

消防處總部
香港九龍尖沙咀康莊道一號
消防總部大廈



FIRE SERVICES HEADQUARTERS,

FIRE SERVICES HEADQUARTERS BUILDING,
NO. 1 HONG CHONG ROAD,
TSIM SHA TSUI, KOWLOON,
HONG KONG.

本處檔號 OUR REF(50) in L/M (8) in FSD 100/100/88C Pt. 3

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電訊掛號 TELEX: [REDACTED]

圖文傳真 FAX: [REDACTED] (24小時 hours)

電話 TEL. NO.: [REDACTED]

28 June 2002

Mr. YEUNG Ka-sing, JP
Chairman
Task Force on Review of
Civil Service Pay Policy and System

Y. K. S.

**Task Force on Review of
Civil Service Pay Policy and System**

Thank you for your letter dated 25 April 2002. I am pleased to inform you that a thorough consultation has been conducted in the Department. Views from the departmental management and the staff side on the Task Force's Interim Report have been sought.

You may wish to note that following the announcement of the review of the pay policy and system for the civil service by the Secretary for the Civil Service, the Department set up a working group in last December to serve as the departmental resource group and co-ordinator in responding to all matters arising from the Review.

Consultation

Upon receipt of the Interim Report and the consultation documents, the Department immediately embarked on the consultation through the established staff consultation channels, namely, the Fire Services Departmental Consultative Committee (FSDCC), the Fire Services Department Civilian Staff Consultative Committee (FSDCSCC) and the Staff Relations Units (SRUs) at Command and Division levels. Furthermore, views of all Senior Commanders (Chief Fire Officers/Chief Ambulance Officer) and the aforesaid FSD Working Group were sought.

During the consultation period, special meetings of DCCs were convened and members were briefed on the background of the setting up of the Task Force and the Review. The respective SRUs then held meetings with their Service members and conducted a questionnaire survey to solicit members' views on the 28 questions. The civilian staff also had discussions on the subject. Specially designed questionnaires on the issue of departmentalization of general/common grades staff were distributed and completed by members of the general/common grades in the Department. Samples of these two questionnaires are attached at Appendices I & II.

Views gathered from Departmental Management and Staff Side have now been collated/consolidated and are attached at Appendix III and IV respectively. The original submissions received from staff unions/associations (5) and individual staff members (2) are at Appendix V(a) – (e) and Appendix VI(a) & (b) respectively.

Highlight of Views from Management Side and Staff Side

The views of the Management Side and the Staff Side on the five specific areas of study are highlighted below –

Pay Policies, Pay System and Pay Structure

The FSD Management and Staff Sides do not support a major overhaul of the civil service pay policy and system. Both sides also consider that the disciplined services' pay should be treated differently from the rest of the civil service by virtue of the unique job nature of the disciplined services. On the other hand, the Management Side consider that regular pay level, pay structure and pay trend

surveys should continue to be conducted to ensure that civil service pay remains comparable with the private sector but the Staff Side's views are more diverse. Only 45% of the staff share the view of the Management Side on this issue.

Replacing Fixed Pay Scales with Pay Ranges

Basically, both the Management and the Staff Sides do not support the introduction of flexible pay ranges and performance-pay to the disciplined services. However, the Management Side consider that flexible pay ranges may be applied to senior civil servants. The Staff Side's views on this issue are more diverse.

Pay Adjustment System and Mechanism

The Management and the Staff Sides are of the view that fiscal constraints should not be an over-riding factor in determining pay adjustments. As regards broad comparability with the private sector, the Management Side consider that the principle of broad comparability with the private sector should continue to be adhered to but the Staff Side opine that there is no private sector counterpart for fire services to compare with in terms of the unique job nature and requirements of the latter.

Introducing Performance-based Rewards

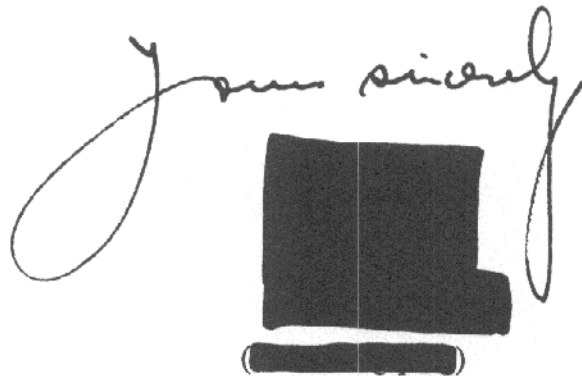
Both the Management Side and the Staff Sides do not support the introduction of performance-pay to FSD. While majority of the Staff Side do not support team-based and individual performance rewards, the Management Side have an open mind on the introduction of individual performance rewards, which could be non-fiscal rewards.

Simplification and Decentralization of Pay Administration

Both the Management and the Staff Sides are not in favour of decentralization of civil service pay administration to departments. The Management Side and the Staff Side have slightly different views on the issues of departmentalization of general/common grades, flatter organization and de-layering.

Should the Task Force decide to take forward the next stage of the Review, we would like to participate in the study and explain the specialties and uniqueness of the Department to the Task Force or your commissioned consultancy to facilitate your deliberation on the suitability of introducing the various pay initiatives in disciplined service.

With kind regards,

Yours sincerely,


Director of Fire Services

Encl.

c.c. Secretary for the Civil Service) Appendix I - IV
Secretary for Security)
Hong Kong Fire Services Department Staffs General Association
Hong Kong Fire Services Officers Association
Hong Kong Fire Services Department Ambulance Officers Association
H.K. Fire Services Department Ambulancemen's Union
Hong Kong Fire Services Control Staff's Union

公務員薪酬和制度檢討/問卷調查

1 關於薪酬政策、制度及結構

- (a) 公務員薪酬政策及制度應否徹底改變，變為更着重薪效掛鈎、薪酬以淨工資計算(即以現金取代房屋、醫療等各項津貼)？

應該 不應該 無意見 其他意見_____

- (b) 對高級公務員採用的薪酬政策，應否與中級和初級公務員不同，即前者既要承受薪酬調整的較大風險，亦有機會獲取較大的獎賞？

應該 不應該 無意見 其他意見_____

- (c) 處理紀律部隊薪酬的政策，應否與其他公務員不同？

應該 不應該 無意見 其他意見_____

- (d) 我們應否繼續定期檢討薪酬水平、薪酬結構和薪酬趨勢，以確保公務員薪酬與私營機構保持相若？

應該 不應該 無意見 其他意見_____

- (e) 還是政府的負擔能力應成為調整薪酬時的首要考慮因素？

應該 不應該 無意見 其他意見_____

- (f) 在現有薪酬政策及制度中有那些元素應該保留，以維持公務員體制穩定和員工士氣？

應該 不應該 無意見 其他意見_____

2. 關於以薪幅取代固定薪級

- (a) 以香港而言，引入彈性薪幅制度，對改良工作表現獎賞制度和促進講求工作成效的文化會否有幫助？

是 否 無意見 其他意見_____

- (b) 引入彈性薪幅制度，會否在公務員當中造成分化？

是 否 無意見 其他意見_____

- (c) 彈性薪幅制度應適用於所有公務員，還是只適用於管理職務較重的高級公務員？

應該 不應該 無意見 其他意見_____

- (d) 彈性薪幅制度，應否同時適用於文職職系及紀律部隊？
應該 不應該 無意見 其他意見_____
-
- (e) 為配合彈性薪幅制度，現行對工作表現的衡量及評核機制是否要修改？
是 否 無意見 其他意見_____
-
- (f) 直接把薪效掛鈎，對促進講求工作成效的文化，是否最佳的方法？
是 否 無意見 其他意見_____
-

3. 關於薪酬調整制度及機制

- (a) 應否繼續遵守“公務員薪酬與私營機構大致相若”的原則？
應該 不應該 無意見 其他意見_____
-
- (b) 公務員和市民是否仍然認為現行的薪酬調整制度是公平的？是否有其他可以達到這個目標而效果相同或更佳的制度？
是 否 無意見 其他意見_____
-
- (c) 現行薪酬調整的制度是否有需要更改或變得更靈活？
是 否 無意見 其他意見_____
-
- (d) 在決定薪酬調整幅度時，應否以財政限制為首要因素？
應該 不應該 無意見 其他意見_____
-
- (e) 薪酬調整應否仍由中央管制、指引？還是下放給部門，讓各部門行使自主權、靈活運作？兩者之間，要如何平衡才適合香港？權力下放多少才恰當？
應該 不應該 無意見 其他意見_____
-

4. 關於推行工作表現獎賞制度

- (a) 把薪效掛鈎的元素引入公務員薪酬制度內，是否對香港有利？
是 否 無意見 其他意見_____
-

- (b) 除引入與工作表現掛鈎的薪幅制度外，我們是否還要考慮採用其他形式的工作表現獎賞制度？
是 否 無意見 其他意見_____
-
- (c) 應否實施團隊獎賞制度？如果應該，則對哪些級別(高級、中級、低級或各級)實施？準則又如何？
應該 不應該 無意見 其他意見_____
-
- (d) 應否引入個人獎賞制度？如果應該，則對哪些級別(高級、中級、低級或各級)實施？準則又如何？
應該 不應該 無意見 其他意見_____
-
- (e) 工作表現評核制度近年已有改善，這方面是否需要什麼改變，以配合薪效掛鈎制度？
是 否 無意見 其他意見_____
-
5. 關於把薪酬管理工作精簡和下放
- (a) 像香港這樣的城市，應否考慮把管理公務員薪酬的工作下放？
應該 不應該 無意見 其他意見_____
-
- (b) 如果把公務員薪酬管理工作下放，應該把多少與薪酬及職級界定有關的職責下放給部門？
應該 不應該 無意見 其他意見_____
-
- (c) 為方便推行以部門為本位的管理工作，應否把部分或全部一般／共通職系人員轉為部門人員？
應該 不應該 無意見 其他意見_____
-
- (d) 如果把薪酬管理工作下放，過渡期間或會相當長。在這段期間，如何維持服務水準和員工士氣？
意見如下：_____
-
- (e) 在精簡工作方面，可否把現有職系合併為多個較大的職業類別？可否進一步精簡組織架構，擴闊管理職權和減少職級的層次？
是 否 無意見 其他意見_____
-
- (f) 應否推行正式的職位評值制度？如果應該，則由中央還是部門負責推行？
應該 不應該 無意見 其他意見_____
-

6. 就有關今次公務員薪酬和制度檢討，整體上有何意見？

沒有意見

其他意見

問卷

各位同事：

公務員薪酬政策和制度檢討第一階段研究諮詢文件第 23(c)段提出，為方便推行以部門為本的管理工作，可考慮把部分或全部一般／共通職系人員轉為部門人員。作為一般／共通職系人員的一份子，請就此建議回答以下問題和提出意見。

消防處行政科
二〇〇二年五月

(請在你選擇的答案旁填上✓號。)

1. 以你的理解，把部分或全部一般／共通職系人員轉為部門人員是指：

(你可選擇多於一個答案。)

- A. 保留一般／共通職系人員在部門工作，但由部門管理以代替由中央／職系首長管理。
- B. 一般／共通職系人員的工作由部門職系人員及／或合約員工取代。
- C. 其他(請註明) _____
- _____
- _____

2. 個人職業前途和發展

- a. 你認為此建議在個人職業前途和發展方面的好處是：

(你可選擇多於一個答案。)

- A. 員工對個別崗位的工作要求有充份了解，並可在履行職務時作出相應配合。
- B. 員工會較清楚知道有關崗位的工作地點所在，以考慮是否適合自己。
- C. 提供更大的穩定性，令員工對部門更有歸屬感。
- D. 可在同一職位長期工作，累積經驗，提高工作成效。
- E. 可在切合個人工作所長的職位上發揮優秀表現。
- F. 部門管理層對自己的工作表現較熟悉，審核評核報告時會較準確和有效。
- G. 可以自己選擇職業前途，無須由中央控制和調配。
- H. 其他(請註明) _____

b. 壞處是：

(你可選擇多於一個答案。)

- A. 員工不能獲調配到不同部門的工作崗位吸取經驗，擴闊視野。
- B. 晉升機會受部門內晉升職位空缺情況所限，可能沒有晉升前途。
- C. 由部門全權安排升遷，容易造成「奉承文化」。
- D. 個人和職系的培訓可能較易被部門忽視。
- E. 其他(請註明) _____

3. 部門管理角度

a. 你認為此建議在部門管理方面的好處是：

(你可選擇多於一個答案。)

- A. 部門在聘請和調配員工方面會較靈活和程序會較簡易。
- B. 部門可因應個別職位所需的工作要求和市場情況制定薪酬福利條件。
- C. 部門可因應個別職位所需的專長挑選和調配員工。
- D. 由部門全權管理，可更靈活安排員工的晉升、調配和解僱，以配合部門需要。
- E. 其他(請註明) _____

b. 壞處是：

(你可選擇多於一個答案。)

- A. 員工成為部門人員後，失去了作為一般／共通職系人員的獨立特性，未能在一些較敏感的崗位上發揮平衡作用(例如在委聘和晉升委員會等)。
- B. 在人數較少的部門裏，由於同事的晉升機會有限，容易形成員工流失的情況，影響日常運作。
- C. 部門在管理員工方面的工作量上升，而所需的資源也會增加。
- D. 其他(請註明) _____

4. 你認為此建議對你的好處或壞處較多？

A. 好處較多

B. 壞處較多

C. 沒有意見

D. 不肯定（原因：_____）

5. 你認為此建議對部門在管理方面的好處或壞處較多？

A. 好處較多

B. 壞處較多

C. 沒有意見

D. 不肯定（原因：_____）

6. 根據現有的資料，你是否贊成此建議？

A. 贊成 → 請回答第 7 題

B. 不贊成（原因：_____）

C. 沒有意見

D. 未能肯定，有所保留

7. 你認為此建議可否於部分或全部一般／共通職系實行？

A. 全部 一般職系 共通職系

B. 部分 一般職系 共通職系 → 請回答第 8 題

8. 你認為此建議可在那些工作／職位實行？

A. 一般職系(請註明) _____

B. 共通職系(請註明) _____

9. 你對此建議的其他意見是：

姓名(可留空) _____

職級 _____

總區 _____

日期 _____

(聲明：此問卷所收集的意見，只作部門內部分析之用。)

**Views of Management Side of Fire Services Department on
Review of Civil Service Pay Policy & System (Phase I Study)**

I. Pay Policies, Pay System and Pay Structure

Issue	Management Side
<p><u>Question 19 (a)</u> Should there be a major overhaul of the civil service pay policy and system, should more emphasis be put on performance-pay, clean wage policy (i.e. paying "all cash" wages in lieu of allowances, housing and medical benefits, etc)?</p>	<ul style="list-style-type: none"> ■ Majority do not support a major overhaul of the civil service pay policy and system. ■ The Government should identify specific areas for improvement first before implementing step-by-step changes to the system. ■ The views are unanimous that performance-pay concept is not applicable to and inappropriate for FSD due to special job nature of the department. ■ Performance-pay encourages members to work for short-term plan and immediate reward. ■ Members of disciplinary forces cannot choose a busy or high risk bound posting to demonstrate their performance. ■ As regards clean wage policy, majority do not support because it may give a false impression on the public that civil servants are overpaid. It would also hamper the morale of existing members and would be difficult to recruit, retain and motivate staff of suitable calibre.
<p><u>Question 19 (b)</u> 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>	<ul style="list-style-type: none"> ■ Different pay policies for senior and middle-ranking/junior ranks is not supported. ■ All civil servants irrespective of their ranks should be subject to the same pay policy. ■ Such proposal, if implemented, will alienate the senior staff from the frontline members; increase divisiveness; and polarize the civil servants. ■ The risk/award factors in various ranking have already been taken into account by current pay policy. ■ Senior civil servants may become conservative to evade committing faults or make hasty decision for awards if more risk/award factors are placed on them.

<p><u>Question 19 (c)</u> Should the disciplined services' pay be treated differently from the rest of the civil service?</p>	<p>All are in favour of the proposal in view of the unique and special job nature of the disciplined services in various aspects.</p>
<p><u>Question 19 (d)</u> Should we continue to conduct regular pay level, pay structure and pay trend surveys to ensure that civil service pay remains comparable with that of the private sector?</p>	<p>The FSD Management consider that regular pay level, pay structure and pay trend surveys should continue to be conducted:</p> <ul style="list-style-type: none"> ■ to ensure that civil service pay remains comparable with the private sector. ■ to maintain competitiveness in the human resource market.
<p><u>Question 19 (e)</u> Or should Government's affordability to pay be an over-riding consideration in pay adjustments?</p>	<p>The FSD Management opine that the Government's affordability should be one of the considerations but not the over-riding factor in pay adjustment.</p>
<p><u>Question 19 (f)</u> What features of the existing pay policy and system should be retained to ensure stability and morale of the civil service?</p>	<p>The common features to be retained are: transparent and open pay system, well-structured pay scale with annual incremental points and existing welfare items. It would help foster a sense of stability and trust among the civil servants and maintain and motivate a quality and clean civil service.</p>

II. Replacing Fixed Pay Scales with Pay Ranges

Issue	Management Side
<p><u>Question 20 (a)</u> Would the introduction of flexible pay ranges bring benefits in term of better rewarding performance and enhancing a performance-oriented culture in the Hong Kong context?</p>	<p>Some opine that flexible pay ranges may in principle bring benefits in terms of better rewarding performance and enhancing a performance-oriented culture in the Hong Kong context, but a very sound performance management system is needed. As far as FSD is concerned, majority consider that the introduction of flexible pay ranges is inappropriate because:</p> <ul style="list-style-type: none"> ■ FSD's performance is teamwork-based and can not be easily quantified to reflect individual contribution. In

	<p>this regard, it is very difficult, if not impossible, for the Management to establish an effective and fair appraisal system to measure and quantify individual performance for determination of an appropriate pay.</p> <ul style="list-style-type: none"> ■ It would likely lead to divisiveness and arouse grievances among members and hence create management problem for the Department.
<p><u>Question 20 (b)</u> Would flexibility in pay progression lead to potential divisiveness among civil servants?</p>	<p>All unanimously agree that flexibility in pay progression would lead to potential divisiveness among civil servants.</p>
<p><u>Question 20 (c)</u> Should flexible pay ranges be applied to the entire civil service, or only to senior civil servants, who typically have heavier management responsibilities?</p>	<p>The general opinion is that flexible pay ranges should not be applied to the entire civil service but may be applied to senior civil servants.</p>
<p><u>Question 20 (d)</u> Should flexible pay ranges apply both to civilian grades and the disciplined services?</p>	<p>The views are quite diverse:</p> <ul style="list-style-type: none"> ■ Some consider that it should not be applied to both civilian grades and disciplined services ■ Some consider that it may be applied to senior civil servants in the civilian grades and disciplined services. ■ Some consider that it should only be applied to civilian grades.
<p><u>Question 20 (e)</u> Would changes be required to the existing performance measurement and appraisal systems to support the introduction of flexible pay ranges?</p>	<p>The Management do not support the introduction of the flexible pay ranges at the outset. However, if flexible pay ranges are introduced, changes to the existing performance measurement and appraisal system will be required.</p>
<p><u>Question 20 (f)</u></p>	<p>Majority consider that a performance management system</p>

Would a performance management system directly linked to pay be the most effective way of nurturing a performance culture?	directly linked to pay may not be the most effective way of nurturing a performance culture in FSD.
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III. Pay Adjustment System and Mechanism

Issue	Management Side
<u>Question 21 (a)</u> Should the principle of broad comparability with the private sector continue to be adhered to?	All unanimously agree that the principle of broad comparability with the private sector should continue to be adhered to.
<u>Question 21 (b)</u> 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?	All unanimously accept that the existing pay adjustment system is fair and effective. Unless there are strong justifications for another mechanism, the existing system should not be changed.
<u>Question 21 (c)</u> Is there a need for changing or introducing more flexibility in the existing adjustment mechanism?	All consider that there is no need for changing or introducing more flexibility in the existing adjustment mechanism at the present moment.
<u>Question 21 (d)</u> Should fiscal constraints be an over-riding factor in determining pay adjustments?	All opine that fiscal constraints should not be the over-riding factor in determining pay adjustment. Other factors such as market level, stability of the civil service, staff morale should also be taken into consideration.
<u>Question 21 (e)</u> Depending on whether and to what extent, pay administration should be decentralised to departments, what would be the right balance for Hong Kong in	Majority view is against the decentralization of pay administration.

terms of central control/guidance versus autonomy/flexibility for individual departments?	
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IV. Introducing Performance-based Rewards –

Issue	Management Side
<p><u>Question 22 (a)</u> Do we see the merit for Hong Kong to incorporate elements of performance pay in civil service salaries?</p>	<p>For reasons stated below, majority of the Management do not support performance pay:</p> <ul style="list-style-type: none"> ■ It would undermine the comradeship and <i>esprit de corps</i> among staff. ■ It would create flattery culture. ■ It will only destroy the stability and cohesiveness of the civil service. ■ Fire Services members cannot choose a high risk bound unit to demonstrate their performance, hence quantitative measurement is unfair and not applicable. ■ It is difficult to formulate a fair, objective and reliable measuring system.
<p><u>Question 22 (b)</u> Apart from pay ranges which already have performance-related elements, do we need to consider other forms of performance-based rewards?</p>	<p>Despite that the Department oppose to pay ranges, other forms of performance-based rewards such as commendation, one-off award, annual bonus with the components of non-pensionable allowance, annual variable component, special bonus and performance bonus may be considered.</p>
<p><u>Question 22 (c)</u> 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>Majority do not support team-based rewards. Some minority consider that team-based performance rewards can be introduced to groups whose performance can be easily, reliably and objectively identified and measured. Senior and middle management engaging in team or project-based task would be the appropriate groups for team-based performance rewards.</p>
<p><u>Question 22 (d)</u> Should individual performance</p>	<p>Individual performance rewards, not directly linked to pay, could be introduced to all ranks in the form of</p>

<p>rewards be introduced and, if so, to which group (senior, middle, lower or all levels) should they apply and on what basis?</p>	<p>commendations or by means of non-monetary rewards.</p>
<p><u>Question 22 (e)</u> Some improvements to the staff appraisal system have been introduced in recent years. What further changes are needed to support the introduction of performance-related pay?</p>	<p>The Department do not support introducing performance-related pay and consider that no change on the staff appraisal system is required.</p>

V. Simplification and Decentralisation of Pay Administration –

<p>Issue</p>	<p>Management Side</p>
<p><u>Question 23 (a)</u> Should consideration be given to introducing decentralisation of civil service pay administration for a city like Hong Kong?</p>	<p>The majority do not support decentralisation of civil service pay administration in Hong Kong in view of the following:</p> <ul style="list-style-type: none"> ■ Hong Kong is a small city, unlike the countries selected in the study. ■ It is a complete departure from the existing practice which has proven to be effective. ■ The change is considered too drastic and can hardly win acceptance and support by staff. ■ It may bring about the problem of divisiveness among civil servants. ■ It will give rise to confusion and create problem of relativities among staff doing similar jobs in different departments.
<p><u>Question 23 (b)</u> If decentralisation of civil service pay administration is to be introduced, how much pay and grading responsibility should be devolved to</p>	<p>As majority do not support decentralisation of civil service pay administration, the Management has no specific comment on the issue.</p>

departments?	
<p><u>Question 23 (c)</u> Should some or all of the current general/common grades staff be departmentalised to facilitate department-based management?</p>	<p>The FSD Management is of the view that some junior general/common grades staff could be departmentalized e.g. clerical and secretarial staff. Senior grades such as EOs should not be departmentalized as departmentalization would limit their exposure and undermine the 'check & balance' role played by them.</p>
<p><u>Question 23 (d)</u> If civil service pay administration is to be decentralised, there may be a rather long transition period. How can the standard of service and staff morale be maintained during that period?</p>	<p>As majority do not support decentralisation of civil service pay administration, the Management has no specific comment on the issue.</p>
<p><u>Question 23 (e)</u> In terms of simplification, is there scope to amalgamate existing grades within broader occupational categories? Is there scope for having flatter organisations with wider span of management control and fewer rank layers?</p>	<p>As far as FSD is concerned, all the ranks are well-defined functionally with no overlapping, there is <i>little scope</i> for having flatter organization and fewer rank layers.</p>
<p><u>Question 23 (f)</u> Should a formal job evaluation system be introduced and, if so, should this be operated centrally or at department level?</p>	<p>Views are diverse. Although some opine that a formal job evaluation system should be introduced, they have different views on how it should be operated. Some consider that it should be operated at departmental level while others opine that it should be conducted by an independent body and operated centrally.</p>