

CHAPTER 4

DATA COLLECTION

4.1 CONSULTANTS' PROPOSALS

For the Civil Service

4.1.1 For the reasons set out in paragraph 3.3.1 (a) above, Hay proposed to select, for detailed examination, a sample of jobs which was reasonably representative of the civil service as a whole. The criteria for the selection of jobs are listed in paragraph 2.7 of Annex C to Appendix IX.

4.1.2 Hay stressed the point that the sample selected would be of jobs, not employees. The same job might be held by a large number of employees doing similar work and holding the same job title. However, the sample would be taken in such a way as to provide adequate coverage of the three civil service pay scales, i.e. the Master Pay Scale, Model Scale 1 Pay Scale and Disciplined Services Pay Scale. In accordance with the broadbanding approach, Hay, in their findings, would show the comparison between civil service total packages in each pay band and private sector total packages in the same pay band, and total packages for particular grades or ranks would not be discussed individually. It was therefore not necessary to take a representative sample of each grade or even each pay scale, but only of the civil service as a whole.

4.1.3 Hay anticipated that approximately 140 civil service ranks would be selected and about 400 job holders interviewed. A complete list of the jobs selected by Hay is given in Appendix A of Hay's report, which can be found at Annex C to Appendix IX of this Report.

4.1.4 The collection of job data would be conducted in two stages. The first stage involved issuing all selected job holders with job description questionnaires. There would be two types of job description questionnaire : one for staff on Model Scale 1, Disciplined Services Pay Scale (Rank and File) and Master Pay Scale positions up to and including pay point 19 and another for staff on the Disciplined Services Pay Scale (Officers) and pay points 20 and above of the Master Pay Scale. Where doubt existed as to which questionnaire should be used, both would be provided.

4.1.5 The second stage entailed the assembling together of all selected job holders in one grade for an interview, conducted by a trained consultant whose task would be to gather further information on the range of activities performed by each job holder. These interviews would also serve to verify the information given in the questionnaires. Wherever necessary, additional information on job content would be sought from departmental heads, who could, if they wished, involve appropriate staff association members in the exercise.

For the Private Sector

4.1.6 It would be more difficult to select precise job benchmarks for the private sector because the nature, scope and complexity of jobs differed from one company to another. Hay would, therefore, take a broader approach by seeking information on jobs in each company which would provide a complete picture of the total pay and fringe benefit levels of those companies. Hay produced a list of job families from which jobs would be selected for detailed examination. The list is at Appendix C to Hay's report, which can be found at Annex C of Appendix IX of this Report. Where the listed jobs did not exist within an organisation, other positions would be selected which represented the total range and complexity of functions within the company.

4.1.7 The number and range of positions selected in each organisation would be decided in consultation with the personnel manager of the company and would depend upon the size and complexity of the organisation. Altogether, it was envisaged that Hay would study about 1,500 to 1,750 individual positions within the private sector.

4.1.8 Collection of job data in the private sector would be carried out by issuing questionnaires to job holders, interviewing selected staff and consulting personnel managers. The questionnaires used in the private sector would be the same as those used in the civil service. In addition, further information would be sought from organisation charts, published reports and other documentation.

4.1.9 Specific information on starting pay and associated fringe benefits for jobs requiring particular qualifications would also be collected.

4.1.10 A full explanation of Hay's system of data collection may be found in Chapter 2 of Hay's report at Annex C to Appendix IX of this Report.

4.2 VIEWS EXPRESSED AT PAY LEVEL SURVEY
ADVISORY COMMITTEE MEETINGS

4.2.1 (a) Association of Expatriate Civil Servants

- (i) The Association of Expatriate Civil Servants expressed reservations regarding the process of reviewing the evaluation results;
- (ii) They also felt that job evaluation points should be agreed in advance by the staff associations concerned;
- (iii) The following civil service jobs should be included for comparison with the private sector :

Estate Surveyor
Land Inspector.

(b) Hong Kong Chinese Civil Servants' Association

- (i) The Hong Kong Chinese Civil Servants' Association considered that consultation should take place between the Civil Service Branch, departmental management, heads of grades, staff groups and staff associations before the interviews;
- (ii) Briefing sessions should be provided for selected job holders and their immediate supervisors prior to interview to enable them to understand the importance of providing up-to-date and accurate information for Hay and of answering questions properly during interviews;
- (iii) Individual grade, staff association and group representatives should be present as observers during the interviews with job holders;

- (iv) One questionnaire should be used for all staff in order to avoid confusion and to maintain flexibility. The questionnaires should be presented in such a way that all staff, and, in particular, those in the middle and lower ranks, could understand them;
- (v) Sufficient time should be given to the job holders to fill in the questionnaires;
- (iv) It should be possible to answer questionnaires in either English or Chinese;
- (vii) The following civil service jobs should be included for pay comparisons with the private sector :

- Works Supervisor II
- Works Supervisor I
- Tax Inspector II
- Tax Inspector I
- Nursing Officer I
- Chief Nursing Officer
- Transport Officer II
- Transport Officer I
- Senior Transport Officer;

- (viii) Owing to the insufficient time and information allowed for studying the methodology, the Association and its affiliated unions were not able to suggest the deletion or inclusion of any other ranks.

(c) Senior Non-Expatriate Officers' Association

- (i) The Senior Non-Expatriate Officers' Association considered that the following civil service jobs should be excluded from comparison with the private sector :

- Senior Accounting Officer
- Senior Waterworks Chemist
- Senior Securities Officer
- Chief Pharmacist
- Cartographer;

- (ii) The following civil service jobs should be included for comparison with the private sector :

Chief Management Services Officer
Principal Trade Officer
Senior Marine Officer
Senior Architect
Senior Assessor
Project Manager (Electronic Data Processing)
Senior Statistician.

(d) Model Scale 1 Staff Consultative Council

- (i) The Model Scale 1 Staff Consultative Council had reservations about the low percentage of civil service jobs selected for comparison;
- (ii) It felt that Staff Side representatives should be involved in the process of reviewing evaluation results;
- (iii) There should be one questionnaire for all staff;
- (iv) The following civil service jobs should be excluded from comparison with the private sector :

Supplies Attendant
Laundry Worker.

(e) Hong Kong Institute of Personnel Management

The Hong Kong Institute of Personnel Management stated that a small sample in the region of 5% to 7% would be sufficient to provide statistically valid results.

(f) The Administration

The Administration considered that, since expatriate and local civil servants are treated as one homogeneous group on matters concerning pay and civil servants are paid on the basis of the jobs they perform, the survey of the pay

component in the private sector should also take into account expatriate and local employees. In other respects, the Administration supported the methodology proposed by Hay.

4.3 STANDING COMMISSION'S RECOMMENDATIONS

4.3.1 After considering the various issues raised by members of the Committee, we recommend as follows :

- (a) The overall total of about 140 ranks selected represents approximately 15% of civil service ranks and we believe that this is a statistically adequate sample. It need not, therefore, be increased;
- (b) Hay have advised that, in their experience, it has proved necessary to use two types of questionnaire, in order to satisfy more adequately the needs of managerial and non-managerial staff. The Survey should therefore proceed on this basis, on the proviso that, should it be found to be necessary, the two questionnaires can be amalgamated into one at a later stage. Hay have agreed to this proviso;
- (c) It would be inappropriate for Staff Side representatives to be present during the interviews with job holders, since the interviews should be confined to interviewers and interviewees, and there should be no undue influence from either the Staff Side or the Administration. Staff Side representatives should therefore not be present;
- (d) A briefing session has been arranged at an early date for all Departmental Secretaries or their representatives, who will act as the main points of contact between Hay and selected job holders and can therefore be expected to furnish those job holders with all relevant information. There is consequently no need to arrange briefing sessions for all 400 job holders prior to interview;
- (e) Since the process of reviewing evaluation results is one which should be conducted by experts, it would be inappropriate for Staff Side or, indeed, Administration representatives to be present. Only Hay's evaluation committee members should therefore be present at evaluation sessions;

- (f) Similar observations as in (e) above apply to the proposed seeking of agreement to the job evaluation points from the staff associations. Staff associations should therefore not be involved at this stage of the survey;

- (g) We have accepted all the suggestions made by the Staff Side for inclusion or exclusion of certain civil service ranks in relation to the survey field, with the exception of the ranks of Nursing Officer I, Chief Nursing Officer and Principal Trade Officer. The Nursing Officer I and Chief Nursing Officer posts should be excluded because the nursing family of jobs is already heavily represented in the Survey. The post of Principal Trade Officer should be excluded because this grade is currently being reviewed by the Administration, with a view to possible restructuring; and

- (h) We feel that it would be inappropriate to include comparisons of expatriate pay in the public and private sectors in the main body of our final Report and they should therefore be excluded. However, Hay have agreed that an evaluation of fringe benefits payable to expatriate employees in the private sector should be included as a separate chapter for future reference and we feel that this would be useful and should therefore be carried out.