

## CHAPTER TEN

### FURTHER WORK

#### General

10.1 This is not the place for us to sum up our views on the work of the disciplined services; but we wish to say that our clear impression after a substantial and detailed study of their work, now nearing completion, is that they serve the Government and community of Hong Kong extremely well.

10.2 We have felt some concern that the release of the summaries of the submissions we have received might be misinterpreted, because the submissions naturally tended to concentrate on those features of the services' work that would appear to justify higher pay. It was very noticeable on our visits that questions in the form "what is the worst feature of the policeman's life" attracted much readier and fuller replies than those which asked "what is the best feature of the policeman's life". From what we have read and seen, however, we are well aware that there are many rewarding features in the work of the disciplined services, as is shown by the capable and vigorous staff that they have been able to attract and the morale we found in our visits. The great importance and interest of the work that they do is well appreciated by the staff of the services, if not, as they claim, by many outsiders; and for many staff we could readily see that pride in their work and in their service was very great indeed. This is a key element in the quality of the services, and thus extremely valuable to Hong Kong. We intend in our further work to do all we can to preserve and enhance it, and to ensure that the staff of the disciplined services are properly paid, in relation to the rest of the civil service, for the work that they do.

10.3 We have now completed the larger part of the work of gathering the facts and arguments. We have received and studied the written material we asked for from all the departments and other bodies that we approached though of course we have much further work to do on that material; we have taken oral evidence from management and staff representatives of the Police and Correctional Services Department; and we have completed more than half of our visits programme. Though we have very important oral evidence yet to hear, and a substantial visits programme yet to complete, we are now moving into the main deliberative phase of our work.

10.4 This report gives a full account of our work so far, and includes a great deal of factual information about all five disciplined services. We think it important that this information should be widely available to all interested

parties so that there may be a wider understanding of the work and responsibilities of the services. Our impression is that most of the work of the services is in reality little known outside the service concerned despite the publication of informative annual reports and other positive publicity efforts and despite considerable media interest in what are considered to be the newsworthy aspects of the work of the services. We do not expect our report to be widely read outside the circles that have some specific concern with the subjects with which we are dealing, but it is precisely in those circles that we think the factual information we have collected and the summaries of the submissions that have been put to us will be most informative and useful.

10.5 We hope that interested parties will comment on this report freely to help us in our further work. In a number of places the report gives specific indications of further work we intend to do. Though we wish to emphasise that we have reached no final views on any part of our remit, in one or two exceptional instances the report also indicates broad lines we shall follow or conclusions that we are minded to reach. We list these here to help ensure that anyone who might take a different view of these particular matters will note them and let us have comments on them. These points are :-

- (1) As our remit requires us to make our recommendations "in relation to the rest of the civil service" we shall disregard allowances and benefits common to the entire civil service in our review. (Chapter 5 para. 5.2)
- (2) We consider that job-related allowances are a flexible and economic method of responding to changing circumstances and a practical and cost-effective way of rewarding extra work and responsibility. (Chapter 5 para. 5.4)
- (3) We expect to recommend specific changes in the rules and practices in the payment of Disciplined Services Special Allowances. (Chapter 6 para. 6.32)
- (4) There are several forms which machinery for pay determination for the disciplined services could take; but we do not consider that separate arrangements for each of the five services could be justified. (Chapter 7 para. 7.21)
- (5) The annual adjustment of pay to reflect pay trends in the private sector and general economic, and social and budgetary conditions would we think have to be the same for the disciplined services as for the rest of the civil service, and the machinery for pay determination would require to reflect this.

(Chapter 7 para. 7.23)

- (6) We shall take into account the value of departmental quarters but not quarters provided for operational purposes. (Chapter 5 para. 5.21)

### Major Questions

10.6 Our further work will be mainly directed to answering the major questions implicit in our terms of reference, which have now been put into sharper focus for us by the evidence we have received. The following list is not exhaustive, but indicates what we at present regard as the most important questions among those which we are now setting out to answer :-

#### Pay scales

- (1) How should pay scales in the disciplined services relate to pay scales elsewhere in the civil service?
- (2) Should there be a single pay scale for all the disciplined services (as now) on which the ranks in all five services are placed on points assessed as appropriate for them, or should there be separate scales for one or more of the services?
- (3) Should corresponding ranks in all services receive the same pay, or are there differences in work and responsibility and working conditions that might be recognised by differences in pay? Should the answer to this question be affected by considerations of recruitment, retention, and motivation?
- (4) Do pay relativities in the disciplined services require adjustment in detail to reflect more closely the current allocation of work and responsibility throughout the ranks?
- (5) Does the evidence about consumer price movements justify differential adjustments at some levels?
- (6) What adjustments to pay scales are required in the interests of recruitment, retention, and motivation?
- (7) Should the pay scales for any or all of the services become single scales running from the entry ranks to the top, or should the present distinction between Disciplined Services Pay Scales (corresponding broadly to the Master Pay

Scale) and the Directorate Pay Scale be continued?

**Machinery for pay determination and consultation on pay and conditions of service**

- (8) Should all the present disciplined services continue to be treated in some respects separately from the rest of the civil service for the purpose of determining pay and conditions of service?
- (9) Is permanent new machinery needed for separate determination of pay and conditions of service for the disciplined services?
- (10) If new machinery is established, what form should it take? Should it follow the established form of a Standing Commission or Committee to advise the Government, or would some other form of machinery be preferable?
- (11) If new machinery is established, should all the services be included in the same arrangement, or is separate machinery needed for the police?
- (12) Are the present consultative arrangements in the other four services adequate, or are better arrangements needed?

**Hours of work, shift duty, stand-by, on-call, etc.**

- (13) Are the staff of the disciplined services adequately recompensed for long and irregular hours and extra time worked? Should the rules for and practice in the payment of Disciplined Services Special Allowance be changed?
- (14) How should shift duty be compensated for? Should different shift arrangements be compensated for in different ways?
- (15) How should stand-by and on-call duties and liability to be called out be compensated?
- (16) Should we recommend any changes in conditions of service relating to hours of work, shift duty arrangements, etc.? In particular, should the conditioned working hours of any of the services be changed?

**Other matters**

- (17) To what extent should other benefits, such as the provision of quarters, be reflected in disciplined services pay? Should we make any

recommendations about the provision of quarters and related matters, e.g. the suggestion that a housing allowance might be paid where departmental quarters are not available?

- (18) If the pay of the disciplined services were revised to take into account their liability to do specialist jobs, could job-related allowances be discontinued or substantially reduced in number? Are new job-related allowances required?
- (19) Should other allowances be modified, and if so, how?
- (20) Do the current pension arrangements make adequate provision for staff who are required for operational reasons to retire at 55?
- (21) Are there any other aspects of general conditions of service, including pension arrangements, about which we should make recommendations?