

## **CHAPTER 4 : CREATION OF NEW RANKS AND DIRECTORATE POSTS**

4.1. This chapter gives an account of proposals submitted to us by the Administration for the creation of new ranks and directorate posts in the disciplined services. During the period under report, we have considered and given advice on submissions concerning the creation of new posts of one Assistant Commissioner of Police, one Chief Superintendent of Police and one Assistant Director of Immigration; and the creation of new ranks and posts of Chief Pilot; Chief Superintendent of Correctional Services; Chief Superintendent of Customs and Excise; and Senior Principal Immigration Officer.

### **Creation of Directorate Posts of one Assistant Commissioner of Police and one Chief Superintendent of Police in the Royal Hong Kong Police Force**

4.2. In June 1991, the Administration sought our advice on a proposal to create one Assistant Commissioner of Police post and one Chief Superintendent of Police post in the Royal Hong Kong Police Force to provide a Regional Commander and a Chief Staff Officer to implement the final phase of the reorganisation of the Kowloon Police Region into two regions, the Kowloon East and Kowloon West Regions.

4.3. We were informed that the command structure of the Police Force with three land regions (i.e. Hong Kong Island, Kowloon and the New Territories) and Marine Region was established in 1981. Each region has its own specific characteristics and policing problems, but the level of responsibility in policing each of the land regions is similar.

4.4. The Hong Kong Island Region has a command span of four districts and a population of 1.2 million. Taking into account the size and characteristics of the population and policing problems, it was considered appropriate for the area to be covered by a single Police region. Although the New Territories has developed considerably in recent years, it has not reached the stage where it would be necessary to split the regional command.

4.5. The Kowloon Region covers a total population of 2.4 million and has a command span of ten districts, including two non-territorial districts of the Airport and the Mass Transit Railway and the new Tseung Kwan O District. We noted that in 1986 the Administration decided to reorganise the Kowloon Region into two smaller regions, in four phases from 1986-87 to 1991-92, to form the Kowloon East Region comprising six districts and the Kowloon West Region comprising four districts. In order to prepare for the reorganisation, a post of Chief Superintendent of Police was created in December 1986 for the Kowloon East Region and this new post was designated as Chief Staff Officer (Operations) Kowloon to meet operational requirements in the interim. Between 1986 and 1990, 85 non-directorate posts were created to prepare for the reorganisation, and an additional 26 posts would be created during 1991-92.

4.6. We were informed that the Police senior command structure in each land region is identical. It comprises one Assistant Commissioner of Police as the Regional Commander and two Chief Superintendents of Police, one as the Deputy Regional Commander responsible for the day-to-day operational matters, and the other as the Chief Staff Officer (Administration) responsible for administration matters.

4.7. In order to establish a separate regional command for the Kowloon East Region and to complete the final phase of reorganisation, the Administration proposed to create a post of Assistant Commissioner of Police which would be designated as Regional Commander, Kowloon East, and a post of Chief Superintendent of Police which would be designated as Chief Staff Officer (Administration), Kowloon East. The Administration also proposed to redesignate the existing post of Chief Staff Officer (Operations), Kowloon as Deputy Regional Commander, Kowloon East for the new Kowloon East Region. With regard to the existing posts of Regional Commander, Kowloon, Deputy Regional Commander, Kowloon and Chief Staff Officer (Administration), Kowloon, the Administration proposed that they be redesignated as Regional Commander, Kowloon West, Deputy Regional Commander, Kowloon West and Chief Staff Officer (Administration), Kowloon West respectively. These officers would assume responsibility for matters within the Kowloon West Region.

4.8. We examined the Administration's proposal and were satisfied that the reorganisation of the Kowloon Region into two smaller regions would enable the Police Force to carry out its policing responsibilities more effectively. We therefore supported the Administration's proposal for the creation of one post of Assistant Commissioner of Police and one post of Chief Superintendent of Police. We were also satisfied that the proposed ranking of the two posts were appropriate and in line with equivalent posts in the other land regions.

4.9. We advised the Governor along these lines in July 1991. The proposal was subsequently approved by Finance Committee in November 1991, and the Commissioner of Police was informed accordingly.

#### **Creation of one Post of Assistant Director of Immigration in the Immigration Department**

4.10. In March 1992, the Administration sought our advice on the creation of an Assistant Director of Immigration post in the Immigration Department, in order to implement the department's information systems strategy and to review, redevelop and maintain the strategic plan of the department's information systems.

4.11. We were informed that over the past decade, the activities and workload of the Immigration Department had increased significantly and that, in order to cope with the increase in activities, the department had developed the following information systems -

- (a) the Identity Card Information System, which supports the issue of identity cards and helps counter illegal immigration operations;
- (b) the Immigration Records Information System, which supports the issue of travel documents, visas, etc.;
- (c) the Travel Records and Immigration Control Enforcement System, which supports and controls immigration clearance at control points; and
- (d) the Traffic Index System, which maintains movement records of travellers and detects overstayers.

4.12. We were further informed that in February 1990 the department commissioned consultants to carry out a strategic study of its information systems and that as a result of the study, the consultants recommended the implementation of an Information Systems Strategy (ISS), which entails the development of five major computer applications, to be linked together by a communication network to form a coherent computer complex. We noted that the department plans to implement the ISS within a time frame of four years to cope with the growing demand for immigration service and contain staff growth. We were told that on full implementation of the ISS by the end of 1995-96, the efficiency and effectiveness of the department's activities are expected to improve significantly and would result in savings of about 600 posts, or about \$129 million a year in staff costs.

4.13. We were informed that supervision and operation of the department's automation and computerisation system was then a responsibility of the Assistant Director (Administration and Planning) (AD(AP)). His other duties include overall administration, public relations, manpower planning, financial management and corporate planning. Since the creation of his post in February 1979, the AD(AP)'s responsibilities have increased considerably because of policy and procedural changes, and rapid expansion of the department. The department's establishment has grown from 1,801 posts (989 disciplined and 812 general civil service posts) in February 1979 to 5,628 posts (3,449 disciplined and 2,179 general civil service posts) in January 1992, an increase of 213%. For such a large work force, the AD(AP) is required to devote much of his time to personnel management such as recruitment, promotion, training, posting, career development and discipline. His administrative and corporate planning duties have also increased significantly as a result of the expansion in the scope and complexity of the department's activities. It has, accordingly, become increasingly difficult for the AD(AP) to spare time for work on information systems and record management in the department.

4.14. Given the importance and magnitude of the ISS, the Administration considered it necessary that an Assistant Director should be assigned solely with responsibilities for the information systems of the department. His responsibilities should include implementation of the ISS, supervision of the overall computer production services and the associated security management, and the undertaking of review, redevelopment and maintenance of the strategic plan of these information systems. As these responsibilities are required to be carried out on a long term basis, the Administration proposed that a permanent post of Assistant Director of Immigration should be created to head a new Information Systems Branch. Upon the creation of this post, the AD(AP) will be relieved of responsibilities for all matters

relating to information systems and record management and he will be able to concentrate on his other duties.

4.15. We examined the Administration's proposal and were satisfied that the creation of a permanent post of Assistant Director of Immigration to head a new Information Systems Branch was justified. We were also satisfied that the proposed ranking of the post was appropriate.

4.16. We advised the Governor along these lines in March 1992. The proposal was subsequently approved by Finance Committee in April 1992, and the Director of Immigration was informed accordingly.

#### **Creation of a New Rank of Chief Pilot in the Royal Hong Kong Auxiliary Air Force**

4.17. In March 1992, the Administration sought our advice on its proposal to create a new rank of Chief Pilot at the level of GDS(C)1 in the Royal Hong Kong Auxiliary Air Force (RHKAAF)\* and two posts in this new rank, offset by the deletion of two posts of Senior Pilot, in order to recognise the increased responsibilities of the officers in charge of the Helicopter Section and the Fixed Wing Section of the Operations Squadron, as a result of the implementation of an expansion and localisation programme of the Force.

4.18. We were informed that the RHKAAF\* has expanded considerably since the Executive Council approved an expansion and localisation programme for it in 1986, and that Government's general objective is to transform the RHKAAF\* from an auxiliary military force into a civilian disciplined service, to meet all the flying needs of Government well before 1997. These include taking over all the air support tasks presently performed by the military in internal security situations, such as border patrol, ferrying of Police personnel to trouble spots in outlying areas or areas inaccessible by road transport because of their location or blockage, and providing air support in anti-terrorist, anti-smuggling and anti-illegal immigrant operations.

4.19. We were informed that the number of aircraft in the Force has increased from seven in 1986 to fifteen in 1992, comprising seven fixed-wing aircraft and eight helicopters, and would further increase to seventeen in 1993. We noted that the Force's new helicopters are much more sophisticated and technologically more advanced than those operated in the past and for this reason, it is necessary to re-train existing staff. We also noted that it is necessary to recruit and train new staff, including pilots, to implement the localisation programme, a process which has already started. Since the RHKAAF\* would become a civilian disciplined service, it would be necessary for its staff to obtain civil qualifications. The Force would, therefore, need to review its training requirements and formulate cost-effective training programmes. We were informed that the establishment of the RHKAAF\* grew from 83 in 1986-87 to 216 and was projected to reach 253 in 1992-93, including 19 locally recruited Cadet Pilots who were being trained to fly, and a further batch of 11 Cadet Pilots to be recruited at a later stage.

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\* The RHKAAF was reorganised to become the Government Flying Service on 1 April 1993.

4.20. The Administration proposed to create a new rank of Chief pilot at GDS(C)1 and two permanent posts in this new rank as part of its plan to convert the expanded RHKAAF\* into a disciplined Government Flying Service and to achieve a more effective management structure. The Administration pointed out that the span of control of the Pilot grade in the Helicopter and Fixed Wing Sections of the Operations Squadron had grown too wide for the Chief Staff Officer to exercise effective control. We were informed that control over the Helicopter Section, which had five Senior Pilots, six Pilots I and four volunteers, had to be exercised through one of the Senior Pilots in that Section; similarly the Fixed Wing Section, which had five Senior Pilots, two Pilots I, nineteen Cadet Pilots and four volunteers was also under the control of a Senior Pilot. The Administration considered this arrangement unsatisfactory as each of the two Senior Pilots heading respectively the Helicopter and Fixed Wing Sections was supervising officers in the same rank. Besides, the Senior Pilot in charge was entrusted with the additional duties and responsibilities of assisting the Chief Staff Officer in planning and research work connected with the Force's expansion.



*Committee Members' visit to the Air Command and Control Centre, Government Flying Service*

4.21. The Administration considered that the two proposed Chief Pilot posts, offset by the deletion of two Senior Pilot posts, would improve the management structure in that a Chief Pilot would be provided to take charge of each of the Helicopter and Fixed Wing Sections. In addition to responsibilities for day-to-day flying operations, resource allocation, staff deployment, discipline and welfare within his own Section, the Chief Pilot would be responsible for devising training programmes and supervising such programmes for pilots in his Section. He would also perform flying duties of an instructional and more demanding nature.

4.22. Having examined the Administration's proposals, we were satisfied that there is a functional need for the proposed new rank of Chief Pilot. We agreed that it is inappropriate for Senior Pilots to be supervised by an officer of the same rank

either in the Helicopter Section or in the Fixed Wing Section and that the creation of a new rank of Chief Pilot and two posts in this new rank, offset by the deletion of two Senior Pilot posts, is necessary for the efficient and effective long term operation of the Force. We were also satisfied that the pay scale of GDS(C)1 for the proposed new rank is appropriate.

4.23. We advised the Administration of our support of its proposal in April 1992. The proposal was subsequently approved by Finance Committee in May 1992, and the Chief Staff Officer, RHKAAF\* was informed accordingly.

**Creation of a new rank of  
Chief Superintendent of Correctional Services  
in the Correctional Services Department**

4.24. In January 1993, the Administration sought our advice on the proposal to create a new rank of Chief Superintendent of Correctional Services at GDS(C)1 level in the Correctional Services Department and two posts in this new rank for Stanley Prison and Lai Chi Kok Reception Centre, offset by the deletion of two posts of Senior Superintendent of Correctional Services (GDS(O)36-38).

4.25. Along with this proposal, the Administration also proposed to create comparable new ranks of Chief Superintendent of Customs and Excise and Senior Principal Immigration Officer (GDS(C)1) in the Customs and Excise Department and the Immigration Department respectively.

4.26. We understood that these three separate proposals, requesting for the creation of six posts in new ranks at the GDS(C)1 level, offset by the deletion of the six posts at the GDS(O) 36-38 level, were in essence upgrading exercises aiming to recognize the increased responsibilities and job complexities attached to the six posts concerned. The Administration also informed us that posts ranked at the GDS(C)1 level were provided in the other disciplined services, viz. Chief Superintendents of Police designated as District Commanders, Deputy Regional Commanders and Chief Staff Officers in the Police Force, Deputy Chief Fire Officers designated as Deputy Regional Commanders and second officer-in-charge of a command in the Fire Services Department, Chief Pilots and Chief Aircraft Engineer in the Government Flying Service and General Manager of the Correctional Services industries in the Correctional Services Department. Officers at this level in the disciplined services are normally operational commanders in charge of a departmental division or geographical district.

4.27. We were informed that the Operations Division of the Correctional Services Department is headed by an Assistant Commissioner. The Division is responsible for the custody of all offenders through the operation of 19 penal institutions, including six maximum-security institutions, four medium-security institutions, four minimum-security institutions, three training centres, one addiction treatment centre, and one detention centre for young offenders. We were also informed that on admission each prisoner would be given a security rating, i.e. Category A, B, C or D, which takes into account the likelihood of escape, the degree of risk he may pose to the community, likely behaviour within the prison, and whether or not he is a first offender. We noted that in general terms a Category A prisoner ("very

dangerous" category) and a Category B prisoner ("dangerous" category) are housed in maximum-security institutions. Four of the six maximum-security institutions, i.e. Stanley Prison, Lai Chi Kok Reception Centre, Shek Pik Prison and Siu Lam Psychiatric Centre, which are much larger in terms of penal population, were then each headed by a Senior Superintendent; while Pik Uk Correctional Institution and Tai Lam Centre for Women were then each headed by a Superintendent.

4.28. The Administration informed us that it had carried out a review of the ranking of the heads of the penal institutions, compared the duties and responsibilities of the four maximum-security institutions then each headed by a Senior Superintendent, and concluded that the heads of Stanley Prison and Lai Chi Kok Reception Centre should be upgraded from Senior Superintendent to Chief Superintendent on the basis of the following findings -

- (a) in terms of size of penal population, Stanley Prison and Lai Chi Kok Reception Centre house 17% and 13% respectively of the total penal population of the Correctional Services Department's 19 institutions, while Shek Pik Prison and Siu Lam Psychiatric Centre accommodate 6% and 2% respectively;
- (b) as regards the number of high security risk prisoners, i.e. those in Category A and Category B, 34% are housed in Stanley Prison, 32% in Lai Chi Kok Reception Centre, 15% in Shek Pik Prison and 5% in Siu Lam Psychiatric Centre;
- (c) in terms of the number of staff, which correlates the extent of supervision required of the head of the institution, Stanley Prison accounts for 19% of the total establishment of the Correctional Services Department, Lai Chi Kok Reception Centre 11%, Shek Pik Centre 8% and Siu Lam Psychiatric Centre 5%;
- (d) Stanley Prison houses an inordinately large number of prisoners serving long-term sentences - 45% of all those sentenced to life imprisonment; 50% of all those with sentences longer than six years; and 30% of all those convicted of violent and/or narcotic offences. Lai Chi Kok Reception Centre has an average daily intake of 60 prisoners and a daily turnover of some 230 prisoners/remand cases;
- (e) in view of the size of the penal population, the characteristics of the offenders, the length of their sentences, and the seriousness of the charges against persons on remand, the heads of Stanley Prison and Lai Chi Kok Reception Centre need to handle more difficult and complex prison management problems relating to maintenance of discipline and security, suppression of subversive activities, dealing with legal-related matters, etc. Indeed, the heads of these two penal institutions are personally involved in handling a large number of cases relating to bail, legal aid, judicial reviews, appeals and petitions which are often contentious and open to challenge in court and criticism from the public;

(f) in addition to their normal prison management duties, the heads of Stanley Prison and Lai Chi Kok Reception Centre have to undertake extra responsibilities. The head of Stanley Prison is responsible for the operation and management of the largest and busiest workshop in the department, which accounts for 19% of the total working prisoners, 28% of the industrial staff and 24% in terms of commercial value of the products. Similarly, the head of the Lai Chi Kok Reception Centre, which is the only reception centre of the department for adult males on remand and for all prisoners on admission to custody irrespective of security rating, has the additional responsibility for chairing the Board of Classification and Categorization of Prisoners and allocating prisoners to appropriate institutions for custody. This is an important task involving careful consideration of relevant factors such as background, religions, age group, nature of offences, etc., and this task has recently become more difficult in the wake of over-crowdedness in prisons.

4.29. In the light of the above findings, the Administration considered that the responsibilities carried by the heads of these two major maximum-security institutions far exceed the level normally expected of a Senior Superintendent of Correctional Services and are comparable to those of the existing GDS(C)1 ranks in the other disciplined services. Accordingly, the Administration proposed that the heads of Stanley Prison and Lai Chi Kok Reception Centre should be upgraded to Chief Superintendent of Correctional Services (GDS(C)1).

4.30. In reply to our enquiries, the Administration advised that the proposal to upgrade the heads of these two penal institutions was not based on workload but on their greater responsibilities and that there was a functional need to upgrade these posts on a permanent basis. The Administration also clarified that, for this upgrading proposal concerning the Correctional Services Department and two similar proposals concerning the Customs and Excise Department and the Immigration Department, it had taken into account general guidelines and grading factors when assessing the ranking of these posts.

4.31. We examined the Administration's proposal and supported the creation of a new rank of Chief Superintendent of Correctional Services and two posts in this new rank for Stanley Prison and Lai Chi Kok Reception Centre, offset by the deletion of two posts of Senior Superintendent of Correctional Services.

4.32. We informed the Administration of our advice in May 1993. The proposal was subsequently approved by Finance Committee in June 1993, and the Commissioner of Correctional Services was informed accordingly.