

Standing Committee on Disciplined Services Salaries and Conditions of Service

Report on the Grade Structure Review for the Disciplined Services Grades

June 2021

紀律人員薪俸及服務條件常務委員會
Standing Committee on Disciplined Services Salaries and Conditions of Service

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23 June 2021

The Honourable Mrs Carrie Lam Cheng Yuet-ngor, GBM, GBS
The Chief Executive
Hong Kong Special Administrative Region
People's Republic of China

Dear Madam,

On behalf of the Standing Committee on Disciplined Services Salaries and Conditions of Service, I have the honour to submit our Report, which contains the findings and recommendations of this Committee and the Standing Committee on Directorate Salaries and Conditions of Services, on the grade structure review for the disciplined services grades.

Yours faithfully,



(Dr Chui Hong-sheung)
Chairman

Standing Committee on Disciplined Services
Salaries and Conditions of Service

Encl.

Standing Committee on Disciplined Services Salaries and Conditions of Service

**Report on the Grade Structure Review
for the Disciplined Services Grades**

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Abbreviations

A&E	Accident and Emergency
AA	Additional Allowance
AAE	Assistant Aircraft Engineer
AC	Assistant Commissioner
ACACO	Assistant Commission Against Corruption Officer
ACMO	Air Crewman Officer
AD	Assistant Director
AE	Aircraft Engineer
Ambm	Ambulanceman
AmO	Ambulance Officer
AO	Assistant Officer
AOSGB	Administrative Officer Staff Grade B
AOSGC	Administrative Officer Staff Grade C
AT	Aircraft Technician
C of C&E	Commissioner of Customs and Excise
C&E	Customs and Excise
C&ED	Customs and Excise Department
CAC	Commission Against Corruption
CACC	Commission Against Corruption Controller
CACI	Commission Against Corruption Investigator
CACI(MS)	Commission Against Corruption Investigator (Main Stream)
CACO	Commission Against Corruption Officer
CAD	Civil Aviation Department
CAE	Chief Aircraft Engineer
CAO	Chief Ambulance Officer
CCS	Commissioner of Correctional Services
CE	Chief Executive
CFA	Chief Forensic Accountant

CFO	Chief Fire Officer
CIA	Chief Immigration Assistant
CIC	Castle Peak Bay Immigration Centre
CO	Customs Officer
Controller, GFS	Controller, Government Flying Service
CP	Commissioner of Police
CPD	Corruption Prevention Department
CRD	Community Relations Department
CSB	Civil Service Bureau
CSD	Correctional Services Department
CSEPs	Civil service eligible persons
CSI	Correctional Services Industries
CSP	Chief Superintendent of Police
CSPF	Civil Service Provident Fund
CSPHQ	Civil Service Public Housing Quota
CSR	Civil Service Regulation
D of FS	Director of Fire Services
D of Imm	Director of Immigration
D of Ops	Director of Operations
D1	Directorate Pay Scale Point 1
DC	Deputy Commissioner
DC of C&E	Deputy Commissioner of Customs and Excise
DCAO	Deputy Chief Ambulance Officer
DCC	Departmental Consultative Committee
DCP	Deputy Commissioner of Police
DD	Deputy Director
DD of Imm	Deputy Director of Immigration
DH	Department of Health
Directorate Committee	Standing Committee on Directorate Salaries and Conditions of Service

DO	Divisional Officer
DOO	Day Orderly Officer
DQ	Departmental quarter
DS(C)	Disciplined Services (Commander) Pay Scale
DS(O)	Disciplined Services (Officer) Pay Scale
DS(R)	Disciplined Services (Rank and File) Pay Scale
DSOA	Disciplined Services Overtime Allowance
EDADS	Extra Duties Allowance for Disciplined Services
EMA	Emergency Medical Assistant
EN	Enrolled Nurse
FA	Forensic Accountant
FDW	Five-day week
FE	Further employment
FHB	Food and Health Bureau
Fn	Fireman
FSD	Fire Services Department
FSI	Fire service installation
FSTB	Financial Services and the Treasury Bureau
GDS(C)	General Disciplined Services (Commander) Pay Scale
GDS(O)	General Disciplined Services (Officer) Pay Scale
GDS(R)	General Disciplined Services (Rank and File) Pay Scale
GFS	Government Flying Service
GOPCs	General Out-patient Clinics
GSR	Grade Structure Review
HA	Hospital Authority
HKAR	Hong Kong Aviation Requirements
HKPF	Hong Kong Police Force
HKSAR	Hong Kong Special Administrative Region

HOS	Home Ownership Scheme
HPS	Home Purchase Scheme
HQs	Headquarters
I&VT Section	Industries and Vocational Training Section
IA	Immigration Assistant
ICAC	Independent Commission Against Corruption
ICE	Incremental Credit for Experience
IJ	Incremental jump
ImmD	Immigration Department
Inst	Instructor (Correctional Services)
IO	Immigration Officer
IO(CS)	Industrial Officer (Correctional Services)
IOD	Injury on duty
IP	Inspector of Police
IP/SP	Police Inspector/Superintendent
IPR	Intellectual property rights
IPS	Independent Commission Against Corruption Pay Scale
JPO	Junior Police Officer
JRA	Job-related Allowance
LDA	Leave deduction arrangement
LEA	Local Education Allowance
LegCo	Legislative Council
LSI	Long Service Increment
MC	Mobilising and Communications
Mod Scale 1	Model Scale 1 Pay Scale
MOE	Means of escape
MPS	Master Pay Scale
MRCC	Hong Kong Maritime Rescue Co-ordination Centre
NCAS	Non-accountable Cash Allowance Scheme

NSD	National Security Department
OEA	Overseas Education Allowance
OHCs	Occupational Health Centres
OpsD	Operations Department (ICAC)
OT	Overtime
PC	Police Constable
PDA	Post-dispatch advice
PI	Pilot I
PIC	Person in custody
PII	Pilot II
PLS	Pay Level Survey
PO	Principal Officer
PPS	Police Pay Scale
PTI	Pay trend indicators
PTS	Pay Trend Survey
PV	Photovoltaic
RN	Registered Nurse
RSA	Remote Station Allowance
SA	Special Allowance
SACP	Senior Assistant Commissioner of Police
SAD	Senior Assistant Director
SAE	Senior Aircraft Engineer
SAT	Senior Aircraft Technician
SB	Security Bureau
SCACC	Senior Commission Against Corruption Controller
SCS	Secretary for the Civil Service
SDO	Senior Divisional Officer
SDSC	Special Disciplined Services Contribution
SFn(C)	Senior Fireman (Control)
SGT	Police Sergeant

SIA	Senior Immigration Assistant
SIP	Senior Inspector of Police
SP	Superintendent of Police
SPEO	Senior Principal Executive Officer
SQ	Special quota
SSCPS	Surviving Spouses' and Children's Pensions Scheme
SSGT	Police Station Sergeant
SSP	Senior Superintendent of Police
SSS	Starting Salaries Survey
SStnO	Senior Station Officer
Standing Committee	Standing Committee on Disciplined Services Salaries and Conditions of Service
StnO	Station Officer
StnO(C)	Station Officer (Control)
StnO(O)	Station Officer (Operational)
Supt	Superintendent
TI	Technical Instructor (Correctional Services)
TIP	Trafficking in persons
USM	Unified screening mechanism
WOPS	Widows and Orphans Pension Scheme

Executive Summary

1. In November 2018, the Standing Committee on Disciplined Services Salaries and Conditions of Service (the Standing Committee) accepted the invitation of the Government of the Hong Kong Special Administrative Region (HKSAR) (the Government) to conduct a grade structure review (GSR) for the disciplined services grades, covering the Hong Kong Police Force (HKPF), the Immigration Department (ImmD), the Government Flying Service (GFS), the Fire Services Department (FSD), the Customs and Excise Department (C&ED), the Correctional Services Department (CSD) and the Independent Commission Against Corruption (ICAC). Comprising 29 grades and over 100 ranks, the disciplined services altogether have some 63 000 disciplined services staff members.

2. Having considered the Government's invitation, the Standing Committee has focused its attention on the pay scale and structure of each of the grades and ranks in the disciplined services (including the Rank and File, the Officer cadre and the directorate ranks). The Standing Committee has also examined certain issues that fall outside the scope of the GSR but are definitely relevant to the effective and efficient performance of the disciplined services and have attracted keen staff's concerns, and referred them to the Government for attention or follow-up.

3. As in the previous reviews, we have provided opportunities for all stakeholders, including the managements, the staff bodies as well as individual staff members, to express their views, whether in writing or during meeting sessions. In the course of this review, besides inviting the managements and the staff sides of disciplined services to make submissions and express views, we have organised 19 visits to the seven disciplined services departments/agencies and held a good number of meetings with the managements as well as staff bodies (most of which held as part of the visits to the disciplined services departments/agencies). We have received a total of 3 873 submissions (including 408 submissions from the managements, the staff bodies and individual staff members of disciplined services as well as 3 465 similar/identical letters supporting the views of the respective staff associations). We have also received 1 385 submissions from the public (mostly in the form of standard template) although we have not proactively solicited views from the public under the existing modality for conducting the GSR. All submissions received and views expressed were considered in their entirety by the Standing Committee. Besides, we conducted a final round of meetings with the managements and the staff bodies of disciplined

services to exchange views on the preliminary recommendations before finalising this Report.

4. In conducting the GSR, we are guided by our terms of reference. We are mindful of the fact that the disciplined services are an integral part of the civil service of the HKSAR, and the Government's pay policy for the civil service is to offer sufficient remuneration to attract, retain and motivate staff of a suitable calibre to provide the public with effective and efficient public services for the community; and to ensure that such remuneration is regarded as fair by both civil servants and the public they serve through broad comparability between civil service and private sector pay. We have adopted a common set of guiding principles and parameters in examining the issues, deliberating views and formulating recommendations, having due regard to all relevant considerations and factors.

5. During the GSR, we have looked into the uniqueness and characteristics of each of the disciplined services, with particular regard to the major changes and challenges in their operating environment since the last GSR in 2008, as well as the general trend of recruitment, retention, career progression, staff management and morale situation of disciplined services grades and ranks over the recent years. We have taken into account all relevant information and considerations, and made our best judgement after balancing all factors. We have also worked closely with the Standing Committee on Directorate Salaries and Conditions of Service (the Directorate Committee), which accepted the Government's invitation to advise on the salaries and conditions of service of the Heads of the seven disciplined services departments/agencies in November 2018.

6. The entire GSR for the disciplined services grades was originally expected to be completed in about 18 months. However, as a result of the spate of public order and violence events in 2019 and the COVID-19 pandemic, a number of scheduled visits to the disciplined services departments/agencies as well as meetings with the managements and staff sides had to be postponed and rearranged. Furthermore, as the GSR covers all the disciplined services grades and ranks in each of the disciplined services and we have received a substantial number of views and comments on the pay and conditions of service of the disciplined services, we have taken considerable time to draw up the recommendations.

7. We have now set out our key findings, considerations and recommendations in this Report. The Directorate Committee's findings

and recommendations related to the Heads of Disciplined Services have also been incorporated into this Report. If these recommendations are endorsed, the majority of the disciplined services staff would have their remuneration packages suitably enhanced in both the short and long terms, and the whole community would benefit from the long-term, healthy development of the disciplined services.

8. We would like to take this opportunity to convey our profound respect and sincere gratitude to the disciplined services. Over the past decade, Hong Kong has experienced great changes and unprecedented challenges in the social, economic, political and technological landscapes, in particular the spate of public order and violence events in 2019 and the COVID-19 pandemic. All these have added stress and complexity to the jobs of the disciplined services. Without the professionalism and exemplary services of the disciplined services (and, one has to add, other parts of the civil service), Hong Kong would not have been as stable and smooth functioning as it was in the past few tumultuous years.

Summary of Recommendations

9. A summary list of the GSR's recommendations is set out below –

Pay Scales	<u>Paragraph</u> Chapter 10
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Pay scales for disciplined services grades (other than those of the ICAC)

- | | | |
|-------|---|-------|
| R10.1 | We recommend the following enhancements to the pay scales for the Junior Police Officer (JPO) grade of HKPF – | 10.10 |
| | (a) raising the scale minimum by one pay point and the scale maximum by two pay points for the recruitment rank, i.e. the Police Constable (PC) rank; | |
| | (b) raising the scale minimum by two pay points and the scale maximum by four pay points for the second tier rank, i.e. the Police Sergeant rank; and | |

Paragraph

- (c) raising the scale minimum by two pay points and the scale maximum by three pay points for the top tier rank, i.e. the Police Station Sergeant (SSGT) rank.
- R10.2 We recommend the following enhancements to the pay scales for the Police Inspector/Superintendent (IP/SP) grade of HKPF – 10.10
- (a) raising the scale minima and scale maxima of non-directorate ranks by one pay point; and
- (b) raising the scale maximum of the Chief Superintendent of Police (CSP) rank, by adding a new increment to the Police Pay Scale (PPS) 55 (i.e. PPS 55(5)).
- R10.3 We recommend the following enhancements to the pay scales for the Rank and File grades, other than the JPO grade of HKPF and the Immigration Assistant (IA) grade of ImmD – 10.10
- (a) raising the scale minima by one pay point and the scale maxima by two pay points for all recruitment ranks;
- (b) raising the scale minima and scale maxima by two pay points for all second tier ranks; and
- (c) raising the scale minima by two pay points and the scale maxima by three pay points for all top tier ranks.
- R10.4 We recommend the following enhancements to the pay scales for the non-directorate Officer grades, other than the IP/SP grade of HKPF – 10.10
- (a) raising the scale minima and scale maxima by one pay point for all recruitment ranks, except for the Cadet Pilot rank of the Pilot grade of

GFS with its pay scale remaining unchanged, and the Immigration Officer (IO) rank of the IO grade of ImmD, and the Station Officer (Control) (StnO(C)) rank of the StnO/Divisional Officer grade and the Ambulance Officer (AmO) rank of the AmO grade of FSD with their scale minima to be raised by two pay points and scale maxima by one pay point; and

- (b) raising the scale minima and scale maxima by one pay point for all promotion ranks, except for the Senior Aircraft Engineer (SAE) rank of the Aircraft Engineer (AE) grade of GFS (see R10.6 below).

R10.5 We recommend enhancing the pay scales for the IA grade of ImmD – 10.12

- (a) for the recruitment rank, i.e. the IA rank, raising the scale minimum and scale maximum by two pay points. The uplifted scale minimum is to be pitched at a new pay point on the General Disciplined Services (Rank and File) Pay Scale (GDS(R)) (i.e. GDS(R)4a), with a dollar value set at around the mid-point between GDS(R)4 and GDS(R)5;
- (b) for the second tier rank, i.e. the Senior IA rank, raising the scale minimum and scale maximum by two pay points; and
- (c) for the top tier rank, i.e. the Chief IA rank, raising the scale minimum and scale maximum by two and four pay points respectively. The uplifted scale maximum is to be pitched at a new pay point on GDS(R) (i.e. GDS(R)31a), with a dollar value set at around the mid-point between the newly created GDS(R)31 and 32.

	<u>Paragraph</u>
R10.6 We recommend raising the scale minimum and scale maximum of the SAE rank by one and two pay points respectively.	10.16
R10.7 We recommend rejecting proposals on the establishment of independent pay scales for disciplined services staff of FSD or CSD staff working in the hospital section.	10.17
R10.8 Having regard to the recommendations on enhancing the pay scales for the Rank and File grades, we recommend creating three new pay points on GDS(R) above the existing top pay point in the GDS(R) (i.e. GDS(R)29) with an incremental creep set at 5% (i.e. GDS(R)30, GDS(R)31 and GDS(R)32) and at the same time, creating a new pay point on PPS (i.e. PPS 33a) set at a dollar value of around the mid-point between PPS 33 and 34 as the new scale maximum of the SSGT rank of HKPF.	10.19
R10.9 Having regard to the recommendations on enhancing the pay scales for the Officer grades, we recommend –	10.21
(a) creating one new pay point PPS 54b on PPS at about 2.5% above the PPS 54a as the new scale maximum of the Senior Superintendent of Police rank, and creating a new increment PPS 55(5) with a dollar value set at around the mid-point between PPS 56(1) and 55(4) as the new scale maximum of the CSP rank; and	
(b) creating one new pay point General Disciplined Services (Officer) Pay Scale (GDS(O))40 at about 2% above GDS(O)39 as the new scale maxima of the top tier of non-directorate ranks of the Officer grades on GDS(O).	
R10.10 We recommend recalibrating PPS 20 to 30 with a more even incremental creep ranging from 3% to 5%	10.22

	<u>Paragraph</u>
for the purpose of maintaining the internal relativities on pay among disciplined services.	
R10.11 We recommend rejecting various proposals related to the pay scales for individual grades.	10.23
<u>Parity of pay</u>	
R10.12 We recommend rejecting proposals of raising the pay for disciplined services grades solely or primarily on the ground of pay parity or maintaining or enhancing the pay advantage over a particular grade.	10.24
<u>General disciplined services pay scales</u>	
R10.13 We recommend rejecting the proposals of standardising/increasing/rationalising the incremental size of GDS(R) and GDS(O), and reducing the number of increments on the two pay scales the stated aim of which is solely or primarily to narrow the pay difference between disciplined services and their civilian counterparts or to achieve pay parity among the disciplined services.	10.25
R10.14 We recommend rejecting the proposals of combining GDS(R), GDS(O) and General Disciplined Services (Commander) Pay Scale (GDS(C)) into a single pay scale.	10.26
R10.15 We recommend removing the references to “General” from the names of the three pay scales, viz. renaming GDS(R), GDS(O) and GDS(C) as “Disciplined Services (Rank and File) Pay Scale”, “Disciplined Services (Officer) Pay Scale” and “Disciplined Services (Commander) Pay Scale” respectively.	10.27
<u>Removal of pay points</u>	
R10.16 We recommend removing four redundant or obsolete pay points (i.e. PPS 1a, GDS(R)1a, GDS(O)1c and GDS(O)1d) from the respective pay scales.	10.28

Pay scales for the ICAC grades

R10.17 We recommend enhancing the pay scales for the ICAC grades – 10.32

- (a) for all non-directorate ranks, raising the scale minima and scale maxima by one pay point, except for the Commission Against Corruption Controller (CACC) rank (see (b) below), and Assistant Commission Against Corruption Officer (ACACO) and Commission Against Corruption Investigator (Main Stream) ranks (both presently remunerated at ICAC Pay Scale (IPS) 4 to 14) with their scale minima and scale maxima be raised by one and two pay points respectively, i.e. their new pay scales should be pitched at IPS 5 to 17¹; and
- (b) for the CACC rank, raising the scale minimum by three pay points and introducing an additional pay point at IPS 23 as the scale maximum to plug the existing one-point pay gap between the CACC rank and the Senior CACC rank.

R10.18 Having regard to the recommendations on enhancing the pay scales for the ICAC grades, we recommend creating a new pay point IPS 44b with a dollar value set at about 2% above IPS 44a and equivalent to the newly created GDS(O)40 as the new scale maxima of the top tier ranks of the Commission Against Corruption Officer and Forensic Accountant grades. 10.33

Pay scales for directorate officers

R10.19 We recommend maintaining the current pay for disciplined services directorate officers, except for the CSP rank of HKPF with a new increment PPS 55(5) to be created as the new scale maximum of the rank. 10.36

¹ IPS 15 is not a point for progression for the two ranks.

	<u>Paragraph</u>
<u>Multiple entry and entry qualifications</u>	
R10.20 We recommend rejecting the proposals of introducing multiple entry points for the purpose of recognising the higher qualifications of new recruits.	10.39
R10.21 We recommend introducing an additional entry point at GDS(R)6 for new recruits with valid and recognised Enrolled Nurse (or Registered Nurse) qualifications for the Assistant Officer (AO) II rank of CSD.	10.40
R10.22 We recommend maintaining the entry qualifications for the Air Crewman Officer (ACMO) III rank and the Aircraft Technician (AT) rank of GFS.	10.41
<u>Through scale arrangement</u>	
R10.23 We recommend rejecting the proposals of extending the through scale arrangement in the disciplined services.	10.45
R10.24 We recommend rejecting the proposals of reinstating the pre-2008 form of through scale arrangement for the Senior Inspector of Police/Inspector of Police (IP) ranks of HKPF and the Senior Station Officer/StnO ranks of FSD.	10.45

Increments

Chapter 11

Incremental jumps

R11.1 We recommend granting one additional incremental jump (IJ) to the AOII rank of CSD, Customs Officer (CO) rank of C&ED, and Fireman (Fn) and Ambulanceman (Ambm) ranks of FSD upon completion of two years of satisfactory in-rank service.	11.10
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		<u>Paragraph</u>
R11.2	We recommend granting one additional IJ to the PC rank of HKPF upon completion of three years of satisfactory in-rank service.	11.10
R11.3	We recommend granting two additional IJs to the IA rank of ImmD, one upon completion of two years of satisfactory in-rank service, and the other, five years and passing a qualifying examination for promotion.	11.10
R11.4	We recommend granting one additional IJ to the StnO(Operational) and StnO(C) ranks of FSD upon completion of two years of satisfactory in-rank service.	11.11
R11.5	We recommend granting two additional IJs to the IP rank of HKPF upon completion of three years of satisfactory in-rank service.	11.12
R11.6	We recommend granting one additional IJ to the ACACO rank of ICAC upon commencement of the second agreement.	11.13
R11.7	We recommend granting a maximum of two IJs to the AE rank of GFS who have obtained specified professional qualifications.	11.15
R11.8	We recommend granting a maximum of two IJs to the AT rank of GFS who have obtained specified approval/authorisation.	11.15
R11.9	We recommend replacing the existing four IJs of the Pilot II (PII) rank of GFS by granting two IJs to PIIs upon their completion of three years of satisfactory in-rank service, and two IJs to the Pilot I rank upon completion of two years and five years of satisfactory in-rank service respectively.	11.16
R11.10	We recommend maintaining the existing IJ arrangement for the ACMOIII rank of GFS.	11.17

	<u>Paragraph</u>
<u>Long service increments</u>	
R11.11 We recommend granting one additional long service increment to the AOII, CO, Fn, Ambm, IA and PC ranks upon completion of 36 years of satisfactory in-rank service.	11.21
<u>Increments for directorate officers</u>	
R11.12 We recommend maintaining the current arrangement of granting increments to the disciplined services directorate officers on a biennial basis.	11.26
R11.13 We recommend maintaining the existing number of incremental points for the disciplined services directorate officers except for the CSP rank of HKPF.	11.28
Non-fringe Benefit Types of Allowances	Chapter 12
<u>Job-related Allowances (JRAs)</u>	
R12.1 We recommend maintaining the existing rates and the current calculation method of individual JRAs, i.e. pegging the payment rate to the current fixed pay point.	12.4
R12.2 We recommend maintaining the current set of qualifying frequency thresholds of individual JRAs.	12.5
R12.3 We recommend maintaining the existing scope of eligibility of individual JRAs but suggest that the departmental managements concerned examine the proposals in detail in consultation with the Civil Service Bureau (CSB), the Security Bureau (SB) and the Financial Services and the Treasury Bureau (FSTB) where appropriate.	12.6
R12.4 We recommend maintaining the existing numbers of tiers of individual JRAs but suggest that the FSD management examine the proposals in detail in	12.7

Paragraph

consultation with CSB, SB and FSTB where appropriate.

- | | | |
|-------|--|-------|
| R12.5 | We are prepared to offer views on the proposals of introducing an Extra Duties Allowance for Disciplined Services for officers who perform nursing support duties regularly in institutional hospitals managed by CSD and introducing a new JRA for personnel regularly working in an enclosed and isolated environment (including those working in institutions of CSD) and for Immigration staff regularly working in Castle Peak Bay Immigration Centre and Ma Tau Kok Detention Centre, when invited by the Government in accordance with the established mechanism. | 12.10 |
| R12.6 | We are prepared to offer views on the proposals of introducing new JRAs for FSD duties that require special competence and specialist training, or for staff who are susceptible to exceptional risks and hardship and will invariably have to shoulder heavier responsibilities, when invited by the Government in accordance with the established mechanism. | 12.11 |
| R12.7 | We are prepared to offer views on the proposal of introducing a new JRA for Immigration staff taking part in dispatch operations outside Hong Kong to provide assistance to Hong Kong residents in distress, when invited for views by the Government in accordance with the established mechanism. | 12.12 |
| R12.8 | We recommend maintaining a central approving mechanism for JRAs in which the approving authority (on a service-wide or on an individual basis) is vested in the Secretary for the Civil Service (SCS). | 12.16 |

Disciplined Services Overtime Allowance (DSOA)

- | | | |
|-------|---|-------|
| R12.9 | We recommend maintaining the existing arrangement of DSOA (including the hourly rate and scope of eligibility). | 12.20 |
|-------|---|-------|

Paragraph

Acting allowance

- R12.10 We recommend maintaining the existing minimum qualifying period of 30 calendar days for the payment of acting allowance for the disciplined services and the central approving mechanism in which payment of an acting allowance to any officer in the civil service (including all disciplined services staff) in circumstances other than specified in the Civil Service Regulation is at the discretion of the SCS. 12.23

Local subsistence allowance

- R12.11 We recommend maintaining the current principles governing and calculation method adopted for the payment of local subsistence allowance. 12.25

Grade Structure and Manpower Support

Chapter 13

Change in grade structure

- R13.1 We recommend maintaining the current grade structure of the ACMO and AT grades of GFS. 13.4
- R13.2 We recommend that the GFS management conduct a comprehensive review on the structure of the ACMO and AT grades including the number of posts at each rank and their functions. 13.5
- R13.3 We recommend maintaining the current structure of the Instructor (Correctional Services), Technical Instructor (Correctional Services) and AO grades of CSD. 13.6

Ranking and manpower support

- R13.4 The Directorate Committee recommends upgrading the post of Controller, GFS from Directorate Pay Scale Point 3 (D3) equivalent to D4 equivalent, and creating a new pay point equivalent to D4 (i.e. GDS(C)3a) between GDS(C)3 and GDS(C)4 as a 13.13

Paragraph

consequential arrangement (as well as an incremental scale).

- | | | |
|-------|---|---------------------|
| R13.5 | The Directorate Committee recommends that the ranking of the Director of Immigration and the Commissioner of Customs and Excise remain at the present D6 equivalent level. | 13.14 |
| R13.6 | We recommend that the posts of Deputy Director of Immigration and Deputy Commissioner of Customs and Excise remain at the present D3 equivalent level. | 13.14 |
| R13.7 | We support creating one additional Deputy Director/Deputy Commissioner post each in ImmD, FSD, C&ED and CSD, all pitched at GDS(C)3 (i.e. D3 equivalent). | 13.17 |
| R13.8 | We recommend that the departmental managements of HKPF, ImmD, C&ED, CSD and ICAC further develop proposals involving the creation of directorate posts or upgrading of non-directorate posts to the directorate level. We are prepared to consider these proposals in a positive light when invited to offer views by the Government. | 13.18
&
13.19 |

Conditions of Service and Other Matters

Chapter 14

Medical and dental benefits

- | | | |
|-------|---|------|
| R14.1 | We flag up the staff's concerns and proposals in relation to the enhancements to both the quality and quantity of civil service medical and dental services for the Government's attention, and encourage CSB and other relevant parties to consider, as a matter of priority, practicable measures to effectively improve the civil service medical and dental services. | 14.5 |
| R14.2 | We convey the proposals and staff's concerns in relation to the improvement to the medical treatment to staff who sustain injury on duty (IOD) to CSB for | 14.6 |

Paragraph

consideration, and urge the Bureau to keep in view and consider measures that can improve the medical services provided to cater for the needs of IOD staff. In particular, we recommend that in consultation with the Hospital Authority, CSB may examine how the services available at General Out-patient Clinics to disciplined services staff sustaining duty-related minor injuries can be strengthened.

- R14.3 We convey the proposals and staff's concerns in relation to the provision of post-retirement medical and dental benefits to civil servants appointed on or after 1 June 2000 to the Government for consideration. 14.7
- R14.4 We convey the proposals and staff's concerns in relation to the extension of post-service medical and dental benefits to agreement terms staff retiring from ICAC to the Government for consideration. 14.8
- R14.5 We recommend making available life-long medical and dental benefits to ICAC staff (regardless of their appointment terms and when they joined the service) invalidated as a result of IOD. 14.9

Housing benefits

- R14.6 We convey the proposals and staff's concerns in relation to departmental quarters (DQs) to SB and the departmental managements of disciplined services for consideration, and urge them to actively explore options to increase the supply and meet the higher expectation on the facilities of DQs if this is considered justified. 14.14
- R14.7 We convey the proposals and staff's concerns in relation to service-wide housing benefits to CSB for further study, and will be pleased to give views when invited to do so by the Government. 14.15

	<u>Paragraph</u>
R14.8 We convey the staff's concerns that their stay in DQs should not be curtailed solely because the pay scales applicable to them are uplifted upon the implementation of the suggested adjustments to the respective pay scales to the Government for consideration of appropriate measures to address them.	14.16

Education allowances

R14.9 We convey the proposals and staff's concerns in relation to education allowances to CSB for consideration, and will be pleased to give views when invited to do so by the Government.	14.19
R14.10 We urge the Government to work with the relevant parties and take practical measures with the aim of enabling children of staff to be free from harm within and outside the classroom and to provide every assistance to staff and their children.	14.21

Other fringe benefits

R14.11 We convey the proposals and staff's concerns in relation to other fringe benefits (i.e. vacation leave entitlement and retirement benefits) to CSB for consideration, and will be pleased to give views when invited to do so by the Government.	14.25
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Retirement age

R14.12 We suggest that CSB keep the issue in relation to retirement age under constant review and consider adjustment, if needed, in the light of the prevailing circumstances.	14.29
R14.13 We convey the proposals of delegating to the Commissioner of Police the authority for approving continued service of a staff member who has reached his/her normal/prescribed retirement age to CSB for consideration.	14.30

Paragraph

Conditioned hours of work

- R14.14 While noting the established practice that any proposals for reduction of the conditioned hours of work is subject to the fulfilment of three pre-requisites, we encourage the departmental managements concerned to examine thoroughly these proposals, and will be pleased to examine and offer views on any detailed proposals after the relevant departmental managements have considered them in detail with CSB, SB and their staff sides and when invited to do so by the Government. 14.36
- R14.15 We convey the proposals of counting the time spent on a variety of ancillary activities towards one's conditioned hours of work to the relevant departmental managements for consideration in consultation with SB, the staff sides and CSB where necessary. 14.37

Five-day week (FDW)

- R14.16 While noting the established practice that any proposal for further migration to the FDW work pattern is subject to the fulfilment of the four pre-requisites, we encourage the departmental managements concerned to examine thoroughly such proposals in consultation with SB, the staff sides and CSB where necessary. 14.38
- R14.17 We request the departmental managements concerned to continue conducting the pilot schemes on revised leave deduction arrangement (LDA) thereby ascertaining the feasibility of revising the LDA for non-FDW staff, in consultation with CSB, SB and the staff sides, subject to the result of the respective pilot schemes and in compliance with the basic principles relevant to the revised LDA. 14.39

	<u>Paragraph</u>
<u>Other matters</u>	
R14.18 We convey the proposals in relation to performance management and promotion to the relevant departmental managements for examination in consultation with CSB, SB and their staff where necessary and follow up under the established civil service policies and mechanism.	14.41
R14.19 We convey the departmental specific proposals to the relevant departmental managements for examination in consultation with CSB, SB and their staff where necessary and follow up under the normal procedures.	14.42
Concluding Remarks	Chapter 15
<u>Conversion arrangements</u>	
R15.1 We recommend adopting the “normal” conversion rules as the basic principle in implementing salary and increment-related recommendations.	15.4
<u>Implementation date</u>	
R15.2 We recommend that the Government be given the flexibility of determining the most appropriate effective date for salary and increment-related recommendations.	15.5
R15.3 We recommend that all recommendations related to JRAs generally take effect from the first day of the month immediately following the approval by the relevant authority.	15.6
R15.4 We recommend that the recommendations on staffing proposals take effect on the specific date as approved by the relevant authority.	15.6

	<u>Paragraph</u>
<u>Frequency of GSR</u>	
R15.5 We support the ten-year interval between each round of comprehensive GSR for disciplined services grades as decided by Chief Executive-in-Council in October 2018.	15.7

Chapter 1

Introduction

The Standing Committee

1.1 The Standing Committee on Disciplined Services Salaries and Conditions of Service (the Standing Committee) is an independent advisory body appointed by the Chief Executive (CE) to advise on the pay and conditions of service as well as the grade, rank and salary structures of the disciplined services. The Standing Committee's terms of reference and membership are at **Appendices 1 and 2 respectively**.

1.2 The disciplined services comprise seven departments/agencies, namely the Hong Kong Police Force (HKPF), the Immigration Department (ImmD), the Government Flying Service (GFS), the Fire Services Department (FSD), the Customs and Excise Department (C&ED), the Correctional Services Department (CSD) and the Independent Commission Against Corruption (ICAC). There are officers of civilian grades serving in these departments/agencies. The current exercise is confined to the disciplined services grades.

Grade Structure Review

1.3 Put in place in 2007 in support of the civil service pay policy of the Government of the Hong Kong Special Administrative Region (HKSAR) (the Government), the Improved Civil Service Pay Adjustment Mechanism comprises three different types of surveys, i.e. the Pay Level Survey (PLS)¹, the Starting Salaries Survey (SSS)² and

¹ The PLS aims to ascertain whether civil service pay remains broadly comparable with private sector pay. The PLS is normally conducted once every six years.

² The SSS, to be conducted as and when necessary, aims to compare the starting salaries of non-directorate civilian grades in the civil service with the entry pay of jobs in the private sector requiring similar qualifications and/or experience.

the Pay Trend Survey (PTS)³. The disciplined services are not covered in the previous rounds of PLS and SSS, since there are no ready comparators in the private sector for most (if not all) of the disciplined services grades. It has been the practice that the results of these surveys are applied to the disciplined services according to the internal relativities that exist between them and the civilian grades, after consultation with this Standing Committee. The disciplined services staff sides have considered the current arrangement not comprehensive and unjust, and urged the Government to conduct a Grade Structure Review (GSR) for the disciplined services grades.

1.4 In October 2018, with a lapse of ten years since the last GSR and having considered the views expressed by the disciplined services, the Government considered that it would be opportune to kickstart a comprehensive GSR for the disciplined services grades to examine whether the set of internal relativities is still valid and appropriate, and invited this Standing Committee to take up the task insofar as it relates to the ranks of the disciplined services grades below the Heads of the services. This Standing Committee accepted the Government's invitation in November 2018. Separately, the Government also invited the Standing Committee on Directorate Salaries and Conditions of Service (Directorate Committee) to conduct a review on the appropriate pay scale and ranking for each of the Heads of Disciplined Services, matters which fall under the Directorate Committee's purview. The Directorate Committee readily accepted the invitation.

Scope of the Grade Structure Review

1.5 The current GSR examines primarily the pay scale for each of the grades and ranks in each disciplined service (including directorate grades and ranks below the Heads of Disciplined Services), including whether the existing set of internal relativities between the disciplined services and the civilian grades is still valid and appropriate.

³ The PTS is conducted annually to ascertain the year-on-year movements in pay in the private sector. For the purpose of the survey, the non-directorate civil service is divided into three salary bands. Companies participating in the survey are requested to provide information about adjustments to basic salary and additional payments awarded to their employees attributable to factors in relation to cost of living, general prosperity and company performance, general changes in market rates, merit and inscale increment. The information is then collated and analysed, according to the agreed methodology, to produce a gross pay trend indicator for each of the three salary bands.

Where relevant, we have also examined the grade structure for individual disciplined services, in particular whether any changes to the grade structures (e.g. merging of grades, combining the establishment of ranks and creation of new ranks) are warranted and beneficial to the operation or long-term development of the respective grade and department/agency.

1.6 During the GSR, we have come across certain issues that fall outside the scope of the GSR but are definitely relevant to the effective and efficient performance of the disciplined services and have attracted keen staff's concerns, such as allowances and conditions of service offered to the disciplined services staff. We have studied and examined these issues and offered our views and observations which we think the Government should consider and examine further.

1.7 As pointed out above, as the salaries and conditions of service of the Heads of Disciplined Services are under the purview of the Directorate Committee, when we were formulating our preliminary recommendations for the GSR, the views of the Directorate Committee were sought on proposals related to Heads of Disciplined Services. The views of the Directorate Committee have been incorporated in Chapters 11 and 13 of this Report.

Approach

1.8 In accordance with the terms of reference, this Standing Committee has adopted a two-tier mode of operation to conduct the GSR, under which a dedicated sub-committee (the GSR Sub-Committee) was set up to take forward the groundwork for the GSR. The GSR Sub-Committee is chaired by the Chairperson of the Standing Committee and the membership of the GSR Sub-Committee is at **Appendix 3**.

1.9 The GSR was conducted through a combination of fact-finding exercises, invitation and examination of written submissions, as well as visits to the disciplined services and meetings with parties concerned. The GSR Sub-Committee has held a series of meetings to examine, among other things, the submissions that have been received and to formulate its recommendations. The Standing Committee then considered the recommendations of the GSR Sub-Committee.

1.10 Similar to the practice adopted in previous reviews, views of the managements and staff sides collected during the GSR have been thoroughly examined and meticulously considered before recommendations are made. In this regard, they have also been given opportunities to express their views in writing or during meeting sessions. We have received a total of 3 873 submissions (including 408 submissions from the managements, the staff bodies and individual staff members of the disciplined services as well as 3 465 similar/identical letters supporting the views of the respective staff associations). A list of bodies that have provided submissions is set out at **Appendix 4**. Among the 408 submissions, there are two submissions containing 84 and 116 signatures of CSD staff, a submission containing 93 questionnaires completed by CSD staff as well as a submission containing 367 signatures of C&ED staff. We have also received 1 385 submissions from the public (mostly in the form of standard template) although we have not proactively solicited views from the public under the existing modality for conducting the GSR. While we will not provide a detailed response to each of the submissions, we have considered all of them carefully and in their entirety, and where appropriate and necessary, we have sought additional information, statistics and clarifications.

1.11 To have a better understanding of the operations of the disciplined services and to grasp firmly staff views and sentiments, the GSR Sub-Committee conducted a total of 19 visits to the seven disciplined services departments/agencies (**Appendix 5**). The GSR Sub-Committee also took these opportunities to meet the managements and staff sides to discuss their submissions and proposals, to listen to their concerns and challenges at work, and to seek clarifications where necessary.

1.12 Both the Standing Committee and the GSR Sub-Committee conducted a number of meetings with the managements of the disciplined services and staff representatives, including those from the Police Force Council Staff Side, the Disciplined Services Consultative Council Staff Side, the ICAC Departmental Grades Staff Committee, other major service-wide unions such as the Government Disciplined Services General Union and the Hong Kong Chinese Civil Servants' Association as well as departmental staff unions.

1.13 Throughout its deliberation, the GSR Sub-Committee has

adhered to the guiding principles and key considerations as set out in paragraphs 1.15 to 1.23 below. It has also taken full account of all the submissions from the managements, the staff bodies as well as individual staff members, and duly considered the characteristics and manpower situation of the disciplined services. After formulating the preliminary recommendations, the GSR Sub-Committee conducted a final round of meetings with the managements and staff bodies to exchange views before finalising the recommendations. In line with the Standing Committee's two-tier operation, the GSR Sub-Committee submitted its findings and recommendations to the Standing Committee for consideration and endorsement before the Standing Committee submits this Report to the CE. The Standing Committee provided an overall steer for the GSR Sub-Committee throughout the review.

Guiding Principles and Considerations

1.14 We note that the GSR is a long-awaited exercise in which both the managements and the staff sides of disciplined services have high expectations, both of them are eager to see improvements but in different forms and to varying degrees. Despite the diverse and even conflicting views received, we are committed to conducting the exercise in an open, fair and independent manner. As in the previous reviews, it is our objective to strike a fine balance, after taking into account all relevant facts, views and considerations.

Common set of guiding principles

1.15 In conducting the GSR, we are guided by our terms of reference. To ensure fairness and consistency, we have adopted the following common set of guiding principles for application across the disciplined services –

- (a) it is the Government's civil service pay policy to offer sufficient remuneration to attract, retain and motivate staff of suitable calibre to provide the public with effective and efficient services; and such remuneration should be regarded as fair by both civil servants and the public they serve, through broad comparability if possible with the private sector;

- (b) the disciplined services are an integral part of the civil service;
- (c) the existing pay and conditions of service as well as the grade and rank structures of the disciplined services reflect the outcome of detailed deliberation in previous reviews, notably the 1988 Rennie Review⁴, the subsequent reviews conducted by the Standing Committee in the 1990s and 2008. It is prudent and pragmatic to use the established pay principles, the existing pay structure and broad parameters developed over the years as the starting point for the GSR, and then identify areas for improvement and recommend targeted solutions;
- (d) any changes in the work nature, job duties, responsibilities and workload of each disciplined service since the last GSR, as well as in the public's expectation toward the disciplined services grades amidst the changing social, economic and political landscapes, should be taken into account;
- (e) the recruitment, retention, career progression situation of each grade and rank in the disciplined services should be duly taken into account;
- (f) any impact on staff management and morale considerations of each disciplined service should be fully recognised; and
- (g) any relevant wider community interests, including financial and economic considerations, should be taken into consideration as well.

Considerations

1.16 In addition to the above principles, we have taken into

⁴ In February 1988, the Government invited the Standing Commission on Civil Service Salaries and Conditions of Service to commission an independent review on the pay and conditions of service of the disciplined services (i.e. HKPF, ImmD, FSD, C&ED and CSD). A committee chaired by Mr A.L. Rennie (commonly known as the Rennie Committee) was commissioned in April 1988 to conduct the review (commonly known as the Rennie Review).

account a host of other relevant considerations as highlighted in paragraphs 1.17 to 1.23 below.

Internal relativities and comparison

1.17 As mentioned in paragraph 1.4, a key mandate of the GSR is to examine whether the existing set of internal relativities between the disciplined services and civilian grades is still valid and appropriate.

1.18 It is clear that the disciplined services are unique without any private sector comparators. Each disciplined service is distinct in its own right. Direct comparison among the disciplined services or with the civilian counterparts is neither possible nor appropriate. On the other hand, the prevailing relativities among the disciplined services, in fact, represent a fine balance after thorough deliberations over the years and are respected by the stakeholders. They should only be changed when supported by strong justifications.

1.19 While we understand that the work related to a new round of PLS has commenced, the disciplined services would be concerned as to whether, and if so how, the internal relativities between the disciplined services and the civilian grades should be taken into account in applying the PLS results. As in the case of previous PLSs, we are pleased to consider this issue in the appropriate context when our advice is sought in this regard.

Job factors, special factors and changes since last reviews

1.20 In the Rennie Review in 1988, the Rennie Committee underwent a comprehensive assessment of the individual grades and ranks of the disciplined services and identified six job factors and 11 special factors prevailing at that time of the disciplined services (**Appendix 6**) for determining the pay for the disciplined services. After that, the pay level of individual ranks of the disciplined services was adjusted and certain allowances revised or subsumed in pay in the previous reviews, after the six job factors and 11 special factors of the disciplined services as well as changes between these reviews have been taken into account.

1.21 Similar to the practice in previous reviews, we continue adopting the six job factors and 11 special factors of disciplined services

as the basis to inform the decision on the remuneration of the disciplined services, although the job factors, either taken singly or in combination, do not translate (and in fact cannot be translated) into precise formulae for determining an appropriate level of the actual remuneration for each of the grades and ranks. For the current review, we have paid particular attention to the changes since the last GSR in the work nature, job duties, responsibilities and workload of the services amid the changing social-economic, legal, and political landscapes in Hong Kong as well as the rapid development of technology and innovations over the past decade. We have also paid attention to the latest situations of recruitment, retention, career progression, staff management and morale in the disciplined services.

Human resource management

1.22 We all appreciate it that an effective and efficient civil service cannot be maintained solely through an appropriate remuneration policy. Other aspects of human resource management are equally pivotal. These include a strong *esprit de corps*, sufficient manpower resources, positive staff relations, a robust performance management system, a progressive and systematic staff training regime, proper and foreseeable career development paths, effective management practices and unfailing backend administrative support.

1.23 In the context of the current GSR, staff of some disciplined services have made their requests on departmental specific issues, including enhancement of the working environment as well as equipment and facilities, provision of professional training and allocation of resources. These matters, which do not fall squarely within the scope of this GSR, are covered in paragraphs 14.40 and 14.42. We will invite the managements to thoroughly examine these proposals and take appropriate follow-up actions promptly to address the staff's concerns. In this connection, we have to reiterate that our recommendations on pay and other issues in this Report are but one part of the package that, hopefully, will enable the managements and staff of the disciplined services to tackle the multiplicity of challenges that they face.

Chapter 2

The Disciplined Services: An Overview

2.1 In this Chapter, we will provide an overview of the seven disciplined services, including their respective establishment sizes, the applicable pay scales, the types of allowances and benefits that are available to eligible staff, and a general description of the changes in the work nature, job duties, responsibilities and workload of the services. A more specific description of each of the services will be contained in the series of Chapters that follow. We will also examine in this Chapter the manpower challenges the services are facing in general terms.

2.2 Amongst the total establishment of the Government of 190 564 as at 30 June 2020, the disciplined services grades constituted around one third, i.e. 62 856 disciplined services posts belonging to 29 grades and over 100 ranks in the seven disciplined services departments/agencies. Details are set out in *Table 2.1*.

Table 2.1: Establishment of the disciplined services departments/agencies as at 30 June 2020

Disciplined services department/ agency	Disciplined services staff			Civilian staff	Total establishment
	No. of posts	No. of grades	No. of ranks		
HKPF	31 190	3	13	4 611	35 801
ImmD	7 376	3	12	1 708	9 084
GFS	248	5	16	60	308
FSD	10 368	5	22	791	11 159
C&ED	6 164	3	12	1 168	7 332
CSD	6 379	6	18	729	7 108
ICAC	1 131	4	20	355	1 486
Total	62 856	29	113	9 422	72 278

2.3 Disciplined services staff are remunerated according to the five pay scales (*Table 2.2*) as detailed at **Appendix 7**.

Table 2.2: The Disciplined Services Pay Scales

Pay scale	Pay point	Ambit
Police Pay Scale (PPS)	1a to 59	All police officers
General Disciplined Services (Commander) Pay Scale (GDS(C))	1 to 4	Directorate officers in General Disciplined Services
General Disciplined Services (Officer) Pay Scale (GDS(O))	1d to 39	Non-directorate officers in General Disciplined Services
General Disciplined Services (Rank and File) Pay Scale (GDS(R))	1a to 29	Rank and File grades staff in General Disciplined Services
ICAC Pay Scale (IPS)	1 to 48	All disciplined services staff in ICAC

2.4 Disciplined services staff, similar to civilian staff, are eligible for various types of allowances and benefits, including –

- (a) *Job-related Allowances (JRAs)*: JRAs are payments to compensate staff for aspects of their work that are not normally expected of a particular grade or rank and that have not been taken into account when the pay scales of the relevant grade and rank are determined. At present, there are 20 JRAs relevant to the disciplined services;
- (b) *Disciplined Services Overtime Allowance (DSOA)*: disciplined services staff⁵ who are required to undertake unavoidable duties over and beyond their conditioned hours of work may receive DSOA (or time-off in lieu); and
- (c) *Other allowances and benefits*: key benefits include medical and dental benefits, housing benefits, education allowances, vacation leave entitlement and retirement benefits. The amounts of the applicable

⁵ In accordance with the relevant Civil Service Regulation (CSR), the following officers are eligible for DSOA –

- (a) those remunerated from GDS(R);
- (b) those whose scale maxima are on or below GDS(O)26. Exceptionally officers filling designated posts in the rank of Chief Officer in CSD and in the rank of Assistant Superintendent in C&ED may, with the prior approval of the Secretary for the Civil Service, receive the allowance;
- (c) those whose scale maxima are on or below PPS 48 (i.e. up to the Chief Inspector of Police rank); and
- (d) those whose scale maxima are on or below IPS 35.

allowances and benefits payable to staff are generally governed by their terms of appointment, length of service, salary levels as well as other governing rules and the terms and conditions of individual schemes.

2.5 In addition to the service-wide benefits generally applicable to civil servants, there are special benefits available exclusively to disciplined services staff, namely –

- (a) departmental quarters (DQs)⁶ for the disciplined services;
- (b) special quota (SQ)⁷ under the Civil Service Public Housing Quota (CSPHQ)⁸ Scheme and related assistance;
- (c) special enhancement in retirement benefits under the Pension Benefits Ordinance (Cap. 99) and the Civil

⁶ Under the prevailing policy, DQs for the disciplined services are provided for married Rank and File disciplined services staff, local married staff at the ranks of Inspector and Superintendent of HKPF, and comparable ranks in other disciplined services departments, subject to the availability of resources. As at 28 February 2021, some 23 300 DQ units are available for disciplined services staff, accounting for over 99% of the total number of DQ units in the civil service.

⁷ The SQ under the CSPHQ Scheme is for Rank and File disciplined services staff with two years' continuous service or more, who are within ten years of retirement and occupying DQs as well as single retiring staff not occupying DQs.

⁸ The CSPHQ Scheme is a discretionary housing benefit aiming to provide a better opportunity for junior civil servants with at least two years' continuous service on civil service terms including staff remunerated at or below the following salary points to obtain public housing –

- (a) Master Pay Scale (MPS) Point 21 and not on a rank scale reaching MPS Point 25 or equivalent; or
- (b) the highest point for Model Scale 1 Pay Scale (Mod Scale 1) Point 13; or
- (c) the highest point for Junior Police Officers (PPS 31); or
- (d) the highest point on GDS(R) (GDS(R)29); or
- (e) the highest point for ICAC junior staff (IPS 14).

Eligible staff can apply for public rental housing or Green Form Certificates for purchasing subsidised sale flats (e.g. under the Home Ownership Scheme (HOS)/HOS Secondary Market Scheme/Green Form Subsidised HOS) under the CSPHQ Scheme. The quota of the CSPHQ Scheme is subject to review every year.

Service Provident Fund (CSPF) Scheme⁹; and

- (d) welfare benefits (e.g. welfare funds)¹⁰.

The above benefits offer additional non-pay-related incentives in the total remuneration package for the disciplined services in order to attract, retain and motivate staff.

Changes in Work Nature, Job Duties and Responsibilities of the Disciplined Services

2.6 The changes in work nature, job duties, responsibilities and workload of each of the disciplined services have been represented thoroughly in the submissions made by the departmental managements and the staff sides as well as in the sharing sessions during the visits of the GSR Sub-Committee to disciplined services departments/agencies. We wish to highlight a number of changes that have impacted upon the disciplined services –

- (a) *political environment*: the polarisation of the Hong Kong society and the popularity of activism have led

⁹ For pensionable disciplined services staff on the New Pension Scheme (i.e. those appointed between 1 July 1987 and 31 May 2000; and those appointed before 1 July 1987 but had exercised their option to join the New Pension Scheme) whose prescribed retirement age is 55 or 57 (i.e. earlier than age 60 of their civilian counterparts), their pensionable service shall be deemed to increase at specified rates of 0.25 to 1.25 months for every full year of completed service. This is subject to the condition that the total length of the pensionable service after the addition of the deemed increase in service shall not exceed the period of pensionable service required for attaining maximum pension, or the period of pensionable service that the staff would have completed if he/she had served until attaining the age of 60, whichever is the lesser. Similarly, for a disciplined services staff eligible for the CSPF Scheme (i.e. the retirement benefits system for those appointed on or after 1 June 2000 and subsequently offered new permanent terms of appointment), the Government will make a monthly Special Disciplined Services Contribution (SDSC) at 2.5% of his/her basic salary for him/her in recognition of his/her shorter career span as compared to that of a civilian staff member, in addition to the Government's mandatory contribution and voluntary contribution which are applicable to both disciplined services and civilian CSPF members. When a disciplined services staff member first joins the CSPF Scheme, the Government will make a one-off lump sum SDSC for him/her. The amount of this lump sum SDSC will be equal to 2.5% of his/her total basic salary earned during the probationary period. Accrued benefits attributable to SDSC will be fully vested and payable to the CSPF member when he/she retires at the prescribed retirement ages (i.e. the ages of 55/57/60). If a disciplined services staff member resigns from the service earlier than his/her prescribed retirement age, the accrued benefits attributable to SDSC will be forfeited and will not be vested nor paid to him/her.

¹⁰ The array of welfare services and facilities (including education funds, welfare funds, sports and recreation clubs, holiday homes, etc.) vary across the disciplined services departments/agencies.

to an upsurge in the number of protests (some of which are violent) and large-scale public order events in recent years. It has exacerbated the difficulties and complexity of the law enforcement duties of disciplined services staff. The rising intensity of media and public scrutiny has also resulted in an increase in the workload for the disciplined services and the pressure faced by many of their staff;

- (b) *legal requirements*: a number of new pieces of legislation and amendments¹¹ have been introduced over the past decade. They have widened the scope and complexity of the law enforcement duties among disciplined services. Changes in statutory requirements of the aviation industry have also increased the scope and complexity of the work of GFS. Disciplined services staff also need to acquire new knowledge and skills in order to cope with the additional work requirements arising from these legislative changes amidst the changes in their operating environment;
- (c) *socio-economic environment*: the highly globalised economy of Hong Kong and the increasing population flows and cross-boundary economic activities with the Mainland and other places outside Hong Kong have a significant impact on cross-boundary security issues such as smuggling, trafficking in persons (TIP), irregularities arising from parallel trading, and money laundering. The collaboration on security and safety issues between disciplined services in Hong Kong and their counterparts in the Mainland, and that with multilateral authorities, has become much closer. The commissioning of major infrastructure facilities¹²

¹¹ Examples are the Anti-money Laundering and Counter-Terrorist Financing Ordinance (Cap. 615), Trade Descriptions Ordinance (Cap. 362), Cross-boundary Movement of Physical Currency and Bearer Negotiable Instruments Ordinance (Cap. 629) and Private Columbaria Ordinance (Cap. 630). In addition, FSD is conducting a review on the Dangerous Goods Ordinance (Cap. 295).

¹² Examples are the Kai Tak Cruise Terminal, the High Speed Rail, the Hong Kong-Zhuhai-Macao Bridge and the Heung Yuen Wai Boundary Control Point.

in the past decade has resulted in a substantial increase in the workload of disciplined services to deal with larger passenger and cargo flows. The ageing population and the growing population of non-Chinese ethnic groups have also brought new challenges to the disciplined services;

- (d) *demographic situation*: as the ageing population rises and fertility rate declines gradually, Hong Kong faces an increasing labour force shortage; and
- (e) *information technology*: the fast development of information technology over the past decade has brought potential threat to cyber security to Hong Kong. It has led to an increase in the number and complexity of technology crimes and caused difficulties in combating crimes. To discharge their duties more efficiently, disciplined services staff need to acquire new knowledge and skills. The popularity of the use of various forms of social media has also added stress and workload to disciplined services staff as they are subjected to much closer public and media scrutiny, and the spread of unreliable and even false information on social media platforms has become much faster.

National Security Responsibilities

2.7 The drastic changes in Hong Kong's national security risks since 2019 and the subsequent implementation of the Hong Kong National Security Law on 30 June 2020 have brought new challenges to the work of the disciplined services.

2.8 Whilst the Hong Kong National Security Law has restored order to society after a long period of violence, illegal activities advocating Hong Kong Independence and cases involving firearms and explosives, the risks, according to the Government, remain. Disciplined services have important responsibilities to protect Hong Kong against such risks threatening national security and stability. These include preventing people, goods and items that may pose threats

from entering Hong Kong; control of dangerous items; collection of intelligence; and taking legal action against related unlawful acts in Hong Kong that may endanger national security.

2.9 The Hong Kong National Security Law places, in particular, a special role on HKPF with fundamental responsibilities and functions. Article 16 of the Law specifically requires HKPF to establish a department for safeguarding national security with law enforcement capacity. To this end, on 1 July 2020, HKPF set up the National Security Department (NSD) to implement the Hong Kong National Security Law, forming the essential backbone of the Government to implement the enforcement mechanisms for safeguarding national security. The duties of the NSD, as set out in Article 17 of the Hong Kong National Security Law, are collecting and analysing intelligence and information concerning national security; planning, coordinating and enforcing measures and operations for safeguarding national security; investigating offences endangering national security; conducting counter-interference investigation and national security review; carrying out tasks of safeguarding national security assigned by the Committee for Safeguarding National Security of the HKSAR; and performing other duties and functions necessary for the enforcement of the Hong Kong National Security Law.

2.10 The new requirements under the Hong Kong National Security Law not only increase the breadth and depth of the functions and duties of HKPF, but also place unprecedented demands with new and difficult challenges, making police work more complex. Some new risks police officers involved in national security are facing include sanctions imposed (or threatened to be imposed) against them by overseas countries such as the United States.

2.11 As reflected above, there is no doubt that the functions and responsibilities of the disciplined services for safeguarding national security have brought to them brand new challenges and pressure.

2.12 Generally speaking, the changes in the political, legal and socio-economic environments as well as the demographic situation in Hong Kong, and the rapid development of technology and innovations over the past decade, have led to a more complex and demanding operating environment for the disciplined services, resulting in heavier responsibilities and greater hardship and stress for their staff. To cope

with the new challenges and keep pace with the evolving changes, disciplined services staff have to undertake new functions and upgrade their skills and knowledge. In the Chapters that follow, hoping not to do any injustice to anyone, we will set out a description of each disciplined services department/agency (including role, organisation structure, staffing, grade and rank structures, job factors and special factors, major changes since the last GSR and workload statistics), bearing clearly in mind that the duties each of the departments/agencies has to discharge are too varied and complex for them to be covered in one single Chapter of this Report.

Manpower Challenges of the Disciplined Services

2.13 In assessing the manpower challenges to the disciplined services, we have taken into consideration and analysed the statistics of recruitment and retention of all disciplined services grades as well as their promotion prospects in the past five years (i.e. from 1 April 2015 to 31 March 2020) from a holistic perspective in the course of formulating our recommendations on the GSR in an objective manner.

2.14 Overall, we observe that there are no serious recruitment difficulties in most of the recruitment ranks in the disciplined services. Departments concerned in general have been able to identify a sufficient pool of candidates and for some of the grades, it is not uncommon that the number of offers made exceeds the recruitment targets. Nevertheless, we note that the recruitment of a few number of ranks has not been quite satisfactory as the number of offers made constantly failed to meet the target number of recruits in the past five years, or the recruitment situation in the recent years is worsening. Regarding the retention situation in the disciplined services, we have examined the figures of wastage¹³ and the transfer of staff to other departments/grades, which, taken together, indicate the extent of staff turnover of the grades. The figures also indicate that the wastage figures in respect of a few number of ranks of the Rank and File grades were comparatively high. As a matter of fact, the number of vacancies in the disciplined services by the end of February 2021 has remained high, in particular for HKPF (5 258), CSD (510) and FSD (492), and to address this problem, and in consideration of the factors that we will particularly describe in the Chapters that follow, we consider that

¹³ Unless specified otherwise, wastage figures exclude natural wastage such as retirement.

enhancements to the remuneration package are warranted such that talents can be attracted to and retained in the disciplined services.

2.15 On career progression, we are mindful that career progression is subject to a range of factors such as the command structure of the grade, availability of vacancies, rank ratio, age profile, experience of incumbents in the senior ranks and performance of individual officers. Career progression that is commonly taken to be unsatisfactory (e.g. the exceedingly long period of service before one can get promoted even if his/her performance is up to standard) may affect staff morale. From the information we gathered, the average length of in-rank service for staff of some of the recruitment ranks of the Rank and File grades before getting promoted is quite long, being close to or even exceeding 20 years.

2.16 We consider it important for the disciplined services departments/agencies to maintain a stable workforce by retaining experienced hands, with newcomers supplementing the loss due to natural wastage, and at the same time sustaining staff morale. We will elaborate further our recommendations in Chapter 10 “Pay Scales” and Chapter 11 “Increments” on how to address the manpower challenges of disciplined services in this GSR.

Chapter 3

Hong Kong Police Force

3.1 In this Chapter, we will provide a description of HKPF, including its main role, its organisation and grade structures, and the job factors and special job factors that pertain to HKPF and their changes, which we believe have a bearing on the remuneration packages for its staff. Before going into details, we wish to place on the record our gratitude to all staff members of HKPF for their contributions to maintaining law and order and the prosperity of Hong Kong notwithstanding the challenges and threats they are facing literally every day.

3.2 HKPF was established in 1844 and has undergone transformation in its functions and organisation over the years. It is the agency of first and last resort, and publicly recognised as such, and its duties and responsibilities are unique in nature but widely diversified and complex. It carries out its duties 24 hours a day, 365 days a year and in all weather conditions, and operates under the Police Force Ordinance (Cap. 232) and within the traditional constabulary concept of preserving life and property, preventing and detecting crime and keeping the peace. It has also taken up the responsibilities related to the enforcement of the Hong Kong National Security Law since 1 July 2020. With HKPF's commitment and contributions to maintaining law and order, Hong Kong remains as one of the safest societies in the world.

Organisation Structure

3.3 In terms of its establishment, HKPF is the largest government department. It is headed by the Commissioner of Police (CP) who is presently underpinned by three Deputy Commissioners of Police (DCPs), five Senior Assistant Commissioners of Police (SACPs), 16 Assistant Commissioners of Police, as well as one Administrative Officer Staff Grade B (AOSGB) on the civilian side.

3.4 HKPF has six departments and the major responsibilities of each department are set out below –

- (a) 'A' Department (Operations) (headed by an SACP) which is responsible for formulating a wide range of operational policies and day-to-day frontline operations;
- (b) 'B' Department (Crime and Security) (headed by an SACP) which is responsible for preventing and investigating specific areas of crimes and security matters such as commercial crimes, organised crimes and triad, cyber security and technology crimes, drug trafficking, VIP protection, counter-terrorism, and co-ordination of security operations;
- (c) 'C' Department (Personnel and Training) (headed by an SACP) which is responsible for all core human resources management functions and the Hong Kong Police College, which organises and delivers various training programmes;
- (d) 'D' Department (Management Services) (headed by an SACP) which is responsible for matters related to application of information technology, maintaining communication networks and equipment, and spearheading initiatives to improve services provided to the public as well as the investigation of complaints against police officers;
- (e) 'E' Department (Finance, Administration and Planning) (headed by an AOSGB) which looks after the management of civilian staff and establishment matters, and is responsible for the financial management, forensic accounting and support services as well as planning and development of new police buildings and facilities; and
- (f) 'NS' Department (National Security) (headed by a DCP) which is responsible for matters related to national security and the enforcement of the Hong Kong National Security Law.

Staffing

3.5 As at 30 June 2020, HKPF had an establishment of 35 801 posts, of which 31 190 (87.12%) were disciplined services posts, comprising 68 directorate posts, 3 060 non-directorate posts in the Police Inspector/Superintendent (IP/SP) grade and 28 062 posts in the Junior Police Officer (JPO) grade. HKPF is the largest government department.

Grade and Rank Structures

3.6 There are altogether 13 ranks in the HKPF disciplined services hierarchy and staff are remunerated on PPS. Details of their grade and rank structures and existing pay scales are set out at **Appendix 8**.

Relevant Considerations

Job Factors and Special Factors

3.7 To ensure a safe and stable society by upholding the rule of law, maintaining law and order, preventing and detecting crime as well as safeguarding and protecting life and property, HKPF has its unique role and faces a substantial number of challenges in discharging its multi-faceted duties and responsibilities, including (but not limited to) the following –

- (a) HKPF is the agency of first and last resort, and publicly recognised as such. Its major role is to maintain law and order in Hong Kong. It has to respond to a wide range of crises, ranging from civil disorder to pandemic, natural disaster and terrorist threat. It provides support to other departments for discharging law enforcement functions;
- (b) police officers are subjected to stringent discipline, accountability, and close scrutiny by the media and the public. They maintain a high standard of honesty and integrity. They cannot participate in

trade unions or certain defined political activities. The highly polarised society, the overall atmosphere in the community, and the public order and violence events in recent years have imposed greater pressure and higher risk to police officers in the course of discharging their duties. They are easily targeted by radical protestors. Their families and children fall victims to doxxing and bullying. The high level of risk, hardship and pressure consistently faced by police officers and even their family members may have been disincentives that account for the worsening recruitment situation for the Police Constable (PC) and Inspector of Police (IP) ranks as elaborated in Chapter 11;

- (c) the conditioned hours of work of police officers are 48 hours a week. They shoulder great stress and hardship at work. Most police officers are on shifts and perform outdoor duties in all weather conditions. Police officers on beat have to carry an outfit (including a revolver and bullets, a handcuff, an extendible baton and a beat radio) weighing more than six kilogrammes. They are also required to work on prolonged shifts over 12 hours during emergency and social events, and are required to wear heavy anti-riot equipment during operations against civil disorder. Police officers are to stay highly alert at all times to deal with a variety of situations, many of which are unforeseeable, and to take appropriate enforcement action ranging from verbal advice to arrest. They are exposed to various kinds of on-going dynamic and unpredictable situations involving risk of physical injury (and even death), health hazards, physical or psychological stress from various sources, including armed and violent criminals, victims of crime, use of force during operations and hostile crowds. In fact, the number of injury on duty (IOD) cases of HKPF has been the highest among all disciplined services over the years. The shift pattern, work locations and work nature have also an adverse impact on their family and social lives; and

- (d) the duties of HKPF are diverse and complex, and cover a wide spectrum and thus police officers have to undergo continuous training, covering general, specialist and refresher programmes. HKPF is dedicated to providing an extensive range of professional training to police officers at all ranks to equip them with the requisite knowledge and skills through structured, extensive and in-depth training programmes. The volunteer secondary duties cadres established since the 1970s equip HKPF with additional operational capability, expertise and crucial professional support in a flexible and cost effective manner. Cadre members having acquired the necessary skills and/or professional qualifications can be mobilised to perform extra duties as and when required. At present, there are 12 groups of volunteer secondary duty cadres.

Major Changes since the Last GSR

3.8 The changing political, economic, social and technological environments in the last decade have brought about changes in the job nature, responsibilities and workload of HKPF as a whole. These changes have in turn given rise to the emergence of new functional needs that the command structure has to cover. The changes are summarised below –

- (a) *political environment*: the increasing polarisation of the Hong Kong society and the growing popularity of activism in recent years have led to an upsurge in the number of protests and large-scale public order and violence events in recent years. The number of public order events increased significantly by over 130% from about 4 200 in 2009 to about 10 000 in 2020. Drawn-out riots and widespread violence have overhauled the operating environment of the disciplined services, with HKPF being the worst hit given its irreplaceable role in upholding the law and restoring stability. Individual protestors and activists do not hesitate in resorting to direct action and violent tactics, and in making use of the Internet

particularly social media as their main platform for spreading anti-government messages and rallying support from a wider audience. The proliferation of these events and the wider use of such tactics and violence require a resolute, proportionate and professional response from HKPF. Its law enforcement duties are made much more difficult as masses are often involved, and offences committed during such events are much more difficult to investigate than street level crimes as they take place in rapidly changing and often chaotic situations. The illegal “Occupy Movement” in 2014 marks the beginning of a secular change in the perception of the nature of law and order amongst various quarters of society, many of them now considering that law-breaking behaviour could be legitimised by a “noble” aim which the behavior is purportedly to serve. The rising intensity of media and public scrutiny has resulted in an increase in the workload for HKPF and the pressure faced by many police officers. The illegal “Occupy Movement”, the Mongkok Riot in 2016 and the anti-government protests and riots in 2019 have instilled certain anti-police sentiments among many members of the public. These sentiments amount to a ground for breeding hate crimes and antipathy towards many police officers and their families. In our analysis we took note of the evidence of hostility targeting solely police officers both on and off duty, as well as their family members. The number of offences against public order has also recorded an upsurge from only 37 cases in 2009 to about 270 cases in 2020, with about 970 cases recorded in 2019. Examples of heinous ones include attacking police officers using corrosive liquid and petrol bombs which have posed unheard-of danger to police officers and to the community. At the height of the social disorder in 2019, even police married quarters were targeted in violent attacks, causing real physical danger and psychological harm to the family members of police officers. Animosity is also manifested in extensive

doxxing against police officers despite a High Court Injunction Order which remains valid at the time of writing, as well as bullying of children of police officers both at school and online. Police officers and their family members are still subjected to immense physical and psychological threat at present due to the prevalent anti-police sentiments;

- (b) *crime and security*: the growing complexity of crime and security environment has led to an increasing diversity of police work. Terrorist activities have been rampant around the world in recent years. Many of such activities have taken the form of “lone-wolf attacks”. Notwithstanding the challenges, HKPF has been shouldering increasing responsibilities in terms of preventing, deterring and responding to terrorist incidents. As an international financial centre, Hong Kong is also exposed to higher level of money laundering threats. The techniques employed by money launderers have evolved drastically and become much more sophisticated over the past decade. While the money laundering investigations are undertaken by various agencies, nearly 90% of the cases are handled by HKPF. Furthermore, the growing global concern on TIP has also led to new legislation and court rulings in the past ten years which entail significant policing implications. A steering committee chaired by the Chief Secretary for Administration was formed in March 2018 to launch a package of multi-faceted measures to tackle TIP, covering areas including victim identification, investigation, enforcement, prosecution, victim protection and support, prevention and partnership with different stakeholders all of which require efforts across bureaux and departments, including HKPF. All potential TIP cases would be initially referred to HKPF for follow-up action first. Furthermore, as the principal enforcement authority of the Hong Kong National Security Law, HKPF has taken up additional responsibilities since 1 July 2020;

- (c) *economic environment*: the integration of the global financial market and fast-evolving technology have brought about business opportunities but at the same time led to emerging crimes such as deception. Certain types of deception cases, including online business fraud, telephone deception, corporate-level email scams, online romance scams, are on the increase. HKPF has adopted an overarching strategic response to the fast-changing crime of deception. For instance, the Anti-Deception Co-ordination Centre was established in July 2017 with a view to stepping up actions against deception and enhancing public awareness of various kinds of scams. HKPF has been combating deception jointly with the Mainland and overseas law enforcement agencies. With the commissioning of a number of major infrastructures such as the Kai Tak Cruise Terminal, the High Speed Rail, the Hong Kong-Zhuhai-Macao Bridge and the Heung Yuen Wai Boundary Control Point, and the Three-Runway System of the Hong Kong International Airport which is expected to be completed by 2024, there has been an increase in the flow of traffic, goods and people that has brought about new policing challenges;
- (d) *social environment*: the changing social and demographic environment in Hong Kong has also posed new challenges to police work. With an ageing society and the vulnerability of elderly people to traffic accidents and fraud, HKPF now reaches out to senior citizens for accident and crime prevention. HKPF has also adopted various measures covering training, intelligence gathering, multi-departmental co-operation and enforcement action to address the change in the police work having regard to the growing population of the non-Chinese ethnic minorities over the past decade. The expansion of education opportunities particularly tertiary education has in parallel raised the awareness of civic rights, bringing about higher expectations for public services in terms of openness, transparency and

accountability. Separately, HKPF has been heavily involved in the planning and preparations for a spate of large-scale events, including the celebrations for the 15th and 20th Anniversaries of the Establishment of the HKSAR and the visits of State Leaders. All of these events have required the contribution of substantial resources to address public order, crowd management and security concerns. More recently, HKPF has played a pivotal role in crisis response during the outbreak of COVID-19. HKPF has been enforcing quarantine protocols such as overseeing an orderly evacuation of residents, guarding quarantine camps as well as contact tracing and tracking down individuals violating quarantine orders; and

- (e) *technology*: the fast technological development and the growing public dependence on information and communications technology over the past decade has brought potential threat to cyber security of Hong Kong. It has led to an increase in the number and complexity of technology crimes and caused difficulties in combating crimes. The number of computer related crimes reported increased from about 1 500 cases in 2009 to about 13 000 cases in 2020. The popularity of the use of various forms of social media has also added stress and workload to police officers as they are subjected to much closer public and media scrutiny, substantial surge in media enquiries due to the emergence of new online media platforms which provide round-the-clock instant news, and the spread of unreliable and even false information on social media platforms has become much earlier and faster.

Workload Statistics

3.9 The workload statistics on some major services of HKPF are summarised at **Appendix 9**. With the efforts of HKPF made on maintaining law and order of Hong Kong over the years, most of the indicators recorded a drop as compared with the figures in 2009. However, the number of 999 calls received and calls received by Police

Hotlines, quantity of drugs seizures and smuggled goods seized are on the rising trend in recent years. Regarding the indicators about traffic enforcement work, figures show that the number of fixed penalty tickets issued for parking offences and the prosecutions for speeding offences are also rising.

Chapter 4

Immigration Department

4.1 ImmD was established in 1961 to take over the immigration work from the then Royal Hong Kong Police Force. It operates under the Immigration Service Ordinance (Cap. 331) and is responsible for the following two main areas of work –

- (a) control of people moving into and out of Hong Kong by land, sea and air; and
- (b) documentation of local residents, including the processing of applications relating to the Nationality Law of the People's Republic of China and claims to right of abode under the Basic Law, the issue of travel documents and identity cards, and the registration of births, deaths and marriages.

Organisation Structure

4.2 ImmD is headed by the Director of Immigration (D of Imm) who is underpinned by 12 directorate officers, comprising one Deputy Director (DD), seven Assistant Directors (ADs) and two Senior Principal Immigration Officers, as well as one Principal Executive Officer and one Chief Systems Manager on the civilian side.

4.3 ImmD has seven branches, each headed by an AD. The major responsibilities of each branch are set out below –

- (a) Control Branch which is responsible for formulating and implementing policy in respect of control on exit/entry and the examination of passengers arriving and departing by land, sea and air;
- (b) Enforcement Branch which is responsible for formulating and implementing policies in respect of investigation, deportation and removal (other than non-refoulement claimants); handling immigration

related prosecution and managing the Castle Peak Bay Immigration Centre (CIC)¹⁴ ; and implementing and reviewing measures related to counter-terrorism;

- (c) Removal Assessment and Litigation Branch which is responsible for handling non-refoulement claim cases and litigation cases related to these claims and enforcement, including the removal of the unsubstantiated claimants;
- (d) Visa and Policies Branch which is responsible for pre-entry control in processing applications for entry into Hong Kong in accordance with the existing immigration policies;
- (e) Personal Documentation Branch which is responsible for providing services on the registration of persons and issuing of identity cards, HKSAR passports and other travel documents;
- (f) Information Systems Branch which provides information technology support to the department; and
- (g) Management and Support Branch which provides department-wide management support.

Staffing

4.4 As at 30 June 2020, ImmD had an establishment of 9 084 posts, of which 7 376 (81.20%) were disciplined services posts, comprising 11 directorate posts, 2 439 Officer cadre posts and 4 926 Rank and File posts.

Grade and Rank Structures

4.5 There are altogether 12 ranks in the ImmD disciplined

¹⁴ The CIC has a capacity of holding 500 detainees who are liable to be removed or deported under the Immigration Ordinance (Cap. 115).

services hierarchy and staff are remunerated on the General Disciplined Services Pay Scales. Details of their grade and rank structures and existing pay scales are set out at **Appendix 10**.

Relevant Considerations

Job Factors and Special Factors

4.6 The work of ImmD contributes to maintaining public order through immigration control and registration of the identities of members of the public. The challenges in its pre-entry, upon-entry and post-entry control duties and responsibilities are substantial. Their characteristics include (but are not limited to) the following –

- (a) at control points, staff are required to check each traveller's travel documents and identification and guard against suspected undesirables for immigration control;
- (b) staff have to work irregular and night shifts. More than half of the staff are deployed to work at immigration control points the travelling time to and from which is extra-long. To meet operational needs, manpower has to be strengthened at control points during Sundays, public holidays or festive seasons. Such deployment will bring about a certain degree of social segregation and disruption to staff's family and social life;
- (c) staff bear high individual responsibility at work by exercising independent judgement on immigration control and their decisions are subject to query, complaint, petition and judicial review. Their duties are under close public and media scrutiny; and
- (d) staff deployed to investigate illegal immigration and related crimes or to work in detention centres are exposed to risks, threat and danger and thus need to possess a high degree of physical fitness for protection.

Major Changes since the Last GSR

4.7 The changes and challenges over the last decade have impacted on the department's scope of work and responsibilities as well as added stress and complexity to the jobs of ImmD staff. The changes are summarised below –

- (a) *assessment on non-refoulement claims*: there has been an influx of persons lodging a non-refoulement claim, partly with the aim of prolonging their stay in Hong Kong. ImmD is responsible for processing these claims for non-refoulement protection and has developed a holistic approach in post-entry enforcement first by establishing a platform, namely, the Unified Screening Mechanism, in March 2014 for assessing all sorts of non-refoulement claims centrally with dedicated ImmD staff. ImmD staff are required to undergo professional training on assessment criteria, legal knowledge and procedures to handle these claims, and build and maintain a database in collecting and updating the information of different countries of origins of the claimants in order to verify, or otherwise refute, their assertions of threats;
- (b) *dedicated detention facility*: ImmD took over the management of the CIC from CSD in April 2010 to keep in custody those who are not permitted to stay. ImmD staff are required to comply with the same standard of discipline and restriction of freedom as correctional services staff such as the prohibition of outside communication during duty hours, long shift hours, and readiness to handle unprecedented events in the detention cells. They have to undergo specific anti-riot trainings, detention centre management courses and regular refresher resistance control courses;
- (c) *firm approach of removal*: because of the new trend of non-refoulement claims, enforced removals with the use of force have become more frequent in

ImmD's daily operations. While many removees are bound to accept voluntary departures, vigorous resistance from persons liable to be removed after all appeals have been exhausted is not uncommon;

- (d) *combating trafficking in persons*: human trafficking has aroused increasing international attention in recent years. Working in conjunction with various departments, ImmD conducts stringent immigration control and exerts investigative efforts to stem the tide and neutralise human smuggling activities by close collaboration with enforcement counterparts around the world. ImmD has established its own protocol to train staff to identify and take enforcement actions against human smuggling activities;
- (e) *counter-terrorism*: ImmD plays an important role in counter-terrorism by analysing intelligence to prevent threats from entering Hong Kong. A dedicated section was set up in 2016 to handle counter-terrorism enforcement and was later expanded as a full division. As the ImmD frontline staff are always exposed to unknown threats in the course of counter-terrorism enforcement duties, they have to be trained with the capabilities to identify and combat potential threats on all the frontline control points and within Hong Kong;
- (f) *assistance to residents outside Hong Kong*: ImmD has established a dedicated unit, the Assistance to Hong Kong Residents Outside Hong Kong Unit, which is responsible for rendering assistance to Hong Kong residents outside Hong Kong who are in need. In addition, ImmD maintains an around-the-clock hotline service to receive requests for help abroad. With more Hong Kong residents travelling and working abroad, the number and nature of assistance requests have risen over the years. In cases of Emergency Response Operations, the Unit is ready to dispatch field officers abroad to render assistance on the ground. Many such missions have taken place in

recent years, including the one to Japan for Hong Kong passengers under quarantine on board a cruise ship because of the COVID-19 pandemic;

- (g) *enforcement against parallel goods trading*: cross-boundary parallel trading activities have turned into a hot debate since the early 2010s. ImmD has devised enforcement plans in local black-spots while stepping up the controls on the immigration frontline;
- (h) *non-local pregnant visitors*: following the implementation of the “zero quota” policy in 2013, for which booking of delivery from non-local pregnant women at Hong Kong hospitals would either be rejected or subject to stringent verification, ImmD has further stepped up the control measures and successfully helped contain the issue of non-local women giving birth in Hong Kong hospitals; and
- (i) *innovation and technology*: ImmD has widely made use of innovative technology to enhance operation efficiency¹⁵. Besides, with the closer ties with the Mainland, ImmD has devised various special arrangements, such as opening up e-Channels and designated immigration counters for the Mainland cross-boundary students to travel to schools in Hong Kong, as well as arranging “on-board clearance” on school coaches passing through vehicular control points.

Workload Statistics

4.8 The workload statistics on some major services of ImmD are summarised at **Appendix 11**. We observe in general, except for 2020 with a substantial reduction in the demand for certain immigration services due to COVID-19 pandemic, there are significant increases in various work areas as compared with those in 2009, such as the applications for entry visas, applications for extension of stay,

¹⁵ Examples include the Advance Passenger Information system requesting a passenger to provide personal bio-data through electronic means for permission to travel in advance of leaving the port of embarkation, the e-Channels as the automated passenger clearance system and the Smart Departure system as a self-service departure system.

applications for HKSAR passports, passengers/vehicles/vessels examined, as well as requests for assistance from Hong Kong residents in distress outside Hong Kong.

Chapter 5

Government Flying Service

5.1 GFS was established in April 1993 under the Government Flying Service Ordinance (Cap. 322) to take over the functions of the then Royal Hong Kong Auxiliary Air Force. It provides flying services to support law enforcement, search and rescue, emergency air ambulance services, fire-fighting operations, aerial surveys, and transportation of personnel and equipment in support of the work of various government departments. GFS provides round-the-clock services under all weather conditions. Its area of responsibilities for search and rescue covers up to 1 300 kilometres (km) to include the Hong Kong Flight Information Region and the Hong Kong Maritime Rescue Co-ordination Centre (MRCC) area of responsibility. Besides serving Hong Kong, GFS also assists in missions originating from the Civil Aviation Department (CAD) and the MRCC far out to 1 300 km in the South China Sea.

Organisation Structure

5.2 GFS is headed by Controller, GFS who is underpinned by four directorate officers, comprising three Chief Pilots and one Chief Aircraft Engineer (CAE). There are five divisions in GFS, namely –

- (a) Operations Division (headed by a Chief Pilot) which oversees the deployment of aircrew and aircraft; co-ordinates flying services and emergency response needs; and commands an Auxiliary Section which consists of voluntary members in providing medical services during rescue missions;
- (b) Training and Standards Division (headed by a Chief Pilot) which sets professional standards; and plans and conducts training and development for all GFS aircrew;

- (c) Corporate Safety Division¹⁶ (headed by a Chief Pilot) which steers and manages safety related initiatives and cross-division safety management matters within GFS; and carries an internal auditor's role on the GFS operations;
- (d) Engineering Division (headed by a CAE) which provides maintenance and repair services; and handles related technical matters for GFS aircraft and specialised equipment in supporting all flying and operational tasks; and
- (e) Administration Division (headed by a Chief Executive Officer) which provides administrative support services to the whole department.

Staffing

5.3 As at 30 June 2020, GFS had an establishment of 308 posts, of which 248 (80.52%) were disciplined services posts, comprising five directorate posts and 243 Officer cadre posts. Unlike the other disciplined services, GFS does not have Rank and File grades in the strict sense of the term¹⁷.

Grade and Rank Structures

5.4 There are altogether 16 ranks in the GFS disciplined services hierarchy and staff are remunerated on the General Disciplined Services Pay Scales. Details of their grade and rank structures and existing pay scales are set out at **Appendix 12**.

¹⁶ The Corporate Safety Division was established in July 2016.

¹⁷ The Air Crewman Officer and the Aircraft Technician grades are hybrid grades which straddle GDS(R) and GDS(O) with the pay scales for the promotion ranks of the two grades falling into the officer-equivalent segment.

Relevant Considerations

Job Factors and Special Factors

5.5 With most of its disciplined services staff either performing flying and rescue operation duties or engineering and maintenance duties, GFS has the following specific key features in its operations –

- (a) potential danger and risks faced and the degree of stress suffered by the aircrew are relatively high, since the Pilots and Air Crewman Officers (ACMOs) on board are required to carry out search and rescue operations under all weather conditions which may involve a range of dangerous, unfamiliar, unpredictable and difficult situations. This is evidenced by the unfortunate incidents of injuries and fatalities in recent years in missions carried out during extreme conditions;
- (b) individual responsibility required of the aircrew is great especially during search and rescue operations, as the ACMO is often the only rescuer at the scene to make life-and-death decisions. The ground crew are responsible for the airworthiness of the aircraft and hence their work bears crucial importance in terms of flight safety; and
- (c) disciplined services staff in GFS not only have to perform shift duties, but are also subject to the requirement to be on-call for emergency tasks during off-duty. Owing to the reactive nature of their work, the aircrew are not expected to work particularly long periods of continuous duty, except for special missions.

Major Changes since the Last GSR

5.6 There have been significant changes in the operating environment and consequently the work of GFS over the last decade. Some of the remarkable changes are summarised below –

- (a) *more advanced aircraft fleet and equipment:* with the replacement of the old aircraft and equipment, the service capability of GFS has been enhanced. Correspondingly, the complexity of the new aircraft system and equipment requires more expertise and calls for extra training needs. More maintenance checks are also required;
- (b) *manpower challenges:* GFS has expanded its establishment to alleviate the manpower shortage and meet the new service needs¹⁸. On the other hand, with the anticipated retirement wave of officers who were recruited in the wake of the localisation scheme in the 1990s, GFS expects a continuous intake in the future and therefore a need for putting in extra efforts to provide training and development opportunities. However, the high wastage in ranks such as Pilot I (PI) has rendered some of the efforts in vain and also further jeopardised the progress of resolving the manpower shortage;
- (c) *new aviation statutory requirements:* taking into account the rapid developments of the aviation industry, the relevant statutory and safety requirements have been enhanced and refined in the past decade with new professional standards incorporated. On the front of aircraft maintenance, GFS has expanded in recent years its capability in preventive maintenance, regular restoration and defect rectification through incorporation of advanced technology and procedures. On the safety management front, GFS has established a dedicated office to oversee the implementation of a new safety assurance system. Dedicated Aircraft Engineer (AE) grade members are assigned various roles under this system in order to maintain and fulfill this aviation statutory requirement. Their duties have expanded;

¹⁸ New service needs include the increasing demand and public expectation for a higher level of emergency pre-hospital care service provided by GFS to casualties in its search and rescue missions (please also refer to paragraph 5.6(g)) and air-ambulance service.

- (d) *enhanced engineering capabilities:* since the last GSR, GFS has enhanced its engineering capability and taken on additional responsibilities in order to meet the regulatory requirements and to facilitate the operational needs of the department. After receiving training and going through a series of internal evaluations and assessments, experienced AEs are required to absorb additional duties, such as the acceptance of new aircraft which involves examination, inspection and testing for airworthiness;
- (e) *changes in training requirements:* the training requirements of GFS have been evolving to meet the changing operational needs, such as qualification assessments for Pilots to cope with new aircraft with state-of-the-art technology demands, emergency pre-hospital care training programme and fitness training for ACMOs, and training on deployment of more sophisticated aircraft and equipment as well as enhanced capacity in aircraft maintenance and servicing required by AEs and Aircraft Technicians (ATs);
- (f) *changes in operations:* demand for GFS emergency services has been increasing, such as that for casualty evacuation and search and rescue. With more sophisticated equipment, more complex and innovative operations are involved, such as joint operations with other law enforcement agencies such as HKPF and C&ED in maintaining the internal security of Hong Kong, and various kinds of rescue or co-ordinated operations¹⁹ beyond the territory.

¹⁹ In the past decade, there were some significant operations that marked the capability of GFS, such as the quick deployment of a rescue team to Sichuan during the Sichuan Earthquake in 2008 conducting a 21-day operation; search and rescue missions in the South China Sea saving a total of 70 lives during the passage of super typhoons in 2017; and provision of expertise for the application and deployment of air elements on air surveillance, tactical response and rescue service after the establishment of the Inter-departmental Counter-Terrorism Unit in April 2018 under the co-ordination of the Security Bureau.

All these have put extra demands on the GFS fleet and officers²⁰; and

- (g) *improved medical services provided to rescued persons*: in line with the increasing expectation of the community, GFS has improved the service level of pre-hospital care provided by ACMOs to rescued persons. With enhanced training and improved knowledge, ACMOs will choose the most appropriate course of actions including the provision of paramedic level of care to patients and injured persons during the life saving process.

GFS is setting up a new operational base, the Kai Tak Division, at the tip of the old Kai Tak Airport Runway as well as a Flight Simulator Training Centre at the GFS headquarters. The new developments will affect the manpower needs of GFS, its mode of operations and service delivery capabilities in future.

Workload Statistics

5.7 The workload statistics on some major services of GFS are summarised at **Appendix 13**. As compared with 2009, there is a remarkable increase in the total number of flying hours in recent few years, in particular the flying hours for casualty evacuation, helicopters rescue and tasks for other government departments. Nonetheless, as the flying hours for emergency services are subject to the operating environment and factors beyond GFS' control, the quantitative workload statistics may not fully reflect the various significant qualitative changes in the work of GFS.

²⁰ The total number of flights and call-outs made by GFS in 2009 and the recent few years are as follows –

Year	2009	2017	2018	2019	2020
Total no. of flights	4 211	5 734	5 624	4 880	6 112
Total no. of call-outs	1 938	2 395	2 241	2 197	2 520

Chapter 6

Fire Services Department

6.1 Originally formed under the Police Force in 1868, the Fire Brigade was separated from the Police Force in 1941 and renamed as the Hong Kong Fire Services Department in 1961. The Fire Brigade started providing emergency ambulance service in 1919 and all government ambulance resources, including those providing non-emergency services, were transferred to the Fire Brigade in 1953. The ambulance service was made as an independent unit, later called the Ambulance Command, in 1973.

6.2 Operating under the authority of the Fire Services Ordinance (Cap. 95), FSD provides emergency and rescue services for the public (and in this sense, it is a department providing emergency and first-resort services), and is responsible for fire-fighting and rescue on land and at sea; protecting life and property in case of fire and other types of calamities; formulating and enforcing fire safety policies and measures; giving advice on fire protection measures and mitigating fire hazards; and providing prompt or immediate medical attention to the sick and the injured and conveying them to hospitals.

Organisation Structure

6.3 FSD is headed by the Director of Fire Services who is underpinned by 19 directorate officers, comprising one DD, seven Chief Fire Officers (CFOs), one Chief Ambulance Officer (CAO), eight Deputy Chief Fire Officers and one Deputy Chief Ambulance Officer, as well as one Senior Principal Executive Officer (SPEO) on the civilian side. It is organised into eight Commands and an Administration Division. Their major responsibilities are as follows –

- (a) four operational Fire Commands by region, i.e. the Hong Kong Command, the Kowloon Command, the New Territories North Command and the New Territories South Command (each headed by a CFO) which are responsible for combating fire, saving lives and property on land and at sea; and conducting

regular inspections of fire service installations (FSIs) and equipment in buildings;

- (b) Fire Safety Command (headed by a CFO) which is responsible for drawing up fire safety policies; enforcing fire safety legislation; enhancing public awareness on fire safety; upgrading of fire safety in old buildings; and vetting of loans for fire safety improvement works;
- (c) Licensing and Certification Command (headed by a CFO) which is responsible for formulating and certifying the fire safety standards of food premises; implementing policies and procedures related to FSIs and the registration of contractors; monitoring the licensing control on the use, storage, manufacture and conveyance of dangerous goods as well as timber stores and administering legislation in relation to the abatement of fire hazards;
- (d) Ambulance Command (headed by a CAO) which is responsible for providing emergency ambulance service and urgent inter-hospital transfers as well as handling non-emergency ambulance transfer service for patients on outlying islands;
- (e) Fire Services Headquarters Command (headed by a CFO) which offers policy, planning, management and logistics support to operational Commands, oversees the operation of the Fire Services Communications Centre for receiving emergency calls from the public and despatching appropriate resources to the incident scene as well as the Fire and Ambulance Services Academy. It is also responsible for matters related to recruitment, training and examination, workshops and transport, procurement and logistics, as well as public relations strategies; and
- (f) Administration Division (headed by an SPEO) which provides administrative support to the corporate

management of the department, manages manpower resources and operating expenditure.

Staffing

6.4 As at 30 June 2020, FSD had an establishment of 11 159 posts, of which 10 368 (92.91%) were disciplined services posts, comprising 18 directorate posts, 1 382 Officer cadre posts and 8 968 Rank and File posts.

Grade and Rank Structures

6.5 There are altogether 22 ranks in the FSD disciplined services hierarchy and staff are remunerated on the General Disciplined Services Pay Scales. Details of their grade and rank structures and existing pay scales are set out at **Appendix 14**.

Relevant Considerations

Job Factors and Special Factors

6.6 FSD has three major functional streams of disciplined services. Each stream has its own challenges in its duties and responsibilities, including but not being limited to the following –

- (a) *Fire Stream (also known as Operational/Marine Stream)*: responsible for fire-fighting and rescue, enforcement of fire protection measures and enhancing public awareness in fire safety. Staff have to carry heavy equipment weighing around 30 kilogrammes and wear thick protective clothing for fire-fighting and rescue. They are exposed to danger, hazard and hardship arising from unpredictable and dangerous working environment ranging from fire, explosion, natural disasters to major incidents involving chemical, biological, radiological or nuclear agents; inhalation of smoke; and exposure to extreme heat, hazardous substances

and infectious diseases. They have to respond quickly to fire calls and make prompt and precise decisions to lead the team and work with others to save lives and manage every situation smartly. They bear physical and psychological stress arising from unpredictability of calls, the requirement to maintain high alertness including close media and public scrutiny;

- (b) *Ambulance Stream*: responsible for operations of the ambulance service. Staff are required to pay full attention at all times as their time-critical decisions and action affect the health and lives of the patients. They face health hazards, hardship and risk arising from exposure to infectious diseases (including the virus causing COVID-19), contacts with violent or disturbed patients and the requirement to handle unpleasant duties or traumatic events when responding expeditiously to ambulance calls. To deal with the heavy workload and work under close media and public scrutiny, they endure stress at work to meet public demand; and

- (c) *Mobilising and Communications (MC) Stream (also known as the Control Stream)*: responsible for the overall control and communications in respect of the mobilisation of fire-fighting and ambulance resources for fire and emergency services. Staff in the MC Stream, as the first contact point, are required to flexibly deploy resources including fire appliances, ambulances, fire boats, manpower and equipment to the incident scene within tight pledged time frames. They have to make quick and smart decisions in the emergency dispatch process by mobilising staff and fire-fighting and ambulance resources. They have to face escalating pressure due to increasing workload, rising public expectations and close public scrutiny.

Major Changes since the Last GSR

6.7 Driven mainly by changes in the external environment, there has been a drastic increase in the complexity and scope of responsibilities undertaken by FSD staff on various fronts over the last decade. They are subjected to exceptional danger, stress as well as hardship. The changes are summarised below –

- (a) *changes in modern fire ground*: fires become harder to control due to a faster flashover²¹ rate and generation of higher temperature and more deadly and concentrated smoke caused by the modern materials commonly used for furniture and household products. “Supertall” buildings pose grave difficulties for fire-fighting operations as these are generally inaccessible to aerial fire appliances. Subdivided domestic units with increased human activities in congested spaces, mostly situated in old buildings with single staircase and grossly inadequate fire protection measures, are highly prone to fire outbreaks. Likewise, mini-storage facilities with rows of tall cubicles stacked together, and unauthorised building works and blockage of means of escape in old buildings also pose grave danger and hindrance during fire-fighting operations;

- (b) *increase in frequency and severity of extreme weather conditions*: over the past years, upsurges in ambient temperatures, extreme precipitation events and havoc-wreaking typhoons have become more frequent. Inclement weather conditions generate heavier demands for emergency services. The increase in the number of incidents occurring and emergency calls received during the onset of typhoons often stretches FSD resources to its limits, and has proved extremely taxing for FSD staff. Carrying out emergency operations under rough weather conditions is obviously dangerous and difficult;

²¹ “Flashover” is a sudden and rapid spread of fire caused by the ignition of smoke or fumes from surrounding objects.

- (c) *increase in complexity of major infrastructure and new building developments:* the major infrastructure developments in Hong Kong, which may involve large site coverage, enormous underground space or long and deep underground tunnels, have become more complex. Apart from the extra workload involved in formulating fire safety requirements during the stages of processing building plans and conducting acceptance inspections of FSI upon completion, FSD has to enhance its emergency preparedness by adopting new and specialised skills for rescue operations and formulate emergency plans in collaboration with its Mainland counterparts for cross-boundary infrastructures. In addition, modern building designs, such as open kitchen design and nano flats (e.g. those with saleable floor area of 20 square metres or less), have brought new challenges to FSD in terms of monitoring and enforcement actions of FSIs, and carrying out search and rescue operations in the densely packed layout, as there will be a higher fire load with more occupants in more residential units on each floor;
- (d) *changes in the social environment:* they include the ageing and growing local population, the increasing popularity of outdoor activities, the public order and violence events, the emergence of social media and the advent of online news websites run by lay journalists, and the increasing transparency of the Government. These changes increase the workload, heighten the challenges and raise higher public expectations for quality service from the frontline fire and ambulance personnel as well as their counterparts in the Fire Safety Command and the Licensing and Certification Command;
- (e) *changes in the business environment:* the increased use, storage and conveyance of hazardous materials in the logistics industry, recyclable items of a combustible nature, packing materials as a result of the prevalence of parallel trading activities, wider use

of photovoltaic (PV)²² system in buildings and alternative power resources in electric cars pose potential risk to firefighters. FSD is required to formulate different contingency plans based on individual risk assessment results and provide relevant fire safety advice to the operators to mitigate the risk involved. Besides, FSD has to step up inspection and related enforcement actions to ensure fire safety;

- (f) *increasing dangers posed by increased types of infectious disease*: the emergence of new infectious diseases such as Ebola, Zika, Middle East Respiratory Syndrome and COVID-19 has placed frontline emergency service providers at greater risks of contracting serious and even lethal diseases; and
- (g) *new services in fire-fighting, rescue operations and ambulance service*: to cope with the evolving working environment and growing complexities for search and rescue operations, FSD proactively launches various new measures/initiatives. Examples include establishing specialist teams with extensive training in dedicated fields such as compartment fires, rescue operations at high grounds, mountain rescue operations, search and rescue in case of structural collapse, etc. to strengthen the capability of staff in dealing with various kinds of incidents/operations; providing more in-depth critical pre-hospital treatments in emergency ambulance services; and incorporating an internationally-accredited questioning protocol software to assist console operators to provide comprehensive and appropriate post-dispatch advice (PDA).

Workload Statistics

6.8 The workload statistics on some major services of FSD are summarised at **Appendix 15**. We note that most aspects of work in

²² A PV system is a power system designed to supply usable solar power by means of PV, ranging from a few kilowatts to hundreds of megawatts.

FSD are on the rise as compared with those in 2009, in particular in the areas of prosecution and inspection which have an over threefold increase in prosecutions instituted and inspection of ventilating systems in buildings and licensed premises in 2020.

Chapter 7

Customs and Excise Department

7.1 The history of C&ED can be traced back to 1909. It was originally known as the Preventive Service, which was subordinate to the then Imports and Exports Department. The Preventive Service was given the disciplined force status in 1963 and was renamed as the Customs and Excise Service in 1977. C&ED became an independent department in 1982.

7.2 Presently, C&ED is responsible for protecting Hong Kong against smuggling; protecting and collecting government revenue on dutiable goods; detecting and deterring narcotics trafficking and abuse of controlled drugs; protecting intellectual property rights (IPR); protecting consumer interests; regulating money service operators; protecting and facilitating legitimate trade; and upholding Hong Kong's trading integrity.

Organisation Structure

7.3 The Commissioner of Customs and Excise (C of C&E) is the head of C&ED, who is underpinned by eight directorate officers, comprising one Deputy Commissioner (DC), four Assistant Commissioners (ACs), two Chief Superintendents as well as one Senior Principal Trade Controls Officer on the civilian side. C&ED comprises two major constituents, namely the Customs and Excise (C&E) Service and the Trade Controls Branch staffed by disciplined services staff and civilian grades staff respectively. The current GSR only covers disciplined services staff of the C&E Service which is organised into the following four functional branches, each headed by an AC –

- (a) Administration and Human Resource Development Branch which is responsible for matters concerning the overall staff management of the C&E Service; departmental administration; financial management; and staff training;

- (b) Boundary and Ports Branch which is responsible for matters related to import and export controls;
- (c) Excise and Strategic Support Branch which is responsible for matters related to dutiable commodities; taking forward the Hong Kong Authorised Economic Operator Programme and implementation of Mutual Recognition Arrangements with partner customs administrations; international customs liaison and co-operation; project planning and equipment procurement; information technology development; and operation of the Trade Single Window; and
- (d) Intelligence and Investigation Branch which is responsible for matters related to narcotic drugs, anti-smuggling enforcement and intellectual property; and the formulation of policies and strategies regarding the application of intelligence and risk management in Customs operations.

Staffing

7.4 As at 30 June 2020, C&ED had an establishment of 7 332 posts, of which 6 164 (84.07%) were disciplined services posts, comprising seven directorate posts, 1 134 Officer cadre posts and 5 023 Rank and File posts.

Grade and Rank Structures

7.5 There are altogether 12 ranks in the C&ED disciplined services hierarchy and staff are remunerated on the General Disciplined Services Pay Scales. Details of their grade and rank structures and existing pay scales are set out at **Appendix 16**.

Relevant Considerations

Job Factors and Special Factors

7.6 The C&E Service has the following specific key features in its duties –

- (a) the scope of responsibilities of C&E span from public security, food safety, trade facilitation, protection of IPR and consumer interests to anti-narcotics and anti-smuggling. Under the job rotation policy, the C&E Service staff have to become versatile by continuing to acquire multi-disciplinary skills and expertise to cope with diversified enforcement duties;
- (b) most of C&E Service staff suffer hardship arising from varying shift patterns, on-call requirements, irregular and prolonged working hours, and remoteness of workplace²³. Staff have to report duty upon receipt of an ad-hoc notification and it is not uncommon for staff to perform overtime (OT) work or more than 24 hours non-stop service with irregular meal breaks;
- (c) C&E Service staff are exposed to danger, risks and health hazards, particularly arising from boundary control and seaborne enforcement, and from decoy operations against smuggling, drug trafficking and illicit trade of dutiable commodities, which invariably involve criminal activities of a syndicate nature and illicit use of weapons for resistance, or stressful or risky environment²⁴. They may also come into contact with hazardous substances in the course of conducting operations; and

²³ As at 30 June 2020, about 82% of staff have to work on shift (including around 53% having to work overnight shifts) and only about 34.3% work on a five-day week pattern. About 52% of staff spend long time to travel to remote workplace at airport and boundary control points.

²⁴ Examples of stressful or risky operations are searching toilets, rummaging filthy vessels, examining cargo at dirty warehouses, processing manifests at land boundary control points with a polluted environment, intercepting smugglers' speedboats, chasing target vehicles, as well as having long-distance walk in mountainous areas with muddy, rugged and hilly footpaths during combat of smuggling activities.

- (d) C&E Service staff have to face mental and physical stress arising from the close public and media scrutiny on their operations; exercising discretion in performing surveillance and investigation duties; performing undercover duties; and testifying in court as well as carrying firearms when necessary.

Major Changes since the Last GSR

7.7 Since the last GSR, C&ED has experienced various major developments or changes which have impacted on its scope of work and responsibilities, as well as the increasing complexity of the jobs and the growing pressure on the staff. These developments and changes, reflecting the specific job factors, are summarised as follows –

- (a) *increasing globalisation and greater integration with the Mainland:* owing to the trend of globalisation and the greater integration with the Mainland over the past decade, there has been an upsurge in passenger and cargo flows²⁵. New control points²⁶ have also been commissioned in the past few years. The ever-increasing people and cargo flows have put C&ED staff at all levels under tremendous work pressure. Also, each new control point represents a totally different operating environment involving a paradigm shift in customs clearance procedures. Moreover, the department exerts effort in combating the problems related to the intensified parallel trading activities between Hong Kong and the Mainland (as in the case of powdered formula). With the fast development of online shopping or e-commerce, which triggers much bigger demands for delivery of faster but smaller shipments of packets or cargoes, smugglers are using these more convenient ways to ship illicit articles through air postal packets and express cargoes. In face of these challenges, the

²⁵ Passenger flow reached a record high of 305 million in 2018, representing a 37% increase as compared with 223 million in 2009, whilst the cargo volume surged by 41% from 58 million consignments to 82 million during the same period.

²⁶ The new control points include the Kai Tak Cruise Terminal, West Kowloon Station of the Guangzhou-Shenzhen-Hong Kong Express Rail Link, Hong Kong-Zhuhai-Macao Bridge Hong Kong Port and Heung Yuen Wai Boundary Control Point.

department has to enhance its intelligence analysis, apply more advanced technology in the clearance process and strengthen its collaboration with courier operators;

- (b) *more legislation to be enforced together with new functional responsibilities*: C&ED has borne more responsibilities which are closely related to people's livelihood and the fulfilment of international obligations, resulting in a substantial growth in the size of the laws enforced by the department and in its functional responsibilities²⁷. The continual growth in enforcing legislation and new responsibilities has resulted in an expanded scope and added complexity of customs functions and increasing workload and pressure of C&ED staff;
- (c) *enhanced role in trade facilitation*: with a growing expectation from the trade community, C&ED has fostered its "trade facilitator" role and even gone further to take up the role of "economic development promoter". These include introducing information technology systems to harmonise and streamline domestic customs processes²⁸, accreditation schemes for enhancing the competitiveness of local traders²⁹, joint facilitation measures with the Mainland³⁰, and regional and international co-operation schemes³¹.

²⁷ Examples include implementing control regime for the electronic customs clearance of road cargo, combating against the smuggling of powdered formula, prohibiting new types of emerging unfair trade practices and enforcing the declaration and disclosure system of cross-boundary transportation of large quantities of currency and bearer negotiable instruments.

²⁸ Examples are: (a) the Road Cargo System which enables industry to submit advance information on cargoes and vehicles on-line and allows Customs officers to conduct pre-arrival risk profiling and cargo selection; and (b) the Trade Single Window System which saves traders from approaching different government departments for individual submission of trading information.

²⁹ Under the Hong Kong Authorised Economic Operator Programme, qualified traders are accredited and recognised as trusted operators in the supply chain with entitlement to customs facilitation.

³⁰ There is a Single E-lock Scheme for expediting customs clearance of cross-boundary trade.

³¹ Examples include: (a) the Wine Facilitation Scheme which offers clearance facilitation to the Hong Kong registered wine exporters for re-export of wine consignments to the Mainland; and (b) the Free Trade Agreement Transshipment Facilitation Scheme which, by providing customs supervision service to affirm that those cargoes transshipped via Hong Kong to the Mainland have not undergone further processing while in Hong Kong, enables traders to enjoy preferential tariff in the Mainland and promotes the transshipment industry of Hong Kong.

To tie in with the development of the Guangdong-Hong Kong-Macao Greater Bay Area and the Belt and Road Initiative, C&ED needs to explore ways to enhance supply chain security management and clearance efficiency; and

- (d) *new enforcement strategies to counteract emerging crime trends:* C&ED is committed to devising strategies to counteract emerging crime trends. On the anti-narcotics enforcement, C&ED has been playing a proactive role in detecting and deterring cross-boundary drug trafficking through co-operation and intelligence sharing with outside enforcement counterparts. Against transnational organised crimes, efforts are made to trace the command chain of syndicates, apprehend their masterminds and confiscate the proceeds of crimes. On combating IPR crimes and cyber-crimes, robust measures have been taken to enhance the information technology enforcement capabilities to perform cross-platform cyber patrol and analyse massive volumes of Internet data for identification of IPR crimes and active infringers. On export control, while continuing to exercise stringent inbound controls for interdiction of illegal imports, C&ED has increasingly undertaken international obligations to render support to the international community in cracking down the contraband transshipped through Hong Kong. C&ED staff have therefore been shouldering increasing workload, bearing more complex and heterogeneous responsibilities, and meeting different new challenges.

Workload Statistics

7.8 The workload statistics on major services of C&ED are summarised at **Appendix 17**. Generally speaking, as compared with 2009, there is a remarkable increase in workload in a number of areas of the C&E Service, as revealed in, for instances, the number and the values of seizure cases of dutiable commodities and articles other than dutiable commodities, the number of dutiable commodities

licences/permits issued, the value of duty collected on dutiable commodities, the number of inspection and verification on imported vehicles for payment of First Registration Tax. The significant developments of C&ED in recent years have given rise to the expanded scope and increased complexity of its work.

Chapter 8

Correctional Services Department

8.1 The Hong Kong Correctional Services has a long history which can be traced back to the setting up of the first prison in Hong Kong in 1841. The penal system was later separated from the Police and became an independent department. The Prisons Department was renamed as CSD in 1982 to reflect the expanding programme of activities and the emphasis on rehabilitating offenders. As an integral part of the Hong Kong criminal justice system, CSD is committed to ensuring a secure, safe, humane, decent and healthy custodial environment for persons in custody (PICs) and facilitating their return to the community as law-abiding persons through comprehensive rehabilitative services. Over the years, Hong Kong has developed an internationally acclaimed correctional system, which places increasing emphasis on correction and rehabilitation of PICs, as well as community education.

Organisation Structure

8.2 CSD is headed by the Commissioner of Correctional Services who is underpinned by one DC, four ACs, two Chief Superintendents, one General Manager (Correctional Services Industries) as well as one Administrative Officer Staff Grade C (AOSGC) on the civilian side. There are five divisions in CSD, namely –

- (a) Operations Division (headed by an AC) which manages correctional facilities by maintaining their security, order and discipline, supervising the daily activities of PICs as well as providing round-the-clock basic medical services at the on-premises hospitals;
- (b) Quality Assurance Division (headed by an AC) which conducts timely review on the implementation of legislative provisions, rules and regulations; eradicates illicit activities inside correctional

institutions; explores the application of technology for operational and security enhancement; and investigates complaints;

- (c) Rehabilitation Division (headed by an AC) which co-ordinates the delivery of rehabilitative services (e.g. pre-sentence assessment, education and vocational training) and fosters community support for offender rehabilitation;
- (d) Human Resource Division (headed by an AC) which takes charge of the management of the department's human resources, and implements recruitment/career exploration strategies through various community engagement and education programmes; and
- (e) Administration and Planning Division (headed by an AOSGC) which provides a wide range of support services to the department and the correctional facilities, including prison development/redevelopment, resource management, public relations and general administration.

Staffing

8.3 As at 30 June 2020, CSD had an establishment of 7 108 posts, of which 6 379 posts (89.74%) were disciplined service posts, comprising nine directorate posts, 1 215 Officer cadre posts and 5 155 Rank and File posts. Over 90% of the disciplined services staff worked in correctional institutions.

Grade and Rank Structures

8.4 There are altogether 18 ranks in the CSD disciplined services hierarchy and staff are remunerated on the General Disciplined Services Pay Scales. Details of their grade and rank structures and existing pay scales are set out at **Appendix 18**.

Relevant Considerations

Job Factors and Special Factors

8.5 The work of CSD focuses on correction and rehabilitation of PICs. The responsibilities of and challenges faced by the department are substantial. The following is worthy of special attention –

- (a) CSD staff manage PICs coming from all strata in society, with inherent potential danger and stress arising from close contact with PICs and unpredictable violent situations inside the institutions. Staff must be alert at all times whilst on duty to make correct and timely decisions;
- (b) demand on physical fitness of the staff is high because they have to cope with frequent outdoor and patrol duties, as well as long hours of standing throughout the shift period;
- (c) the shift pattern and rotation system of CSD entail frequent overnight shifts, varying day-off and irregular meal time. All disciplined services staff of CSD have to perform shift duties and are subject to on-call and standby duties. As at 30 June 2020, only about 26.3% of disciplined services staff work on a five-day week (FDW) pattern;
- (d) many correctional institutions are ageing and most of the institutions are located in remote areas. CSD staff have to spend extra commuting time or to stay overnight in barracks of correctional institutions after an evening shift to make the morning shift of the following day. Coupled with the continual and frequent overnight shift, the remoteness of the correctional institutions disadvantages CSD staff in respect of their personal disposable time; and
- (e) due to the ageing of the PIC population and a high proportion of PICs with a drug abuse history, the

demand for medical services in correctional institutions is on the high side. CSD staff need to take up extra health care duties³², such as the provision of quality nursing care, the preparation of medical records and obtaining medication from the pharmacies of outside hospitals.

Major Changes since the Last GSR

8.6 There have been changes in the work nature and job duties of CSD staff over the past decade, which have imposed an increase in scope, workload, risks and stress on CSD staff in discharging their duties. The changes can be summarised below –

- (a) *increased complexity of PIC population and custodial environment*: the PIC population has become more complex due to its demographic changes over the past decade, leading to rising challenges in penal management. These include a rising number of PICs with a higher security risk, a growing number of PICs from outside Hong Kong, a high proportion of PICs with a drug abuse history and previous affiliation with undesirable associations, aggressive behaviour of PICs and acts of indiscipline of PICs³³, poor health conditions of PICs and increase in

³² The increase in workload on extra health care duties can be reflected in the following statistics –

Indicator	2010[^]	2017	2018	2019	2020
No. of medical appointments of PICs at outside hospitals and clinics	10 698	14 614	14 774	16 085	15 246
No. of Accident and Emergency cases of PICs at public hospitals	1 350	2 191	2 067	1 980	1 722
No. of days of custodial supervision for PICs admitted to public hospitals	2 532	3 968	3 590	3 533	3 698

[^] Figures of relevant items in 2009 are not available.

³³ The statistics related to acts of indiscipline of PICs in 2009 and in recent few years are provided below –

Indicator	2009	2017	2018	2019	2020
No. of indiscipline cases	3 723	4 521	4 265	3 905	4 332
No. of concerted acts of indiscipline	17	5	8	7	10

workload in other areas of duties³⁴. The security risks and challenges associated with these changes have significantly increased and given rise to greater workload and stress of CSD staff in discharging their custodial duties, including but not limited to direct supervision of PICs. Moreover, many of those arrested for their suspected involvement in the public order and violence events in 2019 are prone to advocating violence to achieve their goals. If these persons are imprisoned after conviction, CSD staff will have to shoulder a heavier workload arising from stepped up prison security measures and addressing diversified rehabilitation needs;

- (b) *increasing need for health care services and medical escort duties*: the increasing proportion of PICs with a history of drug abuse or involvement in drug-related offences, vice habits and related mental problems as well as the general ageing PIC population bring about a significant impact on the management of PICs, resulting in a heavier level of stress, pressure and workload to CSD staff. Apart from the basic health care services provided by on-premises hospitals, more complicated medication regimens and intensive nursing care provided by outside hospitals and clinics are also required to address the PICs' medical and health needs, thus causing tremendous pressure on medical escort duties. CSD staff have to remain extremely vigilant during the tour of duty;
- (c) *development of rehabilitation work*: since 2008, CSD has proactively provided PICs with diversified and

³⁴ CSD has taken measures to strengthen intelligence collection in respect of illicit activities of PICs and step up special searching operations. Following a judgment handed down by the High Court in 2009 on a judicial review case filed by a PIC, a higher standard of proof is required on the adjudication of disciplinary offences, resulting in increase in the workload and complexity in the work of handling PICs' disciplinary offences. Moreover, with the enactment of the Voting by Imprisoned Persons Ordinance in 2009 which sets out a clear framework for PICs to vote, new arrangements have been implemented and staff are required to take up extended and additional workload to ensure the proper handling of PICs' voting rights, both before and on the polling days.

appropriate rehabilitation programmes³⁵ to help them rehabilitate, equip themselves with skills and build up self-confidence so that they can eventually reintegrate into society. CSD has been enhancing its roles and scope of work by providing both work opportunities and vocational training to PICs for the acquisition of market-oriented job skills and the attainment of public-accredited qualifications. More efforts are being spent in product development, work process re-engineering and related adjustment in production methods³⁶ accordingly;

(d) *greater focus on community education*: CSD plays an active role as a community educator through the launching of the Rehabilitation Pioneer Project. This project comprises a series of programmes³⁷ in instilling anti-crime awareness in young people, which involves a large amount of administrative work and heavy workload³⁸;

(e) *stress and hardships of correctional duties*: the other areas of challenges for CSD staff include –

³⁵ The rehabilitation programmes include risks and needs assessment and management, psychological services, welfare and counselling, education, market-oriented industrial and vocational training and supervisions and so on.

³⁶ New technologies or computerised production facilities are introduced and applied in industrial production to improve work processes and product quality. Technical Instructors (Correctional Services) and Instructors (Correctional Services) therefore need to keep acquiring up-to-date knowledge and skills of new technologies and machineries.

³⁷ The programmes include: (a) the “Personal Encounter with Prisoner Scheme”, launched in March 1993, under which young students are arranged to visit correctional institutions and meet with PICs for experience sharing; (b) the “Reflective Path” programme, launched in 2015, which enhances students’ understanding of the criminal judicial system and correctional services as well as the detrimental effects of committing crimes; (c) “Rehabilitation Pioneer Leaders”, established in 2018, which aims at nurturing future leaders of the society with a good sense of civic responsibility, etc.; and (d) “Mission in Prison”, a new education programme launched in January 2021, which incorporates the concept of smart prison to turn the real prison environment into an unique “classroom” and brings participants with the most authentic learning experience through role-playing as correctional officers.

³⁸ The number of participants in the Rehabilitation Pioneer Project (headcount) in 2009 and in recent few years is shown below –

2009	2017	2018	2019	2020
41 013	39 768	48 153	41 682	6 829*

* Some of the face-to-face education activities were suspended in 2019 and 2020 due to the COVID-19 pandemic. Meanwhile, the department exerted efforts to promote community education in alternative ways during the period.

- (i) the need to handle in a fair manner an increasing number of PICs' requests and complaints, causing additional stress and creating additional workload to CSD staff;
 - (ii) the need to work under all weather conditions and adverse working environment; and
 - (iii) the shift patterns, remoteness of workplaces and social segregation have not only affected the health conditions of staff but also caused disruption to their social and family life; and
- (f) *enhanced roles in operations on top of the conventional ones*: among the disciplined services in Hong Kong, only staff serving in HKPF and CSD receive training on anti-riot tactics. Despite the fact that CSD is facing severe challenges, CSD was the first disciplined service to deploy hundreds of staff to HKPF to act as Special Constables to assist in maintaining public safety and restoring order and stability during the public order and violence events in 2019. These CSD staff had to sacrifice their rest time and might need to face the possible risk of doxxing and unfair accusation.

Workload Statistics

8.7 The workload statistics on some major services of the department are given at **Appendix 19**. While the occupancy rate of PICs/Prison Programme decreased from 95.2% in 2009 to 70.1% in 2020, the success rates of most of the re-integration programmes within the supervision period recorded an increase as compared with 2009. Besides, the workloads in medical escort duties, acts of indiscipline in correctional institutions and community education activities as shown in footnotes 32, 33 and 38, were on the rise in recent years as compared with those in 2009/2010.

Chapter 9

Independent Commission Against Corruption

9.1 ICAC was established in 1974 with the enactment of the Independent Commission Against Corruption Ordinance (Cap. 204). It is independent of the civil service, and the Commissioner, ICAC (the Commissioner) is directly answerable to the CE. ICAC is committed to fighting corruption through a three-pronged strategy of law enforcement, prevention and community education to maintain Hong Kong's reputation as a fair and just society. It is given legal powers to investigate and bring the corrupt to book under three Ordinances, namely, the Independent Commission Against Corruption Ordinance, the Prevention of Bribery Ordinance (Cap. 201) and the Elections (Corrupt and Illegal Conduct) Ordinance (Cap. 554). Hong Kong has consistently remained in the band of the top 20 economies with very low levels of corruption in the world in the Corruption Perceptions Index³⁹ since its launch in 1995. The city is ranked the 11th least corrupt place among 180 countries/territories in the Corruption Perceptions Index 2020.

Organisation Structure

9.2 ICAC is headed by the Commissioner who is underpinned by 17 directorate officers, comprising one Director of Operations (D of Ops), two Deputy D of Ops, one Senior Assistant Director (SAD) of Community Relations, one SAD of Corruption Prevention, eight ADs of Commission Against Corruption, one Secretary to the Commission Against Corruption, two Chief Commission Against Corruption Officers and one Chief Forensic Accountant.

9.3 ICAC has three departments supported by a central Administration Branch. The major responsibilities of each department are set out below –

³⁹ The Corruption Perceptions Index 2020 of Transparency International is a composite indicator which aggregates data from a number of different data sources that provide perceptions of country experts and business people of the level of corruption in the public sector.

- (a) Operations Department (headed by D of Ops who is also the Deputy Commissioner of ICAC) which is the investigative arm responsible for receiving, considering and investigating reports of alleged corruption offences;
- (b) Corruption Prevention Department (headed by SAD of Corruption Prevention) which examines the practices and procedures of government departments and public bodies and secures the revision of methods of work or procedures which may be conducive to corrupt practices. Corruption prevention advice is available to the private sector or any member of the public upon request; and
- (c) Community Relations Department (headed by SAD of Community Relations) which is responsible for educating the public against the evils of corruption and enlisting community support in the fight against corruption. Its seven Regional Offices reach out to the local communities and serve as focal points for receiving corruption reports and handling enquiries about corruption.

Staffing

9.4 As at 30 June 2020, ICAC had an establishment of 1 486 posts, of which 1 131 (76.11%) were disciplined services posts, comprising 17 directorate posts and 1 114 in three different grades, *viz.* Commission Against Corruption Officer (CACO)⁴⁰, Commission Against Corruption Investigator (CACI)⁴⁰ and Forensic Accountant (FA) grades.

⁴⁰ Unlike most other grades in the disciplined services, the CACO and CACI grades are not distinctly structured into the Rank and File and the Officer grades. Generally speaking, the recruitment ranks of the CACO and CACI grades are broadly comparable to the Rank and File cadre and the higher ranks are on the Officer cadre in terms of the pay ranges.

Terms of Employment

9.5 ICAC staff are public officers under the Independent Commission Against Corruption Ordinance⁴¹. They are not civil servants. Over 99% of the staff are employed on agreement terms (each tour currently of 2.5 years in duration) and about 79% are serving on “linked agreement”⁴². A gratuity for the period of service will be payable on satisfactory completion of the full agreement period.

9.6 The agreement terms provide ICAC with flexibility in employment to meet operational needs. Recruitment exercises cover in theory all ranks, including promotion ranks. ICAC may launch recruitment exercises at promotion ranks as appropriate when knowledge, skills and/or post-qualification experience is/are pre-requisite(s) for discharging the duties of the vacant posts. Nonetheless, it is rare for ICAC to conduct direct recruitment exercises for the promotion ranks which understandably would affect staff morale and promotion opportunities for serving ICAC staff.

Grade and Rank Structures

9.7 There are 20 disciplined services ranks in the ICAC hierarchy and staff are remunerated on IPS. Details of their grade and rank structures and existing pay scales are set out at **Appendix 20**. The Commissioner is not counted in⁴³.

Relevant Considerations

Job Factors and Special Factors

9.8 To fight corruption through effective law enforcement,

⁴¹ Under Section 8 of the ICAC Ordinance (Cap. 204), staff of ICAC shall be employed subject to the Public Service (Administration) Order, Government regulations and such administrative rules which apply generally to public officers. Pursuant to Section 3 of the Interpretation and General Clauses Ordinance (Cap. 1), public officer means any person holding an office of emolument under the Government, whether such office is permanent or temporary.

⁴² Under linked agreement, an officer is offered an agreement comprising two tours and the second tour will commence subject to the performance and conduct being satisfactory in the first tour. New appointees are not eligible for linked agreement.

⁴³ The salary of the Commissioner has been set at equivalent to D8 since the establishment of the Commission in 1974.

corruption prevention and community education, the duties and responsibilities of ICAC are substantial. ICAC staff have to face various challenges in their work. Their characteristics include (but are not limited to) the following –

- (a) unlike other crimes, corruption always entails a satisfied relationship between consenting parties without any obvious crime scene and thus is extremely difficult to investigate and prove in court, in particular corruption in the public sector as suspects are familiar with the investigation and surveillance practices. The complex investigation, covert surveillance and undercover operations would expose ICAC staff to high risks, stress, hardship and social segregation;
- (b) under the constraints of heavy workload, tight manpower and schedules of pre-trial preparation and court orders, burden of possible legal consequences of their action, testifying in courts and powerful defence teams, ICAC staff endure stress and hardship throughout the investigation and prosecution processes which involve intricate legal issues, in particular those related to complex operation in the business sectors, big corporations or sophisticated corruption facilitated frauds; and
- (c) ICAC staff at all times uphold stringent standards on their conduct and integrity by adhering to the principles of integrity and fair play, not taking advantage of their authority or position, maintaining necessary confidentiality, bearing restrictions on personal act including investment and financing, departure from Hong Kong, political affiliation and social contacts, as well as exercising courtesy and restraint in word and action.

Major Changes since the Last GSR

9.9 The changes over the last decade have posed challenges to ICAC in attracting and retaining the right talents and maintaining an

effective workforce in the face of higher level of responsibilities, workload and pressure on staff. The changes are summarised below –

- (a) *changes in the demographic situation:* with the free flow of information, capital and travellers as well as the advancement of information and communications technologies, corruption knows no boundary. The work of ICAC has become even more difficult;
- (b) *scramble for talents in the job market:* the governments in different jurisdictions have been tightening up the regulations and compliance requirements related to anti-money laundering, anti-bribery, etc. as well as extending their coverage. As a result, there has been an increasing demand for talents to handle jobs related to anti-money laundering, fraud investigation, and corporate governance/compliance in the finance, insurance and banking sectors of the private sector as well as regulatory jobs in the public regulatory bodies. Well-trained ICAC staff with an investigation background have become their target for talent-spotting since these staff could save them time and resources in training. At the same time, the private sector is increasingly concerned about corruption prevention. ICAC has to recruit staff who have working knowledge and experience in different fields to meet the challenges and needs of its corruption prevention duties. It follows that ICAC has to compete with both the public and private sectors for talents in this field;
- (c) *new commitment in multilateral anti-corruption training:* after setting up the Centre of Anti-Corruption Studies in 2009⁴⁴, ICAC has embarked on a new initiative in helping States Parties to the United Nations Convention against Corruption, particularly

⁴⁴ The Centre of Anti-Corruption Studies (reorganised and renamed as International Liaison and Training Group in 2018) focuses on the study and analysis of issues pertaining to the fight against corruption in Hong Kong and internationally, and serves as a liaison contact for scholarly exchange and collaboration with the multilateral and Mainland anti-corruption agencies and academic institutions.

members of the Association of Southeast Asian Nations and other Belt and Road countries, to strengthen their capacity building through providing them anti-corruption training and consultancy services since 2017-18. In addition, with the Development Plan for the Guangdong-Hong Kong-Macao Greater Bay Area announced in February 2019, ICAC is obliged to develop closer collaboration with the anti-corruption agencies concerned in ensuring sound anti-corruption regimes, effective corruption resistant systems and a strong probity culture would be put in place in the region. The new initiative and Development Plan have increased the workload and challenges to ICAC staff;

- (d) *increasing hardships and challenges*: investigation is complex and often requires the deployment of covert surveillance, undercover operations, intelligence collection and other proactive tactics, which are associated with high risks, hardship, stress, long and unpredictable working hours, social segregation and in all weather conditions. Investigation and subsequent prosecution processes involve intricate legal issues. The significant changes in the economy, finance, public policies, politics and technology have also had a substantial impact on the job nature, job requirement, responsibilities and workload of the investigating staff. Staff have to keep abreast of the ever-changing environment (e.g. new skills in computer forensics). Investigation of electoral offences under the Elections (Corrupt and Illegal Conduct) Ordinance (Cap. 554) continues to be a distinctive function of ICAC. With the development and changes in the electoral arrangements for the various levels of the constitutional framework in Hong Kong, complicated dynamics amongst different political groups as well as the changing needs of the different sectors and the massive use of social media, the concerns and enquiries raised related to corruption and illegal practice have become more complex. On the

corruption prevention front, ICAC has adopted evolving strategies to respond to the changing corruption risks and corruption needs of society; and

- (e) *recruitment and manpower retention*: competition for talents will become keener as ever before as a result of the demographic change and competing forces in the hiring market.

Workload Statistics

9.10 The workload statistics on some major services of ICAC are summarised at **Appendix 21**. As compared with 2009, we note that there was a gradual decline in corruption complaints in both public and private sectors. As regards the number of investigations carried forward each year, it maintained quite steadily at a high level which illustrates the increasing complexity of investigations and prosecutions, as well as the deployment of more sophisticated modus operandi by criminals. The workload would usually be further aggravated after major public elections (e.g. in 2019) due to the upsurge in election complaints. Work related to corruption prevention and community education has been on a steady trend.

Chapter 10

Pay Scales

10.1 As mentioned in Chapter 1, the current GSR examines primarily the pay scale for each of the grades and ranks in each disciplined service (including directorate grades and ranks below the Heads of Disciplined Services). We have received a multiplicity of proposals on enhancement to pay scales for respective disciplined services grades. The proposals cover a wide range of issues related to the pay structure of disciplined services grades, including the pay scales for respective disciplined services grades/ranks, multiple entry for recruitment ranks, through scale arrangement, and other more generic issues relating to the pay for disciplined services, for instance, the qualification system and the pay adjustment mechanism.

Relevant Considerations

10.2 It is the Government's civil service pay policy to offer sufficient remuneration to attract, retain and motivate staff of a suitable calibre to provide the public with an effective and efficient service. Such remuneration should be regarded as fair by both civil servants and the public they serve, through broad comparability if possible with the private sector pay. This pay policy applies equally to the disciplined services which are an integral part of the civil service.

10.3 We have thoroughly examined all proposals related to pay structure in their entirety, paying special attention to the changes in the work nature, job duties, responsibilities and workload of each of the disciplined services since the last GSR and their impact on the job factors and special factors in determining an appropriate level of remuneration for each of the ranks and grades as well as the recruitment, retention and career progression situations of each of the grades. We are also well aware that the existing pay structure of disciplined services reflects the outcome of detailed deliberations of previous reviews. We consider that the following considerations adopted in previous reviews are still valid for the current review –

- (a) pay, including entry pay, in the disciplined services should be determined individually having regard to the uniqueness of their functions and the job factors and special factors identified by the 1988 Rennie Committee;
- (b) the prevailing relativities among the disciplined services represent a fine balance after thorough deliberations over the years and are respected by the stakeholders and therefore should only be changed when supported by strong justifications; and
- (c) the number and size of increments of the pay scales for disciplined services reflect the interaction of various factors, including the command structure and the relativities among different ranks and grades. Achieving uniformity in incremental size cannot be taken as a pay policy target or parameter. Moreover, any attempts to standardise the incremental size along a pay scale are likely to be futile as the configuration will be disturbed by annual pay adjustments under which different rates of adjustments might be applied to different segments of a single pay scale.

Analysis and Recommendations

Changes in Job Factors and Special Factors

10.4 We have provided an overview of the disciplined services and the challenges and difficulties faced by them in Chapters 2 to 9. We have also provided an account of the job factors and special factors of each of the disciplined services and the major changes in the operating environments over the past decade that have affected their job nature, responsibilities and workload. The changes in the operating environments definitely have an impact on the majority of these job factors and special job factors of all disciplined services grades as a whole. The wider scope and increased complexity of responsibilities shouldered by the disciplined services have also resulted in longer working hours, greater uncertainties of operations

and higher degree of social segregation of disciplined services staff. Disciplined services staff are also generally subjected to greater stress and hardship when discharging their duties in a highly polarised society. In order to cope with the changes in the socio-economic environment and developments in innovative technology, disciplined services staff have to acquire new skills and knowledge relevant to their job.

10.5 Among the disciplined services departments/agencies, HKPF, publicly recognised as the agency of the first and last resort, shoulders heavier and wider range of responsibilities in safeguarding the law and order of Hong Kong, especially during the spate of public order and violence events in 2019. Frontline police officers are subjected to higher risk when discharging their duties under the highly polarised society and the growing anti-police sentiments in society. In fact, from the figures we have gathered, the number of IOD cases of police officers was the highest among the disciplined services in the past five years. We also see prominent changes in the role and responsibilities of the Police Superintendent cadre, i.e. officers at the ranks of Superintendent of Police (SP), Senior Superintendent of Police (SSP) and Chief Superintendent of Police (CSP). Apart from assuming a managerial role mainly responsible for administration, management and planning duties, the Police Superintendent cadre has played a commanding role in frontline operations. Members of the cadre serve as the on-the-scene commanders in the event of social unrest and are responsible for the planning and deployment of anti-riot tactics and the on-the-scene management of personnel and resources. They are also fully accountable for the safety of their team members and all the decisions they make, and have to manage team members' sentiments as well as to boost their morale during prolonged operations. In this context, the Police Superintendent cadre is facing higher risks and greater work pressure than most of their disciplined services and civilian counterparts. Separately, police officers are also subjected to greater psychological hardship than the other disciplined services, as their family and children are easy targets of cyber bullying, doxxing, abusive comments and privacy intrusion on social media. In the fight against the COVID-19 pandemic, police officers have not only assisted in the security management of all quarantine facilities, spot checks on confinees and execution of social distancing measures, containment and evacuation of high risk buildings, but also taken on-site inspections and various enforcement

actions under the Prevention and Control of Disease Ordinance (Cap. 599). We consider that the pay scales for police officers should be adjusted appropriately so as to recognise their unique and highly complex job nature, the exceptional danger they are subjected to and the stressful working conditions under which they work.

Manpower Challenges

10.6 With the exception of HKPF, the overall recruitment statistics in the past five years show that disciplined services in general encountered no serious difficulties in attracting a sufficient pool of candidates for the recruitment exercises. We note the enormous recruitment challenge of HKPF, coupled with its alarming vacancy situation which stands at over 5 400 as at May 2021. For other disciplined services, the ratios of offers made in the recruitment of the Assistant Officer (AO) II rank of CSD, the Fireman (Fn), the Ambulanceman (Ambm) and the Station Officer (Operational) (StnO(O)) ranks of FSD were either constantly less than satisfactory or on a decreasing trend.

10.7 Regarding the retention situation of the disciplined services, the figures of wastage of the promotion ranks of disciplined services grades in the past five years were in general not serious causes of alarm. On the other hand, overall speaking, the recruitment ranks of the disciplined services saw a higher wastage, especially for the AOII and the Instructor (Correctional Services) (Inst) ranks of CSD, the Customs Officer (CO) rank of C&ED, the Senior Fn (Control) (SFn(C)) and StnO(O) ranks of FSD, the ACMOIII and the AT ranks of GFS, the IP rank of HKPF, the Immigration Assistant (IA) rank of ImmD, and the Assistant CACO (ACACO) and the CACI (Main Stream) (CACI(MS)) ranks of ICAC.

10.8 From the information we have gathered, the average length of in-rank service for officers of some of the recruitment ranks of the Rank and File grades before promotion is quite long. For example, in the past five years, officers of the AOII, Fn and PC ranks had a relatively long average in-rank service close to or even exceeding 20 years before promotion. For the Officer grades, the career progression of recruitment ranks is in general more satisfactory. As we have explained in Chapter 2, career progression is subject to a range of factors. However, we do recognise that the long in-rank

service before promotion may affect staff morale adversely and result in higher wastage for these recruitment ranks.

10.9 We believe that the increase in the scope and complexity of responsibilities of the disciplined services over the years coupled with the slow career progression has made the existing remuneration package less competitive, especially for the recruitment ranks, and hence has resulted in recruitment and retention difficulties for some of the disciplined services grades in recent years and may affect the development of the grades in the long run.

Pay Scales for Disciplined Services Grades (Other Than Those of the ICAC)

10.10 Balancing the host of applicable factors in a holistic fashion, including the enhanced job factors and special factors resulting from, among other developments, the increase in the responsibilities in terms of scope and complexity over the years, recruitment, retention, career progression, and the established relativities on pay among all disciplined services grades, we recommend various enhancements to the pay scales for different segments of the staff for all disciplined services (the proposed enhancements for ICAC staff are set out in a later section) –

- (a) for the JPO grade of HKPF
(Recommendation 10.1) –
 - (i) raising the scale minimum by one pay point and the scale maximum by two pay points for the recruitment rank, i.e. the PC rank;
 - (ii) raising the scale minimum by two pay points and the scale maximum by four pay points for the second tier rank, i.e. the Police Sergeant (SGT) rank; and
 - (iii) raising the scale minimum by two pay points and the scale maximum by three pay points for the top tier rank, i.e. the Police Station Sergeant (SSGT) rank;

- (b) for the IP/SP grade of HKPF **(Recommendation 10.2)** –
- (i) raising the scale minima and scale maxima of non-directorate ranks by one pay point; and
 - (ii) raising the scale maximum of the CSP rank, by adding a new increment to PPS 55, i.e. PPS 55(5);
- (c) for the Rank and File grades, other than the JPO grade of HKPF and the IA grade of ImmD **(Recommendation 10.3)** –
- (i) raising the scale minima by one pay point and the scale maxima by two pay points for all recruitment ranks;
 - (ii) raising the scale minima and scale maxima by two pay points for all second tier ranks; and
 - (iii) raising the scale minima by two pay points and the scale maxima by three pay points for all top tier ranks; and
- (d) for the non-directorate Officer grades, other than the IP/SP grade of HKPF **(Recommendation 10.4)** –
- (i) raising the scale minima and scale maxima by one pay point for all recruitment ranks, except for the Cadet Pilot rank of the Pilot grade of GFS with its pay scale remaining unchanged (see paragraph 10.15 below), and the Immigration Officer (IO) rank of the IO grade of ImmD, and the Station Officer (Control) (StnO(C)) rank of the StnO/Divisional Officer (DO) grade and the Ambulance Officer (AmO) rank of the AmO grade of FSD with their scale minima to be

raised by two pay points and scale maxima by one pay point (see paragraph 10.13 below); and

- (ii) raising the scale minima and scale maxima by one pay point for all promotion ranks, except for the Senior AE (SAE) rank of the AE grade of GFS (see paragraph 10.16 below).

Pay scale for the IA grade of ImmD

10.11 The ImmD management and its staff sides have submitted proposals of raising the entry pay of the IA grade to bring the pay on par with the comparable ranks in other disciplined services. The same proposal was also submitted and considered in the last GSR. In the last GSR Report, the Standing Committee remarked that having regard to all relevant factors, including the principle that pay, including entry pay, in the disciplined services should be determined individually having regard to the job factors and uniqueness of their functions⁴⁵, and recruitment, retention, career progression, etc. of the grade, the entry pay of the grade should be maintained.

10.12 With the principle as adopted in the last GSR in mind, we have examined the recruitment and retention situation, and the career progression of the IA grade in the context of the current GSR. While the overall recruitment situation of the IA grade is generally satisfactory, we note that the average wastage of the IA rank in the past five years is the second highest as compared with its comparable ranks in the disciplined services. We consider that the pay scale for the IA grade should be suitably enhanced to address simultaneously the relatively high wastage of the IA rank and their concerns on the pay difference between their counterparts in other disciplined services. Having considered all relevant factors, we recommend **(Recommendation 10.5)** –

- (a) for the recruitment rank, i.e. the IA rank, raising the scale minimum and scale maximum by two pay

⁴⁵ The existing conditioned hours of work of 44 gross per week for ImmD are among the lowest in the disciplined services.

points. The uplifted scale minimum is to be pitched at a new pay point on GDS(R) (i.e. GDS(R)4a), with a dollar value set at around the mid-point between GDS(R)4 and GDS(R)5;

- (b) for the second tier rank, i.e. the Senior IA (SIA) rank, raising the scale minimum and scale maximum by two pay points; and
- (c) for the top tier rank, i.e. the Chief IA (CIA) rank, raising the scale minimum and scale maximum by two and four pay points respectively. The uplifted scale maximum is to be pitched at a new pay point on GDS(R) (i.e. GDS(R)31a), with a dollar value set at around the mid-point between the newly created GDS(R)31 and 32.

Pay scales for the IO, StnO(C) and AmO ranks

10.13 When examining the pay scales for all Officer grades of the disciplined services, we note that the scale minima of the IO rank of ImmD, and the StnO(C) and AmO ranks of FSD, are currently two pay points below the scale minima of their counterparts with the same entry qualifications. We have examined the changes in the job nature, job factors and special job factors of all Officer grades and consider that the scale minima of the three ranks (i.e. IO, StnO(C) and AmO ranks) should be suitably adjusted upward by two pay points to recognise the changes in their job nature and heavier responsibilities taken up by them particularly in the past decade, for instance, shouldering the additional workload by the officers in the IO rank arising from the influx of non-refoulement claims and their role on counter-terrorism by analysing intelligence to prevent threats from entering Hong Kong, taking up the additional responsibilities on the provision of PDA to callers for the emergency ambulance service by StnOs(C), and uplifting pre-hospital critical service and upgrading the traumatic care for patients by AmOs.

Pay scale for grades of GFS

10.14 Unlike other disciplined services grades, the ACMO and the AT grades of GFS are hybrid grades which straddle GDS(R) and

GDS(O) with the pay scales for the promotion ranks of the two grades falling into the officer-equivalent segment. The two grades are treated as Officer cadres in our pay recommendations.

10.15 As for the Pilot grade, unlike other recruitment ranks, the Cadet Pilot rank is a training rank. Cadet Pilots who fulfil the qualification requirements for the passage of probation or trial bar and are found suitable for further appointment will be considered for appointment as Pilot II (PII). In the past five years, the average length of in-rank service of Cadet Pilots before they progressed to the PII rank was only three years. We note that both the GFS management and its staff sides have not submitted any proposal of raising the pay for the Cadet Pilot rank. Having regard to the fact that there is no prominent change in the responsibilities of the Cadet Pilot rank over the years and the existing remuneration package is sufficient enough to recruit suitable candidates to undertake the training at the Cadet Pilot rank for appointment as PII under satisfactory career progression pace, we recommend maintaining the pay scale for the Cadet Pilot rank.

10.16 At present, the SAE rank is remunerated at GDS(O)37 to 38. Taking into account the expansion of the scope of the work of GFS with a resulting increase in flying hours and in the heavier maintenance responsibilities shouldered by SAEs over the years as well as the fact that the scale maximum of the rank is one point lower than the comparable ranks in other disciplined services, we recommend raising the scale minimum and scale maximum by one and two pay points respectively (**Recommendation 10.6**).

Establishment of independent pay scales

10.17 There are a number of proposals on the establishment of an independent pay scale for disciplined services staff of FSD to recognise their hardship and job uniqueness. We have also received a proposal from the staff sides of CSD on the establishment of an independent pay scale for disciplined services staff of CSD working in the hospital section. When considering these proposals, we are mindful that the establishment of a separate pay scale for any of the disciplined services should only be supported with very strong justifications and that we should adhere to as far as possible the principle that each of the disciplined services is unique in work nature

and their pay, in general or for specific formations, should be determined taking into account all relevant considerations, including the job factors and special factors and their unique functions. While we recognise the job uniqueness of each of the disciplined services, we see no strong reasons to establish independent pay scales for disciplined services staff of FSD or CSD staff working in the hospital section. Comparing the case of the disciplined services with the civilian grades, each of the former's job uniqueness is not dissimilar to that between, for example, the general civilian grades and the professional civilian grades. Given that the uniqueness of each grade is reflected by different starting and maximum pay points on the pay scale (the Master Pay Scale (MPS) for the civilian grades and the three sets of pay scales applicable to the disciplined services grades) and different pay progression, there are no good grounds for establishing an independent pay scale for each disciplined service. The setting up of independent pay scales will in fact seriously upset the existing internal relativities among the disciplined services. We recommend rejecting the proposals (**Recommendation 10.7**). That said, we do however recognise that staff working in various formations or units, in FSD, CSD and other disciplined services, are particularly susceptible to exceptional risks or hardship, or they have to undergo specialist, dedicated training and hone their skills before they can discharge their duties effectively. We believe that these staff members should be fairly compensated, and having regard to the nature of such duties vis-à-vis the duties that the majority of staff members discharge, we consider that it is more appropriate to resort to the established JRAs regime in those cases. We will return to this subject in Chapter 12.

Changes to PPS, GDS(R) and GDS(O)

10.18 As a result of our recommendations on the improvements to the pay scales for disciplined services grades, there will be corresponding changes in PPS, GDS(R) and GDS(O). While the enhancement to the pay scales for both the Rank and File grades and the Officer grades will inevitably have implications for the internal relativities among disciplined services grades due to different incremental size of PPS, GDS(R) and GDS(O), we are mindful that the prevailing relativities among the disciplined services, which are generally accepted by the stakeholders, should be broadly maintained when we consider possible changes that have to be made to PPS, GDS(R) and GDS(O) in connection with those pay improvement

recommendations.

10.19 In connection with the increase in the scale maxima of the top tiers ranks of the Rank and File grades, we propose that three new pay points above the existing top pay point of GDS(R) be created. To maintain the relativities of pay among the top tier ranks of the Rank and File grades, we recommend creating three new pay points on GDS(R) above the existing top pay point in the GDS(R) (i.e. GDS(R)29) with an incremental creep set at 5%, i.e. GDS(R)30, GDS(R)31 and GDS(R)32, and at the same time, creating a new pay point on PPS, i.e. PPS 33a set at a dollar value of around the mid-point between PPS 33 and 34 as the new scale maximum of the SSGT rank (**Recommendation 10.8**). While the newly created pay point PPS 33a lies along the pay scale of the IP rank of HKPF, it serves only as the new scale maximum of the SSGT rank and is not a point for progression for the IP rank.

10.20 Consequential to the recommendations on raising the entry pay and the scale maximum of the IA grade detailed in paragraph 10.12 above, two new pay points will also be created on GDS(R), i.e. GDS(R)4a with a dollar value set at around the mid-point between GDS(R)4 and GDS(R)5, and GDS(R)31a with a dollar value set at the mid-point between the newly created GDS(R)31 and GDS(R)32. The new pay points GDS(R)4a and GDS(R)31a serve as the entry pay point and the scale maximum of the IA grade only (i.e. for the IA and CIA ranks respectively). They are not points for progression for other disciplined services grades remunerated on GDS(R).

10.21 In relation to our pay recommendations in paragraph 10.10 above, we recommend creating new pay points on PPS and GDS(O) (**Recommendation 10.9**) –

- (a) creating one new pay point PPS 54b on PPS at about 2.5% above the PPS 54a as the new scale maximum of the SSP rank, and creating a new increment PPS 55(5) with a dollar value set at around the mid-point between PPS 56(1) and 55(4) as the new scale maximum of the CSP rank; and

- (b) creating one new pay point GDS(O)40 at about 2% above GDS(O)39 as the new scale maxima of the top tier of non-directorate ranks of the Officer grades on GDS(O).

10.22 When examining the implications for the recommended enhancements to pay for each of the disciplined services grades, we find that the lead of the uplifted entry pay of the IP rank over their counterparts in other disciplined services will be greatly narrowed due to the different incremental sizes along PPS and GDS(O). JPOs and officers of the IP rank have been maintaining a pay lead over their counterparts of other disciplined services since the 1970s owing to the unique work nature of HKPF. We consider that the pay difference between IPs and their counterparts in other disciplined services should be broadly maintained to reflect the unique job nature, wider diversity and complexity of the responsibilities of HKPF. In this regard, we have examined the whole PPS and recommend that PPS 20 to 30 which lie along the entry pay of the IP rank and the pay scales for the promotion ranks of JPOs (i.e. SGT and SSGT ranks) should be recalibrated with a more even incremental creep ranging from 3% to 5% for the purpose of maintaining the internal relativities on pay among disciplined services, although the general observations on the incremental size by the Standing Committee in the last GSR as mentioned in paragraph 10.3 above are still considered valid (**Recommendation 10.10**).

10.23 We have also received various proposals, mainly from the staff sides, related to the pay scales for individual grades, including providing additional pay points to officers of the AO grade of CSD who undertake healthcare duties in institutional hospitals, remunerating more favourably officers of the AOII rank of CSD with qualifications of Enrolled Nurse (EN) or Registered Nurse (RN) on GDS(O) when they take up an acting appointment as AOI (see paragraph 10.40 for the proposal of a higher entry pay for officers of AOII rank with EN (or RN) qualifications), granting additional pay point to officers of the Officer rank of CSD who have reached the scale maximum and passed the promotion examination to recognise the additional workload and responsibilities taken up by these officers, and granting double pay or special gratuity to disciplined services grades. We have examined these proposals but consider them not justifiable and recommend rejecting them (**Recommendation 10.11**).

Parity of Pay

10.24 One of the common requests from the staff sides is the proposals on raising the pay for disciplined services staff the stated aim of which is solely or primarily to achieve pay parity with their counterparts in HKPF. The staff sides of HKPF also propose raising the pay of JPOs with a view to enhancing the pay advantage of JPOs over the Clerical Officer grade. In the last GSR, the Standing Committee considered that pay, including entry pay, in the disciplined services should be determined individually having regard to the job factors and uniqueness of their functions. Any direct comparison of pay among disciplined services grades, or between disciplined services grades and civilian grades, was not appropriate having regard to different job factors and job nature of various grades and different pay and grade structure between disciplined services grades and civilian grades. We consider that the said principle on pay is still valid and recommend not accepting proposals of raising the pay for disciplined services grades solely or primarily on the ground of pay parity or maintaining or enhancing the pay advantage over a particular grade (**Recommendation 10.12**).

General Disciplined Services Pay Scales

Recalibration of pay scales

10.25 We have received a couple of proposals from the departmental managements and the staff sides requesting standardising/increasing/rationalising the incremental creeps on GDS(R) and GDS(O), or reducing the number of increments on GDS(R) and GDS(O) the stated aim of which is solely or primarily to narrow the pay difference between the disciplined services and their civilian counterparts or to achieve pay parity among the disciplined services. When examining the proposal on revising PPS from the staff sides in last GSR, the Standing Committee was of the view that the number and size of increments reflected the interaction of various factors, including the command structure and the relativity among different ranks and grades. Achieving uniformity in incremental size was not a pay policy target or parameter. Moreover, the effect of any attempt to standardise the incremental size was likely to be short-lived as it would soon be upset by annual pay adjustment exercises under which different rates of adjustments might be applied to different

segments of a single pay scale. The above observations of the Standing Committee in the last GSR are still valid, and we recommend rejecting the proposals of standardising/increasing/rationalising the incremental size of GDS(R) and GDS(O), and reducing the number of increments on the two pay scales (**Recommendation 10.13**).

Combining GDS(R), GDS(O) and GDS(C) into a single pay scale

10.26 We have received from the staff sides proposals of combining GDS(R), GDS(O) and GDS(C) into a single pay scale by making reference to PPS. The Standing Committee considered similar proposals in the last GSR. Taking into account the history and existing features of the various pay scales in the disciplined services, including PPS and IPS in addition to the other three disciplined services pay scales, the Standing Committee was of the view that the three pay scales were premised on the command structure of the disciplined services. With a separate scale for each of the three tiers, i.e. Commander, Officer and Rank and File grades, the pay scales were set to suit the structure, career progression and uniqueness of the respective tiers. There was an overlapping area between the top region of GDS(R) and the lower region of GDS(O) to recognise the experience level and contribution of senior Rank and File officers (vis-à-vis junior members of the Officer cadre). The Standing Committee considered that the pay scales were functioning well and did not see strong reasons for any change. We share the Standing Committee's views in the last GSR that the three pay scales were set to suit the command structure of disciplined services, career progression and uniqueness of the respective tiers and have been functioning well, and do not see strong reasons or practical utility for combining GDS(R), GDS(O) and GDS(C) into a single pay scale and recommend rejecting the proposals (**Recommendation 10.14**).

Renaming of the General Disciplined Services Pay Scales

10.27 Since the review by the Rennie Committee in 1988, apart from HKPF and ICAC which have their own pay scales, all disciplined services are categorised as general disciplined services and their staff are remunerated on GDS(R), GDS(O) or GDS(C). We understand that the staff sides of the relevant disciplined services have expressed concerns over the connotation of the word "General" in the

names of the pay scales. To address this concern and to affirm our recognition (and that of the community) of the contributions made by disciplined services staff, we recommend removing the reference to “General” from the names of the three pay scales, viz. renaming GDS(R), GDS(O) and GDS(C) as “Disciplined Services (Rank and File) Pay Scale (DS(R))”, “Disciplined Services (Officer) Pay Scale (DS(O))” and “Disciplined Services (Commander) Pay Scale (DS(C))” respectively (**Recommendation 10.15**).

Removal of Pay Points

10.28 When examining the disciplined services pay scales, we note that PPS 1a, GDS(R)1a, GDS(O)1c and GDS(O)1d are redundant or obsolete pay points. We recommend removing these four pay points from the respective pay scales (**Recommendation 10.16**).

10.29 The revised PPS, and the recommended DS(R) and DS(O) (renamed from GDS(R) and GDS(O) respectively) incorporating the changes recommended in paragraphs 10.19 to 10.22 are provided at **Appendices 22 to 24 respectively**. The recommended pay scales for JPO and IP/SP grades in HKPF, and the recommended pay scales for non-directorate ranks in ImmD, GFS, FSD, C&ED and CSD are shown at **Appendix 25**.

Pay Scales for ICAC Grades

10.30 As mentioned in Chapter 9, there are three disciplined services grades in ICAC, namely the CACO, the CACI and the FA grades. The CACO and CACI grades are not distinctly structured into the Rank and File and the Officer grades and the pay scales for the promotion ranks of the two grades fall into the officer-equivalent segment. The ICAC management and its staff sides have proposed to raise the pay for all the three disciplined services grades, and raise the scale maximum of the Commission Against Corruption Controller (CACC) rank in order to close the pay gap between the CACC and the Senior CACC (SCACC) ranks.

10.31 At present, disciplined services staff of ICAC are remunerated on a separate pay scale, i.e. IPS. Whilst ICAC is independent from the civil service, IPS has all along been adjusted in line with changes in the civil service pay scales and a loose

relationship of pay between ICAC staff and police officers has all along been maintained.

10.32 Taking into account the enhanced job factors, the increase in the responsibilities in terms of scope and complexity of the ICAC grades over the years and the relativity on pay between ICAC grades and other disciplined services grades, we recommend enhancing the pay scales for ICAC grades as follows (**Recommendation 10.17**) –

- (a) for all non-directorate ranks, raising the scale minima and scale maxima by one pay point, except for the CACC rank (see (b) below), and ACACO and CACI(MS) ranks (both presently remunerated at IPS 4 to 14) with their scale minima and scale maxima be raised by one and two pay points respectively, i.e. their new pay scales should be pitched at IPS 5 to 17⁴⁶; and
- (b) for the CACC rank, raising the scale minimum by three pay points and introducing an additional pay point at IPS 23 as the scale maximum to plug the existing one-point pay gap between the CACC rank and the SCACC rank.

10.33 As a consequential arrangement, we recommend creating a new pay point IPS 44b with a dollar value set at about 2% above IPS 44a and equivalent to the newly created GDS(O)40 as the new scale maxima of the top tier of non-directorate ranks of the CACO and FA grade, i.e. Senior CACO and Senior FA ranks (**Recommendation 10.18**). The revised IPS and the recommended pay scales for the non-directorate ranks in ICAC are set out at **Appendices 26 and 27**.

Pay Scales for Directorate Officers

10.34 We have received proposals of raising the pay for directorate officers, recalibrating the pay scale for a bigger differential between the maximum pay for the GDS(C)1 rank and the minimum pay point of GDS(C)2 and for a pay lead over the maximum pay point

⁴⁶ IPS 15 is not a point for progression for the two ranks.

of comparable ranks of the civilian grades, and reviewing GDS(C) with a view to achieving the 15% pay difference between the top point of GDS(O) and the bottom point of GDS(C).

10.35 In its review conducted in 1989, the Directorate Committee recommended that the gap between the top pay point on the MPS and the minimum pay point of Directorate Pay Scale Point 1 (D1) should be not less than 15% to recognise the increase in responsibilities upon promotion to the directorate level. Separately, the addition of two pay points to the top of GDS(O) recommended by the Rennie Review had in effect eroded the 15% gap between the top pay point of the non-directorate in the disciplined services and the minimum of GDS(C). While the Directorate Committee noted in its review in 2008 that the gap between the top pay point on MPS and the minimum pay point of D1 fell short of the 15% as recommended in 1989, it took the view that the pay scales for D1 to D4 levels should remain unchanged as the pay for directorate officers at D1 to D4 levels was close to the median of the market. Taking into account the recommendations of the Directorate Committee and all other considerations, the Standing Committee also recommended maintaining the prevailing pay level of the disciplined services directorate grades and ranks in the last GSR, apart from recommending adding one more increment of about 3% at the end of each pay level. The pay gap between the top point of GDS(O) and the minimum on GDS(C) which is less than 15% is still maintained today.

10.36 Generally speaking, responsibilities at the directorate level in the disciplined services, similar to their civilian counterparts, are mainly focused on strategic, leadership and management roles, which are broadly comparable. Same as their civilian counterparts, the responsibilities of the disciplined services directorates have increased in scope and complexity due to the changes in the operating environment. Although directorate officers are subject to very keen competition in promotion, the statistics on wastage show that directorate officers incline to have life-long commitment to their career and that there is no retention problem among them. On the other hand, as highlighted in various sections in this Report and Chapter 3 in particular, in face of a highly volatile and demanding social and policing setting as in today, the HKPF Superintendent cadre has assumed much greater operational commitment and hands-on

command on the ground alongside their junior staff, on top of their daily role in making strategic decisions. Their significant function and notable contribution to maintaining the effective management and overall capacity of HKPF indeed warrant specific recognition. Having examined various factors affecting the pay for disciplined services directorates, the existing relativity between pay levels of the disciplined services directorates and the civilian directorates and the read-across implications for the civilian directorates, we recommend maintaining the current pay for disciplined services directorate officers, except for the CSP rank of HKPF with a new increment PPS 55(5) to be created as the new scale maximum of the rank as mentioned in paragraph 10.10 above (**Recommendation 10.19**).

10.37 Notwithstanding our recommendation on maintaining the current pay scale for directorate officers in paragraph 10.36 above, the Directorate Committee recommends upgrading the post of Controller, GFS, from D3 equivalent to D4 equivalent in recognising the significant changes in the operating environment, an expansion in the scope of work of GFS and the resulting expansion in size of the establishment in the past decade. In view of the absence of a pay point equivalent to D4 on GDS(C), the Directorate Committee also recommends creating a new pay point, namely GDS(C)3a, with an incremental scale and dollar value equivalent to D4, as the consequential arrangement for the upgrading of the post of Controller, GFS. The Directorate Committee's deliberations on the upgrading of the post of Controller, GFS and the creation of a new pay point on GDS(C) are set out in Chapter 13 on Grade Structure and Manpower Support. The recommended DS(C) (renamed from GDS(C)) is at **Appendix 28**.

Multiple Entry and Entry Qualifications

10.38 We have received a couple of proposals from both the departmental managements and the staff sides on multiple entry and entry qualifications, including introducing additional entry points for new recruits with higher academic qualifications for the AOII and Inst ranks of CSD as well as the PC rank of HKPF, removing sub-entry level of school certificate leavers and raising the entry pay for matriculants for the ACMOIII rank of GFS, raising the entry qualifications of the AT rank of GFS from apprenticeship to Higher Diploma in aircraft engineering or equivalent, and reinstatement of the

pre-2007 arrangement of granting Incremental Credit for Experience (ICE)⁴⁷ to new recruits of the Inst rank with considerable years of experience from the staff sides of CSD.

10.39 As a matter of principle, the pay of a job should be set on the basis of the job weight, working conditions and relevant job factors and special factors. The salary should not be set above the level necessary for the competent performance of the job concerned, purely for recognising higher qualifications of the job-holders. In fact, recruiting over-qualified candidates might lead to retention problems in the long run, as the expectations of these candidates might be higher than what their grades can offer in terms of job satisfaction or career progression. We recommend rejecting the proposals of introducing multiple entry points for the purpose of recognising the higher qualifications of new recruits (**Recommendation 10.20**).

10.40 The CSD management proposes to introduce an additional entry point on top of the existing ones for new recruits of AOIIs holding EN qualifications to meet their manpower requirement to fully implement the recommendation of the Coroner's Court in January 2019 that at least one staff with EN qualifications or above should be deployed on each floor of each institutional hospital during each night shift. We agree that there is a genuine operational need for CSD to recruit enough number of AOII with nursing qualifications and agree to introduce an additional entry pay point for new recruits of AOII with valid and recognised EN (or RN) qualifications. Having considered the existing multiple entry points for AOII with different level of qualifications and the pay scale for the EN grade of the Department of Health (DH) and the Social Welfare Department from MPS 7 to 21 (i.e. from \$20,035 to \$42,545 based on the pay scale as at 1 April 2021), we recommend setting the new entry pay point for new recruits of AOII with EN (or RN) qualifications, i.e. new recruits holding a Certificate of Enrolment (Part I) (or a Certificate of Registration (Part I)) and a valid Practising Certificate issued by the Nursing Council of Hong Kong, at GDS(R)6 (i.e. at \$24,045 based on the pay scale as at 1 April 2021), which is one point above GDS(R)5,

⁴⁷ ICE could be granted to new appointees with relevant experience when two criteria are met: (a) when the rank is faced with recruitment difficulty because candidates with the stipulated minimum experience are unavailable, in short supply or of poor quality; and (b) where for operational reasons there is a specific need (not merely desirable) to recruit staff whose relevant experience is particularly valuable.

the new entry pay point of AOII with Level 2 or equivalent or above in five subjects in Hong Kong Diploma of Secondary Education Examination, or Level 2/Grade E or above in five subjects in the Hong Kong Certificate of Education Examination, or equivalent after the implementation of the pay improvement measures in paragraph 10.10 above (**Recommendation 10.21**).

10.41 Regarding the proposals of removing the sub-entry level for ACMOIII and raising the entry qualifications for ATs, the two grades are hybrid grades with a pay scale straddling both the Rank and File and the Officer grades. The entry pay of the ACMOIII and AT ranks straddles GDS(R) and GDS(O), with the entry pay currently at GDS(O)1b for matriculants and GDS(R)7 for school certificate leavers for the ACMOIII rank, and GDS(R)3 for Certificate holders of relevant subjects or candidates who have completed an approved technician apprenticeship or equivalent in the trade for the AT rank. The existing structure of entry pay allows GFS to recruit suitable candidates (including those with lower qualifications but suitable maturity, aptitude, skills, etc.) to meet the operational needs. The removal of the sub-entry level for school certificate leavers for ACMOIII, or raising the entry qualifications for ATs from apprenticeship to Higher Diploma in aircraft engineering or equivalent, on the contrary, would debar suitable candidates from joining the ranks and may affect the future development of the grades. Having considered all factors, we recommend that the entry qualifications for the two grades remain unchanged (**Recommendation 10.22**).

10.42 As for the proposal of reinstating the granting of ICE to new recruits of the Inst rank, there is an established mechanism to consider the proposal, which is outside the context of the GSR. We suggest that the CSD management pursue the proposal under the established mechanism if there are sufficient justifications.

Through Scale Arrangement

10.43 We have received proposals of extending the through scale arrangement to the Principal Officer (PO)/Officer ranks and the AOI/AOII ranks of CSD, the Senior IO/IO ranks of ImmD, and the recruitment ranks of the Rank and File grades of FSD and HKPF. The staff sides of FSD and HKPF have also requested reinstating the

pre-2008 GSR form of the through scale arrangement⁴⁸ for the Senior StnO(SStnO)/StnO ranks and the Senior IP(SIP)/IP ranks respectively.

10.44 The through scale arrangement mostly exists in grades with Assistant or Student/Trainee ranks. In the disciplined services, it is an exception rather than the rule. Currently, in the disciplined services, the through scale arrangement is available for only three pairs of ranks, namely in FSD (the SStnO/StnO ranks), HKPF (the SIP/IP ranks) and ICAC (the CACO (Middle/Lower)) ranks.

10.45 The issue of the through scale arrangement has been considered and discussed thoroughly in the past GSRs. In the last GSR, the Standing Committee considered that the through scale arrangement should not be extended to other ranks since as a matter of principle, the roles and responsibilities of each rank should be clearly defined and the posts for each rank should be established on functional justifications. Promotion from one rank to another should be founded on merit and functional needs, and the remuneration level of the two ranks should be commensurate with their different levels of responsibilities. It has also all along been the Government's stance that each rank should have its own functional responsibilities and a promotion rank (and posts at that rank) should only be created when there are functional needs. To better reflect the principle of meritocracy, the last GSR recommended re-structuring the through scale arrangement for the ranks concerned by capping the scale maxima of the lower ranks below the pay scales for the higher ranks such that only those who had passed the qualifying examinations and fulfilled the requisite in-rank service required could advance to the pay scales for the higher ranks. We are of the view that there is no change in the circumstances which justifies extending the through scale arrangement in the disciplined services. We recommend rejecting the proposal (**Recommendation 10.23**). As for the request for reinstating the pre-2008 form of the through scale arrangement for the SStnO/StnO and SIP/IP ranks, the decision in the last GSR is a way to bring the through scale arrangement more aligned with the

⁴⁸ Prior to the last GSR, the pay scales for the SStnO/StnO ranks, the SIP/IP ranks and the CACO (Middle/Lower) ranks were structured in such a way that the pay scales for the junior ranks covered the whole pay scales for the higher ranks under the through scale arrangement for the disciplined services. Officers in the junior ranks not having passed the promotion examinations could still progress along the long pay scale and reach the same scale maximum of the higher rank, although at a slow pace when compared with those who enjoyed immediate advancement after passing the examination.

principle of meritocracy while retaining the element of combined establishment for practical considerations. We therefore also recommend rejecting the proposed reinstatement (**Recommendation 10.24**).

Other Issues Related to Pay Scales of Disciplined Services

10.46 Some of the proposals we received are outside the ambit of the GSR, such as conducting an overall review on the Qualification Group system, conducting a review or making changes to the existing pay adjustment mechanism, including setting up of an independent committee to handle the annual pay adjustment issues for CSD and HKPF, reviewing the arrangement of deducting the payroll cost of increments from the gross pay trend indicators (PTI) for deriving the net PTI for annual pay adjustment. As these proposals are outside the ambit of the GSR, we will convey these proposals to the Civil Service Bureau (CSB) for consideration.

Summary of Key Recommendations

10.47 In summary, we recommend –

- (a) for the JPO grade of HKPF –
 - (i) raising the scale minimum by one pay point and the scale maximum by two pay points for the recruitment rank, i.e. the PC rank;
 - (ii) raising the scale minimum by two pay points and the scale maximum by four pay points for the second tier rank, i.e. the SGT rank; and
 - (iii) raising the scale minimum by two pay points and the scale maximum by three pay points for the top tier rank, i.e. the SSGT rank;

- (b) for the IP/SP grade of HKPF –
 - (i) raising the scale minima and scale maxima of non-directorate ranks by one pay point; and
 - (ii) raising the scale maximum of the CSP rank by adding a new increment to PPS 55, i.e. PPS 55(5);
- (c) for the Rank and file grades, except for the IA grade of ImmD –
 - (i) raising the scale minima by one pay point and the scale maxima by two pay points for all recruitment ranks;
 - (ii) raising the scale minima and scale maxima by two pay points for all second tier ranks; and
 - (iii) raising the scale minima by two pay points and the scale maxima by three pay points for all top tier ranks;
- (d) for the non-directorate Officer grades –
 - (i) raising the scale minima and scale maxima by one pay point for all recruitment ranks, except for the Cadet Pilot rank of the Pilot grade of GFS with its pay scale remaining unchanged, and the IO rank of the IO grade of ImmD, and the StnO(C) rank of the StnO/DO grade and the AmO rank of the AmO grade of FSD with their scale minima to be raised by two pay points and their scale maxima to be raised by one pay point; and
 - (ii) raising the scale minima and scale maxima by one pay point for all promotion ranks, except for the SAE rank of the AE grade of

GFS with its scale minimum to be raised by one pay point and scale maximum to be raised by two pay points;

- (e) for the IA grade of ImmD –
 - (i) raising the scale minimum and scale maximum of the IA rank by two pay points. The uplifted scale minimum is to be pitched at a new pay point on GDS(R) (i.e. GDS(R)4a), with a dollar value set at around the mid-point between GDS(R)4 and GDS(R)5;
 - (ii) raising the scale minimum and scale maximum of the SIA rank by two pay points; and
 - (iii) raising the scale minimum and scale maximum of the CIA rank by two and four pay points respectively. The uplifted scale maximum is to be pitched at a new pay point on GDS(R) (i.e. GDS(R)31a), with a dollar value set at around the mid-point between the newly created GDS(R)31 and 32;
- (f) consequential to the recommendations (a) to (e) above –
 - (i) creating three new pay points above the existing top pay point on GDS(R) with an incremental creep set at 5%, i.e. GDS(R)30, GDS(R)31 and GDS(R)32, and at the same time, creating a new pay point on PPS, i.e. PPS 33a set at a dollar value of around the mid-point between PPS 33 and 34 as the new scale maximum of the SSGT rank;
 - (ii) creating a new pay point PPS 54b on PPS and at about 2.5% above PPS 54a as the new scale maximum of the SSP rank, and creating a new increment PPS 55(5) at a dollar value

set at around the mid-point of PPS 55(4) and PPS 56(1) as the new scale maximum of the CSP rank;

- (iii) creating a new pay point GDS(O)40 at about 2% above GDS(O)39 as the new scale maxima of the top tier of non-directorate ranks of the Officer grades; and
 - (iv) recalibrating PPS 20 to 30 with a more even incremental creep ranging from 3% to 5% for the purpose of maintaining the internal relativities on pay among disciplined services;
- (g) renaming GDS(R), GDS(O) and GDS(C) as “DS(R)”, “DS(O)” and “DS(C)” respectively;
 - (h) removing redundant or obsolete pay points, namely PPS 1a, GDS(R)1a, GDS(O)1c and GDS(O)1d;
 - (i) for the ICAC grades –
 - (i) for all non-directorate ranks, raising the scale minima and scale maxima by one pay point, except for the CACC rank (see (ii) below), and the ACACO and CACI(MS) ranks with their scale minima and scale maxima to be raised by one and two pay points respectively, i.e. their pay scales should be pitched at IPS 5 to 17;
 - (ii) for the CACC rank, raising the scale minimum by three pay points and introducing an additional pay point at IPS 23 as the scale maximum to plug the existing one-point pay gap between the CACC rank and the SCACC rank; and
 - (iii) creating a new pay point IPS 44b with a dollar value set at about 2% above IPS 44a and equivalent to the newly created

GDS(O)40 as the new scale maxima for the top tier of non-directorate ranks of the CACO and FA grades;

- (j) maintaining the current pay for disciplined services directorate officers, except for the CSP rank of the IP/SP grade of HKPF (see (b)(ii) above); and
- (k) introducing an additional entry point at GDS(R)6 for new recruits to the AOII rank of the AO grade of CSD who hold valid and recognised EN (or RN) qualifications.

Chapter 11

Increments

11.1 In this Chapter, we will set out our views and recommendations on the proposals from the departmental managements and staff sides on incremental jumps (IJs), long service increments (LSIs) and the increments for directorate officers.

Incremental Jumps

11.2 IJs are special increments provided to specific ranks in the disciplined services in a way that the points in the pay scales of these ranks are jumped or omitted, i.e. officers in these ranks, subject to their putting up a satisfactory performance, may receive more than one increment within a year, at certain times or upon the occurrence of specified events. The introduction of IJs as a monetary incentive aims to help alleviate recruitment and retention problems, minimise early career wastage, retain experienced hands and give recognition to the staff in achieving a significant milestone in the career. Currently, IJs are granted to certain specified ranks in the disciplined services on occasions such as passing out, the completion of a specified number of years of satisfactory service, passing a specified qualifying examination for promotion, and attaining specified technical qualifications. IJs are available to only a few of the ranks, and the number of IJs differs among the ranks for which IJs are available. An overview of the IJs presently granted is at **Appendix 29**.

Relevant Considerations

11.3 Given the principal aim of providing IJs (i.e. as a device seeking mainly to alleviate as far as possible recruitment and retention problems or to reward and recognise specified achievements), a case-by-case approach should be adopted when we examine proposals on IJs. IJs are awarded for specific reasons and are not generally available to all recruitment ranks in the disciplined services. They should not be claimed as a matter of right, or solely or primarily on parity grounds. We need to consider, as one of the relevant factors, whether the relevant statistics show that recruitment or retention

problems exist in the ranks/grades concerned to the extent that the award of IJs is warranted. We are mindful that the grant of IJs would shorten the time for an officer to reach the maximum pay point, which at a later stage might fuel stronger demands for creating more posts in the promotion ranks, uplifting the maximum pay point or creating more LSIs as a means of sustaining staff morale.

Analysis and Recommendations

11.4 A number of proposals related to IJs have been received from the departmental managements and staff sides. They can be broadly grouped into two categories, i.e. to grant additional IJs to ranks currently awarded with IJs, and to extend the IJ arrangement to other grades or ranks currently with no IJs. There are also proposals of revising and standardising the existing IJ arrangements. The major grounds for the proposals include easing retention problems, alleviating recruitment difficulties, raising staff morale, addressing the disparity in pay and IJ arrangements among disciplined services, maintaining internal relativities, encouraging staff to acquire technical or professional qualifications that are conducive to their better discharging of duties and compensating for the absence of through scale arrangement.

11.5 We have firstly looked into the recruitment statistics of the disciplined services. For most of the recruitment ranks, we do not see serious recruitment difficulties. In overall terms, the departments concerned have been able to identify a sufficient pool of candidates and for some of the grades, it is not uncommon that the number of offers made exceeds the recruitment targets. However, the recruitment of the AOII and StnO(O) ranks has not been quite satisfactory as the number of offers made for both ranks constantly failed to meet the target number of recruits in the past five years. The ratio of offers made to the target number of recruits for the AOII rank ranged from 70.38% to 82.79%, while that for the StnO(O) rank ranged as low as from 31.43% to 73.50%.

11.6 We also note that there are increasing recruitment difficulties for the Fn, Ambm and PC ranks. Candidates of the Fn rank have to undergo a range of pre-employment physical tests which include eyesight test, physical fitness test as well as job-related performance test. The stringent physical requirement, which is

necessary in view of the nature of duties that the rank-holders usually discharge, has created difficulties in netting a sufficient pool of qualified candidates for the Fn rank. As for the Ambm and PC ranks, the recruitment situation in recent years has been worsening. Whilst the departments were able to meet the recruitment targets in 2015-16 (103.01% for Ambm rank and 100% for PC rank), the ratio dropped drastically to 60.43% and 69.20% respectively in 2018-19 and then further to 58.68% and 43.52% in 2019-20. Statistics on the recent two recruitment exercises of these ranks are shown in *Table 11.1*.

Table 11.1: Recruitment statistics of AOII, StnO(O), Fn, Ambm and PC ranks in 2018-19 and 2019-20

Rank	Target no. of recruits		Application received		Offers made		Percentage	
	2018-19	2019-20	2018-19	2019-20	2018-19	2019-20	2018-19	2019-20
AOII	430	421	7 012	5 893	356	346	82.79%	82.19%
StnO(O)	140	131	2 149	2 679	44	79	31.43%	60.31%
Fn ^	189	342	1 461	2 906	114	309	60.32%	90.35%
Ambm	278	317	2 952	4 367	168	186	60.43%	58.68%
PC	1 620	1 620	10 578	6 751	1 121	705	69.20%	43.52%

^ Excluding Fn (Workshops)

11.7 On the retention side, as indicated by the figures of wastage and the transfer of staff to other departments/grades, the staff turnover of promotion ranks is in general very low. The retention situation of most of the recruitment ranks in the Officer grades is also largely satisfactory. On the other hand, for the recruitment ranks in the Rank and File grades, we note that the wastage and transfer figures in relation to AOII, Inst, CO, SFn(C) and IA ranks are comparatively high. We are in particular concerned about the retention problems in the AOII, CO and IA ranks. The number of staff leaving the grades was on the rise from 2015-16 to 2018-19, only followed by a drop in 2019-20. On average, around 140 AOIIs, 70 COs and 73 IAs left the respective grades annually in the past five years. The relevant statistics are shown in *Table 11.2*.

Table 11.2 Figures of wastage and staff transfer of AOII, CO and IA ranks in the past five years

Rank		2015-16	2016-17	2017-18	2018-19	2019-20
AOII	Wastage	40	46	49	58	44
	No. of staff transferred to other departments/grades	63	77	121	133	77
CO	Wastage	17	11	19	28	34
	No. of staff transferred to other departments/grades	46	58	51	64	22
IA	Wastage	19	9	28	46	14
	No. of staff transferred to other departments/grades	59	61	46	60	21

11.8 The continuous loss of trained officers represents a waste of training resources, and is uncondusive to the manpower planning of the departments and the retention of job knowledge for succession. It is therefore important for the disciplined services to maintain a reasonably stable and sufficient workforce, and practical measures should be taken for retaining experienced hands and for attracting newcomers to supplement the loss due to natural wastage. We see an imminent need to contain the retention problems of the AOII, CO and IA ranks, as well as to ease the recruitment difficulties of the Fn, Ambm and PC ranks.

11.9 At present, the PC rank has four IJs, granted upon passing out, and the completion of one, two and five years of satisfactory in-rank service and passing the qualifying examination for promotion respectively. The AOII, CO, Fn and Ambm ranks are each granted two IJs, the first upon completion of one year of satisfactory in-rank service and the other, five years and passing the qualifying examination for promotion, while the IA rank is having one IJ (granted upon completion of one year of satisfactory in-rank service) due to the absence of a qualifying examination for promotion. In the last GSR, the Standing Committee remarked that it was open to the extension of a second IJ to the IA rank (i.e. upon completion of five years of satisfactory in-rank service and passing the relevant promotion examination), subject to the condition that an appropriate examination was in place. In line with the rationale behind the arrangement for other basic ranks in the disciplined services, we share the previous view of the Standing Committee and consider it appropriate to grant this IJ to the IA rank, on the condition that a

qualifying examination for promotion is put in place.

11.10 Having regard to the above considerations and that a majority of the officers who left these ranks did so within the probation period, we recommend –

- (a) granting one additional IJ to the AOII, CO, Fn and Ambm ranks upon completion of two years of satisfactory in-rank service (thereby bringing the total to three) (**Recommendation 11.1**);
- (b) granting one additional IJ to the PC rank upon completion of three years of satisfactory in-rank service (thereby bringing the total to five) (**Recommendation 11.2**); and
- (c) granting two additional IJs to the IA rank, one upon completion of two years of satisfactory in-rank service, and the other, five years and passing a qualifying examination for promotion (thereby bringing the total to three) (**Recommendation 11.3**).

11.11 We also recommend granting one additional IJ to the ranks of StnO(O) and StnO(C). As mentioned in paragraph 11.5 above, the StnO(O) rank is facing serious recruitment problems. Similar to the Fn rank, candidates of StnO(O) have to go through a series of physical fitness tests. FSD was only able to meet 46.05% and 31.43% of their recruitment targets for the rank in 2017-18 and 2018-19 respectively. We are concerned that the low success rates in the recruitment will pose problems to the development of the grade and affect the operational efficiency of the department. We therefore consider that incentives should be given to enhance the attractiveness of the grade to potential candidates of the right calibre. Considering that the vast majority of StnO(O) leavers left the grade within the three-year probation period, we recommend granting one additional IJ to the StnO(O) rank upon completion of two years of satisfactory in-rank service. For the StnO(C) rank, we recommend extending this additional IJ to the rank as well, in view of considerations relating to staff morale and staff management for FSD as a whole (**Recommendation 11.4**).

11.12 During our meetings with them in the course of the review, the HKPF departmental management and staff representatives represented that HKPF had been facing grave difficulties of recruiting sufficient IPs of the right calibre, and that the difficulties could be attributed to the unprecedented level of risk, hardship and stress that HKPF endured during the public order and violence events in the past two years and the secular changes that had been brought about (for details, please see Chapter 3). The difficulties are indeed borne out by the latest recruitment statistics available. Firstly, when compared with the recruitment exercise in 2018-19, there has been a significant drop in the number of applications received (about a 30% drop) in the 2020-21 exercise. Secondly, the success rate of recruitment (i.e. the ratio of offers to the target number of recruits) has seen a drop of 25 percentage points. The turnover rate of the rank is, furthermore, among the highest in all recruitment ranks of the Officer grades of the disciplined services in the past five years. We therefore share HKPF's concerns and appreciate the pressing need for the department to maintain a stable and sufficient workforce for discharging its responsibilities effectively. In the light of these considerations, we recommend granting two additional IJs to the IP rank, both upon completion of three years of satisfactory in-rank service (**Recommendation 11.5**).

11.13 The ICAC grades are not as distinctively structured into Rank and File and Officer grades as in other disciplined services. We note that the figures of wastage and staff transfer are comparatively high for ACACO rank, which could be attributed to the increasing demand in the private sector and public regulatory bodies for talents to handle jobs relating to anti-money laundering, fraud investigation, and corporate governance and compliance. Though it is true that the staff turnover is usually higher for staff on agreement terms, having regard to the training investment involved and the implications arising from the loss of the staff's valuable and solid experience, we consider it necessary to improve the retention of ACACOs, and hence recommend granting one additional IJ to the rank upon the commencement of the second agreement. As currently ACACOs are already granted one IJ upon the commencement of the second agreement, if our recommendation is accepted, two IJs will be granted on this occasion (**Recommendation 11.6**).

11.14 We do not recommend granting additional IJ(s) or

extending the IJ arrangement to other ranks, except for the AE and AT ranks of GFS which we will explain in the next paragraph. We wish to stress that as a matter of principle, the granting of IJs should be examined on a case-by-case basis and cannot be substantiated merely or chiefly on parity grounds. There are, for instance, no recruitment or retention problems for most of the other ranks. For the Inst and SFn(C) ranks with comparatively high figures of wastage and staff transfer in the past five years as mentioned in paragraph 11.7 above, their recruitment situation is satisfactory and only a few officers resigned annually. The manpower loss is mainly attributable to the transfer of staff to grades within the same department or to other departments. At this moment, we do not see strong reasons for introducing IJs or providing additional IJs to these ranks.

11.15 The GFS management has submitted a number of proposals concerning IJs. One of them is to grant two IJs to the AE and AT ranks for recognising their efforts in acquiring technical and professional qualifications that are conducive to their better discharging of duties. The management explains that in the past decade, the GFS Engineering Division has enhanced its capability and taken on more duties in order to meet the regulatory requirements and facilitate the operational needs of the department. Members of the AE and AT ranks have obtained specialised qualifications/approval/authorisation for taking up the new responsibilities and keeping abreast of the latest developments in the field, which in turn greatly shorten the downtime and maintenance time of the aircraft, and enhance the aircraft serviceability. To recognise staff members' efforts, as well as to encourage them to acquire the specified qualifications, the GFS management proposes granting a maximum of two IJs to AEs and ATs who have obtained such qualifications. We share the views of the GFS management that staff members' acquiring of these qualifications is beneficial to the departmental operation. In view of this, we recommend –

- (a) granting one IJ each to AEs having obtained any one of the following professional qualifications, subject to a maximum of two IJs –
 - (i) Design Engineer;
 - (ii) Compliance Verification Engineer;

- (iii) Holder of the Hong Kong Aviation Requirements (HKAR)-66 Aircraft Maintenance License Category C; or
 - (iv) Holder of Level 2 or Level 3 Non-Destructive Test Authorisation (**Recommendation 11.7**); and
- (b) granting one IJ each to ATs having obtained any one of the following approval/authorisation, subject to a maximum of two IJs –
- (i) Holder of approval for conducting EC175B blade repair for the main and tail rotors;
 - (ii) Holder of Level 1 Non-Destructive Test Authorisation; or
 - (iii) Holder of approval for conducting EC175B floatation system repair, servicing and testing (**Recommendation 11.8**).

11.16 Apart from the above, the GFS management has proposed to reposition the existing four IJs of the PII rank by granting two IJs to PIIs upon their completion of three years of satisfactory in-rank service, and two IJs to the PI rank upon completion of one year of satisfactory in-rank service. According to the GFS management, under the existing training system of GFS, it is impracticable for PIIs to obtain the dual licences and hence be granted the first two IJs. The timing of the grant of the other two IJs also mismatches with the critical juncture at which officers are more likely to be drawn to the commercial sector, failing to help retain them in their early years of service. Given the small establishment of the Pilot grade, it is necessary to contain the retention problem, as a small number of staff losses might impact negatively on the operation of GFS substantially. We recommend accepting GFS' proposal of granting two IJs to PIIs upon their completion of three years of satisfactory in-rank service, but suggest refining the position of the two IJs proposed for the PI rank by granting them upon the completion of two years and five years of satisfactory in-rank service respectively, having taken into

account the expiry of the ten-year bond⁴⁹ period and the average length of service of a PII before promotion. We consider that this suggestion would be more effective in helping retain experienced PIs (**Recommendation 11.9**).

11.17 The GFS management also proposes to remove the existing seven IJs for the ACMOIII rank, on the conditions that the entry pay of the rank from GDS(R) is raised significantly from GDS(R)7 to GDS(O)5, and the establishment of the ACMOII and ACMOIII ranks is combined. We have recommended in Chapter 10 raising the entry pay of ACMOIII by one pay point to GDS(R)8. In Chapter 13, we will also explain that we do not support combining the establishment of ACMOII and ACMOIII ranks given their functional differences. In view of these, we recommend maintaining the existing IJ arrangement for the ACMOIII rank (**Recommendation 11.10**).

Long Service Increments

11.18 LSIs are increments added to the top of a rank scale which become payable after an officer has rendered a reasonably long period of service. The introduction of LSIs is to recognise the fact that a proportion of the holders of the lowest ranks of the respective grades would unlikely be able to rise to a higher rank despite having long and exemplary service, given the pyramidal command structure of these grades. LSIs serve as a form of reward to sustain morale and provide an inducement to experienced officers at the basic ranks for their continued service. Currently, four LSIs are granted to officers of six basic Rank and File ranks, namely, AOII, CO, Fn, Ambm, IA and PC, upon their completion of 12, 18, 24 and 30 years of satisfactory service respectively.

Relevant Considerations

11.19 In the review conducted in 1988, the Rennie Committee

⁴⁹ Upon acceptance of the appointment as a GFS Cadet Pilot, a new recruit must sign an agreement (the ten-year bond) to undertake that if he/she leaves the grade within ten years upon his/her appointment as a GFS Cadet Pilot, he/she shall refund in one lump sum of the total cost incurred for the training provided to him/her in proportion to the unexpired ten-year period. The amount of the total training costs is around \$1.2 million to \$1.6 million.

recognised the need to improve the morale of the long serving staff and recommended that the provision of LSIs should continue. In the last GSR, the Standing Committee considered the award of LSIs justified and important for providing timed incentives to the Rank and File frontline staff. We agree that LSIs serve as an effective tool to motivate long serving officers of the basic ranks of several Rank and File grades to continue to offer their best efforts and valuable experience at the foundation of the disciplined services hierarchies. Having regard to the objective of providing LSIs, we consider that it is appropriate to make available LSIs to only specified, lowest ranks in the Rank and File grades of the disciplined services. As in the case of IJs, LSIs could not be claimed as a matter of right or on parity grounds.

Analysis and Recommendations

11.20 There are a number of proposals from the departmental managements and staff sides to grant additional LSIs to the basic ranks, mainly on the ground that the retirement age of disciplined services staff has been extended from 55 to 60. While some propose to grant one additional LSI to officers upon their completion of 36 years of satisfactory service, which is at the same interval of six years as the current LSIs, we have also received suggestions of shortening the interval between each LSI, or revising the current arrangement by advancing the grant of LSIs. Proposals of extending LSIs to other recruitment ranks, promotion ranks and Officer ranks have also been received.

11.21 For examining whether the need or rationale of providing LSIs is still valid, we have looked into the promotion prospects of all ranks in the disciplined services. This approach tallies with the reason for introducing LSIs in the first place, i.e. the hierarchical command structure of the relevant grades, coupled with the need for maintaining a strong team spirit in particular in operations for the disciplined services. We note that the average length of time for promotion of the six basic ranks for which LSIs are currently available mentioned in paragraph 11.18 above in general remains long. For some of the ranks, the average year for promotion is close to, or exceeds, 20 years. With the extension of retirement age to 60, we find it justified to grant an additional LSI. We also consider that the current interval of six years for granting LSI is reasonable and about

right for providing the timed incentives to the staff concerned. We therefore recommend granting one additional LSI to the AOII, CO, Fn, Ambm, IA and PC ranks upon completion of 36 years of satisfactory in-rank service (**Recommendation 11.11**).

11.22 We do not support extending the LSIs to promotion ranks or the Officer grades. We are mindful that LSIs were introduced to the lowest ranks in the disciplined services hierarchies to recognise the fact that a proportion of these officers would unlikely rise to a higher rank due to the command structure. The increments are granted as a form of reward to long-serving, capable and loyal officers who remain at the first level of the Rank and File grade in the disciplined service concerned. The career progression of the Officer grades, on the other hand, is in general more satisfactory. For other recruitment ranks like the SFn(C) and ACACO ranks, the pay scale of the former lies in or protrudes into the second tier of the Rank and File grades, and the latter enjoys a more favourable pay. We consider that the justifications advanced are yet to be sufficient for extending LSIs to these ranks.

Increments for Directorate Officers

11.23 Before the last GSR, directorate officers in the disciplined services departments whose salaries were equivalent to D3 and below were awarded two increments, one after completion of two years of service, and the other, a further three years of service, whereas those officers on D4 equivalent were granted one increment after completion of two years of service and those on D5 equivalent and above had no increment at all. Having regard to the then recommendations of the Directorate Committee, the Standing Committee recommended in the context of the last GSR standardising the grant of all increments for the directorate ranks of the disciplined services to a biennial basis, and adding one more increment at the end of each pay level. Since then, the disciplined services directorate officers have been awarded with one increment after completion of every two years of service in the rank, but the number of available increments is capped at three. This arrangement is the same as that for civilian directorate officers.

Relevant Considerations

11.24 The disciplined services are an integral part of the civil service. The nature of the responsibilities at the directorate level in the disciplined services is in the main similar to those of the civilian directorate officers. Their responsibilities mainly focus on strategic, leadership and management roles. There is a long established relationship between the pay of the disciplined services directorate officers and that of the civilian directorate officers. Any changes in the incremental arrangement of disciplined services directorate officers should be fully justified as they may have a knock-on impact on the pay package of the civilian directorate officers.

Analysis and Recommendations

11.25 We have received proposals, from both the departmental managements and the staff sides, of awarding increments to the disciplined services directorate officers on an annual basis, the main reasons being for fairly recognising the responsibilities/experience of the directorate officers, and having regard to their relatively short period of service at the directorate level before retirement, given their earlier retirement age when compared with their civilian counterparts. While we appreciate the reasons for advancing the proposals, we believe it necessary to look into the wastage figures to ascertain if there are any retention problems for the directorate ranks. We note that the turnover rates, other than retirement, are almost naught for all directorate grades in the disciplined services. We are of the view that the existing remuneration package is appropriate and sufficient to retain the disciplined services staff at the directorate level. We do not see strong grounds to revise the award of increments to an annual basis. As a general principle, increments are granted in recognition of an officer's experience, on the understanding that an experienced officer would add more value than a less experienced officer. In view of the short pay scale of directorate officers, granting the increment on an annual basis will result in officers reaching the maximum pay point within a period as short as three years, thus failing to give due recognition to those with more experience at the rank.

11.26 We are mindful that there is a long established relativity between the pay of disciplined services directorate officers and that of

civilian directorate officers as mentioned in paragraph 11.24. Having considered all relevant factors, we recommend maintaining the current arrangement of granting increments to the disciplined services directorate officers on a biennial basis (**Recommendation 11.12**).

11.27 The incremental arrangement of directorate officers is applicable to the Heads of Disciplined Services as well. Hence, the proposals have also been considered by the Directorate Committee, which holds the same view and recommends that the directorate officers in the disciplined services (including the Heads of Disciplined Services) continue to be granted increments on a biennial basis.

11.28 There is another proposal of introducing more incremental points in the pay package of the disciplined services directorate officers as an added incentive for sustained performance. While we appreciate the reasons advanced for the proposal, we believe that officers as senior as directorate ones are motivated by a host of factors, and pay is but one of them. Taking into account the above considerations, we do not find strong grounds at this moment to introduce more incremental points to these officers, except for the CSP rank of HKPF remunerated at PPS 55 (**Recommendation 11.13**). We have explained in Chapters 3 and 10 the unique role of HKPF in safeguarding the law and order of Hong Kong, and the prominent changes in the role and responsibilities of the officers of the Police Superintendent cadre. We consider that such uniqueness and changes warrant the addition of an incremental point in the pay scale for the CSP rank. Hence, we have recommended in Chapter 10 adding one more increment to PPS 55 (i.e. PPS 55(5)).

Summary of Key Recommendations

11.29 In summary, we recommend -

- (a) granting one additional IJ to the ranks of AOII, CO, Fn and Ambm upon completion of two years of satisfactory in-rank service;
- (b) granting one additional IJ to the PC rank upon completion of three years of satisfactory in-rank service;

- (c) granting two additional IJs to the IA rank upon completion of two years of satisfactory in-rank service, and the other, five years and passing a qualifying examination for promotion;
- (d) granting one additional IJ to the ranks of StnO(O) and StnO(C) upon completion of two years of satisfactory in-rank service;
- (e) granting two additional IJs to the IP rank upon completion of three years of satisfactory in-rank service;
- (f) granting one additional IJ to the ACACO rank upon commencement of the second agreement;
- (g) granting a maximum of two IJs to the AE rank who have obtained specified professional qualifications;
- (h) granting a maximum of two IJs to the AT rank who have obtained specified approval/authorisation;
- (i) for the Pilot grade, replacing the existing four IJs of the PII rank by granting two IJs to the rank upon completion of three years of satisfactory in-rank service, and two IJs to the PI rank, one upon completion of two years of satisfactory in-rank service and the other, five years;
- (j) maintaining the existing IJ arrangement for the ACMOIII rank;
- (k) granting one additional LSI to the ranks of AOII, CO, Fn, Ambm, IA and PC, upon completion of 36 years of satisfactory in-rank service;
- (l) maintaining the current arrangement of granting increments to the disciplined services directorate officers on a biennial basis; and

- (m) maintaining the existing number of incremental points for the disciplined services directorate officers except for the CSP rank of HKPF.

Chapter 12

Non-fringe Benefit Types of Allowances

12.1 Other than the issues related to the pay scales and increments covered in Chapters 10 and 11 respectively, we have also examined various proposals related to non-fringe benefit types of allowances, including JRAs, DSOA, acting allowance as well as local subsistence allowance. The relevant analysis and our recommendations are set out in this Chapter.

JRAs

Relevant Considerations

12.2 JRAs are not fringe benefits. They are payable only when justified on operational grounds and upon compliance with the set of principles governing the payment of JRAs⁵⁰. We note and respect the current mechanism of approving new JRAs and enhancements or modifications to specific existing JRAs as well as the current review and monitoring mechanism⁵¹. In examining the proposals on JRAs we received in the context of the current GSR, we have taken into consideration consistencies and relativities with the existing JRAs (in terms of, for instance, the calculation method, the payment rates and the scope of eligibility) and any read-across implications for other departments (including civilian ones). For those that are fully substantiated with detailed justifications and

⁵⁰ Technically speaking, JRAs are outside the scope of the GSR given there is a separate review and monitoring mechanism in place. During the current GSR, we have received several submissions on JRA proposals from the departmental managements and the staff sides of the disciplined services and have therefore also examined them to offer our comments to the Government for attention or follow up, where appropriate.

⁵¹ Under the existing mechanism, the Government conducts regular, comprehensive reviews on the prevailing JRAs payable to the disciplined services staff every five years, and the forthcoming review is scheduled for 2022. Outside the context of these regular reviews, the departmental managements of the disciplined services are at liberty of submitting proposals on JRAs to CSB for consideration and approval (after consulting the relevant policy bureau and the Financial Services and the Treasury Bureau where appropriate) at any time. It is the practice of the Government to consult the Standing Committee on the findings and recommendations associated with these proposals.

supplemented by implementation details, we are prepared to give support. Those proposals for which there is a good *prima facie* case should be further examined by the departments concerned (if they originate from the staff sides), which should conduct a thorough study and seek the support of the relevant policy bureau before submitting the detailed proposals to CSB for consideration. If a proposal warrants CSB's in-principle approval, we will surely consider and offer views again when invited by the Government to comment on the proposal.

Analysis and Recommendations

12.3 The departmental managements and the staff sides of various disciplined services have submitted proposals related to existing JRAs and the introduction of new JRAs. These proposals can be broadly categorised as follows –

- (a) proposals related to existing JRAs, covering –
 - (i) enhancing rates of JRAs (by linking them to the actual pay point of individual officers as the basis for calculating the allowances or raising the percentage of the reference pay point for various types of Extra Duties Allowance for Disciplined Services (EDADS)⁵² and Special Allowance (SA) for Disciplined Services Staff⁵³);
 - (ii) adjusting, where applicable, the qualifying frequency thresholds for establishing eligibility of officers who perform JRA-attracting duties with a substantial degree of permanence;
 - (iii) extending the eligibility of some existing allowances to cover more officers or other

⁵² An EDADS compensates officers concerned for duties which are extraneous to their job descriptions and the discharge of such duties requires extra skill or imposes new responsibility not normally expected of staff in the same grade or rank.

⁵³ An SA for Disciplined Services Staff caters for special and unique circumstances where an allowance is considered justified.

specific ranks; and

(iv) introducing additional tiers for some existing allowances; and

(b) introduction of new JRAs.

We have also received a proposal of delegating the authority of approving new JRA proposals or changes in the payment criteria of existing JRAs to relevant Heads of Disciplined Services.

Proposals related to existing JRAs

Enhancing rates of JRAs

12.4 The rates (and the calculation method) of individual JRAs were determined on the basis of the merits of the case subsisting at the time at which the Government considered and approved the proposals of introducing the respective allowances. The Standing Committee has previously held⁵⁴ that “the same allowance would be paid for the same extra duties regardless of the rank and basic salary of the officers concerned”. In the light of this rationale and the Standing Committee’s previous conclusion, we recommend maintaining the existing rates and the current calculation method, i.e. pegging the payment rate to the current fixed pay point (**Recommendation 12.1**). As to the proposals of raising the percentage of the reference pay point for calculating the amount of certain types of JRAs payable and using a higher pay point as the benchmark, we suggest that the departmental managements concerned examine the proposals in detail in consultation with CSB, the Security Bureau (SB) and the Financial Services and the Treasury Bureau (FSTB) where appropriate. We are prepared to offer views when invited by the Government in accordance with the established mechanism.

Adjusting the qualifying frequency thresholds

12.5 Regarding the proposals of adjusting, where applicable, the qualifying frequency thresholds for establishing eligibility of officers who perform JRA-attracting duties, we consider that a

⁵⁴ Report No. 1 of the Standing Committee (June 1991).

qualifying frequency threshold is necessary in distinguishing those officers who usually spend a major part of their working hours in performing the JRA-attracting duties within a particular month from those for whom these duties are incidental, for establishing their eligibility for the JRAs concerned (unless the JRA is post-tied). It is not appropriate to dispense with the qualifying frequency threshold. Noting that the frequency threshold stipulated for individual JRAs is necessarily one of the matters for review by the relevant disciplined services and SB in the context of the regular JRA reviews by the Government, we will at this moment reserve our views on the appropriateness or otherwise of adjusting the qualifying frequency thresholds currently stipulated for the relevant JRAs (**Recommendation 12.2**). We will be pleased to offer our views if invited to do so by the Government if it considers that any change is warranted.

Extending the eligibility of existing allowances to cover more officers or other specific ranks

12.6 We have received proposals from the staff sides of extending the eligibility of existing allowances to cover more officers or other specific ranks, such as extending EDADS (Driving) to CSD staff who perform driving duties for conveyance of dogs, and extending the eligibility of the SA for Specialist Duties performed by Fire and Ambulance Personnel to cover all qualified officers in the Fire Stream who discharge such duties regularly. As the proposals are put forth by the staff sides, it would be prudent for the relevant departmental managements to first consider them in detail. We recommend maintaining the existing scope of eligibility but suggest that the departmental managements concerned examine the proposals in detail in consultation with CSB, SB and FSTB where appropriate (**Recommendation 12.3**). We are prepared to offer views when invited by the Government in accordance with the established mechanism.

Introducing additional tiers for existing allowances

12.7 The staff sides of FSD have proposed to introduce a new tier each for the SA for Paramedic Ambulance Supervisors and the SA for Specialist Duties performed by Fire Personnel to recognise a higher level of expertise obtained from professional training and

delivered in performing relevant duties. In a similar vein, we recommend maintaining the existing number of tiers for the allowances at this juncture in time but suggest that the FSD management examine the proposals in detail in consultation with CSB, SB and FSTB where appropriate (**Recommendation 12.4**). We are prepared to offer views when invited by the Government in accordance with the established mechanism.

Proposals related to the introduction of new JRAs

12.8 Apart from the proposals on the existing JRAs, we have received proposals from the departmental managements and the staff sides of various disciplined services on introducing new JRAs for different aspects of work. We are mindful of the Government's prerogative in handling JRA proposals under the established mechanism. We understand that, at the time of writing, the Government has already given policy support for some of these proposals and will, in due course, formally seek our views. We set out our initial observations on these proposals as follows.

Nursing support duties in correctional institutions

12.9 Both the CSD management and its staff sides have proposed introducing an EDADS for officers who perform nursing support duties, on top of their custodial duties, in institutional hospitals managed by CSD. As at 31 August 2020, there was a shortfall of 36 nursing staff members (8.3% of the 435 nursing posts) in CSD institutional hospitals. To fully implement the recommendation of the Coroner's Court in January 2019⁵⁵, among the 297 AO grade posts in institutional hospitals, 195 posts will have to be filled by staff having EN or RN qualifications. Coupled with the manpower loss due to natural wastage and the transfer of staff to other grades, the sharp increase in the requirement for AO grade staff with nursing qualifications will further exacerbate the acute manpower problem in CSD institutional hospitals.

12.10 The relevant staff are required to perform nursing support duties regularly, which we consider are above the normal duties

⁵⁵ At least one staff with EN qualifications or above should be deployed on each floor of each institutional hospital during each night shift.

expected of general CSD staff (in terms of the skills required and the dedication). We understand that CSB is examining the proposal in detail, in addition to the details of introducing a new JRA for personnel regularly working in an enclosed and isolated environment (including those working in correctional institutions of CSD). We note that the Government is also examining details of introducing a similar new JRA for Immigration staff regularly working in the CIC and Ma Tau Kok Detention Centre. We are prepared to offer views when invited by the Government in accordance with the established mechanism (**Recommendation 12.5**).

Fire service-related and paramedic duties

12.11 Both the FSD management and its staff sides have proposed introducing new JRAs for duties that require special competence and specialist training, or for staff who are susceptible to exceptional risks and hardship and will invariably have to shoulder heavier responsibilities, such as SAs for performing Compartment Fire Specialist duties, fire investigation duties, PDA duties, hydraulic platform and ladder platform operation duties and audit checking duties on the performance of Emergency Medical Assistant II-qualified Ambulancemen in delivering paramedic duties. We understand that the Government is examining these proposals. We are prepared to offer views when invited by the Government in accordance with the established mechanism (**Recommendation 12.6**).

Operation outside Hong Kong to provide assistance to Hong Kong residents in distress

12.12 ImmD is committed to providing timely and practicable assistance to Hong Kong residents in distress outside Hong Kong. Where the situation warrants, ImmD deploys dispatch officers to the concerned locations outside Hong Kong in order to keep the Hong Kong residents who are in distress and their family members well attended and accompanied. Dispatch officers on the missions face immense pressure and unforeseeable challenges stemming from the uncertain circumstances and precarious environment outside Hong Kong. They are required to handle such circumstances and attend to vulnerable victims in possibly every remote corner of the world. For cases related to natural disaster or terrorist attacks, dispatch teams are always subjected to an adverse environment. While they endeavour

to provide professional services in such a hostile environment, the pressure and threat faced by dispatch officers are to the extent that are not normally expected of an officer with standard service experience and immigration knowledge. In this connection, we note that the Government is examining details of introducing a new JRA for Immigration staff taking part in dispatch operations outside Hong Kong. We are prepared to offer views when invited by the Government in accordance with the established mechanism (**Recommendation 12.7**).

Other proposals of introducing new JRAs

12.13 We understand that other JRA proposals are being proactively considered by the Government under the established mechanism. These include, for C&E Service staff, a new investigation duty allowance, a new high-speed craft allowance for undertaking duties related to high-speed pursuit and interception of vessels at sea, and extension of the eligibility criteria for EDADS(Marine) to all eligible C&E Service staff undertaking regular navigation/engineering duties in addition to normal customs duties; for Police staff, new SAs for special forces engaging in counter-terrorism and violent crime duties, for professional units handling death inquiries and for voluntary secondary duties⁵⁶; for Immigration staff, a new investigation duty allowance, and a new allowance for those participating in removal operations of unsuccessful non-refoulement claimants who come from outside Hong Kong. We stand ready to consider these proposals and offer views under the established mechanism when invited by the Government to do so.

12.14 There are also proposals from the staff sides of introducing various kinds of new JRAs for staff performing a variety of duties, such as night shift duties, duties during public holidays, overnight standby duties, standby duties during typhoon/adverse weather conditions, working in remote workplaces, reimbursement of expenses on closed road permits, and duties in addition to the core

⁵⁶ The volunteer secondary duty cadres requiring JRA include the Force Escort Group, the Force Search Cadre, the Force Rope Access Cadres, Gambling Expert, Police Negotiation Cadre, Technology Crime Initial Response Cadre, Triad Expert, Witness Protection Unit Cadre and Force Media Liaison Cadre.

ones such as roles of Day Orderly Officer (DOO)⁵⁷ in CSD and Formation Training Officer/Health and Welfare Manager in C&ED. We do not see sufficient grounds for introducing new forms of allowance for these duties. For instance, night shift duties, duties during public holidays, overnight standby duties or standby duties during typhoon/adverse weather conditions as well as duties in addition to the core ones should be reasonably regarded as an integral or inherent part of normal duties and the issue of compensation should not arise. It is at this moment questionable if such kinds of duties warrant additional monetary reward in the form of JRAs. We are sure that the Government is prepared to look into the suggestions to see whether there are changes in circumstances. We will stand ready to consider and offer views when consulted by the Government.

12.15 As regards the proposed JRA for working in remote workplaces, we note that a Remote Station Allowance (RSA) and the associated Additional Allowance (AA)⁵⁸ are currently payable to the CSD staff working in remote stations on outlying islands or in the Cape Collinson Correctional Institution in Chai Wan (which is exceptionally regarded as a remote station as it is only accessible by very limited public transport). We also note that the Government will keep under regular review the rates and the payment criteria (e.g. whether they are still appropriate in present-day circumstances) of these two allowances. We therefore suggest that the issue be dealt with under the established review mechanism. As for the proposal of reimbursing closed road permit expenses, we note that the issue fall

⁵⁷ DOO is responsible to a Head of Institution for the smooth running of the correctional institution in accordance with the laid down daily routines, management of staff and PICs and maintenance of security and discipline in the institution; and to ensure that the procedures pertaining to the security, safety and good order and discipline are being observed and carried out by the staff under his/her charge.

⁵⁸ RSA is payable to staff who are required to work and to live on outlying islands or in the Cape Collinson Correctional Institution for operational reasons. An officer should not be eligible for the allowance if he/she is away from duty for more than 30 consecutive days or he/she is currently residing on the outlying island on which he/she is working or he/she chooses (but is not directed) to live on the outlying island. For AA, it is payable to staff in receipt of RSA for each child attending school in the urban area, up to a maximum of four children. The rates of RSA and AA (with effect from 1 April 2020) are listed out below –

Type of allowance	For institutions except for Cape Collinson Correctional Institution (Rate per month) (\$)	For Cape Collinson Correctional Institution (Rate per month) (\$)
RSA	1,771	886
AA	382	191

outside the ambit of JRA. We will convey the proposal to the CSD management for consideration and follow up.

Delegation of the JRA approving authority to relevant Heads of Disciplined Services

12.16 We have received a proposal from the staff sides of delegating the authority of approving new JRA proposals or changes in the payment criteria of existing JRAs to the Heads of Disciplined Services to streamline the administrative procedures. We consider that given the varying natures and scopes of new JRA proposals from the disciplined services, it is not entirely feasible to draw up universal payment criteria that can be applicable across the board. There may also be some comparable or similar cases among the disciplined services that call for the application of similar payment criteria. The Government considers that central control needs to be maintained. We agree that there is such a need. For this reason, we believe that the authority of approving new JRA proposals should not be decentralised. Separately, the principles governing the payment of JRAs have been adopted on a previous recommendation of the Standing Committee in 1989⁵⁹. We do not see sufficient reasons for changing or updating the governing principles at this juncture. We therefore recommend maintaining a central approving mechanism for JRAs in which the approving authority (on a service-wide or on an individual basis) is vested in the Secretary for the Civil Service (SCS) (**Recommendation 12.8**).

DSOA⁶⁰

Relevant Considerations

12.17 In 2000, the Government reviewed the principles and practices governing the administration of OT work. The Standing

⁵⁹ After its establishment in 1989, the Standing Committee decided to establish a set of general principles on JRAs for the disciplined services. Having considered the principles on JRAs adopted by the Government for the general civil service and those adopted by the Rennie Committee as a basis for its recommendations, the Standing Committee concluded the principles on JRAs applied to the disciplined services in June 1989.

⁶⁰ Technically speaking, DSOA is outside the scope of the GSR as the control and administration of which is governed by the relevant CSRs and CSB Circulars that are binding to both the civilian grades and the disciplined services staff.

Committee supported various recommendations of the Government in relation to the payment of DSOA. In fact, the existing rate of DSOA (and the pay scales) have been set having regard to the nature of work of the disciplined services, including the greater propensity of disciplined services staff to work beyond their conditioned hours of work. Any direct comparison with the rate applicable to civilian grades staff is not appropriate. In the meantime, we also note the findings of the Labour Department in 2012 on OT allowance, i.e. the hourly rates of OT allowance in the Mainland, Macao and some overseas countries (e.g. Canada and the United States) were not less than 1.5 times the hourly wage of employees.

Analysis and Recommendations

12.18 We have received various proposals related to DSOA, including enhancing the compensation of OT (for instance, by adopting an enhanced rate of 1.5 times of the current hourly wage of DSOA or uplifting the DSOA rate from 1/175 to 1/140⁶¹ of the actual monthly salary), compensating all working hours beyond 44 hours gross per week by DSOA (or time off in lieu) and extending the eligibility for DSOA to more senior officers (i.e. those with pay points ranging from GDS(O)27 (currently \$91,615 per month) to GDS(O)32 (currently \$110,110 per month)).

12.19 We note the comprehensive review completed by the Government on OT work in 2000. In the review, the Government considered, and the Standing Committee agreed, that the whole DSOA mechanism, including the principles governing the payment of DSOA and the rate, was about right, and was generally appropriate and sufficient to remunerate officers to compensate them for their extra duties over and above those which might reasonably be expected to be part of their normal work. We have yet to see good reasons for any change to the mechanism and the rate.

12.20 Specifically, we do not advocate any simplistic comparison with the civilian grades' OT allowance. While the rate

⁶¹ As for civilian grades staff, according to the relevant CSR, the normal hourly rate of OT allowance is 1/140 of an officer's monthly salary. For daily-rated staff, the normal rate is one and a half times hourly pay. Where an officer's conditioned hours are 44 gross per week, the hourly rate in respect of the first four hours of OT in any week for which an allowance may be claimed is 1/210 of monthly salary.

of DSOA for the disciplined services is different from that of the OT allowance for civilian civil servants, the eligibility is also different. Eligibility for DSOA is up to GDS(O)26 (e.g. the PO rank of CSD and the Senior AmO rank of FSD) and PPS 48 (the Chief Inspector of Police rank) for the disciplined services. Eligibility for the civilian grades is confined to officers at ranks whose scale maxima are on or below MPS 25 and whose scale minima are on or below MPS 19 (e.g. the Artisan, Clerical Officer and Works Supervisor II ranks). Entry ranks of a good number of civilian officer grades, e.g. the Executive Officer II rank, are therefore not eligible. Besides, some grades, regardless of rank, are not eligible for OT allowance at all. Such differences stem from very different work nature and working environment, and any direct comparison of any aspect of the two allowances is not meaningful and will give rise to distortions. We recommend maintaining the existing arrangement of DSOA (including the hourly rate and scope of eligibility) (**Recommendation 12.9**). The proposal of compensating all working hours beyond 44 hours gross per week by DSOA (or time off in lieu) is a *de facto* proposal of reducing the conditioned hours of work of all disciplined services grades that are conditioned to work more than 44 hours gross to 44 hours gross per week. We will discuss the proposals related to conditioned hours of work in Chapter 14.

Acting Allowance

Relevant Considerations

12.21 Acting appointments are administrative arrangements made at the discretion of the management on the basis of operational and management needs. Accordingly, payment of acting allowance is not a condition of service to which an officer is entitled. Indeed, acting appointments can be made even if acting allowance is not payable under the qualifying rules for acting allowance. The making of acting appointments does not necessarily entail the grant of acting allowance.

Analysis and Recommendations

12.22 The staff sides of disciplined services have submitted various proposals of relaxing or reducing the minimum qualifying

period of 30 calendar days for the payment of acting allowance. Moreover, we have received a proposal of delegating to the Heads of Disciplined Services the authority of granting acting allowance to all disciplined services staff of respective departments regardless of duration.

12.23 The rationale of setting a qualifying period for the grant of acting allowance is that the acting appointment should be of a duration that is sufficiently long to reflect that the acting officer has taken up substantial additional duties. The present minimum qualifying period of 30 calendar days (uplifted from 14 days) was set after a review in 2000, and it now applies to all grades and ranks. In view of the service-wide impact and likely significant financial implications arising from any reduction in the minimum qualifying period, we recommend maintaining the minimum qualifying period of 30 calendar days for the payment of acting allowance for the disciplined services and the central approving mechanism in which payment of an acting allowance to any officer in the civil service (including all disciplined services staff) in circumstances other than specified in the Civil Service Regulation (CSR) is at the discretion of the SCS (**Recommendation 12.10**).

Local Subsistence Allowance

Relevant Considerations

12.24 Local subsistence allowance does not automatically apply when an officer is required to work 12 hours or more in any period of 24 hours as part of a shift system or on a regular basis. The Head of Department concerned should first of all examine whether duty periods lasting 12 hours or more at any time are operationally essential and, wherever possible, reduce duty periods to less than 12 hours. Duty periods of 12 hours or more which are arranged to suit the convenience of staff rather than strictly to meet operational requirements may not attract any local subsistence allowance.

Analysis and Recommendations

12.25 The staff sides of CSD have proposed to provide local subsistence allowance to the CSD staff who have performed overnight

on-call duty in correctional institutions (10.5 hours) immediately after their normal duty hours (at least seven hours) as the total working hours so aggregated exceed 12 hours. We note that CSD staff, who are required to work under a shift system, are currently remunerated for the normal duty hours by monthly salaries with DSOA for extra hours beyond their conditioned hours of work while the hours of overnight on-call duties are payable by the SA for Overnight On-call. In this light, we do not see it appropriate to count the hours of on-call duty for the sake of establishing eligibility for local subsistence allowance. We therefore recommend maintaining the current principles governing and calculation method adopted for the payment of local subsistence allowance (**Recommendation 12.11**).

Summary of Key Recommendations

12.26 In summary, we recommend –

- (a) maintaining the existing rates, calculation method, set of qualifying frequency thresholds, scope of eligibility and numbers of tiers of individual JRAs;
- (b) maintaining a central approving mechanism for JRAs;
- (c) maintaining the existing arrangement of DSOA (including the hourly rate and the scope of eligibility);
- (d) maintaining the existing minimum qualifying period of 30 calendar days for the payment of acting allowance for the disciplined services and the central approving mechanism on payment of acting allowance in circumstances other than specified in the CSR; and
- (e) maintaining the current principles governing and calculation method adopted for the payment of local subsistence allowance.

We will be pleased and are prepared to consider and offer views on

any JRA proposals on which the Government would like to seek our views in accordance with the established mechanism.

Chapter 13

Grade Structure and Manpower Support

13.1 We have received a couple of proposals related to grade structure and manpower support from the departmental managements and the staff sides of the disciplined services. The proposals include combining the establishment of existing ranks, merging grades, creating new ranks as well as upgrading existing posts and creating new posts.

Change in Grade Structure

Relevant Considerations

13.2 Combining establishment, merging existing grades or creating new ranks entail substantial structural changes in the grades concerned. Such proposals should be proceeded with cautiously with thorough deliberations on various issues such as the entry requirements, pay scales, and transitional arrangements for serving staff, as they would have long-term implications for future manpower provision. As a guiding principle, each grade or rank should have distinct functional differences with roles and responsibilities clearly defined. New ranks should only be created with strong justifications on functional needs. The same principle should be applicable to the proposals of merging existing grades/ranks. Reasons of improving career prospects, sustaining morale or retaining staff are, in themselves, not sufficient to justify structural changes to the grades/ranks concerned which should only or mainly be based on functional needs.

Analysis and Recommendations

Combining establishment of existing ranks

13.3 The GFS management has submitted two proposals of combining the establishment of existing ranks, i.e. to combine the establishment of the ACMOII and ACMOIII ranks, and that of the Senior AT (SAT) and AT ranks. According to the GFS management,

the scope and level of responsibilities of ACMOIIIs have been enhanced following the rapid development and enhanced training of the grade in recent years, whereas experienced ATs are required to perform certain duties of the higher rank. The promotion opportunities of staff in the two ranks, however, are limited. The proposals aim to retain experienced hands and sustain morale among the staff.

13.4 We note that, notwithstanding the changes described by the GFS management, there are still discernible differences in the typical roles undertaken by staff in the ACMOIII and AT ranks and those by staff at the respective next higher ranks. While ACMOIIIs assist in operational and training matters, and advising on acquisition and serviceability of safety and other subsidiary equipment, as well as supervising and performing flying duties, ACMOIIIs act as the winchman paramedic or winch operator as well as aircrew and mission operator in flying operations. The case is similar for ATs and SATs. SATs are responsible for carrying out aircraft servicing and related aircraft work, and organising and supervising the maintenance work of ATs, whereas ATs are responsible for carrying out the actual aircraft maintenance work, related support activities and general duties to ensure proper operation of aircraft and engineering facilities. We do not see sufficient justifications at the moment for combining the ranks. In fact, the two proposals are similar in substance to the through scale arrangement, which the Standing Committee remarked in the last GSR should not be further extended in the disciplined services on the ground that the arrangement was introduced for historical reasons which were no longer relevant. As a matter of principle, the roles and responsibilities of each rank should be clearly defined and the posts for each rank should be based on functional needs. Promotion should be founded on merits and functional needs, and remuneration level of the ranks concerned should be commensurate with their different levels of responsibilities. We do not find sufficient grounds justifying any deviation from this principle, and therefore recommend maintaining the current grade structure of the ACMO and AT grades (**Recommendation 13.1**).

13.5 For the GFS management's concerns about limited promotion opportunities and the increased complexity of certain ACMOIII and AT posts, we recommend that the GFS management conduct a comprehensive review on the structure of the ACMO and

AT grades (including the number of posts at each rank) and the functions of each post to see whether changes are required for fully meeting the operational needs, or whether it is functionally justified to upgrade some of the ACMOIII or AT posts or create posts at the promotion rank(s) (**Recommendation 13.2**). Any detailed proposals should be pursued under the existing mechanism and the Standing Committee will consider them in a positive light when invited to do so by the Government.

Merging existing grades

13.6 For similar reasons, we do not support merging the Inst grade with the Technical Instructor (Correctional Services) (TI) grade or the AO grade, as proposed by the staff sides of CSD. There are distinct functional differences among the Inst, TI and AO grades, and their roles and responsibilities differ from each other. AOs are mainly deployed to custodial duties in correctional institutions and detention centres, whereas Insts train and instruct PICs at work, and TIs are in-charge of the workshops and exercise overall control over industrial activities performed by PICs, in addition to providing hands-on industrial and vocational training to PICs. The entry qualifications of these grades are also different. Insts and TIs are required to have completed apprenticeship or institutional training and/or have certain years of experience in the trade, while AOIIs are required to have attained a certain level of academic qualification. We find no strong justifications for merging the grades and recommend maintaining the current structure of these grades (**Recommendation 13.3**).

Creating new ranks

13.7 We have received two proposals of creating new ranks from the departmental managements of GFS and ImmD. The GFS management proposes to create a new recruitment and assistant rank, namely, the Assistant AE (AAE), so as to provide a pool of officers for undergoing the necessary on-the-job training as the current lead time to train an AE is long, while the ImmD management proposes to create a new SAD rank pitched at a pay point equivalent to D3 for taking up the role of co-ordinating the work of various branches and assisting the Deputy Director of Immigration (DD of Imm) in the overall resource allocation and planning as well as cross-jurisdictional

and multilateral negotiations in relation to ImmD's core responsibilities.

13.8 The proposals are, in our view, not yet mature, and further justifications and greater details in the institutional arrangements are required before the Standing Committee can tender any informed views. The proposal of creating the AAE rank was, in fact, put up to CSB for consideration in 2012 with a view to addressing the succession problem of the AE grade. It was, however, not pursued further and the succession problem was subsequently tackled by the engagement of non-civil service contract AAEs on a project basis. In relation to the ImmD's proposal, the operational need for the proposed SAD rank is yet to be fully demonstrated and its functional role yet to be clearly defined. We suggest that both departments formulate detailed proposals in consultation with the relevant bureaux, should there be a need to initiate the structural changes. The Standing Committee will be pleased to offer its views and consider them in a positive light when invited to do so by the Government.

13.9 For other proposals of creating new ranks originating from the staff sides, we do not see it proper for the Standing Committee to tender any definitive, substantive views before the departments concerned have the opportunity to give careful consideration to the proposals including the implementation details. We suggest that the proposals be routed through the departments concerned and pursued under the established mechanism.

Change of grade/rank titles

13.10 We have also received proposals from the staff sides of ImmD and GFS of changing the grade/rank title of IA and AT, for enhancing the professional images of the grades and boosting staff morale, in view of the increased complexity and scope of duties. The Standing Committee is open to the proposals and considers it more appropriate for the departmental managements and staff sides of the two departments to explore the most appropriate titles, as long as the new titles would not cause confusion on the roles and carry any pay or read-across implications for other grades.

Ranking and Manpower Support

Relevant Considerations

13.11 Proposals on manpower support, whether involving creation of new posts or upgrading of existing ones, should be justified having taken into account changes in responsibilities, workload and operating environment. There is an established mechanism, which is outside the context of the GSR, for dealing with manpower requests from government departments, including the disciplined services departments/agencies. The Standing Committee will tender its advice on proposals relating to creation or upgrading of directorate posts of disciplined services departments/agencies when invited to do so by the Government. Proposals relating to non-directorate posts fall outside the Standing Committee's purview. In any case, we would encourage departments/agencies to, in parallel to formulating additional staffing proposals, explore alternatives to address the manpower problem as far as practicable. These include, but are not limited to, enhancing the facilities and equipment for operation and extending the use of innovative technologies in various areas, with a view to enhancing the operational efficiency and effectiveness, and streamlining the procedures of work.

Analysis and Recommendations

Upgrading of existing posts

13.12 The departmental managements of ImmD, C&ED and GFS have submitted proposals of upgrading the posts of their respective Heads of Departments, i.e. to upgrade the posts of D of Imm and C of C&E from D6 equivalent to D8 equivalent, and to upgrade the post of Controller, GFS from D3 equivalent to D5 equivalent. As a consequential arrangement to the proposals of upgrading the posts of D of Imm and C of C&E, the departmental managements concerned further suggest upgrading the posts of DD of Imm and Deputy Commissioner of Customs and Excise (DC of C&E) from D3 equivalent to D5 equivalent, whereas the GFS management suggests upgrading all the three Chief Pilot and one CAE posts of GFS from GDS(C)1 to GDS(C)2⁶² to recognise the increased scope

⁶² "GDS(C)" is proposed to be renamed as "DS(C)". Details are set out in Chapter 10.

and complexity of the concerned posts.

13.13 The remuneration package (including the ranking) of the Heads of Disciplined Services is under the purview of the Directorate Committee. The proposals concerning the Heads of ImmD, C&ED and GFS have therefore been referred to the Directorate Committee for consideration. Recognising the significant changes in the operating environment, an expansion in the scope of work of GFS and the resulting expansion in departmental establishment size in the past decade, the Directorate Committee recommends upgrading the post of Controller, GFS, from D3 equivalent to D4 equivalent. The Directorate Committee notes the increasing demand for GFS emergency services such as casualty evacuation, search and rescue, the rising number of joint operations with other law enforcement agencies and the deeper involvement of GFS in other departments' projects such as on land use and environmental protection. The scope of its flying operations has also been expanded as more operations, such as the collection of air data during the passage of typhoons, have been made possible with more sophisticated equipment available. There is a 61% increase in GFS' aggregate annual flying hours during the period 2009 (4 951 hours) to 2020 (7 989 hours). Besides, GFS' engineering capabilities have also been enhanced with new CAD approvals obtained⁶³. With expanded functions and responsibilities, the establishment of disciplined services staff of GFS has recorded a 49% increase from 166 as at 1 January 2008 to 248 as at 30 June 2020. Having regard to all the above factors, the Directorate Committee finds it justified to upgrade the post of Controller, GFS. Taking into consideration the complexity and scope of work of the post, as well as the staff size of GFS, on balance, it recommends upgrading the post from D3 equivalent to D4 equivalent, instead of D5 as proposed by the GFS management, and creating a new pay point equivalent to D4 (i.e. GDS(C)3a) between GDS(C)3 and GDS(C)4 as a consequential arrangement (as well as an incremental scale), since currently there is no pay point equivalent to D4 on GDS(C) (**Recommendation 13.4**).

⁶³ GFS obtained the HKAR-21 Design Organisation Approval and HKAR-183 Organisation Designation Approval from CAD in 2011 and 2018 respectively. With these approvals, it is authorised to perform design modifications and repair work for the GFS aircraft, and to carry out the acceptance of new aircraft and make recommendations to CAD for issuing Certificates of Airworthiness for new aircraft.

13.14 On the other hand, while recognising the importance of the work of ImmD and C&ED in their respective areas and their contributions to the overall governance of Hong Kong, which are due in no small part to the leadership and vision of their respective Heads, the Directorate Committee does not find sufficient grounds at the moment for the proposals of upgrading the posts of D of Imm and C of C&E as suggested. Many departments have in fact witnessed in the past decade a similar increase in the complexity of responsibilities and an expansion in the scope of work. With respect to the established relativities among the top management of the disciplined services, the Directorate Committee recommends that the ranking of D of Imm and C of C&E remain at the present D6 equivalent level (**Recommendation 13.5**). By the same token, the Standing Committee recommends that the posts of DD of Imm and DC of C&E remain at the present D3 equivalent level (**Recommendation 13.6**). On the proposals of upgrading the Chief Pilot and CAE posts in GFS, if, upon the eventual implementation of the proposal to upgrade the post of Controller, GFS, the GFS management still considers there to be functional needs to upgrade any of the Chief Pilot and CAE posts, or to strengthen the directorate complement, detailed proposals can be pursued under the existing mechanism, and the Standing Committee will consider the proposals in a positive light when invited to offer views by the Government. The Standing Committee is also open to the suggestion of changing the name of “Government Flying Service” to say “Government Flying Agency” or “Government Flying Department” as a result of the proposed upgrading of the rank of its Head and the expansion in business scope.

Creation of additional posts

13.15 We have also received a number of proposals on additional manpower support at the directorate level, for rendering high-level steer on major operations, coping with the increased scope and diversity of responsibilities, taking forward new initiatives and heading new/expanded divisions/branches/bureaux, etc. These proposals include creating, amongst others, additional posts of DC/DD in ImmD, FSD, C&ED and CSD.

13.16 In considering these proposals, it might be worth taking into account the changes of the disciplined services departments/agencies over the past decade (including their roles,

responsibilities and the operating environment), and the directorate grade structure of the departments. We note that as explained in previous Chapters, the roles and scope of duties of the disciplined services departments/agencies have expanded significantly, and many of them have borne greater responsibilities and functions. For instance, new pieces of legislation have been put in force and the number of control points has increased. Demands for various services, such as emergency and ambulance services, assistance provided to Hong Kong residents in distress outside Hong Kong, rehabilitation for PICs, and trade facilitation and protection of consumer interests have increased substantially, alongside the enhanced regulatory and enforcement roles taken up by the departments. The examples quoted above are by no means exhaustive. To cope with the increase in the complexity and expansion in the scope of responsibilities, new projects and measures have been introduced. Many new initiatives have also been launched for enhancing service efficiency and to better respond to the public's expectations. These include, to name but a few, the provision of more in-depth critical pre-hospital treatments in emergency ambulance services and various schemes to enhance fire safety, the provision of diversified rehabilitation programmes for PICs and community education for instilling anti-crime awareness in young people, the introduction of electronic platforms to facilitate efficient customs clearance and trade development, and the application of innovative technologies and various new systems to facilitate the travel of visitors.

13.17 In the meantime, the departments concerned have experienced considerable growth in their staff size. To illustrate, the establishment of the disciplined services staff of ImmD and C&ED has increased by 46% and 36% respectively from 1 January 2008 to 30 June 2020, while that of FSD has grown to more than 10 000, representing some 19% increase. However, currently, there is only one DD/DC post in ImmD, FSD, C&ED and CSD. Having regard to their duties which have become much more diverse and the larger workforce, we see merits to strengthen their directorate complement for rendering the necessary steer on major departmental operations and new policy initiatives, and enhancing the overall effectiveness in managing the increasing functions and staff force. We support the creation of one additional DC/DD post each in ImmD, FSD, C&ED and CSD, all pitched at GDS(C)3 (i.e. D3 equivalent)

(Recommendation 13.7).

13.18 We have also received proposals of creating additional directorate posts from the departmental managements of HKPF, ImmD, C&ED, CSD and ICAC. For HKPF's proposals, we note and recognise the unprecedented challenges faced by HKPF in recent years, arising from the changing political, social and demographic environments in Hong Kong, as well as the ever changing landscape of transnational crime and the fast-evolving technological environment. We very much appreciate the need for HKPF to enhance its manpower support for a few priority areas, such as its overall public relations and community engagement capability, and for enforcement against terrorism and money laundering and for using technology for policing in the digital age. We also note C&ED's ongoing efforts of playing a proactive role in trade facilitation and bringing forward the Smart Customs initiatives to respond to the changing business environment and rapid developments in technology, as well as ICAC's increasing role in various multilateral anti-corruption platforms and contributions to multilateral co-operation in anti-corruption work through liaison and training collaboration. We suggest the managements to develop further and pursue their proposals under the established mechanism in consultation with the relevant bureaux. The Standing Committee is prepared to consider the proposals in a positive light when invited to offer views by the Government (**Recommendation 13.8**).

13.19 Similarly, for other proposals of creating additional posts at the directorate level submitted by the staff sides and those proposals involving the upgrading of non-directorate posts to the directorate level, such as upgrading certain Senior Superintendent posts to Chief Superintendent level in HKPF for effective and efficient policing work at the district level and in C&ED for establishing high-level collaborations with other law enforcement agencies, the departmental managements concerned might pursue the proposals under the established mechanism. Adopting a sympathetic perspective, the Standing Committee is ready to offer views when invited by the Government in accordance with the established mechanism (**Recommendation 13.8**). As for the proposals involving the creation or upgrading of non-directorate posts, they fall outside the Standing Committee's purview and can likewise be dealt with under the established mechanism.

Summary of Key Recommendations

13.20 In summary, we –

- (a) recommend maintaining the current grade structure of ACMO and AT grades, and that the GFS management conduct a comprehensive review on the structure of the two grades including the number of posts at each rank and their functions;
- (b) recommend maintaining the current structure of the Inst, TI and AO grades in CSD;
- (c) recommend that the posts of DD of Imm and DC of C&E remain at the present D3 equivalent level;
- (d) support the creation of one additional DC/DD post each in ImmD, FSD, C&ED and CSD, all pitched at GDS(C)3 (i.e. D3 equivalent); and
- (e) recommend that the departmental managements of HKPF, ImmD, C&ED, CSD and ICAC further develop the other proposals involving the creation of directorate posts or upgrading of non-directorate posts to the directorate level. We are prepared to consider these proposals in a positive light when invited to offer views by the Government.

13.21 As for the proposals of upgrading the posts of Heads of Disciplined Services, the Directorate Committee recommends –

- (a) upgrading the post of Controller, GFS, from D3 equivalent to D4 equivalent and as a consequential arrangement, creating a new pay point, i.e. GDS(C)3a, equivalent to D4, between GDS(C)3 and GDS(C)4, and establishing an incremental scale for the rank; and
- (b) that the ranking of D of Imm and C of C&E remain at the present D6 equivalent level.

Chapter 14

Conditions of Service and Other Matters

14.1 The ambit of the current GSR is primarily about the pay scale and structure of each of the grades and ranks in the disciplined services. During the GSR, we have nevertheless received various proposals related to aspects that fall outside the scope of the review (such as fringe benefits, retirement age, conditioned hours of work and the progress of implementing the FDW arrangement). These matters are definitely relevant to the effective and efficient performance of the disciplined services and indeed have attracted keen staff's concerns with the majority of which we share. We have studied and examined these issues notwithstanding that they are not entirely within the ambit of the GSR, and in this Chapter, we offer our views and various observations which we think the Government should consider and examine further.

Fringe Benefits

Medical and Dental Benefits

Relevant considerations

14.2 The Government, as the largest employer in Hong Kong, has a contractual obligation, and, we believe, a social responsibility as well, to provide an appropriate level of medical and dental services for civil service eligible persons (CSEPs)⁶⁴. This can establish a positive image of the Government and lead society by example to be a caring

⁶⁴ CSEPs consist of: (a) monthly paid civil servants and their eligible dependants (i.e. spouse and eligible children) (hereinafter referred to as "families"); (b) retired civil servants living in Hong Kong and in receipt of a pension or an annual allowance and their families living in Hong Kong; (c) families of civil servants killed on duty and living in Hong Kong; (d) families living in Hong Kong and in receipt of a pension under the Widows and Orphans Pension Scheme (WOPS) or the Surviving Spouses' and Children's Pensions Scheme (SSCPS) (formerly known as the Widows' and Children's Pensions Scheme) following the death of civil servants while in service or after retirement; and (e) other persons who are eligible for civil servant medical and dental benefits by way of their terms of appointment such as serving agreement terms staff of ICAC. Both WOPS (for male pensionable staff appointed on or before 1 January 1978) and SSCPS (for pensionable staff after 1 January 1978) are contributory schemes designed to provide pension benefits to the surviving spouse and child(ren) of a deceased staff who was a member of the respective Scheme.

employer who values its staff. In addition, it is in the interests of the community as a whole to have the dedicated service of the disciplined services with a sound well-being, physical in particular. This is all the more important as members of many a rank of the disciplined services are often susceptible to risks of personal injuries in their due discharge of duties. We understand that over the years, the Government has been expending much effort to sustain and improve the service level of medical and dental benefits available to CSEPs. Specifically, since the last GSR, the Government has made a couple of enhancements in this aspect, include setting up two Occupational Health Centres (OHCs) dedicated for Government employees suffering from IOD, setting up more families clinics and dental clinics at which services are available to CSEPs exclusively, expanding the scope of available services (e.g. dietitian services and clinical psychological services) in families clinics and launching a pilot scheme for the provision of Chinese medicine services (including general consultation and acupuncture services) to CSEPs. In addition, in view of the unique nature of their duties and the typical working environment in which they discharge duties, the Government launched a pilot scheme in October 2015 (and regularised it later in October 2019) seeking to provide first-time and prompt medical treatment at 11 selected General Out-patient Clinics (GOPCs) for disciplined services staff (except for ICAC staff) who have sustained duty-related minor injuries. The scheme seeks to complement the medical services provided by the Accident and Emergency (A&E) Departments of the Hospital Authority (HA) hospitals and those provided by OHCs. We understand that the Government has strived to improve the services available to CSEPs as far as possible but we also note that the Government has to strike a fine balance between the need for strengthened civil service medical and dental benefits and that for better medical benefits for the general community, as after all, both are financed, heavily for that matter, by public money. Under the current delivery model, the services provided by HA are generally available to members of the public at the same time, and in this sense, unless the Government meets the additional costs for HA to provide additional services, enhancements to the scope and quality of the benefits available for CSEPs will likely be at the expense of the general public.

14.3 Currently, the staff sides can directly express their concerns and discuss matters on civil service medical and dental benefits with the relevant parties (i.e. CSB, the Food and Health Bureau

(FHB), DH and HA) at meetings of the Standing Committee on Medical and Dental Facilities for Civil Servants⁶⁵. We believe that that is an appropriate forum for examining proposals put forth by the staff sides on the provision of civil service medical and dental benefits.

Analysis and recommendations

14.4 We have received quite a number of proposals from both the departmental managements and the staff sides of disciplined services of enhancing the quality and quantity of the existing civil service medical and dental services, providing post-retirement medical and dental benefits for civil servants appointed on or after 1 June 2000, and offering post-service medical and dental benefits to ICAC staff and their family members. We have to say at the outset that we are sympathetic to their concerns underlying these proposals, as we recognise fully that members of the disciplined services are susceptible to higher risks of personal injuries and it is desirable, circumstances permitting, to put their minds at ease.

14.5 Through the visits to the seven disciplined services departments/agencies as well as meetings with the departmental managements and the staff sides in the course of conducting the GSR, we are fully aware of the strong requests of disciplined services staff for improving both the quality and quantity of the civil service medical and dental services currently available to them in the public sector and their underlying concerns. We share their grave concerns over the wide spectrum of matters, such as the long waiting time for medical services (specialist out-patient and A&E services in particular), the inability of individual staff members to receive prompt and proper treatment after sustaining injuries in the course of discharging duties, and the unfriendly attitude of individual healthcare staff towards disciplined services staff or their family members. We are sympathetic towards the situation they are currently facing. In particular, while further enhancements to the quality and scope of civil service medical services may face a couple of practical and policy constraints, we believe that with a determined mind, CSB should take

⁶⁵ The Standing Committee on Medical and Dental Facilities for Civil Servants was established in 1979 to keep under review and advise the Secretary for the Civil Service on the adequacy of medical and dental benefits for civil servants. It comprises representatives from the staff sides of the four Central Consultative Councils (i.e. Senior Civil Service Council, Model Scale 1 Staff Consultative Council, Police Force Council and Disciplined Services Consultative Council), CSB, FHB, DH and HA.

further effort to strengthen the provision of civil service medical services. At the same time, sympathetic as we are, we understand that the proposals suggested by both the departmental managements and the staff sides do turn on various fundamental policy issues including public healthcare financing, the interplay between the public and private healthcare sectors and the supply of qualified healthcare professionals. We are afraid that these are matters far beyond the scope of the current GSR, and that we are not in a position to offer any concrete, specific recommendation in this regard. We are however duty bound to flag up the staff's concerns and proposals for the Government's attention, and encourage CSB and other relevant parties to consider, as a matter of priority, practicable measures to effectively improve the civil service medical and dental services (**Recommendation 14.1**). The staff sides should at the same time make full use of the established forum to directly express their concerns as well as discuss and deal with this issue with the relevant parties.

14.6 Concerning IOD, the number of cases involving disciplined services staff in the past five years⁶⁶ varies among the services, but the pattern is a reflection of the nature of the duties that the services discharge and of the different levels of risks to which they are exposed. All along, HKPF had the highest number of IOD cases and it reached the record of 975 cases in 2019-20. Over the past years, CSB has strived to explore practical measures on various fronts as mentioned in paragraph 14.2 above to enhance medical services for IOD staff. In view of the relatively high risk of disciplined services staff suffering from accidents and injuries in the course of discharging their duties, we appreciate the staff's strong sentiments and their basic and reasonable wish for receiving prompt, priority, dedicated and reliable medical care after suffering from IOD. We wish to convey the proposals and the staff's concerns to CSB for consideration, and urge

⁶⁶ The number of IOD cases in the disciplined services departments/agencies in the past five years is as follows –

Department/Agency	2016-17	2017-18	2018-19	2019-20	2020-21 (up to 30 June 2020)
HKPF	713	623	606	975	128
ImmD	48	54	44	43	8
GFS	3	0	3	3	0
FSD	181	150	153	158	44
C&ED	31	49	47	35	3
CSD	47	37	28	48	26
ICAC	6	12	12	6	1

the Bureau to keep in view and consider measures that can improve the medical services provided to cater for the needs of IOD staff. In particular, we recommend that in consultation with HA, CSB may examine how the services available at GOPCs to disciplined services staff sustaining duty-related minor injuries can be strengthened (**Recommendation 14.2**).

14.7 Given the longer life span nowadays that triggers the growing need for longer and better medical protection, we have also received various proposals on the provision of post-retirement medical and dental benefits to staff appointed on or after 1 June 2000. Proponents argue that such an arrangement carries a symbolic element as it can be taken as a due recognition of staff's life-long commitment to the civil service, and will also enhance the attractiveness of the overall remuneration package, which will be instrumental in attracting, retaining and motivating talent to join and to serve in the disciplined services departments/agencies. We fully understand the sentiments behind the strong requests. Nonetheless, we are at the same time fully aware of, first, the extensive consultation and thorough debate that had taken place before the change in the approach of providing civil service fringe and retirement benefits took place as part of the civil service reforms in the late 1990s and, secondly, the wider implications, in that modifications to the existing package of fringe benefits for them, including the availability of medical and dental benefits after retirement, are likely to impact upon the rest of the civil service. A holistic and prudent approach is called for. This matter falls outside the scope of the current GSR. Having considered their significant, wider implications, we are unable to tender any definitive or specific views in the present context, but will convey these proposals to the Government for consideration (**Recommendation 14.3**).

14.8 Over the years, the ICAC management and its staff have raised requests on various occasions for extending the life-long civil service medical and dental benefits to ICAC staff. The staff are appointed on agreement terms, and most often, staff are entitled to an end-of-contract gratuity. The Standing Committee examined a similar request from ICAC in 1991 and in 2008, and considered that the request was unjustified taking into account the nature of the terms on which ICAC staff are employed, the 25% gratuity payable upon completion of a contract term (which is to cover at least in part retirement protection including post-retirement medical and dental benefits) and the

considerable pressure of potential claims for similar treatment from other civil servants employed on agreement terms, even from ex-staff. In fact, the 25% gratuity rate is more favourable than or at least on par with the Government's maximum total contribution rate under the CSPF Scheme. In the context of the current GSR, the ICAC management has proposed to impose certain additional criteria to limit the coverage of the post-service medical and dental benefits to retired ICAC staff who were appointed before 1 June 2000, by stipulating ten years of service in ICAC up to the age of 55 or beyond as the twin qualifying thresholds. The proposal is to recognise the staff's loyalty and contributions, to boost staff morale and to enhance capability to retain staff in the wake of a growing ageing population with an increased demand for healthcare. We have no doubts whatsoever over the significant contribution by ICAC staff to fighting corruption and helping keep Hong Kong fair, just, stable and prosperous. And we do recognise the practical utility and symbolic meaning of the proposal. For reasons similar to what we state in paragraph 14.7 above, at the same time, we are aware of the much wider implications, including those on staff appointed on terms other than pensionable terms, if civil service medical and dental benefits are extended to agreement terms staff retiring from ICAC. In a similar vein, we will convey these proposals to the Government for consideration (**Recommendation 14.4**).

14.9 Currently, post-service medical and dental benefits are provided to civil servants (including those appointed on or after 1 June 2000) invalidated on grounds of IOD. However, these benefits are not available to ICAC staff. This is an anomaly that should be rectified. We consider that the Government, as a caring employer and on compassionate grounds, should bear the responsibility to take prudent care of its employees having sustained injury in the course of employment, regardless of their appointment terms, as well as to look after their long-term medical needs should their services be terminated as a result of IOD. It is only fair to ICAC staff to extend the coverage of these benefits to them. We recommend making available life-long medical and dental benefits to ICAC staff (regardless of their appointment terms and when they joined the service) invalidated as a result of IOD (**Recommendation 14.5**). The financial implications of this proposal should be limited in view of the relatively small number of IOD cases in ICAC in the past five years as shown in footnote 66 above.

Housing Benefits

Relevant considerations

14.10 The provision of housing benefits, including both the service-wide housing benefits and the housing benefits available exclusively to disciplined services staff, namely DQs for married disciplined services staff and the SQ under the CSPHQ Scheme, is one of the most widely discussed topics in the context of the current GSR.

14.11 Although the provision of DQs is seen as a major factor in the remuneration package for disciplined services staff, DQs is in fact not a condition of service and its provision is subject to the availability of resources, in particular the supply of land. It is a top priority of the current-term Government to identify new sources of land and to speed up its production. The provision of DQs is but one of the many demands for new land resources that the Government has taken pains to meet. In view of the different needs of Hong Kong that the Government has endeavoured to meet, there is a need to strike a reasonable balance between the supply of DQs to disciplined services staff and the supply of land for development into public and private housing to the general public.

14.12 The CSPHQ Scheme is a discretionary housing benefit for junior civil servants, in which the SQ is dedicated for eligible Rank and File disciplined services staff. Now that the Housing Authority has already encountered difficulties in meeting its pledge on waiting time for applicants for public rental housing, any increase in the SQ under the CSPHQ Scheme will likely lead to a corresponding decrease in the allocation of public housing to civilian junior staff or even to the public, and accordingly has to be handled very carefully.

Analysis and recommendations

14.13 Both the departmental managements and the staff sides of disciplined services have submitted various proposals on this issue. They include proposals on DQs (including relaxation of eligibility criteria, increasing the supply, flexible allocation and increasing the parking space provision in DQs) and those on service-wide housing benefits (including relaxation of eligibility criteria, increasing the number and flexible redeployment of quota of the CSPHQ Scheme as

well as relaxation of eligibility criteria and increasing the rate of allowance of the Home Purchase Scheme (HPS)⁶⁷ and the Non-accountable Cash Allowance Scheme (NCAS)⁶⁸).

14.14 We recognise the staff's concerns about the all-along huge shortfall of DQs. In this regard, we understand that SB, overseeing the policy matters related to DQs for disciplined services staff, fully understands the staff's concerns and has been actively exploring various options to increase the supply of DQs, such as examining the possibility of redeveloping existing DQ sites or operational facilities, reallocating vacant quarter units, raising the plot ratio and relaxing the building height restrictions of potential DQ sites. To further alleviate the demand for DQs for the disciplined services, SB should, in collaboration with the relevant parties, proactively explore more feasible measures to increase the supply of DQs. In view of the keen interest of staff on DQs and the importance that staff attach to this matter, we will convey the proposals and the staff's concerns to SB and the departmental managements of disciplined services for consideration, and urge them to actively explore options to increase the supply and meet the higher expectation on the facilities of DQs if this is considered justified (**Recommendation 14.6**).

14.15 On the other proposals related to service-wide housing benefits, it is a matter of judgement as to whether the current provision and coverage of housing benefits is sufficient in present circumstances including the seemingly exorbitant property prices. Any enhancements to the provision of housing benefits will incur substantial additional government expenditure or may even affect the allocation of

⁶⁷ HPS is provided to eligible staff offered appointment before 1 June 2000; and
(a) with salary between MPS Points 22 and 33 or equivalent and have confirmed to the permanent establishment or have satisfactorily completed one agreement; or
(b) with salary not exceeding MPS Point 33 or equivalent and are holding established office or are serving in the Mod Scale 1 grades with 20 years' or more continuous service as a discretionary benefit subject to a quota system. A fully accountable monthly allowance payable for a maximum aggregate period of 120 months is provided under the Scheme to repay mortgage of a residential property in Hong Kong; and a downpayment loan is provided to permanent and pensionable staff repayable in ten years.

⁶⁸ NCAS is provided to eligible staff offered appointment on or after 1 June 2000; and
(a) are on or above MPS Point 34 or equivalent as a condition of service; or
(b) are below MPS Point 34 or equivalent as a discretionary benefit subject to the same quota system under HPS upon meeting specified service requirement (i.e. staff between MPS Points 22 and 33 or equivalent meeting the three-year continuous service requirement; or with at least 20 years' continuous service).
A monthly non-accountable cash allowance payable for a maximum aggregate period of 120 months is provided under the Scheme.

public housing to the public. In this light, the Government needs to study the proposals carefully and thoroughly, and we will convey these proposals to CSB for further study. We will be pleased to give views when invited to do so by the Government (**Recommendation 14.7**).

14.16 During the visits to the seven disciplined services departments/agencies as well as meetings with the departmental managements and the staff sides in the course of conducting the GSR, the staff sides raised their concerns on the possible implications of pay adjustments under the current GSR on their eligibility for DQs. They hold the view that their stay in DQs should not be curtailed solely because the pay scales applicable to them are uplifted. We understand that at present, officers have to vacate the DQs allocated to them upon their reaching GDS(O)20 or PPS36 or equivalent. As a result of the implementation of our suggested adjustments to the pay scales (and of the conversion arrangements we propose in Chapter 15), the salary point for a portion of the officers presently residing in a DQ unit will be uplifted to GDS(O)20 or PPS36, and absent any special arrangements, they will have to vacate the DQ unit within a short period in accordance with existing requirements. This situation is not desirable and will indeed present substantial practical difficulties for the officers concerned (and their family members, e.g. in identifying an alternative school for their young children). While this falls outside of the scope of the GSR, the staff sides have raised a genuine issue of concern. We will convey the staff's concerns to the Government for consideration of appropriate measures to address them (**Recommendation 14.8**).

Education Allowances

Relevant considerations

14.17 The provision of civil service allowances (including education allowances) should be justified and in line with the prevailing circumstances. The provision of education allowances has its own historical reasons. In the light of the improvements made in the quality of education in Hong Kong over the years and the fact that the provision of education allowances is not common in the private sector, education allowances, after reviews, are no longer payable to staff appointed on or after 1 August 1996 (for Overseas Education

Allowance (OEA)⁶⁹) or 1 June 2000 (for Local Education Allowance (LEA)⁷⁰).

Analysis and recommendations

14.18 We have received proposals of providing education allowances to disciplined services staff appointed on or after 1 June 2000 and extending the scope of existing assistance to cover formal school tuition in the Mainland. The latter suggestion is put forth in response to, amongst others, the reported incidents of bullying against children of police officers by schoolmates or other parties in local schools after the public order and violence events in 2019.

14.19 Education allowances are no longer payable to staff appointed after the mid-1990s (for OEA) (or 2000 for LEA). It requires strong justifications to resurrect the provision of such allowances. In the context of the current GSR, we cannot find strong justifications or new valid factors to resurrect the provision of education allowances for civil servants appointed on or after 1 June 2000. Since the proposals of resurrecting the provision of education allowances would have read-across implications for the entire civil service, we will convey these proposals to CSB for consideration, and be pleased to give views when invited to do so by the Government (**Recommendation 14.9**).

14.20 Separately, having regard to the Government's policy to support youth integration into the overall national development, and on the premise that the eligibility criteria and ceiling rates for the existing LEA will remain intact, we note that the Government is proposing to expand the scope of LEA to cover schools in the Mainland for civil servants who are presently eligible for LEA, i.e. those appointed before 1 June 2000 (to rename it as Mainland and Local Education Allowance), and plans to seek the approval of the Finance Committee of the Legislative Council (LegCo) within the 2020-21 legislative session.

⁶⁹ Eligible civil servants appointed on local terms before 1 August 1996 may claim OEA for their children's full-time education in the United Kingdom. Those appointed on overseas terms may claim OEA for their children's full-time education in their countries of origin. An eligible civil servant may claim OEA from the beginning of the term in which his/her eligible child reaches the age of nine up to the end of the term in which the child becomes 19.

⁷⁰ Eligible civil servants appointed before 1 June 2000 may claim LEA for their children's primary and secondary education in a school included in the Approved Schools List issued by the Permanent Secretary for Education. LEA is payable to the end of the accounting period in which the child reaches the age of 19.

We have been consulted and are in support of the Government's proposal. We believe this could provide eligible staff with another option, i.e. the Mainland, when considering their children's place of study.

14.21 Regarding the incidents of bullying against children of police officers in local schools, it is in our view more proper to front up the problem than to bury it under the carpet. We recognise the sentiments of staff and their children who suffer from the bullying hardship and the negative intangible impact upon them. It is totally unacceptable for children to be bullied at school, a place that should offer a safe and happy learning environment, for whatever reasons. We urge the Government to work with the relevant parties and take practical measures with the aim of enabling children of staff to be free from harm within and outside the classroom and to provide every assistance to staff and their children in this regard (**Recommendation 14.10**). As we pointed out in paragraph 3.8(a) in Chapter 3, doxxing acts against police officers and their family members have become rather prevalent. In this connection, we note that the Government has recently proposed that the Personal Data (Privacy) Ordinance (Cap. 486) be amended to criminalise certain types of doxxing acts and to give enhanced powers to the Privacy Commissioner for Personal Data for stronger enforcement. We hope that the proposed amendments can be introduced into and passed by the LegCo soon, such that the doxxing acts against police officers and their family members can be effectively and promptly outlawed and curbed.

Other Fringe Benefits

Relevant considerations

14.22 The existing package of fringe benefits for civil servants appointed on or after 1 June 2000 were drawn up having regard to the then prevailing private sector practices and subsequent to the extensive consultation during the civil service reforms in the late 1990s. Any modifications to the arrangement will have service-wide implications and should thus be dealt with in a cautious manner. Under the current established mechanism, any proposals of making changes to the fringe benefits of civil service should first be thoroughly considered by CSB and the other relevant policy bureaux before the Standing Committee is invited for views.

Analysis and recommendations

14.23 Various proposals of increasing the vacation leave entitlement of civil servants appointed on new terms⁷¹ or common terms⁷² (by different magnitudes) have been received. The Government maintains that the existing leave terms for new civil servants are in line with the prevailing circumstances and the provisions commonly adopted in the private sector. With vacation leave being a service-wide fringe benefit, any change in the vacation leave entitlement of disciplined services staff will have significant read-across implications.

14.24 On retirement benefits, we have received a number of proposals suggesting to reinstate the pension scheme or offer a retirement plan equivalent to the pension package for disciplined services staff on new terms so as to provide life-long security and protection for them. Retirement benefits in the private sector are, nowadays, mainly in the form of provident funds. The CSPF Scheme is a generous retirement benefit scheme as compared with those of local private/public sectors. For instance, the maximum Government's total contribution rate stands at a handsome 25% of the basic salary of the staff concerned and, in respect of disciplined services staff, the Government contributes an additional 2.5% of his/her basic salary as Special Disciplined Services Contribution. We take full recognition of this arrangement. Furthermore, we note that any decisions to enhance the retirement benefits, including reforming the CSPF Scheme or reinstating the pension (or a similar) scheme for disciplined services staff appointed on new terms or, for that matter, all civil servants appointed on new terms, should not be taken lightly or hastily.

14.25 Since these proposals on these types of fringe benefits would have significant read-across implications and involve issues that fall much beyond the scope of the GSR, we will convey them to CSB for consideration, and be pleased to give views when invited to do so by the Government (**Recommendation 14.11**).

⁷¹ Staff appointed on or after 1 June 2000.

⁷² Staff appointed on or after 1 January 1999 and before 1 June 2000.

Retirement Age

Relevant Considerations

14.26 To review the retirement age, all relevant factors, including operational needs, changing nature of the jobs, life expectancy of people, healthy injection of new blood to the civil service, career aspirations for younger staff as well as current manpower resources in the civil service, have to be considered. Having considered that the overall labour force in Hong Kong will become relatively critical after 2030, the Government offered an option to civil servants joining the Government between 1 June 2000 and 31 May 2015 to choose to retire later. The option period ended on 16 September 2020. Although civil servants who were appointed before 1 June 2000 cannot choose to retire later, departments may, taking into account factors such as their overall manpower situation, genuine and operational needs, and succession arrangement, flexibly employ various measures for extending the service of civil servants, including the Post-retirement Service Contract Scheme, final extension of service and the adjusted further employment (FE) mechanism, to retain experienced civil servants reaching their retirement age and meet the manpower demand and operational needs. Such measures also provide different avenues for civil servants to serve beyond their normal/prescribed retirement age. In addition, if individual departments request for other arrangements on extending the service of their civil service staff having regard to their specific manpower needs, they may put up a proposal. With the support of the relevant policy bureaux, CSB will assess the operational needs of the departments concerned and the justifications provided, and consider whether there is still room for them to deploy the existing measures for extension of service, or whether there is a genuine need to make special arrangements for them.

Analysis and Recommendations

14.27 The staff sides of all disciplined services (except for ICAC) have submitted proposals on providing an option for staff appointed before 1 June 2000, irrespective of ranks, to choose to retire at a later age (e.g. at 60 or 65, or for a period of two to five years) or an option of re-employment on non-civil service contract terms. In addition, both the HKPF management and its staff sides have proposed to have the CE's authority under section 8(1)(a) of the Pensions Ordinance

(Cap. 89) (for staff on the Old Pension Scheme) and section 10(4) of the Pension Benefits Ordinance (Cap. 99) (for staff on the New Pension Scheme) delegated to CP for approving continued service of a staff member who has reached his/her normal/prescribed retirement age, so that HKPF will be able to devise an appropriate interim measure and a mechanism to address the imminent and acute needs for experienced staff in the short run.

14.28 To address HKPF's acute manpower shortage problem, the CE has approved HKPF's proposal of launching a special one-off scheme on 1 April 2021 to extend the service of police officers at the non-directorate level (i.e. from PC to SSP) who joined the Government before 1 June 2000. Eligible police officers have been invited to apply for extension of service beyond retirement age of 55 up to the age of 60 within a two-month application period from 1 April to 31 May 2021. Whether their applications would be approved will be subject to a selection process modelled on the existing FE mechanism. The scheme is different from the option mentioned in paragraph 14.26 above. Similarly, the CE has given in-principle approval for other disciplined services departments to explore launching a scheme similar to that of HKPF for disciplined services staff who joined the Government before 1 June 2000, with details to be worked out.

14.29 The proposals referred to at the beginning of paragraph 14.27 have largely been overtaken by these events. For completeness' sake, we suggest that CSB keep the issue under constant review and consider adjustment, if needed, in the light of the prevailing circumstances (**Recommendation 14.12**).

14.30 Regarding the proposals of delegating to CP the authority for approving continued service of a staff member who has reached his/her normal/prescribed retirement age, the CE has made the delegation under the special one-off scheme mentioned in paragraph 14.28 above. Again for completeness' sake, we will convey them to CSB for consideration (**Recommendation 14.13**).

Conditioned Hours of Work and FDW

Relevant Considerations

Conditioned hours of work

14.31 There is no uniform conditioned hours of work in the civil service. The conditioned hours of work for disciplined services staff are governed by the operational needs and are determined in relation to the responsibilities of each disciplined service, its complement, and the actual manpower situation at any time. Thus, any direct comparison of conditioned hours of work, no matter whether it is between departments or between grades, is inappropriate. The conditioned hours of work vary among the disciplined services grades, and are set out in *Table 14.1*.

Table 14.1: Present conditioned hours of work of the disciplined services departments/agencies

Department/ Agency	Present conditioned hours of work per week	
HKPF	48 hours gross	
ImmD	44 hours gross	
GFS	44 hours gross	
FSD	Fn/StnO grades (Operational/Marine Stream)	51 hours gross
	Fn/StnO grades (Control Stream)	48 hours gross
	Ambm grade	48 hours gross
	AmO grade	44 hours gross
C&ED	48 hours gross	
CSD	48 hours gross	
ICAC	44 hours gross	

14.32 We believe that any reduction by benchmarking with international or local standards or other grades/departments, should not be taken or claimed as a right. Nevertheless, subject to the fulfilment of the following three pre-requisites, the Government is open to any proposals for reduction of conditioned hours of work –

- (a) cost-neutrality;
- (b) no additional manpower; and
- (c) maintaining the same level of service to the public.

Based on these pre-requisites, the Standing Committee has, over the years, considered and supported proposals for reduction of conditioned hours of work for certain disciplined services grades⁷³. We will continue to adopt these principles in examining the proposals.

FDW

14.33 FDW⁷⁴ initiative is a family-friendly measure but not part of the conditions of service. We support the Government's initiative to implement FDW to improve the quality of civil servants' family life subject to the fulfilment of the following four basic principles –

- (a) no additional staffing resources;
- (b) no reduction in the conditioned hours of work of individual staff;
- (c) no reduction in emergency services; and
- (d) continued provision of essential counter services on Saturdays/Sundays.

The percentage of disciplined services staff working on a FDW work pattern as at 30 June 2020 is set out in *Table 14.2*. We support upholding the four basic principles for the migration of staff to the FDW work pattern.

⁷³ The following proposals were reviewed by the Standing Committee in the context of the last GSR but implemented after the completion of the GSR –

- (a) C&ED: the conditioned hours of work reduced from 51 hours gross to 48 hours gross per week with effect from 1 December 2009;
- (b) CSD: the conditioned hours of work reduced from 49 hours gross to 48 hours gross per week with effect from 1 September 2012; and
- (c) FSD: the conditioned hours of work of its Fn/StnO grades (Operational/Marine Stream) reduced from 54 hours gross to 51 hours gross per week with effect from 18 July 2016.

⁷⁴ The FDW work pattern includes working on a “Monday-to-Friday” basis, a “five-day-on, two-day-off roster in every seven days”, or “fewer than five days/shifts in every seven days”.

Table 14.2: Staff working on a FDW work pattern as at 30 June 2020

Department/ Agency	No. of disciplined services staff working on a FDW work pattern	% of disciplined services staff working on a FDW work pattern in the department
HKPF	17 418	61.3%
ImmD	4 696	66.5%
GFS	216	100%
FSD	9 654	98.3%
C&ED	2 018	34.3%
CSD	1 536	26.3%
ICAC	1 054	100%

14.34 As a related issue regarding the leave deduction arrangement (LDA), leave deduction is made on a “one-to-one” basis, i.e. one day of vacation leave to be deducted for absence of one day. The number of days of vacation leave to be deducted to cover the same duration of absence for civil servants on different work patterns may be different. We learn that since 2013, the Government has encouraged those departments⁷⁵ which have not fully implemented FDW to explore the feasibility of revising the LDA for their non-FDW staff as if they were on FDW work pattern, provided that the following basic principles are complied with –

- (a) no reduction in the conditioned hours of work of individual staff;
- (b) no additional manpower and the level of services to the public not being compromised; and
- (c) all other prevailing leave rules applicable to individual civil servants should remain intact.

Analysis and Recommendations

Conditioned hours of work

14.35 We have received a couple of proposals for reduction of conditioned hours of work from the departmental managements as well as the staff sides of disciplined services. The majority view is to reduce the conditioned hours of work to 44 hours gross per week.

⁷⁵ Among these departments, HKPF, ImmD, C&ED and CSD are conducting pilot schemes on revised LDA for their non-FDW disciplined services staff.

14.36 We are sympathetic to certain disciplined services grades for their relatively longer working hours of work. With modern technology and improved efficiency measures, we note that various disciplined services departments have been taking steps over the years to reduce the working hours/conditioned hours of work of their staff. We have all along maintained the stance that we are open to proposals of reducing the conditioned hours of work of various disciplined services if the three pre-requisites stated in paragraph 14.32 above could be met. The departmental managements concerned should, in consultation with SB, the staff sides and CSB, examine if and how the proposals should be pursued, e.g. through streamlining working procedures, re-engineering of the prevailing shift patterns and widening the use of technology, to reduce the conditioned hours of work. While noting the established practice that any improvement proposal is subject to the fulfilment of the three pre-requisites, we encourage the departmental managements concerned to examine thoroughly various proposals for reduction of conditioned hours of work. We will be pleased to examine and offer views on any detailed proposals after the relevant departmental managements have considered them in detail with CSB, SB and their staff sides and when invited to do so by the Government (**Recommendation 14.14**).

14.37 On the staff sides' proposals of counting the time spent on certain ancillary activities (e.g. changing uniform and providing rest breaks) towards one's conditioned hours of work, we are of the view that whether certain activities should be counted towards the conditioned hours of work boils down to the question of whether the activities could be reasonably considered to be a form of work or duty, in the light of the nature of the "normal" duties that staff in the grade/department are to discharge. We consider that the departmental managements concerned are in the best position to determine if any of the activities referred to should be regarded as work/duties of the staff concerned and hence could be counted towards the conditioned hours of work and if rest breaks should or could be provided. As such, we will convey the proposals to the relevant departmental managements for consideration in consultation with SB, the staff sides and CSB where necessary (**Recommendation 14.15**).

FDW

14.38 As for the proposals of full implementation or further

migration to the FDW work pattern, we understand that most staff welcome the FDW work pattern. Having regard to the job nature in providing emergency and essential services round-the-clock and the relatively high demand for some services (such as immigration counter services) on Saturdays, Sundays and public holidays, it could be unavoidable for some posts or jobs of the disciplined services to remain on a non-FDW work pattern. We consider that as a matter of principle, the implementation of FDW is entirely discretionary, and that it is reasonable for the Government to lay down the four basic principles as stated in paragraph 14.33 above as pre-requisites. A decision to revise or remove any of the basic principles should not be taken lightly. While noting the established practice that any proposal for further migration to the FDW work pattern is subject to the fulfilment of the four pre-requisites, we encourage the departmental managements concerned to examine thoroughly such proposals in consultation with SB, the staff sides and CSB where necessary (**Recommendation 14.16**).

14.39 As regards the proposals of standardising the leave deduction rate for all staff across the board, we support the Government's stance to encourage departments which have not fully implemented FDW to explore the feasibility of conducting a pilot scheme on revised LDA for non-FDW staff in compliance with the three basic principles. Other than FSD with 98.3% (as at 30 June 2020) of its disciplined services staff already on a FDW work pattern, those disciplined services departments which have not fully implemented FDW (i.e. HKPF, ImmD, C&ED and CSD), are conducting pilot schemes on revised LDA for their non-FDW disciplined services staff. As the issue can be so handled outside the GSR, we will request the departmental managements concerned to continue conducting the pilot schemes on revised LDA thereby ascertaining the feasibility of revising the LDA for non-FDW staff, in consultation with CSB, SB and the staff sides, subject to the result of the respective pilot schemes and in compliance with the relevant basic principles as stated in paragraph 14.34 above (**Recommendation 14.17**).

Other Matters

Analysis and Recommendations

14.40 In the context of the current GSR, we have also received proposals on other matters, namely performance management and promotion related proposals (e.g. setting up a fair performance appraisal system) and departmental specific proposals (e.g. enhancements to working environment/equipment/facilities, mode of operation, training, and well-being of staff) as well as on the general principles to be adopted in conducting the current GSR.

Performance management and promotion related proposals

14.41 A creditable performance appraisal system is crucial for the successful performance management in the civil service. Under the overall framework set out by CSB for performance management in the civil service, Heads of Departments/Grades have the overall responsibility to ensure that an effective performance management system is in place for the staff/grades under their purview. They have the overall responsibility and are in the best position to set the appraisal standards, monitor the performance of their staff/grade members and give them feedback and assistance. We consider that the performance management and promotion related issues are in substance department's internal administrative matters which should best be left to the departmental managements for consideration. We will convey the proposals to the relevant departmental managements for examination in consultation with CSB, SB and their staff where necessary and follow up under the established civil service policies and mechanism (**Recommendation 14.18**).

Departmental specific proposals

14.42 There is currently a well-established consultative machinery at the departmental level, i.e. Departmental Consultative Committees (DCCs)⁷⁶, for the management and staff to discuss departmental issues involving the operation of individual departments. This mechanism is effective in reflecting and handling the operational

⁷⁶ DCCs, comprising the departmental management (Management Side) and the staff representatives (Staff Side) provide an open and regular platform to discuss various topics/issues specific to the department. A CSB representative also attends the relevant DCC to explain CSB's policies and practices and acts as a bridge between CSB and the department.

requirements within the department concerned. We believe that the Standing Committee should not be taken as a conduit for bypassing the established mechanism and that these departmental specific proposals should best be examined by the relevant departmental managements. We will convey these proposals to the relevant departmental managements for examination in consultation with CSB, SB and their staff where necessary and follow up under the normal procedures (**Recommendation 14.19**).

Proposals on general principles

14.43 Regarding the proposals on the general principles to be adopted in conducting the current GSR, despite the wide spectrum of topics or issues covered by the proposals, we maintain our stance that we are committed to conducting GSR in an open, fair and independent manner. We fully recognise the uniqueness and individuality of each of the disciplined services. After taking into account all relevant factors, we have adopted a common set of guiding principles and parameters for consistent application across the disciplined services and adopt this line as the response to relevant views and suggestions.

Summary of Key Recommendations

14.44 In summary, we –

- (a) flag up the staff's concerns and proposals in relation to the enhancements to both the quality and quantity of civil service medical and dental services for the Government's attention, and encourage CSB and other relevant parties to consider, as a matter of priority, practicable measures to effectively improve the civil service medical and dental services;
- (b) convey the proposals and staff's concerns in relation to the improvement to the medical treatment to staff who sustain IOD to CSB for consideration, and urge the Bureau to keep in view and consider measures that can improve the medical services provided to cater for the needs of IOD staff. In particular, we recommend that, in consultation with HA, CSB may examine how

the services available at GOPCs to disciplined services staff sustaining duty-related minor injuries can be strengthened;

- (c) convey the proposals and staff's concerns in relation to the provision of post-retirement medical and dental benefits to civil servants appointed on or after 1 June 2000, and the extension of post-service medical and dental benefits to agreement terms staff retiring from ICAC to the Government for consideration;
- (d) recommend making available life-long medical and dental benefits to ICAC staff (regardless of their appointment terms and when they joined the service) invalidated as a result of IOD;
- (e) convey various proposals and staff's concerns in relation to other fringe benefits (i.e. service-wide housing benefits, education allowances, vacation leave entitlement, retirement benefits) to CSB for consideration, and will be pleased to give views when invited to do so by the Government;
- (f) convey the proposals and staff's concerns in relation to DQs to SB and the departmental managements of disciplined services for consideration, and urge them to actively explore options to increase the supply and meet the higher expectation on the facilities of DQs if this is considered justified;
- (g) convey the staff's concerns that their stay in DQs should not be curtailed solely because the pay scales applicable to them are uplifted upon the implementation of the suggested adjustments to the respective pay scales to the Government for consideration of appropriate measures to address them;
- (h) urge the Government to work with the relevant parties and take practical measures to tackle the bullying of

children of staff within and outside the classroom and to provide every assistance to staff and their children;

- (i) suggest that CSB keep the issue in relation to retirement age under constant review and consider adjustment, if needed, in the light of the prevailing circumstances;
- (j) convey the proposals of delegating to CP the authority for approving continued service of a staff member who has reached his/her normal/prescribed retirement age to CSB for consideration;
- (k) while noting the established practice that any proposals for reduction of conditioned hours of work is subject to the fulfilment of the three pre-requisites, encourage the departmental managements concerned to examine thoroughly these proposals, and will be pleased to examine and offer views on any detailed proposals after the relevant departmental managements have considered them in detail with CSB, SB and their staff sides and when invited to do so by the Government;
- (l) while noting the established practice that any proposal for further migration to the FDW work pattern is subject to the fulfilment of the four pre-requisites, encourage the departmental managements concerned to examine thoroughly such proposals in consultation with SB, the staff sides and CSB where necessary;
- (m) request the departmental managements concerned to continue conducting the pilot schemes on revised LDA thereby ascertaining the feasibility of revising the LDA for non-FDW staff, in consultation with CSB, SB and the staff sides, subject to the result of the respective pilot schemes and in compliance with the basic principles relevant to the revised LDA; and

- (n) convey the proposals of counting the time spent on a variety of ancillary activities towards one's conditioned hours of work, performance management and promotion, and departmental specific issues received in the context of the current GSR to the relevant departmental managements for examination in consultation with CSB, SB and staff and follow up under the normal procedures and mechanism.

Chapter 15

Concluding Remarks

15.1 The current GSR for the disciplined services grades has turned out to be an exceedingly challenging task for the Standing Committee. It involves seven departments/agencies with different job nature and responsibilities and covers some 63 000 disciplined services staff members from 29 grades. We commenced the work for the GSR in November 2018 upon the acceptance of the invitation from the Government to conduct the GSR, including inviting submissions from the departmental managements and staff sides from the seven disciplined services, and scheduling visits to the departments/agencies. The entire GSR was originally expected to be completed in about 18 months. However, as a result of the spate of public order and violence events in 2019 and the COVID-19 pandemic, a number of scheduled visits to the disciplined services departments/agencies as well as meetings with the managements and staff sides had to be postponed and rearranged. The entire review could not be completed according to the original timetable, despite the continued efforts of the Standing Committee and the Directorate Committee in taking it forward. We would like to express our heartfelt appreciation to all disciplined services staff for their patience, and for their commitment, dedication, and contributions to maintaining the safety, security and stability of Hong Kong in the time of severe challenges.

15.2 As the last GSR was conducted over ten years ago, we understand that both departmental managements and staff sides as well as the public have high expectation on the current GSR. Through the examination of the submissions, the visits to the disciplined services departments/agencies and the sharing sessions with departmental managements, staff associations/unions and frontline staff, we have gained a thorough understanding of the work of the disciplined services and the challenges they are facing. The recommendations and suggestions we made in the GSR are the result of analysis of all relevant factors relating to the development of the disciplined services departments/agencies and grades, and an informed judgement on our part is invariably called for. We believe that the Government will consider all recommendations having regard to political, economic, financial, social and other considerations.

15.3 In addition to the recommendations on pay scales, conditions of service and manpower structure of disciplined services departments/agencies we set out in the previous chapters, we would also like to furnish our views regarding the conversion arrangements, the implementation date and the frequency of conducting GSR in this Chapter for the Government to consider.

Conversion Arrangements from the Old to the New Pay Scales

15.4 Under the existing civil service system, whenever the pay range or scale for a rank is adjusted, there is a need to convert the salary point of each of the affected officer serving in the rank to a point in the adjusted range/scale. Premised on the overriding principle that no one should receive less pay on conversion, we recommend that the following “normal” conversion rules be adopted as the basic principle in implementing salary and increment-related recommendations for the current GSR (**Recommendation 15.1**) –

- (a) when both the minimum and the maximum points of the pay scale for a rank are raised –
 - (i) where a civil servant’s salary is less than the minimum of the revised scale, he/she should receive the new minimum;
 - (ii) where a civil servant’s salary is equivalent to or above the new minimum, he/she should advance to the next point on the pay scale; and
 - (iii) where the revised scale has a maximum which is two or more pay points higher than the old maximum, a civil servant who has served for one or more years on the maximum should convert to two points above his/her existing pay point;
- (b) when new increments/IJs are introduced, serving civil servants should be converted to the relevant increment point applicable to the rank on which they serve as if the new incremental arrangement had been

in force from the first day of their appointment to the present rank. In other words, all years of in-rank satisfactory service should be taken into account for the purpose of determining the increment/IJ entitlement; and

- (c) for the avoidance of doubt, where the pay scale of a rank is revised and new IJs are introduced at the same time, the conversion arrangement set out in (a) and (b) above should take place concurrently, subject to the new maximum pay point of the rank concerned.

As in the case of the last GSR, the actual implementation arrangements in respect of salary conversion will involve a couple of complicated issues, such as the eligibility for housing and fringe benefits and any necessary repositioning of IJs. While the above “normal” conversion rules contain the gist of the arrangements, we are of the view that the Government should work out the majority of the implementation details in accordance with the spirit of the “normal” conversion arrangements, having regard to all relevant factors, including prevailing policies and conversion rules, precedent cases, and any special circumstances (such as the need for special grandfathering arrangements) of the disciplined services. We will leave it to the Government to decide if any special arrangements are necessary and warranted, in the light of the basic principle underlying the “normal” conversion arrangement that we propose, to cater for possible odd cases, if any.

Implementation Date

15.5 We have received a couple of proposals from the departmental managements and staff sides that the recommendations of the GSR should take retrospective effect. With reference to the arrangements in the past reviews on the disciplined services and other GSRs, we recommend that as it is not possible to determine at this stage the timing for seeking approval from the legislature, the Government be given the flexibility of determining the most appropriate effective date for the recommendations of the GSR that relate to salary and increments (**Recommendation 15.2**).

15.6 Regarding the recommendations on JRAs for disciplined services staff in Chapter 12, in line with the arrangements adopted in the past for the introduction of new JRAs, a prospective implementation date is generally adopted, particularly when a qualifying threshold is stipulated. We therefore recommend that all recommendations related to JRAs set out in Chapter 12 generally take effect from the first day of the month immediately following the approval by the relevant authority save where there are exceptional circumstances justifying a departure, in which case the views of the Standing Committee on this aspect will be specifically sought (**Recommendation 15.3**). As for the recommendations on the staffing proposals that require the approval of the Finance Committee of the LegCo and those that may be considered in the context of the Government's annual estimates of expenditure, we recommend that they be pursued in accordance with the established mechanism and take effect on the specified date as approved by the relevant authority (**Recommendation 15.4**).

Frequency of GSR

15.7 We have also received proposals from staff sides suggesting that comprehensive GSRs should be conducted more frequently than once every ten years. While the views from staff sides that comprehensive GSRs should be conducted more frequently are well noted, we consider that a ten-year interval between each round of the comprehensive GSR for disciplined services grades, as decided by the CE-in-Council in October 2018, is appropriate having regard to the considerable time taken for a comprehensive review (covering all disciplined services grades and ranks), visits to different formations of each service to gain a first-hand experience and consultation with a wide spectrum of stakeholders (**Recommendation 15.5**). The present arrangement whereby a GSR for particular grades/ranks may be considered when there are proven recruitment and retention problems, or significant changes in the job nature, responsibilities, etc. should continue in the interim.

Summary of Key Recommendations

- 15.8 In summary, we recommend that –
- (a) “normal” conversion rules be adopted as the basic principle in implementing salary and increment-related recommendations;
 - (b) on implementation date –
 - (i) the Government be given the flexibility of determining the most appropriate effective date for salary and increment-related recommendations;
 - (ii) recommendations related to JRAs generally take effect from the first day of the month immediately following the approval by the relevant authority; and
 - (iii) recommendations on staffing proposals take effect on the specified date as approved by the relevant authority; and
 - (c) the ten-year interval between each round of the comprehensive GSR for disciplined services grades as decided by the CE-in-Council be supported.

Acknowledgements

15.9 We would like to convey our sincere gratitude to all parties who have contributed to this exercise. The departmental managements of all seven disciplined services and their staff sides are very supportive in providing us with invaluable information and proposals which have facilitated our deliberations. While for various reasons, our recommendations may fall short of their demands one way or another, they are always candid in sharing with us their concerns, their aspirations and their requests. We hope that we will not be mistaken as entertaining any slightest doubts over their contributions to and importance in maintaining the prosperity and stability of Hong

Kong. Our special thanks must also go to the Departmental Liaison Officers who have assisted in consolidating personnel statistics and background information on departments/agencies and co-ordinating all visits and sharing sessions with the frontline staff. The visits to the departments/agencies and the sharing sessions have enabled us to gain a better understanding of the operations of the departments/agencies and the challenges faced by the disciplined services. We would also like to record our appreciation to the staff of the Joint Secretariat for the Advisory Bodies on Civil Service and Judicial Salaries and Conditions of Service for their hard work and unfailing support throughout the exercise.

Standing Committee on Disciplined Services Salaries and Conditions of Service

Terms of Reference

I. To advise and make recommendations to the Chief Executive (CE) of the Hong Kong Special Administrative Region of the People's Republic of China in respect of the disciplined services on –

- (a) the principles and practices governing grade, rank and salary structures including the creation and abolition of grades and ranks at all levels;
- (b) salary levels and structure of individual grades;
- (c) the evaluation of jobs for the purpose of determining salaries and conditions of service;
- (d) conditions of service and benefits other than salary that are relevant to the determination of remuneration;
- (e) assessment of levels of, and eligibility for, allowances payable specifically to disciplined services staff;
- (f) any matters affecting the disciplined services that require to be specially considered in relation to the machinery for the regular overall review of public service pay below the bottom point of the directorate in the general civil service;
- (g) annual pay awards for ranks and grades remunerated at levels equivalent to or above the bottom point of the directorate in the general civil service;
- (h) creation of permanent posts in ranks and grades remunerated at levels equivalent to or above the bottom point of the directorate in the general civil service;
- (i) consultative machinery and procedures to enable management and staff to discuss matters within the Standing Committee's terms of reference;
- (j) the need for special or regular reviews to be commissioned or undertaken by the Standing Committee itself, on matters within its purview; and

- (k) matters referred to the Standing Committee by the CE, or matters which the Standing Committee considers appropriate to its terms of reference.

II. The Standing Committee shall not advise on the salaries and conditions of service of the heads of the disciplined services unless specifically invited to do so by the CE.

III. The Standing Committee shall operate through sub-committees: the Police Sub-Committee, the General Disciplined Services Sub-Committee, the Independent Commission Against Corruption (ICAC) Sub-Committee and such other sub-committees as the Standing Committee may establish. All submissions to the Standing Committee shall be considered in the first instance by the sub-committees, which shall be responsible for formulating their own recommendations separately. The Standing Committee shall oversee the work of the sub-committees, approve their recommendations (amended if the Standing Committee sees fit) and submit them to the CE.

IV. The Standing Committee shall participate in the annual pay trend survey exercise through nominating one or two members to the Pay Trend Survey Committee.

V. The heads of the disciplined services may jointly or individually refer any matters relating to the pay and conditions of service of the disciplined services to the Standing Committee. In addition, the Official Side and Staff Side of the Police Force Council, the Disciplined Services Consultative Council and the ICAC Staff Consultative Committee may jointly or individually refer such matters to the Standing Committee.

VI. The Standing Committee shall give due weight to any wider community interests, including financial and economic considerations, which in its view are relevant.

VII. The Standing Committee shall not consider cases of individual officers nor be involved in appointments, promotions and discipline matters.

VIII. The Standing Committee shall consider in the light of experience whether any amendments to its terms of reference are desirable and, if so, recommend appropriate changes.

IX. In carrying out its terms of reference, the Standing Committee, through its sub-committees, shall ensure that adequate opportunities are provided for staff associations or management to express their views. The Standing Committee, through its sub-committees, may also receive views from other bodies which in its view have a direct interest.

**Membership of the
Standing Committee on Disciplined Services
Salaries and Conditions of Service**

Chairman

Ms Teresa Ko Yuk-yin, BBS, JP (up to December 2018)

Dr Chui Hong-sheung, JP (since January 2019)

Sub-Committee Chairmen

Dr Chui Hong-sheung, JP (General Disciplined Services Sub-Committee) (up to December 2018)

Mr Wilfred Wong Kam-pui, BBS, JP (General Disciplined Services Sub-Committee) (since January 2019)

Mr Victor Lam Hoi-cheung, JP (ICAC Sub-Committee)

Ms Margaret Cheng Wai-ching (Police Sub-Committee)

Members

Mr Mac Chan Ho-ting (since January 2019)

Mrs Edith Chan Ngan Man-ling, MH (since January 2021)

Ms Dilys Chau Suet-fung

Ms Ivy Cheung Wing-han

Professor Chong Tai-leung

Ms Quince Chong Wai-yan, JP

Mr Alan Lui Siu-lun (between January 2019 and December 2020)

Ms Melissa Kaye Pang, BBS, MH, JP

Mr Philip Tsai Wing-chung, BBS, JP

The Honourable Tony Tse Wai-chuen, BBS, JP (since January 2020)

Mr Thomas Jefferson Wu, JP (up to December 2018)

Membership of the Grade Structure Review Sub-Committee

Ms Teresa Ko Yuk-yin, BBS, JP (Chairman) (up to December 2018)

Dr Chui Hong-sheung, JP (Chairman) (since January 2019)

Mr Wilfred Wong Kam-pui, BBS, JP

Mr Victor Lam Hoi-cheung, JP

Ms Margaret Cheng Wai-ching

Mr Mac Chan Ho-ting (since January 2019)

Mrs Edith Chan Ngan Man-ling, MH (since January 2021)

Professor Chong Tai-leung

Mr Alan Lui Siu-lun (between January 2019 and December 2020)

Ms Melissa Kaye Pang, BBS, MH, JP

The Honourable Tony Tse Wai-chuen, BBS, JP (since January 2020)

List of Bodies Providing Submissions

The Standing Committee received submissions from the following –

Hong Kong Police Force

- ✧ Commissioner of Police
- ✧ Police Force Council (Staff Side) – Superintendents' Association, Hong Kong Police Inspectors' Association, Overseas Inspectors' Association and Junior Police Officers' Association

Immigration Department

- ✧ Director of Immigration
- ✧ Immigration Service Officers Association
- ✧ Hong Kong Immigration Assistants Union
- ✧ Hong Kong Immigration Department Rank & File General Union
- ✧ Hong Kong Immigration Department Staff Association

Government Flying Service

- ✧ Controller, Government Flying Service
- ✧ Government Flying Service Pilots Union
- ✧ Government Flying Service Air Crewman Officers Association
- ✧ Government Flying Service Aircraft Engineers Association
- ✧ Government Flying Service Aircraft Technicians Union
- ✧ Individual staff

Fire Services Department

- ✧ Director of Fire Services
- ✧ Hong Kong Fire Services Officers Association
- ✧ Hong Kong Fire Services Control Staff's Union
- ✧ Hong Kong Fire Services Department Ambulancemen's Union
- ✧ Hong Kong Fire Services Department Ambulance Officers Association
- ✧ Hong Kong Fire Services Department Staffs General Association
- ✧ Individual staff

Customs and Excise Department

- ✧ Commissioner of Customs and Excise
- ✧ Staff Association of Customs and Excise Service Senior Officers
- ✧ Association of Customs & Excise Service Officers
- ✧ Hong Kong Customs & Excise Customs Officer Grade Association

- ✧ Hong Kong Customs and Excise Staff General Association
- ✧ Hong Kong Customs Officers Union
- ✧ Hong Kong Chinese Civil Servants' Association – Customs Officer Grade Branch
- ✧ Individual staff

Correctional Services Department

- ✧ Commissioner of Correctional Services
- ✧ Correctional Services Officers' Association
- ✧ Hong Kong Correctional Services Department Assistant Officers General Association
- ✧ Hong Kong Correctional Services General Union
- ✧ Individual staff

Independent Commission Against Corruption

- ✧ Commissioner, Independent Commission Against Corruption
- ✧ Independent Commission Against Corruption Departmental Grades Staff Committee

Others

- ✧ Disciplined Services Consultative Council (Staff Side)
- ✧ Government Disciplined Services General Union
- ✧ Hong Kong Chinese Civil Servants' Association
- ✧ Members of the public

Visits to the Disciplined Services during the Grade Structure Review

Hong Kong Police Force

- ✧ Wanchai Police Station on 26 June 2019
- ✧ Tsim Sha Tsui Police Station on 11 September 2019
- ✧ Marine Regional Headquarters on 7 November 2019
- ✧ Police Tactical Unit Headquarters on 17 June 2020

Immigration Department

- ✧ Immigration Headquarters and Castle Peak Bay Immigration Centre on 20 August 2019
- ✧ Sharing session with staff associations on 16 October 2019
- ✧ Removal Assessment and Litigation Branch and the Enforcement Branch on 3 December 2019

Government Flying Service

- ✧ Demonstration of rescue operation and tour at Headquarters on 2 July 2019

Fire Services Department

- ✧ Fire and Ambulance Services Academy on 9 October 2019
- ✧ Fire and Ambulance Services Education Centre cum Museum and other specialised training facilities in the Fire and Ambulance Services Academy on 9 December 2019
- ✧ Fire Services Communications Centre at Fire Services Headquarters Building on 14 January 2020

Customs and Excise Department

- ✧ Syndicate Crimes Investigation Bureau, Customs Drug Investigation Bureau, Intellectual Property Investigation Bureau and Computer Forensic Laboratory at Customs Headquarters Building on 15 August 2019
- ✧ Lok Ma Chau Boundary Control Point and Lo Wu Control Point on 28 November 2019
- ✧ Customs Marine Base on Stonecutters Island and Kwai Chung Customshouse on 18 May 2020

Correctional Services Department

- ✧ Lo Wu Correctional Institution and Lai Chi Kok Reception Centre on 9 July 2019
- ✧ Pik Uk Correctional Institution and Ma Hang Prison on 23 October 2019
- ✧ Correctional institutions at Hei Ling Chau on 21 January 2020

Independent Commission Against Corruption

- ✧ Operations Department on 8 August 2019
- ✧ Corruption Prevention Department and Community Relations Department on 25 September 2019

Six Job Factors and 11 Special Factors of the Disciplined Services

In the previous reviews, the Rennie Committee and the Standing Committee had a comprehensive assessment of the individual grades and ranks of the disciplined services, having regard to their job factors and special factors prevailing at that time. These factors are –

Six job factors

- (a) qualifications;
- (b) skills and knowledge;
- (c) physical requirements;
- (d) individual responsibilities;
- (e) scope and complexity of work; and
- (f) discretion/freedom to act.

11 special factors

- (a) stress;
- (b) hardship;
- (c) danger;
- (d) discipline;
- (e) restriction on freedom;
- (f) social segregation;
- (g) hours of work;
- (h) unpredictable calls;
- (i) shift pattern;
- (j) intensity of effort; and
- (k) problems related to the future¹.

¹ This item was then included to reflect the uncertainty arising from China's resumption of the exercise of sovereignty over Hong Kong in July 1997.

**Police Pay Scale
(as at 1 April 2021)**

Pay point	\$	Pay point	\$
38	76,095		(303,950)
37	75,135	59	295,150
36	74,390		
35	73,650		(258,800)
34	71,010		(251,250)
33	68,065	58	243,800
32	65,220		
31	62,340		(227,600)
30	59,550		(220,900)
29	56,810		(214,650)
28	54,105	57	208,500
27	51,410		
26	49,160		(196,050)
25	47,690		(190,300)
24	46,295		(184,850)
23	44,910	56	179,350
22	43,870		
21	42,785		(170,200)
20	41,655		(165,400)
19	40,610		(160,300)
18	39,475	55	155,450
17	38,365		
16	37,310	54a	147,235
15	36,290	54	142,510
14	35,250	53	136,985
13	34,240	52	131,475
12	33,275	51	126,565
11	32,480	50	121,880
10	31,385	49	117,510
9	30,440	48	110,110
8	29,510	47	106,165
7	28,670	46	102,310
6	27,785	45	98,635
5	26,975	44	95,030
4	26,190	43	91,615
3	25,380	42	88,250
2	24,635	41	84,940
1	23,955	40	81,945
1a	23,250	39	78,970

Note

- (1) Police Pay Scale (PPS) 55-59 represent pay points for officers at the directorate level. The figures in brackets represent an increment on completion of every two years of service in the rank.

**General Disciplined Services Pay Scales
(as at 1 April 2021)**

General Disciplined Services (Rank and File) Pay Scale		General Disciplined Services (Officer) Pay Scale		General Disciplined Services (Commander) Pay Scale	
Pay point	\$	Pay point	\$	Pay point	\$
29	48,395	39	147,235		(273,000)
28	46,550	38	142,510	4	265,150
27	44,760	37	136,985		
26	43,470	36	131,475		(227,600)
25	42,170	35	126,565		(220,900)
24	40,955	34	121,880		(214,650)
23	39,900	33	117,510	3	208,500
22	38,795	32	110,110		
21	37,740	31	106,165		(196,050)
20	36,745	30	102,310		(190,300)
19	35,760	29	98,635		(184,850)
18	34,785	28	95,030	2	179,350
17	33,760	27	91,615		
16	32,830	26	88,250		(170,200)
15	31,910	25	84,940		(165,400)
14	31,005	24	81,945		(160,300)
13	30,100	23	78,970	1	155,450
12	29,185	22	76,095		
11	28,295	21	75,135		
10	27,405	20	74,390		
9	26,555	19	73,650		
8	25,650	18	71,010		
7	24,775	17	68,065		
6	24,045	16	65,165		
5	23,045	15	62,200		
4	22,405	14	59,290		
3	21,780	13	56,445		
2	21,150	12	53,590		
1	20,585	11	50,990		
1a	20,000	10	48,540		
		9	46,150		
		8	43,745		
		7	41,380		
		6	39,045		
		5	36,655		
		4	34,590		
		3	32,950		
		2	31,305		
		1	29,980		
		1a	28,690		
		1b	27,445		
		1c	26,280		
		1d	25,135		

Note

- (1) On the General Disciplined Services (Commander) Pay Scale, the figures in brackets represent an increment on completion of every two years of service in the rank.

**Independent Commission Against Corruption Pay Scale
(as at 1 April 2021)**

Pay point	\$	Pay point	\$
32	87,215		(258,800)
31	83,515		(251,250)
30	79,855	48	243,800
29	76,225		
28	74,110		(227,600)
27	73,375		(220,900)
26	71,145		(214,650)
25	67,905	47	208,500
24	64,520		
23	61,225		(196,050)
22	57,920		(190,300)
21	54,585		(184,850)
20	52,035	46	179,350
19	49,505		
18	47,405		(170,200)
17	45,315		(165,400)
16	43,205		(160,300)
15	41,625	45	155,450
14	41,100		
13	40,025	44a	147,235
12	38,945	44	142,510
11	36,850	43	136,985
10	34,785	42	131,475
9	32,845	41	126,565
8	30,955	40	121,880
7	29,035	39	117,425
6	27,025	38	110,045
5	25,000	37	106,060
4	23,045	36	102,210
3	22,210	35	98,215
2	21,360	34	94,555
1	20,595	33	90,865

Note

- (1) Independent Commission Against Corruption Pay Scale (IPS) 3 and IPS 15 serve as starting pay points only. They are not points for progression.
- (2) IPS 45-48 are pay points for officers at the directorate level. The figures in brackets represent an increment on completion of every two years of service in the rank.

Disciplined Services Grades and Ranks of Hong Kong Police Force

	Rank	Police Pay Scale (PPS) as at 1 April 2021	Typical role	No. of posts as at 30 June 2020	% of the total no. of posts ¹
Directorate					
1.	Commissioner of Police (CP)	PPS 59 (\$295,150 – \$303,950)	Commands the Hong Kong Police Force	1	0.01
2.	Deputy Commissioner of Police	PPS 58 (\$243,800 – \$258,800)	Deputy to CP	2	0.01
3.	Senior Assistant Commissioner of Police	PPS 57 (\$208,500 – \$227,600)	Director of Department	4	0.01
4.	Assistant Commissioner of Police	PPS 56 (\$179,350 – \$196,050)	Major Formation Commander/Regional Commander	14	0.04
5.	Chief Superintendent of Police	PPS 55 (\$155,450 – \$170,200)	District Commander/Branch Commander	47	0.15
Sub-total				68	0.22
Police Inspector/Superintendent Grade					
6.	Senior Superintendent of Police	PPS 53 – 54a (\$136,985 – \$147,235)	Deputy District Commander/Bureau Commander	101	0.32
7.	Superintendent of Police	PPS 49 – 52 (\$117,510 – \$131,475)	Headquarters Unit Commander/Division Commander	293	0.94
8.	Chief Inspector of Police	PPS 43 – 48 (\$91,615 – \$110,110)	Deputy Headquarters Unit Commander/Division Commander	601	1.93
9.	Senior Inspector of Police (SIP) ²	PPS 38 – 42 (\$76,095 – \$88,250)	Sub-Unit Commander responsible for supervisory and operational duties covering all aspects of police work as specified in Section 10 of the Police Force Ordinance (Cap. 232)	2 065	6.62
10.	Inspector of Police (IP) ²	PPS 23 – 42 (\$44,910 – \$88,250)			
Sub-total				3 060	9.81

¹ The percentage of sub-totals may be slightly rounded up/down to tally with the total of 100%.

² The IP and SIP ranks are on the through scale arrangement.

	Rank	Police Pay Scale (PPS) as at 1 April 2021	Typical role	No. of posts as at 30 June 2020	% of the total no. of posts¹
<i>Junior Police Officer Grade</i>					
11.	Police Station Sergeant	PPS 22 – 31 (\$43,870 – \$62,340)	Duty Officer/Sub-Unit Commander/Deputy Sub-Unit Commander	1 393	4.47
12.	Police Sergeant	PPS 15 – 24 (\$36,290 – \$46,295)	Frontline supervisor for patrol or investigation duties, and various duties as specified in Section 10 of the Police Force Ordinance (Cap. 232)	5 388	17.27
13.	Police Constable	PPS 3 – 15 (\$25,380 – \$36,290)	Frontline officer deployed on patrol or investigation duties, and various duties as specified in Section 10 of the Police Force Ordinance (Cap. 232)	21 281	68.23
<i>Sub-total</i>				<i>28 062</i>	<i>89.97</i>
<i>Total</i>				<i>31 190</i>	<i>100.00</i>

Workload Indicators of Some Major Services of Hong Kong Police Force

Indicator	2009	2017	2018	2019	2020
Response to 999 calls					
- Total calls	722 426	1 049 818	1 057 360	1 038 229	944 965
- Emergency calls	89 639	86 435	82 723	84 276	75 559
All types of report to police	1 345 867	1 656 179	1 449 459	1 332 260	1 197 930
Offenders arrested by uniformed officers	69 799	50 364	47 494	38 214	39 118
Overall crimes reported	77 630	56 017	54 225	59 225	63 232
Violent crimes reported	14 193	9 086	8 884	9 690	9 391
Calls received by Police Hotlines	49 508	62 265	71 949	75 034	73 907
Quantity of No. 4 Heroin seized (kg)	37	30	49	47	368β
Quantity of Cannabis seized (kg)	107	1 376	515	374	1 071β
Quantity of Methamphetamine (ice) and Ketamine seized (kg)	512	238	291	437	1 970β
Quantity of Ecstasy-type tablets seized (no.)	7 146	9 828	57 275	57 366	5 994β
Quantity of Cocaine seized (kg)	103	220	538	1 678	1 269β
Traffic accidents					
- Slight injury	12 105	13 551	14 146	14 164	13 225
- Fatal/serious injury	1 973	2 174	1 789	1 938	1 934
Fixed penalty tickets issued - parking offences	718 258	1 840 063	2 026 513	1 424 744	2 695 093
Prosecutions for speeding offences	192 268	236 583	242 484	216 346	245 994
Mainland illegal immigrants arrested/intercepted	1 890	700	555	282	828
Non-ethnic Chinese (including Vietnamese) illegal immigrants arrested/intercepted	1 811	893	639	859	1 121
Anti-smuggling - smuggled goods seized (\$m)	144	53.6	148	65.9	368.9
Officers trained in internal security duties	1 020	1 360	1 360	680	1 360
Crowd management public events	398	399	362	291	176

Note

β Provisional figures pending confirmation by the Government Laboratory.

Source: Controlling Officer's Reports (HKSAR Government Estimates)

Disciplined Services Grades and Ranks of Immigration Department

	Rank	Pay scale as at 1 April 2021	Typical role	No. of posts as at 30 June 2020	% of the total no. of posts ¹
Directorate (General Disciplined Services (Commander) Pay Scale (GDS(C))					
1.	Director of Immigration (D of Imm)	GDS(C)4 (\$265,150 – \$273,000)	Head of Immigration Department and acts as Commissioner of Registration, Registrar of Births and Deaths and Registrar of Marriages	1	0.01
2.	Deputy Director of Immigration	GDS(C)3 (\$208,500 – \$227,600)	Deputy to D of Imm	1	0.01
3.	Assistant Director of Immigration	GDS(C)2 (\$179,350 – \$196,050)	Overall administration of the respective branches and formulation and implementation of the relevant policies	7	0.10
4.	Senior Principal Immigration Officer	GDS(C)1 (\$155,450 – \$170,200)	Overall management of the Airport and the Border Divisions in the Control Branch	2	0.03
Sub-total				11	0.15
Officer Grade (General Disciplined Services (Officer) Pay Scale (GDS(O))					
Immigration Officer (IO) Grade					
5.	Principal IO	GDS(O)37 – 39 (\$136,985 – \$147,235)	Head of division	15	0.20
6.	Assistant Principal IO	GDS(O)33 – 36 (\$117,510 – \$131,475)	Managing a group of sections	26	0.35
7.	Chief IO	GDS(O)27 – 32 (\$91,615 – \$110,110)	Taking charge of a section in the department	112	1.52
8.	Senior IO	GDS(O)22 – 26 (\$76,095 – \$88,250)	Managing and taking up the responsibility for the smooth and efficient functioning of a sub-section or an office under his/her direct supervision or serving as deputy to the officer-in-charge of a section	530	7.19

¹ The percentage of sub-totals may be slightly rounded up/down to tally with the total of 100%.

	Rank	Pay scale as at 1 April 2021	Typical role	No. of posts as at 30 June 2020	% of the total no. of posts¹
9.	IO	GDS(O)5 – 21 (\$36,655 – \$75,135)	Responsible for general, executive and supervisory duties in connection with the enforcement of the immigration, registration of persons, births, deaths and marriage laws of Hong Kong	1 756	23.81
Officer Grade Sub-total				2 439	33.07
Rank and File Grade (General Disciplined Services (Rank and File) Pay Scale (GDS(R))					
Immigration Assistant (IA) Grade					
10.	Chief IA	GDS(R)23 – 28 (\$39,900 – \$46,550)	Responsible for general and executive duties in connection with the enforcement of the immigration, registration of persons, births, deaths and marriage laws of Hong Kong	658	8.92
11.	Senior IA	GDS(R)14 – 23 (\$31,005 – \$39,900)	Responsible for general and operational duties in connection with the enforcement of the immigration, registration of persons, births, deaths and marriage laws of Hong Kong	2 879	39.03
12.	IA	GDS(R)3 – 13 (\$21,780 – \$30,100)	Responsible for general search, guard, escort, patrol, reception, driving and operational duties in connection with the enforcement of the immigration, registration of persons, births, deaths and marriage laws of Hong Kong	1 389	18.83
Rank and File Grade Sub-total				4 926	66.78
Total				7 376	100.00

**Workload Indicators of Some Major Services of
Immigration Department**

Indicator	2009	2017	2018	2019	2020*
No. of entry visa processed	183 403	258 043	264 984	273 586	178 186
No. of visit visa/permit processed	59 861	74 196	77 012	68 588	6 046
iPermit processed ϕ	265 799	-	-	-	-
Pre-arrival Registration for Taiwan Residents processed ϕ	-	542 002	505 521	351 086	16 298
Pre-arrival Registration for Indian Nationals processed $\#$	-	426 876	418 940	358 190	23 414
Passengers/vehicles/vessels examined (including land, sea and air)	241 921 255	319 603 744	334 277 991	320 907 805	33 501 230
No. of applications for extension of stay	295 199	316 510	323 777	316 164	537 068
Operations conducted by the Immigration Task Force (including investigation of forgery and illegal migration cases conducted at the Hong Kong International Airport)	34 188	47 662	48 664	46 989	34 670
Investigations conducted \wedge	52 627	-	-	-	-
Investigation/removal/deportation cases processed \wedge	-	42 162	41 607	40 106	34 228
Offenders prosecuted	8 849	5 412	5 713	5 081	4 141
Torture claim cases received \S	3 286	-	-	-	-
Non-refoulement claim cases made \S	-	1 663	1 107	1 135	1 177
Identity cards and certificates of registered particulars issued	571 563	606 146	606 609	627 372	327 037
Verification of eligibility of permanent identity card applications	57 876	76 626	83 099	95 098	69 496
Identity cards issued under the territory-wide identity card replacement exercise	-	-	-	1 705 076	823 877

Indicator	2009	2017	2018	2019	2020*
Birth/death/marriage/adoption certificates issued	151 573	175 861	188 100	214 258	177 251
No. of applications for HKSAR passport	471 620	739 349	705 853	723 798	250 896
Requests for assistance by Hong Kong residents in distress outside Hong Kong and by their family members	1 519	3 311	3 592	3 968	18 511
Telephone calls received and made via “1868” hotline	107 676	153 053	145 590	132 922	153 596

Note

- * There are substantial changes in the workload indicators in 2020 due to COVID-19 pandemic.
- φ The “Pre-arrival Registration for Taiwan Residents” was launched on 1 September 2012, while the iPermit service was terminated with effect from 1 March 2014.
- # The online registration platform for Pre-arrival Registration for Indian Nationals was launched on 19 December 2016.
- ^ The indicator has been revised from “investigations conducted” to “investigation/removal/deportation cases processed” with effect from 2011 to show the number of cases processed.
- § The indicator has been revised from “torture claim cases received” to “non-refoulement claim cases made” with effect from 2014. Since March 2014, the department has commenced operating the unified screening mechanism (USM) to screen non-refoulement claims lodged on all applicable grounds. The actual figures for 2017 to 2020 include only claim cases made by new claimants who had not previously made a torture claim with the department and/or sought asylum with the United Nations High Commissioner for Refugees in Hong Kong, and exclude cases made by previous torture claimants/asylum seekers (involving 180 claims in 2017, 109 claims in 2018, 78 claims in 2019 and 46 claims in 2020) which the department also has to determine under USM.

Source: Controlling Officer’s Reports (HKSAR Government Estimates)

Disciplined Services Grades and Ranks of Government Flying Service

	Rank	Pay scale as at 1 April 2021	Typical role	No. of posts as at 30 June 2020	% of the total no. of posts ¹
Directorate (General Disciplined Services (Commander) Pay Scale (GDS(C))					
1.	Controller, Government Flying Service (Controller, GFS)	GDS(C)3 (\$208,500 – \$227,600)	Head of the Government Flying Service	1	0.41
2.	Chief Pilot	GDS(C)1 (\$155,450 – \$170,200)	Deputy to the Controller, GFS	3	1.20
3.	Chief Aircraft Engineer	GDS(C)1 (\$155,450 – \$170,200)	Deputy to the Controller, GFS	1	0.41
Sub-total				5	2.02
Officer Grade					
Pilot Grade (General Disciplined Services (Officer) Pay Scale (GDS(O))					
4.	Senior Pilot	GDS(O)37 – 39 (\$136,985 – \$147,235)	As the unit supervisor, flight instructor and aircraft rating examiner ² apart from carrying out flying duties and undertaking general managerial and administrative duties	14	5.65
5.	Pilot I	GDS(O)27 – 36 (\$91,615 – \$131,475)	As the aircraft commander in flight operations apart from undertaking related managerial and administrative duties	20	8.06
6.	Pilot II	GDS(O)14 – 26 (\$59,290 – \$88,250)	Assuming the role of aircraft co-pilot in flight operations	16	6.45
7.	Cadet Pilot	GDS(O)1b – 2 (\$27,445 – \$31,305)	Undergoing training in pilot duties for appointment as Pilot II	12	4.84
Pilot Grade Sub-total				62	25.00

¹ The percentage of sub-totals may be slightly rounded up/down to tally with the total of 100%.

² With proven instructional experience and competency, a suitable Senior Pilot may be selected and trained to become an aircraft type rating examiner who will be examined and authorised by the Civil Aviation Department to perform pilot licence checks and renewal duties in-house.

	Rank	Pay scale as at 1 April 2021	Typical role	No. of posts as at 30 June 2020	% of the total no. of posts¹
<i>Air Crewman Officer (ACMO) Grade (GDS(O) and General Disciplined Services (Rank and File) Pay Scale (GDS(R))</i>					
8.	Senior ACMO	GDS(O)37 – 39 (\$136,985 – \$147,235)	Responsible for the administration and management of the ACMO Section. Ensuring that the flying quality (i.e. the standards and proficiency of the flying performance) and flight safety (i.e. the assessment of potential risk and hazardous level that may be hidden in the process of performing the flying duties) in relation to the section are in compliance with the Civil Aviation Department (CAD) and internal standards; advising on operational and manpower management as well as training policies and overall professional standard matters; performing flying duties	2	0.81
9.	ACMOI	GDS(O)27 – 36 (\$91,615 – \$131,475)	Advising on operational and training matters as well as the development, acquisition and serviceability of safety and other subsidiary equipment; supervising and performing flying duties	7	2.82
10.	ACMOII	GDS(O)18 – 26 (\$71,010 – \$88,250)	Assisting in operational and training matters, and advising on acquisition and serviceability of safety and other subsidiary equipment; supervising and performing flying duties	8	3.22
11.	ACMOIII	GDS(R)7, 9 GDS(O)1b – 17 (\$24,775 – \$68,065)	As the winchman paramedic or winch operator as well as aircrew and mission operator in flying operations	40	16.13
<i>ACMO Grade Sub-total</i>				57	22.98

	Rank	Pay scale as at 1 April 2021	Typical role	No. of posts as at 30 June 2020	% of the total no. of posts¹
<i>Aircraft Engineer (AE) Grade (GDS(O))</i>					
12.	Senior AE	GDS(O)37 – 38 (\$136,985 – \$142,510)	As the accountable manager approved by CAD under the regulatory framework; managing all aircraft maintenance and servicing activities, ensuring serviceability of the fleet, reviewing maintenance procedures, dealing with quality assurance matters and monitoring the training activities and requirements of maintenance staff	5	2.01
13.	AE	GDS(O)22 – 36 (\$76,095 – \$131,475)	Responsible for supervision and certification of aircraft maintenance and servicing activities, including testing, repair, modification, servicing, inspection and replacement that are performed on the aircraft, mission and ground equipment by members of the Aircraft Technician (AT) grade, and training of maintenance staff	27	10.89
<i>AE Grade Sub-total</i>				32	12.90
<i>AT Grade (GDS(O) and GDS(R))</i>					
14.	Chief AT	GDS(O)13 – 25 (\$56,445 – \$84,940)	Responsible for planning, organising, supervising and co-ordinating the work of a team of technicians to ensure full compliance with engineering and safety requirements; ATs are trained frontline engineering personnel performing mostly physical servicing and inspection of aircraft and the associated system in supporting the AE grade	6	2.42

	Rank	Pay scale as at 1 April 2021	Typical role	No. of posts as at 30 June 2020	% of the total no. of posts¹
15.	Senior AT	GDS(O)7 – 12 (\$41,380 – \$53,590)	Responsible for carrying out aircraft servicing and related aircraft work, and organising and supervising the maintenance work of ATs	24	9.68
16.	AT	GDS(R)3, 5, 7, 9, 11 GDS(O)1 – 6 (\$21,780 – \$39,045)	Responsible for carrying out aircraft maintenance, related support activities, workshops, logistics, quality assurance and general duties to ensure proper operation of aircraft and engineering facilities	62	25.00
<i>AT Grade Sub-total</i>				92	37.10
<i>Officer Grade Sub-total</i>				243	97.98
<i>Total</i>				248	100.00

**Workload Indicators of Some Major Services of
Government Flying Service**

Indicator	2009	2017	2018	2019	2020
Total flying hours	4 951	7 534	7 234	6 725	7 989
<i>Breakdown by type of aircraft</i>					
(a) Fixed-wing	1 158	1 780	1 234	1 291	1 869
(b) Helicopters	3 793	5 754	6 000	5 434	6 120
<i>Breakdown by nature of flights</i>					
(a) Casualty evacuation	964	1 283	1 199	1 153	1 166
(b) Search	104	154	68	141	108
(c) Rescue	412	665	555	615	1 107 ^α
(d) Law enforcement	198	42	38	84	13
(e) Fire fighting	164	171	216	114	224
(f) Other tasks for government departments	1 061	1 765	1 600	1 412	1 279
(g) Training	1 842	3 237	3 396	3 032	3 992
(h) Miscellaneous	206	217	162	174	100
Casualties evacuated	1 464	1 836	1 673	1 618	1 496
Persons rescued	450	560	419	430	990

Note

^α The actual figure of 2020 is exceptionally high as compared to the usual historical figures (number of rescue mission for 2020 is doubled as compared to that of the past few years). The Government Flying Service is of the view that this spike could be caused by the increased number of visitors to the countryside amidst the COVID-19 pandemic.

Source: Controlling Officer's Reports (HKSAR Government Estimates)

Disciplined Services Grades and Ranks of Fire Services Department

	Rank	Pay scale as at 1 April 2021	Typical role	No. of posts as at 30 June 2020 ¹	% of the total no. of posts ²
Directorate (General Disciplined Services (Commander) Pay Scale (GDS(C))					
1.	Director of Fire Services (D of FS)	GDS(C)4 (\$265,150 – \$273,000)	Head of the Fire Services Department, responsible for the overall direction and administration of the department	1	0.01
2.	Deputy Director of Fire Services	GDS(C)3 (\$208,500 – \$227,600)	Deputy to D of FS	1	0.01
3.	Chief Fire Officer (CFO)	GDS(C)2 (\$179,350 – \$196,050)	Head of an operational Fire Command, the Fire Safety Command, the Licensing and Certification Command, the Headquarters (HQs) Command	6 ³	0.05
4.	Chief Ambulance Officer (CAO)	GDS(C)2 (\$179,350 – \$196,050)	Head of the Ambulance Command	1	0.01
5.	Deputy Chief Fire Officer	GDS(C)1 (\$155,450 – \$170,200)	Deputising CFO in the overall management of a Command	8	0.08
6.	Deputy CAO (DCAO)	GDS(C)1 (\$155,450 – \$170,200)	Deputising CAO in the overall management of the Ambulance Command	1	0.01
Sub-total				18	0.17

¹ Excluding 36 Station Officer (StnO)/Divisional Officer (DO) grade and one Fireman (Fn) grade posts deployed to other departments, i.e. one Senior DO, one DO, five Assistant DO, 23 Senior StnO (SStnO)/StnO and one Principal Fn posts in the Home Affairs Department, as well as six SStnO/StnO posts in the Social Welfare Department.

² The percentage of sub-totals may be slightly rounded up/down to tally with the total of 100%.

³ This figure excludes one supernumerary CFO post. The proposal of creating the post was approved by the Finance Committee of the Legislative Council on 23 April 2021. The post was created on 3 May 2021.

	Rank	Pay scale as at 1 April 2021	Typical role	No. of posts as at 30 June 2020 ¹	% of the total no. of posts ²
Officer Grade (General Disciplined Services (Officer) Pay Scale (GDS(O))					
Station Officer/Divisional Officer (StnO/DO) Grade					
7.	Senior DO (SDO)	GDS(O)37 – 39 (\$136,985 – \$147,235)	Taking command of a division of an operational Fire Command, the Fire Safety Command, the Licensing and Certification Command/a unit in HQs Command	36	0.35
8.	DO	GDS(O)33 – 36 (\$117,510 – \$131,475)	Assisting an SDO in the command of a division/a unit in HQs Command	53	0.51
9.	Assistant DO	GDS(O)27 – 32 (\$91,615 – \$110,110)	Fire Stream: Taking command of a fire station; assisting an SDO/DO in the command of a division/a unit in HQs Command	185	1.78
			Control Stream: Monitoring the performance of the mobilising and communications system; assisting in the operations of the Fire Services Communications Centre	1	0.01

	Rank	Pay scale as at 1 April 2021	Typical role	No. of posts as at 30 June 2020 ¹	% of the total no. of posts ²
10.	Senior StnO (SStnO) ⁴	GDS(O)22 – 26 (\$76,095 – \$88,250)	Fire Stream: Taking charge of a fire station or an emergency appliance; responsible for operational, fire protection, supervisory and administrative duties	874	8.43
11.	StnO ⁴	GDS(O)5 – 26 (\$36,655 – \$88,250)		Control Stream: Controlling and supervising the mobilisation of fire services resources for emergency responses; ensuring the efficient operation of mobilising systems and communication equipment; performing supervisory and administrative duties	38
StnO/DO Grade Sub-total				1 187	11.45
Ambulance Officer (AmO) Grade					
12.	Senior Assistant Chief AmO	GDS(O)37 – 39 (\$136,985 – \$147,235)	Commanding an operational Region; assisting DCAO in the overall administration of the Ambulance Command and implementation of Quality Assurance System	4	0.04
13.	Assistant Chief AmO	GDS(O)33 – 36 (\$117,510 – \$131,475)	Commanding an operational division	8	0.08
14.	Superintendent (Ambulance)	GDS(O)27 – 32 (\$91,615 – \$110,110)	Assisting Assistant Chief AmO in commanding and supervising the operation of the division	16	0.15

⁴ The StnO and SStnO ranks are on the through scale arrangement. The starting pay point of StnO(Operational) is GDS(O)7 (i.e. \$41,380).

	Rank	Pay scale as at 1 April 2021	Typical role	No. of posts as at 30 June 2020¹	% of the total no. of posts²
15.	Senior AmO	GDS(O)22 – 26 (\$76,095 – \$88,250)	Commanding an ambulance depot; assisting in overseeing, co-ordinating and conducting Quality Assurance activities; assisting in the review of ambulance service operations and performing management and administrative duties	55	0.53
16.	AmO	GDS(O)5 – 21 (\$36,655 – \$75,135)	Taking charge of an ambulance depot; commanding and leading ambulance crew to carry out pre-hospital care service and commanding duties at emergency incidents; undertaking management and administrative duties	112	1.08
<i>AmO Grade Sub-total</i>				<i>195</i>	<i>1.88</i>
<i>Officer Grade Sub-total</i>				<i>1 382</i>	<i>13.33</i>
<i>Rank and File Grade (General Disciplined Services (Rank and File) Pay Scale (GDS(R))</i>					
<i>Fireman (Fn) Grade</i>					
17.	Principal Fn	GDS(R)24 – 29 (\$40,955 – \$48,395)	<i>Fire Stream:</i> Taking charge of a fire appliance/ fireboat; taking command of minor emergency incidents and assisting in command and control at emergency incidents; carrying out fire investigation and fire safety education duties <i>Control Stream:</i> Taking charge of a mobilising console or a Mobile Command Unit	725 70	6.99 0.68

	Rank	Pay scale as at 1 April 2021	Typical role	No. of posts as at 30 June 2020¹	% of the total no. of posts²
18.	Senior Fn	GDS(R)15 – 24 (\$31,910 – \$40,955)	<i>Fire Stream:</i> Assisting to take charge of a fire appliance/fireboat; assisting in command and control at emergency incidents; carrying out fire investigation and fire safety education duties <i>Control Stream:</i> Performing mobilising duties and providing post-dispatch advice	1 342 151	12.94 1.46
19.	Fn ⁵	GDS(R)4 – 14 (\$22,405 – \$31,005)	Carrying out fire-fighting and rescue work, and taking part in fire investigation and protection duties	3 662	35.32
<i>Fn Grade Sub-total</i>				<i>5 950</i>	<i>57.39</i>
<i>Ambulanceman (Ambm) Grade</i>					
20.	Principal Ambm	GDS(R)24 – 29 (\$40,955 – \$48,395)	Supervising an ambulance shift; taking command of an ambulance, the ambulance crew and an ambulance incident, and directing the crew to render paramedic care and treatment to casualties/patients; performing Emergency Medical Assistant (EMA) and related duties	289	2.79
21.	Senior Ambm	GDS(R)15 – 24 (\$31,910 – \$40,955)	Commanding an ambulance and incident; directing the ambulance crew to render paramedic care and treatment to casualties and patients; carrying out EMA and related duties	783	7.55

⁵ The starting pay point of Fn(Workshops) is GDS(R)2 (i.e. \$21,150).

	Rank	Pay scale as at 1 April 2021	Typical role	No. of posts as at 30 June 2020¹	% of the total no. of posts²
22.	Ambm	GDS(R)4 – 14 (\$22,405 – \$31,005)	Providing emergency ambulance service, carrying out pre-hospital care and related ambulance duties, and driving ambulances, cars and vans	1 946	18.77
<i>Ambm Grade Sub-total</i>				3 018	29.11
<i>Rank and File Grade Sub-total</i>				8 968	86.50
<i>Total</i>				10 368	100.00

**Workload Indicators of Some Major Services of
Fire Services Department**

Indicator	2009	2017	2018	2019	2020
All fire calls	35 771	33 934	33 463	37 606	33 632
Special service calls	25 069	36 326	37 815	35 284	32 358
Emergency ambulance calls attended by first responders	43 619	40 298	49 886	69 835	24 881
Turnouts of fire appliances to emergency calls	125 852	156 152	157 090	162 602	146 182
Emergency move-ups of fire appliances to provide operational coverage	46 251	59 343	60 568	64 790	49 827
Complaints of imminent fire hazards received	4 712	8 384	8 670	8 679	9 393
Fire Hazard Abatement Notices issued in respect of floating obstructions to means of escape (MOE) and locked exits	1 152	2 511	2 290	2 365	3 909
Fire Hazard Abatement Notices issued (other than floating obstructions to MOE and locked exits)	3 968	12 539	8 777	7 738	6 141
Licences renewed/issued (including timber stores, dangerous goods stores and dangerous goods vehicles)	6 035	6 273	6 573	6 410	6 358
Building plans processed	13 519	20 966	22 260	23 383	19 178
Inspection of fire service installations and equipment (including those to verify the accuracy of maintenance certificates)	151 015	220 277	247 232	259 574	216 576
Inspection of fire safety in hospitals/clinics, schools, child care centres, food premises, places of public entertainment, karaoke establishments and drug dependent persons treatment and rehabilitation centres	39 565	40 254	41 192	41 350	30 160
Inspection of fire safety in commercial premises, composite buildings and industrial buildings	20 846	68 778	65 003	62 247	55 975§
Inspection of ventilating systems in buildings and licensed premises	10 137	32 418	33 559	33 492	32 289
Lectures and advisory services given	47 082	127 490	134 496	128 558	122 109
Prosecutions instituted	354	950	921	1 300	1 098
Emergency calls for ambulance service	617 265	734 310	748 777	766 679	640 236
Hospital transfer calls for ambulance service	40 845	50 034	54 642	54 423	46 830
Turnouts of ambulances, ambulance motor cycles and Rapid Response Vehicles to calls	715 844	850 681	877 947	905 833	759 347

Indicator	2009	2017	2018	2019	2020
Emergency move-ups of ambulances to provide operational coverage	59 523	95 219	93 269	100 168	84 142

Note

§ With the enactment of the Fire Safety (Industrial Buildings) Ordinance (Cap. 636) in June 2020, the figure in 2020 includes the inspection of fire safety in industrial buildings.

Source: Controlling Officer's Reports (HKSAR Government Estimates)

Disciplined Services Grades and Ranks of Customs and Excise Department

	Rank	Pay scale as at 1 April 2021	Typical role	No. of posts as at 30 June 2020	% of the total no. of posts ¹
<i>Directorate (General Disciplined Services (Commander) Pay Scale (GDS(C))</i>					
1.	Commissioner of Customs and Excise (C of C&E)	GDS(C)4 (\$265,150 – \$273,000)	Head of the Customs and Excise Department	1	0.02
2.	Deputy Commissioner of Customs and Excise	GDS(C)3 (\$208,500 – \$227,600)	Deputy to C of C&E	1	0.02
3.	Assistant Commissioner of Customs and Excise	GDS(C)2 (\$179,350 – \$196,050)	Head of a Branch	3 ²	0.04
4.	Chief Superintendent of Customs and Excise	GDS(C)1 (\$155,450 – \$170,200)	Head of a Major Formation, the job of which requires more complexity and greater responsibility than that of other Heads of Major Formations	2	0.03
<i>Sub-total</i>				7	0.11
<i>Officer Grade (General Disciplined Services (Officer) Pay Scale (GDS(O))</i>					
<i>Inspector (Insp)/Superintendent (Supt) of Customs and Excise (C&E) Grade</i>					
5.	Senior Supt of C&E	GDS(O)37 – 39 (\$136,985 – \$147,235)	Head of a Major Formation	19	0.31
6.	Supt of C&E	GDS(O)33 – 36 (\$117,510 – \$131,475)	Commander of a Group within a Major Formation, or the Deputy Head of a Major Formation	40	0.65
7.	Assistant Supt of C&E	GDS(O)27 – 32 (\$91,615 – \$110,110)	Commander of a Division within a Major Formation	98	1.59

¹ The percentage of sub-totals may be slightly rounded up/down to tally with the total of 100%.

² This figure excludes one supernumerary Assistant Commissioner (AC) post, holding against one permanent Administrative Officer Staff Grade C (AOSGC) post. The proposal of C&ED to formalise the arrangement by creating one permanent post of AC, offset by deleting one permanent AOSGC post, took immediate effect upon the approval of the Finance Committee of the Legislative Council on 23 April 2021.

	Rank	Pay scale as at 1 April 2021	Typical role	No. of posts as at 30 June 2020	% of the total no. of posts¹
8.	Senior Insp of C&E	GDS(O)22 – 26 (\$76,095 – \$88,250)	Commander of a unit within a Major Formation	404	6.55
9.	Insp of C&E	GDS(O)7 – 21 (\$41,380 – \$75,135)	Commander of a team on leading and participating in law enforcement activities relating to revenue protection and collection, anti-narcotics, anti-smuggling and intellectual property rights (IPR) protection	573	9.30
<i>Officer Grade Sub-total</i>				<i>1 134</i>	<i>18.40</i>
<i>Rank and File Grade (General Disciplined Services (Rank and File) Pay Scale (GDS(R))</i>					
<i>Customs Officer (CO) Grade</i>					
10.	Chief CO	GDS(R)24 – 29 (\$40,955 – \$48,395)	Frontline supervisor assisting a Senior Insp or Insp in the supervision of a unit or a team, or as a commander of an operational squad	456	7.40
11.	Senior CO	GDS(R)15 – 24 (\$31,910 – \$40,955)	Assistant frontline supervisor assisting a Senior Insp or Insp or Chief CO in supervision and co-ordination of the work performed by members under his/her charge	1 475	23.93
12.	CO	GDS(R)4 – 14 (\$22,405 – \$31,005)	Frontline officer in carrying out law enforcement activities relating to revenue protection and collection, anti-narcotics, anti-smuggling and IPR protection	3 092	50.16
<i>Rank and File Grade Sub-total</i>				<i>5 023</i>	<i>81.49</i>
<i>Total</i>				<i>6 164</i>	<i>100.00</i>

Workload Indicators of Some Major Services of Customs and Excise Department

Indicator	2009	2017	2018	2019	2020*
No. of seizure cases of dutiable commodities ¶, articles other than dutiable commodities δ (value (\$m))	20 782 (378.4)	20 050 (572.8)	25 858 (458.8)	29 496 (587.7)	4 751 (782.6)
Persons compounded for offences relating to illicit cigarettes	5 506	6 388	11 151	15 430	1 796
Money Service Operator licences issued or renewed #	N.A.	625	918	923	431
Drug abusers reported to the Central Registry of Drug Abuse	13 909	6 725	6 611	5 614	4 526@
Dangerous drugs seizure cases in Hong Kong	544	952	919	827	1 096
Dangerous drugs seized outside Hong Kong (as a result of customs co-operation with agencies outside Hong Kong) (kg)	5.8	496.7	1 338.3	2 125.1	86.4
Persons arrested outside Hong Kong (as a result of customs co-operation with agencies outside Hong Kong)	7	48	39	24	21
Poisons/anti-biotics seizure cases in Hong Kong	85	338	178	163	90
Intellectual property rights investigations	9 533	1 540	1 448	1 710	1 836
No. of intellectual property rights seizure cases (value (\$m))	7 823 (114.8)	917 (118.2)	950 (103.6)	888 (117.1)	591 (109.7)
Consumer protection spots checks	7 712	8 758	8 868	9 439	6 862
No. of consumer protection seizure cases (value (\$'000))	128 (26,745.7)	89 (5,694.0)	74 (1,712.3)	90 (3,000.8)	90 (22,432.3)
Dutiable commodities licences and permits issued Ω	78 978	158 644	165 895	180 161	231 912
Duty collected (\$m)	6,243.4	10,590.3	10,677.9	10,858.8	12,080.6
Duty recovered (\$m)	5.6	3.1	2.7	3.2	1.5
Licence fees, customs attendance fees and other related payment collected (\$m)	5.1	5.9	6.3	6.9	5.8
Anti-illicit-cigarette enforcement seizure cases Δ (cigarettes seized ('000 sticks))	1 662 (54 395)	788 (57 455)	1 380 (48 009)	855 (49 439)	875 (202 793)
Anti-illicit-fuel enforcement seizure cases Δ (hydrocarbon oil seized ('000 litres))	572 (125)	4 (1)	2 (3)	2 (1)	16 (38)
No. of inspection and verification on imported vehicles for payment of First Registration Tax	430	1 429	1 414	1 437	870

Indicator	2009	2017	2018	2019	2020*
No. of cases of assessment/re-assessment of provisional taxable value of First Registration Tax on imported vehicles	51 002	88 688	86 441	78 265	71 401

Note

* Figures in 2020 are subject to adjustment.

¶ Denote cases detected at all entry and exit points but excluding those taken over for in-depth investigation, which are reflected under “Anti-illicit-cigarette enforcement seizure cases” and “Anti-illicit-fuel enforcement seizure cases”.

δ Including conveyance used for smuggling (e.g. vehicles, speedboats and small crafts).

New indicator starting from 2012.

@ Based on the figure provided by the Narcotics Division of the Security Bureau up to the first three quarters of 2020.

Ω The figures cover both new permits and amended permits issued.

Δ The figures exclude cases reflected under “Seizure cases of dutiable commodities”.

Source: Controlling Officer’s Reports (HKSAR Government Estimates)

Disciplined Services Grades and Ranks of Correctional Services Department

	Rank	Pay scale as at 1 April 2021	Typical role	No. of posts as at 30 June 2020	% of the total no. of posts ¹
<i>Directorate (General Disciplined Services (Commander) Pay Scale (GDS(C))</i>					
1.	Commissioner of Correctional Services (CCS)	GDS(C)4 (\$265,150 – \$273,000)	Head of the Correctional Services Department, responsible for overall direction and administration of the department	1	0.02
2.	Deputy Commissioner of Correctional Services	GDS(C)3 (\$208,500 – \$227,600)	Deputy to CCS	1	0.02
3.	Assistant Commissioner of Correctional Services	GDS(C)2 (\$179,350 – \$196,050)	Head of a Division	4	0.06
4.	Chief Superintendent of Correctional Services	GDS(C)1 (\$155,450 – \$170,200)	Head of a correctional institution ²	2	0.03
5.	General Manager (Correctional Services Industries)	GDS(C)1 (\$155,450 – \$170,200)	Head of the Industries and Vocational Training Section (I&VT Section) of the Rehabilitation Division, responsible for the administration of Correctional Services Industries (CSI) and provision of vocational training for persons in custody (PICs)	1	0.02
<i>Sub-total</i>				9	0.15
<i>Officer Cadre (General Disciplined Services (Officer) Pay Scale (GDS(O))</i>					
<i>Officer/Superintendent (Supt) of Correctional Services Grade</i>					
6.	Senior Supt of Correctional Services	GDS(O)37 – 39 (\$136,985 – \$147,235)	Head of a section in Headquarters/Head of a correctional institution ²	17	0.26
7.	Supt of Correctional Services	GDS(O)33 – 36 (\$117,510 – \$131,475)	Head of a unit in Headquarters/Head of a correctional institution ²	40	0.63

¹ The percentage of sub-totals may be slightly rounded up/down to tally with the total of 100%.

² The Heads of correctional institutions are pitched at different ranks, ranging from the Superintendent rank to the Chief Superintendent rank, having regard to the operational needs in terms of the capacity and security rating of the institutions as well as the job complexity of the posts.

	Rank	Pay scale as at 1 April 2021	Typical role	No. of posts as at 30 June 2020	% of the total no. of posts¹
8.	Chief Officer	GDS(O)27 – 32 (\$91,615 – \$110,110)	Assisting the Head of a correctional institution/ Head of a unit in Headquarters in the daily operation and administration of the respective institutions/ units	77	1.21
9.	Principal Officer	GDS(O)22 – 26 (\$76,095 – \$88,250)	Supervising frontline officers in correctional institutions and various sections of the Rehabilitation Division	263	4.12
10.	Officer	GDS(O)5 – 21 (\$36,655 – \$75,135)	Frontline officer responsible for carrying out the prison routines and custodial duties within the institutional hospital as well as case officer for rehabilitative services	689	10.80
<i>Officer/Supt of Correctional Services Grade Sub-total</i>				1 086	17.02
<i>Industrial Officer (Correctional Services) Grade</i>					
11.	Supt of CSI	GDS(O)33 – 36 (\$117,510 – \$131,475)	Overall in-charge of an Industries Unit of the I&VT Section in Headquarters	3	0.04
12.	Chief Industrial Officer (Correctional Services)	GDS(O)27 – 32 (\$91,615 – \$110,110)	Assisting Supt of CSI in discharging duties in a correctional institution or the I&VT Section in Headquarters	9	0.14
13.	Principal Industrial Officer (Correctional Services)	GDS(O)22 – 26 (\$76,095 – \$88,250)	Supervising staff responsible for production management in a correctional institution and undertaking industrial and vocational training related duties in the I&VT Section in Headquarters	7	0.11
14.	Industrial Officer (Correctional Services) ³	GDS(O)5 – 21 (\$36,655 – \$75,135)	Managing industrial workshop of the I&VT Section in a correctional institution and undertaking industrial and vocational training related duties in the I&VT Section in Headquarters	1	0.02
<i>Industrial Officer (Correctional Services) Grade Sub-total</i>				20	0.31

³ Appointment of Industrial Officers (Correctional Services) has been ceased since 2009, and duties of the Industrial Officer (Correctional Services) grade have been gradually taken up by members of the Officer/Supt of Correctional Services grade.

	Rank	Pay scale as at 1 April 2021	Typical role	No. of posts as at 30 June 2020	% of the total no. of posts ¹
<i>Technical Instructor (Correctional Services) (TI) Grade</i>					
15.	TI ⁴	GDS(O)4 – 14 (\$34,590 – \$59,290)	In-charge of workshop on the supervision and control of industrial activities; supervising the performance of subordinates; providing industrial and vocational training to PICs to enable them to acquire necessary work and production skills	109	1.71
<i>TI Grade Sub-total</i>				<i>109</i>	<i>1.71</i>
<i>Officer Cadre Sub-total</i>				<i>1 215</i>	<i>19.04</i>
<i>Rank and File Grade (General Disciplined Services (Rank and File) Pay Scale (GDS(R))</i>					
<i>Assistant Officer (AO) Grade</i>					
16.	AOI	GDS(R)15 – 29 (\$31,910 – \$48,395)	Frontline supervisor in correctional facilities; carrying out duties in a prison hospital or in the Rehabilitation Unit of a correctional institution	2 059	32.28
17.	AOII	GDS(R)2 – 14 (\$21,150 – \$31,005)	Frontline staff in correctional facilities	2 934	45.99
<i>AO Grade Sub-total</i>				<i>4 993</i>	<i>78.27</i>
<i>Instructor (Correctional Services) (Inst) Grade</i>					
18.	Inst ⁴	GDS(R)3 – 20 (\$21,780 – \$36,745)	Supervising and controlling industrial activities including allocation of work, production output, etc.; supervising PICs at work	162	2.54
<i>Inst Grade Sub-total</i>				<i>162</i>	<i>2.54</i>
<i>Rank and File Grade Sub-total</i>				<i>5 155</i>	<i>80.81</i>
<i>Total</i>				<i>6 379</i>	<i>100.00</i>

⁴ Both the TI and Instructor (Correctional Services) (Inst) grades are one-rank grades. Insts may be appointed to the TI grade via in-service appointment. Moreover, under the Potential Officer Scheme, members of the TI and Inst grades may be considered for appointment to the Officer grade provided that certain entry requirements are met.

**Workload Indicators of Some Major Services of
Correctional Services Department**

Indicator	2009	2017	2018	2019	2020
Average daily no. of persons in custody (PICs) under					
- Prison Programme	9 152 (95.2)	7 830 (81.4)	7 770 (81.6)	7 352 (77.7)	6 628 (70.1)
- Training/Detention/Rehabilitation/Drug Addiction Treatment Centre Programmes (Occupancy rate (%) in respective correctional institutions provided in brackets)	1 174 Δ (77.1) Δ	700 (40.5)	532 (30.8)	385 (22.3)	274 (15.9)
Success rate of post-release supervision scheme (non-conviction during the supervision period) (%)	89.1	90.0	95.3	94.3	95.8
Average daily no. of PICs under re-integration cum supervision programmes	1 627	1 151	917	678	577
Average daily no. of young PICs engaged in correctional education (including vocational training)	833	315	232	199	159
No. of psychological counselling and welfare services sessions and visits	503 244	508 439	520 120	518 856	525 733
No. of cases under aftercare supervision	2 952	1 723	1 412	1 227	837
Average daily no. of PICs engaged in industrial work managed by Correctional Services Industries (CSI)	5 365	4 529	4 392	4 132	3 480
Commercial value of production/services managed by CSI (\$m)	406.9	454.1	442.0	469.4	496.8

Note

Δ These figures were not shown in the Controlling Officer's Report of the 2011-12 Estimates.

Source: Controlling Officer's Reports (HKSAR Government Estimates)

**Disciplined Services Grades and Ranks of
Independent Commission Against Corruption (ICAC)**

	Rank	ICAC Pay Scale (IPS) as at 1 April 2021	Typical role	No. of posts as at 30 June 2020	% of the total no. of posts¹
Directorate					
1.	Director of Operations (D of Ops), Commission Against Corruption (CAC)	IPS 48 (\$243,800 – \$258,800)	Deputy Commissioner of ICAC and Head of the Operations Department (OpsD)	1	0.09
2.	Deputy Director of Operations, CAC	IPS 47 (\$208,500 – \$227,600)	Director of Investigation deputising D of Ops	2	0.18
3.	Senior Assistant Director (SAD) of Community Relations, CAC	IPS 47 (\$208,500 – \$227,600)	Head of Community Relations Department (CRD)	1	0.09
4.	SAD of Corruption Prevention, CAC	IPS 47 (\$208,500 – \$227,600)	Head of Corruption Prevention Department (CPD)	1	0.09
5.	Assistant Director, CAC	IPS 46 (\$179,350 – \$196,050)	Head of Investigation Branch of OpsD/deputy head of CPD/CRD	8	0.70
6.	Secretary to the CAC	IPS 46 (\$179,350 – \$196,050)	Head of the Administration Branch	1	0.09
7.	Chief Commission Against Corruption Officer	IPS 45 (\$155,450 – \$170,200)	Senior Principal Investigator	2	0.18
8.	Chief Forensic Accountant (CFA)	IPS 45 (\$155,450 – \$170,200)	Head of Forensic Accounting Group	1	0.09
Sub-total				17	1.51
Commission Against Corruption Officer (CACO) Grade					
9.	Senior CACO	IPS 43 – 44a (\$136,985 – \$147,235)	Principal Investigator, Group Head, Regional Officer, Programme Co-ordinator	43	3.80

¹ The percentage of sub-totals may be slightly rounded up/down to tally with the total of 100%.

	Rank	ICAC Pay Scale (IPS) as at 1 April 2021	Typical role	No. of posts as at 30 June 2020	% of the total no. of posts¹
10.	CACO (Upper)	IPS 36 – 42 (\$102,210 – \$131,475)	Chief Investigator, Chief Corruption Prevention Officer, Deputy Regional Officer, Deputy Programme Co-ordinator, Art Director, Chief Mass Media Officer, Chief New Media Officer, Chief Youth and Education Officer, Chief International Liaison and Training Officer	121	10.70
11.	CACO (Middle) ²	IPS 29 – 35 (\$76,225 – \$98,215)	Senior Investigator, Senior Corruption Prevention Officer, Programme/Senior Community Relations Officer, Senior Design/Mass Media/New Media/IT Communication Officer, Senior Youth and Education Officer, Senior International Liaison and Training Officer	434	38.37
12.	CACO (Lower) ²	IPS 12 – 35 (\$38,945 – \$98,215)	Investigator, Corruption Prevention Officer, Programme/Community Relations Officer, Design/Mass Media/New Media/IT Communication Officer, Youth and Education Officer, International Liaison and Training Officer		
13.	Assistant CACO	IPS 4 – 14 (\$23,045 – \$41,100)	Assistant Investigator, Assistant Programme/Community Relations Officer, Assistant Design/Mass Media/New Media Officer, Assistant Youth and Education Officer, Assistant International Liaison and Training Officer	390	34.48
CACO Grade Sub-total				988	87.35

² CACO(M) and CACO(L) ranks are on the through scale arrangement.

	Rank	ICAC Pay Scale (IPS) as at 1 April 2021	Typical role	No. of posts as at 30 June 2020	% of the total no. of posts¹
<i>Commission Against Corruption Investigator (CACI) Grade</i>					
14.	Chief CAC Controller	IPS 29 – 35 (\$76,225 – \$98,215)	Officer in charge of each surveillance operation and the second level of command in a Surveillance Section	6	0.53
15.	Senior CAC Controller	IPS 23 – 28 (\$61,225 – \$74,110)	Running surveillance operations as the field commander and as the second officer in command of each surveillance operation	13	1.15
16.	CAC Controller	IPS 12 – 21 (\$38,945 – \$54,585)	Performing physical surveillance duties in addition to the functional duties as a team leader on the ground	21	1.86
17.	CACI (Main Stream)	IPS 4 – 14 (\$23,045 – \$41,100)	Undertaking physical surveillance duties	71	6.28
18.	CACI (Attendant Stream)	IPS 2 – 8 (\$21,360 – \$30,955)	Providing back end office support	5	0.44
<i>CACI Grade Sub-total</i>				<i>116</i>	<i>10.26</i>
<i>Forensic Accountant (FA) Grade</i>					
19.	Senior FA	IPS 41 – 44a (\$126,565 – \$147,235)	Assisting CFA in supervising the Forensic Accounting group in financial investigation and forensic accounting	2	0.18
20.	FA	IPS 26 – 40 (\$71,145 – \$121,880)	Accounting expert assisting in financial investigation and forensic accounting	8	0.70
<i>FA Grade Sub-total</i>				<i>10</i>	<i>0.88</i>
<i>CACO, CACI and FA Grades Sub-total</i>				<i>1 114</i>	<i>98.49</i>
<i>Total</i>				<i>1 131</i>	<i>100.00</i>

Workload Indicators of Some Major Services of Independent Commission Against Corruption

Indicator	2009	2017	2018	2019	2020
Corruption complaints received #*	3 450	2 835	2 665	2 297	1 924
- Concerning public sector	1 267	950	889	817	790
- Concerning private sector	2 183	1 885	1 776	1 480	1 134
Election complaints received	221	500	97	623	361
Total caseload during the year	4 970	4 390	3 706	3 800	3 487
- Investigations completed	3 178	2 735	2 204	2 077	1 942
- Investigations carried forward	1 792	1 647	1 501	1 749	1 585
Persons prosecuted#	340	189	149	134	153
Persons convicted#	270	139	126	105	109
Persons formally cautioned#	54	31	34	20	28
Government officers recommended for disciplinary or administrative action	66	74	87	91	107
Areas of corruption prevention awaiting study	238	257	276	252	229
Government departments/public bodies reached	128	133	132	139	121
Secondary schools and tertiary education institutions reached	429	448	439	382	314

Note

Excluding elections.

* Starting from 2010, instead of the number of corruption reports received (as one corruption report may contain several complaints against different government departments/public bodies/industries), the actual number of corruption complaints involved is presented to reflect more clearly the corruption situation.

Source: Controlling Officer's Reports (HKSAR Government Estimates) and ICAC Annual Reports

Recommended Police Pay Scale

Pay point	\$ (Based on the pay scale as at 1 April 2021)	Pay Point	\$ (Based on the pay scale as at 1 April 2021)
39	78,970		(303,950)
38	76,095	59	295,150
37	75,135		
36	74,390		(258,800)
35	73,650		(251,250)
34	71,010	58	243,800
33a*	69,535		
33	68,065		(227,600)
32	65,220		(220,900)
31	62,340		(214,650)
30	60,440	57	208,500
29	57,835		
28	55,080		(196,050)
27	52,460		(190,300)
26	50,200		(184,850)
25	48,500	56	179,350
24	47,080		
23	45,710		
22	44,380		(174,775)*
21	43,085		(170,200)
20	41,830		(165,400)
19	40,610		(160,300)
18	39,475	55	155,450
17	38,365		
16	37,310	54b*	150,915
15	36,290	54a	147,235
14	35,250	54	142,510
13	34,240	53	136,985
12	33,275	52	131,475
11	32,480	51	126,565
10	31,385	50	121,880
9	30,440	49	117,510
8	29,510	48	110,110
7	28,670	47	106,165
6	27,785	46	102,310
5	26,975	45	98,635
4	26,190	44	95,030
3	25,380	43	91,615
2	24,635	42	88,250
1	23,955	41	84,940
1a#	23,250	40	81,945

Note

- (1) * denotes new increment/pay points proposed to be created.
- (2) # denotes pay point proposed to be removed.
- (3) Police Pay Scale (PPS) 20 to 30 proposed to be recalibrated.
- (4) PPS 33a serves as the scale maximum of the Police Station Sergeant rank. It is not a point for progression for the Inspector of Police rank.
- (5) PPS 55 to 59 are pay points for officers at the directorate level. The figures in brackets represent an increment on completion of every two years of service in the rank.

Recommended Disciplined Services (Rank and File) Pay Scale

Pay point	\$ (Based on the pay scale as at 1 April 2021)
32*	56,025
31a*	54,690
31*	53,355
30*	50,815
29	48,395
28	46,550
27	44,760
26	43,470
25	42,170
24	40,955
23	39,900
22	38,795
21	37,740
20	36,745
19	35,760
18	34,785
17	33,760
16	32,830
15	31,910
14	31,005
13	30,100
12	29,185
11	28,295
10	27,405
9	26,555
8	25,650
7	24,775
6	24,045
5	23,045
4a*	22,725
4	22,405
3	21,780
2	21,150
1	20,585
1a#	20,000

Note

- (1) * denotes new pay points proposed to be created.
- (2) # denotes pay point proposed to be removed.
- (3) New pay points Disciplined Services (Rank and File) Pay Scale 4a and 31a serve as the scale minimum and scale maximum of the Immigration Assistant and Chief Immigration Assistant ranks respectively. They are not points for progression for other ranks.

Recommended Disciplined Services (Officer) Pay Scale

Pay point	\$ (Based on the pay scale as at 1 April 2021)
40*	150,180
39	147,235
38	142,510
37	136,985
36	131,475
35	126,565
34	121,880
33	117,510
32	110,110
31	106,165
30	102,310
29	98,635
28	95,030
27	91,615
26	88,250
25	84,940
24	81,945
23	78,970
22	76,095
21	75,135
20	74,390
19	73,650
18	71,010
17	68,065
16	65,165
15	62,200
14	59,290
13	56,445
12	53,590
11	50,990
10	48,540
9	46,150
8	43,745
7	41,380
6	39,045
5	36,655
4	34,590
3	32,950
2	31,305
1	29,980
1a	28,690
1b	27,445
1c#	26,280
1d#	25,135

Note

- (1) * denotes new pay point proposed to be created.
 (2) # denotes pay points proposed to be removed.

**Recommended Pay Scales for
Junior Police Officer and Police Inspector/
Superintendent Grades**

Hong Kong Police Force

Grade/Rank	Existing pay scale	Recommended pay scale
<i>Police Inspector/Superintendent Grade</i>		
Chief Superintendent of Police	Police Pay Scale (PPS) 55(1) – (4)	PPS 55(1) – (5)*
Senior Superintendent of Police	PPS 53 – 54a	PPS 54 – 54b*
Superintendent of Police	PPS 49 – 52	PPS 50 – 53
Chief Inspector of Police	PPS 43 – 48	PPS 44 – 49
Senior Inspector of Police (SIP)	PPS 38 – 42	PPS 39 – 43
Inspector of Police (IP)	PPS 23 – 37	PPS 24 – 38
<i>Junior Police Officer Grade</i>		
Police Station Sergeant (SSGT)	PPS 22 – 31	PPS 24 – 33a*
Police Sergeant	PPS 15 – 24	PPS 17 – 28
Police Constable	PPS 3 – 15	PPS 4 – 17

Note

- (1) * denotes new increment/pay points proposed to be created.
- (2) The SIP and IP ranks are on the through scale arrangement. After the implementation of the recommended pay scale, new recruits joining the IP rank from 1 January 2010 and onwards will only advance to PPS 39 and beyond after passing the qualifying examination for promotion.
- (3) PPS 33a serves as the scale maximum of the SSGT rank. It is not a point for progression for the IP rank.

**Recommended Pay Scales for
Non-directorate Disciplined Services Ranks
Immigration Department**

Grade/Rank	Existing pay scale	Recommended pay scale
<i>Immigration Officer Grade</i>		
Principal Immigration Officer	General Disciplined Services (Officer) Pay Scale (GDS(O))37 – 39	Disciplined Services (Officer) Pay Scale (DS(O))38 – 40*
Assistant Principal Immigration Officer	GDS(O)33 – 36	DS(O)34 – 37
Chief Immigration Officer	GDS(O)27 – 32	DS(O)28 – 33
Senior Immigration Officer	GDS(O)22 – 26	DS(O)23 – 27
Immigration Officer	GDS(O)5 – 21	DS(O)7 – 22
<i>Immigration Assistant Grade</i>		
Chief Immigration Assistant (CIA)	General Disciplined Services (Rank and File) Pay Scale (GDS(R))23 – 28	Disciplined Services (Rank and File) Pay Scale (DS(R))25 – 31a*
Senior Immigration Assistant	GDS(R)14 – 23	DS(R)16 – 25
Immigration Assistant (IA)	GDS(R)3 – 13	DS(R)4a* – 15

Note

- (1) * denotes new pay point(s) proposed to be created on the respective pay scale.
- (2) New pay points DS(R)4a and 31a serve as the scale minimum and scale maximum of the IA and CIA ranks respectively. They are not points for progression for other ranks.

**Recommended Pay Scales for
Non-directorate Disciplined Services Ranks**

Government Flying Service

Grade/Rank	Existing pay scale	Recommended pay scale
<i>Pilot Grade</i>		
Senior Pilot	General Disciplined Services (Officer) Pay Scale (GDS(O))37 – 39	Disciplined Services (Officer) Pay Scale (DS(O))38 – 40*
Pilot I	GDS(O)27 – 36	DS(O)28 – 37
Pilot II	GDS(O)14 – 26	DS(O)15 – 27
Cadet Pilot	GDS(O)1b – 2	DS(O)1b – 2
<i>Air Crewman Officer Grade</i>		
Senior Air Crewman Officer	GDS(O)37 – 39	DS(O)38 – 40*
Air Crewman Officer I	GDS(O)27 – 36	DS(O)28 – 37
Air Crewman Officer II	GDS(O)18 – 26	DS(O)19 – 27
Air Crewman Officer III	General Disciplined Services (Rank and File) Pay Scale (GDS(R))7, 9, GDS(O)1b – 17	Disciplined Services (Rank and File) Pay Scale (DS(R))8, 10, DS(O)1a – 18
<i>Aircraft Engineer Grade</i>		
Senior Aircraft Engineer	GDS(O)37 – 38	DS(O)38 – 40*
Aircraft Engineer	GDS(O)22 – 36	DS(O)23 – 37
<i>Aircraft Technician Grade</i>		
Chief Aircraft Technician	GDS(O)13 – 25	DS(O)14 – 26
Senior Aircraft Technician	GDS(O)7 – 12	DS(O)8 – 13
Aircraft Technician	GDS(R) 3, 5, 7, 9, 11, GDS(O)1 – 6	DS(R) 4, 6, 8, 10, 12 DS(O)2 – 7

Note

* denotes new pay point proposed to be created.

**Recommended Pay Scales for
Non-directorate Disciplined Services Ranks**

Fire Services Department

Grade/Rank	Existing pay scale	Recommended pay scale
<i>Fire Stream</i>		
<i>Station Officer/Divisional Officer Grade</i>		
Senior Divisional Officer	General Disciplined Services (Officer) Pay Scale (GDS(O))37 – 39	Disciplined Services (Officer) Pay Scale (DS(O))38 – 40*
Divisional Officer	GDS(O)33 – 36	DS(O)34 – 37
Assistant Divisional Officer	GDS(O)27 – 32	DS(O)28 – 33
Senior Station Officer (SStnO)	GDS(O)22 – 26	DS(O)23 – 27
Station Officer (StnO)	GDS(O)7 – 21	DS(O)8 – 22
<i>Firemen Grade</i>		
Principal Fireman	General Disciplined Services (Rank and File) Pay Scale (GDS(R))24 – 29	Disciplined Services (Rank and File) Pay Scale (DS(R))26 – 32*
Senior Fireman	GDS(R)15 – 24	DS(R)17 – 26
Fireman	GDS(R)4 – 14	DS(R)5 – 16
<i>Mobilising and Communications Stream</i>		
<i>Station Officer/Divisional Officer Grade</i>		
Assistant Divisional Officer (Control)	GDS(O)27 – 32	DS(O)28 – 33
SStnO (Control)	GDS(O)22 – 26	DS(O)23 – 27
StnO (Control)	GDS(O)5 – 21	DS(O)7 – 22
<i>Firemen Grade</i>		
Principal Fireman (Control)	GDS(R)24 – 29	DS(R)26 – 32*
Senior Fireman (Control)	GDS(R)15 – 24	DS(R)17 – 26
<i>Ambulance Stream</i>		
<i>Ambulance Officer Grade</i>		
Senior Assistant Chief Ambulance Officer	GDS(O)37 – 39	DS(O)38 – 40*
Assistant Chief Ambulance Officer	GDS(O)33 – 36	DS(O)34 – 37
Superintendent (Ambulance)	GDS(O)27 – 32	DS(O)28 – 33
Senior Ambulance Officer	GDS(O)22 – 26	DS(O)23 – 27
Ambulance Officer	GDS(O)5 – 21	DS(O)7 – 22

Grade/Rank	Existing pay scale	Recommended pay scale
<i>Ambulanceman Grade</i>		
Principal Ambulanceman	GDS(R)24 – 29	DS(R)26 – 32*
Senior Ambulanceman	GDS(R)15 – 24	DS(R)17 – 26
Ambulanceman	GDS(R)4 – 14	DS(R)5 – 16

Note

- (1) * denotes new pay point(s) proposed to be created on the respective pay scale.
- (2) The SStnO and StnO ranks are on the through scale arrangement. After the implementation of the recommended pay scale, new recruits joining the StnO rank from 1 January 2010 and onwards will only advance to DS(O)23 and beyond after passing the qualifying examination for promotion.
- (3) For Fireman (Workshops) rank, the entry pay is DS(R)3 after implementation of the recommended pay scale.

**Recommended Pay Scales for
Non-directorate Disciplined Services Ranks**

Customs and Excise Department

Grade/Rank	Existing pay scale	Recommended pay scale
<i>Inspector/Superintendent of Customs and Excise Grade</i>		
Senior Superintendent of Customs and Excise	General Disciplined Services (Officer) Pay Scale (GDS(O))37 – 39	Disciplined Services (Officer) Pay Scale (DS(O))38 – 40*
Superintendent of Customs and Excise	GDS(O)33 – 36	DS(O)34 – 37
Assistant Superintendent of Customs and Excise	GDS(O)27 – 32	DS(O)28 – 33
Senior Inspector of Customs and Excise	GDS(O)22 – 26	DS(O)23 – 27
Inspector of Customs and Excise	GDS(O)7 – 21	DS(O)8 – 22
<i>Customs Officer Grade</i>		
Chief Customs Officer	General Disciplined Services (Rank and File) Pay Scale (GDS(R))24 – 29	Disciplined Services (Rank and File) Pay Scale (DS(R))26 – 32*
Senior Customs Officer	GDS(R)15 – 24	DS(R)17 – 26
Customs Officer	GDS(R)4 – 14	DS(R)5 – 16

Note

* denotes new pay point(s) proposed to be created on the respective pay scale.

**Recommended Pay Scales for
Non-directorate Disciplined Services Ranks**

Correctional Services Department

Grade/Rank	Existing pay scale	Recommended pay scale
<i>Officer/Superintendent of Correctional Services Grade</i>		
Senior Superintendent of Correctional Services	General Disciplined Services (Officer) Pay Scale (GDS(O))37 – 39	Disciplined Services (Officer) Pay Scale (DS(O))38 – 40*
Superintendent of Correctional Services	GDS(O)33 – 36	DS(O)34 – 37
Chief Officer	GDS(O)27 – 32	DS(O)28 – 33
Principal Officer	GDS(O)22 – 26	DS(O)23 – 27
Officer	GDS(O)5 – 21	DS(O)6 – 22
<i>Industrial Officer (Correctional Services) Grade</i>		
Superintendent of Correctional Services Industries	GDS(O)33 – 36	DS(O)34 – 37
Chief Industrial Officer (Correctional Services)	GDS(O)27 – 32	DS(O)28 – 33
Principal Industrial Officer (Correctional Services)	GDS(O)22 – 26	DS(O)23 – 27
Industrial Officer (Correctional Services)	GDS(O)5 – 21	DS(O)6 – 22
<i>Technical Instructor (Correctional Services)</i>		
Technical Instructor (Correctional Services)	GDS(O)4 – 14	DS(O)5 – 15
<i>Assistant Officer Grade</i>		
Assistant Officer I	General Disciplined Services (Rank and File) Pay Scale (GDS(R))15 – 29	Disciplined Services (Rank and File) Pay Scale (DS(R))17 – 32*
Assistant Officer (AO) II	GDS(R)2 – 14	DS(R)3 – 16
<i>Instructor (Correctional Services) Grade</i>		
Instructor (Correctional Services)	GDS(R)3 – 20	DS(R)4 – 22

Note

- (1) * denotes new pay point(s) to be created on the respective pay scale.
- (2) Entry pay for new recruits to the AOII rank who hold valid and recognised Enrolled Nurse (or Registered Nurse) qualifications will be set at DS(R)6.

Recommended Independent Commission Against Corruption Pay Scale

Pay point	\$ (Based on the pay scale as at 1 April 2021)	Pay point	\$ (Based on the pay scale as at 1 April 2021)
33	90,865		
32	87,215		(258,800)
31	83,515		(251,250)
30	79,855	48	243,800
29	76,225		
28	74,110		(227,600)
27	73,375		(220,900)
26	71,145		(214,650)
25	67,905	47	208,500
24	64,520		
23	61,225		(196,050)
22	57,920		(190,300)
21	54,585		(184,850)
20	52,035	46	179,350
19	49,505		
18	47,405		(170,200)
17	45,315		(165,400)
16	43,205		(160,300)
15	41,625	45	155,450
14	41,100		
13	40,025	44b*	150,180
12	38,945	44a	147,235
11	36,850	44	142,510
10	34,785	43	136,985
9	32,845	42	131,475
8	30,955	41	126,565
7	29,035	40	121,880
6	27,025	39	117,425
5	25,000	38	110,045
4	23,045	37	106,060
3	22,210	36	102,210
2	21,360	35	98,215
1	20,595	34	94,555

Note

- (1) * denotes new pay point proposed to be created.
- (2) Independent Commission Against Corruption Pay Scale (IPS) 3 and IPS 15 serve as starting pay points only. They are not points for progression.
- (3) IPS 45 to 48 are pay points for officers at the directorate level. The figures in brackets represent an increment on completion of every two years of service in the rank.

**Recommended Pay Scales for
Non-directorate Disciplined Services Ranks**

Independent Commission Against Corruption (ICAC)

Grade/Rank	Existing Pay Scale	Recommended Pay Scale
<i>Commission Against Corruption Officer Grade</i>		
Senior Commission Against Corruption Officer	ICAC Pay Scale (IPS) 43 – 44a	IPS 44 – 44b*
Commission Against Corruption Officer (CACO) (Upper)	IPS 36 – 42	IPS 37 – 43
CACO(Middle)	IPS 29 – 35	IPS 30 – 36
CACO(Lower)	IPS 12 – 28	IPS 13 – 29
Assistant Commission Against Corruption Officer	IPS 4 – 14	IPS 5 – 17
<i>Commission Against Corruption Investigator Grade</i>		
Chief Commission Against Corruption Controller	IPS 29 – 35	IPS 30 – 36
Senior Commission Against Corruption Controller	IPS 23 – 28	IPS 24 – 29
Commission Against Corruption Controller	IPS 12 – 21	IPS 15 – 23
Commission Against Corruption Investigator (Main Stream)	IPS 4 – 14	IPS 5 – 17
Commission Against Corruption Investigator (Attendant Stream)	IPS 2 – 8	IPS 3 – 9
<i>Forensic Accountant Grade</i>		
Senior Forensic Accountant	IPS 41 – 44a	IPS 42 – 44b*
Forensic Accountant	IPS 26 – 40	IPS 27 – 41

Note

- (1) * denotes new pay point proposed to be created.
- (2) The CACO(Middle) and CACO(Lower) ranks are on the through scale arrangement. After the implementation of the recommended pay scale, new recruits joining the CACO(Lower) rank from 1 January 2010 and onwards will only advance to IPS 30 and beyond after passing the qualifying examination for promotion.
- (3) IPS 3 and IPS 15 serve as starting pay points only. They are not points for progression.

Recommended Disciplined Services (Commander) Pay Scale

Pay point	\$ (Based on the pay scale as at 1 April 2021)
	(273,000)
4	265,150
	(251,100)
	(243,800)
3a*	236,650
	(227,600)
	(220,900)
	(214,650)
3	208,500
	(196,050)
	(190,300)
	(184,850)
2	179,350
	(170,200)
	(165,400)
	(160,300)
1	155,450

Note

- (1) * denotes new pay point proposed to be created.
- (2) The figures in brackets represent an increment on completion of every two years of service in the rank.

Existing Incremental Jumps (IJs) for Disciplined Services Staff

Rank	No. of Existing IJs	Present IJ Arrangement
Hong Kong Police Force		
Police Constable	4	First one upon passing out, the second and the third upon completion of one year and two years of satisfactory in-rank service respectively, and the fourth one upon completion of five years of satisfactory in-rank service and passing the qualifying examination for promotion
Inspector of Police	3	First two upon completion of one year of satisfactory in-rank service and the third upon completion of two years of satisfactory in-rank service
Immigration Department		
Immigration Assistant (IA)	1	Upon completion of one year of satisfactory in-rank service ¹
Immigration Officer	3	The first one upon completion of one year of satisfactory in-rank service, the second and third upon completion of five and eight years of satisfactory in-rank service respectively and passing the qualifying examination for promotion
Government Flying Service (GFS)		
Air Crewman Officer (ACMO) III	7	One each upon passing the qualifying examination at Levels 1, 2 and 4 of the ACMO's training respectively and two each upon passing the qualifying examination at Levels 3 and 5 of ACMO's training respectively
Pilot II	4	Two to be granted to those who have obtained dual licences for both helicopter and fixed-wing aircraft and are required to perform Pilot I flying duties frequently, the other two to those who have obtained an Instrument Rating and become qualified to operate as Captain in coastal and day offshore search and rescue in accordance with the GFS Operations Manual approved by the Civil Aviation Department and are required to perform Pilot I flying duties frequently

¹ As stated in the last Grade Structure Review Report, the Standing Committee was open to the extension of the additional IJ (granted to the recruitment ranks in the Rank and File grades in the other disciplined services on completion of five years of service and passing the qualifying examination for promotion) to the IA rank, subject to the condition that an appropriate examination was in place.

Rank	No. of Existing IJs	Present IJ Arrangement
Fire Services Department		
Ambulanceman	2	One upon completion of one year of satisfactory in-rank service, and the other upon completion of five years of satisfactory in-rank service and passing the qualifying examination for promotion
Fireman	2	One upon completion of one year of satisfactory in-rank service, and the other upon completion of five years of satisfactory in-rank service and passing the qualifying examination for promotion
Senior Fireman (Control)	1	Upon completion of five years of satisfactory in-rank service and passing the qualifying examination for promotion
Ambulance Officer	3	The first one upon completion of one year of satisfactory in-rank service, the second and third upon completion of five and eight years of satisfactory in-rank service respectively and passing the qualifying examination for promotion
Station Officer (Operational)	1	Upon completion of one year of satisfactory in-rank service
Station Officer (Control)	1	Upon completion of one year of satisfactory in-rank service
Customs and Excise Department		
Customs Officer	2	One upon completion of one year of satisfactory in-rank service, and the other upon completion of five years of satisfactory in-rank service and passing the qualifying examination for promotion
Inspector of Customs and Excise	3	The first one upon completion of one year of satisfactory in-rank service, the second and third upon completion of five and eight years of satisfactory in-rank service respectively and passing the qualifying examination for promotion
Correctional Services Department (CSD)		
Assistant Officer II	2	One upon completion of one year of satisfactory in-rank service, and the other upon completion of five years of satisfactory in-rank service and passing the qualifying examination for promotion

Rank	No. of Existing IJs	Present IJ Arrangement
Industrial Officer (Correctional Services) (IO(CS))	3	The first one upon completion of one year of satisfactory in-rank service, the second and third upon completion of five and eight years of satisfactory in-rank service respectively and passing the qualifying examination for promotion ²
Officer	3	The first one upon completion of one year of satisfactory in-rank service, the second and third upon completion of five and eight years of satisfactory in-rank service respectively and passing the qualifying examination for promotion
Independent Commission Against Corruption		
Assistant Commission Against Corruption Officer	1	Upon the commencement of the second agreement
Commission Against Corruption Investigator (Main Stream)	1	Upon the commencement of the second agreement
Commission Against Corruption Officer (Lower)	1	Upon the commencement of the second agreement

² Since there is at present no examination for the IO(CS) rank, the second and the third IJs will only be granted after CSD has put in place an examination to the satisfaction of the Civil Service Bureau.

