

# Chapter 8

## Hong Kong Police Force

### Overview

#### *Role of Hong Kong Police Force*

8.1 The Hong Kong Police Force has a long history dating back to 1844. As provided in the Police Force Ordinance (Cap. 232), the Police Force is responsible for preserving the public peace, maintaining law and order, preventing and detecting crimes and offences, as well as safeguarding and protecting life and property. The Police Force carries out its duties 24 hours a day and 365 days a year, in all weather conditions and covering the entire territory of Hong Kong. With its wide diversity and complexity of responsibilities, the Police Force provides essential services to all walks of life. It plays a pivotal role in keeping peace and order, enabling Hong Kong to maintain its status as one of the safest and most stable societies in the world, contributing to the development of Hong Kong as a world-class metropolitan city.

#### *Organisation Structure*

8.2 The Police Force is the largest Disciplined Service in terms of establishment. It operates through five departments –

- (a) *'A' Department (Operations and Support)* is the largest department, comprising five Land Regions, one Marine Region and two Policy Wings. Each Region comprises a Regional Headquarters and the Administration, Operations, Traffic and Crime Formations. The two Policy Wings, Operations and Support Wings, are responsible for policy development for a wide range of operational issues. These two Wings also take charge of training and coordination of key areas such as the Police Tactical Unit, Explosives Ordnance Disposal, public relations and traffic;

- (b) *'B' Department (Crime and Security)* comprises the Crime and Security Wings and is responsible for policy and overall direction of all matters related to crime and security. The Crime Wing deals with a wide portfolio of matters on organised crime and triad activities, criminal intelligence, commercial crime, narcotics, crime prevention, liaison, identification, forensic firearms examination, child protection, and witness protection. The Security Wing is responsible for VIP protection and security coordination, including counter-terrorism and related training;
- (c) *'C' Department (Personnel and Training)* is responsible for matters relating to human resource management, staff relations and the Hong Kong Police College which provides foundation training and professional development courses to police officers;
- (d) *'D' Department (Management Services)* comprises the Information Systems Wing and Service *Quality* Wing; and
- (e) *'E' Department (Finance, Administration and Planning)* comprises the Administration Wing, Finance Wing and the Planning and Development Branch.

### ***Staffing***

8.3 The civilian staff aside, the Police Force had 27 551 police officer posts as at 1 January 2008, comprising 66 directorate posts (including 45 posts of the Chief Superintendent of Police rank and 21 posts of the Assistant Commissioner of Police rank and above), 2 484 non-directorate posts in the Police Inspector/Superintendent grade, and 25 001 posts (over 90%) in the Junior Police Officer (JPO) grade. Distribution of the non-directorate posts by programme areas is summarised in *Table 8.1*.

Table 8.1: Distribution of non-directorate posts in Hong Kong Police Force as at 1 January 2008

Rank	Commissioner's Office	Crime Prevention and Public Order	Crime Control	Human Resource Management	Management Services	Finance, Admin & Planning	Total
<b>Police Inspector/Superintendent Grade</b>							
SSP	-	50	18	11	7	1	87
SP	1	136	67	38	13	3	258
CIP	1	219	186	71	27	4	508
IP/SIP	-	768	631	193	36	3	1 631
<b>Sub-total</b>	<b>2</b>	<b>1 173</b>	<b>902</b>	<b>313</b>	<b>83</b>	<b>11</b>	<b>2 484</b>
<b>Junior Police Officer</b>							
SSGT	-	970	249	60	7	-	1 286
SGT	-	3 331	1 021	241	53	1	4 647
PC	-	13 313	3 922	1 830	2	1	19 068
<b>Sub-total</b>	<b>-</b>	<b>17 614</b>	<b>5 192</b>	<b>2 131</b>	<b>62</b>	<b>2</b>	<b>25 001</b>
<b>Total</b>	<b>2</b>	<b>18 787</b>	<b>6 094</b>	<b>2 444</b>	<b>145</b>	<b>13</b>	<b>27 485</b>
%	0.01%	68.35%	22.17%	8.89%	0.53%	0.05%	100%

**Legend**

SSP Senior Superintendent of Police  
 SP Superintendent of Police  
 CIP Chief Inspector of Police  
 IP/SIP Inspector of Police/  
 Senior Inspector of Police

SSGT Station Sergeant  
 SGT Sergeant  
 PC Police Constable

**Grade and Rank Structure**

8.4 Since its establishment in 1844, the grade and rank structure of the Police Force has been modified on a number of occasions to take account of changes and developments over the years, including recruitment, promotion and localisation policies. The structure has remained broadly the same since the recommendations of the 1971 Salaries Commission Report. The three grades in the Police Force – JPO, IP/SP and Commissioner of Police grades – involve 13 ranks in total, excluding the “Senior Police Constable” (SPC) designation which is further explained in paragraph 8.16(a). At the directorate level, the Commissioner of Police is supported by 65 directorate officers. The grade and rank structure and pay scale of the Police Force as at 1 January 2008 are set out at **Appendix 17**.

**The Police Pay Scale**

8.5 In line with the recommendations of the Rennie Review in 1988 that there should be a separate pay scale for the Police Force, a Police Pay Scale (PPS) was established to recognise the uniqueness of the Police Force, including the restrictions on joining trade unions,

their role as the agency of first and last resort and the need for the Police Force to remain apolitical. The PPS is a 59-point pay scale encompassing all ranks of the police officers. Since the introduction of this pay scale, the PPS has by and large followed adjustments to other civil service pay scales, including the annual adjustments based on findings of the Pay Trend Surveys.

## **Relevant Considerations**

### ***Job Factors and Special Factors***

8.6 In their GSR submissions, the management and staff provided a wealth of information on the unique role of the Police Force, the changes and challenges in their duties and responsibilities, and the changing environment under which they have to work. Some key points mentioned in the submissions received or during exchanges in the GSR are highlighted below –

- (a) The Police Force is regarded as the agency of first and last resort. This role includes maintaining boundary security since 1990s. Given its diverse and important responsibility to preserve public peace and order, the Police Force is not only required to handle day-to-day issues, but is also expected to provide professional expertise, manpower and equipment to support the organisation of high profile events and top-level international meetings and conferences held in Hong Kong. Furthermore, the Police Force has to respond to crises, ranging from civil disorder to natural disaster and terrorist threat. The Police Force is sometimes looked upon as an agency that provides assistance and support to other departments or authorities that lack the manpower, expertise or statutory power in discharging their enforcement functions, particularly in relation to prosecution power.
- (b) There are provisions that prohibit police officers from taking part in trade union or political activities. These provisions are designed to ensure that the Police Force and its members remain impartial and neutral in the handling of industrial and employment

disputes, as well as in the face of any political issues that may engender partisan community views. In addition, police officers are subject to stringent discipline and accountability. They are expected to maintain a high standard of honesty and integrity. Action of individual officers and the Police Force as a whole is subject to close scrutiny by the media and the public.

- (c) Police officers have to work under great stress and hardship. Their conditioned hours of work are 48 hours a week. Most officers are on operational duties with shift and outdoor duties in all weather conditions. Less than half of the police officers have migrated to five-day week. Police officers are exposed to different kinds of dynamic and unpredictable situations involving risk of physical injury (and even death), health hazards, physical or psychological stress from various sources, including armed and violent criminals, victims of crime and use of force. There is a rising trend in the number of Health-Impaired Officer<sup>25</sup>. Officers on beat have to be on patrol, carrying with them an outfit (including a revolver) weighing some six kilogrammes. All officers are required to stay highly alert at all times to deal with a variety of situations, and to take appropriate enforcement action ranging from verbal advice to arrest. The shift pattern, work locations and work nature have implications on the family and social lives of police officers.
- (d) The work of the Police Force is diverse and complex. To undertake the wide spectrum of duties, all officers are required to undergo continuous training, covering general, specialist and refresher programmes. The Hong Kong Police College (formally transformed from the then Police Training

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<sup>25</sup> Officers who are not able to perform the normal range of constabulary duties for a period of more than six months are termed “Health-Impaired Officers” (HIO) and are posted to restricted duties. The number of HIO increased from 412 in 2002 to 491 in 2007, of which 95% were JPO.

School in 2006) equips police officers with the requisite knowledge and skills through structured, extensive and in-depth training programmes.

### ***Changes Since Last Reviews***

8.7 In addition to major reviews covering the civil service or the Disciplined Services as a whole, there were two specific reviews focusing on the Police Force in 1992 and 1998. Apart from these two reviews, the conditioned hours of work of the Police Force were reduced from 51 to 48 hours in 2001 without downward pay adjustment, subject to the three conditions of no additional staffing requirement, no additional resources and no reduction of service to the public. The outcome of these reviews has recognised the increasing responsibilities of police officers arising from the developments since the last comprehensive reviews.

8.8 The Police Force has undergone transformation in its functions and organisation over the years in face of political, legal, social and economic changes. These changes have impact on the operating environment of the Police Force and increased the complexity and scope of their duties. Some key developments are highlighted below –

- (a) *Changing political environment* : Following Hong Kong's reunification with the Mainland, the Police Force has assumed certain duties hitherto undertaken by the military. Examples include boundary security, low risk counter-terrorist search and specialist duties relating to maritime operations. The closer link with the Mainland including the launching of the Individual Visit Scheme in 2003 has also brought new challenges, increasing cross-border passenger and vehicular traffic as well as the risks of cross-border crimes. The changing political landscape with greater scrutiny of the Police Force by the District and Legislative Council members has increased the scope and complexity of police work at all levels. The Police Force is one of the core departments in the district administration system and is subject to close monitoring by the public and the media. The Police Force also has to

adjust and adapt itself in the face of greater emphasis on individual rights backed by new legislation enacted in the last two decades for protecting and enhancing civil rights, transparency and accountability.

- (b) *Legislative changes* : Since 1990, a considerable volume of new legislation and amendments to the existing legislation have been introduced, resulting in significant growth in workload, duties and responsibilities of the Police Force. Furthermore, many of the reports published by the Law Reform Commission have direct relevance on policing functions and powers. Examples include the Public Order Ordinance (Cap. 245) and the Organised and Serious Crimes Ordinance (Cap. 455).
- (c) *Changes in crime trend* : The Police Force received 80 796 crime reports in 2007, representing a 20% increase over 1997. Crimes have become more complex and are increasingly associated with advancement in technology, cross-boundary involvement and social issues. Changes in society have led to increases in reports on abuse of psychotropic drugs, illegal soccer bookmaking, domestic violence and child abuse. To meet these challenges, the Police Force has set up new units, launched special training, adopted new approach and developed new procedures. In the case of domestic violence, for instance, the number of such reports has increased by over 600%, from 1 072 in 1997 to 7 509 in 2007. The Police Force has adopted a multi-agency approach in collaboration with the Social Welfare Department and other relevant bodies to handle these cases. The increasing number of non-ethnic Chinese illegal immigrants has also presented challenges in handling language and cultural diversity.
- (d) *Crowd management, policing public order events and major events* : Crowd management has been a traditional police duty, but its practices underwent a major review after the 1991 Lan Kwai Fong incident

with 21 people dead and 69 people injured. Traditional events such as sporting and local events, celebratory and entertainment events have increased in number and scale. In addition, there is a marked increase in public order events in the form of public meetings and processions. The number of major international events has also increased with Hong Kong's expanding role as an international metropolis. Amongst these events are the Handover Ceremony and associated celebration events in 1997, Fortune Global Forum in 2001, Sixth Ministerial Conference of the WTO in 2005 and the most recent 2008 Olympic Equestrian Events. All these events call for careful planning, effective communication and coordination with all stakeholders. These events have brought about new demands in terms of resources and skills for police officers at all levels, resulting in heavier responsibilities and greater stress for frontline officers who have to work long hours, often during weekends and festive occasions.

- (e) “*Secondary duties*”: Since 1990, the concept of “secondary duties”<sup>26</sup> in the Police Force has been extended to meet the wide range and increased complexity of police work. At present, about 4 900 police officers (or around 17%) of various ranks have an active “secondary duty” appointment, and about 200 officers have more than one “secondary duty”. These officers have to undergo training and undertake these extra responsibilities in addition to their own normal duties without receiving Job-related Allowances. The growth of “secondary duty” cadre reflects the increasing professionalism and efficiency

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<sup>26</sup> The major types of established secondary duties that officers perform include (a) public order and counter terrorist duties (e.g. Briefing Support Unit, Explosive Ordnance Disposal Cadre, Force Abseiling Cadre, Force Escort Group, Force Emergency Driver Cadre, Force Search Unit, Internal Security (IS) Company (Regional), IS Company (District), IS Company (TANGO) and Police Negotiator Cadre); (b) crime and disaster duties (e.g. Accredited Trainer on Child Protection Special Investigation, Child Abuse Investigation Unit Cadre, Disaster Victims Identification Unit, Gambling Expert, Technology Crime Initial Response Cadre, Triad Expert and Witness Protection Cadre); and (c) other duties (e.g. Extra Aide-de-Camp, Honorary Aide-de-Camp, Marine Rural Observation Post Cadre and Police Wild Boar Hunting Team).



of the Police Force.

- (f) *Customer orientation and service quality* : In tandem with the development of a customer-oriented culture in the civil service, the Police Force has also introduced cultural change, with greater emphasis on customer service, partnership, engagement and responsiveness to the demands of the society. Apart from civil service-wide measures such as Performance Pledges and Victims of Crime Charter, other initiatives launched by the Police Force include a more proactive public relations strategy, Service Quality Award Contest, and the conduct of customer satisfaction surveys and staff opinion surveys to gauge the feedback of stakeholders.
- (g) *New challenges for the Traffic and Marine Police* : The significant growth in road and infrastructure throughout Hong Kong since early 1990s, the greater interface with the Mainland, and the expanded population have led to increase in traffic flow within Hong Kong and across the border. This trend has led to a change from enforcement-based traffic policy to greater effort in the improvement of traffic management measures, and education of road users and exercise of discretion by police officers. Similarly, the Marine Police Region has assumed greater responsibilities and introduced a revamped and sophisticated “Versatile Maritime Policing Response” System for enhancing efficiency and effectiveness.

8.9           The above challenges have a bearing on the workload and responsibilities of police officers at all ranks to varying degrees. The Police Force has responded to these challenges in an exemplary fashion. It has formulated new policies and strategies, and

adapted existing ones, with a view to upgrading the capabilities of the Police Force in undertaking these new and expanded functions.

8.10 Examples of workload statistics of the Police Force are shown at **Appendix 18**. Overall speaking, there is an increase of 32% in all types of reports received over the past two decades. On the operations side, crowd management events have increased while there is a decline in the number of illegal immigrants. Crime reports and traffic-related duties also show a steady trend. It is noteworthy that the current establishment of the police officer grades represents a reduction of 1 242 posts (or about 4%) from its peak in 2000-01, as part of the civil service-wide initiative to enhance productivity and achieve efficiency savings. The civilian establishment in the Police Force has declined by a larger magnitude.

### ***Recruitment***

8.11 Based on statistics provided by the Police Force, there is no shortage of candidates in the recruitment of PC and IP. In 2006-07, 8 311 applications were received for 1 200 target number of PC recruits (14%) while in 2005-06, 8 421 applications received for 900 target recruits (11%). For IP, in 2006-07 recruitment, 5 026 applications were received for 50 target recruits (1%) and 4 393 applications received in 2005-06 for 50 target recruits (1%).

### ***Retention***

8.12 For retention, we note the following statistics for JPO grade from the management –

*Table 8.2: Wastage in JPO grade in the past five years*

<b>Rank</b>		<b>2003-04</b>	<b>2004-05</b>	<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>
PC	Wastage	81	80	90	157	176
	As % of strength	0.42%	0.43%	0.50%	0.86%	0.93%
SGT	Wastage	10	3	4	3	6
	As % of strength	0.21%	0.06%	0.09%	0.07%	0.13%
SSGT	Wastage	1	1	1	1	2
	As % of strength	0.08%	0.08%	0.08%	0.08%	0.16%

(Note: Natural wastage is excluded)

8.13 For IP rank, a total of 40 officers resigned in the past five years from 2003 to 2008, representing a resignation rate below 1% per annum.

8.14 The above statistics show that there is no apparent recruitment and retention problem with both the JPO and IP/SP grades. On this point, the management has pointed out that in recruitment, it is the quality of applicants, rather than the quantity, that matters and there have been more PC recruits leaving the service during training. We note the management's concerns, although the trend is not exceptional given the large pool of applicants and the general mindset of younger recruits being more likely to switch jobs in their early career. We agree that the management should continue to monitor the trend to see whether the situation warrants further attention.

8.15 In terms of retention, the Police Force has particular concerns on three main challenges. First, the Police Force has been able to recruit many better-qualified PC in recent years, partly due to the general expansion of post-secondary education opportunities and partly due to the economic downturn. But the situation is volatile and their retention would hinge on the private sector job market situation and the performance of the economy. Second, with the replacement of pension benefits by the Civil Service Provident Fund for officers appointed after June 2000, more police officers with ten or more years of service might choose to explore employment opportunities elsewhere after taking the portable retirement benefits, resulting in potential retention problems. Third, the significant number of officers recruited in the 1980s during the expansion phase would reach their retirement age in the coming decade or so. The Police Force will face great challenges in replenishing the manpower in terms of quantity and quality. We are aware of all these factors and have taken them into account in formulating our recommendations.

### ***Career Progression***

8.16 Motivation and career progression are important in encouraging staff to strive for the best in service delivery. Generally speaking, career progression is subject to a range of factors such as the availability of vacancies, rank ratio, age profile and experience of the incumbents in the senior ranks and individual merit. We have looked

at the promotion prospects of the grades and ranks of the Police Force and noted the following –

- (a) A PC with five passes in the HKCEE enters at PPS 3 will receive four incremental jumps within the first five years and reach the maximum pay point after the seventh year of service. Given that the ratio of Sergeant (SGT) and PC is 1 : 4, more than half of PC will retire in their rank. For promotion to SGT, a PC must have at least four years of service and has passed the qualifying examination for promotion. For those promoted to SGT, the average length of service as a PC is around 16 years. For those who remain in the PC rank, they may be designated as an SPC, which is a designation and not a rank, if he has completed 18 years of satisfactory service as a PC and received a recommendation as being efficient by his Formation Commander. An SPC is eligible for Long Service Increments (LSI), one each after completion of 18 and 25 years of service.
- (b) As regards IP, the career progression is favourable given the through scale arrangement with the SIP rank. An IP will advance to the SIP rank after completing five years of service and passing the qualifying examination, or exceptionally three years upon achieving “Credit” or above in the examination. Beyond the SIP level, career progression is subject to keen competition having regard to availability of vacancies and merit of individual officers.

8.17 Both the management and staff have highlighted their concerns about career progression and motivation of the JPO. We share their concerns, particularly in relation to mid-career PC. To address the issue, the management proposed to make more effective use of the SPC designation by enhancing its status and extending the pay range. We generally agree with this approach and we will elaborate in greater detail in subsequent paragraphs. We also note that JPO have a very favourable progression in the first five years of their career. Two of the four incremental jumps were built in the rank scale of PC as part of the review in 1992 to address the serious recruitment and retention difficulties at that time, which do not seem

to exist now. These incremental jumps, however, have also accelerated the time taken for PC to reach the maximum pay point.

8.18 Both the management and staff have emphasised the findings of their staff opinion surveys conducted in 2004 and 2007, which indicate that 29% and 37% of the respondents were satisfied with the Police Force's morale, citing stress at work and dissatisfaction over remuneration as the key factors affecting morale. Staff have high expectations of the GSR as they have been waiting for a comprehensive review for a long time, and the last overall reviews were conducted by the Rennie Committee and the Standing Committee in 1988 and early 1990s respectively. We are fully appreciative of the sentiments of police officers and have taken all relevant considerations into account in formulating our recommendations.

## **Analysis and Recommendations**

### ***General Considerations***

8.19 The management considers that there is no pressing need to undertake an extensive revision of the rank or organisational structure of the Police Force, given the effectiveness with which the Police Force has been operating in meeting the various challenges over the past three decades. We share the same view.

8.20 In the course of the GSR, the management and staff have suggested a few general parameters as the basis for determining the police pay. The key issues are highlighted in the following paragraphs.

### **Uniqueness of the Police Force**

8.21 As in previous reviews, a major point presented in the submissions from the management and staff is the uniqueness of the Police Force. The arguments put forward are related primarily to the statutory requirement, and the considerations underlying the requirement, that police officers are not free to form trade unions or participate in political activities, and that the Police Force is the Government's agency of first and last resort. Having considered

similar arguments, the Rennie Committee in 1988 recommended, and the Administration accepted, that a separate pay scale for the Police Force be established. We echo the Rennie Committee's views and consider that the present arrangement of having a separate pay scale for the Police Force should continue.

8.22 Whilst the Police Force is unique in many ways, it is an integral part of the civil service. Furthermore, the Police Force is not the only group of civil servants subject to restrictions on participating in political activities. For instance, all directorate officers, all Administrative Officers irrespective of rank, all Information Officers irrespective of rank, and officers acting in these grades or ranks with a view to substantive appointment are prohibited from participating in political activities within the Hong Kong context<sup>27</sup>. Despite the prohibition, these grades and ranks continue to be part of the civil service remunerated on civil service pay scales, which follow the civil service-wide pay adjustment mechanism.

8.23 The uniqueness of the Police Force is not a new feature and has been examined in great depth over the years. As stated in the Rennie Committee's Report –

“Accepting the special position of the police, however, we still have to regard policemen as members of the public service discharging public functions and as members of society with needs and wants which have much in common with those of other members of the society. In free communities under the rule of law the police function cannot be successfully performed without the moral and material support of the great mass of society, and to separate the police too far from the rest of the public service and from society at large would not be in the long-term interests either of them or of the community they serve. We do not believe that that is what police representatives want; we believe they wish to be fairly remunerated for the unique task which they perform.”<sup>28</sup>

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<sup>27</sup> The prohibition is stipulated in the Civil Service Branch Circular No. 26/90 on “Civil Servants Joining Political Organisations and Participating in Political Activities”.

<sup>28</sup> Paragraph 4.7, Review Committee on Disciplined Services Pay and Conditions of Service Final Report (October 1988).

8.24 We share the views of the Rennie Committee. We consider it of paramount importance to keep the long-term general public interest clearly in mind in making our recommendations on the remuneration of the Police Force.

8.25 We agree that the role and tasks of the Police Force are unique, particularly in view of its diversity and complexity of its work. We therefore do not consider it appropriate to have direct comparison between the police officer grades and other grades, whether in the Disciplined Services or in the civilian establishment. We note the suggestions from the staff representatives for adopting broad comparators, such as the Fireman grade, Clerical Officer grade and Executive Officer grade, as basis for comparison with a specified pay advantage over these grades. In recognition of the uniqueness of the Police Force, we are unable to adopt this approach. As mentioned in Chapter 1 (paragraph 1.18), the GSR should focus on individual grades, paying special attention to the recruitment, retention, morale, career progression and changes over the years.

#### Approach in Pay Determination

8.26 Both the management and staff propose that the averaging approach, as used by the Rennie Committee, should be adopted in the current GSR. We endorse this view. Given the diversity of its functions, the Police Force equips its staff with a wide array of expertise. This body of expertise should be considered as part of the job of the Police Force as a whole and of individual ranks. That said, we see the merit of having Job-related Allowances in recognition of the exceptional hardship, risk and danger associated with some non-core duties, which are necessary and useful but is not part of the normal duties expected of all officers. Our recommendation to introduce a special allowance for undercover duties is a case in point. Details are elaborated in Chapter 3 (paragraph 3.42).

8.27 As regards the basis for determining pay, we have rehearsed the arguments in the Rennie Review and Edmund-Davies Review<sup>29</sup>, and accepted their conclusion that pay cannot be

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<sup>29</sup> In coming to its recommendations, the Rennie Committee made special reference to the conclusion drawn by the Edmund-Davies Committee of Inquiry on the Police in the United Kingdom in 1978.

determined by an equation or precise formula based on comparability and pay linkages, but has to be a matter of judgement based on an examination of all relevant factors. Similar to the Rennie Review, we have received suggestion to determine police pay primarily on the basis of comparisons with specific ranks in the civilian grades, and to set out in clear quantified terms the value of the special factors. As pointed out by the Rennie Committee, this approach is the formula that Edmund-Davies and the Rennie Committee rejected comprehensively. Building on their wisdom, we also find it inappropriate to adopt the requested approach. Instead, we should focus on the individual grades and recommend a pay scale based on best judgment having regard to all relevant considerations.

8.28 We have also received representations from staff that the PPS should be restructured so that progression between mid-points of two successive police ranks should be at least 25%, the pay range width should be at least 35% in each rank, and the differential between top incremental point in one rank and the starting pay of the next rank on promotion should be at least 10%. We are given to understand that these broad parameters are suggested having regard to human resource practices in the private sector. In this connection, we note that there are no universally accepted and comprehensively applied parameters in designing a pay structure, whether in the public or private sector, and each organisation has flexibility in formulating its own policy that suits its own structure and needs. For the GSR, a pragmatic approach is to start with the existing pay structure, which reflects the outcome of careful deliberations in the past, and review whether adjustments are necessary taking full account of the command structure and the circumstances of all the ranks.

#### Proposed Police Pay Scale

8.29 The staff representatives have submitted a revised PPS for consideration. We note that the proposed PPS has new features including a recalibration of the pay scale to generally achieve standardised increment size (4% for middle and upper level pay points), longer rank scales and more overlapping of pay points between successive ranks. We have re-examined the present PPS having regard to the structure of the pay scales of the Disciplined Services and civilian grades. We observe that there is no standardised increment size among different pay scales or within the



same pay scale. The number and size of increments reflect the interaction of many factors, including the command structure and the relativity among different ranks and grades. Achieving uniformity in increment size is not a policy target or parameter. Indeed, we also note that under the prevailing annual pay adjustment mechanism for the civil service, pay trend survey data are compiled on the basis of three salary bands. Civil service pay adjustments are determined having regard to the pay trend movements of respective salary bands, which invariably differ from one another, resulting in different adjustment rates for different salary bands every year. The effect of any attempt to standardise the increment size is likely to be short-lived, as it would soon be upset by annual pay adjustment exercises. In this light, we consider it appropriate and pragmatic to focus our effort on the existing pay scale, and suggest targeted improvements for those groups of officers that warrant special attention.

8.30 We have also received proposals to remove PPS 1, which used to be the entry point for candidates on completion of Form Five. Whilst it is no longer an entry point following the deletion of this minimum entry qualification in 2001, it still serves as the basis for the calculation of various Job-related Allowances, similar to the arrangement with other Disciplined Services. We therefore recommend that PPS 1 be maintained. As regards PPS 1a, which was introduced following the 1999 Review on Civil Service Starting Salaries and is no longer in use, we have no objection to its abolition. **(Recommendation 8.1)**

### ***Entry Qualifications***

8.31 Both the management and staff have proposed adjustments to the entry qualifications of PC and IP. We share the view of the management that it is imperative for the Police Force to be able to attract candidates who possess the right attributes as well as the commitment and strength of character required of professional and quality police officers. We also agree that policing has become increasingly professionalised and police officers, particularly at the IP/SIP levels, are required to possess an expanding range of aptitudes and abilities. As elaborated in Chapter 3, we recommend that the current entry qualifications for all grades and ranks be maintained at this juncture pending an overall review of the Qualification Group system in the future, taking into account all new developments and

their implications on the civil service and the society as a whole. We also propose that no multiple entry arrangement for higher entry qualification be added to the PC rank or other Rank and File grades of the Disciplined Services. As regards the sub-entry level of PC, we have no objection to the request for removing the sub-entry point at three passes in the HKCEE. The minimum entry requirements for PC rank will be five passes in the HKCEE. (**Recommendation 8.2**)

### ***Junior Police Officer Grade***

8.32 The recruitment situation in the PC rank is satisfactory and we do not recommend any adjustment to the entry pay. The minimum entry pay for new recruits with five passes in HKCEE will be PPS 3, following the removal of the sub-entry point for candidates with three passes in HKCEE at PPS 2.

8.33 We share the concerns of the management and staff about the morale and career progression of mid-career PC. We also note the management's proposal to make better use of the SPC designation. In line with the recommendation in Chapter 3 (paragraphs 3.21 to 3.24), we propose to enhance the LSI to recognise the contribution and experience brought by the loyal, meritorious and long-serving staff at the PC rank so that they will receive an increment after satisfactory completion of 12, 18, 24 and 30 years of service respectively. Under this proposal, the first LSI will be granted after 12 years of service, which is around half way between the time when PC reach their maximum pay point (after seven years of service at present and eight years of service with improvements in paragraph 8.34) and the time when some of them are promoted (around 16 years of service) or receive the second LSI (after 18 years of service). This will also enable the management to have an earlier opportunity to designate suitable PC as SPC to make use of their expertise. By increasing the number of LSI from two to four, and by spacing these timed incentives at six-yearly intervals, the proposal is a positive response to the management's proposal to have an extended pay range and will have a sustainable effect over a longer period for the benefit of the PC rank. (**Recommendation 8.3**)

8.34 We appreciate that the JPO, being the frontline staff, has to face the challenges placed upon the Police Force. Taking into account the job factors, special factors, the increase in responsibilities

in terms of volume, scope and complexity over the years and other relevant considerations, we propose to raise the maximum pay of the PC rank by one pay point, and increase the minimum and maximum pay of the SGT by one pay point each. As regards the Station Sergeant (SSGT) rank, they have important supervisory roles as Patrol Sub-unit Commander, Duty Officer of Report Room and Second in-charge in the Crime Unit. Indeed, it is represented in the management's submissions that one of the developments in the past 20 years is that SSGT share many characteristics of the work of a junior IP. This is reflected in the overlapping of pay scales between the SSGT and IP ranks. In recognition of the heavier responsibilities of the SSGT in terms of accountability and supervisory roles, we recommend adding two pay points to the top of the SSGT pay scale and increasing the minimum by one pay point.

8.35 With the above improvements, the recommended pay scale of the JPO grade is as follows (**Recommendation 8.4**) –

Rank	Existing Pay Scale	Recommended Pay Scale
Police Constable	PPS 2 – 14 plus two Long Service Increments, one each on completion of 18 and 25 years of in-rank service	PPS 3* – 15 (*sub-entry removed) plus four Long Service Increments, one each on completion of 12, 18, 24 and 30 years of in-rank service
Police Sergeant	PPS 14 – 22	PPS 15 – 23
Police Station Sergeant	PPS 21 – 29	PPS 22 – 31

8.36 The above measures will go some way to addressing staff concerns about the morale and motivation of staff on maximum point. These improvements are also positive response to the management's proposals to improve the pay scales for JPO ranks.

### ***Police Inspector/Superintendent Grade***

#### Through Scale

8.37 With the through scale arrangement, an IP is eligible for advancement to SIP if he has attained five years of inspectorate service and passed the Standard III Professional Examination. This period may be shortened to three years if an officer has obtained a

“Credit” or above in the examination. As explained in Chapter 3 (paragraphs 3.29 to 3.37), we propose to streamline the through scale arrangement to better reflect meritocracy and functional differentiation, with a clear distinction in pay between officers who pass the qualifying examination and those who do not. To this end, we recommend that the pay scale of the IP be re-structured and the maximum pay point be capped below the rank scale of the SIP rank. Only officers who have passed the promotion examination and fulfilled the requisite in-rank service requirement can advance to the pay scale of the SIP rank. The current feature of combined establishment for the IP and SIP rank would continue, so that advancement from IP to SIP rank would not be subject to the availability of vacancies in SIP rank. We appreciate that serving staff may have an expectation that the original arrangements be continued. We therefore recommend that grandfathering arrangements be introduced for serving staff. (**Recommendation 8.5**)

### Pay Scales

8.38 We appreciate the important role of the IP/SP grade and the increasingly sophisticated responsibilities undertaken by the grade over the years. In recognition of the job factors and other relevant considerations, we recommend that the pay scale of various non-directorate ranks be enhanced as follows (**Recommendation 8.6**) –

Rank	Existing Pay Scale	Recommended Pay Scale
Inspector	PPS 23 – 41	PPS 23 – 37 <sup>#</sup> ( <sup>#</sup> through scale modified)
Senior Inspector	PPS 37 – 41	PPS 38 – 42
Chief Inspector	PPS 42 – 47	PPS 43 – 48
Superintendent	PPS 48 – 51	PPS 49 – 52
Senior Superintendent	PPS 52 – 54	PPS 53 – 54a

### Incremental Jumps

8.39 Two incremental jumps were introduced in the IP rank in 1999 to maintain internal relativity as a result of applying the result of the Review on Civil Service Starting Salaries in that year. In introducing the two incremental jumps, the Administration made it

clear that the jumps were intended to be a temporary measure and subject to review. The review has been deferred. Following the completion of the 2006 Starting Salaries Survey (SSS) and the implementation of the new starting salaries with effect from 1 August 2007, there is a need to review whether such an arrangement is still necessary and appropriate. In the GSR, we have revisited the circumstances and concluded that the original reason for introducing the two incremental jumps no longer exists. These two incremental jumps (or at least one) should, in principle, be taken away.

8.40 We note the management's argument that there is a "two-point shortfall" for the IP rank with degree qualifications. The entry pay of Qualification Group (QG) 9 (degree qualifications) was reduced by five points in 1999 and restored to the original level after the 2006 SSS. In contrast, the starting pay of QG 7 (matriculation) was reduced by six points following the Review on Civil Service Starting Salaries in 1999 and subsequently increased by four points after the 2006 SSS. Consistent with the prevailing arrangements since 1999 in adopting matriculation as the reference benchmark qualification for applying SSS results to the IP rank, the pay of a matriculation entrant to IP is PPS 23, which is two points lower than the pre-1999 level, as in the case of all other grades in QG 7 (matriculation). The situation is a natural outcome of the application of the SSS results and should not be a cause for concern. Nevertheless, we agree to leave the two incremental jumps intact at this juncture and revisit this issue when our advice is sought on the application of results of the coming SSS. (**Recommendation 8.7**)

### ***The Directorate***

8.41 We will set out our recommendations on the directorate pay scales in Chapter 11 (paragraph 11.10).

### ***Independent Pay Mechanism***

8.42 The staff representatives of the Police Force have proposed that an independent pay mechanism should be established for the Police Force. Whilst recognising the uniqueness of the Police Force, particularly the constraints on police officers to join trade unions and political organisations or participate in political activities, we are of the view that the uniqueness should also be viewed in the

context that the Police Force is, and should continue to be, an integral part of the civil service. During consultations with the staff representatives, we are given to understand that the proposal is to improve the present arrangement of applying the results of the Pay Level Survey to the Police Force by conducting a grade structure review after the Survey. In essence, their request would bring about more regular grade structure reviews for the Police Force. As stated in Chapter 3 (paragraphs 3.59 to 3.60), we consider it reasonable to put in place a system for reviewing the pay levels of the Disciplined Services, including the Police Force, on a regular basis to ensure that their remuneration continues to be sufficient to attract, recruit, retain and motivate people of suitable calibre.

### ***Conditioned Hours of Work***

8.43 The staff representatives have highlighted that police officers have to face increasing workload and pressure, particularly following the implementation of efficiency saving measures which resulted in insufficient support posts to relieve frontline personnel and limited promotion opportunities. They have suggested that recommendations be made to implement a programme that works towards a more reasonable 44-hour, five-day week for frontline police officers. In this regard, we note that more than half of the police officers have not been able to move to five-day week, and the disparity of application of the scheme has caused dissatisfaction amongst frontline staff. The staff consider that full migration to five-day week must be complemented by further reduction of conditioned hours and should be a long-term goal.

8.44 As mentioned in Chapter 3, the conditioned hours for members of the Disciplined Services are governed by their operational needs and determined in relation to the total responsibilities of each Service, its complement and the actual manpower situation at any time. Against this background, the conditioned hours for the Disciplined Services vary to suit service needs and any proposed reduction in conditioned hours should be examined carefully on its own merit. The Police Force has reduced its conditioned hours from 51 to 48 hours in 2001 subject to the three pre-conditions of cost neutrality, no additional manpower requirement and no reduction of service to the public. In this light and since there are practical difficulties in implementing further reduction under the pre-conditions, we do not

consider the time is ripe for considering further reduction at this juncture.

### ***Other Issues***

8.45 In addition to conditioned hours of work, the staff representatives have made proposals on a number of issues related to conditions of service, namely medical and dental benefits, applicability of pay adjustment of future pay trend surveys, retirement age, education allowance, housing allowance, overtime allowance and legal representation. Although these are outside the scope of the GSR, we would bring those issues that are of relevance to the efficient and effective management of the Disciplined Services in general, to the attention of the Administration as appropriate. In this connection, we have set out our views on medical benefits and retirement age in Chapter 3. On the former, we would like to echo the views of the management and staff that it is a priority area that deserves immediate attention particularly in respect of officers injured on duty. Based on figures from the management, the number of injured on duty cases has increased from 798 in 2000 to 1 280 in 2006. As regards the other issues, we trust that the management, in consultation with relevant bureaux and departments, will study them in greater detail and take appropriate action.

8.46 We have also received proposals from the staff representatives covering many other issues. For instance, the staff representatives request a review of the underlying problems and current relations and consultation mechanisms between the Police Force Council Staff Side and Civil Service Bureau and propose new mechanisms for the Police Force be separated from other civil service unions and associations. In view of the importance of this issue, we trust the Administration will consider this request under the established mechanism.

## **Summary of Key Recommendations**

8.47 In summary, we recommend that –

- (a) the pay scales of the non-directorate ranks of the Police Force should be enhanced as detailed at **Appendix 19**; and

- (b) the two incremental jumps which were introduced to the IP rank in 1999 should be retained, pending further review when the Standing Committee's advice is sought on the application of the results of the coming SSS.