

**For discussion
On 17 December 2001**

LC Paper No. CB(2)668/01-02(01)

LegCo Panel on Education

Enhancing Support for Education and Manpower Policy Making in Education and Manpower Bureau

This paper seeks Members' views on the following staffing proposals to enhance support for education and manpower policy making in the Education and Manpower Bureau -

- (a) the creation of one supernumerary post of Administrative Officer Staff Grade C (D2) (\$122,450 – \$130,050) from 1 February 2002 to 31 March 2005, offset by the cessation of one non-civil service appointment at the equivalent rank of D2; and
- (b) the creation of two supernumerary posts of Administrative Officer Staff Grade C (D2) (\$122,450 – \$130,050), one for the period from 1 February 2002 to 31 March 2004 and the other for the period from 1 February 2002 to 31 March 2005.

The justification for the creation of the posts is set out in the attached draft Establishment Sub-committee (ESC) paper.

2. After taking into account of Member's views, we will submit the proposal to ESC for endorsement on 16 January 2002.

Education and Manpower Bureau
December 2001

DRAFT

For discussion
on 16 January 2002

EC(2001-02)xx

ITEM FOR ESTABLISHMENT SUBCOMMITTEE OF FINANCE COMMITTEE

Head 146 - GOVERNMENT SECRETARIAT: EDUCATION AND MANPOWER BUREAU Subhead 001 Salaries

Members are invited to recommend to Finance Committee the following proposals regarding the Education and Manpower Bureau –

- (c) the creation of one supernumerary post of Administrative Officer Staff Grade C (D2) (\$122,450 – \$130,050) from 1 February 2002 to 31 March 2005, offset by the cessation of one non-civil service appointment at the equivalent rank of D2;
- (d) the creation of two supernumerary posts of Administrative Officer Staff Grade C (D2) (\$122,450 – \$130,050), one for the period from 1 February 2002 to 31 March 2004 and the other for the period from 1 February 2002 to 31 March 2005; and
- (c) an increase in the ceiling placed on the total notional annual mid-point salary (NAMS) value of all non-directorate posts in the permanent establishment of Head 146 – Government Secretariat: Education and Manpower Bureau in 2001-02 from \$43,972,120 by \$3,295,080 to \$47,267,200 to enable the creation of four non-directorate posts in the Bureau.

PROBLEM

2. The Education and Manpower Bureau (EMB) does not have adequate support to cope with the additional workload arising from the implementation of the Education Reform, the setting up of the proposed Manpower Development

Committee (MDC), and the establishment of the Continuing Education Fund (CEF). EMB also needs to provide better administrative steer to the Support Unit of the Standing Committee on Language Education and Research (SCOLAR).

PROPOSAL

3. The Secretary for Manpower and Education (SEM) proposes to create -
- (a) one supernumerary post of Administrative Officer Staff Grade C (AOSGC) as Principal Assistant Secretary (Education and Manpower)10 (PAS(EM)10) with effect from 1 February 2002 to head the Support Unit of the SCOLAR (SSU), and cease the arrangement of engaging a non-civil service appointee at the equivalent rank of D2 for the position;
 - (b) one supernumerary post of AOSGC as Principal Assistant Secretary (Education and Manpower)11 (PAS(EM)11) for the period from 1 February 2002 to 31 March 2005 to strengthen policy and research support for the implementation of the education reform and to improve the communication with various stakeholders;
 - (c) one supernumerary post of AOSGC as Principal Assistant Secretary (Education and Manpower)12 (PAS(EM)12) for the period from 1 February 2002 to 31 March 2004 to set up the new MDC and to provide policy support in respect of the establishment of the CEF; and
 - (d) create four non-directorate posts to support PAS(EM)11 and PAS(EM)12 for the respective periods, which would require an increase in the NAMS ceiling for 2001-02.

JUSTIFICATION

The existing structure of EMB

4. At present, SEM is assisted by three Deputy Secretaries and nine Principal Assistant Secretaries (PASs). An organisation chart of EMB showing the existing structure is at Enclosure 1. An organisation chart showing the proposed distribution of work after adding the three new PASs is at Enclosure 2.

Need for a supernumerary AOSGC post for the Support Unit of the Standing Committee on Language Education and Research (SSU)

5. With the Finance Committee's approval, we appointed a language research professional as the Head of SSU on non-civil service contract terms at the equivalent rank of D2 in October 1998. Instead of creating a permanent civil service post, we went for a non-civil service appointment because the job of the Head of SSU at that time required expertise in language research which was not available within the Government.

6. Since the expiry of the contract of the appointee in October 2000, the position has been left vacant and we have taken the opportunity to review the suitability of having a language research professional to take up the job having regard to changes in the job demand and requirements. PAS(EM)6, an AOSGC, has been assigned to take up the Head of SSU's duties in addition to his own on a temporary basis. This arrangement cannot be long-lasting because PAS(EM)6 is at the same time responsible for other heavy tasks such as policy work on teachers and teacher education, as well as work related to the Advisory Committee on Teacher Education and Qualifications. With the Government's commitment to upgrading the quality of teachers, we are formulating a number of new policies and initiatives aiming to enhance the professional development of serving teachers, provide extra support for new teachers, and strengthen teacher training. Despite the priority the Government attaches to these areas, PAS(EM)6 at present does not have the capacity to focus on the aforesaid work. Asking him to continue to undertake the duties of Head of SSU would seriously hamper the delivery of various policy commitments on teacher training and development.

7. At the same time, we saw substantive changes in the work priorities of SCOLAR, and saw a strong case for the SSU to be headed by a civil servant with rich experience in administration, instead of a language research professional from outside the Government. SCOLAR used to focus its work on the administration of the Language Fund to support language-related research and activities. Since late 2000, SCOLAR has been undertaking a review on language education in Hong Kong, which straddles the activities of various government agencies, tertiary institutions and other parties. The review and the formulation / follow-up of its recommendations involve work of heavy policy and administrative content rather than academic research on language issues. The effective delivery of such responsibilities requires the officer to take into account educational, political, socio-economic factors as well as resource implications of proposals, and these would require some one with strong experience and expertise in public administration. We do not think it appropriate to make any non-civil service appointment for the job of the Head of SSU.

8. We therefore recommend that an AOSGC post, designated as PAS(EM)10, be created to head the SSU. PAS(EM)10 will continue to be underpinned by two Senior Research Officers, i.e. language experts in English and Chinese respectively at Senior Education Officer (Administration) level, who provide expert technical and research advice on language matters. The creation of the AOSGC post will relieve PAS(EM)6 from Head of SSU's duties thus enable him to concentrate on his original own schedule of responsibilities.

Need for a supernumerary AOSGC post for the implementation of Education Reform

9. The Education Commission (EC) Division of EMB is responsible for implementing the education reform and servicing the EC. The division comprises one directorate officer at AOSGC level (designated as PAS(EM)3), one Senior Administrative Officer and three Executive Grade Officers. Since the commencement of the education reform following the Government's endorsement of EC's reform proposals in October 2000, the workload on this division has increased tremendously, as detailed below -

- (a) The Administration is progressively implementing the various reform and support measures. These measures cover virtually all significant aspects of the education system – the academic structure, the curricula, the assessment mechanisms and the interface between different stages of education. As many facets of the education system are inter-related, the reform and support measures need to be implemented concurrently if the intended benefits are to be realised. While many work at the operational level is taken forward by other agencies (eg Education Department, Hong Kong Examinations Authority, etc.), the EC Division has to oversee and co-ordinate the timely implementation of various reform measures to ensure that they tie in well with each other not only in terms of implementational details but also in terms of the education values that they seek to uphold. Experience over the past year shows that the EC Division has had to be involved in resolving differences in outlook, priorities and approaches of the agencies concerned, which is time-consuming and labour-intensive. The envisaged quality changes in our education system would take root only if the efforts of the implementing agencies and various stakeholders are properly coordinated.
- (b) There is a much higher demand for the secretariat services provided by the EC Division. EC has set up four Working Groups (which in turn have set up a few Task Forces) to examine various issues yet to be decided upon in its reform proposals announced in October 2000. These include continuing education, senior secondary education

structure, and interface between universities and other post-secondary institutions. These working groups have been meeting frequently with a view to formulating its recommendations for submission to the EC in 2002, and the EC Division is responsible for providing secretariat support. The EC Division also needs to draft reports for consideration and endorsement by the relevant Working Groups, prepare consultation documents, coordinate consultation exercises, and process the subsequent EC recommendations for submission to the Government. Apart from providing secretariat support, the EC Division also needs to consider the necessary measures that would need to be put in place, say, if the proposed new academic structure of a 3+3 secondary school structure is adopted. Besides, we also need to start making preparation for the review on Secondary School Places Allocation system to be conducted in 2003.

- (c) As the various reviews currently underway are expected to be completed in 2002, and many proposals will be gradually implemented, we expect that the work pressure shouldered by the EC division will further increase in the next few years. Where new policies are involved, the EC division will have to consult the various key stakeholders and develop the policy framework, e.g. development of a regulatory framework for continuing education.

10. Although the existing staff in the EC Division have been trying their best to cope with the increase in workload, it has become increasingly clear that the continuous work pressure is affecting their effectiveness and well-being. There is an urgent need to enhance the staffing support in this division particularly in view of the coming peak period of the various tasks concerned.

11. We thus propose to create a supernumerary post of AOSGC, designated as PAS(EM)11, for about three years. We shall review the need for the post nearer the time having regard to the progress of implementing the Education Reform. We also propose to create two time-limited non-directorate posts, one Senior Administrative Officer (SAO) and one Administrative Officer (AO), to support PAS(EM)11.

Need for a supernumerary AOSGC post for the setting up of the proposed MDC and establishment of the CEF

12. To provide strategic planning for the entire vocational training sector in Hong Kong, the Government has decided to establish a new MDC. The MDC will advise SEM on the co-ordination and regulation of vocational training and retraining, and advise the Government on the disbursement of funds to training providers to ensure optimum use of training and re-training resources. To pave the way for the establishment of the MDC, we will set up under the auspices of EMB

and under the chairmanship of SEM a Preparatory Committee with membership drawn from the Employee Retraining Board (ERB), Vocational Training Council (VTC), representatives of employers and employees and experts in the field of labour and market analysis will be created under the auspices of EMB. The Preparatory Committee will be tasked to develop the more detailed arrangements and the necessary legislative amendments to reflect changes in the roles and responsibilities of the VTC and ERB, and prepare the ground for three specific urgent tasks: first, more dynamic labour market analysis; second, the setting up of a qualifications framework; and third, a study of the remit of the ERB. EMB aims to establish the Preparatory Committee in early 2002 to begin work on setting up the new MDC by 1 April 2003.

13. Separately, to help people to pursue lifelong learning thereby preparing them for the knowledge-based economy, the Government has, as announced in the 2001 Policy Address, set aside \$5 billion for the setting up of the CEF. Detailed implementation plans are still being worked out and we plan to seek the approval of the Finance Committee for the establishment of the Fund in early 2002. The aim is to begin accepting applications for subsidies under the Fund in April 2002. The Student Financial Assistance Agency is expected to be responsible for administering the Fund but EMB will have a crucial role in policy and direction setting and monitoring operations, especially during the initial set-up stage. This will include in-depth consultations with economists, industrialists and people of standing in the chosen industrial sectors to come up with lists of sectors to be targeted and approved courses.

14. The above two new initiatives are now overseen by PAS(EM)5, an AOSGC. This is a contingency arrangement only to ensure that necessary and urgent work on these two major new projects can proceed to meet public expectations. It cannot be considered as a long-term solution without an unacceptable degradation in quality of work. Furthermore, work on the MDC as described in para. 15 below is expected to build up fast and quickly become substantial in quantity, also requiring constant attention from a senior officer. As PAS(EM)5 is already fully occupied, it is not possible for the officer to take on the additional responsibilities arising from the MDC and CEF.

15. We propose to create a supernumerary post of AOSGC, designated as PAS(EM)12, to take forward the two new initiatives mentioned above. The post holder will service the Preparatory Committee. He/she will be responsible for mapping out an overall strategy for the setting up of the MDC, drawing up critical paths with key tasks and developing a monitoring framework, and taking overall responsibility for the three specific urgent tasks to be undertaken by the Preparatory MDC mentioned in paragraph 12 above. The post holder will be tasked with the smooth transition from the Preparatory Committee to the MDC. He/she will have to keep in close touch with the various training and re-training organisations in order to ensure that these tasks are effectively carried out. He/she will also be required to formulate and oversee the overall strategy for the implementation and

operation of the CEF to ensure timely completion of all the tasks by the parties concerned. In view of the importance of the work and the range of responsibilities, we recommend pitching the post at AOSGC (D2) level. We also propose to create two time-limited non-directorate posts, one SAO and one Senior Executive Officer (SEO), to support PAS(EM)11.

16. We consider that it is appropriate to create the AOSGC post on a time-limited basis for the following reasons -

- (a) The future staff complement of the MDC will need to be worked out by the Preparatory Committee, and it is difficult to anticipate at this stage the continued need for the AOSGC post and the level required of the post for servicing the MDC in the long term. The proposed post will initially be up to 31 March 2004, i.e. one year after the establishment of the MDC. This will allow for a reasonable transition period after the setting up of the MDC.
- (b) Furthermore, owing to the time-limited nature of the CEF, the workload will be particularly heavy at the initial set-up stage. We need the post for at least the first two years of setting up the CEF to ensure adequate policy steer to be given to performance monitoring and changes to be instituted as soon as necessary to meet public demand and expectation.

17. The detailed schedules of duties of the three new PASs posts are at Enclosures 3, 4 and 5 respectively.

Other directorate posts in EMB

18. We have reviewed the schedules of the other PASs in EMB and concluded that there is no scope for internal redeployment, given the growth in the overall workload of the Bureau.

Need for non-directorate Posts

19. We will create four time-limited non-directorate posts comprising two SAOs, one SEO and one AO. One SAO and one AO will assist PAS(EM)11 in implementing the education reform, and the posts will last from 1 February 2002 to 31 March 2005. One SAO and one SEO will assist PAS(EM)12 in setting up the MDC and related legislative amendments and in overseeing the CEF, and the posts will last from 1 February 2002 to 31 March 2004. Details on their scope of responsibilities are in Enclosure -6.

20. To enable the creation of the four non-directorate posts by February 2002, ie within 2001-02, we propose to raise the NAMS ceiling of EMB from \$43,972,120 by \$3,295,080 to \$47,267,2000 in 2001-02. Subject to Members' approval of the proposal, we will create the posts through the normal Departmental Establishment Committee machinery.

FINANCIAL IMPLICATIONS

21. The additional notional annual salary cost of the proposal at mid-point is:

	\$	No. of posts
New Posts		
Permanent AOSGC (D2) post	+1,515,000	+1
Supernumerary AOSGC (D2)posts	+3,030,000	+2
Less :		
Head of SSU (D2) on non-civil service contract terms	-1,515,000	-1
Additional cost	+3,030,000	+2

The additional full annual average staff cost of the proposal, including salaries and staff on-costs, is \$ \$5,000,000.

22. In addition, the proposal will necessitate the creation of four non-directorate posts (as detailed in paragraph 19 above), at a notional annual mid-point salary cost of \$3,459,480 and the full annual average staff cost of \$5,577,000.

23. We have not included the provision for the cost of the above staffing proposals in the 2001-02 Estimates for Head 146 GS: EMB. Subject to Members' approval, we will provide the necessary supplementary provision under delegated authority. We will include the additional provision required in the draft Estimates for 2002-03 and thereafter as appropriate.

BACKGROUND INFORMATION

24. We consulted the Legislative Council Panel on Education on the above staffing proposals on 17 December 2001. [The Panel] Regarding the proposed setting up of the MDC, we consulted the Legislative Council Panel on Manpower on 20 December 2001 and Members' views were [.....]. As regards the

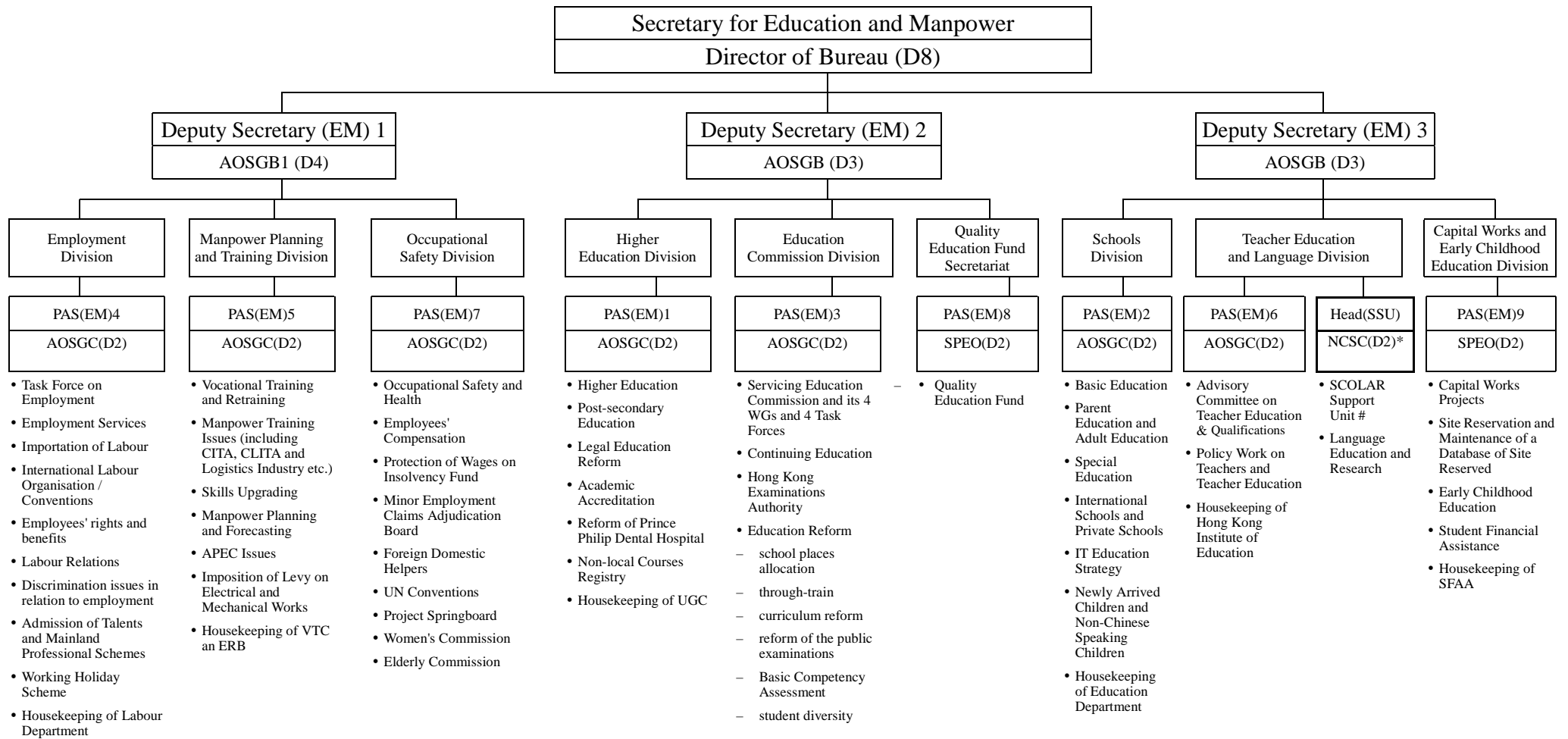
proposed establishment of the CEF, we will consult the Panel on Manpower on 17 January 2002.

CIVIL SERVICE BUREAU COMMENTS

25. []

Education and Manpower Bureau
December 2001

Existing Organisation Structure of Education and Manpower Bureau

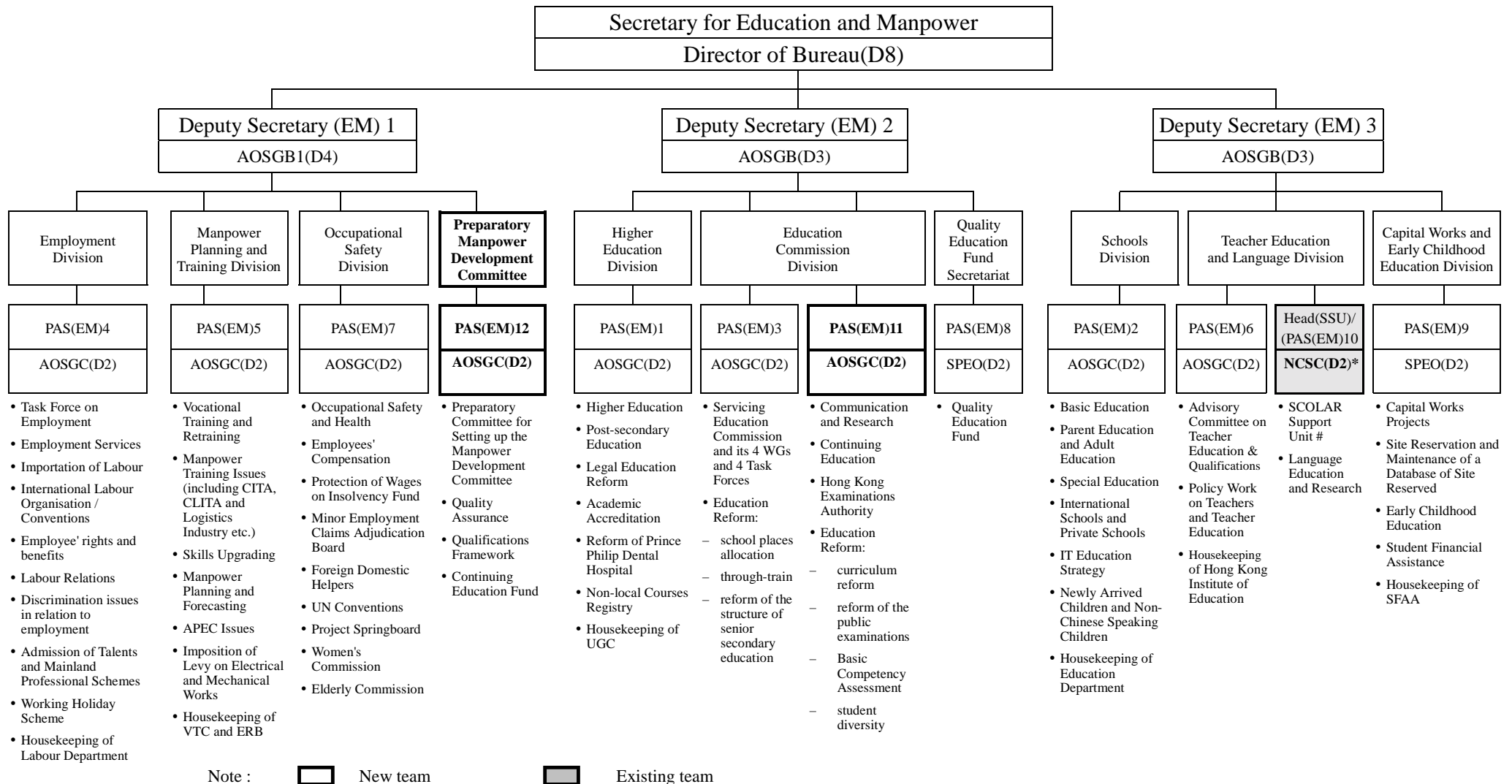


Note :

* The Head/SSU post has been left vacant since October 2000. PAS(EM)6 is temporarily undertaking the duties of Head(SSU) on a temporary basis in addition to his own duties.

SSU - Standing Committee on Language Education and Research (SCOLAR) Support Unit

Proposed Organisation Structure of Education and Manpower Bureau



*The D2 non-civil Service post to be converted to an AOSGC post.

#SSU - Standing Committee on Language Education and Research (SCOLAR) Support Unit

Enclosure 3 to EC(2001-02)XX

**Schedule of Duties and Responsibilities of
Principal Assistant Secretary for Education and Manpower (10)
Administrative Officer Staff Grade C (D2)**

Responsible to Deputy Secretary for Education and Manpower (3) for –

- (i) all policy matters relating to language education, including reviews on language policies and strategies from time to time, and the implementation of measures to enhance the language standards of Hong Kong people arising from the reviews;
- (b) assisting the Standing Committee on Language Education and Research (SCOLAR) to:
 - (i) advise the Government on language education issues;
 - (ii) identify research and development project which are necessary for the enhancement of language proficiency and language in education, and to implement or oversee the satisfactory completion of such projects; and
 - (iii) advise the Trustee of the Language Fund on policies and procedures governing the operation of the Language Fund; and
- (c) heading SCOLAR's Support Unit, including the management of staff and financial resources.

Enclosure 4 to EC(2001-02)XX

**Schedule of Duties and Responsibilities of
Principal Assistant Secretary for Education and Manpower (11)
Administrative Officer Staff Grade C (D2)**

Responsible to Deputy Secretary for Education and Manpower (2) for -

- (a) providing policy inputs and overseeing the implementation of the curriculum reform, and proposing necessary changes to the development strategy as appropriate;
- (b) overseeing all policy matters concerning the Hong Kong Examinations Authority as well as coordinating various agencies in respect of the implementation of the reform of public examinations, managing the change process and monitoring the impacts of the reform measures on schools, teachers and students;
- (c) overseeing the implementation of and providing policy inputs to the development of the Basic Competency Assessment, coordinating the work of various agencies, assessing the reaction of various key stakeholders, formulating a launching strategy and monitoring the BCA's impacts on the teaching and learning;
- (d) developing a comprehensive qualifications framework covering academic, vocational, continuing and professional education and formulating a regulatory framework for continuing education; and
- (e) overseeing policy matters relating to remedial and enhancement measures for catering for students' diverse learning abilities.

**Schedule of Duties and Responsibilities of
Principal Assistant Secretary for Education and Manpower (12)
Administrative Officer Staff Grant C (D2)**

Responsible to Deputy Secretary for Education and Manpower (1) for -

- (a) servicing the Preparatory Manpower Development Committee;
- (b) all the activities required for the launch of the Manpower Development Committee including the staffing of its secretariat, provision of accommodation, and review of legislation;
- (c) setting up and maintaining a qualifications framework and quality assurance for the vocational training sector; and
- (d) formulating and overseeing the overall strategy for the implementation and operation of the Continuing Education Fund.

Scope of Responsibilities of Four Proposed Non-directorate Posts

Two posts to be created up to 31 March 2005 to assist PAS(EM)11 to cope with the work arising from implementation of education reform

(a) *Senior Administrative Officer*

To assist PAS(EM)11 in overseeing the implementation of the curriculum reform, including the launching of seed projects, the provision of various types of professional development programmes, the compilation of quality teaching and learning exemplars and the formulation of development plan for improving the internal assessment mechanisms; coordinating the reform of public examinations; overseeing the development of the Basic Competency Assessment as well as all policy matters concerning the Hong Kong Examinations Authority.

(b) *Administrative Officer*

To assist PAS(EM)11 in developing a comprehensive qualifications framework covering academic, vocational, continuing and professional education; overseeing policy matters relating to remedial and enhancement measures for catering for students' diverse learning abilities; and overseeing the conducting of researches to monitor the impact of the education reform and to gauge the public's feedback to inform policy making.

Two posts to be created up to 31 March 2004 to assist PAS(EM)12 to set up the Manpower Development Committee and to oversee the Continuing Education Fund

(c) *Senior Administrative Officer*

To assist PAS(EM)12 in reviewing the legislation with regard to amendments necessary as a result of the review of the organization of vocational training; to assist in setting up a qualifications framework and quality assurance for the vocational training sector. To assist in overseeing the implementation of the Continuing Education Fund.

(d) *Senior Executive Officer*

To serve as secretary to the Preparatory Manpower Development Committee; to assist in working out the staffing and accommodation arrangements for the full Manpower Development Committee.