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29 June 2002

Mr. LEE Lap-sun, JP,  
Secretary General,  
JSSCS,  
Room 701, 7<sup>th</sup> Floor,  
Tower Two, Lippo Centre,  
89 Queensway,  
Hong Kong

Dear *Lap-sun,*

**The Hong Kong Police Force's Interim Submission  
on Phase I of the Task Force's  
'Review of Civil Service Pay Policy and System'**

In connection with the above Review, I am pleased to forward an Interim Submission from the Hong Kong Police Force, in response to Phase I of the Task Force's Study.

This has been drawn up following extensive internal consultation, and attached thereto at Annexes 'B', 'C' and 'D' are copies of submissions made by the Superintendents' Association, Overseas Inspectors' Association and the Junior Police Officers' Association. I understand that each Police Staff Association also intends to address you directly.

Additional copies of our submission can be made available on request, should you so require, and my staff and I will be happy to discuss the Force's views at your convenience.

Yours sincerely,

[REDACTED]

( [REDACTED] )  
for Commissioner of Police



The Hong Kong Police Force's

**Interim Submission**

on

Phase I of the Task Force's

'Review of Civil Service Pay Policy & System'

29<sup>th</sup> June 2002

**The Hong Kong Police Force's Interim Submission  
on Phase I of the Task Force's  
'Review of Civil Service Pay Policy and System'**

**Introduction**

In response to Phase I of the Task Force's 'Review of Civil Service Pay Policy and System', the Hong Kong Police Force has conducted an extensive internal consultation exercise. Whilst many Force members elected to respond directly to their Staff Association or the Task Force, a total of 7,212 disciplined and civilian members submitted 29,178 individual views in connection with this exercise.

2. A wide range of comments were received from Formations, and these are summarized in list form at **Annex. 'A'**. This paper comprises the Force's initial submission to Phase I of the Task Force's 'Review of Civil Service Pay Policy and System', and for clarity is presented in seven parts, namely :-

- Part I** - Force Uniqueness
- Part II** - Response to Task Forces Consultation Paper (five areas of study)
- Part III** - Comments on the Review Process
- Part IV** - Views of Police Staff Associations
- Part V** - Views of Civilian Staff
- Part VI** - Other Special Considerations
- Part VII** - Observations

## Part I - Force Uniqueness

3. The Hong Kong Police Force holds a **unique and irreplaceable** role within the Government as the '**resource of first and last resort**'. This position deserves to be properly recognized and rewarded, as Police work in Hong Kong differs markedly from all other branches of the Civil Service, including the other disciplined services. Nor is there any comparable agency in the public or private sector.

4. It is incumbent upon the Administration to recognize and fully acknowledge the distinct and unique responsibilities Police Officers have to shoulder in maintaining Hong Kong as one of the safest cities in the world.

5. In support of this long-held position, the under-listed job factors are those submitted to the Administration during previous reviews :-

- Irregular working hours.
- Repetitive and prolonged shift duties.
- Stressful working conditions.
- Very complex duty charter.
- Exposure to sudden and unexpected danger.
- Legal and social restrictions.
- Recruitment and wastage difficulties.
- Motivation and retention aspects.
- Provision of adequate pensions.
- Adequate supply of quarters.
- Appropriate medical care.
- Provision of suitable allowances.
- Necessity of a separate pay scale.
- Creation of an agreed pay and conditions of service review mechanism.

6. Several of these factors were subsequently addressed, and improvements secured (i.e. introduction of PPS, creation of SCDS, establishment of Pay Trend Survey system etc). However there remain a substantial number of **key factors** which continue to set the Force apart

from the remainder of Government. Amongst these are a number of **fresh commitments** which have added considerably to the Force's recent workload and stressful working environment.

7. A list of current key factors which directly contribute to our uniqueness is reproduced hereunder :-

- Exposure to sudden and unexpected danger.
- Stressful working conditions.
- Repetitive and prolonged shift duties.
- Irregular working hours.
- Very complex duty charter.
- Frequently acting as the agency of last resort.
- No right to join a trade union.
- No right to take part in political activities.
- No right to strike.
- Majority of officers armed.
- Exclusively provide Hong Kong's anti-terrorist and Internal Security protection.
- **Post-September 2001, increased vigilance against potential threats of terrorism.**
- **Policing escalating number of public order events, including large-scale meetings, demonstrations and processions.**
- **Security at major international forums with associated high-level security measures, including protection of IPPs and VIPs.**
- **Dealing with an increasingly inquisitive and very active media.**
- **Investigating complex computer and Internet-related crime reports.**
- **Investigating debt-collection related reports.**
- **Policing specific high-profile commitments (e.g. ROA claimants).**
- Land and sea border security.
- **Joint investigations/operations with overseas jurisdictions, particularly Macau and the Mainland.**

- **Recent legislation requiring increased Police involvement (e.g. DNA, littering, soccer bookmaking).**
- **Increasing involvement in multi-agency approach to social/crime problems, requiring additional (non-police) skills/knowledge (e.g. child abuse, initiatives for juveniles)**
- **Meeting heightened public expectations and Government SQ goals (e.g. greater use of Putonghua).**
- Considerable legal and social restrictions, affecting officers both on and off duty.
- Providing assistance to other departments.
- Recruitment and wastage fluctuations.
- Oversight by statutory civilian bodies, i.e. IPCC.
- Handling non-crime cases, diverting Police resources.
- Personal liability arising from official duties.
- Arduous undercover duties.
- Officers denied the right to silence in disciplinary investigations.
- **Officers balancing enforcement/warning action in times of economic hardship.**
- Extra qualifications required for specialists (e.g. FFEB, EOD) or specialized investigation work (e.g. traffic accidents, computer crime).
- **Frequently higher insurance premiums for Police Officers.**

[ Items in **bold** reflect recent additional commitments/factors ]

8. Since the last major pay review, the Force has assumed responsibility for a considerable number of fresh commitments. These are performed in addition to the broad range of duties and responsibilities already expected of Police Officers around-the-clock.

## Part II - Force's Initial Response to the Task Force's

### Consultation Paper on Phase I Study

9. The Task Force sought comments on five areas, comprising a total of 28 views, which were covered in the analytical study by the Consultant. The Force's initial response, incorporating the views submitted during our internal consultation exercise, is summarized below.

#### A. Pay Policies, Pay System and Pay Structure

##### Summary of Task Force's views :-

- (a) *Overhaul Civil Service pay/clean wage policy?*
- (b) *Different pay policy for senior Civil Servants?*
- (c) *Treat Disciplined Services pay differently from rest of Civil Service?*
- (d) *Continue regular pay surveys to remain comparable with private sector?*
- (e) *Is Government affordability over-riding factor in pay adjustments?*
- (f) *Retain which pay policy and system features to ensure stability and morale?*

10. The existing Civil Service pay policy is designed to offer sufficient remuneration to attract, retain and motivate staff of a suitable caliber to provide the public with an efficient and effective service. The Administration adopts two basic principles for this policy, namely :-

- Fair comparison with private sector.
- Follow, not lead, private sector.

11. A 1970's Hong Kong report, whose observations remain valid today, noted that :-

**"It is often difficult to establish comparability. For many government activities, there is no comparable activity in the private sector there are no analogues for the disciplined services..."**

*[Salaries Commissions Report (1971)]*

12. The Force maintains the position that there is no comparable public or private body against which it can be accurately measured, therefore we must be treated independently. In putting this point to the 1988 (Rennie) Review Committee, we were echoing a high level UK review, also from that period, which stated :-

**" it is impossible to equate the work of the Police Force with that of any other group of workers for pay purposes, the correct level of police pay cannot be determined by any precise formula based on comparability and pay linkages. The only satisfactory way to proceed is to review all the relevant factors and then make the best judgment we can."**

*[1988 - The Edmund-Davies Committee]*

13. Another prime principle emphasized was the political neutrality of the Force, and in particular the restrictions placed on officers against striking or becoming involved in political activities. This had been highlighted in a review of UK Police pay, where the view was expressed that :-

**"Such a refusal [to permit strike action or political involvement] must be amply compensated for, both in cash terms and by some guarantee of adequate salary levels."**

*[1977 - UK Police Pay Committee of Enquiry]*



14. There is more than sufficient local precedent to adopt a similar stance here. Legal restraints upon the rights of all Police Officers (and no other segment of the Civil Service or society except the armed forces) are contained within both the Hong Kong Bill of Rights Ordinance and the Police Force Ordinance.

15. Article 27 of the Basic Law confers upon Hong Kong residents the freedom of speech, publication, association, assembly, procession and demonstration, the right to form and join trade unions, and the right to strike. However the rights of Police Officers to form trade unions have been restricted by Article 18(2) of the Hong Kong Bill of Rights Ordinance, as follows :-

**"This article shall not prevent the imposition of lawful restrictions on members of the armed forces and that of the police in their exercise of this right [to form and join trade unions]."**

16. Section 8 of the Police Force Ordinance prevents Police Officers from being a member of a trade union, whilst Sections 30 and 62 effectively take away the right to strike. This prohibition does not breach Article 27 of the Basic Law (right of peaceful assembly) when such action is justified in the interests of national security or public safety, public order, the protection of public health or morals, or the protection of the rights and freedoms of others.

#### Additional feedback from the Force-wide Consultation Exercise

17. The following points were also considered to be relevant :-

- There must be in place a stable and consistently applied Civil Service pay structure.
- Police Force pay must be treated differently from the rest of the Civil Service, including other disciplined services.
- The Police Pay Scale, the advisory body on conditions of service for the Police Force (i.e. the Police Sub-Committee of SCDS) must be retained.

- An independent pay review mechanism should be established for the police.
- Pay differential for the Police vis-à-vis other disciplined services must be maintained.
- A major overhaul of the Civil Service pay policy and system, i.e. with more emphasis on clean wage policy (the inclusion of all allowances, housing and medical benefits etc. in the basic salary) is not supported without a great deal more research.
- Clean wage policy would result in officers having to pay more tax, whilst costs to the Administration would rise for pensions (for P&P officers) and gratuities (for agreement officers).
- Wages would have to be increased, to account for the inclusion of the above benefits. It is likely this would be misunderstood and/or misinterpreted by the public.
- Any changes should be carefully thought out and introduced gradually. They should reflect the prevailing circumstances within the Civil Service rather than merely reflect the current state of the economy.
- Existing fringe benefits and job-related allowances should be retained.
- There may be a case to scrutinize non-specific allowances, e.g. driving.

***B. Replacing Fixed Pay Scales with Pay Ranges***

**Summary of Task Force's views :-**

- (a) Would flexible pay ranges benefit performance?
- (b) Would such flexibility be divisive?
- (c) Should flexible pay ranges be applied to whole Civil Service or only senior management?
- (d) Should flexible pay ranges apply to both Civilian and Disciplined staff?

- (e) If applied, would changes to performance and appraisal systems be required?
- (f) To nurture a performance culture, should a performance management system be linked to pay?

18. The proposal of a minimum and maximum salary range specified for a particular rank (with movement within the range depending on the different nature of posts for the same rank, plus performance) is considered to be problematic, given the wide range of posts and responsibilities within the Force.

#### Additional feedback from the Force-wide Consultation Exercise

- Posting and rotation policies, which already result in regular transfers throughout an officer's career, will become increasingly complex.
- Huge diversity of posts and responsibilities in the Police Force makes management of system difficult.
- Better-suited to small, profit-led, organizations with less turnover of staff.
- 'Higher' paying posts will attract a great deal of competition for 'kudos', promotion and money.
- 'Lower' paying posts may be hard to fill and perceived as 'punishment' or 'dead-end' positions.
- The pay range system is not supported because it might demand an undue overhaul of the existing performance management system.
- This system may lead to potential divisiveness amongst officers, especially at the same rank.
- Not suitable for the Police.
- Consider enhancing existing performance management system to ensure increments (and promotions) are well justified.
- May consider giving additional increments to outstanding performers.

### C. The Pay Adjustment System and Mechanism

#### Summary of Task Force's views :-

- (a) Continue broad comparability with private sector?
- (b) Is existing system regarded as fair by Civil Servants and public? Would another system be as effective, or better?
- (c) More flexibility in current adjustment mechanism?
- (d) Should fiscal constraints be over-riding factor in determining pay adjustments?
- (e) Depending on final level of decentralization, what is correct balance between central control and autonomy for departments?

19. The current annual Civil Service pay adjustment is determined with reference to :-

- Result of the annual Pay Trend Survey.
- Changes in the cost of living.
- State of the economy.
- Budgetary considerations.
- Staff Sides pay claims and Civil Service morale.

#### Feedback from the Force-wide Consultation Exercise

- Pay comparability with private sector should not be applicable to the Police.
- Fiscal constraints should not be taken as an overriding factor in determining pay adjustments because of the need for a stable pay structure. Any attempt to adjust pay downwards due to fiscal constraints will lead to staff recruitment, retention and morale problems, diminishing the Force's capability to meet the needs of the community.
- Present system well understood and generally accepted by

all parties provided it is strictly adhered to.

- Any modifications need to be open, transparent, and agreeable to all sides.
- Any system needs to take the 'long-term' view and be detached from short-term political considerations or sudden economic fluctuations, including downturns.
- Simplify stoppage and deferment of increment procedures.

#### **D. Introducing Performance-based Rewards**

##### **Summary of Task Force's views :-**

- (a) Merit in including performance pay in Civil Service pay?
- (b) In addition to existing pay ranges with performance related elements, should other forms of reward based on this system be considered?
- (c) Should team-based performance rewards be used?  
If yes, to which group(s) [lower/middle/senior/all] on what basis?
- (d) Should individual performance rewards be used?  
If yes, to which group(s) [lower/middle/senior/all] on what basis?
- (e) To support performance related pay, what further changes to staff appraisal system required?

20. During the SCDS's consultation session with Disciplined Services representatives, it was suggested that this proposal had some merit, and seemed to be fair in rewarding good performers with better pay, but that it was ideally suited to non-disciplined departments. This view is supported, in view of the nature of Police work.

21. Feedback from overseas Forces, as reflected in the Consultant's report, is that performance based pay has not been successful (NZ), or is still in its early stages (UK). Only Singapore had a robust system in place, although that too was subject to criticism. It would be prudent to allow the system to be fully tried out in other countries first.

#### Additional feedback from the Force-wide Consultation Exercise

- Feasible only where an empirically measurable output is clearly defined.
- All procedures must be rigorously and constantly monitored.
- Caution needs to be exercised in the law enforcement arena, where probity, consistency and transparency are so vital.
- Considering the great variety of constabulary duties, it will be difficult to apply evenly across all units and officers.
- Considerable negative PR if scheme is perceived to be a method of raising general revenue (increased fixed penalty tickets, summons etc.).
- Performance should not be gauged/encouraged based on perceived financial 'gain' to Government.
- Pay for good performance (whose definition?) may be divisive and might result in selective enforcement.
- Routine, mundane and tedious work may be strongly resisted for its unrewarding nature.
- There are presently reward systems to recognize good performance and to manage sub-standard performance.
- Money rewards as incentives or motivators are not necessarily effective or encouraging.
- May work well in small departments with strong 'team-based' approach (i.e. GFS).
- Not for the Police (or law enforcement agencies).
- Existing pay system is performance-related, i.e. increments are granted based on satisfactory performance. This system could be fine-tuned.
- Source of funding for the rewards must be separate from that of personal emolument funds.

## E. Simplification and Decentralization of Pay Administration

### Summary of Task Force's views :-

- (a) Is Hong Kong suitable for decentralization of Civil Service pay administration?
- (b) If introduced, how much pay and grading responsibility devolved to departments?
- (c) To facilitate above, should some/all general and common grade staff be departmentalized?
- (d) Any decentralization of pay administration will take time. How to maintain standards of service and staff morale during transition?
- (e) Scope to amalgamate existing grades into broader occupational categories? Flatter organizations with wider management control and fewer ranks?
- (f) Introduce formal job evaluation system? Operated centrally or by departments?

22. The Administration has already delegated more authority to HoDs to manage their financial resources ('trading funds', 'one-line-vote' etc). However the only salary-related relaxation to date has been allowing departments to hire NCSC staff wef FY 1999/2000.

23. Whilst decentralization would lead to greater autonomy, the reality is that departments would have to operate their pay system within a centrally determined policy framework, subject to strict affordability and budgetary constraints.

24. For the Force, personal emolument (PE) expenses comprise approx. 87.5% of the total Force budget for FY 2002/2003 (89.5% of subhead 000). This leaves the Commissioner with very little flexibility

given that all other operating expenses are met from the remaining 12.5%. Any sharp fluctuations in salaries would impact severely upon the day-to-day running of the Force, with all of the operational and political implications such a lack of stability would bring.

#### Additional feedback from the Force-wide Consultation Exercise

- Present system appears to be working well for the Police.
- Decentralization may incur additional administrative burden, blurring core functions.
- Non-profit-making job nature of the Police not helpful to maintaining a stable source of funding (e.g. unlike trading fund).
- Funding from Government should depend on prevailing requirements on service delivery which may not be in line with the state of economy (e.g. less funding for Police in times of economic downturn when Police presence should in fact be increased).
- Although departmentalizing civilian staff is good for continuity and retention of expertise, there remains the risk of losing checks and balances (for voicing alternative views).
- Although there may be arguments for 'flattening' Civil Service grades as a whole, amalgamation (or deletion) of ranks/grades must only be carried out for genuine operational/management needs, to be supported by a comprehensive plan for re-allocation of affected staff. Nevertheless, grade amalgamation and formal job evaluation are considered to be irrelevant to the pay review mechanism.
- May consider simplification but not decentralization.
- May create recruitment war amongst departments for similar grades, especially if salaries differ substantially.



### **Part III - Comments on the Task Force's Review Process**

#### The Consultant's Report

25. There were mixed views on the value of the consultant's work and its report, which in the main was seen to be somewhat simplistic and superficial. It was hoped that studies under Phase II would expand considerably upon the initial steps taken, and views expressed, during Phase I.

#### Feedback from the Force-wide Consultation Exercise

- Report only a brief outline of overseas systems.
- A typical fact-finding paper exercise.
- Much of the data presented on the five countries already available through public-domain sources (Internet etc.)
- Served the purpose of basic fact-finding.
- Considered to be weak with no realistic analysis.
- No constructive suggestions provided.
- Not well designed. Lacks transparency.
- Task Force should consider running a parallel study by one more consultant to validate (or otherwise) the findings.
- Pay review is an important part of the overall Civil Service reform.
- Agreed that a long-term view is required.
- Stakeholders views and commitment are critical but had been largely ignored so far.
- Prepared to endure the painful process for valuable gain.

#### Phase I Study

26. The following points were raised in respect of the review process of Phase I in general :-

### Feedback from the Force-wide Consultation Exercise

- Direct comparison to the five chosen countries is difficult and not always desirable.
- Features of other countries may not necessarily be comparable to Hong Kong's unique social and economic situation.
- Social factors were not included as reference.
- Social welfare benefits were not considered in the report.
- Results not to be entirely relied upon as different countries have special features requiring different systems.
- Unfair to learn from overseas systems which have not necessarily proven to be successful.
- Biased to have chosen those five countries for study, as they already have systems the Administration intends to adopt.
- Comparative study of other countries may not necessarily be relevant to Hong Kong's special features.
- More Asian and European countries should be studied.
- Information useful for reference only.
- The United Kingdom's experience is of particular relevance to Hong Kong.
- The consultation process is symbolic.

### Phase II Study

27. The following points were raised in anticipation of Phase II of the review :-

### Feedback from the Force-wide Consultation Exercise

- To adopt a more in-depth approach to answer the questions raised during Phase I.
- Due to the lack of similarities between Hong Kong and the five countries being studied, good practices from overseas may not be fully applicable to the Hong Kong system.

## **Part IV - Views of Police Staff Associations**

28. The submissions of the Superintendents Association (SPA), Overseas Inspectors Association (OIA) and Junior Police Officers Association (JPOA) are reproduced in full at **Annexes 'B', 'C' and 'D'** respectively. The Local Inspectors Association (LIA) have indicated that they will address the Task Force directly.

## **Part V - Views of Civilian Staff**

### **Civilian Staff Associations within the Force**

29. The Civilian Staff Associations do not have specific views to forward to the Force Steering Group for consideration, and as such have not made a formal submission in response to our internal consultation exercise. However they have indicated reservations about the pay review process in general and the approach adopted for the current year's pay adjustment by the Administration.

### **Departmental Civilians and General Grades of the Force**

30. A number of views have been received at **Annex 'E'**, the gist of which are reproduced below.

#### **Comments on Review**

31. *Police Translators* at times have to face criminals and suspects and thereby work in unpleasant conditions (e.g. cells). Translating distasteful (including obscene) material can also be offensive.

32. *Police Communication Officers* consider the Task Force's consultation to be merely a gesture to collect public opinion, and they are not confident that feedback from Civil Servants will be considered.

33. *Traffic Wardens* are uniquely bound by legal disciplinary codes despite being a civilian grade. They are required to wear uniform, work shifts, and perform stressful and at times dangerous duty.

34. *Armourers* work under potentially hazardous conditions and face immense psychological pressure. Recruitment is also a contentious issue.

35. Although strictly speaking not part of the in-house consultation process, *General Grade Officers* noted that they have to work within a stricter disciplined setting than elsewhere in the Civil Service. They are also required to undertake a number of obnoxious duties in the Force.

**A. Pay Policies, Pay System and Pay Structure**

- No agreement to a major overhaul.
- Pay policy for all ranks should be the same.
- Views were equally split re. the conduct of any review to establish whether pay should be comparable with the private sector.
- Disciplined Services should be treated separately.
- Governments affordability should not be an over-riding factor in pay adjustment.
- The pay package for Civil Servants must remain competitive.

**B. Replacing Fixed Pay Scales with Pay Ranges**

- Not supported. Will lead to divisiveness amongst staff.
- Should pay ranges be adopted, it should be carefully considered with different application to civilian and disciplined officers.
- Existing performance management system needs to be rigorously pursued, e.g. stoppage and deferment of increment, rather than changing it.

### C. The Pay Adjustment System and Mechanism

- The principle of broad comparability with the private sector should be maintained.
- The existing pay adjustment system is considered to be fair; adherence rather than alteration is essential.
- Fiscal constraint should not be an over-riding factor in pay adjustments. There are other ways to control government expenditure.

### D. Introducing Performance-based Rewards

- Not suitable for a non-profit making Civil Service. Will bring about undesirable consequences, e.g. corruption.
- Monetary reward is not a primary concern.
- There are other forms of recognition for good performance.
- There appears to be a need to review the existing performance appraisal system to come in line with modern HRM practices.

### E. Simplification and Decentralization of Pay Administration

- Decentralization of pay administration is not supported, as it may cause unjust differentiation of pay and unhealthy competition for resources among departments.
- Departmentalization of clerical and secretarial grades is not supported due to concerns about career development and promotion prospects. Only if these concerns can be resolved will there be room for further consideration.
- There is room for amalgamation of certain grades and flattening of certain rank layers for better HRM.

## Part VI - Other Special Considerations

36. Apart from the broad overview expressed in the preceding parts of this report, the Force wishes to bring to the attention of the Task Force the following additional points :-

- Given the current economic climate, this is not a suitable time for a major review.
- Civil Servants do not enjoy special bonuses at times of economic boom. They should not be asked to shoulder the consequences of an economic downturn.
- Timing the pay review to coincide with a negative annual pay adjustment is unfortunate.
- The way the Administration has handled this year's pay reduction has alienated many Civil Servants, leading to a lack of trust and goodwill towards this (longer-term) exercise.
- Any pay adjustment should not be implemented by way of legislation, contrary to the Basic Law.
- The pay policy for the Police must be robust enough to negate any opportunity for corruption.
- Pay, and the way it is determined, directly affects morale.
- Police officers and their families are unreasonably targeted by the media.
- Any reduction to Civil Servants' pay may affect the economy of Hong Kong.
- The replacing of fixed pay scales with pay ranges may be considered for civilian staff, particularly more senior grades.
- The introduction of performance-based rewards may be tried out on civilians, particularly more senior grades.

## Part VII - Observations

### The Force's Overall Stance

37. It is the Force's stance that the Administration must openly and properly recognize the Hong Kong Police Force's **unique** role in helping to make Hong Kong the vibrant and safe city it is today.
38. The Force maintains its long-held position that there is no comparable public or private body and as such it must be treated **independently**. This point has been consistently argued in submissions to the Administration over the years, and in particular in 1988 to the (Rennie) Review Committee on pay and conditions of service for the disciplined services.
39. As a direct result of that Committee, the Police Pay Scale (PPS) was introduced, and the Standing Committee on Disciplined Services Salaries and Conditions of Service (SCDS) was formed. Other accepted recommendations from the Rennie Review should also be re-considered for implementation.
40. Due to the general nature of the consultant's report and limited period of consultation, the Force submits only an *interim* report in response to Phase I. The following observations are made on the understanding that the Administration intends to adopt a more focused and comprehensive approach during Phase II of the review. The Force will submit a more detailed response at that time, once the Task Force has completed its studies and fully presented its findings.
41. In the interim, and in response to the points raised in Phase I of the Task Force's study, the Force stance is :-
- The current Review is supported, as it aims to bring about improvements to the existing system.
  - Any major changes must be carefully thought-out and only introduced gradually, after suitable consultation.

- All existing legal protection afforded to Civil Servants must be maintained.
- The Administration must properly recognize the Hong Kong Police Force's **irreplaceable and unique** role as the '**resource of first and last resort**'.
- We maintain the position that there is **no comparable public or private organization** against whom we can be accurately measured.
- The Force must be treated **independently**.
- We welcome the opportunity to be consulted and/or participate in any future studies the Task Force may wish to undertake.

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**The Hong Kong Police Force's Interim Submission  
on Phase I of the Task Force's  
'Review of Civil Service Pay Policy and System'**

**Gist of (additional) Feedback - Force Uniqueness**

- HKI** ♦ No additional comment.
- KW** ♦ (Prolonged) Undercover duties.  
♦ Provide assistance to other departments.  
♦ Border control.  
♦ Involvement in multi-agency approach to social/crime problems, requiring extra (non-police) skills/knowledge.
- KE** ♦ Provide support services to other government departments.  
♦ Higher insurance premium for police officers.  
♦ Oversight by statutory civilian body, i.e. IPCC.  
♦ Personal liability arising from official duties.
- NTS** ♦ Provide assistance to other departments.  
♦ Handling non-crime cases, draining police resources.
- NTN** ♦ Higher insurance premium for police officers.
- MAR** ♦ No additional comment.
- OPS** ♦ No additional comment.
- SUP** ♦ Police officers are denied the right silence in disciplinary investigation.  
♦ Constraint of private life, e.g. notification to visit Macau.
- CRM** ♦ Oversight by statutory civilian body, i.e. IPCC.  
♦ Higher insurance premium for police officers.
- SW** ♦ New responsibility forthcoming under the anti-Terrorism Bill.

- P ♦ Despite the PPS, no special consideration has been given to the police during the annual pay adjustment.
- ♦ Extra qualifications required for specialists (e.g. FFEB) or specialized investigation work (e.g. traffic accidents).
- TRG ♦ No right of silence in disciplinary enquiries.
- ♦ Higher insurance premium for police officers.
- ♦ (Prolonged) Undercover duties.
- SQW ♦ Comments made through Staff Associations or other avenues.
- ISW ♦ Comments made through Staff Associations or other avenues.
- P&D ♦ Comments made through Staff Associations or other avenues.
- SMDIV ♦ No additional comment.

### Gist of Feedback - Task Force's Consultation Paper

#### A. Pay Policies, Pay System and Pay Structure

- HKI ♦ Support present system.
- ♦ Separate treatment for the police.
- KW ♦ Retain present system.
- ♦ Separate treatment for the police.
- KE ♦ Retain present system.
- ♦ Separate treatment for the police.
- ♦ Maintain existing allowances.

- NTS ♦ 'Clean Wage' may give the wrong impression of 'high' pay, with allowances, etc rolled in the pay structure.  
♦ Separate treatment for the police.  
♦ Fringe benefits and Job-related allowances be retained.
- NTN ♦ Retain present system.  
♦ Separate treatment for the police.
- MAR ♦ Retain present system.  
♦ Separate treatment for the police.
- OPS ♦ Separate treatment for the police.  
♦ Maintain existing allowances.
- SUP ♦ Separate treatment for the police.
- CRM ♦ Separate treatment for the police.
- SW ♦ No comment.
- P ♦ Separate treatment for the police.
- TRG ♦ Separate treatment for the police.  
♦ Scrutinize non-specific allowances, e.g. driving.
- SQW ♦ Comments made through Staff Associations or other avenues.
- ISW ♦ Comments made through Staff Associations or other avenues.
- P&D ♦ Comments made through Staff Associations or other avenues.
- SMDIV ♦ No comment.

*B. Replacing Fixed Pay Scales with Pay Ranges*

- HKI ♦ Not supported.
- KW ♦ Not suitable for the police.
- KE ♦ Not supported.
- NTS ♦ Not supported.
- NTN ♦ Not suitable for the police.  
♦ May consider giving additional increments to outstanding performers.
- MAR ♦ Not suitable for the police.
- OPS ♦ Proposal objected.
- SUP ♦ Not suitable for the police.
- CRM ♦ Not favoured for the police.  
♦ May be considered for civilian staff.
- SW ♦ Not suitable for the police (disciplined services).  
♦ May be considered for senior civilian staff.
- P ♦ Not suitable.  
♦ Consider enhancing existing performance management system to ensure increments and promotions are well justified.
- TRG ♦ Not suitable for the police.
- SQW ♦ Comments made through Staff Associations or other avenues.

- ISW ♦ Comments made through Staff Associations or other avenues.
- P&D ♦ Comments made through Staff Associations or other avenues.
- SMDIV ♦ No comment.

C. The Pay Adjustment System and Mechanism

- HKI ♦ Present system should continue.
- KW ♦ Retain present system.  
♦ Simplify stoppage and deferment of increment.
- KE ♦ Present system is acceptable.
- NTS ♦ Largely support existing system.
- NTN ♦ Largely support existing system.
- MAR ♦ Retain present system.
- OPS ♦ Present system should continue.
- SUP ♦ Present system is acceptable.
- CRM ♦ Pay should not be made comparable to private sector.  
♦ Pay administration not to be decentralized to departments.
- SW ♦ No comment.
- P ♦ Present system should continue.
- TRG ♦ No additional comment.

- SQW ♦ Comments made thro' Staff Associations or other avenues.
- ISW ♦ Comments made through Staff Associations or other avenues.
- P&D ♦ Comments made through Staff Associations or other avenues.
- SMDIV ♦ No comment.

*D. Introducing Performance-based Rewards*

- HKI ♦ Not supported.
- KW ♦ Difficult to implement in the Force.  
♦ Problematic and complex with no measurable yardstick.
- KE ♦ Not supported.  
♦ May consider for very senior civil servants.
- NTS ♦ Not supported.
- NTN ♦ Not for the police (law enforcement agencies).
- MAR ♦ Not supported.
- OPS ♦ Difficult, if not impossible, to gauge performance for rewards.  
♦ Will cause dissatisfaction amongst staff.
- SUP ♦ *Proposal is considered feasible.*  
♦ *Source of funding for the rewards must be separate from that of the personal emolument.*
- CRM ♦ Not suitable for the police.  
♦ May try out on civilians.

- SW ♦ Not supported.
- P ♦ Existing pay system is performance-related, i.e. increments are granted with satisfactory performance. This should be tightened up.  
♦ Difficult to implement in the Force.
- TRG ♦ Not supported.
- SQW ♦ Comments made through Staff Associations or other avenues.
- ISW ♦ Comments made through Staff Associations or other avenues.
- P&D ♦ Comments made through Staff Associations or other avenues.
- SMDIV ♦ Not supported.

*E. Simplification and Decentralisation of Pay Administration*

- HKI ♦ Not supported.
- KW ♦ Not supported.
- KE ♦ May consider simplification.  
♦ Decentralization not supported.  
♦ May create recruitment 'war' amongst departments for similar grades.  
♦ Grades amalgamation and formal job evaluation are considered to be irrelevant to the pay review mechanism.
- NTS ♦ Not supported.

- NTN ♦ May consider having fewer rank layers at senior management level.
- MAR ♦ Not appropriate for HK civil service.
- OPS ♦ No comment.
- SUP ♦ Not supported.
- CRM ♦ Not supported.
- SW ♦ No comment.
- P ♦ Not supported.  
♦ May consider having fewer rank layers, aiming for more staff involvement, overall efficiency and accountability in decision-making.
- TRG ♦ No particular comment.
- SQW ♦ Comments made through Staff Associations or other avenues.
- ISW ♦ Comments made through Staff Associations or other avenues.
- P&D ♦ Comments made through Staff Associations or other avenues.
- SMDIV ♦ No comment.



**Gist of Feedback - Task Force's review process in general**

*The Consultant's Report*

- HKI** ♦ Served the purpose of fact-finding.
  
- KW** ♦ A typical fact-finding paper exercise.  
♦ No constructive suggestion provided.
  
- KE** ♦ Considered to be weak with no realistic analysis.  
♦ Agreed that pay review is a part of the overall civil service reform.  
♦ Agreed that a long-term view is required.  
♦ Agreed that stakeholders' views and commitment are critical but were ignored so far.  
♦ Prepared to endure the painful process for valuable gain.
  
- NTS** ♦ Consultant's work not transparent enough.
  
- NTN** ♦ No comment.
  
- MAR** ♦ A report of brief outline of overseas systems.
  
- OPS** ♦ Useful as additional information only.
  
- SUP** ♦ No particular comment.
  
- CRM** ♦ Consider running a parallel study by one more consultant.
  
- SW** ♦ No comment.
  
- P** ♦ No comment.
  
- TRG** ♦ Not well designed. Lacks transparency.
  
- SQW** ♦ Comments made through Staff Associations or other avenues.

- ISW ♦ Comments made through Staff Associations or other avenues.
- P&D ♦ Comments made through Staff Associations or other avenues.
- SMDIV ♦ No comment.

Phase I Study

- HKI ♦ UK's experience is of particular relevance to HK.
- KW ♦ Direct comparison to the five chosen countries is difficult and not desirable.
  - ♦ Social factors were not included as reference.
- KE ♦ Features of other countries may not necessarily be comparable to HK's unique social and economic situation.
- NTS ♦ Results not to be entirely relied upon as different countries having special features require different systems.
- NTN ♦ No comment.
- MAR ♦ Information for reference only.
- OPS ♦ Different countries have their own unique features which call for different systems.
- SUP ♦ More Asian and European countries to be studied.
- CRM ♦ Biased to have chosen those five countries, with systems the HK government intends to adopt, for study.

- SW ♦ Comparative study of other countries may not necessarily be relevant to HK's special features.  
♦ The consultation process is symbolic.
- P ♦ Unfair to learn from overseas systems which have not been proved to be successful.  
♦ Social welfare benefits were not considered in the report.
- TRG ♦ No comment.
- SQW ♦ Comments made through Staff Associations or other avenues.
- ISW ♦ Comments made through Staff Associations or other avenues.
- P&D ♦ Comments made through Staff Associations or other avenues.
- SMDIV ♦ No comment.

*Phase II Study*

- HKI ♦ No comment.
- KW ♦ Simplification is suggested to be the way forward for the Hong Kong Civil Service pay policy and system.  
♦ Changes should be carefully planned and implemented without haste.
- KE ♦ Phase I study proposes no answers which hopefully will be examined in Phase II.
- NTS ♦ No particular view.
- NTN ♦ No comment.

- MAR ♦ To adopt a more in-depth approach.
- OPS ♦ Phase II study to pay particular attention to the Force's uniqueness.
- SUP ♦ Considering the uniqueness of HK, not hopeful to learn anything beneficial from other countries.
- CRM ♦ Consider streamlining the government hierarchy.
- SW ♦ No comment.  
♦
- P ♦ No comment.
- TRG ♦ No comment.
- SQW ♦ Comments made through Staff Associations or other avenues.
- ISW ♦ Comments made through Staff Associations or other avenues.
- P&D ♦ Comments made through Staff Associations or other avenues.
- SMDIV ♦ No comment.

Gist of (additional) Feedback – Other relevant factors

- HKI ♦ No additional comment.
- KW ♦ Pay directly affects morale.  
♦ Police officers and their families are unreasonably targeted by the media.
- KE ♦ The pay policy for the police must be stable enough to negate any opportunity for corruption.  
♦ Pay adjustment should not be implemented by way of legislation against the Basic Law.
- NTS ♦ Civil servants do not enjoy special bonus at time of economic booming. They should not be asked unfairly to shoulder the consequences of economic downturn.
- NTN ♦ Reduction of civil servants' pay may affect the economy of HK.
- MAR ♦ Bad timing of pay review to be coincided with the annual pay adjustment in that attention and energy of civil servants are diverted.
- OPS ♦ Purpose of the review not to aim at reducing pay and benefits.
- SUP ♦ No comment.
- CRM ♦ Pay adjustment should not be implemented by way of legislation.  
♦ Current economic climate not suitable for a major review.
- SW ♦ The way the government adopted to handle the pay reduction is questionable.

- P ♦ No comment.
- TRG ♦ Pay adjustment should not be implemented by way of legislation.
- SQW ♦ Comments made through Staff Associations or other avenues.
- ISW ♦ Comments made through Staff Associations or other avenues.
- P&D ♦ Comments made through Staff Associations or other avenues.
- SMDIV ♦ No additional comment.