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An investigation of the effectiveness of human resource management in the Hong Kong police

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An Investigation of the Effectiveness of Human Resource Management in the Hong Kong Police

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Abstract

In the literature, there is the increasing trend to link human resource planning with strategic planning giving greater importance to, and greater involvement of, human resource management in organization strategy. Also the Hong Kong Police is a manpower oriented discipline force and the human resource management functions play a critical role in the effective management of these human resources. Therefore, the critical nature of the human resource management of the Hong Kong Police justifies a management report orientation where the focus is on the production of positive and practical recommendations.

The objectives of the report are to evaluate the effectiveness of the existing human resource management system of the Hong Kong Police and also if and where appropriate to make recommendations designed to enhance the present system.

In order to achieve the objectives, four aspects were evaluated.

The first aspect is the human resource management goals of the Hong Kong Police. It was evaluated against the criteria of the extent to which it is consistent with the

Vision, Statement of the Common Purposes and Values of the Police.

The second aspect is its policies and practices of the each of the functions, which include 1. human resource planning (HRP), 2. recruitment and selection, 3. training and career development, 4. compensation and benefits management, 5. performance evaluation, 6. employee and labor relations, 7. counseling and 8. termination of the existing human resource management. It was evaluated through the comparison between the policies and practices of the each of the functions mentioned above and the corresponding theoretical functional goals.

The third aspect is outcomes of human resource management, including complaints from the public, and opinions to it from the general public. It was evaluated against the overall goals of human resource management of the Hong Kong Police.

The last but not the least, others, which are the things other than the above, factors viewed as relevant including what it has done during 1996 to 1999. Peters and Waterman Model was used as a framework for evaluating how well the Police was doing during this period.

After considering all the aspects, we concluded that the Hong Kong Police did well in the planning process of the human resource management, as theoretically, the effectiveness of the human resource management was achieved. However, further improvement is needed in certain areas concerning the actual performance during the implementation, which may imply there are some problems that may affect the effectiveness of the human resource management of the Hong Kong Police.

Based on the evaluation, we suggest that Competency Assessment Methods can be used as a framework for the Hong Kong Police to develop a set of competency for evaluating the performance of the employees. Also, a number of ways were suggested to improve the existing promotion mechanism. The supervisor's recommendation involved in it can be improved by giving guidelines to the supervisors and having a group of supervisors to evaluate the performance of the employee. Also the recommendations should base on credible information. Moreover, feedback channels should be given to the employees to raise their opinions towards the decision in the promotion mechanism. In order to improve the competency of the supervisors, training should be given to strengthen their accountability for handling their work. Also a flexible and cafeteria benefits package was recommended to increase the flexibility of the existing benefits package

for motivating the employees by giving autonomy to choose the benefits they need.

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1. Introduction

1.1 Research Question

This project takes the form of a case study involving the Hong Kong Police. It focuses on the performance of the human resource management functions, which are human resource planning (HRP), recruitment and selection, training and career development, compensation and benefits management, performance evaluation, employee and labour relations, counselling and termination, of the Hong Kong Police.

1.2 Background

Under the Commissioner of Police, there are two Deputy Commissioners of Police, one is responsible for operations, the other is responsible for management. In the management area, there are three departments, Personnel and Training, Management Services and also Finance, Administration and Planning. Under the Personnel and Training Department, there are two Wings, the examined Personnel Wing and Training Wing. The authors of this project have the Personnel Wing, which is responsible for the major human resource management functions in the Police.

The Hong Kong Police employs the program management system which is a form of resource allocation and division of labour. This system comprises six program areas. Three refer operations, and the rest refer to management. One of the program areas is the Personnel and Training Department. Under the program area, there are program plans and also targets and performance indicators included in the program plan.

The life cycle of an employee of the Hong Kong Police is as follow. In the first stage, after candidates have been recruited, training would be provided. And then in the second stage, they were through career management, include job posting and continuous training. Then, at the third stage, employees embark on promotion. The final stage, their career journey which may involve is retirement. Conditions of service provide various welfare benefits to employees. During the career journey, different human resource management functions are involved. Therefore, in evaluating human resource management of the Hong Kong Police, the effectiveness of each of the functions will be evaluated.

The Hong Kong Police has established its Vision, Statement of Common Purpose and Values in 1996 through employee participation. In light of the mission, it

invited an external consultant to review its overall direction. Guided by the external consultant, it changes its culture from a law-enforcement towards a service quality oriented culture.

At the time of writing, the Hong Kong Police is undertaking a review of the existing program management and introducing a new appraisal system called the Performance Management System (PMS), which is aimed at establishing a competency-based Human Resource Management.

1.3 Objective

The objectives of this report are to evaluate the effectiveness of the existing Human Resource Management system in the Hong Kong Police and also if and where appropriate to make recommendations designed to enhance the present system.

1.4 Rationale

The Hong Kong Police is a manpower oriented discipline force and the human resource management functions play a crucial role in the effective management of these human resources. In addition, the Commissioner's Statement of Strategic

Directions, Policing Beyond 2000, printed in the Hong Kong Police Review 1998, indicates clearly that the force will put a greater focus on human resource management. Moreover, it also agreed that people remain at the core of operations. With the management initiatives, which were stated in the Hong Kong Police Review 1998, it would continue to develop its capabilities to manage and motivate its staff. Also, performance appraisal and promotion systems are areas that are subject to continuous improvement in order to develop appropriate training and engender a healthier lifestyle. Performance appraisal, promotion and training are core activities of human resource management, thus effective human resource management is critical to achieve the result of the Commissioner's Statement of Strategic Directions mentioned above. Therefore, the effective management of human resource functions will be directly related to the overall effectiveness of the Hong Kong Police. The critical nature of effective human resource management in the Hong Kong Police justifies a management report orientation where the focus is on the production of positive and practical recommendations. These recommendations will have the purpose of sustaining the current effectiveness of human resource management in the police and enhancing that effectiveness where appropriate.

This report begins by introducing the methods employed for the investigation and then moves to results. Analysis of the results has enabled conclusion to be drawn. Finally, recommendations have been made aimed at enhancing the existing human resource system of the Hong Kong Police.

2. Limitations

Due to the internal review of the Hong Kong Police, in-depth information cannot be disclosed. Therefore, the detailed information of the program management, the specific goals of the human resource management, the in-depth information of the policies and practices of the human resource management could not be disclosed.

Moreover, there were no primary data regarding the outcomes which were the complaints from the public and opinions to the Hong Kong Police from the general public and the others, factors viewed as relevant including what the Police has done during 1996-1999. Therefore, secondary data were used to compensate the limitations mentioned above.

Although there were limitations, different aspects of the human resource management of the Hong Kong Police were evaluated. In addition, the importance of the human resource management in a manpower oriented organization such as Hong Kong Police justifies a management report investigating the effectiveness of the human resource management.

3. Methodology

In this study, the overall approach to be employed is the phenomenological approach. It is an approach that concentrates on the way individuals actually experience events or phenomena in the context in which the events are experienced. An objective of this project is to investigate the effectiveness of human resource management in the Hong Kong Police. Hence, it is a case study on the Hong Kong Police, which enables us to know the context of the situation being studied.

In order to get the most accurate result, several methods have been used. Hence, both primary and secondary data have been collected. For the purpose of this project, the effectiveness of human resource management functions in the Hong Kong Police has been defined in terms of 1) the consistency between the human resource management goals and the overall organizational goals, 2) the extent to which the practices of the human resource management function in the Hong Kong Police reflect practices that are supportable on the basis of a selection of relevant literature, 3) reflection of the effectiveness of the human resource management by means of the assessment of key outcomes: complaints, opinion from the public and the crime rate, and 4) the extent to which the overall

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effectiveness of the human resource management practices can be evaluated by other supportive elements from the selected literature.

However, as there were statistics results shown in the parts of outcomes, it revealed that there were quantitative elements applied.

What follows is a presentation of the sources of primary and secondary data that were employed in this project:

3.1 Primary Data

Primary data was generated from an in-depth interview with the Superintendents of Police (SPs) in the Personnel Wing, Mr.Chiu, and the Service Quality Wing, Mr.Chu.

3.1.1 Interview

In order to get in-depth and relevant information, semi-structures interviews was employed. There were open questions at the beginning to get a picture of the important issues encountered in the study. Later, probing questions were used to seek clarification of the issues raised by the open questions.

Moreover, in order to get thorough and complete information in the interview and

to verify it later, secondary data was derived from the Internet, which gave rise to

the initial research question, and reference was also made to the Hong Kong Police

Review 1998.

3.2 Secondary Data

3.2.1 Police Information

Relevant information regarding the organization structure and the human resource

practices of the Hong Kong Police in detail was acquired from the Internet and the

Hong Kong Police Review 1998 in order to verify the information obtained from

the interview and make the project become more comprehensive.

Moreover, the press releases from 1995 to 1999 and the Report of the Independent

Police Complaints Council (IPCC) 1997 were also used in the parts of outcomes to

evaluate the effectiveness of the human resource management in the Hong Kong

Police.

3.2.2 Theoretical Information

Literature support was sought in order to give a theoretical input to the

investigation.

4. Evaluation Criteria Employed in this Study

In order to achieve the objectives of this report, four aspects were evaluated. The aspects and the corresponding indicators for evaluation were determined as follow.

The first aspect is the human resource management goals of the Hong Kong Police. It was evaluated against the criteria of the extent to which it is consistent with its Vision, Statement of the Common Purposes and Values.

The second aspect is its policies and practices of the each of the functions, which include 1. human resource planning (HRP), 2. recruitment and selection, 3. training and career development, 4. compensation and benefits management, 5. performance evaluation, 6. employee and labour relations, 7. counselling and 8. termination of the existing human resource management. It was evaluated through the comparison between the policies and practices of the each of the functions mentioned above and the corresponding theoretical functional goals.

The third aspect is outcomes of human resource management, including

complaints from the public, and opinions to it from the general public as well as crime rate. It was evaluated against the values of the Hong Kong Police driven from the mission statement. (see Appendix 3A)

The last but not the least, others, which are the things other than the above, factors viewed as relevant including what it has done during 1996 to 1999. Peters and Waterman Model was used as a framework for evaluating how well the Police was doing during this period.

Detailed information on the rationale for choosing these aspects and the tools used in the evaluation were covered in the next section.

5. Evaluating the Human Resource Management in the Hong Kong Police: The Indicators

5.1 Human Resource Management Goals

5.1.1 Introduction

From the literature, effectiveness is defined as "the ability to determine appropriate objectives: doing the right thing" by Stoner, Freeman & Gilbert (1995:9). When a manager can select and achieve the right goals for his/her department or function, the department or function can be more effective. Therefore, the selection of the right goals of the human resource management could be an effective evaluation tool for assessing the effectiveness of the human resource management in the Hong Kong Police.

Moreover, it is a manpower oriented organization, the role of human resource management is significant in achieving organizational effectiveness. In the literature, there is the increasing trend to link human resource planning with strategic planning giving greater importance to, and greater involvement of, human resource management (HRM) in organizational strategy. Singer (1990:101)

defined strategic planning as "a process of developing long-term organizational objectives and deciding on the methods and process by which these goals will be reached". Thus, human resource strategy and objectives should be derived from or coordinated with the organizational strategy and goals. Therefore, enhancing the effectiveness of the HRM function should lead to an increase in the organizational effectiveness in a manpower-oriented organization such as the Hong Kong Police. Hence the literature suggests that HRM and overall organizational strategies should be coordinated if organization are to be fully effective particularly when those organization are manpower intensive as is the case with the Hong Kong Police. Thus, the consistency between human resource management goals and the organizational goals implies the effectiveness of the human resource management. Therefore, the right goals of the human resource management of the Hong Kong Police refers to the extent to which the goals are consistent with its Vision, Statement of the Common Purposes and Values. Thus, this consistency may be a reliable and credible indicator for evaluating the effectiveness of the human resource management of the Hong Kong Police.

5.1.1.1 The Existing Practices of Setting Human Resource Management Goals

Program Management Mechanism

The Vision, Statement of the Common Purpose and Values of the Hong Kong Police was transformed into six program areas. There was no priority amongst these areas because all of them are perceived as equally important. As we had mentioned before, Personnel and Training Department was one of the program areas. Under the program area, there were program plans including targets and performance indicators. Due to the review of the existing program management of the Hong Kong Police, the detailed information of the program plans of the Personnel and Training Department could not be disclosed.

5.2 Human Resource Management Policies and Practices

5.2.1 Introduction

The Rational Goal Model of organizational effectiveness suggests that those organizations that achieve their goals are effective (Barnard, 1938; Etzioni, 1964; Mohr, 1982; Osborn and Hunt, 1974; Penning and Goodman, 1977; Perrow, 1979; Scott, 1977; Weber, 1947; Stott, 1996). The way that human resource management achieve its goals relies heavily on the effectiveness of the corresponding policies and practices. This suggests that the extent to which the policies and practices of each of the functions of the human resource management meet the targets of their program plan is a reliable indicator of the effectiveness of the human resource management of the Hong Kong Police.

However, given the lack of in-depth information of the targets of the program plan of the Personnel and Training Department, theoretical functional goals were viewed as alternative reliable criteria for evaluation of the effectiveness of the policies and practices of each of the functions of the Human Resource Management of the Hong Kong Police.

The functions include 1. Human Resource Planning (HRP), 2. Recruitment and

Selection, 3. Training and Career Development, 4. Compensation and Benefits

Management, 5. Performance Evaluation, 6. Employee and Labour Relations, 7.

Counselling 8. Termination.

They were evaluated separately. Based on the literature, criteria were established

to evaluate the extent to which the policies and practices of each of these functions

met theoretical functional goals.

5.2.1.1 Human Resource Planning (HRP)

According to Bell (1974:9-10, cited in Thomason, 1998), human resource

planning refers to "The systematic analysis of the company's resources, the

construction of a forecast of its future manpower requirements from this base, with

special concentration on the efficient use of manpower at both these stages, and the

planning necessary to ensure that the manpower supply will match the forecast

requirements".

From the literature, we generated the theoretical functional goal of human resource

planning. They were, first, to analyze the company's resources, second, to forecast

the human resource requirement according to the pervious analysis, and third, and

to develop plans to ensure the manpower supply will match the forecast requirements. In light of the theoretical functional goals, some criteria were developed to evaluate the effectiveness of the human resource planning of the Hong Kong Police.

5.2.1.1.1 The Criteria for Evaluating the Effectiveness of HRP

5.2.1.1.1.1 whether it can analyze the company's resources

This refers to the extent to which it can analyze the existing resources that it now has.

5.2.1.1.1.2 whether it can forecast the future manpower requirements

This refers to the extent to which it can forecast future human resources needs, i.e., when and in what number. Also, there is the matter of what kind of human resources are needed, such as in what rank.

5.2.1.1.1.3 whether it can develop plan to match the manpower supply with the forecast requirement

This refers to the extent to which it can match the manpower supply with the forecast requirement. All these criteria are derived from the literature, which

suggest a set of credible criteria for evaluating the effectiveness of the HRP.

5.2.1.1.2 The Existing Practices of HRP

In the Hong Kong Police, recruitment and manpower planning was combined as a function. Within this function, several aspects were involved. They were Selection Procedure, Turnover Analysis, Vacancy Projection, Contingency Analysis 97-2000, Equitable Strength Analysis and also Strategic Analysis. Due to the internal review of the program management of the Hong Kong Police, the detailed information of the above aspects could be disclosed.

5.2.1.2   Recruitment and Selection

5.2.1.2.1 Recruitment

In the theory, Singer (1990: 106) stated that recruitment is the process of locating qualified job candidates, attracting them to apply for job openings, and maintaining a labour pool of potential employees.

Also, Breaugh (1992:4) defined employee recruitment 'involves those organizational activities that (1) influence the number and/or the types of applicants who apply for a position and/or (2) affect whether a job offer is

accepted'.

The theoretical goal of recruitment is to attract the qualified applicants for the job opening at the right time. Given this goal, the following criteria were developed for evaluating the effectiveness of the recruitment of the Hong Kong Police.

5.2.1.2.1.1 The Criteria for Evaluating the Effectiveness of Recruitment

5.2.1.2.1.1.1 The number of the applicants: to what extent can the Personnel Wing attract the adequate number of applicants for the job openings from the labour pool in order to meet the human resource needs of the Hong Kong Police?

5.2.1.2.1.1.2 The standards of the applicants: to what extent can the Personnel Wing attract the qualified applicants for the job openings in order to meet the application criteria of the human resource needs of the Hong Kong Police?

With reference to theoretical definition of employee recruitment by Breaugh (1992:4), the number and standards of the applicants could be the indicators of the effectiveness of recruitment in the Hong Kong Police.

5.2.1.2.1.2 *The Existing Recruitment Practices in the Hong Kong Police*

According to the classification of the positions in the Police, there were four categories including the Police Constable (PC), the Inspector of Police (IP), the Superintendent of Police (SP) and the Commissioner of Police (CP).

The recruitment was mainly for the PC and IP. The recruitment activities were exercised during all the year. There were large scale recruitment days twice per year, which were hold on the holidays after the public examinations and the period after the Chinese Lunar Year holiday. The description of work of PC and IP were described in **Table 1.**

Table 1:   The Description of Work

Police Constable (PC)	Police Inspector (IP)
✧ Perform street patrol and traffic control duties ✧ Detect crimes ✧ Investigate and apprehend suspects in criminal cases ✧ Investigate narcotics and commercial crimes ✧ Collect and handle criminal information ✧ Perform technical work connected with the maintenance of criminal records and examination of finger prints ✧ May be posted to various formations under the Force such as the Uniform Branch, Traffic Wing, Crime Wing or Marine Region	✧ Carry out various supervisory and operational duties, and all aspects of police work ✧ May be posted to a variety of branches in the Police Force, such as the Crime Wing, Marine Region, Traffic Wing, Planning and Development Branch ✧ May undertake research on social problems or issues

Source: Careers Pamphlet, Disciplinary Forces, by Careers Advisory Service, Labour Department, P.2.

5.2.1.2.2 Selection

In theory, Singer (1990: 124) suggested that selection is the process of choosing new employees from the applicant pools through evaluation, testing, screening, and interviewing.

The theoretical goal of selection is to select the qualified candidates from the candidates pool so as to meet the human resource needs for the organization. The theory has enabled to develop criteria for evaluating the effectiveness of the selection process of the Hong Kong Police.

5.2.1.2.2.1 The Criteria for Evaluating the Effectiveness of the Selection

In the context of the Hong Kong Police, the suitable selection criteria have been defined as follows:

5.2.1.2.2.1.1 SMART: whether the selection criteria is a SMART, which are Specific, Measurable, Actions, Reasonable and Time criteria or not?

As Laird (1985: 104) mentioned that objectives need to meet five criteria which are SMART in order to be effective. Thus, if the selection criteria are not measurable or rational criteria, the Personnel Wing will find it difficult to select qualified candidates from the applicants' pool.

5.2.1.2.2.1.2 Integration between the selection criteria and organizational human resource goals: whether the selection criteria integrated with the human resource needs specified in the HRP?

As even if selection criteria are SMART, the Personnel Wing still cannot select

qualified candidates from the applicants pool, if the selection criteria are not

integrated with the human resource needs specified in the HRP.

5.2.1.2.2.1.3   Integration between the selection method and organizational

human resource goals: whether the selection methods are consistent with the

organizational goals and values?

For the purpose of evaluation, we defined suitable selection methods as those that

facilitated the meeting of the expected human resource needs of the HRP in the

Hong Kong Police.

Even if selection criteria were SMART and could meet the human resource goals

of the Hong Kong Police, it still could not select the qualified candidates if the

selection methods cannot match the selection criteria. Moreover, Singer (1993: 2)

suggested that 'the most fair method of selection also appears to be the most valid

in terms of organizational productivity and effectiveness'. Thus, the suitability of

the selection method was a criterion of evaluating the effectiveness of the selection

in the Hong Kong Police.

5.2.1.2.2.2 The Existing Selection Practices in the Hong Kong Police

Regarding selection criteria, there were different selection criteria for different positions. For both the PC and IP posts, the criteria were classified into the personality, the physical qualification, eyesight, nationality, academic entry requirements and language.

Table 2:   The Criteria of Selection for PC and IP

The criteria of selection	Police Constable (PC)	Police Inspector (IP)
Personality	✧ Mature ✧ Upright and Honest ✧ Alert and Observant	✧ Mature ✧ Reliable and Honest ✧ Observant and Strong in Leadership
Physical Qualification	✧ Physical fitness test is a pre-requisite ✧ Good physique ✧ For Males candidates: at least 163cm tall and weigh 50kg ✧ For Females candidates: at least 152cm tall and weigh 42kg. ✧ Spectacles are acceptable subject to eyesight test. ✧ 6/60 for unaided vision ✧ 6/18 for aided vision	✧ Physical fitness test is a pre-requisite ✧ Good physique ✧ For Males candidates: at least 163cm tall and weigh 50kg ✧ For Females candidates: at least 152cm tall and weigh 42kg. ✧ Spectacles are acceptable subject to eyesight test. ✧ 6/60 for unaided vision ✧ 6/18 for aided vision

Nationality	✧ Must be permanent resident of the Hong Kong Special Administrative Region (HKSAR) ✧ Have lived continuously in Hong Kong for at least seven years.	✧ Must be permanent resident of the Hong Kong Special Administrative Region (HKSAR) ✧ Have lived continuously in Hong Kong for at least seven years.
Academic Entry Requirement	✧ Completion of F.5 or equivalent; or ✧ Completion of F.3 and processing 2 years' work experience relevant to police work.	✧ A degree from an university of Hong Kong or equivalent; or ✧ A higher diploma from a Hong Kong university; or ✧ A diploma from a registered post-secondary college issued after the date of its registration, or equivalent; or ✧ 2 passes in the HKALE with 3 subjects including English Language (Syl.B) at Grade C or above in the HKCEE, or equivalent; or ✧ 5 subjects at Grade E or above, including English Language (Syl.B) in the HKCEE, or equivalent
Language	✧ able to read and write Chinese ✧ able to speak Cantonese ✧ may be required to pass a Chinese Language	✧ able to read and write Chinese ✧ able to speak Cantonese ✧ may be required to pass a Chinese Language

	proficiency test if applicant does not have a pass in Chinese Language in the HKCEE, or equivalent	proficiency test if applicant does not have a pass in Chinese Language in the HKCEE, or equivalent

Source: Careers Pamphlet, Disciplinary Forces, by Careers Advisory Service,

Labour Department, P.3-4.

For the selection methods of the PC and IP posts, there were also similar

selection methods namely the interview, physical test, eyesight test and

language test.

Table 3:   The Selection Methods for the PC and IP

The selection methods	Police Constable (PC)	Police Inspector (IP)
Interview	✧ **Only one interview:** ➢ Required to pass the physical test ➢ Required to answer the questions including the reason behind for the applicaton or some opinion on the current affairs.	✧ **Three interviews:** **1. "First-round interview"** ➢ A half hour long oral test ➢ Spoken in English ➢ Required to think the unusual problems under stress e.g. some social problem like illegal immigrant

		2. **"Continuous Interview"**
		➢ Last for 2 days
		➢ Areas to be examined: English test, group discussion, leadership intelligence test, physical test *(refer to table 4)*etc..
		➢ Expect the leadership intelligence test , all the interview process would run in English
		➢ A briefing forum would be given for the candidates to preparation before the interview.
		2. **" Last interview"**
		➢ required to the physical test only
Physical Test (Table 4)		
Eyesight Test		
Language Test		

Source: South China Morning Post, Careers Post, December 8, 1998.

Table 4:   The Physical Test for IP

The Physical Test for IP		
Item	**Requirements**	
	Males	**Females**
1. Sit-up	✧ 20 times within 30 seconds	✧ 17 times within 30 seconds
2. Burpee	✧ 16 times within 30 seconds	✧ 14 times within 30 seconds
3. Shuttle Run	✧ complete within 25.5 seconds	✧ complete within 28 seconds
4. Long Run 800m	✧ complete within 3 minutes and 10 seconds	✧ complete within 4 minutes
5. Jumping	✧ Jumping higher that 20 inches	✧ Jumping higher that 16 inches
6. Climbing Ladder	✧ Complete within 30 seconds	✧ Complete within 35 seconds
7. Pull Up	✧ 9 times	✧ 7 times

5.2.1.3 Training and Career Development

With reference to theory, Singer (1990: 171) stated that ' training entails the use of

prepared programs which reinforce employees' existing competencies or

facilitates the acquisition of new knowledge, skills, and abilities in the interest of

improving job performance'.   Training programs are usually associated with

' vocational teaching' of a specific job skill for non-management employees while

development programs prepare employees for succession or prepare managers for

expanded responsibilities.

5.2.1.3.1 Training

As mentioned in the theory, as Dessler (1999: 249) defined that 'training is the process of teaching new employess the basic skills they need to perform their jobs'. Thus, the theoretical goal of the training is to prepare and improve the new or existing employees in term of the skills, knowledge and performance in meeting the human resource needs of the organization. This statement has been used in this study for the evaluating the effectiveness of the training programs of the Hong Kong Police.

5.2.1.3.1.1 The Criteria for Evaluating the Effectiveness of the Training

In evaluating the suitability of the existing training courses content, we defined suitable courses content as that which was integrated with the human resource needs of HRP deriving from the organizational goals and values. As Reay (1994:39) mentioned that the strategic plan enabled the training managers to find out the training needs which might not be any immediate benefits, but that in long-term benefits for the organization. Thus, the integration between the training course content and the organizational human resource goals was the criteria used for evaluating the effectiveness of the training of the Hong Kong Police.

In evaluating the effectiveness of training program contents, the following has

been considered

5.2.1.3.1.1.1 Integration between the training programs contents and the

organizational human resource needs: to what extent have the training program

contents been integrated with the human resource goals?

5.2.1.3.1.1.2 The training methods: to what extent the Training Wing employing

suitable and effective training methods in provided training programs to meet the

human resource needs and succession needs of the Hong Kong Police?

As Reay (1994:44) stated that even a training method could deliver the goods in

matching its training objectives, but the effectiveness is still minimal in

'contribution to the future survival and prosperity of the organization'. Thus, in

achieving the organization's human resource needs, other than the training courses

content, the suitability of the training methods employed in the existing training

courses have been evaluated.

However, due to the limitation of the information, we could not evaluate whether

the training methods employed can match the organizational human resource

needs. There was a lack of detailed information about the human resource needs and training methods of the Hong Kong Police. It was unfair and inaccurate to evaluate the effectiveness of training and career development with unclear and insufficient information. Also, as Reay (1994: 8) mentioned that 'selecting training methods are likely to suceed'. Thus, we could only narrow down our evaluation into whether the training methods employed can meet their own training courses objectives.

In order to evaluate the effectiveness of the training methods employed, we have considered

5.2.1.3.1.1.2.1 Consistency between the training methods and the training courses objectives: to what extent are training methods employed consistent with the training courses objectives?

5.2.1.3.1.2 The Existing Training Practices of the Hong Kong Police

Regarding the training and career development, there were difference in the training needs and targets on profit and the non-profit making organizations such as Hong Kong Police. It had special training needs in order to achieve organization's objectives while the profit organizations had the training needs

related to profit-oriented knowledge, skills and abilities. Moreover, as Reay (1994: 39) stated that the training managers need to identify the type of organization and its' implications for the training strategy.

Since for the Force, the focus was on the areas of providing courses about the law and regulation knowledge, discipline training, values building, communication training, information technology training, and some technical skills training such as firearms, training, driving, public order etc., for all the new and existing staff. At the same time, the Force had also developed training programs for career development.

In order to achieve the above training needs, the Police Training School (PTS) was responsible for the initial training of PCs and IPs joining the Force and the majority of in-service training that officers needed to undergo throughout their careers journey. It offered the Recruit Training and the Continuation and Promotion Training.

The Recruit Training was a basic training for 36 weeks for all Probationary Inspectors (PIs) to equip them with the necessary knowledge and skills and the

requisite confidence and competence to discharge their duties in the Uniform Branch general stream during the period of their probation. There was the basic training on law, police procedures, handling and use of firearms, foot drill and strenuous physical training.

All newly recruited PCs needed to attend a 27-week basic training course at the PTS. The law, police and court procedures, social studies including the Basic Law, Living the Values and Care of Victims was on the training curricular. This was supplemented by instruction in self-defense, physical fitness, first aid, swimming, life-saving, use and handling firearms, firearms tactics, public order and drills. A Basic Putonghua Course was also provided for newly recruited PCs as a foundation for developing their proficiency of the language. Moreover, in order to serve the community, they could participate in a community interface programme aimed at providing skills for serving the less fortune members in the community.

There were also training courses in the technical skills needed in the Force. It included Firearms Training, Detective Training School and Police Driving School.

Firearms Training: The Force put a high priority for the development of firearms

and tactics training in the Force. There was is regular review on all aspects of firearms, ammunition, related equipment and firearms tactics, as well as standards to be achieved in order to ensure the Force keeping abreast of advances in technology and skills. Officers had to achieve a minimum of 70 per cent hits on target while undergoing continuation and qualification courses.

Detective Training School: The school provided a variety of specialist training for criminal investigation duties, including the Standard Criminal Investigation Course Phase I for officers considered suitable for Divisional Crime Units; an advanced Phase II, for officers entering District, Regional and Headquarters Crime Units; Special Duty Squad (SDS) Courses for officers taking up duties in District SDS; Interview Development Training Course which provided enhanced interview techniques involving the use of video recordings; and ad-hoc and continuation course which were organized to meet the needs of officers from Detective Constables to Uniformed Branch SPs.

Police Driving School : The School provided driving training to the highest international standards on a diverse vehicles fleet which ranges from small motorcycles to armored personnel carriers. Courses ranged from basic skills in

defensive driving and riding to more advanced driving disciplines associated with emergency response and traffic enforcement. All police drivers were independently licensed and tested on a regular basis to maintain a professional standard of driving expertise at all levels. Police involvement in traffic accidents had been on a steady decline for the past five years and every opportunity was utilized to emphasize road safety and courtesy.

5.2.1.3.2 Career Development

Regarding the career development, as Guttridge (1976, cited in Scarpello, Ledvinka and Bergmann, 1995: 474) defined that "career development consists of the set of activities that flows from the individual's career objectives and helps to achieve those goals". Thus, theoretical goal in this function is to equip and train up the trainer or trainees by providing development training programs in order to satisfy the human resource needs and succession needs of the organization. Based on these theoretical goals, some criteria have been established for evaluating the effectiveness of the career development of the Hong Kong Police.

5.2.1.3.2.1 The Criteria of Evaluating the Effectiveness of the Career Development

In evaluating the effectiveness of the development training programs content, we had considered the following:

5.2.1.3.2.1.1 Integration between the career development training programs and the organizational human resource needs and succession needs: to what extent have the development training programs content been integrated with the organizational human resource goals and succession needs ?

For evaluating the suitability of the existing development training courses content, we defined suitable development training course content as that was integrated with the human resource needs of HRP deriving from the organizational goals and values. As Guttridge (1976, cited in Scarpello, Ledvinka and Bergmann, 1995: 475) defined that "career management is a process by which an organziation attempts to match individual employees career interests and capabilities to organizational staffing requirements". Thus, the integration between the training courses content and the organizational human resource goals is a criteria for evaluating the effectiveness of the training of the Hong Kong Police.

5.2.1.3.2.1.2   The methods employed in development training: to what extent

does the Training Wing use effective and suitable training methods for the development training programs in order to train up and equip the trainers and trainees for the human resource needs and succession needs of the Hong Kong Police?

In achieving the organization's human resource needs, other than the development training courses content, the suitability of the development training methods in the existing training courses should be evaluated in-depth. However, as the limitation of the collected information mentioned before, we could only narrow down our evaluation to whether the career development training methods employed could meet training courses objectives.

In order to evaluate the effectiveness of the used development training methods, we would consider:

5.2.1.3.2.1.2.1 The Consistency between the development training methods and the training courses objectives: to what extent do development training methods employed help to develop the trainees to match the existing development training courses objectives?

5.2.1.3.2.2 The Existing Training Practices of the Hong Kong Police

For the purpose of succession and promotion, the Force had provided some development training courses to develop the trainees' skills, knowledge and abilities for further promotion. The police training school provided the continuation and promotion training for career development. Moreover, the in-service training bureau provides command training and the Support Division provided the Overseas Training and Local Vocational Training for the career development training.

The Continuation and Promotion Training: The Continuation and Promotion Training Division of the PTS provided in-service training in the form of promotion and development courses for all JPOs and Senior Traffic Wardens as well as Traffic courses for all the Inspector , JPOs and Newly Recruited Traffic Wardens. Training activities included practical exercises, seminars, visits, project research and presentations.

Command Training: Command courses were operated by the Higher Training Division.

(i) The Junior Command Course, attended by IPs or Senior Inspectors with four

or seven years' service in the rank, was a three-week course to prepare for the rank of Chief Inspector (CIP).

(ii) The Intermediate Command Course was a three-week course for nearly promoted CIPs concentrating on education in management and practical policing skills. Each participants had the opportunity to study for a Diploma in Personnel Management and Public Administration which was integrated in the course and run in conjunction with a local tertiary institution

(iii) The Senior Command Course was a three-week course for recently promoted Superintendents (SPs) designed to strengthen their strategic planning and managerial skills and broaden their perspective. A Graduate Certificate in Police Management had been incorporated into the course. Over 40 SPs are now of being a learning organization dedicated to the principles of continuous learning and self-development. As Thurbin (1994, cited in Pearn, Roderick and Mulvocney, 1995: 51-52) defined that a learning organization "improves its knowledge and understanding of itself and its environment over time, by facilitating and making use of the learning of all its individual members". The course also conducted a two-day liaisons visit in a Public Security Bureau unit in Guangdong.

The Communications Training Section and the Information Technology Center were under the authority of the Higher Training Division. Thus, there were courses provided by the Section and the Center in 1998.

(i) The Communication Training Section provided and ran courses on communication equipment and new radio systems for 91 police officers of various ranks. It also provided courses for 493 civilian staff who are mainly Police Communications Officers and technical officers of the communications branch. It also coordinated 62 training courses, organized by using external resources, for 408 technical staff and three overseas training courses for seven members of the branch.

(ii) The Information Technology Training Center had been particularly busy in recent years during which several major information technology systems were implemented, including the Formation Information Communal System, the Regional Information Communal System, and the Traffic Operations and Management system. It was also responsible for organizing standard micro-computer application courses for the Force members to enhance their day-to-day use of micro-computer. In 1998, 6,870 officers received training at the

Center and 4,831 staff attended micro-computer training courses organized by the Center.

Overseas Training: The Support Division provides overseas training. The budget for overseas training was $7.53 million in 1998/99. In all, 56 officers ranking from Senior Sergeant (SSGT) to Assistant Commissioner of Police attended management and command training at various police colleges, universities and training institutes in the United Kingdom, the United States, Canada, Australia, Malaysia, Singapore and the Mainland, while 57 officers from PC to Senior Superintendent attended specialist or other police-related courses which greatly enhance their professional knowledge in a variety of complex police work situations.

Local Vocational Training: The budget for 1998/99 was $3.05 million which represented a 5.9 per cent increased compared with 1997/98. Around 1,000 different types of on-the-job training were organized for more than 5,000 officers with a view to meet the Force requirements as well as to develop a learning culture within the organization. In addition, over 500 officers, mainly JPOs, joined the Course Fee Reimbursement Scheme in 1998/99 in pursuit of private studies for

both personal and career development.

There was a bureau called the Training Development Bureau that was responsible for the design, review and update of all Force mainstream training courses and the training of all its officers as instructors. To meet the changing needs of the Force, the Bureau had, in 1998 for the first time, selected training specialists and academics from outside to fill vacancies for the posts of Force Training Officers and Assistant Force Training Officer.

5.2.1.3.3 The Promotion Mechanism

The ultimate goal of the training and career development was to prepare the qualified trainees for the promotion in the future in order to satisfy the human resource needs and succession needs of the Hong Kong Police. Thus, evaluating the effectiveness of the promotion mechanisms had been viewed as part of evaluating the effectiveness of the training and career development.

From a theoretical standpoint, the promotion was designed to motivate and improve the existing employees performance by defining a clear career path for them. Some criteria have been established in this project for evaluating the

effectiveness of promotion of the Hong Kong Police.

5.2.1.3.3.1 The Criteria for Evaluating the Effectiveness of the Promotion Mechanism

5.2.1.3.3.1.1 Promotion criteria: to what extent has the Personnel Wing set suitable criteria for selecting persons to be promoted to the right position at the right time in order to meet the human resource needs and succession needs of the Hong Kong Police?

In order to select qualified candidates for succession, the promotion criteria should be integrated with the organizational human resource needs and succession needs. If the promotion criteria did not match with the organization's human resource goals, the Personnel and Training Department could not select the "right" candidates for succession. Thus, we should consider the effectiveness of the promotion criteria.

In evaluating the promotion criteria, we defined suitable criteria and that which were observable and a good indicator for the performance. Thus, we have considered:

5.2.1.3.3.1.1.1 The nature of the promotion criteria: to what extent are the

promotion criteria are observable and a good indicator of the performance?

5.2.1.3.3.1.1.2 The comprehensiveness of promotion criteria: to what extent are

promotion criteria combined effectively in order to selecting the qualified

candidates for succession?

Furthermore, promotion criteria including Seniority, Performance and

Examination should be combined in such a way that qualified candidates can be

selected for promotion. Also, the promotion criteria should be good indicators of

performance. Thus, the combination of the three promotional criteria had been

considered as a criterion of evaluating the effectiveness of the promotion

mechanism.

5.2.1.3.3.1.2 The methods of assessment: to what extent has the Personnel and

Training Department has effective, fair and suitable assessment methods to

examine and select the qualified person to be promoted so as to meet the human

resource needs and succession needs of the Hong Kong Police?

Additionally, standardization of assessment was an important indicator to show

the effectiveness of the promotional mechanisms. We were concerned about the

fairness of the mechanism in which whether all the candidates were treated and

selected in a fair status.   However, as with insufficient information about

standardization of assessment, we would limit the scope of our evaluation just on

the promotion criteria and the comprehensiveness of the promotion mechanism in

the Hong Kong Police.

5.2.1.3.3.2 The Existing Promotion Criteria in the Hong Kong Police

5.2.1.3.3.2.1 Seniority

One criterion for selecting qualified candidates for promotion was through the

seniority, i.e. how many years they have been working in the position in order to

determine whether they had enough experience for further advancement. For

Police Constables, if they had served over 2 years, they would have the

opportunity to be promoted as a probationary Inspector of Police. Then, after

being a Probationary Inspector of Police for over 3 years, they would have the

opportunity to be promoted as an Inspector of Police. Later, it was necessary for

them to have more than 2 years experience to be promoted as a Senior Inspector of

Police. Finally, those Senior Inspector of Polices needed to have at least 5 years'

experience for them to be promoted as a Chief Inspector of Police. Hence, it could

be found that at least 12 years of experience was needed for a PC to be promoted as

a Chief Inspector of Police.

5.2.1.3.3.2.2 Performance

Other than seniority, performance would also be considered as a criterion when

selecting the right candidates to be promoted. If sub-ordinates were considered to

be performing well, their supervisors could recommend them to take the

examination for further succession. The standards for their recommendations

would be examined according to the performance indicator, which would

elaborate in the part of Performance Evaluation in detail.

5.2.1.3.3.2.3 Examination

Finally, the candidates chosen as qualified for promotion needed to pass a

standardized examination in order to confirm their ability and enable the Police

Force to choose the most suitable candidate for a particular position. However, not

all positions required to pass a standardized examination. For a probationary

Inspector of Police, they needed to pass the second standardized examination in

order to confirm their ability to be a confirmed Inspector of Police. Moreover, the

Inspector of Police needed to take a third standardized examination in order to be

promoted as Senior Inspector of Police. After that, they had to compete for further

advancement, but not through examinations.

5.2.1.4 Compensation and Benefits Management

Singer states that " compensation refers to the intrinsic and extrinsic rewards

provided by a company for the fair and equitable remuneration of employees'

services performed" (1990:254). Compensation management includes wages and

salary determination, raises, and similar monetary issues.

Singer (1990:326) has pointed out that " benefits are any legally mandated or

voluntary services, other than direct wages, which are provided to workers in

whole or in part by employers". Benefits management is a multifaceted area of

personnel specialization that deals with pensions, insurance, workers'

compensation, dental plan, educational benefits, vocations, and a variety of

"fringes" such as sick pay, recreation, health care, maternity leave, day care, and

use of company vehicles.

The theoretical goals of the compensation are to provide a fair and equitable

remuneration of employee performance while the benefit management is as

supplementary way of giving incentives to the employee performance. Based on these theoretical compensation and benefits management goals, criteria have been established for evaluating the effectiveness of the compensation and benefits management of the Hong Kong Police.

5.2.1.4.1 The Criteria for Evaluating the Effectiveness of the Compensation and Benefit Management

5.2.1.4.1.1 **The equity of the compensation system:** to what extent has the Personnel Wing provided equitable compensation aimed at minimizing the forces of de-motivation on the employee performance ?

Adman (cited in Milkovich and Newman, 1993: 277-278) argued in the Equity Theory that "individuals compare their inputs and outcomes to those of some relevant other person in determining whether they are equitably (fairly) treated. Stated another way, the comparison process can be expressed as a comparison of ratios:

$$O_p/I_p \text{ compared to } O_o/I_o$$

Where

O_p, I_p = Outcomes of person (p) or other (o)

O_o, I_o = Inputs of person (p) or other (o)

From the literature, the pay structure should be able to reflect the correlation between input (contribution) and output (pay). Thus, criteria have been established for evaluating the effectiveness of the compensation of the Hong Kong Police.

In order to evaluate the effectiveness of compensation, we have considered the following:

5.2.1.4.1.1.1 The same salary for the same rank: to what extent does the employee at the same rank receive the same salary at the same entry level?

5.2.1.4.1.1.2 The different salary for the different ranks: to what extent does the employee at different rank receive reasonable proportion of their contribution and pay?

5.2.1.4.1.1.3 The variety of the benefits packages: to what extent have the Personnel Wing provided adequate variety of benefits to give incentives for employees performance through benefits management system?

Herzberg (cited in Dessler, 1999: 462) stated that "pay is not a motivator" and "employers should provide adequate financial rewards and then build other

motivators like opportunities for achievement and psychological success into their jobs". Thus, the variety of the benefits packages may be an indicator for evaluating the effectiveness of the benefits management of the Hong Kong Police.

5.2.1.4.2 The Existing Compensation System of the Hong Kong Police

There were different pay scales for the PC and IP. The IP officers were classified into four categories based on the education levels. If the officers performed their duties satisfactory, they could expect to receive an increment each year until the top of the relevant scale was reached.

Pay scales

Pay scales for Police Inspectorate Officers and Constables were shown below.

Police Constables (PC)

Salaries

5 subjects including English language,

at Grade E in HKCEE   HK$15,995 - 22,210 (max.)

3 subjects at Grade E in HKCEE   HK$15,520 - 22,210 (max.)

Have completed Form 5 education   HK$15,065 - 22,210 (max.)

Police Pay Scale (PPS) Points 1-13

✧ Secondary school leavers with 3 subjects at Grade E or above in the HKCEE:

PPS Point 2

✧ Secondary school leavers with 5 subjects including English Language (Syl.B)

at Grade E or above in the HKCEE: PPS Point 3

<u>Inspector / Senior Inspector (IP)</u>

Salaries

Degree   HK$32,380 - 56,910 (max.)

Diploma   HK$30,975 - 56,910 (max.)

Matriculation   HK$30,050 - 56,910 (max.)

HKCEE   HK$28,295 - 56,910 (max.)

Police Pay Scale (PPS) Points 23-41

✧ Matriculation: PPS Point 25

✧ Diploma/Higher Diploma holders: PPS Point 26

✧ Degree holders: PPS Point 27

<u>Promotion chart with monthly salaries</u>

Commissioner of Police(CP)	$181,050
Deputy Commissioner of Police(DCP)	$149,600 - $154,150
Senior Assistant Commissioner of Police(SACP)	$127,900 - $135,550
Assistant Commissioner of Police(ACP)	$110,000 - $116,800
Chief Superintendent of Police(CSP)	$95,350 - $101,400
Senior Superintendent of Police(SSP)	$80,660 - $87,430
Superintendent of Police(SP)	$69,575 - $77,645
Chief Inspector of Police(CIP)	$55,770 - $67,085
Senior Inspector of Police(SIP)	$46,470 - $53,675
Inspector of Police(IP)	$26,745 - $53,675
Police Constables(PC)	$15,065 - $22,210

In additional, officers may be eligible for allowances for performing overtime or specialist duties.

<u>Additional Benefits</u>

✧ Married quarters are allocated on a point system based on length of service, salary and size of family.

✧ All officers are eligible for free medical and dental care, although a

maintenance fee is charged when an officer stays in hospital.

✧   Officers may earn paid leave according to laid down regulations.

5.2.1.5 Performance Evaluation

Singer (1990: 204) defined performance appraisal as "a formal process of providing workers with diagnostic feedback (positive and negative knowledge of results) about their job performance". Performance evaluation is the process of appraising subordinates' behavior and providing feedback to help them improve their performance in the future.

From the above, the theoretical goal of this function is to provide constructive feedback to the employees in order to improve their performance.

5.2.1.5.1 The Criteria for Evaluating the Effectiveness of Performance Evaluation

5.2.1.5.1.1 whether the evaluation tool can provide constructive feedback

This is concerned with the extent to which it can provide accurate and reliable information with positive and negative feedback to the employee. The feedback should focus on how to improve employee performance, i.e. find out the

performance gap.

5.2.1.5.1.2 whether the communication process is two-way

This is concerned with the extent to which there is follow-up that involves direct communication between the employee and supervisor. These criteria are driven by the literature, which suggests reliable and credible criteria for evaluating the effectiveness of the performance evaluation.

5.2.1.5.2 The Existing Practices of Performance Evaluation

In the Hong Kong Police, they are now introducing a new appraisal system called a Performance Management System. The rationale for introducing this new system was to be forward looking and to correspond with the force values. It was not only Personnel Information Communication System compatible, which enabled optimum use of resources, but also allowed for a more objective assessment.

It started from the rank of the Superintendent of Police. So it was not widely introduced in all the ranks of the Hong Kong Police.

The criteria for appraising the employee performance were what behavior is expected and how employee can achieve the expected behavior. As one of the

main objective of introducing this new appraisal system was to align individual performance appraisal with the vision statement, therefore, the expected behavior was derived from the common purposes, which specified the strategic directions of the Hong Kong Police.

Competency assessment was adopted, which transformed principles into action, i.e. the transformation of values into core competencies. The word competency focuses on behavior, which is observable, measurable and capable of being developed.

Under this system, employees were given a set of guidelines of what to achieve, with clear objectives and priorities. After every individual had been carefully allocated his or her individual objectives, they would talk to their supervisor to get mutual agreement on the objectives and then finalized them. After a certain period of time, every employee had to finish a self-assessment. The frequency of interviews would be increased. This system is only at the initial stage of introducing, therefore, detailed information such as when the interview will take place, when and how to do the self-assessment, and also how employee are assessed cannot be provided.

5.2.1.6 Employee and Labour Relations

According to the theory, Singer (1990) defined that employee relations consist of efforts by a company to help individuals to resolve personal problems to improve their performance, to address situations such as safety and health that are concerned all employees.

Labour relations is a field of specialized management concerned with collective bargaining and maintaining relationships between an organization's management and legally constituted employee unions or associations.

Hence, the theoretical goals of these relations are to resolve the personal problems of the employees and address safety and health situations for them internally, while at the same time, confirm a good relationship between them and the external associations.

5.2.1.6.1 Criteria for Evaluation of Employee and Labour Relations

5.2.1.6.1.1 The 2-way communication: to what extent has the Personnel Wing provided a two-way communication between the employees and the management levels staff as well as the related associations?

It has been chosen as it reveals whether the relations can be managed effectively. Only two-way communication can ensure the existence of feedback and the recognition of opinions in each side.

5.2.1.6.1.2 The number of communication channels: to what extent has the Personnel Wing provided communication channels for the employees to release their opinions?

It has been chosen as an indicator to reflect whether the problems existed and opinions of them could be recognized as quick as possible.

5.2.1.6.1.3 Status in the communication: to what extent has the Personnel Wing provided for equal status to exist during the communication process to facilitate different levels of employees expressing their opinions freely?

Status affects employees' willingness to express their opinions. If they do not dare to express their opinions, no matter how many channels are provided, the problems cannot be solved. Hence, it reflects whether the Hong Kong Police can encourage the employees to release their opinions.

5.2.1.6.2 Existing Employee and Labour Relations in the Hong Kong

Police

Staff Relations Section

This section acted as a conduit for the receipt and dissemination of information between the management and staff, and vice versa.

Internal Communications Section

This section reviewed the effectiveness of existing communication at all levels within the Force. It had conducted a opinion survey and coordinated follow-up programmes to address areas of concern.

Police Force Council

Representatives from the senior Force management might sit together with officials from the administration and committee members from the four police staff associations [the Superintendents' Association (SPA), the Overseas Inspectors' Association (OIA), the Local Inspectors' Association (LIA) and the Junior Police Officers' Association (JPOA)] in the Police Force Council (PFC). The PFC was a forum for discussion between the four staff associations and the Administration.

Discussion of issues affecting the welfare and conditions of officers

These issues fell within the direct authority of the Commissioner affecting the welfare and conditions of service of officers in the Force and were discussed at the Senior Consultative Council (SCC), which represented the views of the SPA, the LIA and the OIA, and the Junior Consultative Council (JCC), which represents the views of the JPOA.

The PFC, the SCC and the JCC each met at least three times per year. Hence, different Councils might help to fight for the benefits of the employees.

5.2.1.7   Counselling

According to theory, counselling is defined as "the utilization of skilled techniques for the purpose of assisting people in understanding and developing their own solutions to problems" (Singer, 1990:238). Employee counselling is the process of helping workers solve worked-related problems.

Hence, the theoretical goals of counselling are to assist in understanding and developing the solutions for the staff problems. Thus, helping to solve their

work-related problems too.

5.2.1.7.1 Criteria for Evaluating Counselling Services

5.2.1.7.1.1 The number of psychologists: to what extent has the Personnel Wing ensured that there is sufficient psychologists to provide services for the employees in order to make them more committed to their work?

With adequate professionals' help can be available to officials who have problems, not matter whether they are the work related problems or their own psychological problems, they may become more committed to their work. This implies that the number of psychologists will influence the effectiveness of this service in the Hong Kong Police.

5.2.1.7.1.2 The variety of services: to what extent has the Personnel Wing ensured that there are sufficient kinds of services provided for the employees?

The variety of counselling services is chosen as a criterion as it will determine whether all problems and difficulties of employees are considered. With different kinds of services, more problems of employees may be resolved. According to Carroll (1996: 88), "it is essential that the counselling provision is seen to be congruent with prevailing management practices". Hence, the provision of the

counselling services should be adequate enough to help the Force maintain their good performance.

5.2.1.7.2 Existing Practices of Counselling in the Hong Kong Police

The Psychological Services Group

This group provided professional counselling and educational services for officers and their families. In addition, three more new Police Clinical Psychologist posts were established in December, 1998, in order to strengthen the professional manpower of the Group.

5.2.1.8 Termination

In theoretical terms, termination is a process of making arrangement for layoffs, retirements, or the exiting of existing manpower.

Hence, theoretically this function is about making arrangement for the above mentioned functions in a professional and humane way.

5.2.1.8.1 Criteria for Evaluating the Effectiveness of Termination

An effective program for termination is a very important issue because ex-police

officers may give the force a "bad name".

5.2.1.8.1.1 The sophistication of the arrangement: to what extent has the Personnel Wing made sophisticated arrangements for the terminated staff in order to eliminate their discontent and maintain the image of the Force?

If there is any complaint about their termination arrangement, it cannot be concluded as a successful policy. Hence, all arrangements, i.e., from informing them the intention to terminate their employment for whatever reasons, or preparing their retirement benefits, to their leave and other post-leave policies, need to be considered in order to eliminate the complaints and maintain the image.

5.2.1.8.2 Existing Practices of Termination the Hong Kong Police

Re-employment of the Force

A policy for the JPOs, who joined the Force before April 1, 1995 and are serving on permanent and personable terms of service, to retire early (between 45-50 years of age) and apply for re-employment on contract terms has been initiated in the Hong Kong Police. However, before the actual implementation of this policy, regular seminars will be conducted to explain this issue.

5.3 <u>Outcomes</u>

5.3.1 Introduction

The goals and responsibilities of Personnel and Training Department in the Hong Kong Police were to put the right people in the right place at the right time. As people was its most important and valuable asset, the effectiveness of human resource management became very important. Hence, other than the above mentioned ways, the complaints, opinion of the public as well as the crime rate were also used to examine the effectiveness of the human resource management.

According to the strategic management process, different goals will be set with reference to the mission statement. Then, followed by a SWOT (strength, weakness, opportunity and threat) analysis, strategies will be designed. Finally, after strategy implementation, there will be a feedback that indicates the effectiveness of the strategies and any improvement needed to strive for excellence (Hill & Jones, 1998). Hence, the complaints, opinions of the public, as well as the crime rate were viewed as relevant aspects of feedback to show the effectiveness of the Hong Kong Police.

As the mission statement was released in 1996, the period from 1995-1999 was

examined to check the effectiveness of the Force with specific reference to the mission. For this purpose, information from the Report of the Independent Police Complaints Council (IPCC), 1997, and the press reports over this period were used.

5.3.1.1 Rationale for Using the Information from the IPCC Report and the Press Reports

The Independent Police Complaints Council (IPCC) was an independent advisory body, which was authorized by the Government directly and played a vital monitoring role in the police complaints system in Hong Kong. One of its major responsibilities was to monitor the investigations of complaints against the police conducted by the Complaints Against Police Office (CAPO). Hence, it was totally independent of the Police.

On the other hand, the press reports were the direct feedback of the public toward the Hong Kong Police. It could be viewed as a way that the public used to express their opinions over the Police. Hence, the creditability of the statements were also appeared to be high.

5.3.1.2 The Criteria of Evaluating the Outcomes

As the outcomes were the feedback regarding the effectiveness of the Force, the eight values (see Appendices) from the mission statement would be used as criteria:

(i)   Integrity and Honesty

(ii)   Respect for the rights of members of the public and of the Force

(iii) Fairness, impartiality and compassion in all our dealings

(iv)   Acceptance of responsibility and accountability

(v)   Professionalism

(vi)   Dedication to quality service and continuous improvement

(vii) Responsiveness to change

(viii) Effective communication both within and outwith the Force

5.3.1.3 Facts

5.3.1.3.1 Complaints

The Complaints were chosen as an important element of feedback because they represents the internal and external customers' (public and the employees) views on the effectiveness of the Police.

5.3.1.3.1.1 External Complaints

According to the information of the Independent Police Complaints Council, there

had been essentially 8 categories of complaints from public. They were Assault,

Overbearing / Impolite Conduct / Abusive Language, Neglect of Duty / Improper

Action, Unnecessary Use of Authority, Fabrication of Evidence, Threat, Police

Procedure and Other Offences.

Assault

Relevant Cases

(i)   In 1995, there was the case that a suspect who dead suddenly during

investigation in a Police station (refer to Ming Po Daily dated 25th November,

1995).

(ii)   In 1997, a two-way permit holder from Mainland China alleged that he was

assaulted by two police officers during a stop and search operation. (Report of the

Independent Police Complaints Council, 1997: 28)

The complaints about the assault by the Police Force have decreased gradually

from 38.4% in 1995 to 23.7% in 1999 and the actual number also decreased from

1,780 cases in 1995 to 1,275 cases in 1999. Hence, this indicated there was

improvement in training in self control. Assault has now become the second most reported problem rather than the first.

Overbearing/ Impolite Conduct/ Abusive Language

Relevant Cases

(i) In 1997, a light goods vehicle (LGV) driver complained of swearing by a PC three to four times in an accident in which the PC was hit by the LGV's nearside mirror (Report of the Independent Police Complaints Council, 1997: 34).

(ii) In 1997, there was complaints about the impolite attitude of officers and receptionists in the 999 Report System and Centre .

The complaints in these matters had increased from 25.7% in 1995 to 31.3% in 1999. Although the percentage compared to 1998 (34%) had decreased, the actual number had increased continuously from 1,189 cases to 1,684 cases. In addition, this source of complaints had replaced assault and might be considered as the most serious problem likely to damage the Police's image.

Neglect of Duty / Improper Action

Relevant Case

(i)   In 1997, a member of the public complained that he was treated with unnecessary force for identity card inspection by PCs after insisting to be searched in a police station (Report of the Independent Police Complaints Council, 1997: 37).

The complaints about the Police's incident managing skills have increased gradually from 15% in 1995 to 23.2% in 1999 and the number has nearly double, from 696 in 1995 to 1,249 in 1999. The amount of complaints is now similar to that of assault and may probably replace it as the number two source of complaints.

Unnecessary Use of Authority

Relevant Cases

(i) In 1997, a complainant was treated with unnecessary force after insisting to be searched in a police station. In addition, he was arrested and charged with "Assaulting a Police Officer" and "Resisting Arrest" after struggling together with them for a while (Report of the Independent Police Complaints Council, 1997: 37).

(ii) In 1997, a complainant was unnecessarily searched by a PC inside an

amusement game center toilet and his request for the search to be at a police station

was ignored (Report of the Independent Police Complaints Council, 1997: 40).

The percentage about this complaint had increased from 9.3% in 1995 to 9.4% in

1999. It seemed that the increase was minor, with the actual number of complaints

increasing from 431 cases in 1995 to 505 cases in 1999.

Fabrication of Evidence

Relevant Case

(i)   In 1997, a complainant was assaulted by officers on the way to a temporary

housing area and later was forced to admit breaking the windows of a light goods

vehicle and stealing it for a joyride. However, the officers gave a completely

different version of the events (Report of the Independent Police Complaints

Council, 1997: 47)

.

The percentage of such complaints had increased from 5.9% in 1995 to 6.8% on

1999 and the number of complaints had increased from 272 cases to 364 cases.

Threat

Relevant Case

(i) In 1997, a two-way permit holder from China was suspected by a CIP that he had breached his conditions of stay in Hong Kong complained that he was assaulted by the CIP near the throat. However, when his friend wanted to complain, she was threatened by the CIP that her friend would be arrested again if she lodged a complaint (Report of the Independent Police Complaints Council, 1997: 54).

The number of complaints about threats from the Police had increased from 4.0% in 1995 to 4.4% in 1999 while peak in 1998 (5.3%). The actual number increased from 183 cases in 1995 to 234 cases in 1999.

Police Procedure

Relevant Case

(i) In 1997, a complainant was ticketed by a PC for being disqualified from driving. However, it was likely revealed that the disqualification was a computer error and the complainant was innocent. However, after half a year, he was ticketed again by another PC for the same reason. This indicated the problem of cooperation

between the Police and Transport Department in failing to up-date its information and correct any mistake made immediately (Report of the Independent Police Complaints Council, 1997: 33).

The complaints about improper procedure of Police had increased from 0.1% (6 cases) in 1995 to 0.4% (19 cases) in 1999. This was the most minor aspects of complaints. However, the figures showed that the number has triple within five years.

Other Offences

Relevant Case

(i) In 1997, a complainant alleged that during a stop and search, two PCs not only assaulted him and burnt the right side of his penis with a lighted cigarette at the staircase of a building, but also damaged his mobile phone and pager, and stole his identity card (Report of the Independent Police Complaints Council, 1997: 46).

The above case, along with various miscellaneous misdemeanours had been classified as "others". These included involvement in deception and/ or criminal syndicates; violation of the Theft Ordinance, Dangerous Drug Ordinance;

perverting the course of justice; corruption; rape/ indecent assault and violation of other criminal ordinances, etc.. Violation of Theft Ordinance, perverting the course of justice and violation of other criminal ordinances were the most reported offences. This was the only category that had decreased both in number and in percentage. It decreased from 1.6% (76cases) in 1995 to 1.0% (55 cases) in 1999, with a peak in 1997 with 1.8% (85 cases).

From the above, it stated that the most reported problem had changed from the "Assault" in 1995 to "Overbearing / Impolite Conduct / Abusive Language" in 1999. The total number of complaints decreased from 1996 with 5052 cases until 1998 with only 4200 cases, which was a great improvement. However, complaints increased suddenly to 5385 in 1999.

5.3.1.3.1.1.1 Results of Investigation

Withdrawn / Not Pursuable

Even though the IPCC had dealt with many complaints, not all were treated in a way that could satisfy the complainants. From the results of investigations endorsed by the IPCC, most cases were treated as "Withdrawn/ Not Pursuable".

Also, the amount of complaints not wishing to pursue the complaint had decreased

steadily from 61.2% (2,837 cases) in 1995 to 39.2% (2,108 cases) in 1999.

Informal Resolution

The other major policy used to handle the complaints is "Informal Resolution". It was a scheme aimed at a speedy, satisfactory resolution of certain minor complaints through a Conciliating Officer (CO), the senior officer in the complainee's division. There were 15.8% (732 cases) in 1995, while 23.6% (1,272 cases) in 1999 were solved in this way. However, according to the Ming Pao Daily, dated 10th August 1995, only 218 of 712 complainants were satisfied by this method.

Unsubstantiated / Curtailed

Additionally, there were many complaints that were treated as "Unsubstantiated/ Curtailed", i.e. insufficient evidence to support the allegation made or not fully investigated owing to special circumstances such as known mental condition of the complainant. There were 15.5% (720 cases) in 1995 while 19.2% (1,030 cases) in 1999 and it was the third common results of the complaints.

Not Fully Substantiated

There were some cases treated as "Not Fully Substantiated", i.e. there was some reliable evidence to support the allegation made by the complainant, but it was insufficient to fully substantiate the complaint, from 0.5% (23 cases) in 1995 to 2% (109 cases) in 1999.   However, from both the number and the percentage, the amount also increased nearly four to five times. Hence, the increase was in great proportion.

False

Furthermore, there were some cases treated as "False", i.e. there was sufficient reliable evidence to indicate that the allegation made by the complainant was untrue. The amount had increased from 1.5% (70 cases) in 1995 to 7.6% (410 cases) in 1999.   Hence, it was the type of results that increased in greatest proportion.

No Fault

There were some complaints classified as "No Fault", i.e. the allegation was made either because of a misinterpretation of the facts or a misunderstanding, from 2.5% (118 cases) in 1995 to 4.3% (233 cases) in 1999.

Substantiated / Substantiated Other Than Report

Actually, the cases of "Substantiated/ Substantiated Other Than Reported" only

represented a small proportion of outcomes. There had been a slight increase in

these outcomes, from 2.9% (133 cases) in 1995 to 4.1% (223 cases) in 1999 of all

possible outcomes. However, those reported as "Substantiated" only represented

1%, with reference to the Sing Tao Daily dated 14th March 1995. Hence,

according to the investigation results, only 223 cases could be treated as

substantiated cases.

5.3.1.3.1.2 Internal Complaints

Other than the above external complaints, indeed, there were also some internal

complaints. For example, in 1997, there were complaints from lower level police

that they were being discriminated against senior ones (refer to Sing Tao Daily

dated 13th May, 1997).

5.3.1.3.2   Opinions

The Opinions by members of the public provided an insight for the Police about

the areas that the public thought as insufficient and needed further improvement,

and areas that they thought were the strengths of the Police. Hence, it could also

help the Police to enhance their strengths and improve their weakness.

There were both positive and negative opinions on the Hong Kong Police made by the public from the press releases between 1995 and 1999.

5.3.1.3.2.1 Positive Aspects

(i) The Force was praised for its ability to deal with the refugee insurrection in 1996 and maintaining law and order.

(ii) The Police was also praised for its proactive planning in solving the Year 2000 computer problem and helping other organizations to solve this problem, too, in order to lessen the damage caused by the change of a new century in the computer operation.

5.3.1.3.2.2 Negative Aspects

(i) The credibility of the Police's values "respect for the right of members of the public and the Force" was deeply destroyed through the case of the broadcasting of the songs of Beethoven. From the Report of the Independent Police Complaints Council (1997: 2), there was a complainant alleged that his right of freedom of expression and demonstration was infringed as the Police had abused its authority by broadcasting music to cover and drown out has address to the public.

(ii) The Police was condemned for insufficient preparation for the "1997". It was discovered that the turnover rate in 1996 increased due to anxiety over "1997". However, as the Police had insufficient preparation, there were some unqualified officers promoted to higher positions and still some vacancies existed (96??).

(iii) In 1997, a police fired out of a culprit during the investigation process. Later, it was found that the police was mentally disturbed. This might have raised public concern about the police's internal selection and counselling facilities (refer to Sing Tao Daily dated 3rd November, 1997).

5.3.1.3.3 Crime Rate

The crime rate was a central criterion because it represents the quality, ability and productivity of the Police Force.

The Hong Kong Police were praised as "Asia's finest" for its success in reducing the crime rate by 14% from 1995 to 1996. Moreover, even though the overall crime rate rose slightly by 6.8% in 1998, the rate was still considerably as lower than other metropolitan cities worldwide (Hong Kong Police Review, 1998).

5.4 Others

5.4.1 Introduction

As mentioned earlier in this report, the effectiveness of the Human Resource Management had a direct impact to the overall effectiveness of the organization given that the Hong Kong Police was a manpower oriented organization and its effectiveness was largely dependent on the quality of its manpower. Accordingly, on evaluation of the overall organizational effectiveness of the Police implied that the human resource management might also be effective.

The Peters and Waterman Model was employed as the criteria for evaluating the organizational effectiveness of the Hong Kong Police. We recognized that this model provided a comprehensive way to evaluate an organization, applying this model to a non-profit making organization such as Hong Kong Police might give some misleading results for them. Thus only those criteria of Peters and Waterman Model felt to be relevant to a discipline force were used in the evaluation. The same criteria, which were employed in this section, were adopted as the framework for conclusion.

5.4.1.1 The Criteria for Evaluating the Organization Effectiveness

5.4.1.1.1 Managing ambiguity and paradox

This refers to the extent to which organizations can balance the conflicting

pressures on them, as they have different stakeholders so they have to satisfy the

different needs of these stakeholders.

5.4.1.1.2   Staying close to the customer

Customer-orientation is a core element for providing satisfactory services.

Therefore, being active in seeking customer feedback and involvement implies the

company is responsive to the customer.

5.4.1.1.3   Autonomy and entrepreneurship

Effective companies are those which give their employees independence and

encourage risk taking. It also encourages innovative through giving autonomy to

the employees.

5.4.1.1.4   Productivity through people

One of the criteria of achieving productivity through people is to valuing every

employee as an asset of the organization. Manager or the organization as a whole

should value the contribution of their employee.

5.4.1.1.5 Being hands-on, value driven

This refers to the extent to which leaders are close to the employees and can display the values of the organization. In other words, the leaders know what is happening at the "grassroots" in the organization and also can communicate the values throughout the organization.

5.4.1.1.6 Maintaining simple form, lean staff

The aim to maintain simple form is to fully utilize the resources and achieve value for money and greater efficiency.

5.4.1.1.7 Simultaneous "loose" and "tight" properties

The most effective way to hold the organization together is the total commitment to a shared set of core values or culture.

5.4.1.2 The Rationale for not Selecting Some Criteria

The reason why criteria, such as a bias for action, and sticking to the knitting, were not used was because given the nature of a discipline force, we did not feel that

these were suitable for applying to the Hong Kong Police.

The responsibility of the Hong Kong Police was to maintain Hong Kong as one of the safest and most stable societies. They had to be well planned in their performance and their actions greatly influenced the safety and stability of Hong Kong. Therefore, the criteria, a bias for action could not be applied to this discipline.

Moreover, as a discipline force, such as Hong Kong Police, they had their own pre-defined responsibility. They could not choose to enter a different business. Thus, sticking to the knitting was not suitable for them, as they did not have the choice to engage in any other business.

5.4.1.3 The Performance of the Hong Kong Police

5.4.1.3.1 Managing ambiguity and paradox

The Hong Kong Police had introduced the Performance Management System to manage the conflict between the pressure of decreasing budget from the government and at the same time increase the efficiency and effectiveness.

It was because the new System can increase the effective use of manpower and fully utilized the Personnel Information Communication System for better manpower planning and succession planning for future development.

Its Vision, Statement of Common Purpose and Values, which was derived from employee participation through internal communication could be viewed as a way to minimize the conflict of different perception of the employees towards the Hong Kong Police. It was because there could be a shared common goal within the organization. With the common values, the conflict could be balanced.

5.4.1.3.2 Staying close to the customer

The Hong Kong Police was responsive to the internal and also external customers. The change of its culture from the law enforcement to emphasize service quality indicated its customer-oriented to provide better service to the public.

The North Point customer service improvement project, which was carried at the Police station involving the change of the design of the Police station and also every Policeman carried a name badge, indicated its commitment to strive for excellence and continue improved its quality of service. Based on the lessons

learned from this project, it has expanded this project to encompass Police stations at Sau Mau Ping and Sha Tin.

Also the various feedback channels provided such as at the its web site in the Internet for the public showed the intention to be customer-oriented. It opened for receiving public's opinion to improve its services.

5.4.1.3.3 Autonomy and entrepreneurship

With introducing a new appraisal system and the Personnel Information Communication System, it showed the Force tried to be innovative to bring new ideas to improve their efficiency and the quality of services. It was also the origin of its Vision, Statement of Common Purpose and Values, namely strive for excellence.

Also different Wings worked as a team and there might be temporary work team to handle a project. Different employees from different Wings might involve in the project to transfer information and bring ideas. For example, the Service Quality Wing handled the project of culture change. The employees in this Wing worked as a team and they might work with other employees from other Wings, such as

Personnel Wing to try to reduce the resistance of the change.

5.4.1.3.4   Productivity through people

There was an award system in the Hong Kong Police for employees with good performance. Also a new honors and awards system for the Hong Kong Special Administrative Region (HKSAR) was introduced on July 1, 1997. This system could recognize the contribution of officers.

And the Commissioner's statement of strategic directions, Policing 2000 printed in the Hong Kong Police Review 1998, stated clearly that it values every individual as an asset to the Hong Kong Police.

Also the slogan, "An Identity to be Proud of", promoted to the public implied there was a strong identity in being a Policeman.

All of the above were the indicators that Hong Kong Police valued every employee as an individual and asset.

5.4.1.3.5　Being hands-on, value driven

With the commitment to the Vision, Statement of Common Purpose and Values, they improved their internal communication channel to achieve effective communication so that every one could get involved.

5.4.1.3.6　Maintaining simple form, lean staff

The Police had invited external consultant to try to enhance the efficiency of its performance.　Also it adopted modern technology such as the Personnel Information Communication System for the effective manpower planning and succession planning.

5.4.1.3.7　Simultaneous "loose" and "tight" Properties

In 1997 each of the 40000 regular, civilian and auxiliary Force members attended a Living-the-Values workshop designed to explore the agreed Force Values.

Also the customer service improvement at North Point, Sau Mau Ping and Sha Tin projects displayed the value of service quality and customer-orientation.

Additionally in October, 1997, the Force launched an internal communications

improvement project and commissioned a consultant to study the effectiveness of

the internal communication system in communicating policy and promoting Force

Values.

6. Evaluation

6.1 Human Resource Management Goals

By implication, there was a high consistency between the human resource management goals, which were the targets of the program plan, and the organizational goal, which was the Vision, Statement of the Common Purpose and Values of the Hong Kong Police. This was because the transformation to program management aligned the human resource management goals, which were included in the program plan, with the Vision, Statement of the Common Purpose and Values of the Hong Kong Police. From the fact, the former goals were derived directly from the Vision, Statement of Common Purpose and Values.

6.2 Human Resource Management Policies and Practices

6.2.1 Human Resource Planning

6.2.1.1 whether it can analyze the company's resources

The recruitment and manpower planning considered as a function. This implied it would analyze the existing human resources with the help of the Turnover Analysis during the process of manpower planning.

Also, the Equitable Strength Analysis and the Strategic Analysis might help it to

analyze all the existing resources in the force.

6.2.1.2 whether it can forecast the future manpower requirements

The Vacancy Projection could help it to forecast the future manpower requirement.

It was because from the vacancy projection, it could tell how much manpower was

needed in the future, therefore, the Hong Kong Police could forecast the future

manpower requirements.

6.2.1.3.whether it can develop plan to match the manpower supply with the forecast requirement

Recruitment and manpower planning considered as a function. This implied the

forecast requirement, which was drawn from the manpower planning with the help

of the Turnover Analysis and Vacancy Projection, could match with the

recruitment. Therefore, the Hong Kong Police could recruit the forecast human

resource needs. Thus, the manpower supply from the recruitment could match

with the forecast requirement.

6.2.2 Recruitment and Selection

6.2.2.1 Recruitment

6.2.2.1.1 The number of the applicants

From these criteria, the Force had been successful to attract adequate number of the applicants for the job openings.

With reference to Sang Pao dated on September 16 in 1996, there was an increasing trend in the number of applicants for PC and IP during the period of year from 1994/95 to 1995/96. For the IP position, there was an increase of 92% of the total number of applicants from 1,542 IP in 1994/95 to 2,964 IP in 1995/96. During the two years period, there were 1,422 more in the number IP applicants. For the PC applicants, there was an increase of 50% of the total number of PC applicants during 1994/95 and 1995/96. Number of applicants increased from 8,123 and 12,227.

According to the Hong Kong Police Review 1998, the Force had attracted 15,589 PC and 4,073 IP applicants in 1998. From this applicants pool, the force had recruited 1,477 PC and 143 IP candidates.

In 1998/9, the number of applications joined the disciplined ranks of the force was a record high with 19,762 applicants competing for 1344 positions. At the same time, staff leavers reduced to a four-year low of 984 just 3.7% - low turnover by any standards.

6.2.2.1.2 The Standards of the applicants

Other than the number of applicants, the standards of the applicants were also an important indicator of the effectiveness of the recruitment. 16,025 applications, mainly from school leavers, were processed in 1998/9 for recruitment as constable. In the same period 3,737 applicants, predominantly university graduates, sought direct appointment as an inspector of police.

According to Sang Pao dated on September 16, 1996, regarding the number of the PC applicants in the years 94/95 and 95/96, there was an increase in the total number of different educational level applicants. There were increased in 37.6% of the total number of the applicants those who were matriculated or above, 27.7% had 5 subjects including English language, at Grade E in HKCEE, 31.6% had 3 subjects at Grade E in HKCEE and 24.2% had have completed Form 5 education. The largest increasing percentage of the total number was those who were

matriculated or above.

For IP applicants, the total number of the applicants had steadily increased. There was an increase in the total number of different educational level applicants. There were increased in 50.7% of the total number of the applicants those who were degree holders, 32.7% were matriculated or above, 46.3% were matriculated and 44.8% were 5 subjects including English language at Grade E in HKCEE. The largest increasing percentage of the total number was those who were degree holders.

As these PC and IP applicants had higher standards of educational level than the predetermined application qualification, it might be concluded that the standards of the applicants had increased.

Therefore, we would generally conclude that the recruitment of the Hong Kong Police was effective. This was because it could attract more applicants than the expected number of job openings and qualified applicants for selection. However, the status of economy in Hong Kong after the Asian financial turmoil in 1997 should be taken into consideration. Moreover, the perception, personality and

values of the potential applicants should also be considered.

6.2.2.2 Selection

For the purpose of evaluating the effectiveness of selection, two criteria had been used relating to the selection criteria and the selection methods.

6.2.2.2.1   The selection criteria

6.2.2.2.1.1 SMART criteria

Specific: The selection criteria were specific as the criteria were classified into different categories including the personality, physical qualification, nationality, academic entry requirement and language.

Measurable: Some of the selection criteria were measurable such as the physical requirements, nationality, academic entry requirement and language.

Action: Some of the selection criteria could be measured directly, indicators of performance in these areas might be used for assessment. For example, personality could be observed through interview or indicated via aptitude tests.

Reasonable: The selection criteria appeared to be reasonable for the male and female because the standards for males and females were different in the physical test. In addition, the selection criteria appeared to be reasonable in the academic entry requirement for the PC and IP. As the job duties, which required different skills, knowledge, abilities and personality, were different, the educational requirements appeared to reflect the differences.

Time: The selection criteria had changed with times. For example, in the physical requirements, the requirement, "free from any major or permanent disabilities", had been cancelled in response to the Equal Opportunity Employment Ordinance since 1999.

6.2.2.2.1.1.1 Integration between the selection criteria and organizational human resource goals: The selection criteria were derived from the description of PC and IP work (Table 1). For example, the PC was mainly engaged in the technical work, thus the academic entry requirements of PC were lower than that of IP. Moreover, the selection criteria could match the organizational human resource needs. For example, the organization would like to select the people who have integrity and responsibility. Equally it was important for a PC to be mature, upright and honest

as well as alert and observant.

6.2.2.2.1.2 The selection methods

6.2.2.2.1.2.1 Integration between the selection criteria and the selection methods: There were various methods that could help to measure the candidates performance against the selection criteria. For example, language proficiency was measurable via the language tests. Equally, personality might be indicated through interview.

In conclusion, the selection criteria and selection methods were SMART and integrated with the organizational human resource needs of the Hong Kong Police.

6.2.3   Training and Career Development

6.2.3.1 Training

In evaluating of the effectiveness of the training in Hong Kong Police, the following had been considered.

6.2.3.1.1.   The training programs contents

6.2.3.1.1.1.The   integration   of   the   training   programs   content   with   the

organizational human resource needs:

Regarding the organization's human resource needs, which stated in Hong Kong Police Review 1998, the Hong Kong Police was looking for people who have integrity and honesty, performing duties, diligently and adaptive to change and with good communication skills.

In order to meet the human resource needs, law and court procedures and Basic Law might be viewed as integrated with the organization's human resource goals of the integrity and honesty, specifically upholding the legal rights of all persons. Moreover, living the values and care of victims could be considered to be integrated with organizational human resource goals, fairness, impartiality and compassion in all dealings to the public. Also, the physical training with many supplementary instructions might be viewed as integrated with professionalism in the performance of the duties.

In addition, with reference to the Hong Kong Police Review 1998, firearms training were naming of the development of firearms and tactics training in the Force. The content included all aspect of firearms, ammunition, related equipment and firearms tactics, as well as standards to be achieved. That was integrated with

the organization's goals in which the Force was responsible for upholding the legal

rights of all persons and protection of the public and society. Thus, only using the

minimum forces necessary for performing the duties might be viewed as important

training content integrating with the organization's goals. Moreover, it was

integrated with the organization's human resource needs to have people with the

professional skill in using all aspect of firearms accurately and with minimum use

of the force if possible in performance of the duties.

Moreover, the Detective Training School provided a variety of specialist training

for criminal investigation duties, including Criminal Investigation Course Phase 1

for officers considered suitable for Divisional Crime Units; and advanced Phase II,

for officers entering District, Regional and Headquarters Crime Units. The

content was integrated with the organizational human resource needs and goals of

professionalism in the performance of duties and, continuous improvement in the

Force efficiency and effectiveness. This was because On-the-Job training could

provide the opportunity for the officers to be trained regarding professionalism

and to gain experience in the investigation in criminal cases.

Additionally, there was the Police Driving School that provided driving training.

The content included those basic skills in defensive driving to more advanced

driving disciplines associated with emergency response and traffic enforcement.

All the police drivers were independently licensed and tested regularly to the

professional standards of driving expertise. Thus, this content might be seen as

integrated with the organizational human resource goals of being profession in the

performance duties.

6.2.3.1.2   The Training Methods

6.2.3.1.2.1 Integration between the training methods and the training programs

objectives:

New Recruit Training: New recruit training was conducted in the Police Training

School. The courses involved practical exercises, seminars, and visits, project

research and presentations. The training course objectives appeared to be

generally meeting the requirements of the organization's human resource needs.

For this purpose, the training course content and methods needed to be able to train

the Force to be familiar with legal, social and organizational values and some

important technical skills such as the driving, firearms and detective skills,

knowledge and abilities. Through the training methods and associated activities,

trainees were provided with the chance to gain experience and use the concepts

learning in the seminars. Moreover, there were instructors and specialists in the training school that concentrate on training the new recruits, which could ensure the qualification of the graduates from the Police training school. Thus, the training course methods appeared to be integrated with the organization's human resource needs for succession and the training course objectives.

6.2.3.2 Career Development

In evaluating the effectiveness of the career development training, we had considered the followings.

6.2.3.2.1 The development training programs content

6.2.3.2.1.1 The integration between the development training program and the organizational human resource needs for succession:

The Continuation and Promotion training courses content provided in-service training in the form of promotion and development course for all JPOs and Senior Traffic Wardens as well as Traffic courses for all the Inspector, JPOs and Recruit Traffic Wardens, Training activities included practical exercises, seminars, project research and presentations. It was integrated with the organizational human resource needs for qualified and professional staff.

Moreover, the In-Service Training Bureau provided three levels of **Command Training**. The Junior, Intermediate and Senior Command training courses content mainly included the practical duties or management skills. Moreover, some academic requirements were required. All content was integrated with the organizational human resource goals of the professionalism in duties performance.

Furthermore, there were some information technology and communication skills and knowledge courses which were integrated with the organizational human resource needs and goals of equipping the Force to use the information technology skills that were adaptive to changes. External and internal communication skills were required and it seemed that these goals were achieved through training.

In addition, the Support Division provided the Overseas Training and Local Vocational Training in which the course content mainly provided the chance for enhancing their academic requirement and gaining experience from the overseas training or local vocational training. It was integrated with the organization culture of continuous learning.

6.2.3.2.2 The Development Training Methods

6.2.3.2.2.1 Integration of the development training methods with the organizational human resource needs for succession:

For the purpose of developing the potential or the existing skills, knowledge and abilities of the existing employee for further succession, the development training methods mainly provided the chance for trainee participation, experience in performing duties and the learning from the experience. For the development training courses provided, the courses training methods mostly including activities such as practical exercises, seminars, visits, project research and presentations as well as overseas visits and training.

There were the three-level of Command training, communication training, information technology training, overseas training and local vocational training. The above mentioned training methods were integrated with the development training courses objectives. The chance to practice and gain experience through trainee participation was good for training in the technical skills in the information technology and communication equipment.

Additionally, higher level jobs required higher level of the conceptual skills and

education.   Thus, the chance of studying the degree or diploma programs in the

management and policy or strategic skills in local tertiary institutions, overseas

and the In-Service training division could attain the training course objectives as

well as the organizational human resource needs for advancement. It was because

the Hong Kong Police needed professional human resources with commitment to

continuous improvement and this seemed to be reflected in the training course

contents and training methods used in the career development courses.

6.2.3.3 Promotion

6.2.3.3.1 Nature of the promotion criteria

From a theoretical standpoint, promotion criteria needed to be observable and

objective.

In the promotion criteria, the seniority and examination were observable and

objective criteria. Seniority based on the period that the officer worked in the

Force, which could be observed from their record. Moreover, according to G.

Dessler (1999: 366), "the Union agreement often contain a clause that emphasizes

seniority in promotion". Hence, it could reflect that seniority could be a good

method in selecting the right candidates for promotion.

On the other hand, the examination questions and contents were standardized.

Hence, these two criteria could be viewed as objective and observable.

However, the recommendation would be considered as a subjective one. The

superiors would recommend their sub-ordinates for promotion based on their

performance, which would be evaluated by the performance indicators. However,

even though the indicators were objective, the recommendation are made by the

superiors. Hence, bias might be involved. This aspect of promotion fell short of

objectivity.

6.2.3.3.2   Comprehensiveness of the promotion criteria

From the theoretical viewpoint, the comprehensiveness of criteria would also

determine the effectiveness of the promotion mechanism. Hence, both

quantitative and qualitative aspects should also be included.

The Police employed three types of criteria to select the right candidates for the

right positions. According to their promotion path, they would be considered as

qualified for promotion when they had attained adequate seniority, i.e. enough

accumulated experience. Then, they would be recommended for further

promotion by their superiors when they had good performance. Finally, they were

required to pass a standardized examination. Then, they could be promoted to a

higher position. Hence, it showed that both quantitative aspects (seniority and

standardized examination) and qualitative aspect (recommendation by the

superiors) were also included. The quantitative elements could help to enhance

the objectivity of the promotion mechanism, while the qualitative elements could

help to find out some information like, personality of the candidates, and to check

whether they meet the culture and norms of the Force. Then, it could ensure that

the Hong Kong Police could make right decision and choose right candidates.

Hence, the promotion criteria were considered as comprehensive as they had

included both quantitative and qualitative elements.

6.2.4 Compensation and Benefits Management

6.2.4.1 The same salary for the same rank: Under the existing compensation

system, the employees at the same rank with different academic background

received a corresponding salary. For example, the salaries of Inspector/ Senior

Inspector categorized according to the academic background. Therefore, the

employee with the same academic background received the same salary at the

entry level. The Inspector/ Senior Inspector possessed a diploma had the entry

salary level of HK$30,050 and the one who possessed a degree had the entry salary

level of HK$32,380.   This implied all the Inspectors/ Senior Inspectors who

possessed a diploma received the same salary level.

6.2.4.2   The different salary for different ranks: With the existing

compensation system, the salary at the entry level changed according to the

academic background and also the rank of the employee. This indicated the salary

received by the employee could reflect his or her contribution, which was valued

by the organization, to the organization. In order to compensate the contribution

of employees at different ranks, different salary was offered correspondingly.

6.2.4.3 The variety of the benefits packages: For the benefits and services

provided in the Hong Kong Police, the married quarters, recreational facilities,

child educational funds, free medical and dental care, clubhouses, holiday homes,

paid leave and wide-ranging facilities were offered. The variety of the benefits

and services were viewed as adequate.   However, there might be a lack of

autonomy for choosing the benefits options by the officers.

6.2.5 Performance Evaluation

6.2.5.1 Constructive Feedback

Under the new appraisal system, the self-assessment and the interviews implied the performance management system could provide constructive feedback. With the criteria for appraising the employee performance, it could provide positive and negative feedback to the employee focus on how well the employee is doing and how can the performance gap to be minimized.

6.2.5.2 Two-way Communication Process

In addition, because there was a mutual agreement between the employee and the supervisor on setting the individual objectives, this implied there was two-way communications during the process. Also due to the frequency of interviews would be increased, it indicated there was follow-up and direct communication between the employee and supervisor.

6.2.6 Employee and Labor Relation

6.2.6.1 Two-way communication

The Staff Relations Section helped to disseminate the opinions from one side and return the feedback from the other side. Hence, there was two-way

communication between the officers and top management. However, communication was indirect out. Hence, there was a possibility that communication distortion might exist.

On the other hand, the SCC and the JCC were established to allow the representatives of different associations (SPA, OIA, and LIA and JPOA) discuss with management regarding the welfare and conditions of the services of officers in the Force. As different levels of employees' views were considered, top management could know the employees' opinions. In return, top management would discuss with them about the practicalities of the changes requested. Then, the discussion, they could initiate a more acceptable plan regarding the welfare and the services provided. Hence, two-way communication could be achieved.

6.2.6.2 *Number of communication channels*

The Staff Relations Section was one of the communication channels that allowed the staff to express their opinions. It mainly handled the problems between the management and the staff. Other than that, there was another section, Internal Communications Section, which mainly helped to evaluate the communication at different levels. It would take an active role to collect related information through,

for examples, the Force Staff Opinion Survey and follow-up programmes. Hence, it could be concluded that different opinions and problems could also be highlighted through these sections.

Besides, there were three main Councils responsible for reflecting different ideas of different levels over different affairs. Individual officers can express their opinions to the corresponding Council. The Councils would express their opinions during the meeting with management. After meetings, the results of the bargaining were announced. Hence, there were sufficient channels for employees to release their opinions. Thus, the officers' needs were recognized by management and theoretical goals seemed to be achieved.

6.2.7 Counselling

6.2.7.1 Variety of services

The Group provided both counseling and educational services for the Force and their families. Officers in the Force could ask for help when they had any problems or queries about their jobs. There would have clear guidance for their work, which might enable them to handle and manage their job duties quicker and easier. Thus, this might enhance their productivity on their job and alleviate

job-related problems. As a result, the quality of services of the Force could be maintained.

Moreover, other than job-related problems, officers might also have their own personal problems, especially the family problems, that might affect their performance. Hence, the Police also provided services for their families in order to enable officers to concentrate fully on their jobs. Hence, it seemed that lack counselling services might be fatal.

6.2.8 Termination

6.2.8.1 Sophistication of the arrangement

The re-employment policy could also be viewed as a customer responsiveness feature of the Hong Kong Police. Though the Police had initiated this policy, some seminars were hold before implementation. This indicated that the Force was taking the internal customers into consideration when implementing the policy. Indeed, communication was generally needed before the initiation of any new policy.

6.3 Outcomes

6.3.1 Integrity and Honesty

According to the complaints regarding the "Fabrication of Evidence" and "Threat", they reflected that the value of the Police in this aspect has been violated. They did not obey the rule of treating every case based on honesty. Though they did not contain a very high proportion in total complaints, it was a very important area for culture building.

6.3.2 Respect for the Rights of Members of the Public and of the Force

The negative opinions from the publics regarding the case of broadcasting the songs of Beethoven indicated that the value of respecting the rights of others had been violated. They deeply affected the public's rights of freedom of expression and demonstration. The public could not enjoy the rights they should have. Hence, it indicated that the Hong Kong Police could not perform well in this aspect.

6.3.3 Fairness, Impartiality and Compassion in all our dealings

The "Assault" and "Overbearing / Impolite Conduct / Abusive Language" from the complaints indicated that the Police could not perform well to take compassion

on all its dealings, that they should have been trained to do so. These complaints were even the most reported problems, contain 23.7% and 31.3% in 1999 respectively. Hence, it reflected that many important values the Force tried to achieve could not be met.

6.3.4 Acceptance of Responsibility and Accountability

The "Neglect of Duty / Improper Action" of complaints reflected that the Police Force had not committed to the value of acceptance of responsibility. They did not take their own responsibilities into consideration when performing their own duties.

6.3.5 Professionalism

The praising of the Police's ability to deal with the refugee insurrection and proactive planning to solve the problem of "Year 2000" from the positive opinions of the public reflected the professional ability of the Police. Moreover, the relatively low crime rate as compared with other metropolitan cities and the award of "Asia's finest" indicated that the professional ability of it had been confirmed.

However, on the other hand, the complaints of "Overbearing / Impolite Conduct /

Abusive Language", "Negative of Duties / Improper Action", "Unnecessary Use of Authority", "Treat" and "Police Procedure" all revealed that the professionalism of the Police was a doubtful event.

6.3.6 Dedication to Quality Service and Continuous Improvement

The award of "Asia's finest" reflected that the Police had committed to the values of providing the best quality of services to the general public.

However, even though the Force had the intention to maintain a stable society had been recognized, there were still many areas regarded as insufficient. From the increase in both the amount and the percentage of complaints about "Neglect of Duties / Improper Action", Unnecessary Use of Authority" and "Police Procedure", as well as the incident of firing a culprit during the investigation process indicated improvement was needed.

6.3.7 Responsiveness to Change

The proactive planning in solving the problem of "Year 2000" by the Police had been praised by the public as it had recognized the future needs and take action to change when necessary.

6.3.8 Effective Communication both within and outwith the Force

The incident of firing the culprit by an officer indicated that the stress and pressure suffered by him was not recognized by his colleagues and even his superiors. Moreover, the internal complaints from the lower level officers of being discriminated against senior ones have also reflected that there were insufficient internal communications between the higher level management and the lower level officers as well as between the lower level officers themselves.

Other than the values from the mission statement, there were some factors that might affect the number of complaints.

Increase in Complaint Channels

Other than the Complaints Against Police Office (CAPO), there was Independent Police Complaints Council (IPCC) for the public to express their discontents towards the performance of the Police. Hence, it was easier for the public to complain the Police and thus, the number of complaints increased.

Increase in Transparency

In order to encourage the publics release their opinions, the IPCC had made the

system become more open. From the Report of the Independent Police Complaints Council (1997: 3), it had opened up part of the meetings to the public to let them know the operation details. Hence, the publics might have more confidence to release their opinions toward the Police.

Increase in education level

The education level of people in Hong Kong had been increased. They might recognize the rights to complain when they perceive any unsuitable behaviour of the Hong Kong Police. Hence, the more willing of them to take part in the action of complaints, the more the number of complaints might result.

6.4 Others

The Hong Kong Police could balance and manage the conflict between different stakeholders. It could also satisfy different needs of the stakeholders. Also it could be customer-oriented. Although the nature of the Hong Kong Police discourage risk taking, there was a high degree of innovation, i.e. the commitment to strive for excellence, to seek new ways to improve the quality of services continuously. With the establishment of a strong identity and award system, it indicated the intention to value every employee as an individual and asset. In

addition, the internal communication channel enabled the leaders to understand

what was happening in the "grassroots". With the use of the modern technology

and the initiatives driven by the mission statement, it implied efficiency can be

achieved. In addition, the shared common values and goals throughout the

organization created an atmosphere for building up a tight culture.

7.   Conclusion

The four aspects, which were mentioned in the 4. Evaluation Criteria Employed in

this Study, were concluded separately and then an overall conclusion was drawn.

Also the Peters and Waterman Model was employed as a supportive materials for

drawing the conclusion.

7.1 Four Aspects

7.1.1 Human Resource Management Goals

From the evaluation, we concluded that there was a high consistency between the

human resource management goals and the organizational goals due to the

program management mechanism. It implied there was a shared common goal

throughout the organization. Therefore, the commitment of the employees could

be increased and culture could be built. Thus, efficiency could be enhanced.

7.1.2 Human Resource Management Policies and Practices

7.1.2.1 Human Resource Planning

It could analyze the company's resources, forecast the future requirement and also

develop plans to match the needs and the manpower supply. Therefore, it was

concluded that the theoretical functional goals could be achieved. Also under the existing policy, it could integrate the planning and implementation process with the help of the analysis mentioned in the evaluation. Thus the effectiveness of this function could be enhanced.

7.1.2.2 Recruitment and Selection

The recruitment of the Hong Kong Police could attract more qualified applicants than the expected number of job openings for selection. Also, the selection could have SMART selection criteria and selection methods integrating with the organizational human resource needs. We could generally conclude that the recruitment and selection were effective to meet the theoretical goals.

As the effectiveness of the recruitment and selection, the Hong Kong Police could meet the human resource needs which could maintain the competency of manpower and improve its' efficiency and effectiveness.

7.1.2.3 Training and Career Development

The training and career development programs contents were integrated with the organizational human resource needs. Moreover, the training and career

development training methods appeared to be integrated with the organization's human resource needs for succession and the training course objectives. Thus, we might conclude that the training and career development were effective to meet the theoretical goals.

The effective training and career development could help the Hong Kong Police to ensure the employee trained with the organizational human resource needs. It could enhance the professional knowledge of the employee for better performance. Moreover, it could enhance a tight culture and commitment of employee to the organization.

However, the promotion mechanism had the problem of subjectivity. Nevertheless, the mechanism could meet the theoretical goal of having comprehensive promotion criteria by achieving both qualitative and quantitative criteria.

7.1.2.3.1 Promotion

Both quantitative (seniority and examination) and qualitative (recommendation by superiors) elements of the promotion mechanism implied that there were

comprehensive promotion criteria in the promotion system. However, from the nature of the promotion criterion, it seemed that the recommendation by the superiors fell short of objectivity. Hence, further improvement is needed.

7.1.2.4 Compensation and Benefits Management

The pay structure of the Hong Kong Police appeared to be equitable on the proportion of the contribution and pay. However, employees' perception on the equity about the pay structure had to be considered. Also, it seemed that the benefits packages were adequate but there was a lack of autonomy of choosing the benefits options for employees. Thus, further improvement is needed.

7.1.2.5 Performance Evaluation

Under the performance management system, it provided constructive feedback to the employee, which focused on how to improve the performance through two-way communication. It not only provided opportunities for the supervisor to have a better understanding of his or her subordinates, but also facilitated the improvement of the performance its employees. As the performance management system was only at the initial stage, further study is needed for developing a set of competency for evaluating the performance of employees in the Force.

7.1.2.6 Employee and Labour Relations

There were many channels provided for the officers to communicate with each other. Both communication channels for vertical and horizontal communication were also included. Hence, it could be concluded that the services provided were sufficient enough. Effective employee and labour relations could be achieved.

With effective relations and better communications, the conflict between staff could be minimized. Then, the Force could maintain a harmony atmosphere and enhance its staff's commitment.

7.1.2.7 Counselling

From the above, it showed that there was insufficient counselling services provided for the Force. The amount of psychologists was insufficient. Hence, further improvement is needed.

The pressure upon the officers was high as they needed to handle many stressful problems everyday. Hence, this might de-motivate the morale and reduce the productivity of the officers when they could not concentrate on their jobs.

Moreover, owing to the critical nature of the Hong Kong Police, counselling played an important role as it might affect the stability of the society. Hence, the safety of the public related to the conditions of the officers directly.

7.1.2.8 Termination

Owing to the limited information provided, it was difficult to determine whether the termination arrangement was effective. However, from the arrangement of the re-employment system, it did reflect that customer responsiveness was attained. The Hong Kong Police might consider the officers' opinions before making any decisions. Hence, it implied that an effective termination arrangement could be attained.

7.1.3 Outcomes

The outcomes reflected that there were both positive areas and negative areas presented.

From the information of positive opinions of the public and the crime rate, they all implied that the officers could commit to the values that the Hong Kong Police tried to build. The effectiveness seemed to be achieved. However, according to

the information of the negative opinions of the public and the complaints of the public, they revealed that the values could not be met. Hence, it indicated that the Force had the intention to build a positive image, but actually, further improvement regarding certain areas is needed in order to strive for excellence.

7.1.4 Others

From the evaluation, it could achieve the organizational effectiveness. It could not only balance the conflict between different stakeholders, but also increased the internal efficiency through sharing common goals, introducing new appraisal system and Personnel Information Communication System. Moreover, it strengthened the culture through improvement of the internal communication. Although the award system and the initiatives shown in the Hong Kong Police Review 1998 reflected that the Force value every individual as an individual and asset, it only showed one side of the coin. If the individual did not perceive it as recognition, the employee would not be motivated. Therefore, the perception of the employee had to be taken into account.

After considering all the aspects, we concluded that the Hong Kong Police did well in the planning process of the human resource management, as theoretically,

the effectiveness of the human resource management was achieved. However, further improvement is needed in certain areas concerning the actual performance during the implementation, which might imply that there are some problems that may affect the effectiveness of the human resource management of the Hong Kong Police. Therefore, further study is needed to investigate the problems and the way to enhance the effectiveness of its human resource management.

7.2 Peters and Waterman Model

The Peters and Waterman Model was adopted as a framework for conclusion. Same criteria were employed in this section. Under each of the criteria, all relevant materials mentioned in the four aspects were put together. Finally, an overall conclusion was drawn.

7.2.1 Managing ambiguity and paradox

7.2.1.1Human Resource Management Policies and Practices

At the aspect of managing the conflicts among the stakeholders, some human resources policies tried to minimize or prevent conflicts.

For solving conflicts between officers and the top management, the Employee and

Labour Relations provided communication channels such as the regular forum for discussion between the four staff associations and the administration. The Internal Communication Section, Senior Consultative Council and Junior Consultative Council handled the internal conflicts. Thus, it showed the intention of solving internal conflicts in the Hong Kong Police.

There were some special cases from the news indicating the needs for counselling to the officers. The Hong Kong Police had intention to prevent potential conflicts from providing counselling services. In 1998, the Psychological Services Group provided some counselling sessions and professional counselling and educational services for officers and their families. In addition, it opened more Police Clinical Psychologist posts. All showed the intention of preventing conflicts by satisfying the officers' counselling needs so as to minimize potential conflicts.

In addition, from the aspect of career development, the Hong Kong Police tried to minimize the potential conflicts by providing the career development training or opportunities to the officers. As there were the individual needs of career development, the career development programs could help to satisfy officers' needs by integrating the individual needs with organization's career development

needs.

Besides, compensation and benefits management, the Hong Kong Police had intention to minimize conflicts. However, as the reform of pay structure, conflicts might be appeared between the existing officers and those who were new recruits by contract-based.

Also, it seemed that bias might be occurred due to the superior recommendation involved in the promotion mechanism. Therefore, potential conflict might be increased.

7.2.1.2 Others

In handling the conflict between internal stakeholders, the Force established a shared mission statement, which could reduce the internal conflict with the continuous improvement of the internal communication, which strengthened the common values throughout the Force. In dealing with the external stakeholders, it introduced Personnel Information Communication System and Performance Management System to balance the pressure of decreasing in resources and increasing the efficiency.

7.2.2 Staying close to the customer

7.2.2.1 Human Resource Management Policies and Practices

Under the performance management system, it enabled the Force to be customer responsive to the employees. It was because it gave an opportunity for the employee to develop his or her own objectives. Also during the process of interview, the direct communication between the supervisor and the employee facilitated the Force to be customer responsiveness as different needs of achievements of different individual could be considered.

In order to be close to the customer, the Hong Kong Police were willing to be customer-oriented. It could be indicated through some human resource management policies and practices in order to satisfy the needs of internal customers (top management and officers) in the organization.

Under human resource planning, succession planning would be designed according to the human resources need. It might indicate the Hong Kong Police was customer-oriented.

From the aspect of career development, there were some career development programs provided for satisfying different individual's need.

For the officers, channels for communication or complaints were offered. There were some communication channels provided and managed by the Employee and Labour Relations. Also, there were increasing needs of counselling for the officers and their families. The Hong Kong Police had intention to meet the needs by putting more resources and efforts on the counselling services.

Besides, for meeting the needs for fairness and equity, the performance evaluation had reviewed in order to ensure its fairness. The compensation and benefits management was also designed for ensuring fairness. It showed intention for satisfying the internal customers' needs within the Force.

In addition, for the retirees of the Hong Kong Police, reemployment or retirement services were provided for them. There was some termination services such as re-employment on contract. It could show the customer orientation of the Hong Kong Police.

7.2.2.2 Others

There were many feedback channels provided for the internal stakeholders and also external stakeholders to raise opinion. It indicated the intention to seek customer feedback for further improvement of its services. Also the North Point customer service improvement project improved the quality of services provided at the Police station. However, how responsive did the Police handle the feedback had a direct impact on the effectiveness of this feedback mechanism.

7.2.3 Autonomy and entrepreneurship

7.2.3.1 Others

With the innovation initiatives driven by the mission, it could enhance the internal efficiency, therefore, the quality of services could be improved.

7.2.4 Productivity through people

7.2.4.1 Human Resource Management Policies and Practices

In order to value and recognize the contribution of officers, the Hong Kong Police viewed the employees as asset for the organization.

It could be shown in the policies of compensation and benefits management as well as promotion mechanism. The pay structure, benefits and services were

related to the officers' contribution. However, improvement is needed for minimizing the problems of being too subjectivity and maintaining the fairness of the systems.

7.2.4.2 Others

Although the existing policy showed the Force could recognize the contribution of the employee, it only showed one side of the coin. It was because how the employee perceived this had also to be taken into account. If the employee did not view the award system as recognition, further improvement is needed regarding the existing policy.

7.2.5 Being hands-on, value driven

7.2.5.1 Human Resource Management Policies and Practices

The new appraisal system enabled that the supervisor understood the employee and could also keep track of the performance of every employee according to the objectives that were set before. This gave more information for the leaders to know what was happening at the "grassroots" but also could enhance the relationship between the upper level and the lower level.

Through performance evaluation, leaders would discuss and set the common goals with the officers. Through the individual interview and Employee and Labour Relations, leaders had chance to display and communicate he organization's values to officers.

7.2.5.2 Outcomes

Under this aspect, complaints and opinions from the public, reflected that the higher level management could not display and communicate the Force's values to the lower level successfully.

The external complaints from the public, i.e. assault, overbearing / impolite conduct / abusive language, neglect of duty / improper action, unnecessary use of authority, fabrication of evidence, treat, police procedure and other offences, indicated that the officers had violated the values that the Force tried to build. As a result, this reflected that the top management could not guide the lower level officers to obey and follow the values to exercise their daily operations.

Moreover, according to the negative opinions from the public, the case of broadcasting of Beethoven, and the incident of shooting the culprit during the

investigation process, revealed that the top management could not manage the behaviours of their subordinates.

7.2.5.3 Others

With the commitment of continuous improvement of the internal communication channel, this might create a strong culture in the force that might serve to reduce the number of complaints in the future. It was because if every employee in the Force shared common goal and information, it created an atmosphere for building up a culture.

7.2.6 Maintaining simple form, lean staff

7.2.6.1 Human Resource Management Policies and Practices

Human resource planning indicated the intention for managing resources effectively, which was driven by the Force value. There were forecasting the human resources needs of the organization and then preparing the succession plan for arranging and using the human resources effectively with minimum cost and time.

Under the program management, the human resource management goals aligned

with the mission, which included the initiatives of improving efficiency. With the help of the Personnel Information Communication System and the performance management system, the internal efficiency could be enhanced.

7.2.7 Simultaneous " loose" and "tight" properties

7.2.7.1 Human Resource Management Policies and Practices

In order to share common goals and values in the organization, the Hong Kong Police attempted to achieve these through the policies and practices of training and career development as well as performance appraisal.

Through the training and career development courses, the organization's values could be taught to officers. In addition, officers could communicate with their superiors to understand the organization's values. These could enhance the achievement in sharing common goals and values in the Force.

The shared common values through internal communication, the program management, which was aligned all the goals of different Wings with the mission statement and also the performance management system brought the individual objectives towards the strategic direction of the Force created a strong

environment for building up a culture in the Force.

8. Recommendation

8.1 Performance Management System

As competency assessment is adopted in the performance management system, a job competency assessment method as described by L Spencer, D McClelland and S Spencer, Competency Assessment Methods (Hay/McBer Research Press, 1990) It is based on David McClelland's research in what competency variables predict job performance. 20 competencies, which most often predict success, were established. They are grouped into six clusters, which includes achievement cluster, helping/service cluster, influence cluster, managerial cluster, cognitive thinking/problem solving cluster and personal effectiveness cluster. The details are as follow.

Achievement cluster

1. Achievement orientation

2. Concern for quality and order

3. Initiative

Helping/service cluster

4. Interpersonal understanding

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5. Customer-service orientation

Influence cluster

6. Impact and influence

7. Organizational awareness

8. Relationship building (networking)

Managerial cluster

9. Directiveness

10. Teamwork and cooperation

11. Developing others

12. Team leadership

Cognitive thinking/problem solving cluster

13. Technical expertise

14. Information seeking

15. Analytical thinking

16. Conceptual thinking

Personal effectiveness cluster

17. Self control, stress resistance

18. Self-confidence

19. Organizational commitment- "business-mindedness"

20. Flexibility

This Competency Assessment Methods can be used as a framework for developing the competency for different ranks of the Hong Kong Police as the competency suggests is for a generic job. As the above framework only gives a direction for developing the competency, further study is needed to establish a set of criteria for measuring the performance of the employees of the Hong Kong Police.

8.2 Morale Problem in the Compensation and Benefits Management

As the reform of pay structure of civil servants, some of them were employed on permanent- based and some were contract-based. It would create the conflicts between them as those contract-based perceive the internal equity being violated.

Thus, it is recommended that the Hong Kong Police should recognize the internal conflict and manage the morale problem on those who are contract-based. It is also suggested that providing the flexible and cafeteria benefit plan for them in order to enhance the incentives and motivation. As Dessler (1999: 500) explained

the flexible and cafeteria benefits plan as ' to give each employee a benefits fund budget, and to let the person spend that on whichever benefits he or she prefers' .

In addition, changing the working conditions are recommended to the Hong Kong Police in order to let the employees working in comfortable conditions. Then, they may be more willing to perform better or effective.

8.3 Hands-on, Value Driven

In order to communicate the common goals and values in the Hong Kong Police, the leaders have to be trained with the conceptual and interpersonal skills. Also, they should be able to ensure that employees can receive the messages of common goals and values. Thus, management development programs are suggested to the Hong Kong Police so as to train up the leaders with the related skills. Then, they know how to approach the employees, to display and communicate organization' s values to the officers as well as to understand what is happening at the "grassroots" in organization.

8.4 Promotion Mechanism

8.4.1 Recommendation by the Superiors

There may be conflict between the management levels and the subordinates. The management may try to recommend those subordinates who are suitable and can

meet the culture of the Force. However, from the subordinates' point of view, they are concerned equity. Hence, unfair selection process may be resulted due to the recommendation.

Thus, there are several ways recommended to alleviate the effects caused by the presence of subjectivity.

Firstly, the top management can provide guidelines for selecting the right candidates for promotion. Punishment should also be announced to the superiors in advance to prevent the problems of bias.

Secondly, the recommendation should base on some credible information, like data from the performance evaluation. The superiors also need to hand in reports that mention the reasons of choosing the candidates. Hence, relevant information should be attached.

Thirdly, the Force can establish a group that responsible for checking whether there is any problem in the recommendation process and results. Then, it can ensure that the candidates selected are qualified to attain the examination.

Finally, the Police can provide some channels for the officers to complain if they think there is any unfair situation in the recommendation process. Then, it can recognize the insufficient areas of the existing system.

8.4.2 Examination

Sometimes corruption might result during the examination process. Hence, in order to ensure a fair examination process and results, some policies can be implemented.

The candidates attended the examination should not give any wordings or signals that can represent their identity in the examination papers. Moreover, there should be some complain channels for the officers regarding the examination mechanism and the results. Furthermore, there should be a channel for the candidates to check their examination papers as necessary. Then, it can enhance the fairness of the examination system.

8.5 Counselling

Due to the job nature of the Hong Kong Police, the counselling services become important to help them maintain good performance. However, it seems that the services are not sufficient enough. Hence, other than increasing the number of psychologists, some other ways are recommended.

As mostly the superiors are closed to their subordinates, they can recognize the problems of their subordinates first. Hence, they can be trained to manage the problems of their subordinates.

Moreover, the Force can provide some programmes for the officers to share their problems in the informal meetings. Then, they can share their stress and problems with each other that may lessen the seriousness of the problems caused by the stress.

Additionally, the Force can provide some courses regarding stress management.

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Appendix 1A

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New Territories.

Ms Becky Lam,
SEO Administration & Support,
Hong Kong Police,
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43-59 Queen's Road East,
Hong Kong.

22 October, 1999

Dear Ms Lam,

Studies on the Roles of Human Resource Management in Hong Kong Police

We are in our final year of a Bachelor of Business Administration (HONS) at Lingnan University majoring in Human Resource Management.

As part of our curriculum, we are undertaking a research project into the practice of Human Resource Management in public organizations. We are particularly interested in this area as it is often neglected in the literature on Human Resource Management.

The Hong Kong Police is a respected public organization in Hong Kong. Our initial inquiries suggest that the Human Resource Management functions are dispersed amongst the various departments within the Hong Kong Police. Therefore, we would like to examine the following areas.

1) The goals of Human Resource Functions in the various departments
2) Human Resource Management policies and practices in the above mentioned departments
3) Communication channels among the departments
4) Coordination among the departments

We would like to conduct interviews during the end of December 1999 and January 2000. We would expect to spend no more than one hour interviewing the person or each of the persons concerned. All information will be used for research purpose only and will be kept strictly confidential.

We sincerely hope you are able to help us and should be grateful if you would return the attached pro forma by return post (stamped addressed envelope provided) or by faxing us on 2465 9922. Should you have any queries, please contact Janice Leung by calling 9606 8553. Thank you for your kind support.

Yours sincerely,

_____ _____ _____
Chris Tai Dora Lam   Janice Leung
Final Year HRM students
Lingnan University

Encl: Pro forma

Pro forma

For the attention of Janice Leung, final year of BBA(HONS)

Dear Janice,

Studies on Roles of Human Resource Management in HK Police

I am able to talk to you about the Roles of Human Resource Management in our organization. I can be available to meet you at the following times, dates and locations…

Date/s   Time   Location/s

_____

_____
_____

_____

Please contact me to arrange a suitable date, time and venue.
I also recommend that you speak with…

_____

_____

I am unable to talk to you about the roles of Human Resource Management.
I do recommend that you speak to…

_____

_____

Yours sincerely,

Position:
Department:
Telephone:
Fax:

Appendix 2A:

Attn: Superintendent Support Condition of Service

       Personnel Wings

        Ms. Tsang Wei Lin   Fax: 2186 7064

From: Janice Leung, Lingnan University   Fax: 2465 9922

Dear Ms. Tsang,

Thank you for your rapid response of our request. Further to your questions, the following information could be helpful for your consideration.

The following are the areas that we would like to investigate:

1. Human Resource Management Goals

  a) Overall Human Resource Management goals in your organization (if any)

  b) Human Resource Management goals of the following Wings (if different from

    the above)

- Personnel Wing

- Training Wing

- Service Quality Wing

- Information Technology Wing

- Planning & Development Branch

- Administration Wing

2. Through what a) policies and practices, b) duties and responsibilities do the above Wings achieve their Human Resource Management goals?

3. With regard to the Wing which is chosen for conducting the interview; how does it coordinate its duties and responsibilities with each of the other Wings?

4. What channels of communication are employed by the chosen Wing to coordinate with the other Wings, in respect of Human Resource Management policies, practices, duties and responsibilities?

a) formal communication channel

b) informal communication channel

c) different groups or teams

We are looking forward to hearing from you. Should you have any queries, please contact Janice Leung by calling 9606 8553. Thank you for kind support.

Yours sincerely,

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Chris Tai   Dora Lam   Janice Leung

Final Year HRM students

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Appendix 2B

Interview Summary

The interview was held on January 13, 2000 in Police Headquarter in Wan Chai at 3:00 – 4: 30 p.m. with Mr. Chiu Kai Ting, Superintendent of Police in Personnel Wing and Mr. Chu Fun Wing, Superintendent in Service Quality Wing. The following is the summary of the interview.

In the interview, the vision statement was explained to be the source of organization's goals in the Hong Kong Police. Moreover, the organization structure was also explained to be divided by the regions in term of headquarter units. There are six regions of the headquarter units in the Hong Kong Police.

Moreover, we understood that the program management as linkage between the strategic direction from the 21st century blueprint and the planning and implementation of the six programs. It was responsible by the strategic directors in the strategic direction group. The strategic directors based on the vision statement to direct the six program areas and the correspondent sub-program areas. Mr. Chu commented that it could be viewed as a resources allocation system by the program managers. Also, Mr. Chiu mentioned that it has been under reviewing in order to strive for excellent in performance.

In addition, the main functions of various Wings have been discussed. Mr. Chu stated that Service Quality Wing was mainly responsible for the organizational change in culture in recent years. It needed to enhance the coordination and integration among different Wings to share the common values and goals.

Also, the Information Technology Wing provided IT support to the Service Quality Wing and Personnel Wing in order to increase the efficiency and effectiveness of different Wing.

Besides, the Planning and Development Branch was responsible for the improvement and development of the building and working conditions in the headquarter units.

Mr. Chiu mentioned that the Personnel Wing was mainly responsible for the career journey of the employee. The career path included the recruitment, selection, training & career development, positioning, promotion exercise, and condition of services and the retirement. Personnel Wing involved in all the aspect of the career path.

Mr. Chiu also introduced the performance management system (PMS). It was a purposed plan to review and improve the performance appraisal system. He defined the overall human resources goal was to attract, recruit and retain 'the right people at the right time in the right place'. Thus, he tried to develop the set of performance indicators deriving from the organization's mission on the core-competencies based. He wanted to establish some generic indicators for the core competencies based on the job analysis. As it was still at initiate stage, the indicators only could be established for the superintendent rank only.

He also mentioned that the PMS would be developed with the PICs support in order to integrate the learning culture, service culture and organization's values with all parts of the organization through the PMS.

Appendix 3A

Mission Statement of the Hong Kong Police

Vision

That Hong Kong remains one of the safest and most stable societies in the world

Our Common Purpose

The Hong Kong Police Force will ensure a safe and stable society by:

- Upholding the rule of law
- Maintaining law and order
- Preventing and detecting crime
- Safeguarding and protecting life and property
- Working in partnership with the community and other agencies
- Striving for excellence in all that we do
- Maintaining public confidence in the Force

Our Values

- Integrity and Honesty
- Respect for the rights of members of the public and of the Force
- Fairness, impartiality and compassion in all our dealings
- Acceptance of responsibility and accountability
- Professionalism
- Dedication to quality service and continuous improvement
- Responsiveness to change
- Effective communication both within and outwith the Force

Appendix 4A:

The Framework for Evaluation of Human Resource Management Effectiveness of the Hong Kong Police

| External forces | → | **Hong Kong Police**
 ✧ **Mission statement**
 ✧ **Values**
 ✧ **Goals** | ← | Internal forces |

Feedback (outcomes)
✧ **Complaints**
✧ **Opinions**
✧ **Crime Rates**

Strategic HRM

HRM Goals

HRM Policies & Practices
✧ **Human Resource Planning**
✧ **Recruitment & Selection**
✧ **Training &Career Development**
✧ **Compensation & Benefits Management**
✧ **Performance Evaluation**
✧ **Employee & Labour Relations**
✧ **Counselling**
✧ **Termination**

Others