

## CHAPTER 2

### WORK UNDERTAKEN DURING THE PERIOD

2.1 This chapter describes more fully the work carried out by the Commission during 1982.

#### Review of the Commission's Terms of Reference

2.2 We stated in paragraph 2.35 of our Report No. 6 that in the light of changing circumstances, particularly with regard to the impact of the value of fringe benefits on the total pay package of the civil service, we intended to conduct a review of our Terms of Reference to see whether any changes were required. To this end, in February 1982 we appointed a sub-committee consisting of four Commission Members under the chairmanship of Mr. Gordon M. Macwhinnie, O.B.E., J.P. to consider the matter in detail.

2.3 The sub-committee's findings were that the Commission should be able under its Terms of Reference to give proper consideration to conditions of service other than salary which have a direct bearing on the value of the total remuneration package of members of the civil service. We endorsed the sub-committee's conclusions and took the view that our Terms of Reference should be changed to allow us to review and advise on all conditions of service which are relevant to the determination of the total civil service pay package; as well as to comment on proposals to introduce new benefits or to change existing conditions of service. We also concluded that the existing right of the Senior Civil Service Council and particularly of its Staff Side to refer matters relating to conditions of service to the Commission for consideration should be preserved.

2.4 Our recommendations were conveyed to His Honour the Deputy to the Governor in a letter dated 26 April 1982. They were accepted by the Government in July 1982 and the revised Terms of Reference are set out at Appendix I. A copy of our letter of 26 April 1982 is at Appendix V.

#### Civil Service Pay Policy

2.5 In our last progress report we said that we had submitted recommendations to His Excellency the Governor on the arrangements for the 1982 general pay adjustment.

We indicated that these recommendations were of an interim nature and that we would continue with our study of the whole system of civil service pay adjustments. The letter containing these interim recommendations was published in March 1982 in our Interim Report on Civil Service Pay Policy - Proposed Arrangements for the 1982 General Pay Adjustment (Report No. 7), together with the report of a firm of consultants who had carried out an investigation of the pay trend survey exercise on our behalf.

2.6 During the year, we devoted a considerable amount of time and energy to continuing our study of civil service pay policy. Much of the work was concerned with how the concept of total package (i.e. pay and fringe benefits) should be further developed in the determination of civil service remuneration. We also reviewed the operation of the pay trend survey system in the light of the effects of the changes to the system which we proposed for 1982 and considered what arrangements would be appropriate for 1983. The results of this study and review were contained in our Second Report on Civil Service Pay Policy (Report No. 9), which was submitted to His Excellency the Governor in December 1982, and which will be published after the Government has taken a decision on our proposals.

2.7 As part of our study of civil service pay policy, we recommended in a letter of 30 September 1982 addressed to His Excellency the Governor that the Pay Investigation Unit should be put under the administrative control of the Standing Commission in order to enhance its independence and impartiality. We further recommended that the name of the Unit should be changed to Pay Survey and Research Unit to reflect more properly the nature of its work. We also proposed that a new Pay Trend Survey Committee should be established to monitor the conduct and analyse the results of the annual pay trend surveys. Our recommendations were accepted by the Government and were implemented on 1 December 1982.

#### Educational Qualification Benchmarks, Grades with Students Ranks and Long Service Increments

2.8 We mentioned in our last progress report that we had made considerable progress in our study of educational qualification benchmarks, grades with student ranks and long service increments. We completed the study early in 1982 and the results of our examination were submitted to His Excellency the Governor in May 1982 in our Report No. 8. All the recommendations in this report were accepted by the Government and implemented on 1 July 1982.

2.9 Our review of the benchmarks for setting the starting pay of civil service grades indicated that, with one exception, the existing benchmarks were appropriate. The exception was the benchmark entry point for matriculation which we found to be too high and which we recommended should be lowered from MPS 16 to MPS 14. We also recommended the introduction of benchmark entry points for Polytechnic Diploma and Higher Diploma at MPS 14 and MPS 17 respectively.

2.10 The report contained a number of proposals relating to the structure and salary scales of Grades with Student Ranks. First, we recommended a new Training Pay Scale for students under training to take account of the fact that they are trainees. Secondly, we proposed that the pay and structure of the post-training ranks should be determined after taking account of the standards achieved by the trainees on completion of training and relating these standards to Polytechnic qualifications.

2.11 On the subject of long service increments, we concluded that there was no justification for any extension of the existing arrangements whereby long service increments are provided only in the pay scales of the most junior ranks of the disciplined services.

#### Overtime and Related Allowances

2.12 During the year, at the request of the Administration, we conducted a review of the arrangements governing the payment of the various types of overtime and related allowances in the civil service.

2.13 In the course of this review, we consulted widely with the civil service and the private sector. We issued a Consultative Document on Payment for Overtime and Related Issues which outlined the existing arrangements in the civil service, and sought comments on how the system could be improved. This Consultative Document was issued to departmental managements who were asked to bring it to the attention of all staff associations and individual staff. We also asked for comments from a number of interested organisations in the private sector. We received a large number of replies in response to the Consultative Document and the views expressed were carefully considered and taken into account in our deliberations.

2.14 We have recently completed our review of this subject and our findings are contained in a separate report (Report No. 10 - Overtime and Related Allowances) which was submitted to His Excellency the Governor in December.

Review of Individual Grades

2.15 With the submission of Report No. 8 the Commission completed its first comprehensive review of all the major qualification groups of civil service grades. It is not, as a matter of policy, the Commission's intention to review individual grades separately on an ad hoc basis since this can give rise to problems of relativities and encourage an excessive concern with establishing differences between grades in order to justify improvements in pay scales. Nevertheless, as in the previous year it has been necessary to review a small number of grades either because of changing circumstances or because existing pay scales have proved inadequate to meet the primary objective of recruiting and retaining staff of the right calibre.

2.16 These cases are summarised in the following paragraphs. The letters to His Excellency the Governor are reproduced in full in Appendix IV. In all cases our advice has been accepted by the Government.

2.17 Force Armourer and Armourer Grades (Appendix IV(1))

2.17.1 Force Armourer

Before Report No. 2 the pay scales of the Force Armourer and Senior Force Armourer ranks were linked to those of Chief Inspector of Police and Superintendent of Police respectively. This link was broken with the introduction of the Disciplined Services Pay Scale. Our review concluded that this previous pay relationship with police ranks should not be restored but that the Force Armourer grade should be transferred to the Technical Inspectorate and Related Grades group and its pay scales set in line with those of comparable ranks in that group :

	<u>Existing</u>	<u>Proposed</u>
Force Armourer	MPS 37 - 39	MPS 38 - 41
Senior Force Armourer	MPS 40 - 47	MPS 42 - 47

2.17.2 Armourer

There was a recruitment problem at Armourer III level. We considered that having regard to the qualifications and training required for appointment to the grade, including completion of an approved apprenticeship, the pay scale of the Armourer III rank should be revised in line with ranks in the Technical

Inspectorate and Related Grades group requiring similar qualifications and training, as follows :

	<u>Existing</u>	<u>Proposed</u>
Armourer III	MPS 9 - 14	MPS 11 - 15
Armourer II	MPS 15 - 24	MPS 16 - 24
Armourer I	MPS 25 - 33	MPS 25 - 33
Regimental Armourer	MPS 25 - 36	MPS 25 - 36

2.18 Railway Officer Grade (*Appendix IV(2)*)

The modernisation of the Kowloon-Canton Railway resulted in higher train frequencies, shorter journey times and a significant increase in passenger and freight capacity. This in turn led to an increase in the responsibilities of certain categories of railway staff. We therefore undertook a further review of this grade.

The duties of the Railway Officer III involved the exercise of initiative above that normally expected of a school certificate entry rank. There were also retention difficulties. We therefore considered that there should be an improvement in the starting pay of this rank from MPS 6 to MPS 8. We also recommended that the pay scales of Senior Railway Officer and Chief Railway Officer should be brought into line with comparable ranks in other grades; in addition, a new rank of Principal Railway Officer should be created to reflect the increased responsibilities of Section Heads in the Traffic Division. Our recommendations for the revised structure and pay scales of the Railway Officer grade were as follows :

	<u>Existing</u>	<u>Proposed</u>
Railway Officer III	MPS 6 - 20	MPS 8 - 20
Railway Officer II	MPS 21 - 26	MPS 21 - 26
Railway Officer I	MPS 27 - 31	MPS 27 - 31
Senior Railway Officer	MPS 32 - 38	MPS 32 - 37
Chief Railway Officer	MPS 39 - 47	MPS 38 - 47
Principal Railway Officer	-	MPS 48 - 51

2.19 New Grade of Laboratory Specialist Services Officer (Appendix IV(3))

We were asked to advise on the pay scale of a proposed new one-rank grade in the Government Laboratory to deal with laboratory and industrial safety matters.

We concluded that the duties should be combined with those of the grades of Document Examiner and Scientific Evidence Officer to form a new grade of Laboratory Specialist Services Officer. The pay scale recommended was the same as that of the existing grades i.e. MPS 37 - 40.

2.20 Motor Vehicle Examiner Grade (Appendix IV(4))

Our attention was drawn to problems encountered in staffing the Motor Vehicle Examiner grade. We therefore conducted a review to see whether any changes should be made to the pay scales or structure of the grade.

While the pay scales of the upper ranks of the Motor Vehicle Examiner Grade follow the usual pattern of grades in the Technical Inspectorate and Related Grades group, the Assistant Motor Vehicle Examiner rank had a very much shorter pay scale (MPS 17 - 19) than that of other entry ranks in this group, which are normally MPS 17 - 27. Accordingly, we recommended that the Motor Vehicle Examiner grade should be restructured to bring it into line with comparable technical inspectorate grades. Qualifications for appointment to the Assistant Motor Vehicle Examiner rank should be brought broadly into line with those required for appointment to comparable first ranks in the Technical Inspectorate. The revised pay scales and structure which we recommended were as follows :

	<u>Existing</u>	<u>Proposed</u>
Assistant Motor Vehicle Examiner	MPS 17 - 19	MPS 17 - 27
Motor Vehicle Examiner II	MPS 28 - 36	MPS 28 - 36
Motor Vehicle Examiner I	MPS 38 - 41	MPS 38 - 41
Senior Motor Vehicle Examiner	MPS 42 - 44	MPS 42 - 44

2.21 Crewman Officer and Observer/Crewman Grades (Appendix IV(5))

We were advised of changes in the range of duties and level of responsibilities of the Crewman Officer grade as a result of the acquisition of more sophisticated aircraft by the Royal Hong Kong Auxiliary Air Force. We therefore conducted a review of the Crewman Officer grade and the related grade of Observer/Crewman.

We concluded that there was a need to provide assistance to the Crewman Officer at an appropriate level to relieve him of his more routine duties. We therefore recommended the creation of a new rank of Senior Observer/Crewman with a pay scale of MPS 32 - 37. We also considered that the pay scale of the Crewman Officer should be brought into line with that of the Pilot rank in the Royal Hong Kong Auxiliary Air Force. The effect of our recommendations on the pay scales of these grades may be summarised as follows :

<u>Observer/Crewman Grade</u>	<u>Existing</u>	<u>Proposed</u>
Observer/Crewman	MPS 13 - 31	MPS 13 - 31
Senior Observer/Crewman	-	MPS 32 - 37
<u>Crewman Officer Grade</u>		
Crewman Officer	MPS 36 - 44	MPS 38 - 47

2.22 Grades Employed on the Fisheries Research Vessel "Tai Shun" and the Dredger Mate/Dredger Master Grade (Appendix IV(6))

The Commissioning of a new vessel, the "Tai Shun", for scientific fishing expeditions in the South China Sea has resulted in changes in the manning requirements for certain grades employed on fisheries research duties. In the circumstances, we undertook to review the pay scales of the grades concerned so as to reflect changes in their entry qualifications and the level of duties and responsibilities; our conclusions were as follows.

2.22.1 Officers and Crew of the Fisheries Research Vessel (FRV)

Our study concluded that the officers and crew of the fisheries research vessel should be included in the "Other Grades" group.

2.22.2 Master (FRV)

Having regard to the entry qualifications and the level of responsibilities of the Master of the "Tai Shun", we considered that the pay scale of the Master (FRV) should be aligned with that of the third tier of grades in Group I of the Technical Inspectorate, as follows :

	<u>Existing</u>	<u>Proposed</u>
Master (FRV)	MPS 31 - 36	MPS 38 - 41

2.22.3 Boatswain (FRV)/Mate (FRV)

An alternate entry qualification for a Boatswain is a Deck Officer Class 4 Certificate which is obtainable by examination upon acquisition of a Polytechnic Diploma in Maritime Science. We therefore considered that the pay scale for the Boatswain should be aligned with that of the first rank of the Polytechnic Diploma and Related Grades, taking account of the requirement for shift work. We also considered that the pay scale of Mate (FRV), which is a promotion rank for Boatswain, should be adjusted in line with that of the second rank of Polytechnic Diploma grades. The effect of our recommendations on the pay scales was as follows :

	<u>Existing</u>	<u>Proposed</u>
Boatswain (FRV)	MPS 17 - 24	MPS 15 - 26
Mate (FRV)	MPS 25 - 30	MPS 27 - 33

2.22.4 Leading Fisherman

The Leading Fisherman performs a supervisory role similar to that of a Foreman. Accordingly we recommended that the pay scale for Leading Fisherman should be brought into line with that of Foreman, taking account of the requirement to work shifts, as follows :

	<u>Existing</u>	<u>Proposed</u>
Leading Fisherman	MPS 9 - 13	MPS 10 - 15



2.22.5 Engineer (FRV)

Having regard to the required entry qualification and to the Chief Engineer's responsibility as officer-in-charge of the engine room, we recommended that this rank should be afforded a pay scale in line with the second rank of the Polytechnic Higher Diploma grades, with provision for shift duty. We also considered that the existing relationship of the Assistant Engineer with that of the Launch Mechanic grade should be maintained with an additional point to recognise the requirement to work shifts. Finally, we recommended that the Second Engineer rank, having regard to the duties and responsibilities of the rank and its relationship with the other ranks in the grade, should have a pay scale adjusted so as to bridge the gap between the proposed pay scales for Assistant Engineer and Chief Engineer.

The recommended pay scales and structure of this grade were therefore as follows :

	<u>Existing</u>	<u>Proposed</u>
Assistant Engineer (FRV)	MPS 9 - 16	MPS 10 - 17
Second Engineer (FRV)	MPS 17 - 24	MPS 18 - 28
Chief Engineer (FRV)	MPS 25 - 30	MPS 29 - 37

2.22.6 Other Grades on the Vessel

Our review concluded that no adjustment should be made to the pay scales of the common grades employed on the "Tai Shun", i.e. Assistant Inspector (Telecommunications), Fisherman and Cook.

2.22.7 Dredger Mate/Dredger Master

As the two-rank Dredger Mate/Dredger Master grade was related to the Master (FRV) and Mate (FRV) grades, we recommended that the scale of the Dredger Mate should follow that of the second rank of Polytechnic Diploma grades, while the Dredger Master should be aligned with the third rank of Polytechnic Diploma grades. We also recommended that the Dredger Mate/Dredger Master grade should be transferred to the Polytechnic Higher Diploma, Diploma and Related Grades group. The effect of our recommendations on the pay scales of this grade was as follows :

	<u>Existing</u>	<u>Proposed</u>
Dredger Mate	MPS 25 - 30	MPS 26 - 32
Dredger Master	MPS 31 - 36	MPS 33 - 37

2.23 Flight Technician Grade (Appendix IV(7))

We were asked to review the Flight Technician grade of the Royal Hong Kong Auxiliary Air Force because of changes in the level of responsibility of the grade and recruitment and retention problems.

Our recommendations involved a revision of the entry qualifications to bring them in line with those of other grades in Group II of the Technical Inspectorate as well as a revision of the pay scales, as follows :

	<u>Existing</u>	<u>Proposed</u>
Flight Technician	MPS 9 - 17	MPS 11 - 19
Senior Flight Technician	MPS 18 - 24	MPS 20 - 26
Chief Flight Technician	MPS 25 - 36	MPS 27 - 36

2.24 The Driving Supervisor Grade (Appendix IV(8))

In our First Report on Civil Service Pay (Report No. 2) we recommended no change in the pay and structure of the Driving Supervisor grade, pending the outcome of a review of the staffing of the Driving Test Section of the Transport Department. Following the receipt of the findings of this review, we recommended a number of changes in rank structures.

Having regard to the difference in duties between driver testing and driver instruction, we recommended that the Driving Instructor rank should be divorced from the Driving Supervisor grade to form a separate Driving Instructor grade. As driving skills and experience are more important than academic qualifications for recruitment to these grades, we advised that both the Driving Supervisor grade and the Driving Instructor grade should be transferred from the Technical Inspectorate and Related Grades group to the "Other Grades" group. In order to provide a better organisational structure to cope with

changing needs, we also recommended that an additional rank should be created by dividing the present Driving Supervisor rank into two separate ranks, with pay scales and structure as follows :

<u>Existing</u>		<u>Proposed</u>	
Assistant Driving Supervisor	MPS 17 - 26	Driving Supervisor II	MPS 17 - 26
Driving Supervisor	MPS 27 - 36	(Driving Supervisor I ( (Senior Driving Supervisor	MPS 27 - 31 MPS 32 - 36

2.25 New Grade of Rent Officer (Appendix IV(9))

We were asked to advise on the proposal to create a new grade of Rent Officer in the Rating & Valuation Department to undertake rent control duties.

We initially had some doubts about the need for a new grade as we considered that the duties might be undertaken by Valuation Officers who have knowledge in valuation techniques. We were however informed that the requirement was for staff with sound general educational standards rather than technical expertise. In addition, we noted that posts in the Rent Officer grade would replace existing posts of Rating & Valuation Surveyor and Senior Rating & Valuation Surveyor in rent control duties. We therefore accepted the proposal that a new grade of Rent Officer should be created with matriculation entry qualification.

Our examination of the duties and responsibilities which were to be assigned to the Rent Officer grade indicated that a four-rank structure would be appropriate. We therefore proposed that the pay scale of the grade should be as follows :

<u>Rank</u>	<u>Pay Scale</u>
Rent Officer II	MPS 14 - 30
Rent Officer I	MPS 31 - 37
Senior Rent Officer	MPS 38 - 43
Chief Rent Officer	MPS 44 - 47

Creation of New Ranks

2.26 During the period covered by this report we also examined and endorsed two proposals for the creation of new ranks in existing grades on which the Administration sought our advice. Details are as follows :

<u>Grade</u>	<u>New Rank</u>	<u>Pay Scale</u> <u>MPS</u>	<u>Date of</u> <u>Endorsement</u>
Court Prosecutor	Senior Court Prosecutor	32 - 37	14 October 1982
Typist	Senior Typist	14 - 18	14 October 1982