

第三章：薪級檢討

助理入境事務主任薪級檢討

3.1. 一九九二年五月至一九九四年十月間，人民入境事務處處長曾多次要求當局檢討助理入境事務主任職級的薪級。他提出的理據是由於取消助理入境事務主任職位的計劃進展緩慢，嚴重影響了職員士氣，因此有需要檢討該職級的薪級，以提高員工士氣。

3.2. 人民入境事務處(簡稱“入境處”)的“主任級”和“員佐級”職系，在一九九零年一月的改制中出現重大轉變。“主任級”職系中刪除了屬入職職級的助理入境事務主任職級，而在“員佐級”職系中開設屬最高級的總入境事務助理員職級。結果，入境事務主任職級成為“主任級”職系的入職職級。原有的助理入境事務主任的職務由其他職級的人員吸納和執行，而入境處自此停止該職級的招聘工作。已刪除職級的原有在職人員獲安排留在在編制以外的職位，暫時填補總入境事務助理員空缺。不過，他們個別獲准保留原有的薪級，並與新任總入境事務助理員一起工作，直到他們晉升至入境事務主任職級或離職為止。入境處估計，當時存在的863個助理入境事務主任編外職位，會在四至五年內逐漸取消。

3.3. 我們對此事有以下意見：

- (a) 助理入境事務主任這個職級將會逐漸取消。當局再次重申，根據政府一貫做法，不會對一個將會逐漸取消的職級進行薪級檢討。與其他任職於五十二個將會逐漸取消的職級的公務

註：

* 在一九九七年七月一日起，稱為“入境事務處處長”。

CHAPTER 3 :

REVIEW OF PAY SCALES

Review of the Salary Scale of Assistant Immigration Officers

3.1. On a number of occasions between May 1992 and October 1994, the Director of Immigration requested a review of the pay scale of the Assistant Immigration Officer (AIO) rank. He argued that a review was needed in order to boost staff morale which had been adversely affected by the slowing down of the phasing out programme for the AIO posts.

3.2. Both the officer and the rank and file grades in Immigration Department underwent significant changes in the restructuring exercise of January 1990. As a result, the AIO rank was deleted from the bottom of the officer cadre and a new Chief Immigration Assistant (CIA) rank was created at the top of the rank and file cadre. The Immigration Officer (IO) rank became the entry rank for the officer cadre and the operational functions of the then AIO rank were absorbed by officers of other ranks and recruitment to this rank ceased. Officers still serving in the deleted rank were accommodated in supernumerary posts held against CIA posts. They were allowed to retain their original pay scale on a personal basis and to work side by side with the new CIAs until they were eventually promoted to IO or left the service. Immigration Department estimated that the 863 supernumerary AIO posts then existing would be phased out in four to five years.

3.3. We made the following observations on this issue -

- (a) The AIO rank was an obsolescent rank. The Administration had re-affirmed that it was not a civil service practice to review the pay scale of an obsolescent rank. Serving AIOs, like the officers in the other

員一樣，現職的助理入境事務主任是收取“個人薪酬”。我們覺得某職級的薪級是根據職責、工作因素和入職條件等釐定的。因為已取消了助理入境事務主任的職級，所以該職級本身的職能已不復存在。在這情況下，對這職級進行薪級檢討是不恰當的。

- (b) 助理入境事務主任的人數，已由一九九零年的863人減至一九九四年八月一日的347人，即減少六成。這些助理入境事務主任每年可跟隨全體公務員獲調整薪酬，除已達助理入境事務主任薪級表頂薪點的63名人員外，其餘均可依照薪級表按年增薪。在347名助理入境事務主任中，署理入境事務主任並支取署任津貼的有131。再者，與跟他們一同執行職務的總入境事務助理員比較，助理入境事務主任收取較佳的薪酬。
- (c) 有關方面不應對紀常會第二號報告書第3.2段所述存有誤解。該段指出，如果某些職系或某類人員因新情況的出現而受到影響，以致造成特別問題，我們會在需要時進行個別檢討。有關某職級應該進行特別薪酬檢討的新情況包括：招聘或挽留人手的問題、職責轉變、入職條件的改變，以及其他工作因素的轉變等。不過，這些情況都不適用於助理入境事務主任職級。
- (d) 處長所提出有關職員士氣和管理問題是屬行政方面的事情，應由管方與當局磋商後處理。

52 obsolescent ranks in the Civil Service, were on “personal salaries”. We considered that the pay scale of a rank should be determined on the basis of its duties, responsibilities, job factors, entry requirements, etc. With the deletion of the AIO rank, the functions of the rank per se no longer existed. In the circumstances, it was inappropriate to review the pay scale of the rank.

- (b) The number of AIOs had been reduced from 863 in 1990 to 347 as at 1 August 1994, i.e. a 60% reduction. The AIOs were eligible for annual service-wide salary revisions and, except for the 63 officers who were on the maximum point of the scale, all were entitled to receive annual increments. Among the 347 AIOs, 131 were acting as IO and receiving an allowance. Moreover, the AIOs were remunerated from a more favourable pay scale than the CIAs with whom they worked side by side.
- (c) There ought not to be any misconception about the statement in paragraph 3.2 of our Second Report which stated that, if particular grades or groups of staff were affected by new circumstances that gave rise to particular problems, we were prepared to conduct individual reviews as and when necessary. The new circumstances pertaining to a rank and warranting a special pay review would include problems of recruitment or retention, or changes in duties/responsibilities, entry requirements or other job factors. But none of these circumstances applied to the AIO rank.
- (d) The morale and staff management problems identified by the Director of Immigration were administrative matters which ought to be tackled by the departmental management in consultation with the Administration.



紀常會委員訪問入境事務處機場管制科

Committee Members visit the Airport Division, Immigration Department

3.4. 因此，我們知會處長我們並不同意檢討助理入境事務主任的薪級。不過，我們已要求當局仔細地與處長一同研究職員士氣和管理事宜，以協助他解決問題及向有關員工解釋不能對一個已被取消的職級進行薪級檢討的政策及基本原則。（在這事項上，我們給處長最後的一封信是在一九九五年一月發出。）

3.4. We therefore informed the Director that we could not agree to a review of the AIOs' salary scale, but that we had asked the Administration critically to examine the staff morale and management issue with him with a view to assisting him to resolve the problems and to explain to the staff concerned the policy and the rationale for not reviewing the pay of a rank which had already been deleted. (Our last letter to the Director on the subject was in January 1995.)

員佐級警務人員薪級調整

3.5. 一九九六年四月，警務處處長提交一份建議書，要求根據與小販管理主任職系作一比較，檢討員佐級警務人員的薪級。[小販管理主任職系於一九九三年七月開設，取代市政總署和區域市政總署一般事務隊內的管工、高級管工、巡察員及高級巡察員和衛生督察(小販及街市)等督導級職位。]

3.6. 政府當局其後答覆，經過審慎研究後，他們不支持這個建議，理由如下：

- (a) 員佐級警務人員的整體工作、入職資格等，並無重大改變。
- (b) 在招聘或挽留員佐級警務人員方面並無問題。
- (c) 基於與非紀律部隊的比較而要求檢討薪酬，這個理由難以成立。
- (d) 小販管理主任職系的薪級表包含一項前管工和巡察員所享有的特別津貼，其起薪點是刻意定於紀律部隊入職資格相同的招聘職級的起薪點之下。
- (e) 小販管理主任職系的五層架構是按專責需要而制定，不能直接與員佐級警務人員的三層架構相比。
- (f) 員佐級警務人員在首五年服務期內，除正常的按年增薪額外，還享有四個跳薪點。

Adjustments to Junior Police Officers' Pay Scales

3.5. In April 1996, the Commissioner of Police (CP) submitted a proposal for a review of the pay scales of Junior Police Officers (JPOs) based on a comparison with the Hawker Control Officer (HCO) grade (which was created in July 1993 to replace posts in the supervisory ranks of Foreman, Senior Foreman, Overseer and Senior Overseer of the General Duties Teams, and Health Inspector (Hawkers & Markets), in Urban Services Department and Regional Services Department).

3.6. The Administration advised that after careful consideration it did not support the request for such a review, because -

- (a) There had been no major changes to the overall job content, entry qualifications, etc. of JPOs.
- (b) There were no recruitment or retention problems for the Police rank and file.
- (c) A pay review based on a comparison with a **non-disciplined** service could not be justified.
- (d) The HCO pay scale, which had incorporated a special allowance element for the former Foremen and Overseers, had purposely been kept below those of the recruitment ranks of the disciplined services which had the same entry qualifications.
- (e) The five-tier structure of the HCO grade was based on functional need and was not directly comparable to the three-tier JPO structure.
- (f) JPOs enjoyed four incremental jumps in addition to their normal annual increments within five years of service.

- (g) 員佐級警務人員無論在晉升機會或員工福利方面，都較文職或其他紀律人員為佳。

3.7. 我們已仔細衡量警務處處長的建議和政府的意見，研究是否有充分理據進行檢討。過去數年，紀常會曾兩次檢討員佐級警務人員的薪酬：一次是在一九九零年全面檢討紀律部隊員佐級人員的薪酬；另一次是於一九九二年因警隊招聘和挽留人手方面有困難，而按工作小組的建議進行薪酬檢討。紀常會已清楚表明，於一九九二年贊成改善員佐級警務人員的薪酬時，是鑑於當時的特殊情況，而且考慮到市民對治安的關注。紀常會第二號報告書第3.2段已清楚闡明：除非“某些職系或某類人員因新情況的出現而受影響，以致造成特別問題”，否則我們不會就紀律部隊的薪酬進行檢討。我們已仔細研究一九九六年是否有新情況出現。

3.8. 我們注意到，自上次薪酬檢討以來，員佐級警務人員的大體工作範圍、入職資格和其他決定警務人員薪酬的因素並無重大改變，而警方在招聘和挽留員佐級人員方面也無困難。此外，新招聘人員的學歷已見改善。

3.9. 警務人員薪級表是特別為警務人員而釐定的，藉此反映警隊的獨特性。該薪級表應獨立於其他紀律部隊薪級表和文職職系的總薪級表。因此，我們認為，基於與非紀律人員職系(小販管理主任職系)的比較而要求進行薪酬檢討，這個理由難以成立。

3.10. 因此，我們的結論是，員佐級人

- (g) JPOs enjoyed better promotion prospects and related benefits than their counterparts in other disciplined services or civilian staff.

3.7. We examined thoroughly both the CP's proposal and the views of the Administration, to see if there were any grounds for a review. We had reviewed the JPO pay scales twice in recent years - once in the context of an overall review of the pay scales of the disciplined services rank and file in 1990, and again in the light of recommendations of a working group on the serious recruitment and retention difficulties facing the Police Force in 1992. We had made it clear that the pay improvement for JPOs which we endorsed in 1992 arose out of exceptional circumstances, against a background of public concern over the law and order situation. In paragraph 3.2 of our Second Report, we clearly stated that there would be no review of pay scales for disciplined services except "in situations where particular grades or groups of staff are affected by new circumstances to an extent that give rise to particular problems". Careful consideration was given to whether such a situation had arisen in 1996.

3.8. We noted that since the last review of the JPO pay scales, there had not been any major changes to the overall job content, entry qualifications and other components considered in determining Police pay scales, and also that the Police had no recruitment or retention problems. The academic quality of their recruits had also improved.

3.9. Given that the Police Pay Scale was specifically created to reflect the unique position of the Police, independent of other disciplined services pay scales and the civilian Master Pay Scale, we considered that to initiate a pay review based on the relativity with a non-disciplined grade, the HCOs, could not be justified.

3.10. We therefore concluded that the

員不應存有誤會，以為我們會根據他們所提交的數據進行薪酬檢討。為了維持警務人員薪級表的獨立性，我們不應將警務人員職系與其他文職職系相比。該建議若付諸實行，會為其他紀律部隊以及整個公務員架構帶來廣泛影響。另一方面，由於小販管理主任職系的薪酬結構可能被視為對紀律部隊有影響，因此我們對政府沒有諮詢紀常會感到失望。

3.11. 我們於一九九六年十月按上述結論向總督提交意見，並於同年十一月將意見通知警務處處長。

3.12. 一九九七年四月，警務處處長向總督提交一份員佐級警務人員協會的請願書，要求設立獨立的調查委員會研究員佐級警務人員的薪酬事宜。總督否決了這項要求，但指示公務員事務科及警隊管方研究引致請願的原因，以及研究如何處理員佐級警務人員協會提出的問題。

3.13. 一九九七年八月，公務員事務局委任一名顧問，以便就警隊管方新草擬的建議書向政府提交獨立意見。這份建議書是以一九九二年上次檢討以來員佐級警務人員職責的轉變為理據，而非根據與小販管理主任的比較。顧問的結論是，自上次薪酬檢討後，員佐級警務人員的職責範圍和工作複雜程度均有增加。顧問報告在一九九七年十月提交。政府當局考慮過顧問的建議後，於一九九八年一月六日致函紀常會，建議把警員、警長和警署警長三個職級的頂薪點各提高一點。

JPOs should not be under any illusions that a pay review would be forthcoming based on the data submitted thus far. To maintain an independent Police Pay Scale, Police officers should not be compared with any civilian grades. The proposal, if allowed to proceed, would have had wide implications for other disciplined services and the Civil Service as a whole. However, we expressed our disappointment that we had not been consulted on the pay structure of the HCO grade given that it might be **perceived** to have a bearing on the disciplined services.

3.11. We advised the Governor along these lines in October 1996. The CP was informed of our advice to the Governor in November 1996.

3.12. In April 1997, the CP forwarded a petition from the Junior Police Officers' Association (JPOA) to the Governor, calling for the establishment of an independent Committee of Inquiry to examine their pay. This request was rejected, but Civil Service Branch and the Police Force management were asked to look into the circumstances which had led to the petition and also the measures that could be taken to address the JPOA's concerns.

3.13. A consultant was appointed by Civil Service Bureau in August 1997, to provide the Administration with an independent view of a new submission prepared by the Police Force management. The submission was based not on a comparison with the HCOs but on changes to the duties of the JPOs since their pay was last reviewed, in 1992. The consultant concluded that the scope and complexity of JPOs' responsibilities had, indeed, increased since the last pay review. He submitted his report in October 1997. Having considered his recommendations, the Administration proposed to us in a letter dated 6 January 1998 that the maximum pay of police constables, sergeants and station sergeants be increased by one point each.

3.14. 我們認為建議看來可以接受，但政府當局需要提出更充分的理據(當時已提出一些新因素)。我們又認為極難防止在其他紀律部隊引起連鎖反應，故希望知道政府當局會如何公開交代這項建議。因此，紀常會在確定本身的立場前，知會了公務員事務局，希望政府：

- (a) 就這項建議提出更簡單而有力的理據，刪去有關警隊獨特性的一般論據(這些論據在制定警務人員薪級表時已顧及)，集中闡述自一九九二年以來員佐級警務人員在職責上的重大轉變；
- (b) 答應不會特別“維護”這項建議；假如其他紀律部隊基於自上次薪酬檢討以來，他們的職責有所增加而提出類似的調整薪酬建議，政府也會仔細考慮；及
- (c) 詳述會如何公開交代調整員佐級警務人員薪酬的建議；我們認為這是此事中一個極重要的環節。

3.15. 一九九八年一月十九日，政府當局重新提交建議書，內容包括上述各點。這份建議書有助我們得出下述結論。

3.16. 我們得悉政府當局已接納顧問的意見，就是：

- (a) 要比較員佐級警務人員和小販管理主任職系的薪級實缺乏基礎；及

3.14. We considered that the proposal appeared to be acceptable, but that there was a need to strengthen the case by concentrating on factors which were genuinely new. We also felt that it would be extremely difficult to prevent the knock-on effect on the other disciplined services, and we wanted to see how the Administration intended to handle the presentation of the proposal. We therefore informed Civil Service Bureau that, in order to assist us in taking a final view, we would like the Administration to -

- (a) produce a more succinct and tightly-argued justification for the proposal - stripping away all the general discussion on the unique nature of the Force, which had already been taken into account in the Police Pay Scale, and instead concentrating solely on the major specific changes in the nature of JPOs' responsibilities since 1992;
- (b) confirm that, rather than attempting to 'ring-fence' the proposal, it would examine very carefully any analogous arguments for pay adjustments which might be advanced with regard to the other disciplined services on the basis of increases in **their** responsibilities since their pay was last reviewed; and
- (c) provide details of how it intended to handle the presentation of the proposed adjustments to JPOs pay, which we considered a vital aspect of the issue.

3.15. A re-submission from the Administration, which covered these points, was received on 19 January 1998. With the help of this, we were able to come to the conclusions set out in the following paragraphs.

3.16. We noted that the Administration had accepted its consultant's advice that -

- (a) there was **no** basis for a comparison between the JPO pay scales and that of

- (b) 要求全面檢討員佐級警務人員的薪酬和服務條件，其中並無充分理據。

我們又得悉，員佐級警務人員協會表示，而警務處處長也同意，不會在“短期內”重提與小販管理主任比較的事宜。我們相信有關小販管理主任的爭議已告一段落。

3.17. 我們已審慎考慮政府的建議，即整調員佐級警務人員的薪級，把警員、警長和警署警長三個職級的頂薪點各提高一點（並相應調整警員的長期服務增薪點），認為建議可以接受。有關方面提供了充足的證據，證明自一九九二年上次薪酬檢討以來，員佐級警務人員的工作，無論在範圍或複雜程度方面，均有增加。有見及此，而且鑑於警隊過去六年一直維持高度專業的表現，應付保安工作的種種挑戰，我們贊成接納這項建議。

3.18. 然而，我們認為如果其他紀律部隊基於自上次薪酬檢討以來，他們的職責有所增加，而提出類似的加薪要求，政府應予仔細考慮。政府已答應這點，然而，我們希望政府在公開交代調整員佐級警務人員薪酬的事宜時能清楚闡明這點。

3.19. 我們在結論中指出，有一點顯而易見，就是適值一九九七年底及一九九八年初香港經濟逆轉，實非提出建議的有利時機。

the HCO grade; and

- (b) there was **no** justification for an overall review of the pay and conditions of service of JPOs.

We also noted that the CP agreed, and that the JPOA had said that they would not be raising the comparison with HCOs again “in the near future”. We trusted that this would be the last word on the HCO controversy.

3.17. Having carefully considered the Administration’s proposal to adjust the pay scales of JPOs, i.e. increasing the maximum pay of police constables, sergeants and station sergeants by one point each (and making a consequential adjustment to the long service increments for police constables), we concluded that an acceptable case had been made. Adequate evidence had been produced to show that the job content of JPOs had increased in scope and complexity since their pay had last been reviewed in 1992. In this light, and against the background of the highly professional and steadfast performance of the Police Force in meeting the challenges of the last six years, we recommended that the proposal should be accepted.

3.18. However, we considered it essential that the Administration should examine most carefully any analogous arguments for pay adjustments which might be advanced with regard to the other disciplined services on the basis of increases in **their** responsibilities since their pay was last reviewed. We had received confirmation that the Administration would do so, but we wanted this to be made clear when the case for the adjustments to JPOs’ pay was presented publicly.

3.19. In conclusion, we said that we scarcely needed to observe that the timing of the proposal was most unfortunate, given the downturn in the economy in late 1997 and early 1998.



紀常會委員訪問警察邊境區
Committee Members visit the Police Border District

3.20. 紀律部隊評議會會員方在聽取公務員事務局有關調整員佐級警務人員薪酬的建議後，已迅速作出回應。一九九八年一月，我們應該會要求與該會主席和其他員方代表會晤。會上他們反應強烈，熱切希望政府會就上次薪酬檢討以來他們職責的轉變進行類似的檢討。他們強調，他們並非附警隊驥尾而提出檢討要求。事實上，他們在聽聞有關員佐級警務人員的薪酬及服務條件顧問報告前，很早已提出這個要求。他們不反對是項調整薪酬建議。他們強調沒有因為這項建議而產生妒忌。此外，他們也明白當前的經濟困境對社會各階層的影響。

3.20. The Staff Side of the Disciplined Services Consultative Council responded quickly to the proposed adjustments for JPOs, on which they had been briefed by Civil Service Bureau. We met with their Chairman and other representatives in January 1998, at their request, and they left us in no doubt as to the strength of their feelings and their desire that a similar review be conducted to examine changes in their responsibilities since their pay was last reviewed. They made it clear that they were not simply riding on the coat-tails of the Police, and they emphasised that they had submitted a request for a review long before they heard of

3.21. 我們於一九九八年二月初按上述結論向行政長官提交意見，並於同年三月初將向行政長官提交的意見知會警務處處長。

3.21. We advised the Chief Executive along these lines in early February 1998. The CP was informed of our advice to the Chief Executive in early March.