

## CHAPTER 2

### THE WORK OF THE COMMISSION

#### Civil Service Pay Policy

2.1 In our last progress report, we said that we had conducted a further study of civil service pay policy and had submitted our recommendations to His Excellency the Governor in December 1982 in our Second Report on Civil Service Pay Policy (Report No. 9). This Report was published in March 1983 following the Government's consideration of our proposals.

2.2 Our study was concerned mainly with the annual review of civil service pay. We recommended that the pay trend survey system, with certain improvements to the survey methodology, should continue to provide the basis for that review. However, we again emphasised the recommendation in Report No. 7 that account should be taken of the total package of pay and other benefits in both the civil service and the private sector in determining the general levels of civil service pay. In order to develop this policy further, we intend in the longer term to carry out pay level surveys of comparable jobs in both sectors, and to undertake reviews of individual benefits in the civil service. We also recommended two measures for application in 1983 to take account of any difference in total pay packages in the civil service and the private sector. These were that there should be no further improvement in 1983 in the real value of civil service benefits, and that the gap, in dollar terms, between civil service and private sector total packages should not widen as a result of any civil service pay adjustment in 1983. To achieve the latter objective, we proposed that an adjusted set of pay trend indicators should be produced and used by the Government as a guide in arriving at an appropriate pay award. We also put forward a method of making the necessary adjustment.

2.3 During 1983, we continued our study of the subject and concentrated on the refinement of the pay trend survey methodology in the light of the experience gained in implementing our previous recommendations. We also considered the arrangements that should be made for any general adjustment of civil service pay in 1984. The results of our examination were submitted to His Excellency the Governor in a letter dated 5 October 1983 (Appendix V).

2.4 Among our recommendations, we reaffirmed that the results of a survey of pay trends in the private sector should continue to be used as a basis for any general civil service pay adjustment. We also advised that the two measures we proposed for 1983 to take account of the difference in total pay packages in the civil service and the private sector should be adopted again in 1984. We also made several proposals for the further improvement of the pay trend survey methodology. These proposals related to the methodology recommended in Report No. 9 and dealt with the practical aspects of implementing and developing our previous proposals. Our recommendations were accepted by the Government for implementation in 1984.

#### Overtime and Related Allowances

2.5 As mentioned in our last progress report, in 1982 we completed a review of the various types of overtime and related allowances. Our recommendations were submitted to His Excellency the Governor in December 1982 in our Report No. 10. After the Government had taken a decision on our recommendations, the Report was published in October 1983.

2.6 Our review led us to endorse the broad principles governing the payment of overtime in the civil service. These were that overtime should be undertaken only when unavoidable and when time-off-in-lieu was impracticable and should be kept to the minimum. We recommended, as a new departure, that eligibility should henceforth be determined by reference to whole ranks, rather than by a fixed salary cut-off point, and that no staff in management grades should be eligible. We also recommended that overtime should continue to be paid at a rate broadly equivalent to time-and-a-half.

2.7 Other principal recommendations in the Report included a new special allowance for the rank and file and for junior officers in the disciplined services, payment for stand-by duties at a lower rate than the standard overtime allowance, wider eligibility for shift duty allowance and typhoon allowance, and slight relaxations in the criteria governing the payment of honoraria for prolonged overtime work in exceptional circumstances.

2.8 Our recommendations were accepted by the Government in principle and will be implemented in stages during the 1984/85 financial year.

### Review of Job-related Allowances

2.9 We said in paragraph 3.4 of our last progress report that we would study certain conditions of service as part of our programme for 1983. The first item we examined during the year was the principles and practices governing the payment of job-related allowances in the civil service. Following a preliminary study of the background to the payment of these allowances in the civil service and the practice of paying employees allowances in similar circumstances in the private sector, we issued a consultative document in October 1983 seeking the views of civil service staff associations, departmental managements, the Administration and interested organisations in the private sector. At the end of the year, we were actively engaged in considering the views of the respondents and in formulating our recommendations. We expect to complete the review in 1984 and the results will be submitted to His Excellency the Governor.

### Advice on Individual Conditions of Service

2.10 Our terms of reference were revised in July 1982 to enable us to review and advise on those conditions of service which are relevant to the determination of the civil service remuneration package, including proposals to introduce new benefits or to change existing benefits. During the year, we were asked to advise on two proposals for the revision of existing conditions of service. These are explained in the following paragraphs.

### Revision of the Multiplying Factor in the Commutation of Pensions

2.11 We were asked to consider a proposal by the Administration to revise the multiplying factor used in the commutation of pensions from  $12\frac{1}{2}$  to 14. When a civil servant retires and is granted a pension, he is allowed to commute a portion of his pension as a lump-sum gratuity. As a result of an improvement in the life expectancy of the Hong Kong population over the years, which affects the total value of the pension a civil servant receives, the Administration found it advisable to revise the multiplying factor used in the calculation of the lump-sum gratuity to ensure that it would be of the same value as the portion of the pension it replaces. The old factor of  $12\frac{1}{2}$  was adopted in 1954 and the proposed new factor, determined on the basis of actuarial calculations, was 14. We supported the proposed revision.

### Chinese New Year Salary Advance Scheme

2.12 In order to help civil servants to meet the additional financial commitments that tend to arise during the Chinese New Year period, there is a Chinese New Year Salary Advance Scheme under which civil servants receive an early payment of the current month's salary or an interest-free advance payment of half the following month's salary, depending on when Chinese New Year occurs. Our advice was sought on a proposal by the Administration to rationalise the arrangements governing the operation of the scheme and to ensure that assistance would be made available only to those who were in real need.

2.13 The modifications proposed were that an advance of a portion of salary should be made available to lower-paid and middle-rank civil servants prior to every Chinese New Year, and that the advance should be repaid immediately after the Chinese New Year by three equal monthly instalments without interest. No advance should be given to senior officers. We saw no objection to the Administration's proposal.

### Review of the Maximum Pay of First Ranks

2.14 As a follow-up to our review of educational qualification benchmarks, the results of which were given in Report No. 8, we undertook a review of the maximum pay for the first ranks of the various qualification groups and, in particular, the Matriculation, Diploma and Higher Diploma groups of grades.

2.15 The normal pay scales for the first ranks of these groups are as follows :

Matriculation	MPS 14 - 30
Diploma	MPS 14 - 25
Higher Diploma	MPS 17 - 27

(The normal pay scale for the first rank of grades whose entry qualification is a pass degree is MPS 20 - 31)

The benchmark entry points for the relevant educational qualifications are determined basically with reference to the level of starting pay for jobs in the private sector to which holders of similar educational qualifications are recruited and this is adjusted to take account of differences in private sector and civil service pay practices. The maximum pay for the entry rank in each group is determined by relating it to

the existing pay scale of one or more of the major grades within the group, and adjusted where necessary in the light of any private sector evidence or other relevant factors.

2.16 We have noted the differences between the maximum pay points of the first ranks of the Matriculation, the Diploma and the Higher Diploma groups of grades and there have been suggestions that they need to be rationalised. However we have not found a better alternative to the current method of determining the maximum pay of the first ranks of these groups and we have therefore decided not to recommend any change for the time being.

#### Review of Individual Grades

2.17 As in previous years, we were asked to review and advise on the structure and pay scales of individual grades whose circumstances had materially changed or where there had been proven difficulties in recruiting and retaining staff. These cases are summarised in the following paragraphs, and the letters conveying our advice to His Excellency the Governor are reproduced in full in Appendix IV. In all the cases our advice was accepted by the Government.

#### 2.18 Social Work Officer Grade (Appendix IV (1))

We were asked to advise on the structure and pay scales of the Social Work Officer grade in the light of the recommendations made by the Working Party on Social Welfare Manpower that the entry requirements for the grade should be modified to reduce the difficulty of recruiting and retaining suitable staff.

We had no objection to the proposed modification of the entry requirements and the resultant entry point arrangements and incremental progression. We also considered that some improvement in the pay scales of the Social Work Officer grade should be made in order to reduce wastage. With this in mind and having regard to the nature of the work of the grade which, to a certain extent, resembled that of the Education Officer grade, we recommended that the pay scales of the Social Work Officer grade should be brought into line with those of the Education Officer grade as follows :

	<u>Existing</u>	<u>Proposed</u>
Assistant Social Work Officer	MPS 20 - 34	MPS 20 - 37
Social Work Officer	MPS 35 - 40	MPS 38 - 43

	<u>Existing</u>	<u>Proposed</u>
Senior Social Work Officer	MPS 41 - 47	MPS 44 - 47
Chief Social Work Officer	MPS 48 - 51	MPS 48 - 51

2.19 New Grade of Technical Officer (Cultural Services) and Additional Rank in the Curator Grade (Appendix IV (2))

The reclassification of the Curator grade from matriculation to degree level, recommended by us in October 1981, required an examination of the posts in the grade to determine which of them should be included in the new degree-based Curator grade and whether posts in the technical stream could be merged with other grades.

We concluded that a new rank of Chief Curator should be created to complete the structure of the grade. The new rank would accommodate the posts of Planetarium Adviser and Senior Scientific Officer and would enable the one-post grade of Planetarium Adviser to be deleted. The pay scale of the new rank would be MPS 48 - 51.

We also recommended the creation of a new grade of Technical Officer (Cultural Services) in the Polytechnic Higher Diploma, Diploma and Related Grades group to accommodate posts in the technical stream of the Curator grade as well as the twelve posts of Assistant Information Officer II in the Urban Services Department. The pay and structure of this new grade were aligned with those of other grades in the same group as follows :

<u>Rank</u>	<u>Pay Scale</u>
Technical Officer II (Cultural Services)	MPS 14 - 25
Technical Officer I (Cultural Services)	MPS 26 - 32
Senior Technical Officer (Cultural Services)	MPS 33 - 37

2.20 Force Welfare Officer Grade (RHKPF) (Appendix IV (3))

The pay scales of the Force Welfare Officer grade, other than the starting point of the most junior rank, were previously the same as those of the Chief Inspector, Superintendent and Senior Superintendent ranks in the Police.

This link was broken as a result of the revision of the scales for Police ranks in Report No. 2 and our review concluded that the grade's previous parity with the pay structure of the Police ranks should not be restored. Having regard to the nature of work of the grade we recommended that the entry qualification should be revised to a general degree and that the requirement for experience on appointment should be raised from five to ten years. Furthermore, we recommended that the pay scales of the grade should be in line with comparable grades in the degree group as follows :

	<u>Existing</u>	<u>Proposed</u>
Assistant Force Welfare Officer	MPS 31 - 39	MPS 31 - 37
Force Welfare Officer	MPS 40 - 47	MPS 38 - 47
Senior Force Welfare Officer	MPS 48 - 51	MPS 48 - 51

2.21 Manager, Cultural Services Grade (Appendix IV (4))

In Report No. 2, we deferred consideration of a proposal to create a new rank of Chief Manager, Cultural Services in the Manager, Cultural Services grade to replace two existing posts of Chief Executive Officer, pending further consideration of the future development of the grade. Recently we re-examined the need for this new rank in the light of the rapid expansion of the cultural and entertainment services provided by the Urban Council and the Urban Services Department.

Our examination led to the conclusion that a new rank of Chief Manager was needed to provide assistance to the two Assistant Directors in the Cultural Services Sub-Department in policy matters and in the supervision of the work of Managers. We therefore recommended that a new rank of Chief Manager, Cultural Services should be created with a pay scale of MPS 48 - 51. The overall structure and pay scales of the Manager grade would then be as follows :

	<u>Existing</u>	<u>Proposed</u>
Assistant Manager, Cultural Services	MPS 15 - 31	MPS 15 - 31
Senior Assistant Manager, Cultural Services	MPS 32 - 37	MPS 32 - 37

	<u>Existing</u>	<u>Proposed</u>
Manager, Cultural Services	MPS 38 - 47	MPS 38 - 47
Chief Manager, Cultural Services	-	MPS 48 - 51

2.22 Structural Engineer Grade (Appendix IV (5))

Entry to the Structural Engineer grade normally requires corporate membership of either the British Institution of Structural Engineers or the Hong Kong Institution of Engineers (Structural Division). We were advised that the practical experience required for candidates sitting the examinations stipulated by the two professional bodies had been extended from two to three years. Consequently the requirements for appointment to the Assistant Structural Engineer rank were revised to specify three years' practical training. In line with this change, we recommended that the pay scale of the Assistant Structural Engineer rank be revised from MPS 22 - 31 to MPS 23 - 31.

2.23 Judicial Clerk, Law Clerk and Tribunal Officer Grades (Appendix IV (6))

Following a review of the Judicial Clerk, Law Clerk and Tribunal Officer grades we were asked to advise on the revised structure and salary scales of these grades.

2.23.1 Judicial Clerk Grade

The review identified two distinct levels of responsibility within the Senior Judicial Clerk rank and we therefore recommended that the existing rank be divided into two. We also noted that at the Chief Judicial Clerk level, certain posts carried responsibilities which warranted a higher rank. We therefore further recommended the creation of a new rank of Principal Judicial Clerk to undertake these responsibilities. The pay scales and structure which we proposed for the Judicial Clerk grade were as follows :



<u>Existing</u>		<u>Proposed</u>	
Judicial Clerk	MPS 14 - 30	Judicial Clerk	MPS 14 - 30
Senior Judicial Clerk	MPS 31 - 43	( Senior Judicial Clerk II	MPS 31 - 37
		(	
		( Senior Judicial Clerk I	MPS 38 - 43
Chief Judicial Clerk	MPS 44 - 47	Chief Judicial Clerk	MPS 44 - 47
		Principal Judicial Clerk	MPS 48 - 51

2.23.2 Law Clerk Grade

The review also identified two levels of responsibility within the rank of Senior Law Clerk and, as in the case of the Senior Judicial Clerk rank, we recommended the creation of an additional rank. The new structure and pay scales which we proposed for the Law Clerk grade were as follows :

<u>Existing</u>		<u>Proposed</u>	
Law Clerk	MPS 14 - 30	Law Clerk	MPS 14 - 30
Senior Law Clerk	MPS 31 - 37	Senior Law Clerk II	MPS 31 - 37
		Senior Law Clerk I	MPS 38 - 43

2.23.3 Tribunal Officer Grade

We proposed no change in the pay scale of the Tribunal Officer grade (MPS 31 - 43). However, as practical experience was as important as formal educational qualifications for appointment to this grade, we proposed that the Tribunal Officer grade be transferred to the "Other Grades" group which is composed of grades for which academic qualifications are not the major, or only, pre-requisite for appointment.

2.24 New Grade of Welfare Worker (Appendix IV (7))

We were informed that the Director of Social Welfare, in order to alleviate the shortage of trained social workers, had identified a number of jobs in the social work field which could be satisfactorily performed by staff with no

formal social work qualification, thereby freeing Social Work Assistants for other duties. As it was considered inappropriate to use general grade staff or other grades in the Social Welfare Department to perform these tasks, we accepted the proposal to create a new grade of Welfare Worker at the School Certificate level.

Having regard to the entry requirements and the proposed duties and responsibilities of the Welfare Worker grade we recommended that the structure and the pay scales of the grade should be as follows :

<u>Rank</u>	<u>Pay Scale</u>
Welfare Worker	MPS 9 - 20
Senior Welfare Worker	MPS 21 - 25

#### 2.25 House Service Inspector Grade (Appendix IV (8))

We received the results of a study examining the possibility of merging the House Service Inspector grade with appropriate ranks in the Works Supervisor grade. The results showed that although the duties of the House Service Inspector grade and the Works Supervisor grade were comparable in many respects, there were considerable differences in the way the staff of the two grades performed their duties, and there were also significant differences in the structure of the two grades. In the circumstances, we considered it impracticable to merge the House Service Inspector grade with the Works Supervisor grade.

As the requirement for direct appointment to the House Service Inspector grade is a relevant certificate issued by the Polytechnic or a Technical Institute we recommended that the starting pay of the grade should be aligned with that of the first rank of grades requiring a similar entry qualification in Group II of the Technical Inspectorate and Related grades. Taking into account the more demanding nature of the work of the House Service Inspectors and the need for the staff to work independently we recommended that the pay scale for the grade should be revised as follows :

	<u>Existing</u>	<u>Proposed</u>
House Service Inspector	MPS 13 - 19	MPS 12 - 20

2.26 Immigration Service Grade (Appendix IV (9))

We were asked to review the Immigration Assistant grade and the Assistant Immigration Officer and Immigration Officer ranks in the light of changes in the nature and scope of duties of the Immigration Service during the past few years.

2.26.1 Immigration Assistant Grade

We noted that the duties of the Immigration Assistant grade had become more demanding and their responsibilities heavier as a result of the delegation of some routine duties from the Immigration Officer grade to the Immigration Assistant grade. We therefore considered that an adjustment of the pay scales of the grade was warranted. Having regard to the differences in the pay of the grade as compared with the rank and file of the other disciplined services, we recommended that the pay scales of the Immigration Assistant grade should be revised as follows :

	<u>Existing</u>	<u>Long Service Increment</u>	<u>Proposed</u>	<u>Long Service Increment</u>
Immigration Assistant	DPS(R) 1 - 13	14, 15	DPS(R) 3 - 16	17, 18
Senior Immigration Assistant	DPS(R) 14 - 21	-	DPS(R) 17 - 25	-

2.26.2 Assistant Immigration Officer and Immigration Officer Ranks

The Director of Immigration had proposed a revision of the basic entry requirement for the Immigration Officer grade from school certificate to matriculation level and a corresponding adjustment in the pay scales of the Assistant Immigration Officer and Immigration Officer ranks. However, we noted that there were no recruitment and retention problems in the case of these ranks and since it would be some time before the devolution of duties from the Immigration Officer grade to the Immigration Assistant grade could be fully assessed, we recommended no change in the entry requirement and pay scales of the Assistant Immigration Officer and Immigration Officer ranks.

Creation of New Ranks

2.27 During the period covered by this Report we also examined and endorsed a number of proposals for the creation of new ranks in existing grades on which the Administration sought our advice. Details are given below :

<u>Grade</u>	<u>New Rank</u>	<u>Pay Scale</u> <u>MPS</u>	<u>Date of</u> <u>Endorsement</u>
Amenities Officer	Chief Amenities Officer	44 - 47	28 January 1983
Landscape Architect	Assistant Landscape Architect	20 - 31	27 May 1983
	Senior Landscape Architect	48 - 51	27 May 1983
Dental Therapist	Senior Dental Therapist	28 - 32	27 May 1983
Archivist	Senior Assistant Archivist	32 - 37	24 June 1983