

ITEM FOR ESTABLISHMENT SUBCOMMITTEE OF FINANCE COMMITTEE

HEAD 156 – GOVERNMENT SECRETARIAT : EDUCATION BUREAU Subhead 000 Operational expenses

Members are invited to recommend to Finance Committee the following proposals with effect from 1 September 2008 –

- (a) the creation of the following new rank in the Primary School Master/Mistress grade as deputy heads of public sector primary schools with 12 classes or above and as heads of public sector primary schools with 11 classes or less –

Senior Primary School Master/Mistress
(MPS 34 - 35) (\$47,485 - \$49,685);

- (b) an upward adjustment of the minimum pay point of the Headmaster/Headmistress II rank of the Primary School Master/Mistress grade from MPS 34 (\$47,485) to MPS 35 (\$49,685); and
- (c) an increase in the ceiling placed on the total notional annual mid-point salary value of all non-directorate posts in the permanent establishment of Head 156 – Government Secretariat : Education Bureau in 2008-09 from \$2,412,996,000 by \$3,884,160 to \$2,416,880,160 for implementing the above proposals in government primary schools.

/PROBLEM

PROBLEM

At present, there is no formal deputy head rank in public sector (i.e. government and aided) primary schools. The existing arrangement of granting a responsibility allowance (RA) to serving Primary School Masters/Mistresses (PSMs) or Assistant Masters/Mistresses (AMs) who assume the duties of deputy heads in public sector primary schools with 12 classes or more is not adequate in terms of recognising the additional responsibilities and increasing complexity of the work of deputy school heads and attracting the best candidates to take up these duties.

PROPOSAL

2. We propose to create, with effect from the 2008/09 school year, a new Senior Primary School Master/Mistress (SPSM) rank (MPS 34 - 35) in the PSM grade to serve as deputy heads of public sector primary schools. We further propose to provide one deputy head at the SPSM rank for primary schools with 12 - 23 classes, and two such deputy heads for primary schools with 24 classes or more. We also propose to raise the minimum pay point of the Headmaster/Headmistress (HM) II rank (MPS 34 - 39) from MPS 34 to MPS 35, and upgrade the school heads in primary schools with 11 classes or less to the SPSM rank.

JUSTIFICATION

Need to create a new SPSM rank

3. In recent years, the following new developments in the school sector have called for the formal provision of deputy heads in the government and aided primary schools –

(a) increased job responsibilities and complexity

with the introduction of various education reform initiatives, including school-based management (SBM), curriculum reform, whole-day schooling, school self-evaluation, and teachers' continuing professional development, deputy school heads are required to take up more responsibilities and workload, and assist school heads in steering and leading schools to accomplish agreed goals. There is a need to provide adequate recognition and additional

/remuneration

remuneration higher than the current RA¹ to attract teachers who are professionally competent as curriculum developers and leaders, adept in implementing school-based continuing professional development, and equipped with leadership skills, foresight and ability in organisation of work to take up the responsibilities of deputy school heads; and

(b) more complicated working environment

the working environment in schools has become more complicated following the introduction of a participatory school governance framework under SBM involving school sponsoring body representatives, principals, teachers, parents, alumni and community members in decision making. As one of the key personnel in school management, deputy school heads have to liaise with different stakeholders and address their concerns tactfully. This leads to a wider gap of the requirement between a deputy school head and teachers of equivalent ranks deployed on teaching duties.

4. Having regard to the above developments, we agree that there is a case for creating a new SPSM rank in the PSM grade for deputy heads in primary schools.

Need to increase the minimum pay point of HM II rank

5. At present, primary schools with 12 - 23 classes are headed by the HM II rank. In view of the more complicated working environment, additional responsibilities and increasing complexity of the work of school heads, and having regard to the staff complement as set out in paragraph 2 above, we propose to raise the minimum pay point of the HM II rank from MPS 34 to MPS 35, revising the pay scale of the rank to MPS 35 - 39.

Pay structure

6. We propose to pitch the new SPSM rank between the PSM rank and HM II rank in the PSM grade. As compared to the current arrangement under which teachers assuming the duties of deputy heads in the rank of PSM will receive a RA on top of their substantive salary, incumbents of the new rank will receive a

/higher

¹ The RA is pitched at a rate equivalent to 75% of one increment above the substantive salary of the staff concerned who is serving in the capacity of a deputy school head.

Encl. 1

higher pay which can better recognise the heavier responsibilities shouldered by, and greater demands (in terms of both experience and qualities) required of, deputy school heads. The existing and revised grade structures of the PSM and Certificated Master/Mistress (CM) grades are at Enclosure 1.

7. We also propose that upon the adjustment of the minimum pay point of the HM II rank as suggested in paragraph 5 above, normal conversion arrangements would be applied to serving HM II school heads. In other words, the pay point of a serving HM II school head will be –

- (a) brought up to the new minimum of MPS 35 if his/her existing pay point is below the new minimum; or
- (b) adjusted to the next higher pay point if his/her existing pay point is equal to or above the new minimum, subject to not exceeding the maximum pay point of the rank on the effective day of the revised salary of the rank, i.e. 1 September 2008.

Eligibility for promotion

8. The proposed SPSM rank will be a promotion rank for both the PSM rank of the PSM grade and the AM rank of the CM grade. We propose that the new rank should be filled by either substantive PSMs or degree-holding AMs, both fulfilling specified requirements for promotion². The proposed opening of the SPSM rank to both PSM and AM incumbents is in line with the current practice in primary schools that AM incumbents with a recognised degree can compete with PSM incumbents on equal terms for promotion to HM II posts³.

/Provision

² Part of the promotion requirements is a training requirement which includes a refresher training programme with a minimum 90 contact hours and a training programme in primary school administration/management/curriculum development, pastoral care and extra-curricular activities with a minimum 40 contact hours. It is likely that the provision of training places will not be sufficient to meet initial needs. To avoid the promotion to the SPSM rank being constrained by the availability of training places, we propose to waive the above training requirements for all teachers promoted to the SPSM rank in the first three years of implementation. However, they are encouraged to receive the training as soon as possible. In addition, two years' PSM/AM in-rank experience is required for the promotion to the new rank in aided schools.

³ Upon creation of the SPSM rank, qualified PSM/AMs in the government primary schools can only be considered for promotion to the SPSM rank. Education Bureau will promulgate in a circular to all primary schools in mid-2008 that no non-graduate teachers should be appointed as new school heads in both aided and government primary schools.

Provision per school

9. We will provide public sector primary schools with 12 - 23 classes with one deputy school head post at the SPSM rank, and schools with 24 classes or more with two such deputy school head posts to cater for the additional workload arising from the larger school size. Such provision will be offset by re-ranking a corresponding number of PSM posts in the same school and therefore the proposal will not result in any net impact on the total establishment in the civil service.

10. Primary schools with 11 classes or less are currently served by school heads at the PSM/AM rank, who are awarded a RA at a rate equivalent to one increment above their substantive salary while serving in this capacity. Although the size of these schools is smaller and a deputy head post will not be provided for them, we consider that the responsibility of their school heads is no less heavy than that of the deputy head in a larger-size school. We therefore consider it justifiable to upgrade the school heads in these smaller schools from the existing PSM rank to the SPSM rank.

11. For special schools, since almost all special schools offer instruction at both primary and secondary levels, we will calculate their entitlement to the SPSM posts based on the combined number of primary and secondary classes, using the conversion ratio⁴ as specified in the Code of Aid for Special Schools. We propose to allow special schools to opt for the provision of deputy school head post at either the primary or secondary level.

Encl. 2 12. The job description of the new SPSM rank is at Enclosure 2.

Alternatives considered

13. We have critically examined the feasibility of continuing to provide the RA for the PSM/AMs to take up the duties of deputy school heads. Given the more complicated working environment in primary schools and the higher expectation of the community on the role of deputy school heads, the RA is not adequate in terms of reflecting the responsibilities of primary school deputy heads

/and

⁴ In the proposed calculation of SPSM entitlement in special schools, the number of primary and secondary classes is counted together according to a weighting system in the Code of Aid for Special Schools –

- (a) 1 special primary class = 0.6 full-streamed special secondary class;
- (b) 1 special junior secondary class = 0.8 full-streamed special secondary class;
- (c) 1 special senior secondary class = 1 full-streamed special secondary class; and
- (d) a school with 18 special primary classes = a school with 24 ordinary primary classes.

and attracting the best candidates to take up the additional responsibilities arising from the education reform initiatives. The proposed creation of a new rank to formalise the provision of deputy head is the only viable option to address the increasingly demanding operational requirements in primary schools.

FINANCIAL IMPLICATIONS

14. Our proposal to create a new SPSM rank (MPS 34 - 35) in the PSM grade, if approved, will be implemented in both government and aided primary schools. We estimate that 788 new posts in the SPSM rank in both the government and aided school sector will be provided in the 2008/09 school year by re-ranking a corresponding number of PSM posts. We will also increase the minimum pay point of HM II posts from MPS 34 to MPS 35 in the same year. Currently, there are 174 school heads holding HM II posts. The breakdown of the proposed SPSM and existing HM II posts by school type is as follows –

Posts	Government	Aided	Total
SPSM	56	732	788
HM II	13	161	174

15. In implementing the proposals in paragraph 2 above, we estimate that the annual expenditure will be around \$68 million. The RA for current PSM/AM deputy heads and PSM school heads will cease with the creation of the SPSM posts⁵, resulting in a saving of about \$10 million per year. Hence, the additional annual cost of the proposed arrangements amounts to \$58 million⁶. We have included sufficient provision in the Estimates to meet the cost of the proposals.

16. The proposed creation and deletion of the SPSM and PSM posts in government primary schools will bring about an additional notional annual mid-point salary (NAMS) value of \$3,884,160, broken down as follows –

/NAMS

⁵ For the aided sector, as it takes time for schools to handle procedures for the promotion of teachers to the new rank, we propose that the current RA for deputy school heads will be phased out gradually within the first two years of implementation. During these two years, the RA for deputy school heads should cease immediately upon the appointment of a teacher/teachers to the new rank in aided schools. The RA for deputy school heads will cease with effect from the third year of implementation. For the RA paid to school heads, it will cease when a school head at the new rank is appointed.

⁶ The additional resources required for government and aided primary schools are calculated with reference to the NAMS value of the respective teaching ranks. Besides, the estimate has also included the increase in provision for primary schools under the Direct Subsidy Scheme as a result of the proposals stated in paragraph 2 above.

	NAMS \$	Number of posts
Creation of SPSM posts	33,388,320	56
Deletion of PSM posts	-29,504,160	-56
Total	3,884,160	0

We need to increase the ceiling of the total NAMS value of all non-directorate posts in the permanent establishment of Head 156 – Government Secretariat : Education Bureau in 2008-09 from \$2,412,996,000 by \$3,884,160 to \$2,416,880,160. The estimated additional full annual average staff cost, including salaries and staff on-cost, is about \$6,034,000⁷.

PUBLIC CONSULTATION

17. Apart from the Education Commission and the Advisory Committee on Teacher Education and Qualifications, we have also conducted a series of consultations with the staff unions of the Education Bureau (EDB), major school councils, school sponsoring bodies, education bodies and unions and school heads/teachers associations for the aided sector in the past months. They supported the proposals on the creation of the SPSM rank in the PSM grade in public sector primary schools as well as the increase of the minimum pay point of HM II from MPS 34 to MPS 35 and other related proposals.

18. We consulted the Legislative Council Panel on Education on 26 March 2008. Members supported our proposals unanimously.

BACKGROUND

19. There are two teaching grades in public sector primary schools, namely the PSM grade (a graduate grade) and the CM grade (a non-graduate grade). There is at present no formal deputy school head rank in primary schools. The current arrangement is that primary schools with 12 classes or more may assign a senior teacher at the PSM rank (of the PSM grade) or AM rank (of the CM grade) to take up the duties of a deputy school head. These deputy heads are given a RA at a rate equivalent to 75% of one increment above their substantive salary to recognise the additional responsibilities taken up by them. On the other hand, primary schools with 11 classes or less are currently served by school heads at PSM/AM rank. They are awarded a RA at a rate equivalent to one increment above the level of their substantive salary while serving in this capacity.

/20.

⁷ The SPSM rank, if approved, is a new rank and there is no existing civil service rank with the same salary range. For reference purpose, the annual staff cost of Principal Assistant Master/Mistress is used for projecting the additional full annual average staff cost required for the SPSM rank.

20. The RA was introduced on 1 September 1991 following the recommendation of the Standing Commission on Civil Service Salaries and Conditions of Service in its Report No. 26 (December 1990) and the approval of the Finance Committee vide FCR(91-92)91 on 9 August 1991.

21. Changes in the expectation of our society and in the education sector, such as the growing demand and expectation of parents/students and the implementation of various education reform initiatives, have made primary schools a much more complex education institution. The education sector has expressed concerns that unlike secondary schools, primary schools do not have a specific rank for deputy heads.

22. Strong calls are made by various education bodies (such as Government Educational Staff Union, Staff Side of EDB Consultative Committee, Hong Kong Professional Teachers' Union, Hong Kong Federation of Education Workers, Subsidised Primary Schools Council and Hong Kong Aided Primary School Heads Association) for the formal establishment of a deputy school head rank in primary schools to give due recognition to the important role played by deputy school heads in supporting school heads and sharing the leadership responsibilities.

23. To enhance the quality of primary school education services and recognise the increased responsibilities and job complexity involved, we have proposed to create a deputy head rank in public sector primary schools in the Policy Agenda of the 2007-08 Policy Address.

ESTABLISHMENT CHANGES

24. The establishment changes in the EDB for the last two years are as follows –

Establishment (Note)	Number of posts		
	Existing (as at 1 April 2008)	As at 1 April 2007	As at 1 April 2006
A	31+(2)#	32+(3)	32+(4)
B	1 226	1 211	1 209
C	4 543	4 592	4 675
Total	5 800+(2)	5 835+(3)	5 916+(4)

/Note

Note:

A – ranks in the directorate pay scale or equivalent

B – non-directorate ranks the maximum pay point of which is above MPS 33 or equivalent

C – non-directorate ranks the maximum pay point of which is at or below MPS 33 or equivalent

() – number of supernumerary directorate posts

– as at 1 April 2008, there is no unfilled directorate post in the EDB.

CIVIL SERVICE BUREAU COMMENTS

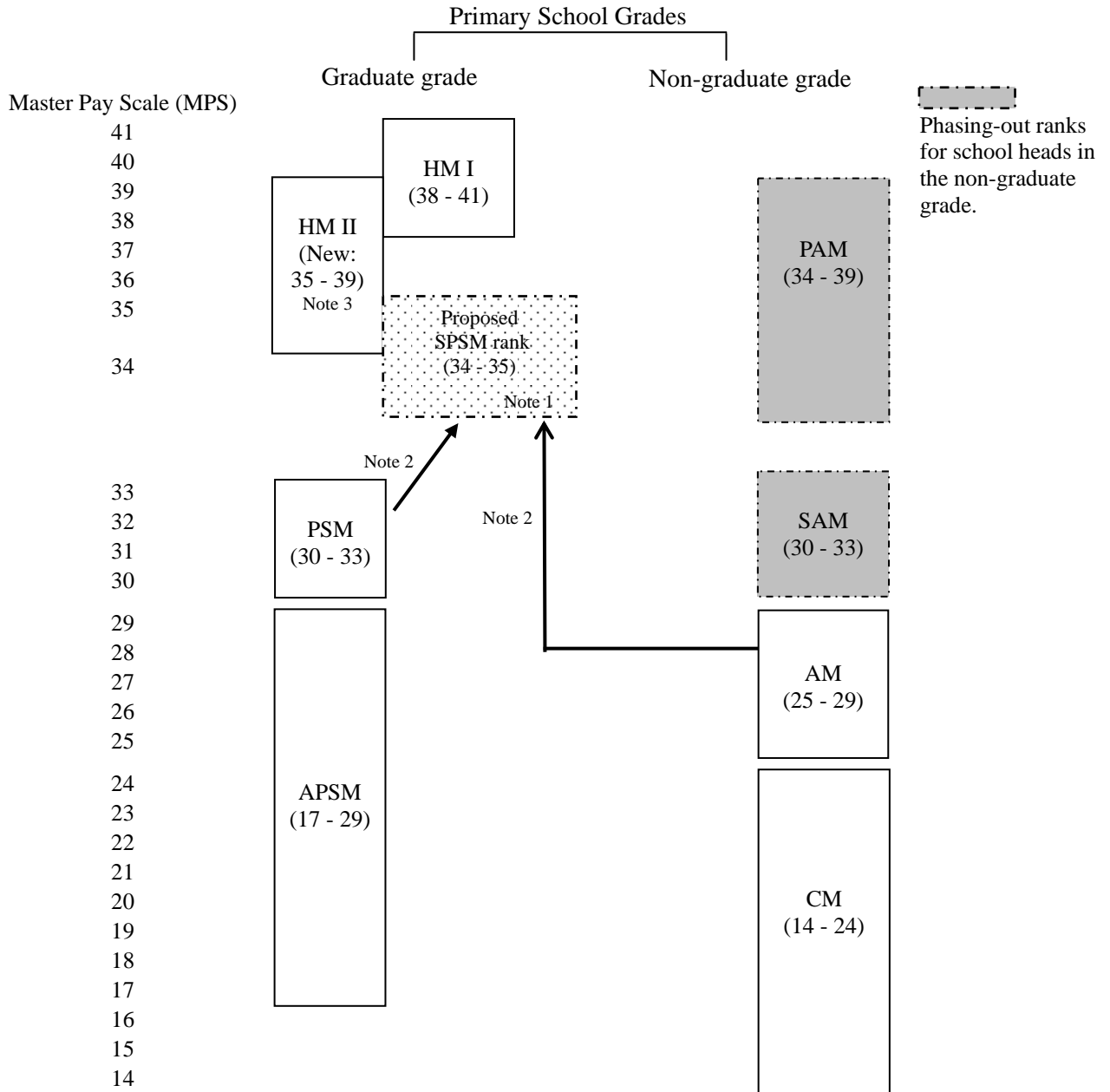
25. The Civil Service Bureau supports the proposed creation of the new SPSM rank with the pay scale MPS 34 - 35 in the PSM grade and the proposed increase of minimum pay point of the HM II rank from MPS 34 to MPS 35. The proposed ranking and pay scale are considered appropriate having regard to the level and scope of the responsibilities concerned.

ADVICE OF THE STANDING COMMISSION ON CIVIL SERVICE SALARIES AND CONDITIONS OF SERVICE

26. The Standing Commission on Civil Service Salaries and Conditions of Service has advised that the proposals to create the new SPSM rank in the PSM grade and to increase the minimum pay point of the HM II rank from MPS 34 to MPS 35 are appropriate.

Education Bureau
April 2008

Changes to teaching ranks with the creation of a Senior Primary School Master/Mistress (SPSM) rank in public sector primary schools



HM I = Headmaster/Headmistress I	PAM = Principal Assistant Master/Mistress
HM II = Headmaster/Headmistress II	SAM = Senior Assistant Master/Mistress
PSM = Primary School Master/Mistress	AM = Assistant Master/Mistress
APSM = Assistant Primary School Master/Mistress	CM = Certificated Master/Mistress

- Note 1: A new SPSM rank will be created at MPS 34 - 35. SPSM teachers can serve as the deputy heads of schools with 12 classes or more, or as school heads for schools with 11 classes or less.
- Note 2: PSM and AM incumbents with the relevant qualifications and meeting the appointment requirements will be eligible for promotion to the SPSM rank.
- Note 3: The existing salary scale of HM II is MPS 34 - 39. The minimum pay point of the HM II rank will be raised from MPS 34 to MPS 35.

**Job description
of the new Senior Primary School Master/Mistress (SPSM) rank**

As the deputy head of a primary school with 12 classes or more

In addition to class teaching, the SPSM, as a deputy head, will mainly assist the school head in the following areas –

- (a) *Curriculum development and management, learning, teaching and assessment of students*
 - (i) to lead Primary School Master/Mistress (Curriculum Development) and subject panel heads in developing a school-based curriculum which meets the needs of students and promotes whole person development and life-long learning; and
 - (ii) to make assessment on and enhance the quality of teaching and learning by promoting professional sharing and lesson observation.
- (b) *Whole school pastoral care and student support, including whole-school approach to Integrated Education*
 - (iii) to lead the Student Guidance Teacher/Student Guidance Officer and school counseling team in formulating policy and programmes on whole school approach to pastoral care; and
 - (iv) to monitor programmes on whole-school approach to Integrated Education so that students with special educational needs are provided with appropriate support.
- (c) *Human resources management*
 - (v) to co-ordinate activities of continuing professional development for teachers; and
 - (vi) to guide and supervise the work and performance of senior teachers, and write or countersign staff reports.
- (d) *School management, evaluation and development*
 - (vii) to assist the school head in implementing the school development plan, monitor progress of work and conduct school self-evaluation (SSE) during the school year; and
 - (viii) to assist the school head in nurturing a quality culture in school through continuous school improvement and development by making use of the SSE findings.

/As

As the head of a primary school with 11 classes or less

The SPSM, as a school head, will mainly be responsible for the following four domains of leadership –

(a) Management and organisation

- (i) to provide strategic direction for the school development;
- (ii) to lead the school development planning and monitor its implementation;
- (iii) to ensure that teachers' continuing professional development is an important and integral part in the school development plan, and to formulate effective strategies to motivate and facilitate staff's professional development;
- (iv) to oversee human resource management including staff recruitment and deployment, performance appraisal and promotion, and to serve on recruitment, promotion and other boards and committees as required;
- (v) to oversee the effective and proper use of school resources including school funds, school facilities and equipment; and
- (vi) to oversee the operation and administration of the school.

(b) Teaching and learning

- (vii) to formulate curriculum goals, appropriate policies and a strategic curriculum development plan based on the principles of life-long learning and whole person development that are in line with the aims of education in Hong Kong;
- (viii) to promote effective teaching and student learning through a broad, relevant and balanced curriculum, including a school-based curriculum which meets the learning diversity of the students; and
- (ix) to engender a collegiate environment for staff that encourages professional sharing, collaboration and innovation.

(c) Support for students

- (x) to formulate policy on pastoral care;

/(xi)

- (xi) to oversee the extra-curricular activities and cross-curricular programmes;
- (xii) to formulate policy on home-school co-operation and establish a partnership with parents in educating their children; and
- (xiii) to tap community resources by networking the local and overseas communities.

(d) Attainment and achievement

- (xiv) to steer the SSE during the school year in respect of academic performance and non-academic performance of students;
- (xv) to commend progress and improvements made; and
- (xvi) to nurture a quality culture in school by a critical study of the SSE findings for mapping out continuous school improvement and development.
