Physical Education under the New Curriculum Reform in Hong Kong: Current Political Situation of School Physical Education 香港新課程改革下的體育教育:探討學校體育教育政策之現狀

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Abstract

Physical education in Hong Kong has gone through considerable changes over the past 50 years. Still, the pace and the status were relatively slower and lower compared with other subjects. The 1990s saw a gradual shift from sport-oriented to health-focused sports culture. This shift was chiefly highlighted when physical education became one of the eight key learning areas in the millennium year education reform. This article summarizes the major changes over the past 50 years of school physical education in Hong Kong, and anticipates the positioning of the future physical education.

Key words: physical education, physical education status, curriculum reform, Hong Kong

摘要

香港的體育在過去的五十年經歷了相當大的變化。不過,變化的步伐相比其他科目還是較慢,其地位也相對較低。從九十年代的競技運動面向逐漸轉向較注重健康的體育文化。這種轉變,促使體育在千禧年的教育改革之中成為了八大學習領域之一。本文總結這五十年來的香港體育的轉變情況,並為體育教育的未來定位作一展望。

關鍵字:體育,體育地位,課程改革,香港

Historical Development

By right after World War II toward the end of the 1960s, Physical Education in Hong Kong was taught and practised in all primary schools from Grade 1 to Grade 6, but it was not a mandatory practice (Physical Education Section, 1964). There were no strict qualification requirements for teachers teaching Physical Education (P.E.) in primary schools (Fung, 1986). This meant that all teachers were allowed to teach Physical Education if a particular teacher was required to teach it. By the early 1960s, after a dramatic increase in immigration, mostly

from mainland China, the number of trained Physical Education graduates could not meet the tremendous demand, due to the sudden expansion of primary education (Sweeting, 1992).

The government, therefore, adopted a temporary solution and began to offer an in-service, part-time supplementary Physical Education program to those teachers who had not received any training in Physical Education. This practice lasted until 1990, when an Education Act (Hong Kong Government, 1990) forbade the Education Department (ED, now re-titled Education

Bureau (EDB)) to grant special dispensations, and stopped untrained staff from teaching Physical Education.

The non-statutory Curriculum Development Committee (CDC, now renamed Curriculum Development Institute (CDI)) was formed in 1970 and initially began advising the ED Director. Under this committee were specialist committees that helped to develop detailed syllabi and curriculum guides for each school subject. In pursuit of a common course of general education for junior secondary forms (Hong Kong Education Department, 1974), the CDC published two syllabi namely the Secondary Education in Hong Kong over the Next Decade: A preliminary guide of curriculum, and the New Preliminary Guide of Curriculum for Junior Secondary Forms in 1974 (CDC, 1974). The Provisional Syllabus for Physical Education (Form 6) was then published a year later (CDC, 1975).

The publication of these two syllabi represented a significant improvement in the quality of education provided for junior secondary forms. Physical education was one of the subjects officially placed in the commoncore curricula. This provisional syllabus served as a foundation for the subsequent editions in 1980, 1985, 1988 and 1995 (CDC, 1974; CDC, 1975; CDC, 1980; CDC, 1985; CDC, 1988; CDC, 1995).

Milestone

There were two critical periods for the legitimization of Physical Education in Hong Kong. The first one was in 1990, when a policy required all Physical Education teachers to be trained before they were allowed to teach the subject. This was seen as a milestone which recognized its official status. Safety issues had won the day - the government realized the liability problems if Physical Education teachers were not properly trained. The second critical moment was when Physical Education became one of the eight Key Learning Areas (KLAs) in 2000. A KLA provides a context for the development and application of both generic and subject-specific skills, and of positive values and attitudes through appropriate learning and teaching activities and strategies (CDC, 2000). Interestingly, Art and Music were combined into a single KLA, whereas Physical Education became one in its own right. It thus gained additional government resources to implement educational reform.

Time Span

The White Paper (1974) on Secondary Education states that all junior secondary students should follow the same general curriculum. Practical and technical subjects should enjoy between 25% and 30% of time allocation. Among the five practical subjects, Physical Education acquired 5% of curriculum time. That is equivalent to about two periods in a notional school week. Each period lasts for 40 minutes. The recommendation on curriculum time has become a blueprint for primary schools, but not for kindergartens. They allocate three periods of 20 to 30 minutes per week for physical play. Some assign one 15-minute period per day. The fact is the government has little influence on private kindergartens.

In the late 1980s, the introduction of school-based curricula gave schools more flexibility to decide the duration of each period. Conditions vary considerably between schools. Primary schools currently allocate Physical Education class two periods per week, a total of 60 to 70 minutes. For secondary school, at least two periods of 40 minutes each per week are suggested. It is better to have the two periods separately, unless time has to be spent travelling to outside venues like swimming pools or other public playgrounds. In practice, however, it is common that many secondary schools will only provide a single 80-minute class per week.

The Curriculum Content of Physical Education at Hong Kong Schools

Different Grades Different Levels

The teaching contents of Physical Education are very traditional, and highly related to sports. At kindergarten level, the term "Physical Education" is rather confusing. Academics prefer to call it "movement" or "early childhood activities", whereas government officials use the term "physical play". Kindergartens promote the physical development of children through physical play and other forms of activity such as music and movement, dramatized play, and light exercise. There is no hard and fast rule as to how physical play should be implemented. In some kindergartens, this period is shared with music or art activities.

In lower primary classes, Physical Education takes place in the form of games, handling sports equipment, rhythmic activities, and nurturing skills common to games and sports such as running, skipping, jumping, throwing, kicking and catching. Most teachers term it "fundamental movement". In upper primary classes, Physical Education comes in the form of sports activities or games such as basketball, football, volleyball, handball, tennis, table tennis, badminton, dancing, swimming and gymnastics.

In secondary school, Physical Education is a compulsory subject. Students are taught basic skills in athletics and various sports such as swimming, outdoor adventure, gymnastics, dancing, basketball, football, volleyball, handball, badminton, tennis and table tennis. In the 1990s, there were minor changes, with more occurring after Hong Kong returned to Mainland China in 1997. Activities like martial arts, tai chi, dragon dance, lion dance and Chinese dance were introduced into the syllabus. In reality, there is little room to include extra sports activities into the syllabus.

Single or Coeducation ?

In kindergarten and primary school levels, there is no gender segregation in Physical Education classes. A Physical Education teacher teaches a class of between 25 and 40 boys and girls. There are motor ability differences between these two groups of children, in particular from Grade 4, age 10, onwards. The reasons are typical; girls begin their adolescent height spurt at about 10.5 years, and reach peak height velocity at approximately 12 in the UK, whereas boys begin their spurt and reach a peak two years later (Tanner, 1978). Hong Kong teaching content does not make any special allowances for these two groups of children.

On the other hand, secondary school is different. Here, male Physical Education teachers teach boys, while their female colleagues take the girls. This tradition has been in force since the 1960's. The argument is that it might not be appropriate for a male Physical Education teacher to have body contact with girls while teaching. In addition, the two sexes' interests differ: boys prefer to kick footballs, whereas girls show great interest in dance.

Developmental Changes of Physical Education

More than hundred years ago, Physical Education was not mandatory, but was taught in all primary and secondary schools from Grade 1 to Grade 11. By the early 1980s, Physical Education had become a compulsory subject. In secondary school, Physical Education is recognized as an integral part of the curriculum. At present, the Physical Education "climate" is becoming more positive, but it is still not attractive enough as other subjects.

Parents' perspective over the past 20 to 30 years was to encourage their children to put extra time and effort on academic work. The main focus was on studying for examinations. Parents understood that this was not healthy for their children. However, their concern was that if their children failed examinations, they would not have a bright future. Parents thus perceived Physical Education as being secondary to their goals for their children; in fact, a "second class" subject.

Before the 1990s, in private schools, a reduction in Physical Education lessons to one per week was very noticeable. This phenomenon also appeared in the government-aided primary and secondary school students attending public examinations. The reason was simple. Education in Hong Kong was highly competitive and examination-oriented. Only about 18% of advanced level students were eligible to receive university education in one of Hong Kong's eight tertiary institutions. Schools therefore pushed for a good academic reputation in order to attract more high academic-achieving students.

From the 1990s onwards, revision of the examination system gradually changed the situation. Schools moved from examination-orientation to multi-talented development. This shift seemed to somehow change parents' perception of Physical Education.

From a school perspective, the general impression is that Physical Education is less important than other subjects. Many principals either in primary or secondary schools demonstrate inadequate support for developing Physical Education. There are a few concerns, for example, that Physical Education cannot build up schools' academic image. Head teachers fear trouble or a negative image when a case of sports injury is reported, and worry that the subject needs a great amount of funding.

On the other hand, Physical Education in some schools enjoys a higher status because their principals actually play a key role in supporting the subject's development at their schools.

Moreover, the health issue itself also draws considerable public and political attention. Whenever there are any unfavorable research findings related to child health, people immediately point to Physical Education lessons as one of the best ways to promote better health among Hong Kong children. However, the voices of researchers and politicians are not strong enough to push the government to provide additional resources to promote school Physical Education.

The Importance of Physical Education and PE teachers

The Status of Physical Education

Physical Education moved from non-compulsory to compulsory status after the early 1980s. Establishment of the Hong Kong Sports Institute in the 1980s, commencement of a Physical Education Bachelor degree in the mid-1980s, introduction of Physical Education public examination, and the implementation of the "trained Physical Education teachers" policy have all helped raise the status of Physical Education.

Overall, the status of Physical Education nonetheless remains low. One example is a continued drop in interest in the subject between junior and senior students. The main reason might lie in the examination system and the low status of Physical Education in the school curriculum (Hardman & Marshall, 2000). Physical education is not an examination subject in most secondary schools. Thus, the subject and its activities are usually undervalued. People usually perceived them as recreational activities rather than part of the educational process. When students study in senior forms, they start to think of which subjects are most important for achieving academic success. They are typically under pressure from their parents to select the academic subjects for their career also.

The Status of Physical Educator

Before the mid-1980s, the status of Physical Education teachers was extremely low. With the commencement of a Physical Education Bachelor degree, teachers' status rose because they had similar qualifications

as their colleagues in other subjects. They take on a similar teaching load, plus other duties. Owing to their job requirements after school hours, they are assigned less administrative work, and do not need to be class tutors. They also have similar opportunities for promotion. However, many senior positions are given to other subject teachers. Only a few Physical Education teachers have better chances to be promoted because of their unfailing support to school and students.

In academic terms, other colleagues perceive Physical Education teachers as "second class" in school because Physical Education is not an important curriculum subject, and the marks are not included in overall student assessment. It is thought that Physical Education cannot contribute greatly to building up a school's academic image.

Assessment in Physical Education

Another indication of Physical Education's low status is the grading system. In the past, Physical education marks did not count toward students' overall performance at school. This gave parents and students the message that Physical Education is a "second class" subject. Since the 1990s, perceptions have slightly changed because of the inclusion of Physical Education in primary and secondary school public examination, and the availability of a Bachelor's degree in Physical Education. But many schools still exclude Physical Education grades from overall student assessment because the government only takes account of Chinese, English and Mathematics to assess examination performance.

Physical education teachers have to submit grades by the end of each semester. They are normally based on four areas. These are the sports activities taught, plus Physical Education knowledge, physical fitness and attitude. Each area carries a certain weighting. In the early 1990s, launch of the first public examination for senior secondary school students paved the way for students to pursue Physical Education in tertiary education. Within a few years, about 500 candidates from 20 secondary schools took part in this public examination. The contents include two skill proficiency tests, and one each in written knowledge and physical fitness.

The General Teaching Model in Hong Kong Schools

Didactical model

In Hong Kong, it does not specially favor any one didactical model. Traditional, pragmatic and alternative models exist concurrently. Physical education teachers teach skills to facilitate learning a particular sport. For example, students learn passing, dribbling and shooting skills in order to play basketball. Physical education teachers also provide a wide range of activities to develop students' particular sporting interests. Eventually, it is hoped that students can identify one or two in which to participate after leaving school. A focus on fitness currently has little impact, because Physical Education teachers believe that students' fitness will eventually improve through learning skills and participating in activities.

Skill-based Approach

With strong influence from the United States and the UK, Physical Education teaching in Hong Kong leans heavily toward the skill-based approach. The Physical Education lesson is highly structured, with emphasis on the teaching of skills. This is apparent in syllabi for both primary and secondary schools. For example, in the syllabus named A Scheme of Physical Education for Hong Kong Primary School (1964), a games lesson is structured to contain the following steps: 1) Opening activity; 2) General activity; 3) Games; and 4) Order activity (Physical Education Section, 1964). All items taught at each step focus on one particular skill, which are the central aim of the lesson. The games serve as a vehicle.

This teaching approach has changed little in 40 years. Teaching of techniques is in a commanding position. The reason is that many Physical Education professionals and key people in the Physical Education Section of the ED were from the UK. It is likely that they had a strong influence on Physical Education policy, and on planning and developing syllabuses. Many local Physical Education lecturers and teachers trained either in the UK or the US.

The New Curriculum Reform in Hong Kong and its Influence in Physical Education

The New Curriculum Reform and Physical Education

In the curriculum reform, the government reiterated that Physical Education with "education through the physical", to achieve the ultimate goal of whole-person development (CDC, 2002). It provides equality education through a variety of physical activities. Students learn to be responsible and contributing members of society, the nation and the world.

Physical education plays a key role in developing students' physical competence, cognitive performance, creativity, collaboration and social skills, and enhancing physical fitness. It also improves their confidence and competitiveness in sport, and strengthens their ability to use these attributes in performing various physical activities in association with the development of an active and healthy lifestyle (CDC, 2002).

The new curriculum also emphasizes generic skills such as collaboration and creativity. This indirectly encourages Physical Education teachers to adopt new teaching approaches to achieve these objectives. How best to implement the new curriculum remain s a hot issue. Developing new sports activities and the four generic skills (collaboration, communication, creativity and critical thinking) are critical.

Key Objectives of the New Curriculum Reform

The official CDC document "Physical Education Key Learning Area Curriculum Guide (Primary 1 to Secondary 3)" (2002) states that the curriculum's main goals are to help students to: 1) develop motor skills and acquire necessary knowledge through physical activities, and cultivate positive values and attitudes for the development of an active and healthy lifestyle; 2) acquire good health, physical fitness and body coordination through an active lifestyle; and 3) promote desirable moral behavior, cooperation in communal life, ability to make decisions, and appreciation of aesthetic movements.

This list includes two noticeable changes from the 1988, 1980 and 1975 versions. These are "cooperation in communal life" and "ability to make decisions". These

mirror overall changes of the education reform. Students should now become active, responsible and contributing members of society, as well as displaying critical and exploratory thought, innovation and adaptation to change. Some of these learning outcome examples were showed in the Education Commission's progress reports (Education Commission, 2002; Education Commission, 2003; Education Commission, 2004; Education Commission, 2006).

New Curriculum Implementation

To facilitate implementation, the CDC (2002) has prepared a booklet, "Physical Education Key Learning Area Curriculum Guide (Primary 1 to Secondary 3)" (mentioned above), and organized various seminars and workshops (Education Commission, 2006). The next stage is likely to be monitoring. Regular school inspection is highly recommended by some scholars to ensure teachers implement the new curriculum properly. For teacher providers, an appropriate change of course curriculum to highlight these strands and generic skills is absolutely essential. Student teachers are requested to teach new activities, and to adopt innovative approaches to highlighting generic skills in their teaching practice.

However, there are some challenges ahead, one of which is better coordination of curricula throughout the school years. In the past, three different task groups developed Physical Education syllabi at kindergarten, primary and secondary levels. They were criticized for excessive overlapping. One of the classic examples is gymnastics: the forward roll is taught in primary four and secondary one. In basketball, primary school Physical Education teaches basic dribbling techniques in class five. Students then learn similar techniques again in lower secondary education.

New Curriculum Evaluation

Since the new Physical Education curriculum was implemented in 2002, many tools are now available to evaluate the effects on learning. According to the reform document, assessments should be designed to evaluate how well the expected learning targets have been achieved. This can reflect students' strengths and weaknesses, and provide information for further improvement (CDC, 2002). Assessment tools should thus be valid, reliable and practical.

The CDC (2002) proposed that students, peers and parents could also be assessors, as well as the Physical Education teachers. The latter can assess the development of skills, physical fitness, knowledge, values and attitudes. Oral questioning, feedback during interaction and observation checklists are common tools to collect evidence. Students are encouraged to get involved in Physical Education project work. Through this involvement, students can assess their skills in the process of data collection, analysis, presentation, etc. Peers and parents can also be invited to assess student skills, knowledge and attitudes in their project work and portfolio.

With the assessment results, the performance of students can be reported in the form of grades given against the marking scheme and weightings. Physical education teachers can actually provide written feedback to help students to understand their strengths and weaknesses, promote learning and revise their learning goals.

The Major Changes in Physical Education under the New Curriculum Reform

The Main Focus of Physical Education

The focus of Physical Education is now to provide students with enjoyment in the lessons, and to develop a healthy lifestyle through learning different sports activities in a safety-conscious environment. The fundamental arguments for legitimizing Physical Education in school are based on the assumption that it improves students' bodily and psychological health. They will then go on to participate actively in different sports after leaving school (CDC, 2002).

Exercise and Healthy Life

To nurture a physically healthy child is one of the ultimate goals of Hong Kong Physical Education. In the Chinese culture, there are five "rings of virtue", of which physical health is one. Owing to its crucial role in promoting physical health, Physical Education cannot be ignored or phased out. All Physical Education curricula in Hong Kong since the 1960s have put great emphasis on health.

Armstrong (2001) indicates that in school, physical activity should not be segregated from other aspects of a healthy lifestyle. In Hong Kong, it seems in reality, however, that sports-oriented culture plays the major role

ahead of health. The focus of a Physical Education lesson is on learning how to play that sport. Physical education teachers claim that through learning how to play, children will eventually gain better health. Since 1990, the health concept has become a hot issue, because western countries have already shifted to that direction. Researchers have examined health closely, and the government has allocated funding to study children's health.

Fair-play Education

Educators and parents have long lauded identity reinforcement, sportsmanship and fair play attitudes as desirable outcomes of competitive sports activities curriculums (Bredemeier & Shields, 1995). For an educative plus developmental prospective, Physical Education has the potential to promote positive character traits by encouraging students focus on these sorts of principles (Butler, 2000). They are among the most important objectives of Physical Education curricula. However, teachers often neglect them.

In practical teaching, Physical Education teachers report that they implement these principles through a "hidden curriculum". Students will be taught in a real situation. The fundamental problem is that many teachers do not highlight these principles during the lesson. The Physical Education curriculum reform emphasizes these principles among the "values and attitudes" components. It is hoped that this will cultivate positive student behavior.

As Extra-curricular Activities

From core-activity to multi-activity model, Physical Education is drastically extended to students' extracurricular activities. Schools nowadays arrange quite a number of extra-curricular activities. As well as Physical Education teachers, part-time coaches were invited if funding was available. The activities cover both recreation and competition. Popular recreational activities include swimming lessons, table tennis, badminton, tennis, golf, different kinds of dance, gymnastics, and outdoor pursuits like hiking, canoeing and sailing. Competition training includes athletics, various ball games, swimming and dance.

In order to develop multi-talented students, and to launch more extra-curricular activities with limited funding, schools may also arrange some popular activities on a fee basis. Parents are very supportive because the charges are reasonable and the activities seem good for health. Primary and secondary schools offer estimated 35-50 different kinds of extra-curricular activities.

Outlook for Future

The Prospectus of Physical Education

We are facing enormous changes and challenges in education in Hong Kong. Apart from the curriculum reform, there is another drastic education reform, the 3-3-4 new education framework which starts from the academic years 2009-2010 (EDB, 2010). The education reform makes Physical Education one of the eight Key Learning Areas (KLAs), which implies its importance. However, it is disappointing that the time allocated to Physical Education remains unchanged. On the content side, it seems that there are too many activities to teach, in particular given the encouragement to introduce innovative activities. This may be an important issue for Physical Education teachers to consider carefully in the future. A possible way to resolve this issue is by adopting the idea of a "core Physical Education curriculum". Alongside core activities, students are allowed to choose their own special interests. It will be interesting to track the future of Physical Education over the next ten years.

Shifting Focus

Sports culture in schools will eventually shift from sport-oriented to health-focused. It will emphasize the four generic skills of collaboration, communication, critical thinking, and creativity highlighted in the Physical Education curriculum reform. More resources will be allocated to schools and institutions to promote the awareness of health. The government and Physical Education professionals will initiate many projects on health.

Promoting students' generic skills will probably affect the approaches adopted by Physical Education teachers and in teacher training programs. Physical education teachers will shift from the didactic approach in order to highlight the generic skills in a Physical Education lesson. To cope with this change, Physical Education teacher training will also put more emphasis on promoting innovative teaching approaches.

Extra-curricular activities will become less traditional and increase in variety. The traditional extracurricular activities include basketball, football, volleyball, badminton, table tennis, swimming, social and folk dance, and competitive gymnastics. In the future, more Chinese culture activities such as martial arts, tai chi, dragon dance, lion dance, and aerobic dance fitness will become very popular. Students' health concept will be enhanced. Participation in sports activities will increase, despite of various attractions brought by the digital era.

Insights

The development of physical education in Hong Kong has gone through remarkable changes over the past 50 years. However, it was seen that the pace and status of changes were slow when compared with other subjects. A gradual shift from sport-oriented to health-focused culture has been noticed since the 1990s. This paradigm shift was particularly highlighted when Physical Education has become one of the key learning areas in millennium year education reform. This reform has also promoted the generic skills of collaboration, communication, critical thinking, and creativity.

In the future, it is anticipated that the status of Physical Education will gradually rise, but the subject will remain less important that Chinese, English, Mathematics and other so called "core subjects". However, there should be encouraging outcomes in the climate of education reform. For example, more Chinese cultural sports activities will be introduced and promoted in the Physical Education curriculum. Innovative teaching approaches will also be adopted. Finally, the health awareness of students will be enhanced not merely in school but at a societal level.

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