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POLICE FORCE COUNCIL

STAFF ASSOCIATIONS

HONG KONG POLICE FORCE

POLICE HEADQUARTERS

ARSENAL STREET

HONG KONG

協會檔號 OUR REF: (11) in SS/C 1/12 Pt. 8

來件編號 YOUR REF:

URGENT BY HAND

29 June 2002

Mr. YEUNG Ka-sing

Chairman

Task Force on Review of

Civil Service Pay Policy and System

c/o Joint Secretariat for the Advisory Bodies on Civil Service

and Judicial Salaries and Conditions of Service

Rm 701, 7/F, Tower II, Lippo Centre,

89 Queensway,

Hong Kong.

Dear Mr. YEUNG,

Task Force on Review of Civil Service Pay Policy and System

In response to the Task Force's Interim Report and Consultation Paper – Phase I Study issued in April 2002, I attach the views of the Police Force Council Staff Associations, namely the Superintendents' Association, the Overseas Inspectors' Association and the Junior Police Officers' Association for your consideration.

Yours sincerely,

[REDACTED SIGNATURE]

for Police Force Council Staff Associations

c.c.

Chairman SPA

Chairman LIA

Chairman OIA

Chairman JPOA

[REDACTED]

Commissioner of Police

[e:\consultation\Pay Review\Letter to Task Force.doc]

Attn.: [REDACTED] ([REDACTED])

Attn.: [REDACTED] ([REDACTED])

Attn.: [REDACTED] ([REDACTED])

Attn.: [REDACTED] ([REDACTED])

Attn.: SSP SR

SUPERINTENDENTS' ASSOCIATION 警司協會

LOCAL INSPECTORS' ASSOCIATION 本地督察協會

OVERSEAS INSPECTORS' ASSOCIATION 海外督察協會

JUNIOR POLICE OFFICERS' ASSOCIATION 警察員佐級協會



SUPERINTENDENTS' ASSOCIATION  
OF THE  
HONG KONG POLICE FORCE  
POLICE HEADQUARTERS  
ARSENAL STREET

OUR REF : (36) in SPA 13/3  
YOUR REF :  
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14 June 2002

Dear Sir,

**Review of Civil Service Pay Policy and System**

There has been wide consultation on this document. The ongoing discussion on the 2002 Pay adjustment has created a number of emotive responses to the whole issue of pay.

The review seeks to address the basic policy governing how Civil Servants are paid as well as the procedures and mechanics of any evaluation of pay levels and future annual adjustments. Members are clearly concerned that the Government will misuse any comments on the policy aspect as tacit agreement that conditions of service may be altered.

Staff are quite willing to discuss and consider different methods of evaluating job responsibilities, associated pay levels and methods of adjustments but do not wish to see any deterioration in the protection of their current policy rights afforded by the employment laws on this subject.

**Policy**

The concern is the apparent desire of the Hong Kong government to drastically reduce salaries and allowances. This review may give the Government the opportunity to achieve this through the assumption that if all staff agree in principle that the current policy needs to be changed then they can proceed to dilute the Basic Law through legislation.

Prior to 1997 there was no mechanism to cut civil service pay. Fact - We have a contract on pay and conditions of service with the Government that does not permit salary cuts. Fact - in 2002 the Government is intending to legislate to get round these rights. Fact - we shall then be on terms less favourable than before the change of sovereignty. Fact - this must breach the Basic Law, (Articles 100 and 160).

**(a) Article 100**

“Public servants serving in all Hong Kong government departments, including the police department, before the establishment of the Hong Kong Special Administrative Region, may remain in employment and retain their seniority with pay, allowances, benefits and conditions of service no less favorable than before.”

**(b) Article 160**

“Upon the establishment of the HKSAR, the laws previously in force in Hong Kong shall be adopted as laws of the Region except for those which the Standing Committee of the National Peoples Congress declares to be in contravention of this law, they shall be amended or cease to have force in accordance with the procedure as prescribed by this law.”

The Task Force conducting this review should recommend that all current legal protection afforded to civil servants should be maintained. Additionally, any recommendation from the Task Force that has any bearing on policy must be accompanied by a caveat that as policy, further detailed consultation with staff is vital.

**Procedures and Questions raised by the Task Force**

The Task Force has built its initial findings for Phase I around a consultation document prepared by ‘PWC Consulting’. The pay policy and procedures in five countries have been examined. This consultative report is considered to be weak. There is a disproportionate section on Singapore and there is no real analysis on procedures within the selected countries. The majority of the information supplied is readily available on the internet and in Government publications from those countries. This was a disappointment; in that the Task Force is now relying on HK Civil Servants to propose the way forward instead of the other way round.

Based on the study of the five other countries, the Task Force proposed a number of questions that address the various aspects of pay policy, job evaluation and pay adjustment procedures. Comments on these are contained in the attached table, Annex ‘A’. They did not propose any answers themselves and hopefully will correct this in Phase II. The Consultants proposed a few questions of their own and these are addressed in Annex ‘B’.

The views expressed in response to each question are the majority view. The general overview here is that disciplined services, particularly the Hong Kong Police Force cannot be treated in the same manner as other Government Departments and that no real benchmarking with other countries or professions can adequately address the job evaluation or pay levels for police officers.

It is felt that no definitive conclusions can be drawn until Phase II of the study is completed. However, the Task Force needs to do a great deal more in studying the requirements of the HKSAR rather than making general comparisons with other countries or simply packaging the comments of staff. If Phase II is simply our own comments thrown back at us with inappropriate conclusions that favour an already established Government master plan, then the end result will be unacceptable to Civil Servants.

Yours faithfully,

[Redacted Signature]

( [Redacted Name] )

[Redacted Title]

Superintendents’ Association of  
the Hong Kong Police Force

**Review of Civil Service Pay Police and System**  
**Comments by Questions Raised**

<b>Questions Raised by the Government Task Force in Phase I</b>	
<b>Item</b>	<b>Comment</b>
Should there be a Major overhaul of the Civil Service Policy and System with more emphasis on performance-pay, clean wage policy and building more flexibility for adjustment.	<p>Yes in principle there should be. The employer rather than the employee should indicate what the adjustment should be and justify it.</p> <p>It is appreciated that in HKSAR there may be difficulties in absorbing or eliminating separate allowances, but where possible the 'clean' wage idea should be pursued, without any overall diminution of the position of civil servants.</p>
Should senior civil servants be subject to a pay policy, which is different from that of the middle-ranking and junior ranks, placing more risk/award factors on the former?	<p>In principle this could work, but with so many Departments in the HKSAR this may be too complex to achieve. Where could the line be drawn demarcating this level of seniority? Divisiveness would set in and undermine the image of a "performance-orientated culture" in HK.</p> <p>Perhaps this should only be considered for the very top echelon of posts.</p>
Should the disciplined services' pay be treated differently from the rest of the civil service?	<p>As stated above and as stated by the 'Rennie Committee' on Pay in 1988, the police force <u>must</u> be treated totally separately from other disciplined services and indeed the ordinary civil service.</p> <p>It is abundantly clear that because of the job nature and the fact that the Police Force is the first and last line of resort for the Government, it must therefore be considered a special case and the Police Pay Scale should be maintained.</p> <p>To protect the political neutrality of the police force it should not only have a separate police pay scale but also one that is decided by a totally independent pay review mechanism. This is mentioned in the 'interim report'; and requires to be explored further.</p>

<b>Questions Raised by the Government Task Force in Phase I</b>	
<b>Item</b>	<b>Comment</b>
Should we adhere to the principle of broad comparability with the private sector and continue to conduct regular pay level, pay structure and pay trend surveys to ensure that civil service pay remains competitive?	As has been stated on many occasions, in various reports and deliberations it is extremely difficult to equate civilian workers to those of the police service. That stated some comparison and review mechanism is required. It is suggested that the PTS be reviewed and updated to allow it to responsive to fluctuations in comparable pay policies that may impact the pay of police officers.
Or should Government's affordability to pay be an over-riding consideration in pay adjustments?	Affordability should be a factor and this is directly linked to the employer making the first offer rather than the employees.  It should not be the over-riding factor. In particular when it comes to questions over security, law and order.
What features of the existing pay policy and system should be retained to ensure stability and morale of the civil service.	As stated the police service should have its own pay scale (PPS) and linked review mechanism.  Chapter Two of the 'Interim Report' outlines the difficulties experienced in formulating the current system, which appears to be based on concepts and expectation rather than scientific/measurable data.  We need: <ul style="list-style-type: none"> <li>- An agreement not to go outside the system;</li> <li>- Fair evaluations of grades/ranks;</li> <li>- Benchmarking with the private sector to achieve competitiveness;</li> <li>- Legal guarantees</li> </ul>
Should flexible pay ranges be introduced into the Hong Kong civil service to replace fixed pay scales? If so, should they apply only to senior civil servants or the entire service, including both the civilian grades and the disciplined services?	This may work in the private sector but it would be very dangerous for the police service.  Favouritism, corruption and elitism must be avoided and variable pay ranges for different units, formation or officers of the same grade – doing slightly different jobs would result in serious conflicts. In any event experience overseas suggests pay ranges are difficult to manage, are divisive and do not bring improvements in efficiency.

<b>Questions Raised by the Government Task Force in Phase I</b>	
<b>Item</b>	<b>Comment</b>
Is the existing pay adjustment system still regarded as fair by both civil servants and the public, which they serve? Would another mechanism serve this purpose just as well, or better?	It is fair but slow. As it does not take immediate effect the public does not see it as being fair. The 2001 pay rise was two years behind the private sector slow down and the readjustment downwards in 2002 demonstrates that the system needs to be modified.
Is there merit for elements of performance pay to be incorporated into civil service salaries?	Not many and perhaps only at the very senior levels. The current increment system works well. Imposing a disciplinary method to revert an individual to a lower increment may be possible but would be complex, time consuming and therefore not cost effective. Cash bonuses would be too different and dangerous to control within the context of the police service.
Should team-based performance rewards be used and, if so, to which group (senior, middle, lower or all levels) should they apply and on what basis?	No - not within the police service
Should individual performance rewards be introduced and, if so, to which group (senior, middle, lower or all levels) should they apply and on what basis?	No – again too dangerous in the police service.
Should consideration be given to introducing decentralisation of civil service pay administration for a city like Hong Kong?	Yes. For the police service, ICAC and Judiciary – all of who are independent and have special roles in the administration – they must have their pay, conditions and policies on such - decided by independent and accountable systems. Only by so doing will the cornerstones of the ‘Rule of Law’, their neutrality in politics and Hong Kong’s integrity be protected by these bodies and therefore allow a clean administration to survive.
Should some or all of the current general/common grades staff be departmentalised to facilitate department-based management?	No comment

<b>Questions Raised by the Government Task Force in Phase I</b>	
<b>Item</b>	<b>Comment</b>
If civil service pay administration is to be decentralized, there may be a rather long transition period. How can the standard of service and staff morale be maintained during that period?	Decentralisation is already apparent for the Judiciary (separate pay policy), ICAC (separate pay considerations) and Police (separate PPS). For further changes to be affected, they must be done over the long term in a careful and reasonable manner.
In terms of simplification, is there scope to amalgamate existing grades within broader occupational categories? Is there scope for having flatter organizations with wider span of management control and fewer rank layers?	There is scope to amalgamate a number of the civilian grades.  A flatter organisation within the Police Force is possible but the financial implications will require further exploration.  Neither of these aspects is relevant to the methodology of a Pay Review Mechanism.
Should a formal job evaluation system be introduced and, if so, should this be operated centrally or at department level?	Formal evaluation in terms of a "performance management system" to set the standards and criteria should be in place for all posts.  Only the relevant Department is qualified to do this.  The Police Force has been developing core responsibilities and behavioural indicators for each rank group and for specific job types.  Again this helps with the quality of staff and helps set the initial level of reward but is not relevant to Pay mechanism methodology.
Reducing the weighting attached to educational qualifications as the primary determination of rank or grade in favour of a broader assessment of job demands	The Police Force has been doing this for many years.

<b>Principal Observations from the Consultant (PricewaterhouseCoopers)</b>	
<b>Observation</b>	<b>Comment</b>
Pay and grading reform cannot and should not be implemented in isolation from the broader civil service reform agenda.	<p>Agreed.</p> <p>The pay structure is interlinked with concepts of flattening the organisational structure, amalgamating grades and reassessing the performance management of each rank/grade.</p> <p>This should not be confused with the methodology of the pay assessment mechanism.</p> <p>A trimmer civil service will be cheaper but it does not mean that you pay them less, especially the police service that is always open to corruption creeping in on both an organisational and individual basis.</p>
A long-term view needs to be taken.	<p>Agreed.</p> <p>However the Government's, and particularly the Financial Secretary's, way of communicating possible scenarios to the public and seeking changes through legislation is destabilising the whole process in that the long term view developing is for the Government (the employer) to have total control rather than a fair employer/employee relationship.</p>
Gaining buy-in and commitment to change from key stakeholders is critical	<p>Agreed.</p> <p>However, as above the Government continues to engineer an unfair advantage for the employer. Stakeholder's views are requested but ignored.</p>
A major investment of resources is necessary to build the capacity and commitment required to implement major pay reforms	<p>It only seeks to have the consultancy Company involved in the ongoing development. We should not be seeking such a long-term development process.</p> <p>The initial consultancy document is weak. It contains general research that is available through other documents and the internet. The disproportional amount of material on Singapore is clearly drawn from the large commitment that PWC has there and does not help us to gain any meaningful insights into the pay mechanisms used in other countries.</p>



**Principal Observations from the Consultant  
(PricewaterhouseCoopers)**

<b>Observation</b>	<b>Comment</b>
<p>Making significant changes to pay and grading arrangements, within the context of wider reform, inevitability involves pain as well as gain.</p>	<p>Agreed.</p> <p>We are prepared to go through the pain if there is valuable gain to be achieved. In fact it can be argued that with CS Reform, new recruitment packages, VR and EPP we have done so already.</p> <p>Again there is concern here that the whole process is being undermined by Government to achieve an unfair advantage for the employer.</p> <p>The employee will suffer the pain and the employer will receive the gain.</p> <p>The overall image of Hong Kong will deteriorate in the eyes of overseas investors if this continues.</p>



Overseas Inspectors Association  
Hong Kong Police Force

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Thursday, June 13, 2002

EO Police Force Council Staff Side Secretary  
(Attn. Mrs Jessica LEUNG)  
Staff Relations Group  
Personnel Wing  
Police Headquarters  
Arsenal Street  
Hong Kong

OIA Comments on  
'Interim Report on the  
Review of Civil Service Pay Policy and Structure'

Please note the following comments on the 'Interim Report on the Review of Civil Service Pay Policy and Structure' (Interim Report) from the Overseas Inspectors Association for transmission to Force Management and the 'Taskforce' on Civil Service Pay Policy and Structure. Also attached, as a matter of record, are some of the consultation comments received by this Association from its members. (Refer Folio A).

2. We have also attached copies of communications transmitted by the Police Force Council Staff Side to the administration regarding the this years' pay adjustment by legislation debacle, which we feel may have poisoned any reasonable and impartial debate on the overall pay structure and policy regarding the Hong Kong Civil Service. (Refer Folio B).

3. We feel that discussions on the best way forward for Police Pay Structure and Policy must be based on the following already decided principles about the nature of the police service and its responsibilities.

4. Please note that whilst these cover most of police responsibilities, they do not or cannot cover all. They are not ranked in order of importance.

- The police force must be apolitical.
- The police force is endowed with the maintenance of 'law and order' throughout Hong Kong; as such it provides a stable environment for Hong Kong's success.
- Police officers of all ranks hold the office of constable and have enormous control over the rights and freedoms of all individuals in Hong Kong (and elsewhere) - it is therefore incumbent on all police officers to function without fear or favour, and with the very highest levels of integrity and responsibility.
- Law, internal orders and a strict disciplinary code control the lives of police officers.
- The police force is the 'agency of first and last resort' providing a range of irreplaceable services and support roles to the entire community of Hong Kong and to others overseas.
- The police force is unique in that it is not allowed to form trade unions nor engage in unionist activity by law.
- The police force operates in the following critical areas;
  - Round the clock 'watch and ward' duties throughout Hong Kong every hour, every day and every year; and
  - Round the clock patrol of the HKSAR land and sea borders to protect the integrity of the Territory by interdiction of illegal persons and goods crossing into and out of Hong Kong; and
  - An ever vigilant and highly trained anti-terrorist and internal security role; and
  - Investigation and detection of all types of criminal activity, and in particular the combating of forever-changing crime patterns and threats; and
  - Immediate response to all types of serious crimes and incidents when officers are charged by law to protect life and property, placing their life as a secondary consideration along with the overall well being of their families and relatives. and
  - A ceremonial and prestige role as a modern and disciplined organization representing Hong Kong at home as well as throughout the world.

5. We further highlight that the future of the Force as regards pay structure and policy must make complete reference to the findings of the 1988 (Rennie) Review Committee on pay and conditions of service for the disciplined services. It was from the detailed and extensive investigations and findings of the Rennie Report that the establishment of a separate Police Pay Scale (PPS) was made to reflect the distinctive and special responsibilities of the Hong Kong Police Force.

6. Indeed, the position of the police force vis-à-vis the Civil Service was cemented earlier in 1957 when a policy memorandum issued by a Secretary of State made it plain that; "the police should be treated and regarded as separate from the ordinary civil service".

7. In the thirteen or so years since the PPS was established much has happened as regards the overall role and function of the Hong Kong Police Force. The Force has embraced wide-ranging changes to its culture, structure and composition to fully advance our role and function to better serve the community. This led to the formation and integration of the following new or enhanced police organisations;

- The setting up of 'Service Quality Wing' encompassing customer care, complaints investigation, customer satisfaction surveys, internal surveys and media services
- The formation of 'Information Technology Branch' to provide research, acquisition of computer, communications and information technology to enhance the service the force provides both externally and within the organisation.
- The formation of numerous dedicated crime investigation units such as the;
  - 'Child Protection Policy Unit' linked to dedicated criminal investigation formations in all regional formations targeting child abuse and criminal activity involving woman and children;
  - The formation of a 'Computer Crime Section' to combat the every more sophisticated internet and computer related criminal activity rampant throughout the world
  - The 'Advanced Crime and Technology Unit' to allow DNA profiling and improved forensic evidence handling and application.

8. Linked to this have been profound changes to our service culture to better reflect our crucial role in serving all people and sectors of the Hong Kong Community. In the midst of these changes we have undergone major overhauls and restructuring to enhance productivity and gain even more from the resources that we are allocated. In fact the Hong Kong Police Force has been at the forefront of these sweeping enhancements to service culture and fiscal accountability under the Enhanced Productivity Programme (EPP).

9. In a fast changing world the Force now boasts an impressively modern and forward thinking raft of strategies and infrastructure to better attain its primary function of protecting and serving the people of Hong Kong.

10. As mentioned in the "Interim Report" at page 19 under 'Separate Arrangements for the Disciplined Services': -

"The general trend appears to be to provide separate pay arrangements for those Disciplined Services equivalents where the right to strike or take industrial action has been removed ... and where there is a perceived need to ensure that pay determination is independent of Government and undue political interference"

11. We supplement this assertion by stating that the present debacle surrounding the 'pay adjustment by legislation' in 2002 is a clear example of police officers being drawn into the political arena and being targeted for pay reductions. As a result they have been drawn into political considerations that may impact upon their impartiality as officers of the law. The police must be allowed to maintain their neutral political stance.

12. Under the Police Force Ordinance Cap. 232, Section 8, police officers are specifically excluded from being allowed to form trade unions. This recognizes the distinctive nature of the Police Force as regards its role and responsibilities. This is best illustrated in an extract from a submission to the 1988 (Rennie) Review Committee on pay and conditions of service for the disciplined services, which stated: -

"... The Police Force must be treated differently and separately from the rest of the Civil Service in the manner by which the negotiation for and determination of its pay and conditions of service are performed."

[Paragraph 30.4 of Force submission to the Review Committee]

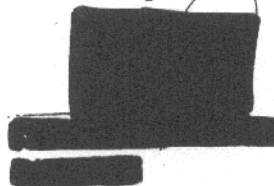
13. In addition to the distinct characteristics of Police work, one overriding principle emphasized by the 'Rennie Committee' was the political neutrality of the Force, and in particular the restrictions placed on officers against striking or becoming involved in political activities.

14. We believe that the time is now here for the Police Service to be separated for the 'ordinary civil service' by more than just a 'police pay scale' but by the establishment of a totally independent police pay review mechanism. This is alluded to in the Interim Report and appears the only logical move forward if Hong Kong expects to improve and build on the cornerstones of an apolitical police force upholding the rule of law.

15. The future structure must make reference to the following key requirements;

- Political neutrality of the force must be protected by a separate pay structure and pay review mechanism;
- This pay review mechanism must include the 'Police Force Council - Staff Side' and the those in fiscal control;
- Consultations and negotiations on pay, structure of pay and any changes to allowances and related benefits between the Police Force and the administration must be conducted in a dignified and confidential manner away from the glare of media coverage to ensure that security and political considerations are balanced. This will still require the scrutiny of the Legislature in order to ensure proper accountability and control.

16. Lastly, in order to answer some of the questions raised by the 'Interim Report' we have additionally included a table briefly summarizing our feelings and comments on such questions, most of which are already highlighted and emphasized above. (Refer Folio C).



Overseas Inspectors Association

Copied

Commissioner of Police  
(Attention; Chief Superintendent of Police, Staff Relations)  
Hong Kong Police Headquarters  
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Joint Secretariat for the Advisory Bodies on  
Civil Service and Judicial Salaries and Conditions of Service"  
Room 701, 7th Floor  
Tower Two, Lippo Centre  
89 Queensway  
Hong Kong



Overseas Inspectors Association

Hong Kong Police Force

Consultation comments received by members of the OIA.

2002-06-03 13:09

To: [REDACTED] /POLICE/HKSARG  
CC:  
Subject: Force-wide Consultation Exercise  
The Administration's Review of Civil Service Pay Policy and System  
- OIA Submission



Overseas Inspectors' Association, Hong Kong Police Force.

## Force-wide Consultation Exercise

### The Administration's Review of Civil Service Pay Policy and System

All OIA Members,

Your further comments are now sought on the Consultation Paper on the 'Review of CS Pay Structure and Policy'.

This is an critical matter and in the main separate from this years pay adjustment exercise. That stated, it is actually far more important - in that any proposed changes to pay STRUCTURE and POLICY will have major long term implications for all police officers.

Your views are therefore very important.

Please reply by the 21st June.

To make your comments please click on the following link - 

[REDACTED]  
[REDACTED] OIA

(To access the OIA ICe please click on )

Please further note that you can also send your views directly to the Review TASKFORCE at;

Joint Secretariat for the Advisory Bodies on  
Civil Service and Judicial Salaries and Conditions of Service

Room 701, 7th Floor  
Tower Two, Lippo Centre  
89 Queensway  
Hong Kong



## Submission on Police pay review

### Consultation Paper

I am writing this in response to your invitation to forward views and comments on the Interim Report and Consultation Paper of the Task Force on Review of Civil Service Pay Policy and system.

2. My comments refer only to Police pay, not Civil Service pay in general. I am not in a position to comment on the rest of the Civil Service.

3. It is my contention that since the nature of Police work is so different to the rest of the civil service, that conditions of service (including pay) for the Police should not be considered in the same way as the rest of the Civil Service.

4. The points considered below are therefore those on which I believe the Police differ from the civil service, and which may not have been given the consideration they need. I will not comment on matters which are apparently common to the Police and the rest of the Civil Service.

### The Danger of Corruption

5. One of the basic principles on which the consultation paper is built is that 'Civil Service pay should follow not lead the Private Sector'. This basic principle leads inevitably to comparison with pay given to other 'comparable' jobs in the private sector.

6. Whilst there may be a case for taking such an approach in the rest of the Civil Service, the basic principle is completely wrong in respect of the Police Force. If the basic principle is wrong, everything that flows from it, no matter how good the work, will be wrong too.

7. The reason the principle is wrong is that the objective is wrong.

The implied objective of such an approach appears to be something to do with 'fairness' or 'equity' with other (broadly similar) occupations.

8. The objective, in considering pay and conditions in the Police Force, can only be that of having a clean, un-biased and effective Police Force. As is clear from various other Police Forces in surrounding countries, and indeed the (then R) HKP before the late 1970's, by giving a man a badge and a gun, you give him almost unmatched powers of making money, should he decide to do so.
9. And if the Police Officer feels that he is not being properly looked after by the society he is looking after, he will take advantage of those powers.
10. Most, in fact almost certainly all, Police Officers join the Police out of a desire to serve the community (however expressed), not out of a desire to make money. A Police Officer comes from society, and needs to feel part of society. He compares himself with the people with whom he deals on a daily basis, not some theoretical 'peer'.
11. A Police Officer patrols a street full of bars, and sees ordinary people going into them for a drink, and he deals with the resulting alcohol based consequences. If he feels he can't afford to go into a bar for a beer like everyone else, he becomes disaffected.
12. A Traffic Police Officer handles people driving nice new cars. He naturally 'benchmarks' his own situation with those of the other drivers. If 'everyone else'; i.e. 'Society'; the society he is working for and needs to feel a part of, can afford a car, but he cannot, there is no use telling him that his wages are fair in comparison with some, for example, privately employed security guard.
13. Such perceived alienation from 'Society', from his peers, will leave the Police Officer disposed to use the powers given to him to make the money he feels he needs to take his rightful place in it. This is even more important if it appears that 'professional' criminals have a better lifestyle than professional law enforcers.
14. Of course, a Police Officer does not exist in isolation. The

prosecutors and judges with who he deals must be seen to be clean as well. If the perception is that the Police Officer is working so that the prosecutors or judges can make money by 'fixing' cases, then obviously he will see no reason to guarantee their income with his hard work, and will take the benefits himself.

15. The change in the integrity of the Police Force since the 1970's, when the Government, in effect, handed over a badge and a gun and then expected the Police Force to be self financing, has far more to do with front-line officers feeling a proper part of society in that they can afford to, for example have a beer whenever they feel like it and in any bar they feel like, on their pay, than the highly trumpeted effects of the ICAC.

16. There are many examples in this region of under-paid Police Officers making their own arrangements to compensate.

#### The effect of 'short termism'

17. The effect I have considered above can be regarded as the normal, day-to-day effects of a remuneration rate which is seen as fair by a Police Officer.

18. There does, in addition, need to be a mechanism whereby an Officer is sure that his best long-term interests coincide with that of the society he works for.

19. There has recently been a move to change the employment conditions of Police Officers, by for example, using contracts. I am not against contracts as long as they are correctly administrated. If however an officer feels sufficiently uncertain about his chances of long-term employment and security, a fair rate of pay will not be enough; the temptation is to make use of his position today to cover against his lack of income tomorrow.

20. Periodically, a police Officer will be confronted with a situation where the short-term gains could be very large. Being human, he inevitably compares these with his long-term prospects by being honest. Thus, he weighs his expected future earnings, pension, gratuity, housing, holidays or whatever, against the large potential short-term gain. If his long-term

prospects look far inferior to his immediate potential for short-term gain, the Police Force has a problem.

21. This is, to a large extent, a matter of trust; the Police Officer must trust the society (i.e. the government), to keep it's side of the bargain. If the government starts breaching that trust; by unilaterally changing conditions of service for example; the Police Officer will feel that his 'contract', his obligation to keep his side of the bargain, has been negated, and will feel that it may well be prudent to 'make hay while the sun shines'; i.e. to act on short term rather than long term interests.

22. Having said that however, there is also a corresponding need for the Police Force to be able to get rid of Officers who have been compromised, or in whom confidence has been lost, as quickly and cleanly as possible. Recent experience suggests there are problems in this area, although they have to be balanced against the need to ensure that any such termination is seem to be just.

#### Performance based pay

23. There have also been proposals to link performance to pay. This is a far more difficult thing to do in the Police Force than in a private company, where, after all, the bottom line is easy to see in terms of profit or loss.

24. The problem with trying to use performance pay for the Police Force is that all possible performance indicators are only very indirect and approximate indications of how well the Police are doing.

25. That is because if the Police are working properly, most of their success should be measured by what doesn't happen. It is not possible for example, to measure the crime that doesn't happen; the ability of the average citizen to go about his normal business which is taken for granted by most of Hong Kong's population, or the investments which are made or not made because of confidence in the stability and predictability of Hong Kong's society which is underpinned by the Police Force.

26. So, whatever method of performance indicator is chosen would rapidly become a self-fulfilling end in its-self. If for example, productivity was measure by passing more files around faster, more files would be passed around faster. If it was measured by arresting more people or issuing more tickets, more people would be arrested or more tickets issued. Such activities would have no correlation with the ultimate requirement that Hong Kong has of it's Police Force however.

#### The need for rewards other than promotion

27. There is one final matter I note in respect of the Police Force remuneration system, and this is an area which it does appear that the example of the private sector could usefully be learned from.

28. The Police Force has a notably sclerotic and very formal rank based system, which means, after a few years of increments, the only way that a Police Officer's contribution to the force can be recognised and rewarded is by promotion.

29. This leads to distortions in a similar way to ill-considered performance indicators, in that the performance that is rewarded is behaviour aimed at promotion rather than aimed at doing the best possible job of being a Police Officer. This also leads to the well-known outcome of 'promotion to the level of one's incompetence'.

30. I do not have an answer to this problem, but would suggest that, since the private sector is not so hidebound, this may be one area where their experience could be successfully copied. Overlapping salary scales between different ranks may be a possible start.


#### Conclusion

31. To conclude; I would suggest that the Police Force is quite different to both the private sector and the rest of the Civil Service, and this difference should be kept at the forefront of any considerations about pay and conditions relating to the force.

# Response

to Main Document

**Subject:** Contract

**Response to:**  Force-wide Consultation Exercise  
The Administration's Review of Civil Service  
Pay Policy and System

**POLICE/HKSAR**

**G**

06-05 11:26

**Category:** Comments, Consultation, Members Issues, Salary and Allowances

A couple of comments, one's which, no doubt, will have already been mentioned.

I am employed on Contract terms, that being an agreement between the employer and the employee. The contract sets out terms and condition for a fixed period of 3 years. I am aggrieved that these components of that contract can be changed by legislation. Therefore the contract agreement is only good for such time that no legislation is enacted. The 3 year agreement is a meaningless period of time as legislation could be enacted at any time during the 3 years. Why bother to have the contract if any of the terms and condition can be changed. I also join the many other civil servants fears that other terms and conditions can be and will be amended easily and all within a so-called contract period. If terms and conditions want to be amended by the Government to be enacted on the next contract, then this is a different matter. I then have the notice, the forewarning and choice to accept or decline such an offer. A contract is a contract and is required to be followed and honored by both parties.

Section 8 of the PFO prevents Police Officers from being members of a trade union, etc. This is an essential element for a stable society and the continuation of law and order. Other civil servants, as well as employees in the private sector, enjoy the right to belong to such a union. They have the right to negotiate and arbitrate for pay, terms and conditions. If aggrieved, strike action can be taken. Police do not enjoy this option and cannot negotiate such terms. Yet, we are told that we need to come into line with the private sector by the reduction in pay. But we cannot come fully into line due to Section 8. The Police Service is individual and should be treated on an individual basis. It is against the spirit of fairness that the Police must comply with both Section 8 and the pending legislation, but have no avenue to negotiate their pay.

In times of economic success, the private sector enjoy pay rises on a very frequent basis. The civil service how ever have certainly lagged behind and always plays catch-up. However, this seems to be reversed during a downturn in economics and we are quick to receive pay adjustment. This proposed pay cut basically negates the singular pay rise and 2 pay freezes over the last few years.

The work and responsibilities of the Police cannot and must not be compared to that of other civil servants, office assistants, cleaners, garden workers, guards, etc. Accordingly, the pay structure and justifications must be assessed differently. The Police must defend these principles as vigourously as possible. Overall morale, efficiency, confidence and professionalism is at stake.


Thank you.

  
SIP 

# Response

to Main Document

OLICE/HKSARG  
04-30 08:01

Subject: Interim response required  
Response to:  Request for Views Pay Review Task Force  
Category: Consultation, Salary and Allowances

██████████, if the other sides have already indicated they will make separate submissions there may be little point in pursuing that avenue, albeit that effort may be duplicated! A month may not be sufficient for such an all encompassing issue if a proper analysis of their findings is expected, none the less the public consultation finishes on 25th May, so there appears to be little choice.

Interim comments may be useful even if they are of a general nature, they may at least stimulate some thought and allow us to produce further points or arguments as time goes on.

Am I right that the Chief Constables in the UK examined the issue of Police having performance related pay some time ago when they looked at performance indicators, etc, and binned it citing the wide disparity in different Policing roles, difficulty in formulating a fair assessment policy, etc.?

In particular in HK perhaps we should be emphasising the potential adverse implications for corruption, etc, that is not to say that other Govt Depts may not be able to go down the flexible performance related pay option, but I am suggesting that there may surely in this case be an argument for Police being treated slightly differently. I know that the administration is unhappy with that and touts the fact that all civil servants should be treated equally, etc, but of course we already have a disparity in entry conditions now.


The fact that our core business is to serve the public, and **not** to make a profit is significant. Cost is a relevant factor but not the be all and end all of our business. Therefore the idea of quantifying our 'success' in financial terms is extremely difficult. How do we compare say a UB officers success or otherwise on a quiet beat with officers working in a busier area? Just a starter.

I think we need to know much more about this, perhaps an early response may well be a series of questions or potential difficulties. Iain

## Response

to Main Document

**OLICE/HKSARG**  
04-30 09:51

**Subject:** Consultation of Civil Service Pay  
**Response to:**  Request for Views Pay Review Task Force  
**Category:** Consultation, Salary and Allowances

I do not believe that one month is sufficient time. A minimum of 3 months is required for a meaningful Interim reply and 6 months for final submissions. This would be a more realistic target.

Personally I believe that the Police should make their own submission. The Police should be breaking away from the other Disciplined Services and Civil Service. They have been hanging onto our coat tails for too long. They gain much benefit from being linked to the Police. The Pay Scales of other Disc. Services are, in my opinion, out of line with their responsibilities. The Police should annually enter into their own negotiations with the Government on pay. In the long run we will be much better off. This move however is unlikely to gain any support from SDG and is likely to cause bad feeling amongst other members of the Civil Service.


Interim Report should be sent in within the month basically stating that time has been insufficient to properly consider the situation. They are trying to rush a major change and it is totally inappropriate.



## Response

to Main Document

**POLICE/HKSARG**  
05-02 11:59

**Subject:** Review of Pay System  
**Response to:**  Request for Views Pay Review Task Force  
**Category:** Consultation, Salary and Allowances

The limited time given for us to respond works against effective Internal Communication and consultation, and is seen as a matter of Political Expediency by the administration in an attempt to ram home changes without caring for the views of their staff.

That being said I have the following initial comments which I would be glad to elaborate on if the administration wish to have a proper dialogue on the subject:

The police Force must be considered separately from other Gov't Servants. The PPS must be maintained in order to prevent a drastic collapse in morale and the insipid re-introduction of corrupt practices.

Senior CS's should be subject to the same pay policy as the middle ranking and junior staff.

Disciplined services other than the Police should have a joint pay scale.

The current pay trend survey system should be kept as a whole, it should not necessarily be binding on either side, but rather be a yard stick to approaching a consensus.

The Gov't's affordability to pay should not be an overriding consideration when approaching pay. This administration must undertake a critical review and audit of all its departments and their core functions in order to cut costs by downsizing. The CS is far too large and need to shed 30% of its staff outside of the core Disciplined Services of the FSD and HKP. At the same time a sales tax, with the exception to essential items such as food, utilities, childrens clothes and education materials should be introduced. A legalization of betting on Soccer and other mainstream sports should be entertained and fiscally prudent measures as introduced in Eire and the UK should be followed. A further widening of the salaries tax base should be made with the halting of CSSA payments to those new arrivals, furthermore, a compulsory medical insurance scheme should be introduced.

CS payscales should be simplified with a reduction in the number of general grades

Team based or any other form of incentive bonus schemes should not be introduced as this would inevitably lead to corrupt and nepotistic practices which would bring the CS into disrepute.

All CS's, whether disciplined or not should be on agreement terms, with existing Pension benefits frozen at an agreed time and date for payment at the normal retirement age.

# Response

to Response

OLICE/HKSARG  
05-02 15:28

Subject: Comments  
Response to:  Review of Pay System  
Category: Consultation, Salary and Allowances

## My comments in blue

The limited time given for us to respond works against effective Internal Communication and consultation, and is seen as a matter of Political Expediency by the administration in an attempt to ram home changes without caring for the views of their staff.

That being said I have the following initial comments which I would be glad to elaborate on if the administration wish to have a proper dialogue on the subject:

The police Force must be considered separately from other Gov't Servants. The PPS must be maintained in order to prevent a drastic collapse in morale and the insipid re-introduction of corrupt practices.

**I agree entirely - it should be possible to argue a logical case for separate consideration - the demands placed on police officers in Hong Kong are of course unique. Considerable work will be required, however, to establish the case based on an objective comparative analysis. There is little point in simply saying we are a special case - we have to say exactly why we believe that to be so.**

Senior CS's should be subject to the same pay policy as the middle ranking and junior staff.

Disciplined services other than the Police should have a joint pay scale.

### Do we need to address that issue?

The current pay trend survey system should be kept as a whole, it should not necessarily be binding on either side, but rather be a yard stick to approaching a consensus.

**It may be worthwhile taking a step back here and asking why the PTS should *not* be kept. The 'Background' section of the Consultation Paper is silent on this issue. Oddly, the Consultation Paper simply states that a Task Force was set up in January to conduct a comprehensive review of the pay policy and system. It does not explain why this was done. Worse still, vague expressions such as "today's circumstances" are used without any explanation whatsoever. If for "today's circumstances" we are intended to read "today's economic misery" then, logically, we should have another review of CS Pay Policy when the economy pulls fully out of recession. This of course would be nonsense.**

The Gov't's affordability to pay should not be an overriding consideration when approaching pay. This administration must undertake a critical review and audit of all its departments and their core functions in order to cut costs by downsizing. The CS is far too large and need to shed 30% of its staff outside of the core Disciplined Services of the FSD and HKP. At the same time a sales tax, with the exception to essential items such as food, utilities, childrens clothes and education materials should be introduced. A legalization of betting on Soccer and other mainstream sports should be entertained and fiscally prudent measures as introduced in Eire and the UK should be followed. A further widening of the salaries tax base should be made with the halting of CSSA payments to those new arrivals, furthermore, a compulsory medical insurance scheme should be introduced.

The expression "affordability to pay" in the absence of a clear definition is meaningless. Some of the figures here sound on the radical side to say the least. Do you have any evidence to support your 30% estimate. If we are going to argue against change for change's sake then I think we should go easy on counter-proposals which also change the fundamentals which make Hong Kong tick - like a sales tax. I really don't think we should be broadening the arguments as far as CSSA to new arrivals either. The more focus the response has, the better.

CS pay scales should be simplified with a reduction in the number of general grades

Team based or any other form of incentive bonus schemes should not be introduced as this would inevitably lead to corrupt and nepotistic practices which would bring the CS into disrepute.

All CS's, whether disciplined or not should be on agreement terms, with existing Pension benefits frozen at an agreed time and date for payment at the normal retirement age.

Not sure what you mean by this. Does this not just complicate the issue further? How does this proposal improve the pay mechanism?

#### Some Additional Thoughts

There seem to be some serious flaws in the methodology adopted by the Consultants. Comparing Hong Kong with large countries could be unhelpful. Hong Kong has often been described as a "corporation". The civil service has always been a linchpin in the infrastructure. The CS has frequently been described as being highly motivated and one of the secrets to Hong Kong's success. Reduce the pay and surely you must reduce the motivation.

Someone once compared the miracle of Hong Kong to the mechanism of a swiss watch and the growing number of well-intentioned meddlers to the plumber who removes the back cover. There is nothing wrong with the watch but the plumber just can't resist the temptation to fix a few of the things that look as though they could be improved upon.



Overseas Inspectors Association

Hong Kong Police Force

Communications transmitted by the 'Police Force Council Staff Side' to the administration regarding the 2002 pay adjustment by legislation issue and its impact on the Hong Kong Police Force.

OIA ICe  
Main Topic

Subject: Letter to Commissioner - Civil Service Pay Cut  
Category: CORRESPONDENCE, LATEST NEWS & EVENTS, Members Issues, PFC

POLICE/HK  
SARG  
03-20 16:33

20 March 2002

Commissioner of Police  
Police Headquarters  
Arsenal Street,  
Hong Kong.

Dear Sir,

### Civil Service Pay Cut

The Staff Associations of the Police Force Council have directed me to communicate to you the disquiet felt by the Associations and their memberships at the unacceptable way in which the Administration is both forecasting and publicising projected pay cuts for Civil Servants, to be introduced in October 2002.

In our view the Administration has ignored all proper consultation and has deliberately undermined the agreed and well-established Pay Trend Survey mechanism, a mechanism we have previously been assured would be adhered to. The repeated pronouncements of senior government officials in this respect, choosing as they have done the media rather than face-to-face consultation, have done much to undermine confidence. Our members are aggrieved at the lack of genuine consensus building.

It is also our view that it is essential that Force Management and the Associations should present a unified position to the Administration in pursuing an exemption from the assumed pay cut. Society recognises the unique and important role of the Force within Hong Kong and this is reflected in the existence of a separate Police Pay Scale (PPS). This, along with the good performance of the Force in service and in productivity improvements in the past few years, does not seem to have been adequately considered or recognised by Government. We believe that through good management the Force can provide sufficient fiscal savings and negate the need for a pay cut either in this fiscal year or in future years.

The Administration should not underestimate the adverse effect on staff morale and stability in the Force if there is a reduction in pay in October 2002. The resentment of staff and their families is expected to grow if there is no effort to explore alternative ways to produce fiscal

savings.

In order to present this unified stance to Government the Staff Associations wish to confer with you in presenting a letter clearly laying down the position of the Force as a whole. We believe that this is the only proper way to approach this extraordinary situation, which has been created by the Administration. We look forward to working together to move the Force as a whole beyond the damage that any reduction in pay would bring to all members of the Force, and in particular to our front-line constables.

Yours sincerely,

( [REDACTED] )  
Principal Staff Side Spokesman  
Police Force Council Staff Side

c.c.

Chairman SPA	Attn.: [REDACTED] ( [REDACTED] )
Chairman LIA	Attn.: [REDACTED] ( [REDACTED] )
Chairman OIA	Attn.: [REDACTED] ( [REDACTED] )
Chairman JPOA	Attn.: [REDACTED] ( [REDACTED] )

**PFC Staff Side Representatives**

[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]

**Staff Associations Representatives**

[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]



協會檔號 OUR REF: (46) in SS/C 1/12 Pt. 7

來件編號 YOUR REF:

**URGENT BY FAX AND POST**

30 May 2002

Mr. Tung Chee-Hwa  
Chief Executive  
Hong Kong Special Administrative Region  
People's Republic of China  
c/o Office of the Chief Executive  
5/F, Central Government Offices, Main Wing,  
Lower Albert Road,  
Hong Kong.

Dear Mr. Tung,

**Formal Request from Police Force Council  
for Chief Executive  
to Invoke an Independent Committee of Inquiry  
Regarding the 2002 Civil Service Pay Adjustment**

The Staff Side of the Police Force Council has directed me to communicate to you their total dissatisfaction at the Administration's handling of the 2002 civil service pay adjustment. As a result of this the Police Force Council Staff Side has not submitted a pay claim for this year.

To date the Administration has demonstrated a complete disregard for our views. Instead the Administration is determined to shake the stability of the Civil Service by bulldozing the Public Officers Pay Adjustment Bill (the Bill) through the legislature with unseemly haste and with no regard for proper consultation, reasonableness nor recourse to established procedures.

The intention by the Administration is to force through the Bill by the legislative process, which is a serious deviation from the existing pay adjustment mechanism and in possible conflict with the Basic Law, and as such is unacceptable. This debacle has shaken our trust in the Government as a reasonable and responsible employer.

SUPERINTENDENTS'  
ASSOCIATION



LOCAL INSPECTORS'  
ASSOCIATION



OVERSEAS INSPECTORS'  
ASSOCIATION



JUNIOR POLICE OFFICERS'  
ASSOCIATION



Based on the lack of consultation with the Staff Side, the less than sincere actions by the Secretary for the Civil Service in pursuing such hasty draft legislation and the oppressive manner in which it is being implemented, the Staff Side feels that such activity is contrary to the goals of consensus, stability and conciliation.

We the Police Force Council Staff Side now formally record that we have no confidence in the Secretary of the Civil Service.

The Police Force Council Staff Side therefore formally calls for a Committee of Inquiry to be quickly established to resolve this serious impasse. Such Committee is provided for under the present mechanisms and appears a logical vehicle to help resolve the present break down in communications between the Administration and ourselves. We feel that as has been employed on previous occasions that an individual of good standing should chair the Committee of Inquiry with judicial training from a background that closely follows the traditions and methodology of a British based civil service.

By this action we earnestly hope that the present highly unstable, untenable and unhealthy situation can be defused and the issue resolved in a constructive and professional manner.

Yours sincerely,

( [REDACTED] )  
[REDACTED]  
for Police Force Council Staff Side

c.c.

Secretary for Civil Service  
Staff Side Chairman  
Staff Side Chairman  
Staff Side Chairman

Senior Civil Service Council  
Disciplined Services Consultative Council  
Model Scale 1 Staff Consultative Council

Chairman SPA  
Chairman LIA  
Chairman OIA  
Chairman JPOA  
Commissioner of Police

Attn.: [REDACTED] ([REDACTED])  
Attn.: [REDACTED] ([REDACTED])  
Attn.: [REDACTED] ([REDACTED])  
Attn.: [REDACTED] ([REDACTED])  
Attn.: [REDACTED]





Overseas Inspectors Association

Hong Kong Police Force

A summary of comments by the OIA  
on questions raised by the 'Interim Report'

Review of Civil Service Pay Police and System  
Comments by Questions Raised by the OIA

**Questions Raised by the Government Task Force in Phase I**

Item	Comment
<p>Should there be a Major overhaul of the Civil Service Policy and System with more emphasis on performance-pay, clean wage policy and building more flexibility for adjustment.</p>	<p>Yes in principle there should be. The employer rather than the employee should indicate what the adjustment should be and justify it.</p> <p>It is appreciated that in HKSAR there may be difficulties in absorbing or eliminating separate allowances, but where possible the 'clean' wage idea should be pursued, without any overall diminution of the position of civil servants.</p> <p>Within this however the Police Force must be treated separately, similar to the Judiciary, in light of the special and apolitical nature of police work and structure. This is further underpinned by the fact that the Police Force is legally barred from forming unions or taking industrial action.</p>
<p>Should senior civil servants be subject to a pay policy, which is different from that of the middle-ranking and junior ranks, placing more risk/award factors on the former?</p>	<p>In principle this could work, but with so many Departments in the HKSAR this may be too complex to achieve. Where could the line be drawn demarcating this level of seniority? Divisiveness would set in and undermine the image of a "performance-orientated culture" in HK.</p> <p>Perhaps this should only be considered for the very top echelon of posts.</p>

<p>Should the disciplined services' pay be treated differently from the rest of the civil service?</p>	<p>As stated above and as stated by the 'Rennie Committee' on Pay in 1988, the police force <u>must</u> be treated totally separately from other disciplined services and indeed the ordinary civil service.</p> <p>It is abundantly clear that because of the job nature and the fact that the Police Force is the first and last line of resort for the Government, it must therefore be considered a special case and the Police Pay Scale should be maintained.</p> <p>To protect the political neutrality of the police force it should not only have a separate police pay scale but also one that is decided by a totally independent pay review mechanism. This is mentioned in the 'interim report'; and requires to be explored further.</p>
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<p>Should we adhere to the principle of broad comparability with the private sector and continue to conduct regular pay level, pay structure and pay trend surveys to ensure that civil service pay remains competitive?</p>	<p>As has been stated on many occasions, in various reports and deliberations it is extremely difficult to equate civilian workers to those of the police service. That stated some comparison and review mechanism is required. It is suggested that the PTS be reviewed and updated to allow it to responsive to fluctuations in comparable pay policies that may impact the pay of police officers.</p>
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<p>Or should Government's affordability to pay be an over-riding consideration in pay adjustments?</p>	<p>Affordability should be a factor and this is directly linked to the employer making the first offer rather than the employees.</p> <p>It should not be the over-riding factor. In particular when it comes to questions over SECURITY, LAW and ORDER.</p> <p>Officers require long term job security as they cannot switch employers as easily as in the private sector. However, if pay does not stay competitive the brightest officers will be forced to switch. When they do they take their experience with them, which can take years and considerable investment to replace.</p>
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<p>What features of the existing pay policy and system should be retained to ensure stability and morale of the civil service.</p>	<p>As stated the PTS requires to be enhanced and updated, with a new dedicated PTS re Police introduced</p> <p>Chapter Two of the 'Interim Report' outlines the difficulties experienced in formulating the current system, which appears to be based on concepts and expectation rather than scientific/measurable data.</p> <p>We need:</p> <ul style="list-style-type: none"> <li>- An agreement not to go outside the system;</li> <li>- Fair evaluations of grades/ranks;</li> <li>- Benchmarking with the private sector to achieve competitiveness;</li> <li>- Legal guarantees</li> </ul>
<p>Should flexible pay ranges be introduced into the Hong Kong civil service to replace fixed pay scales? If so, should they apply only to senior civil servants or the entire service, including both the civilian grades and the disciplined services?</p>	<p>This may work in the private sector but it would be very dangerous for the police service.</p> <p>Favouritism, corruption and elitism must be avoided and variable pay ranges for different units, formation or officers of the same grade – doing slightly different jobs would result in serious conflicts. In any event experience overseas suggests pay ranges are difficult to manage, are divisive and do not bring improvements in efficiency.</p> <p>As stated the police service should have its own pay scale (PPS) and linked review mechanism.</p>
<p>Is the existing pay adjustment system still regarded as fair by both civil servants and the public, which they serve? Would another mechanism serve this purpose just as well, or better?</p>	<p>It is fair but slow. As it does not take immediate effect the public does not see it as being fair. The 2001 pay rise was two years behind the private sector slow down and the readjustment downwards in 2002 demonstrates that the system needs to be modified.</p>

<p>Is there merit for elements of performance pay to be incorporated into civil service salaries?</p>	<p>Not many and perhaps only at the very senior levels.</p> <p>The current increment system works well. Imposing a disciplinary method to revert an individual to a lower increment may be possible but would be complex, time consuming and therefore not cost effective.</p> <p>Cash bonuses would be too different and dangerous to control within the context of the police service.</p>
<p>Should team-based performance rewards be used and, if so, to which group (senior, middle, lower or all levels) should they apply and on what basis?</p>	<p>No - not within the police service</p>
<p>Should individual performance rewards be introduced and, if so, to which group (senior, middle, lower or all levels) should they apply and on what basis?</p>	<p>No – again too dangerous in the police service.</p>
<p>Should consideration be given to introducing decentralisation of civil service pay administration for a city like Hong Kong?</p>	<p>Yes. For the police service, ICAC and Judiciary – all of who are independent and have special roles in the administration – they must have their pay, conditions and policies on such - decided by independent and accountable systems.</p> <p>Only by so doing will the cornerstones of the 'Rule of Law', their neutrality in politics and Hong Kong's integrity be protected by these bodies and therefore allow a clean administration to survive.</p>

<p>Should some or all of the current general/common grades staff be departmentalised to facilitate department-based management?</p>	<p>No comment</p>
<p>If civil service pay administration is to be decentralized, there may be a rather long transition period. How can the standard of service and staff morale be maintained during that period?</p>	<p>Decentralisation is already apparent for the Judiciary (separate pay policy), ICAC (separate pay considerations) and Police (separate PPS). For further changes to be affected, they must be done over the long term in a careful and reasonable manner.</p>
<p>In terms of simplification, is there scope to amalgamate existing grades within broader occupational categories? Is there scope for having flatter organizations with wider span of management control and fewer rank layers?</p>	<p>There is scope to amalgamate a number of the civilian grades.</p> <p>A flatter organisation within the Police Force is possible.</p> <p>Neither of these aspects is relevant to the methodology of a Pay Review Mechanism.</p>
<p>Should a formal job evaluation system be introduced and, if so, should this be operated centrally or at department level?</p>	<p>Formal evaluation in terms of a "performance management system" to set the standards and criteria should be in place for all posts.</p> <p>Only the relevant Department is qualified to do this.</p> <p>The Police Force has been developing core responsibilities and behavioural indicators for each rank group and for specific job types.</p> <p>Again this helps with the quality of staff and helps set the initial level of reward but is not relevant to Pay mechanism methodology.</p>
<p>Reducing the weighting attached to educational qualifications as the primary determination of rank or grade in favour of a broader assessment of job demands</p>	<p>The Police Force has been doing this for many years.</p>

**Principal Observations from the Consultant  
(Price Waterhouse Coopers)**

Observation	Comment
<p>Pay and grading reform cannot and should not be implemented in isolation from the broader civil service reform agenda.</p>	<p>Agreed.</p> <p>The pay structure is interlinked with concepts of flattening the organisational structure, amalgamating grades and reassessing the performance management of each rank/grade.</p> <p>This should not be confused with the methodology of the pay assessment mechanism.</p> <p>A trimmer civil service will be cheaper but it does not mean that you pay them less, especially the police service that is always open to corruption creeping in on both an organisational and individual basis.</p>
<p>A long-term view needs to be taken.</p>	<p>Agreed.</p> <p>However the Government's, and particularly the Financial Secretary's, way of communicating possible scenarios to the public and seeking changes through legislation is destabilising the whole process in that that the long term view developing is for the Government (the employer) to have total control rather than a fair employer/employee relationship.</p>
<p>Gaining buy-in and commitment to change from key stakeholders is critical</p>	<p>Agreed.</p> <p>However, as above the Government continues to engineer an unfair advantage for the employer. Stakeholder's views are requested but ignored.</p>

<p>A major investment of resources is necessary to build the capacity and commitment required to implement major pay reforms</p>	<p>This is meaningless consultancy jargon.</p> <p>It only seeks to have the consultancy Company involved in the ongoing development. We should not be seeking such a long-term development process.</p> <p>The initial consultancy document is weak. It contains general research that is available through other documents and the internet. The disproportional amount of material on Singapore is clearly drawn from the large commitment that PWC has there and does not help us to gain any meaningful insights into the pay mechanisms used in other countries.</p>
<p>Making significant changes to pay and grading arrangements, within the context of wider reform, inevitability involves pain as well as gain.</p>	<p>Agreed.</p> <p>We are prepared to go through the pain if there is valuable gain to be achieved. In fact it can be argued that with CS Reform, new recruitment packages, VR and EPP we have done so already.</p> <p>Again there is concern here that the whole process is being undermined by Government to achieve an unfair advantage for the employer. The employee will suffer the pain and the employer will receive the gain.</p> <p>The overall image of Hong Kong will deteriorate in the eyes of overseas investors if this continues.</p> <p>Effective management should reduce the pain. The VR is a successful example.</p>



# 香港警察隊員佐級協會



## 公務員薪酬政策及制度檢討

### 意見書

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## 目 的

1. 本報告書是香港警察隊員佐級協會就公務員薪酬政策及制度檢討提交的意見。

## 前 言

2. 二零零一年十二月十八日，行政會議建議，行政長官指令：當局邀請公務員薪俸及服務條件常務委員會(薪常會)，聯同紀律人員薪俸及服務條件常務委員會(紀常會)和首長級薪俸及服務條件常務委員會(首長級常委會)，全面檢討公務員薪酬政策及制度；同日公務員事務局局長致函邀請三個諮詢組織全面檢討公務員薪酬政策及制度。
3. 二零零二年一月四日，三個諮詢組織舉行聯席會議，席上決定接受公務員事務局局長的邀請，並成立專責小組執行上述任務。專責小組第一次會議決定委聘外間顧問，就五個發達國家(澳洲、加拿大、新西蘭、新加坡和英國)的公務員薪酬結構及改革和管理方面最新發展，收集資料，進行分析，研究可能適用於香港的地方，其間須顧及香港公務員薪酬政策及制度的歷史和發展。研究範圍如下：
  - (a) 普遍採用的薪俸政策、薪酬制度及薪酬結構；
  - (b) 以薪幅取代固定薪級的經驗；
  - (c) 薪酬調整制度和機制；
  - (d) 推行表現為本獎勵制度以激勵員工的經驗；以及
  - (e) 把薪酬管理工作精簡及下放的經驗。
4. 當專責小組完成中期報告及進行諮詢後，專責小組會審議研究結果及考慮社會各方意見，透過三個諮詢組織向當局提交有關這項研究分析報告，然後建議第二階段檢討工作的性質及時間表。

## 警隊與本會立場

5. 警隊管方全力支持整個檢討過程，以期改善現時的制度。管方與四個職方協會已為此多次接觸，交換意見。管方已一再強調會透過廣泛諮詢，全面考慮警隊全體人員的意見，並把蒐集所得的回應及意見充分向專責小組反映，以及在警隊日後向專責小組和政府提交意見時，管方將會致力強調香港警務處的立場，即警隊在作為『最首要同時亦是最後倚傍力量』方面，實在扮演獨特及不能替代的角色，其地位應獲得適當的肯定和回報。
6. 香港警察隊員佐級協會一致同意及支持警隊管方的立場，儘管如此，本會對專責小組就五個範疇作為檢討研究範本，是否能夠真正達到檢討的理想目標，甚感疑惑？專責小組選擇澳洲、加拿大、新西蘭、新加坡和英國等五個國家為研究對象，這五個國家除了與香港的公務員體制同出一轍外，他們在過去的公務員薪酬政策及制度檢討上，是否成功或曾否失敗？並沒有作出任何交待。這些問題在進行檢討研究時值得專責小組考慮和探討！無論檢討的方向如何，本會認為特區政府必須以擁有一支穩定、廉潔和有效率的公務員隊伍為目標，以便更有效管治香港。
7. 在進入回應諮詢前，我們必須了解警務人員的工作性質。自 1980 年代中期以來，警隊所提交所有意見的要旨，均在爭取外界認同警隊所扮演角色及職責的獨特性。

## 警務人員職責範圍

8. 香港法例(第 232 章)《警隊條例》第 10 條：「警隊的責任」詳列每一名警務人員的責任。警務人員大部份工作在維護香港的社會秩序、內部保安及打擊罪案。除執行以上所規定廣泛的職務外，更要協助其他政府部門採取執法行動及進行法律檢控程序工作，警隊成為最終執法機構。

## 約束警務人員的(紀律)條例

9. 為配合有效率及完善執行各項職務和管理各級警務人員，香港法例(232 A 章)《警察(紀律)規例》第 3 條：「違紀行為」對警務人員的行為有嚴格的紀律規管和懲罰，總括來說共十三項，對規範警務人員的行為及紀律已是非常嚴謹，部分違紀行為更可被控刑事罪行，要面對法庭的審判。
10. 警務處處長根據《警隊條例》(第 232 章)第 46 條所賦予的權力而制訂警察通令匯集了很多命令、工作守則、訓令等等，規限警務人員必須嚴格遵守的行為與紀律，相信在香港公務員架構中，沒有一個職系、隊伍或是私人企業中任何一個工種、職業可以相比及相提並論的。
11. 在本地方面，警隊向政府強調了《警隊條例》已對警務人員作出嚴格的法律約束。英國於 1987 至 1988 年進行一項更高層次的檢討時亦曾強調：  
「從事警隊工作的薪酬與從事任何其他行業的薪酬，根本不能相提並論。」  
〔1988 年 - 艾德偉委員會〕

## 禁止警務人員為職工會會員

12. 根據香港法例(第 232 章)《警隊條例》第 8 條對警務人員在勞工權益上作出了以下的規限，這是任何一個行業、工種所沒有的權利剝奪，而且包括人權法也不保障警務人員這個權利。
  - (1) 警務人員不得成為任何職工會的會員，任何警務人員違反本條的規定，即喪失其繼續為警隊成員的資格。
  - (2) 如有任何疑問關於某一團體是否為本條所適用的職工會，則須由根據《職工會條例》(第 332 章)第 3 條委任的職工會登記局局長決定。
  - (3) 處長可—

- (a) 設立其認為適當而純由警務人員組成的組織；
  - (b) 認可任何純由警務人員組成的組織。
- (4) 處長可就有關全體或任何警務人員的福利及服務條件事宜，向任何該等組織徵詢意見。
- (5) 就本條或任何其他法律而言，根據第(3)款設立或獲認可的組織並非職工會。
13. 警隊在警察通例第六章行為與紀律中禁止警務人員參與政治活動。
- 「政治活動」包括：
- (a) 支持或參與政治團體的政治活動；
  - (b) 非為執行職務而公開發表政治言論(包括向傳播媒介發言)；
  - (c) 派發政治刊物；
  - (d) 為任何候選人的政治觀點或競選政綱宣傳或辯護；
  - (e) 為政治團體拉票或助選。
14. 所以除了警隊工作的獨特性外，當年的凌衛理委員會強調了警隊最首要的原則，便是保持政治中立，尤其是禁止警務人員罷工或參與政治活動的規定。這一點在英國早年檢討其警隊薪酬時亦曾予以強調，其中表示：
- 「(當局)必須就此項規定〔禁止罷工或參與政治活動〕給予足夠的補償，包括現金補償及保障薪酬達到一定水平。」
- 〔1977年－英國警隊薪酬調查委員會〕

### 警隊工作的獨特因素

15. 香港警察的工作與香港公務員隊伍所有職系中，包括其他紀律部隊的工作比較，在很多方面均不盡相同。市民日常生活起居、生、老、病、死都與警察職務息息相關。警察工作是一個全然【付出】的工作；第一它必須輪班；第二它的工作時間超長；第三是工作

本身常帶來的危險性與不可預期性；第四是警察及其家人的生活，為公眾所關注的焦點；第五是在巡邏時，容易造成工作傷害。換言之警察的工作是一項高壓的職業。香港警察隊管職雙方，多年來向政府當局提交意見時，均有反映香港警察隊眾多的工作獨特性因素，可惜至今仍未被接納來釐定香港警察隊自己的獨立薪酬制度，令警隊人員十分氣餒。眾多的工作獨特性因素包括：

(a) 輪班工作

為保護市民生命財產，初級警務人員必須全天候地(不論任何惡劣天氣環境)，擔任巡邏輪班工作，為香港市民提供廿四小時警察服務。

香港警察輪值夜班工作較其他紀律部隊為多。值夜班(通宵)極為辛苦；不僅會影響到正常的睡眠方式，而且使人在休假日和家人在一起時，也難以保持清醒。這種日夜顛倒的生活，睡眠被剝奪，即使是情緒穩定的警察也會有困擾。輪班工作在計劃周末、假日、社交與孩子的學校活動時，顯得特別困難。正常作息時間的朋友及家庭，很難找到與警察家庭共處的時間，友誼也許會因此而逐漸消褪，家庭成員也因此付出額外的代價。這就是警察工作所付出的代價。

(b) 不定時工作

特別在初級警務人員來說，每當在執行拘捕及調查罪案時，為確保證據的連貫性和迅速追捕罪犯，必須不眠不休地工作；亦為執行行動所需而不定時工作。尤其是擔任特別任務、受訓、準備晉升、出庭作証的人員、整個星期都會超時工作，很少有人員只當值四十八小時工作的。

(c) 工作壓力

警察在市民的心目中，代表著政府的權力，因此警察不能犯錯，一有問題第二天一定上頭版新聞，再加評論、批判一番。法例賦予警務人員的權力，執法前線警務人員經常遭受社會人士挑釁，質疑警察權力是否過大，打擊前線警

務人員的士氣，造成沉重工作壓力。

由於警務人員執行法律賦予的職務，因而製訂了極為複雜的職責章令，包括了內部指引、警察通例、警務手冊、交通程序、紀律程序等手冊，再加每一警區/單位為配合工作而製訂的內部訓令。每一人員均必須時刻緊記遵守這些規條。

因此警務人員必須對自己行為負責，經常在不可預知的緊急及沒有支援的情況下，要立即採取相應行動去決定行使武力程度去執行法紀。事後要為決定承擔後果，可能會遭刑事訴訟或紀律處分。其實身為警察，常有許多外界難以想像的難處，雖然警察也是眾多行業中的一環，別的行業能處理的，警察自然也不例外。然而警察工作的特殊性，更使香港警察所面對的壓力更大，身心調適也變得十分困難。

(d) 厭惡性

警務人員執行職務很多時間都要處理厭惡性的工作，例如處理腐屍、污水渠、垃圾站或堆填區搜查証物、搜查或搶救受傷患傳染病人仕等。

(e) 工作危險性高

因工受傷是很常見的職業傷害，較一般職系為高。尤其前線警務人員日常執行職務，隨時隨地都會在毫無預警的情況下，面對生死攸關的局面。許多日常工作上需要喬裝不同類別人仕，搜集証據，舉証罪犯繩之於法。

(f) 制服及裝備的承擔

一名普通的軍裝巡邏初級警務人員每天都佩帶約重 12-13 磅重的槍械和裝備在街道上、樓宇內徒步巡邏，在體能上的承擔是不足外人道。為了維持警察的形象和儀表，每名軍裝巡邏初級警務人員都要為制服的洗熨和皮具的清潔，每月付出\$350 至\$450 的費用。雖然當年凌衛理報告書中表示已經將制服及裝備的保養費用撥入薪酬內，但未有任何



數據支持其論點，職方就這個議題曾長時間積極地向政府當局爭取，最終政府答應，將制服及裝備保養費免稅額提高，今年度免稅額\$2,750。再者，警務人員為了時刻保持良好儀容，每月理髮支出的費用比從事其他行業的人仕為高，從比對上警務人員為了維護香港警察良好形象和儀表作出額外財政承擔殊不公平，這點是值得商榷的。

(g) 法律及社會約束

警務人員除了在當值時受到法律的約束外，下班後亦需要顧及警隊的形象，時刻約束自己的行為。遇見罪案發生，亦要立即採取行動，維持治安工作。

(h) 社會的監管和承擔

自從社會開放，警察工作的透明度提高後，警務人員的行為，隨時會招致市民向投訴警察課和投訴警察事宜監察委員會作出投訴，以及在法庭上接受盤問。不少意見書指出，監管警務人員行為的精密度，在本港各政府部門是獨一無二的。警務人員面對捏造、虛假和惡意的投訴，幾乎是毫無保障。警方在執法起訴時，投訴乃是被控人士常用的報復手法。警務人員亦經常需要承擔超逾所支薪金應負的責任。另一方面，警察往往要承擔其他政府部門的失誤責任，而招致市民的指責。例如，將軍澳墳場的設計和管理是食環署、規劃署和路政署的工作。由於該處路面狹窄，在掃墓期間，市民將安排交通運輸失誤的責任指責警方。我們的薪酬亦不能反映這方面工作壓力的承擔。

(i) 社會歧視

由於警察工作的高危險性、高不確定性、高辛勞性、高污染性以及持續而不定時的緊張，影響個人身心健康，會令警務人員受到社會上某些行業的歧視；例如：警務人員購買保險（包括汽車、人壽、意外、醫療）等，都要支付較一般市民為高的保費，及加上苛刻的條款或拒絕受保。

(j) 招聘及流失方面所遇到的困難

招募一名青年人加入警隊工作，提供昂貴的訓練及支付薪

酬，在畢業後，往往未能適應工作帶來的壓力，不適應輪值工作制度而自行離職。如沒有優厚的薪酬和服務條件，將會在招聘及挽留人手方面遇到的困難。

(k) 激勵及挽留人員方面的問題

很多報告指出，維持一個有效率、忠心的紀律部隊，團隊精神、高昂的士氣是最為重要。在現實社會中，能夠反映工作的合理薪酬是其中一個重要的元素。

(l) 積極進修及學習

面對世界資訊科技急速發展，警隊各級人員需要自我進修學習，認識新知識以對付日新月異「電腦罪行」的工作。

(m) 協助其他政府部門執法

除了執行警務職責外，警隊亦要協助其他政府部門執法或在行動中保護他們，增加警隊人手調配和工作壓力。此類工作，多不勝數。

16. 因此，1988 年就紀律人員的薪酬及服務條件向(凌衛理)檢討委員會所提意見節錄最有效闡析這一特點，該文說：

「……在商議及釐定公務員薪酬及服務條件時，警隊必須與其他公務員職系採取不同及分開的方式處理。」

[警隊向檢討委員會所提交報告的第 30.4 段]

現時的工作因素

17. 政府當局已處理了上述因素中的若干項目，例如訂定了警務人員薪級表、改善宿舍，以及設立了薪酬趨勢調查機制。不過，當中仍存在一些關鍵的「工作因素」把警隊與政府其他職系區分開來。近年來，下列有關對警務工作的承擔，越來越突出警務人員的工作壓力日益繁重。

(a) 維持公眾活動的治安；自回歸以來，各階層的公眾活動有增無減，為確保公眾安寧，警隊不論這些活動合法與否，都以寬忍的態度來抽調人手應付。

- (b) 大型論壇及會議的保安工作；
  - (c) 九一一事件後的加強監察；
  - (d) 與電腦及互聯網有關的罪案；
  - (e) 與收數有關的舉報；
  - (f) 與海外司法管轄區進行聯合偵緝行動。例如：緝毒、打擊色情罪行、非法槍械流入、國際走私活動及非法偷渡案件等。
  - (g) 近來參與更多立法工作；
  - (h) 達到公眾需求日高的期望及高質素服務的目標；
  - (i) 應付以營利為主，嘩眾取寵的傳播媒介；以及
  - (j) 在執法和警告行動中取得平衡。
18. 以上各項增加的工作壓力，警隊只能從現有人手編制中調配人力來應付，根據以往制訂的人手編制指標，未有向政府額外要求增加人手以應付。

#### 評核制度

19. 警隊的評核制度，雖然不敢說是最完善，但我們的評核制度是不停改善，務求充份和真實反映人員的工作表現、才能和個性，達到賞罰分明。
20. 員佐級協會在這問題上，為求達到完善，建議設立評核監察委員會，由一名總警司及警司級人員，負責監察所有警務人員的評核報告，抽查各級的評核報告是否合乎警隊的要求，與及設立制度接受被評核人員所提出的上訴。

#### 晉升制度

21. 警隊的晉升制度，除了考慮個人的工作表現、經驗和年資外，個人的質素至為重要。人員必須在晉升的專業考試合格後，才獲考

慮被推薦。再經晉升面試，經多方面的才能考驗，才可獲得晉升。目前，整個公務員各職系中，只有警隊採取這種前衛和量才而用的晉升制度，令有能者獲得晉升。

22. 現時警隊中的晉升警長專業考試合格的警員人數達九千多名，鑑於近年人手編制未能增長，近年晉升警長的名額只維持平均每年二百至二百五十名左右。而晉升的警長及警署警長的年資頗深與及年齡較大，因而影響可選派參加機動部隊的警佐級人數，(因為機動部隊的受訓必須有良好的體格及較年青為佳)。加上警隊現時的招募情況來看，新入職的警員教育程度，大部份達到大專程度或以上，相應地他們的年紀較大，所以這些人員對晉升前景必須給予期望，由於目前所規範的條件下，在這十年間晉升的困難是可預見的。同時，在競爭上新入職的人員是沒有一個肯定的目標可定。本會希望工作小組留意這問題對警隊將來的影響。
23. 公務員事務局在 1999 年的改革制度上，新入職者不是長俸公務員，他們是採用公積金制，當他們感到前途灰暗時，便會在毫無顧慮的情況下離職。
24. 一個有效率、有經驗的警隊必須維持不同年資、經驗的警務人員比例，避免年齡斷層的出現。再者，一名成熟的警員，必須經過五至七年的時間吸收工作經驗，方能成熟，獨立和有效地處理應付日常的警務工作需要。但培訓一名成熟的警員，是要投入不少訓練資源的，所以必須在挽留人手方面作出改善。
25. 員佐級協會有見於此，謹向政府薪酬政策及制度檢討工作小組作出以下的建議：
  - (a) 跟隨世界各地警隊的潮流，取消直接向外招聘督察級人員，改為由員佐級警務人員中作內部選拔提升；
  - (b) 採取見習方式，使更多有潛能的警署警長有機會晉升督

察，而且更加節省在訓練上的資源；

- (c) 採取星加坡警察的制度，加設見習警長職級，給予有潛質和升級專業考試合格的警員機會獲得委任，此見習期以三年為期，其薪酬以高級警員兩個薪酬點為原則，這樣亦不大影響財政的支出，因為最終他們在警員職級內亦可得到這兩個薪酬點。同時在這期間，這些見習警長必須繼續參加整體警員的晉升面試制度才可獲得晉升實授警長階級的職位。

26. 以上建議的主要理據是現在和新入職的初級警務人員的教育水平和經驗大部份已經符合警隊要求，加上社會風氣，很多初級警務人員都積極進修，警隊內部亦加強培訓。所以本會認為，在現有環境及條件下，我們應該給多些機會予初級警務人員，發展他們以警隊為終身職業的概念，藉此挽留人材，激勵士氣。

#### 保衛香港特別行政區內部安全的職責

27. 雖然香港駐有守軍，但只限於對外的軍事防禦，為了有足夠的能力應付各項內部保安工作，初級警務人員都必須接受某些與軍隊相似的艱苦訓練和工作。更須擔任反恐佈活動、邊界巡邏、堵截非法入境者和防止入境犯罪的工作。亦要承擔香港特別行政區內部保安事務責任。

#### 警務人員的健康水平

28. 香港警察的值勤方式是以徒步巡邏為主，輔以機動巡邏，與世界各地的警察的值勤方式比較，較為少有。但這種方式亦是香港治安穩定上最為有效。但徒步巡邏對身體的勞損最大，加上刻苦訓練、輪值、工作壓力等等，步入中年的警察的健康水平是較差的。但香港未如其他先進國家，為警察設立專門醫院，為人員提供適當的醫療保障。據非正式統計指出，香港警察的平均壽命是較香

港市民的平均壽命為短，警察員佐級協會曾多次要求政府就這個問題作正式統計，但政府恐怕結果令警隊在招募上產生困難而拒絕。因此，在這次的檢討上，協會強烈反映這個問題。

## 理想

29. 警隊多年來應付社會日益俱增的工作壓力，不斷改善工作環境，推動人員的士氣以應付社會的訴求，從服務質素、服務承諾、資源增值等多項措施以來，期望為香港市民提供優質的警察服務，成績是有目共睹的。警隊並未自滿，制定理想，以警隊的抱負、目標和價值觀作為每一位警務人員的座右銘，藉此來推動人員的士氣努力服務社群。

## 中期報告的回應

30. 專責小組就指引完成中期報書及撰寫五個研究範疇的一些問題，邀請各界人士提供意見。香港警察隊員佐級協會基於會員的訴求就這些問題作出以下回應：
- (a) 薪酬政策、制度及結構無論作出任何的改變，都不應該與「基本法」有任何抵觸；
  - (b) 從警隊的獨特性、工作、責任和壓力的承擔來看，警隊薪酬的政策，應可獨立於其他公務員，政府應考慮設立一個專責的委員會負責警隊的薪酬事宜；
  - (c) 如果引入彈性薪幅制度，協會認為可以參考星加坡政府的做法，以額外資源作為彈性薪幅，絕對不能夠從現在的基本薪酬內扣除作為彈性薪酬；
  - (d) 完全支持把薪酬管理工作下放部門的構思；及
  - (e) 對工作小組所提出「薪效掛鉤」的問題，本會在1999年交給政府對公務員改革的意見時，已強烈反對這個建議。警隊的工作絕對不宜設立「薪效掛鉤」這個制度。

31. 任何政策的改變與改革，必須以改良或改善作為出發點，不可為着改變而作改變，亦必須參考他國成功的經驗。公務員向市民所提供的服務是不能夠與私營機構相提並論，亦不能以市場利潤作為依據。
32. 現時政府所訂下的每年薪酬機制調查制度，本會十分支持這個機制內所做的調查工作。同時這個機制的調查範圍是能夠全面反映出香港大多數僱員的薪酬實況，其得到的調查數字亦與香港僱主聯會調查數字差距不大。而且最終的決定是掌握在政府自己的手中，並非如一些立法會議員的批評，有關數字不能跟貼市場的實際情況。
33. 今年度政府與公務員的爭拗問題並非存着任何對調查結果及機制的否定，而是政府單方面以立法形式改變以往管職雙方所協商的規定。本會認為薪酬政策及制度工作小組應繼續沿用此機制作為每年薪酬調整的範本。可以再研究加入一些其他較實際的相關意見，例如中小企業的僱員薪酬情況、社會民生的趨勢給政府考慮，最後，政府是可以沿用現時所訂下的「全面考慮各種因素」的條件才決定該年度的公務員薪酬調整數字。
34. 二千年代是資訊科技發達年代，本會支持政府在人力資源上應全面重新評估各職級及工種的實際需要，精簡架構及避免浪費資源。趁此次檢討去蕪存菁是一個好時機，但必須顧及現有公務員的感受，畢竟現職公務員曾為香港政府的有效管治創下光輝的一頁。

香港警察隊員佐級協會  
薪酬政策及制度工作小組  
二零零二年六月十二日