site, efforts be made to re-provision it to a new building of the standard design.
- 2.37 Because any change to non-standard buildings requires individual designs, improvements to them tend to lag behind improvements to standard buildings. We *RECOMMEND* that the Government review its procedures for handling projects involving non-standard school buildings, so that they can compete for funding on equal terms with schools in standard buildings.
- 2.39 We consider that the capital and recurrent costs of the noise abatement programme are small compared to the benefit, in terms of reduced stress on students and teachers and an improved learning environment. We *RECOMMEND* that the Government set a target to provide noise abatement measures in all schools exposed to noise above 65 dB(A).

Non-teaching spaces

- 2.45 We *RECOMMEND* that the schedule of accommodation for new school buildings be revised to provide additional staffroom space; a staff common room; a student activity centre; and an interview room. The additional floor area should amount to about 330m². Wherever possible, such rooms should also be provided in existing schools. We envisage that the additional rooms, apart from their designated non-teaching uses, will provide schools with more flexibility in meeting their space needs generally.
- 2.46 The additional floor area should be provided as far as possible without reducing the amount of the schools' open space. Play space in the standard design amounts to 1.51m² per primary student and 1.72m² per secondary student. If the extra accommodation we recommend above is provided on the present size of site, this area might have to be reduced. We are conscious of the acute pressures on land use in Hong Kong, but *RECOMMEND* that the Government examine the case for a slightly larger site area for new schools. If a standard play area of 2m² per student were adopted, the site for a primary school would need to be about 15% larger; and for a secondary school about 10% larger.

Administrative support

(Extracted from *paras. 2.47-2.49*)

- 2.47 We *RECOMMEND* that aided primary schools with 36 classes or more (including bisessional schools with 18 or more classes per session) should be provided with 2 Clerical Officer II posts instead of one CO II and one Clerical Assistant (CA).

- 2.48 Secondary schools have flexibility within their Administration Grant to decide on the allocation of resources between janitor and clerical posts. Primary schools have no such flexibility, since each janitor and clerk post is individually funded in the same way as teacher posts. We *RECOMMEND* that primary schools be given an Administration Grant, calculated in a similar way to the grant for secondary schools, provided that this would not lead to any reduction in their current provision.

Computerisation

(Extracted from *paras. 2.50-2.54*)

- 2.52 Some frustration felt by teachers at the extent of their non-teaching duties relates to the processing of students' applications for financial assistance at the start of the school year. Computers should enable schools to print out basic student data, reducing the need for manual checking. We *RECOMMEND* that the Student Financial Assistance Agency liaise with the Education Department and schools in designing forms which take full advantage of computers.
- 2.53 We would like teachers to have readier access to curricular resources. Through the school-based curriculum project scheme, the development of TRAs, and the introduction of innovative subjects at Advanced Supplementary (AS)-level, teachers are being asked to play a more active role in curriculum development. A central curriculum database, to which all schools could be linked by computer, could enhance the school ability to deliver quality education. We therefore *RECOMMEND* that a computer database and network of curriculum resources should be established.

Non-salary grants

- 2.56 The S&C grant is reviewed every year in the light of relevant inflation indicators; but before any adjustment is approved, the Government surveys the utilisation of the grant since the last adjustment. As a result the grant is adjusted only at intervals of two years or more, by which time inflation has already eroded its real value. In recent years some schools have had to supplement the grant from their own funds in order to meet basic needs. This goes against the spirit of the codes of aid. To ensure that the S&C grant maintains its real value over time, we *RECOMMEND* annual adjustments in the light of relevant inflation indicators, with utilisation surveys every three years to monitor the adequacy of the grant.
- 2.57 To ensure that schools make full use of the grant once annual adjustments are introduced, we *RECOMMEND* that all school managements introduce basic procedures for planning and monitoring their expenditure. This would also help them to prepare for the more formal budgeting procedures which take effect once a school joins the SMI.
- 2.60 This approach would entail complex and probably controversial calculations, and would require budgeting skills which many schools may feel they do not possess at present. We therefore favour a second way to assess the adequacy of the block votes; namely, to survey bids from schools over the past three years, and compare the amounts requested (after suitable adjustments for any bids considered excessive) with the sums actually provided. We *RECOMMEND* that the Director of Education undertake a survey within the next 12 months. If the survey indicates a need, the Director should seek a more realistic level of funding for these block votes.

Teacher workloads

2.61 – 2.64 (See original document)

The case for improved staffing levels

(Extracted from paras. 2.65-2.71)

Secondary school staffing

2.66 We have noted the possibility of efficiency savings once computers are provided for school administration; but believe that additional tasks arising from ECR4 and this report, such as the whole school approach to guidance; school-based induction programmes and, in particular, the introduction of TRAs in junior secondary classes, will impose an additional workload equivalent to one nongraduate post in a standard school. We therefore RECOMMEND the provision by September 1995 of one additional Certificated Master/Mistress (CM) post in each secondary school with 30 classes or less, and two such posts in larger schools.

Primary school staffing

2.70 We now RECOMMEND that a ratio of 1.3 teachers per bisessional class be phased in as soon as possible, to enable schools to respond effectively to the new demands being placed on them. To maintain the differential of 0.2 posts per whole day class, we RECOMMEND that the whole day ratio should rise to 1.5 teachers per class once the 1.3 bisessional ratio is fully phased in.

2.71 The extra 0.1 post per class will add three posts to a school of 24 or 30 classes. To enable funding to be secured and training to be provided for the additional new teachers, we RECOMMEND phasing as follows:-

stage 1: to provide, by September 1993, one extra post in each bisessional school of 18 classes or more, to provide needed extra staff for TRAs. (Whole day schools should by then be securing the first of their additional teachers under the programme to raise their ratio to 1.4 teachers per class);

stage 2: to extend the 1.3 ratio in full to all bisessional schools by September 1995;

stage 3: to improve the whole day ratio to 1.5, following the full implementation of the 1.3 bisessional ratio.

Senior teacher ratios

(Extracted from paras. 2.72-2.74)

2.72 Policy approval has been given to improve the senior teacher ratio in whole day primary schools, from one Assistant Master/Mistress (AM) to four classes to one AM to three classes, largely to help the schools respond effectively to the opportunities for extended contact with pupils.

2.73 We believe that the introduction of TRAs presents a need for greater co-ordination in primary schools in the core subjects of Chinese, English and Mathematics. A senior teacher should take responsibility for each of these subjects; but under the present ratio, which provides six AM posts in a 24-class school, it would be difficult to reallocate duties to release the necessary amount of AM staff time. We therefore RECOMMEND that, starting in 1993 and over a period of no more than five years, additional AM posts be provided in bisessional primary schools until the ratio reaches one AM to three standard classes.

2.74 The new ratio will enable two posts in a 24 or 30 class school to be upgraded to AM. A slight reallocation of duties will enable all senior teacher responsibilities to be distributed equitably. *Annex D* (See original document) sets out a possible distribution.

Class sizes

(Extracted from paras. 2.75-2.81)

- 2.81 Having considered the opportunity provided by the reduction in enrolment, the possible constraints of accommodation and teacher supply, and the trend in other places with highly developed economies, we have concluded that a firm goal should now be set for achieving smaller standard class sizes. We therefore *RECOMMEND* a reduction in the standard class size of five places at each level from P1 to S5, to be achieved in phase with reductions in enrolment. If enrolment rises after the end of the planning period, it might be necessary to build some additional schools.

Chapter 3 Career Opportunities for Teachers

In this chapter we consider whether career opportunities for teachers in public sector primary and secondary schools are adequate to attract and retain good quality teachers in the numbers needed. We identify the need for changes, particularly in the nongraduate stream; and recommend measures to increase the proportion of trained teachers in KGs and improve the professional training of special education teachers.

Primary and secondary teachers

(Extracted from *paras. 3.2-3.10*)

- 3.2 All primary school teaching posts are in nongraduate ranks. (Graduates from the Bachelor of Arts (BA) course in primary education at the Chinese University of Hong Kong (CUHK) will be awarded additional salary points within the nongraduate stream). The manning scale for secondary schools allows for 70% of posts to be filled by graduates, and 30% by nongraduates.
- 3.3 The overall proportion of graduates in secondary schools is still a little below 70%, mainly because schools which converted from private to aided status during the expansion of the past 15 years were allowed to retain the services of nongraduate staff, even if these exceeded 30% of establishment. The proportion of graduate posts in the standard scale will increase to a maximum of 75% as teachers of practical and technical subjects acquire relevant degrees. We welcome these additional graduate posts, and *RECOMMEND* that schools be given flexibility to decide how to allocate graduate posts to meet their own defined needs. In particular, schools should consider suitably qualified teacher librarians for appointment to graduate posts.

The graduate stream

- 3.6 It has become harder in recent years for schools to recruit graduate teachers, and an increasing number of those recruited have chosen one to acquire a postgraduate qualification in education, but leave the profession after a few years. This problem, we believe, has two causes. Firstly, the restructuring and growth of Hong Kong economy has led to a growing mismatch between the demand for graduate manpower and the supply of new graduates. This has affected schools as much as other employers. Secondly, graduates now have a much wider choice of careers than in the past.
- 3.7 The current expansion of tertiary education will increase the supply of new graduates from 1994, to the benefit of all professions including teaching. Whether schools can attract sufficient new graduates, and provide enough job satisfaction to retain them in the profession, will depend on improvements in the working environment and on career opportunities for graduate teachers.
- 3.8 We consider that the range of senior duties in a secondary school now justifies additional senior posts, and so *RECOMMEND* that two Graduate Master/Mistress (GM) posts be upgraded to SGM.

Fringe benefits for aided school teachers

(Extracted from *paras. 3.11-3.12*)

- 3.12 We... *RECOMMEND* that the Government devise a meaningful scheme of housing benefit for teachers in the aided sector, as an integral part of its study into the housing needs of the sandwich class.

Kindergarten teachers

(Extracted from *paras. 3.13 – 3.20*)

- 3.26 We therefore *RECOMMEND* that funding for KG fee remission be increased annually for five years, starting in September 1993, so that by the end of the fifth year the points system is equivalent to that used for the senior secondary fee remission scheme. We estimate that, in 1991 prices, this will mean an increase from \$28 million this year to \$66 million in 1997. This should enable no less than 11% of KG pupils to benefit from full or half fee remission.

Special education teachers

(Extracted from *paras. 3.27 – 3.30*)

- 3.29 We support the idea of an improved training course for teachers in special education. We note that the cost of additional supply teachers would be about \$14 million a year, assuming that wastage rates remain at their current levels. We hope that the improved training course will help to attract and retain teachers in special education, reducing the present wastage rate and so reducing the additional cost. We *RECOMMEND* that funding be made available to enable the new course to begin in September 1993.

Chapter 4 Graduate Posts in Primary Schools

Our primary schools face major challenges: to implement TRAs; improve language teaching; tackle behavioural problems; reform school management; extend the Activity Approach to more classes; and in general lay a firmer foundation for the later stages of education. To meet these challenges successfully, they need instructional and managerial skills of a higher order than they have been able to provide up to now. We have considered two options:

- ensuring, by suitable in-service courses, that an adequate range of instructional and managerial skills at the nongraduate level is available in schools; and
- upgrading a significant proportion of primary posts to graduate level, and encouraging all teachers who aspire to senior positions in primary schools to acquire degrees relevant to primary education.

Option 1: In-service development at nongraduate level

(Extracted from *paras. 4.2-4.4*)

- 4.2 This option would, in theory, provide an easy and inexpensive way to develop the skills which primary schools need. But, by itself, it would be an inadequate response to the needs of the schools. There are two reasons for this.
- 4.3 Firstly, the expansion of tertiary education will change the profile of candidates for a nongraduate teaching career. In the past, many nongraduate entrants to the profession had an educational background which today would enable them to proceed to a first degree course. In future, we cannot be sure that the nongraduate stream will attract candidates of the same calibre. As more school leavers obtain places on degree courses, good quality nongraduates are likely to become harder to find, unless steps are taken to improve their career prospects.

Secondly, because of the additional demands being placed on primary schools by new policies and higher community expectations, there is a growing mismatch between the quality of service expected and the level of expertise available to deliver that quality. If teachers are to keep up to date and provide effective service all through a career, sustained professional development is needed. A considerable proportion of secondary school teachers acquire higher qualifications during their career; but the current primary school staffing structure offers little motivation for teachers to acquire the level of skills that the schools now need.

Option 2: Graduate posts in primary schools

(Extracted from *paras. 4.5-4.15*)

- 4.9 ... we *RECOMMEND* as an initial objective that sufficient graduate teaching posts be provided in primary schools, in as short a time as possible, to make a real difference to the quality of education. We define below how many graduate posts should be provided, by what year.

Number of graduate posts

- 4.11 Since teachers in senior ranks are the instructional and managerial leaders, we *RECOMMEND* that enough graduate posts be provided by the end of the initial period to match the number of AM, Senior Assistant Master/Mistress (SAM) and PAM posts. About 25% of primary teaching posts are in these ranks at present. Our recommendation in Chapter 2 for changes in the promotion ratio will increase this proportion to about 28%.
- 4.12 To attract good quality people into primary teaching, we *RECOMMEND* that, in addition, each primary school should be given a quota of graduate posts for entry rank appointees holding a suitable pre-service degree. The aim should be for two posts in every standard 24-class school (*pro rata* for larger and smaller schools) to be filled by graduates from suitable pre-service courses. This would enable over 100 teacher certificate holders each year to proceed directly onto a two-year full time degree course.

Target date

- 4.13 Overall, our recommendations for the initial objective will enable about 35% of primary teaching posts to be filled by graduates....
- 4.15 Taking a realistic view of these factors, we *RECOMMEND* that the initial target be achieved within 15 years (i.e. by 2007, if a policy decision can be made by the end of 1992). We have used this timescale in working out detailed implications. To assess progress towards the initial goal, and the prospects for further increasing the proportion of graduate teachers thereafter in both primary and secondary schools, we *RECOMMEND* a review not later than ten years after a policy decision is made.

What sort of degree?

(Extracted from *para. 4.16-4.21*)

- 4.18 Graduate posts in primary schools should be filled by teachers with skills and knowledge relevant to the needs of the schools. We therefore *RECOMMEND* that:-
- a degree in primary education should normally be the required qualification; and
 - two types of degree course should be designed for local primary teachers:
 - a part time in-service course for teachers who have a professional qualification (teacher certificate), several years teaching experience and probably some in-service training, for which credit should be given in terms of partial course exemptions; and a two-year full time pre-service course for new teacher certificate holders.

Providing degree places

(Extracted from *paras. 4.22-4.31*)

- 4.29 We ... *RECOMMEND* that local tertiary institutions be invited to develop, either on their own or jointly, self-funding degree courses in primary education which combine distance learning with face to face tuition. In Chapter 7 we propose a new body to advise on and coordinate all teacher education matters. A priority task of this body should be to ensure that adequate and relevant in-service degree courses are developed with the necessary speed, and enough places are available to achieve the initial objective. We *RECOMMEND* that a development grant of \$10 million be provided during 1993, so that potential course providers whose proposals appear suitable to the new advisory body can be helped to develop courses quickly.
- 4.30 We *RECOMMEND* that pre-service degree courses in primary education be provided by conventional means. Initially such courses will need to be offered by tertiary institutions as a blister programme, but we envisage their transfer in due course to the upgraded colleges of education, once these are assessed as able to offer degree courses.

The primary graduate stream

(Extracted from *paras 4.32 – 4.34*)

Filling graduate posts

(Extracted from *paras 4.35 – 4.42*)

- 4.42 We *RECOMMEND*, however, that the profile of those taking the degree courses should be monitored during the early years so that, if our optimism proves to be unfounded, the Government can consider measures to attract more incumbent or potential heads onto degree courses in primary education. This would be one aspect of the review we recommended in paragraph 4.15.

Chapter 5 Improving the Teacher Education Programme

In this chapter we propose a new framework for delivering the non-degree parts of the teacher education programme, in which the colleges of education and ILE acquire a new, autonomous status. We also define policy goals for the programme, and propose how it can be improved.

The infrastructure of teacher education

(Extracted from *paras. 5.2-5.13*)

Institute of Education

- 5.13 We ... consider that the most positive option would be to upgrade the colleges and ILE into an autonomous Institute of Education, operating initially at sub-degree level, but offering a proportion of courses at degree level once a positive academic assessment makes this feasible...

Goals of the teacher education programme

(Extracted from *paras 5.14 – 5.19*)

- 5.14 To talk of teaching as a profession implies that, like other professions, it involves knowledge and skills which can be acquired by formal study and the application of well-founded principles. The teacher education programme is the means for imparting, in a systematic manner, knowledge and skills likely to be useful to teachers in delivering their services to students. A well-designed programme will equip teachers to perform effectively early in their careers, help to reduce wastage, and provide opportunities for professional development.

Initial training

- 5.15 The belief that professional training can make a difference to the quality of teaching has led to restrictions on career progression for untrained graduate and nongraduate teachers. We support measures to maximise the proportion of trained teachers in schools, and propose that the first goal of the teacher education programme should be to ensure that all teachers have an opportunity to complete initial professional training before they enter the profession, or as soon as possible thereafter.
- 5.16 Such opportunities already exist in the form of pre-service and inservice certificate and postgraduate training courses. But until we are in a position to require all teachers to be trained, the extent to which these opportunities are taken up depends on professional motivation and commitment.
- 5.17 The second goal of the programme, we propose, should be to ensure that initial training courses are as academically rigorous as sub-degree courses in other disciplines; are designed to meet the needs of schools for well-prepared new teachers; and provide a good foundation for the teacher's subsequent professional development.

Professional development

- 5.18 A large number of in-service professional development courses are offered by various bodies including the colleges, ILE, advisory inspectorate, and some tertiary institutions. Course offerings are varied and flexible: where demand is high, extra places may be provided, while underenrolled courses can easily be cancelled. Some courses are fully subsidised; some are funded by user fees; some attract fee refunds from the Education Department. Completion of an approved inservice course was recently made a requirement for promotion to senior teacher and headship posts, a step we support.
- 5.19 We acknowledge the good work of those who provide in-service teacher education, and propose, as the third goal of the programme, the development of a structured and systematic range of courses for serving teachers, so that course providers can meet the needs of the schools as fully as possible.

Measures to improve teacher education

(Extracted from *paras. 5.20-5.30*)

Policy on professional training and development

- 5.20 We have identified three measures which could help the teacher education programme to meet these goals more effectively: a formal policy on professional training and development; a more formal status for in-service courses; and an authoritative source of advice on what courses are needed, where they should be offered, and how they should be funded.
- 5.21 We *RECOMMEND* the development of a comprehensive policy on the professional training and development of teachers, which will: -
- aim for steady progress towards an all-trained teaching profession;
 - ensure that the efforts of course providers meet the needs of schools as fully and effectively as possible in all academic and non-academic areas of their work;
 - encourage all teachers to enhance their professional competence systematically and progressively throughout their career; and
 - increase the importance of professional development as a factor in career progression.

Formal professional development qualification

- 5.24 We *RECOMMEND* the development of an in-service professional qualification at sub-degree level, the Advanced Teacher Certificate” (ATC). We envisage that the ATC would be awarded by the new Institute of Education on completion of a specified amount of formal in-service professional development; the equivalent of two years part time study, accumulated over a number of years, would be an appropriate amount. Courses leading to the ATC could be provided by various bodies, under appropriate accreditation arrangements. All existing courses, in particular those required for promotion purposes, would be reviewed to see how they could fit into a structure of credit units leading to the ATC. New credit-bearing courses would be designed as needs were identified.
- 5.25 Courses leading to the ATC would be of three main kinds: -
- general development courses - to help serving teachers build on their initial training and classroom experience, upgrade their subject skills, and become more competent professionals and managers;
 - language skills courses - to help teachers enhance their competence in Chinese (including Putonghua) and English; and
 - specialist courses - to meet the needs of schools in areas such as guidance, curriculum development, educational technology or learning resources.
- 5.26 All ATC courses would be externally validated. It would be for the Governing Council of the new Institute (see Chapter 6) to make appropriate arrangements for this. We envisage that course providers will include the new Institute and the tertiary institutions. External validation should enable ATC holders who seek further upgrading to graduate status to gain partial exemption from education-related degree courses.
- 5.27 We *RECOMMEND* that the award of an ATC should receive tangible recognition in the form of a salary increment in the rank held at the time of award, provided that the teacher is not already at the top of the relevant payscale.

Chapter 6 Upgrading the Colleges and ILE

In the last chapter we set out a case for upgrading the colleges of education and ILE, and converting them into an Institute of Education run by an autonomous statutory Council. We now describe the opportunities and constraints which will affect the transition, and make recommendations for completing the upgrading process as quickly as possible.

The Institute of Education

- 6.2 We *RECOMMEND* that -
- a new unitary Institute of Education, comprising the colleges and ILE, should be created as soon as the necessary legislative and administrative procedures allow;
 - the Institute should be governed by an autonomous Governing Council with statutory powers and duties; and
 - a Provisional Governing Council, with the terms of reference and composition shown in Annex C (*See original document*), should be set up by early 1993 to plan for the institutional changes.
- 6.3 Since an all-graduate profession will take some time to achieve, nongraduate initial training and professional development will continue to be needed. We therefore envisage that for some years the main work of the Institute will be at sub-degree level. But, in addition, the Institute should aim for an academic standard which as soon as practicable will enable it to offer some degree

courses. This will strengthen academic quality throughout the Institute, and enable it to compete for well qualified staff and students.

The upgrading process: general approach

(Extracted from *paras. 6.4-6.7*)

- 6.4 The aim of the upgrading process should be for the Institute of Education to reach, initially, a standard comparable to a tertiary institution offering primarily sub-degree work while planning to introduce some degree work. The next stage would be the actual introduction of some degree courses.
- 6.6 We... envisage an upgrading scenario lasting some years. During this period, the Governing Council will need to strike a balance between retaining the services of existing staff in their present grades, in order to provide continuity of service and avoid redundancies; and recruiting, to new grades, highly qualified staff who can help to raise academic standards in the Institute. We envisage that some posts in the new grades will be filled by serving staff who have the qualifications needed for the upgraded role of the Institute, while some will be filled from outside, as natural wastage leads to vacancies.

The upgrading process: resource aspects

(Extracted from *paras. 6.8-6.27*)

Staff norms

- 6.10 We envisage that the Governing Council will devise staff norms appropriate to an institution providing sub-degree work while planning for some degree work, in terms of a lecturer: student ratio; a ratio of senior to junior posts; qualifications for lecturers; and numbers of support staff. These should have reference to relevant norms in comparable UPGC-funded institutions.

The upgrading process: academic aspects

(Extracted from *paras. 6.28-6.37*)

- 6.28 There will be two major stages in upgrading the academic status of the colleges and ILE. In the first stage, the Hong Kong Council for Academic Accreditation (HKCAA) will assess the capability of the Institute to offer some degree work. In the second stage, the Institute will develop degree courses in line with the HKCAA advice, and seek validation of each course by the HKCAA.

All-Secondary 7 entry

- 6.31 Table 6 (*See original document*) shows that, by 1994, the number of S5 students will be 14% lower than in 1991. However, the number of sixth form places is increasing, and this should lead in due course to an increase in A-level holders. Since it might be possible to attract more students with A-levels into the colleges in the next few years, we have considered whether a firm target date for all-S7 entry to certificate courses for primary and secondary teachers can be set.
- 6.32 For two reasons we have concluded that it cannot. Firstly, increased enrolment in S6 may not necessarily lead to a proportionate increase in the number of A-level holders. Secondly, some subjects (such as Physical Education, Home Economics and Typewriting) are not studied in the sixth form, so prospective teachers of these subjects are more likely to be found among S5 leavers. Before implementing an all-S7 entry policy it would be necessary to ensure that enough prospective teachers specialising in all school subjects could be found among S7 leavers....

- 6.33 We therefore *RECOMMEND* that the proportion of 2-year courses should be increased as far as the pool of qualified A-level holders allows, while the proportion of 3-year courses should be sufficient to meet the needs of schools, by making up any shortfall between the demand for trained nongraduates and the supply from 2-year courses...
- 6.34 On the general question of entry requirements, we *RECOMMEND* that the Governing Council set a general admission requirement to certificate courses in the Institute (e.g. 2 A-level passes or equivalent; or 6 HKCEE passes), which could be supplemented by specific requirements depending on the specialisation of the trainee. For example, prospective language teachers could be required to have AS-level English or Chinese.

Specialising by level

- 6.35 A clearer focus on either primary or secondary education could prepare nongraduates better for their chosen level, but would reduce the flexibility which teacher certificate holders now have to move between levels. We *RECOMMEND* that one aim of academic planning in the Institute should be to enable students to prepare in depth to teach at either primary or secondary level. Parts of the course which are common to both levels of education could be taken in common. In-service courses might be offered to help any teachers who wanted subsequently to transfer from one level to the other.

Language issues

- 6.36 From 1994, when schools will be required to indicate their medium of instruction as recommended in ECR4, there are likely to be three main types of school: those teaching entirely through Chinese (virtually all primary schools and some secondary schools); those teaching entirely through English (a minority of secondary schools); and those operating two language streams (probably a majority of secondary schools). The latter category will need teachers able to teach in both streams, to reduce problems of staff deployment; but the other categories will require teachers with skills in one or other language medium.
- 6.37 We *RECOMMEND* that the Governing Council give priority to developing an academic policy on medium of instruction in the Institute, which will both contribute to its academic upgrading, and ensure that the needs of the schools are met. The policy should cover pre-service courses for new teachers, and in-service courses to help serving teachers upgrade their skills in the relevant medium of instruction.

Degree work in the Institute

- 6.38 We have said that the Institute should offer some courses at degree level, subject to an external assessment of its ability to do so. We have identified certain areas in which the Institute could be well placed to offer degree programmes: full-time pre-service courses in primary education, for teacher certificate holders intending to seek a graduate post in primary schools; part time courses in primary education for serving teachers; courses relating to language in education; and courses to meet specific subject needs which are not being met elsewhere...

Pre-service degree in primary education

- 6.39 We stated in Chapter 4 that the Institute is unlikely to be upgraded in time to play a major part in the initial programme of degrees in primary education. However, we believe that pre-service degree places could suitably be provided in the Institute, once it can offer degree courses. To meet the target for graduate primary teachers, pre-service places should be provided as soon as possible in existing degree-awarding institutions; but to enable the places to be transferred relatively simply to the Institute when the time is right, we *RECOMMEND* that they be provided as a blister programme, for which separate funding will need to be found.

In-service degree in primary education

- 6.40 We envisaged in Chapter 4 that every local tertiary institution would be invited to offer self-funding part time degree courses in primary education for serving teachers. The Institute may wish to develop suitable courses on its own, or in conjunction with other bodies.

Language education courses

- 6.41 We are concerned about the shortage of competent language teachers. Few tertiary graduates with language degrees become school teachers; so many senior secondary forms are taught English or Chinese by graduates of other subjects. The Institute might provide a number of courses in language education for graduate teachers.
- 6.42 Many nongraduates must teach Chinese or English even though they lack relevant training. The current professional development programme for such teachers (a full time 16 or 23 week course at the ILE) leads to no recognised qualification. Each year several of those who complete the courses enrol, at considerable personal expense, on one-year overseas Bachelor of Education (BEd) courses with a language teaching bias. We envisage that there might be considerable interest in local language-teaching first degree courses, and *RECOMMEND* that the Governing Council examine this possibility.

Specialist areas

- 6.43 Certain needs of the schools for graduate specialists are not being met by the tertiary sector, while expertise in the specialisms exists in the colleges. They include practical and technical subjects, among which Home Economics and Design & Technology have no degree courses at present. We *RECOMMEND* that the Governing Council examine how the Institute could meet these needs.

Progress towards degree-awarding status

(Extracted from *paras. 6.44-6.46*)

- 6.44 We envisage that the kinds of degree course outlined above could eventually provide an adequate range of subjects and sufficient student numbers to sustain a viable degree-level programme in the Institute own name. The experience of other institutions that have gone through the upgrading process suggests that it will take some years to reach this goal. In the meantime we would like the colleges and ILE to gain experience of degree level work as early as possible, by collaborating with other institutions on degree courses in education.
- 6.46 The qualifications profile of college and ILE staff suggests that degree courses in some areas might be developed quite rapidly. One such area could be language courses. We *RECOMMEND* that the Governing Council explore the possibilities of collaboration with degree-awarding institutions, to enable joint courses in such areas of strength to be provided even before the Institute is able to award degrees in its own name.

Key stages in the upgrading

- 6.47 Key stages in the upgrading process will include: creation of the Provisional Governing Council; creation of the Institute under its own Governing Council; improvements in staffing, accommodation and facilities; academic development of existing and new courses; an institutional review to assess the Institute capability for degree work; and finally validation of any degree courses which are developed. The timing will depend in part on the efforts of the Institute staff and management, so we cannot propose a definitive timetable. We can, however, recommend steps to ensure that the upgrading begins without delay.

- 6.48 Firstly, we *RECOMMEND* that the Provisional Governing Council be set up as early as possible, preferably by early 1993. It should draw up plans during 1993 for the creation of the Institute during the 1994/95 financial year. The three main goals during 1993 should be to assess the funding requirements of the Institute and include them in the Government Estimates for 1994/95; to draw up legislative proposals for establishing the Governing Council and Institute; and to devise an action plan for the upgrading process.
- 6.49 Secondly, we *RECOMMEND* that resources for the upgrading should be provided in step with the needs of the Institute. The Institute should be treated just as favourably in this respect as other institutions which have undergone the upgrading process.

Chapter 7 Advice on Teacher Education and Qualifications

A basic aim of this report is to ensure that teachers with the right level and mix of skills will be available to provide the quality of education the community expects. To achieve this, a strategy is needed for -

- identifying the present and future demand for teachers, and the current and projected supply of teachers, in terms both of overall numbers and the range of skills; and
- providing a coordinated programme of teacher education and development, to meet the needs of schools in a systematic and cost-effective way.

- 7.2 For this strategy to be implemented effectively, we believe there should be a single source of authoritative advice on all matters relating to teacher education and qualifications, and more sophisticated mechanisms for assessing the adequacy and relevance of education and professional training acquired overseas.

Advice on teacher education

(Extracted from *paras. 7.3-7.9*)

New advisory committee

- 7.7 We therefore *RECOMMEND* the creation of a new advisory committee to provide unified advice on the whole teacher education programme. This committee should examine the need for teacher education activities in general, having regard to the supply and demand situation and the needs of the schools.
- 7.8 This new committee would not detract from the existing role of the UPGC. It would identify needs which can best be met by UPGC-funded places, and refer them to the UPGC for inclusion in its own planning process. The Secretary-General of the UPGC should be a member, and should inform the committee if there is likely to be difficulty in providing these places. The best way to meet other needs - by courses in the new Institute of Education, self-funding courses offered by tertiary institutions, distance learning courses, and courses organised by professional groups - would then be considered. We envisage that the committee would consult potential suppliers of courses before drawing up proposals, assessing resource requirements, and advising on any public funding needed for the required range of courses and numbers of places. The Director of the new Institute, and teacher educators from tertiary institutions, would be members.

Assessing demand and supply

(Extracted from *paras. 7.10-7.11*)

7.10 ... We envisage that the new committee will continually monitor the demand for teacher manpower and the supply of qualified teachers, and will advise on suitable action if shortfalls or surpluses are identified or predicted. Such action would include increasing or decreasing the number of places on initial teacher training courses; developing new in-service courses; and other ways to enlarge the pool of relevant expertise.

Assessing teaching qualifications

(Extracted from *paras. 7.12-7.23*)

Graduate-level qualifications

7.23 To help the Education Department assess the professional relevance of a graduate-level award to local schools, we envisage that the committee will draw up and publish a list of those awards considered acceptable for appointment as a graduate teacher, taking into account the range of graduate level functions in a school and the need to maintain the quality of education.

A new assessment mechanism for non-graduate qualifications

(Extracted from *paras. 7.24-7.33*)

7.24 To identify a wider pool of potential nongraduate teachers, and enable suitable applicants, including those whose degrees are not recognized, to become qualified teachers once their academic and professional competence can be demonstrated, we *RECOMMEND* the creation of a new assessment mechanism. The mechanism will need to test three aspects: -

- the general education standard of the applicant, including subject knowledge in the subjects to be taught;
- the applicant's ability to communicate in the medium of instruction used in the school; and
- the adequacy of the professional training, if any, claimed by the applicant.

Advisory Committee on Teacher Education and Qualifications

7.34 Having set out above the need for a new advisory body, we *RECOMMEND* that it be called the Advisory Committee on Teacher Education and Qualifications (ACTEQ), with the terms of reference and composition at Annex C. (*See original document*)

Chapter 8 Teacher Professionalism

In previous chapters we have recommended improvements in working conditions, career paths and professional development. Our focus has been on providing the infrastructure and opportunities which will attract good quality people into teaching, enable them to acquire professional skills and knowledge, and encourage them to give of their best all through their careers. How teachers respond to these opportunities will be an important factor in the development in Hong Kong of teaching as a profession.

Background

(Extracted from *paras. 8.3-8.9*)

Our response to the submission

(Extracted from *paras. 8.10-8.18*)

8.17 We confirm our support for the development of a Professional Code. We also support a role for educators in mediating in disputes and advising on misconduct cases, which is a major aspect of

the role which the joint submission envisages for a GTC. Progress towards both aims could, we believe, be achieved without legislation at this stage. We hope that organizations and individuals in education will continue to pursue the idea of a governing body for the teaching profession, seek wide support for it among all educators, and develop proposals which can gain wide public acceptance.

8.18 Meanwhile, we *RECOMMEND* that -

- the Government should set up during 1993 a non-statutory Council on Professional Conduct in Education, to build on the work already done in developing a professional code of conduct, and enable practising educators to advise on the resolution of disputes or cases of mis-conduct; and
- a few years after the Council is set up (say five years), the possibility of setting up a statutory professional governing body should be reviewed by the Government. The review should assess support for such a body both within and outside the profession and, if its findings are positive, should make recommendations on the legislative framework for establishing the body. These recommendations should cover the proposed powers and duties of the body, membership and election issues, and the relationship of the body to other bodies, including the Education Department, statutory boards and advisory committees.

Council on Professional Conduct in Education

(Extracted from *paras. 8.19-8.27*)

Terms of reference and composition

8.23 We *RECOMMEND* the following terms of reference for the Council:

- in general, to advise the Government on measures to promote professional conduct in education;
- in particular, to draft operational criteria defining the conduct expected of an educator, and through consultation to gain widespread acceptance of these criteria among all sectors of the education community; and
- in the light of the above criteria, to advise the Director in cases of dispute or alleged professional misconduct involving educators.

8.24 Membership of the Council should be drawn from all parts of the education profession covered by the Education Ordinance. We envisage that a majority of members will be practising teachers or principals, and other members will be involved in education as teacher educators, curriculum experts, school supervisors or managers, and school sponsors.

8.25 To help the Council gain wide acceptance and respect in the profession, we consider that most of its members should be chosen by election. Employment as a teacher or in any other professional capacity in school education, and the holding of an office recognised under the Education Ordinance (e.g. registered manager), should confer an automatic right to vote for the Council. We also consider that the Council should include a small number of lay members, to give parents and employers a voice. These would probably need to be appointed *ad personam*.

8.26 Since the Council will be a working body, it should not be too large. We consider that a membership of about 20 would enable it to operate effectively. Since its members would have the task of promoting professional conduct, they should serve as individuals, not as representatives of any sectoral interest. The Council should be provided with secretarial and other support by the Education Department.

- 8.27 We believe that questions of size, membership, and appointment mechanisms should be settled through public consultation, particularly within the profession. We have noted the sophisticated mechanism adopted in the Teachers' Centre for electing its management committee, which might serve as a model in this case.

[In the following extraction, the Report describes the likely impacts of its recommendations on Hong Kong's schools. *Editors.*]

Chapter 9 The Impact of this Report

Education investment for the 21st century: the difference made by ECR5

- 9.2 We would like an early start to be made on all our recommendations, in order to bring about as soon as possible the quality improvements which we believe the community wants. This will require a substantially increased level of funding for education.
- 9.3 Once all our recommendations have been implemented in full, we envisage that the increased investment will enable our schools of the future to provide a quality of education appropriate to a highly developed 21st century society and economy. The following paragraphs describe the difference we believe our recommendations will make to the schools:

In the standard primary school of the future, at least 35% of the teachers are graduates. Many of the nongraduates have acquired an Advanced Teacher's Certificate, and some are working towards a degree. The ratio of teachers to students is about 1:22, with more teachers and fewer students per class. With its increased complement of senior teachers, all or most of them graduates, the school has developed a full range of academic and nonacademic activities which are planned, implemented and evaluated with the participation of the professional staff.

With the additional investment at secondary level - smaller classes, more teachers, a teacher:student ratio of about 1:17, a larger complement of SGM posts - the secondary schools find themselves better equipped to build on the improvements at primary level, and to prepare their students for the opportunities and challenges of further education, work and citizenship in 21st century Hong Kong.

Teachers in both primary and secondary schools use their common room for informal discussions on school and professional matters, and for school-based teacher development programmes. The student activity centre houses a lively range of extra-curricular activities. Computers lighten administrative chores, and provide access to large central databases of curriculum materials. With the help of their Parent-Teacher Associations, schools have developed systematic programmes to introduce parents to the work of the school, explain how they can help to promote the child's learning, and encourage them to take an active part in school life.

The teachers of the future are almost all professionally trained, or are undergoing initial professional training during the first few years of their career. With the more supportive school environment, and the more systematic provision of professional development opportunities in the light of advice from the Advisory Committee on Teacher Education and Qualifications, new teachers have more encouragement to make a long-term commitment to a career in education. The Institute of Education, housed in upgraded campuses, offers full time and part time courses at subdegree and degree level, and contributes to educational research.

Annexes A - I (*See original document*)