

ADDENDUM TO THE PRELIMINARY REPORT

HOURS OF WORK

Introduction

We have in the Preliminary Report mentioned the working hours of the five disciplined services. Having studied the work of the services at length, we have come to the conclusion that the relatively long conditioned hours, as compared with the rest of the civil service, the regular need to perform shift, on-call and stand-by duties, and the frequent need to work irregular hours at short or no notice constitute a significant feature of the work of the disciplined services and together qualify as one of the major factors in the determination of their pay and conditions of service. The actual hours worked per week on a regular basis may not precisely conform to the conditioned hours. The five departments have provided us with detailed information on these matters, which is set out in this Annex.

Royal Hong Kong Police Force

2. The conditioned hours for the police are 51 hours per week. In the course of our visits we observed that uniformed officers were required to report for duty materially before the start of their shift periods and had tasks to complete after their shifts ended. At our request the force conducted a survey of uniformed officers working regular shifts in order to ascertain the hours the officers routinely worked. The survey had a sample of 36 sub-units of 1,521 officers and covered a complete 3-week shift cycle. Not including time spent on changing into and out of uniform, the survey revealed that Inspectors and Station Sergeants worked 9 hours 12 minutes per day, Sergeants 8 hours 57 minutes and Constables 8 hours 50 minutes. These figures significantly exceed the conditioned 8 hours 30 minutes a day. The period measured in the survey began from the time officers draw firearms from the armoury to the end of the time taken to return firearms and complete paper work/reports which could not be finished during the normal duty period. Of the approximately 26,400 personnel on strength, 31.2% work normal office hours (daylight hours) while the other 68.8% work shifts. Almost 8.4% (from JPOs up to SPs) are subject to published rosters of on-call duty. Another 4.6% (from JPOs up to SIPs) are required to stand-by, at their place of work after normal working hours. There are also officers who are not required to perform on-call or stand-by duties but are, by reason of rank and post, liable to be called at any time to receive appraisals of major incidents, make operational

decisions, approve certain actions etc. In theory, all members of the officer cadre, from IPs to CP, have this liability. A summary account of the breakdown of staff working normal hours and those required to perform shift, on-call and stand-by duties, as well as details of the various shift systems is at Appendix I.

Fire Services Department

3. The conditioned hours for the Fire Services vary from 44 hours per week for the Ambulance Officer grade to 48 hours per week for the Control staff and the Ambulance rank & file, and 60 hours per week for the Fire Operational/Marine staff. Officers of DO/ACAO rank and above do not have conditioned hours as ordinarily understood but are on continuous duty. In order to provide 24-hour emergency service, 90% of the 6,600 odd staff on strength work shifts on a regular basis and 0.5% work a continuous duty system. The remaining 9.5% work normal office hours but all officers and a few rank and file within this category are required to perform on-call (3% of total strength) and stand-by (1% of total strength) duties. In the Fire Command, officers of DO rank and above are required to attend incidents warranting their attention at any time of the day.

4. FSD management has given us a breakdown of activity and estimated the time necessarily spent by men at their stations in coming on and off shift duty. The departmental management has estimated that the Fire Services Operational staff and Ambulance personnel spend approximately a total of 25-30 minutes extra per shift. The 25-30 minutes extra per shift is not included in the conditioned hours for the Fire and Control staff. Whilst 15 minutes per shift for Ambulance staff have been included in their conditioned hours for handing over, in actual practice an additional 15 minutes is required to complete the handover but has not been so included. Staff on in-coming shifts usually come in 15-20 minutes before the actual start of shift in order to check their firefighting/ambulance gear, take-over command of the station (for Officers), ambulances, appliances/equipment and miscellaneous duties, and attend the parades for roll-call, duty briefing and inspections. Out-going shifts attend the parades for briefing/debriefing (which begin 5 minutes before the designated end of their shift but can sometimes run over), complete hand-over duties (if not completed before the parade) and return own firefighting/ambulance gear to the store and usually leave about 10 minutes after the designated end of their shift. Control staff on incoming shift will usually come in 5-10 minutes before parade (which starts at 0850 for day shift and 1750 for night shift) for duty briefing and inspection, and to take over command of the Control (for SStn0/Stn0(C)s only). Out-going shift personnel usually have to spend 5-10 minutes after the designated end of shift as they

have to continue the hand over of updated information on officer movements, deployment of equipment and appliances, incident records and occurrences and any special instructions.

5. These estimates do not include the time taken for changing into and out of uniform nor the time Ambulancemen take for showering when coming off duty. The extra time has been assessed by departmental management from the time staff have changed into uniform at the station and reported to their counterparts for taking over duty. This entails each rank and file operational fireman coming on shift, for example, being allocated his riding position on an appliance for the shift period and reporting to the officer holding that position on the outgoing shift to make the necessary checks in readiness for taking over his duties.

6. FSD management also conducted a limited survey to give us an indication of how the time of Fire Services Operational staff who are on 24 hour shifts is occupied. Based on information gathered from seven stations covering about 1,050 men in Hong Kong, Kowloon and New Territories commands (total strength at 1.7.88 : 3,564) for the months of January and May 1988, the survey showed that operational staff were occupied in their 24 hour duty period as follows:

	<u>hours</u>
(a) time spent in station routine work (including one hour lunch break)	10
(b) time spent attending incidents (outside period (a) above)	2.7
(c) time spent in off-station duties (e.g. inspections, night exercises)	1.5
(d) net standby period for fire cover	9.8

FSD management has also pointed out that in general, staff attending an incident during the daytime would still have to make up their station routine work upon return to the station. A summary account of the breakdown of staff working normal hours and those required to perform shift, continuous duty, on-call and stand-by duties, as well as details of the various shift systems is at Appendix II.

Correctional Services Department

7. The conditioned hours for the Correctional Services are 49 hours per week. Of the approximately 5,200 personnel on strength, excluding those from the Correctional Services Industries, 85.6% work shifts while 14.4% work normal hours. The time measured from the beginning to the end of a shift includes the periods of 15 minutes at the beginning, and 15 minutes at the end of the seven hours continuous duty for briefing and handing over. The nature of the duty requires most staff on the incoming shift to report 15 minutes before the start of their shift, for the purpose of detailing posts, drawing keys and for inspection. The Chief Officers and Orderly Officers of each shift must return to the institution at least half an hour in advance, to update themselves on information and instructions, so that they in turn can brief their subordinates. Staff on the outgoing shift are required to handover a large number of keys and to pass on information regarding prisoners, incidents and occurrences warranting special attention, and count the number of prisoners together with the relieving staff. They cannot leave their posts until the handing over of muster, keys etc. is declared correct. Hence they cannot go off duty until at least 15 minutes after the designated end of their shift. Frequently, staff have to stay behind to complete tasks or reports such as providing oral and written evidence for disciplinary reports, completing procedures on drug seizure, taking statements, compiling injury reports, etc. that cannot be finished during the normal duty tour. Meal breaks set at one hour are taken after the end of the working shift. Almost all staff have to perform on-call duties and 1.8% of the total strength have to perform sleep-in stand-by duties in the maximum security institutions to provide reinforcement at night (6.45 pm - 8.15 am).

8. Staff are required to perform on-call duties for 73.5 hours in every two weeks, whilst the Superintendents in-charge or the deputy heads of institutions have to be on-call for 124 hours. During the lockup period, a location can only be unlocked on the personal directive of the head of the institution or his deputy, and the procedure must be supervised by a Chief Officer or a Principal Officer. In many circumstances, staff on call are actually called back to the institution to deal with such operational matters and emergencies or are required to make decisions and to direct actions. During the period from January 1987 to June 1988, a total of 9,736 staff were called back to the institutions while on-call. Heads of institutions, section heads and directorates have to make decisions 24 hours a day on matters referred to them for directive.

9. The Superintendents in-charge and Chief Officers are statutorily required, at intervals not exceeding 7 days, to visit the institutions at night without prior notice. Principal Officers are also required to do so. Each visit usually lasts for 30-45 minutes depending on the size of the institution and the circumstances encountered (e.g. any night

exercise or untoward occurrences), excluding the time of travelling to and from the quarters. Night emergency exercises are conducted regularly and require staff on standby to respond. A summary account of the breakdown of staff working normal hours and those required to perform shift, on-call and stand-by duties, as well as details of the various shift systems is at Appendix III.

Customs and Excise Department

10. The conditioned hours for the Customs and Excise Service are 51 hours per week. Under the Customs and Excise Service Standing Orders (Order No. 33.3), staff employed on shift duty parade 15 minutes before their tour of duty is due to commence to receive inspection, briefings and assignments etc., and another 15 minutes for debriefing or handing over at the end of their tour of duty. These periods are included within the conditioned hours. Normally uniformed staff have to spend an extra 30 minutes on changing into and out of uniform, getting and returning firearms or equipment such as walkie talkies, breathing apparatus and examination tools etc. Those who need to complete paper work/reports which cannot be finished during the normal duty period are required to work an additional period ranging from 15 to 30 minutes. The time spent is not included in their conditioned hours. About 76.4% of the approximately 2,600 staff on strength are required to work shifts while only 23.6% work normal office hours. 24.3% of the total strength have to perform on-call duties and 4.6% have to perform stand-by duties. There are also officers who are not required to perform on call or stand-by duties but are, by reason of rank and post, liable to be called at any time to make operational decisions, or to be called out to the scene in case of major seizure and significant incidents. In theory, all members of Inspectorate to Commissioner grades have this liability. A summary account of the breakdown of staff working normal hours and those required to perform shift, on-call, and stand-by duties, as well as details of the various shift systems is at Appendix IV.

Immigration Department

11. The conditioned hours for the Immigration Service are 44 hours per week. Under the Immigration Service Standing Orders (Order No. 21.1 (ii)), Immigration control staff are required to report for duty in uniform 15 minutes before their duties commence. This 15-minute period is to update and brief them on matters relating to their job and for inspection purposes. The 15 minute periods are not included in the conditioned hours. Because of the nature of their jobs, Immigration service staff are required to work 'solid hours' during which they have to perform almost non-stop work throughout the whole of their tour of duty. Out of a total strength of 2,800 odd personnel, 33.7% work normal office hours while 66.3% have to work shifts. 4.5% of the total strength have to perform on-call duties. During peak seasons, which

amount to about 4 months in a year, a substantial number of staff performing normal office hours have to be deployed to work shift at various control points as reinforcement, thus increasing the percentage of staff working shift. Different shift patterns are designed to meet the special needs of individual offices. Duty rosters are compiled weekly to take account of the most up-to-date situation particularly during festive periods and peak seasons, and are normally made known to the staff about a week in advance. A summary account of the breakdown of staff working normal hours and those required to perform shift, on-call, and stand-by duties, as well as details of the shift systems is at Appendix V.

ROYAL HONG KONG POLICE FORCE

	<u>Officer</u>	<u>Rank & File</u>	<u>Total</u>
Strength	2,577	23,845	26,422

I. Breakdown of staff working normal hours and those required to work shift, on-call and stand-by duties

	<u>Officer</u>	<u>Rank & File</u>	<u>Total</u>	<u>Percentage of total strength</u>
Normal hours	1,645	6,602	8,247	31.2%
Regular shifts	459	12,641	13,100	49.6%
Irregular shifts	473	4,602	5,075	19.2%
On-call duty	337	1,880	2,217	8.4%
Stand-by duty	57	1,166	1,223	4.6%

II. Breakdown of staff working different shift patterns

<u>Shift pattern</u>	<u>Officer</u>	<u>Rank & File</u>	<u>Total</u>	<u>Percentage of total strength</u>
3 shift system	166	8,311	8,477	32.1%
4 shift system	59	810	869	3.3%
5 shift system	33	432	465	1.8%
AB shift system	51	690	741	2.8%
RCCC 16 days cycle	33	270	303	1.1%
Marine Region	107	2,038	2,145	8.1%
9 shift system	10	90	100	0.4%
	<u>459</u>	<u>12,641</u>	<u>13,100</u>	<u>49.6%</u>

III. Illustration of shift patterns

(a) 3 shift system

A day is divided into three equal shifts :

- A = Morning shift i.e. 0700 - 1500
- B = Afternoon shift i.e. 1500 - 2300
- C = Night shift i.e. 2300 - 0700

An officer works one type of shift a week. The sequence can be ABC or CBA.

(b) 4 shift system

A day is also divided into three equal shifts but there is a fourth shift to provide extra cover, generally within A&B shift times.

(c) 5 shift system

There are actually two different systems. The first one has four overlapping shifts covering the 24 hours of a day (i.e. ABCD) and a further shift either for time off (E) or answering enquiries/clearing up cases (F). The second has five overlapping shifts covering 0700 - 0700 next day (i.e. A : 0700 - 1500, B : 1100 - 1900, C : 1500 - 2300, D : 1600 - 2400, E : 2300 - 0700). The intention is to provide adequate cover during busy periods.

(d) AB shift system

There are only two shifts in a day, which may overlap, generally covering the period 0700 - 2400. An officer works A and B shifts alternately but in some cases an "office-hours" day is included in the cycle.

(e) RCCC 16 days cycle pattern

An officer works the following shifts in a 16-day cycle:

CCCC LL BBBB L AAAA L

A = 0700 - 1500

B = 1500 - 2300

C = 2300 - 0700

L = Leave day

(f) Marine Region patterns

These are unique to the Marine Region and are tailored to meet operational requirements and to cater for the types of launch involved. Common patterns include :

- (i) 72 hours on/72 hours off
- (ii) 24 hours on/48 hours off
- (iii) 48 hours on/72 hours off
- (iv) 12 hours on/24 hours off
- (v) 48 hours on/48 hours off
- (vi) 24 hours on/72 hours off/48 hours on/48 hours off

(g) 9 shift system

An officer works 9 different shifts in a 10-day cycle :

<u>A1</u>	<u>A2</u>	<u>P1</u>	<u>D1</u>	<u>D2</u>
1100-1900	0700-1500	0900-1700	1500-2300	1600-2400
<u>P2</u>		<u>C</u>	<u>R</u>	<u>P3</u>
1100-1900	Leave	2400-0800	1800-0200	1400-2200

IV. Statistics relating to overtime work

(a) Amount of overtime worked in 1987-88

Information not available

(b) Total time-off in lieu granted in 1987-88

Information not available

(c) DSSA Allocation

	<u>1987-88</u>	<u>1988-89</u>
	\$86.6 m	\$91 m

(a 7% supplementary allocation to cater for the recent salary increase is expected)

(d) Number of staff drawing DSSA at 1.4.1988

<u>Officer</u>	<u>Rank & File</u>	<u>Total</u>
452	5,764	6,216

Note

While information on (a) and (b) is not available, force management did conduct a survey on time off owed to various ranks from PC to IP/SIP the results of which are displayed in Annex 6.4 of the Preliminary Report.

Force management also conducted a survey on overtime worked by CIPs and above which gave the average length of working day by rank as follows :-

<u>Rank</u>	<u>Hrs.</u>
CSP	10.4
SSP	10.6
SP	10.3
CIP	9.85

Fire Services Department

	<u>Officer</u>	<u>Rank & File</u>	<u>Total</u>
Strength	663	5,990	6,653

I. Breakdown of staff working normal hours and those required to work shift, on-call and stand-by duties

	<u>Officer</u>	<u>Rank & File</u>	<u>Total</u>	<u>Percentage of total strength</u>
Normal hours	280	358	638	9.5%
Regular shifts	349	5,632	5,981	90%
Continuous duty system	34	-	34	0.5%
Irregular shifts	-	-	-	-
On-call duty	226	5	231	3%
Stand-by duty	54	18	72	1%

II. Breakdown of staff working different shift patterns

<u>Shift pattern</u>	<u>Officer</u>	<u>Rank & File</u>	<u>Total</u>	<u>Percentage of total strength</u>
60-hour week 24/24 system	276	3,509	3,785	57%
60-hour week 48/48 system	6	136	142	2.1%
56-hour week 24/48 system	7	95	102	1.6%
44-hour week 12/12 system	12	-	12	0.2%
44-hour week 0830-1700 system	37	-	37	0.6%
48-hour week 12/12 system (A)	-	1,681	1,681	25.3%
48-hour week 12/12 system (B)	-	29	29	0.4%
48-hour week 24/48 system	-	84	84	1%
48-hour week 9/15 system	11	98	109	1.8%
	<u>349</u>	<u>5,632</u>	<u>5,981</u>	<u>90%</u>

III. Illustration of shift patterns

(a) 60-hour week 24/24 system for members of the Fire Commands

The staff work a 24-hour on/24-hour off system for an aggregate of 60 hours per week, calculated on the basis of a 14-week cycle in which consecutive rota days off of 2 or 3 days are interposed in place of duty days after every 6 days of duty. Each shift starts at 0900 hours of a day and finishes at 0900 hours of the following day. Typical duty roster :

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Week 1 & 2      : D O D O D O D O D O R O R O
Week 3 & 4      : R O D O D O D O D O D O R O
Week 5 & 6      : R O R O D O D O D O D O D O
Week 7 & 8      : D O R O R O D O D O D O D O
Week 9 & 10     : D O D O R O R O D O D O D O
Week 11 & 12    : D O D O D O R O R O D O D O
Week 13 & 14    : D O D O D O D O R O R O D O
    
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D = Duty day           i.e. 0900 - 0900
O = Off duty           i.e. 0900 - 0900
R = rota day off      i.e. 0900 - 0900
    
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(b) 60-hour week 48/48 system for members of off-shore islands fire stations

An officer works the following shifts in a 28-day cycle :

O O R R O O D D O O D D O O R R O O D D O O D D O O D D

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O = Off duty           i.e. 0900 - 0900
D = Duty day           i.e. 0900 - 0900
R = Rota day off      i.e. 0900 - 0900
    
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(c) 56-hour week 24/48 system for personnel of the Airport Fire Contingent

The officers work for 24 hours followed by 48 hours off duty.

(d) 44-hour week 12/12 system for Ambulance Officers

An officer works the following shifts in a 21-day cycle:

D N O D N O D N O D N O D N O D R N O R D R N O

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D = Day shift           i.e. 0830 - 2030
N = Night shift        i.e. 2030 - 0830
O = Off                 i.e. 0830 - 0830
RD = Day rota off      i.e. 0830 - 2030
RN = Night rota off    i.e. 2030 - 0830
    
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- (e) 44-hour week 0830 - 1700 system for Ambulance Officers

An officer works the following shifts in a 20-day cycle:

D D D O D D D O D D D O D D D O D D R D O

D = 0830 - 1700
 O = Off
 RD = Day rota off i.e. 0830 to 1700

- (f) 48-hour week 12/12 duty system (A) for ambulance rank and file

Personnel in depots/stations are divided into five watches and the duty system provides for two watches to be on-duty in the day time and one in the night time. Members work the following shifts in a 30-day cycle :

D N O O R D N O O D D N O O D D N O O D D N O O D D N O O D D N O O D

D = Day shift i.e. 0830 - 2030
 N = Night shift i.e. 2030 - 0830
 O = Off duty 24 hours
 R = Day rota off i.e. 0830 - 2030

- (g) 48-hour week 12/12 duty system (B) for ambulance rank and file deployed as ambulance controllers or ambulance aid motor-cycle riders

Members deployed on these duties work the following shifts in a 28-day cycle :

D D O O D D O O D D D* O D D O O D D O O D D O O D D D* O

D = Day duty i.e. 0900 - 2100 for ambulance controllers and 0800 - 2000 for ambulance aid motor-cycle riders
 D* = Day duty as ambulance supervisor riding on an ambulance i.e. 0830 - 2030
 O = Off-duty 24 hours

- (h) 48-hour week 24/48 system for ambulance rank and file in out-stations at Rennie's Mill and off-shore islands

Members work the following shifts in a 21-day cycle:

D O O D O O D O O D O O D O O D O O R O O

D = Duty day i.e. 0900 - 0900
 O = Day off i.e. 0900 - 0900
 R = Rota day off i.e. 0900 - 0900

(i) 48-hour week 9/15 duty system for FSCC staff

All personnel of the FSCC, with the exception of the ADOs and the crew of 3 Mobile Command Units who work a 60-hour week 24/24 system, work the following shift system in a 28-day cycle :

D N O D D N O O D N O O D N O O D N N O D N O O D N O O

D = Day shift i.e. 0900 - 1800
 N = Night shift i.e. 1800 - 0900
 O = Off duty 24 hours

IV. Statistics relating to overtime work

(a) Amount of overtime worked in 1987-88

<u>Officer</u>	<u>Rank & File</u>	<u>Total</u>
51,445 hours	14,226 hours	65,671 hours

(b) Total time-off in lieu granted in 1987-88

<u>Officer</u>	<u>Rank & File</u>	<u>Total</u>
712 hours	7,666 hours	8,378 hours

(c) DSSA Allocation

<u>1987-88</u>	<u>1988-89</u>
\$1.725 m	\$3.474 m

(d) Number of staff drawing DSSA at 1.4.1988

<u>Officer</u>	<u>Rank & File</u>	<u>Total</u>
243	274	517

Note to IV

- (a) "Officer" in the above paragraphs refers to SStnO/StnO/SAO/AO only. Information on the overtime workload by officers above these ranks is not available.
- (b) SDOs/DOs of the operational fire commands are estimated to work 11 to 12 hours per day.