

Consultant's Report

**Consultancy Study on
Equal Pay for Work of Equal Value
in the Public Sector**

Commissioned by the
Equal Opportunities Commission

Hong Kong

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SECTION ONE

Introduction

Background to development of Equal Pay for Work of Equal Value

1. The principle of 'equal pay for equal work' was first developed at the beginning of the 20th century to address the issue that women as a group were paid less than men for doing the same job. This principle has helped to reduce the gap in earnings between women and men but its application alone did not eliminate the persistent gender pay gap.

2. One of the contributing factors to the pay gap stems from the relationship between gender segregation in the workplace and women's comparatively low wages. Segregation encompasses the clustering of women and men in different occupational groups, in different occupations within these groups, in different jobs within these occupations, and in different industries or companies performing the same jobs. Gender segregation may be the result of career choice based on socialization and the expectations of the job market. Whether at the lower or upper end of the wage structure, earnings in female-dominated occupations have tended to lag behind those of male-dominated occupations due to the under-valuation of 'female jobs'.

3. In 1951, the International Labour Organization (*ILO*) adopted the Equal Remuneration Convention, named Convention 100, which is premised on the principle of 'equal pay for work of equal value' (*EPEV*). *EPEV*, also known as 'pay equity' and 'comparable worth', requires that women and men should be compensated equally for work requiring comparable skills, responsibilities, and effort. It extends the notion of equal pay for equal work to include a comparison of female-dominated jobs with male-dominated jobs based on a system of value.

4. Some economists have argued that pay inequity may not only be due to pay discrimination but to ‘hiring discrimination’ since employers tend to hire women or men into different kinds of jobs. The segregation of men and women into certain types of jobs is also, in part, a result of historical forces. Indeed, it is said that today’s job segregation is rooted in stereotypes and discriminatory practices established over many years. For instance, if a majority of women were employed in a particular occupation, the job may come to be seen as one that is suitable for females only. Failure to challenge these stereotypes results in ‘natural’ division of jobs along gender lines as women select certain types of profession and men select others. This then results in job segregation or hiring discrimination by individual employers who would hire men or women into different kinds of jobs due to stereotypes regarding the abilities ascribed to men and women and the contributions they are able to make to an organization.

Implementation of EPEV

5. Different methods of implementing EPEV are practised in different jurisdictions. In some places, such as the United Kingdom (*UK*) and Canada, redress is individual-based and triggered by complaints. In the UK, the Equal Pay Act 1970 (*EPA 1970*) provides for employees to file complaints to an industrial tribunal showing that a job of equal value, held by someone of the opposite sex, is paid a higher wage.¹ There is no requirement that the entire salary structure be discriminatory. If an employee succeeds in his or her claim at the tribunal, the tribunal can award arrears of pay and insert an ‘equality clause’ in his or her contract providing for pay that is comparable to the selected comparator. It is noteworthy that even where the terms of an employment contract do not include an equality clause (either directly or by reference to a collective or workforce agreement), the terms are to be deemed to include one (Annex 3).²

6. Actions for pay equity under the Canadian Human Rights Act are complaint-based but after almost 25 years and 400 complaints, a Federal Pay Equity Task Force reviewing the efficacy of this system has recommended amendment to its guidelines to require a

¹ Equal Pay Act 1970, sections 2 and 2(A).

² Equal Pay Act 1970, section 1(1).

proactive approach. Similarly, a task force set up by the Equal Opportunities Commission in the UK has reviewed the efficacy of the EPA 1970 and also recommended a proactive system.³

7. The application of EPEV is uncommon in Hong Kong but a situation similar to that in the UK may arise if the Sex Discrimination Ordinance (*SDO*) were used to enforce EPEV. Under the *SDO*, complaints would be individual-based but the present law is ambiguous and deficient as regards the standards and concepts to be applied for comparison and measurement. An undesirable upward ‘zigzag’ scenario may arise in that a complainant selects a comparator of the opposite sex in a higher paid job for the purpose of his or her complaint, and the comparator in turn selects another comparator of the opposite sex in a more higher paid job. Aside from the potential for a proliferation of individual actions, this individualized and haphazard approach produces an inconsistent implementation of the law, as only employers and jobs under complaint would be affected.⁴ It also leads to potential disadvantage for the employer in retroactive claims due to the uncertainty as regards the quantum of damages and the potential effects on the overall pay structure.

8. A different way of implementing EPEV is a proactive systemic method that requires organizations to determine if jobs of similar value are equitably compensated within their employment systems, and to develop a plan to address the problem over time.⁵ These types of systemic remedy are meant to be preventive, as they aim to abolish discrimination in pay structures from the time the plan is adopted and onwards. The advantage of this approach is that it recognizes the systemic nature of pay equity in the context of EPEV. By requiring organizations to examine and improve their wage systems, it facilitates a more

³ “*Time for Action: Special Report to Parliament on Pay Equity*” (Canadian Human Rights Commission 2002), located at: <http://www.chrc-ccdp.ca>; “Just Pay: A Report by the Equal Pay Task Force” (UK Equal Opportunities Commission 2001) located at: <http://www.eoc.org.uk>.

⁴ See “*Time for Action: Special Report to Parliament on Pay Equity*” (Canadian Human Rights Commission 2002).

⁵ Examples of proactive systemic approaches can be found in British Columbia, Ontario, Quebec and Minnesota: Ontario Pay Equity Act, R.S.O. 1990, 2(3); Loi Sur L’Équité Salariale, Chapitre E-12.001, Chap. II; Minnesota Rules Chapter 3920, Section 471.9981. British Columbia’s programme is implemented through the Public Sector’s Employer’s Council (PSEC) Policies. Typically, under a proactive approach pay equity will be achieved in about six years – two years to identify any adjustments and up to four years to pay out adjustments. For more information, see also WEINER, Nan, “*Effective Redress of Pay Inequities*”, Canadian Public Policy, Vol 28, Issue 1, p. 101-115.

comprehensive implementation of EPEV and reduces dispute. The proactive approach provides a time frame for employers to investigate any pay inequities and implement requisite adjustments.

Use of wage line in other jurisdictions to address pay inequity

9. In 1993, a wage line methodology was added to Ontario's EPEV legislation, and the male wage line is the benchmark commonly used in Canada today.⁶ A wage line indicates the relationship between job value (job evaluation results) and pay. Generally, there are two wage line approaches – the job-to-line method and the line-to-line method. Under the job-to-line approach, each female job that is below the male wage line is brought up to the line; under the line-to-line approach, the entire female line is brought up to the male line with each female job maintaining its same relationship above or below the line as existed before.⁷ The statute also prescribes the criteria that should be used to determine if a job is male- or female-dominated, as well as the analytic method (job-to-job method, the wage line method) and the compensatory factors that should be used in evaluating jobs (i.e., skill, effort, responsibility and working conditions).⁸

10. In the state of Minnesota in the United States, most local governments (i.e. county and municipal) implement EPEV by proactive systemic plans and use wage lines for pay analysis.⁹ Jobs that are above the line would have their pay frozen while jobs below the line would have their pay increased. The all-employee job line is a popular choice for several reasons. First, this line is considered to be the most stable salary line as up to 80% of the jobs used for this calculation can be based on gender-neutral jobs. Second, as the all-employee job line is almost always lower than the male line, smaller pay increases are

⁶ ARMSTRONG, Pat and CORNISH, Mary (1997) "Restructuring Pay Equity for a Restricted Work Force: Canadian Perspectives" *Gender, Work and Organization*, 4(2): 67-86.

⁷ WEINER, Nan, "Effective Redress of Pay Inequities", *Canadian Public Policy*, Vol 28, Issue 1, p. 111.

⁸ Ontario Pay Equity Act, section 5(1). The following criteria are used: gender percentage (60% female; 70% male); historical incumbency; and gender stereotype, that is, whether the job is presumed to be a female job or male job. The wage line method is also known as the 'proportional value method'.

⁹ Jobs used to estimate wage line can be all employee jobs, balanced jobs, male jobs, or female jobs. See SUNG, Y.W., ZHANG, Junsen, NG, S.H. and HEMPEL, Paul, "Feasibility Study on Equal Pay for Work of Equal Value: Final Report" (16 April 1998), p.34.

required. Third, freezing the pay of jobs above the line provides funds to increase the pay of jobs below the line. Lastly, the use of an all-employee job line may be seen as more equitable, as it allows for the pay of all jobs to be changed according to the line.¹⁰ A “shrinking corridor” system is used at the University of Minnesota. In the first year after EPEV adjustments were made, jobs paid more than a certain amount, for example, \$400 below the wage line, were addressed and were given an increase, so they were just \$400 below the line. The next year, the corridor was shrunk to \$310, the following year to \$234, and this continued until all jobs were very close to the wage line.¹¹

11. The role of market forces in setting salaries is a common concern not only of pay experts but also of the courts as well as employers and employees. Some experts argue that it is necessary to consider two separate market mechanisms – one determined by supply and demand factors and another determined by surveying what other organizations are paying for the same work.¹² Most EPEV legislation allow for consideration of “supply and demand” market forces and exempt pay differentials based on a temporary, demonstrable skill shortage.¹³ However, organizations may not justify differential pay by arguing that their competitor is paying less for certain gender-dominated jobs. In other words, an organization cannot pay less than that paid to comparably valued jobs dominated by the opposite gender within the organization.¹⁴

Context for EPEV in Hong Kong

12. Over the years, there has been a gradual increase in the number of women in Hong Kong joining the labour force. From 1986 to 2001, the number of women workers in Hong Kong rose by 48.1%.¹⁵ While this is an encouraging trend, gender-related occupational

¹⁰ SUNG et al. p. 34-35.

¹¹ WEINER, Nan and GUNDERSON, Morley (1990) Pay Equity: Issues, Options and Experiences Toronto: Butterworths, p. 84-86.

¹² As note 7, p. 110. Here, Weiner states that the markets for many jobs are not the same although wages affected by supply and demand considerations will be detected in salary surveys.

¹³ See, e.g., Ontario Pay Equity Act, R.S.O. 1990, section 8(1)(e).

¹⁴ Ibid, section 9(1).

¹⁵ Census and Statistics Department, *Women and Men in Hong Kong: Key Statistics*, 2002 Edition, p.41.

segregation and pay gap also exist in Hong Kong. For example, data from the Census and Statistics Department for 2001¹⁶ provide an indication of this problem:

- women's median monthly earnings were about 29% lower than men's (\$8,500: \$12,000) in the main occupation groups;¹⁷
- more significant earnings differential was observed in some other occupational groups, such as in elementary occupations where women's median monthly earnings (\$3,900) were 48% lower than their male counterparts (\$7,500);
- median monthly earnings for women with tertiary degrees were about 31% lower than men with the same educational attainment (\$20,000: \$29,000);
- 74.5% of managers and administrators were men while 72.7% of clerks were women; and
- 45% of all female employed persons worked as clerks, services workers and shop sales workers.

13. The persistent gender pay gap may be attributable to a number of factors, such as occupational segregation, socialization, under-valuation of 'female jobs', market forces and discrimination. This gap warrants concern and further in-depth investigation to clearly identify the underlying causes.

Obligations of Hong Kong Government

Domestic Legislation: Sex Discrimination Ordinance

14. In 1994, the Government informed the Legislative Council that it would propose a Sex Discrimination Bill on the basis that "we will need to introduce some form of legislation prohibiting discrimination, which would include equal pay legislation before CEDAW [Convention on the Elimination of All Forms of Discrimination Against Women]

¹⁶ Ibid, p. 51 and 61-62.

¹⁷ Census and Statistics Department categorised occupations of main employment as follows: managers and administrators, professionals, associate professionals, clerks, services workers and shop sales workers, craft and related workers, plant and machine operators and assemblers and elementary occupations.

is formally extended to Hong Kong.”¹⁸ However, the SDO, enacted in 1995, did not expressly contain a provision on EPEV. It is not clear whether this was due in part to the fact that the SDO was essentially copied from the Sex Discrimination Act 1975 in the UK, which does not contain such a provision as it is addressed in separate legislation – the EPA 1970. When the Bills Committee pointed out the omission to the Government, the latter suggested that the issue of EPEV be left to the Code of Practice on Employment under the SDO.¹⁹

15. In a letter in 1996 to the then Legislative Councillor Christine Loh, the Government wrote, “Although the Ordinance makes no reference to the notion of Equal Pay for Work of Equal Value, in determining whether say, a woman was discriminated against in terms of pay, the court would need to consider whether she was doing work of equal or comparable value to that of the man with whom she wished to be compared. Whether the UK Equal Pay Act would be followed in this respect would be for the court to decide.”²⁰

16. In 1999, the Government reaffirmed its position when it informed the United Nations (UN) Committee on Economic, Social and Cultural Rights that the SDO does prohibit comparable worth discrimination by stating, “The SDO outlaws sex discrimination in all areas of employment, including terms of work, recruitment, promotion, staff transfers, or training. It is left to the Courts to determine whether, in a particular instance, the work

¹⁸ See Home Affairs Branch, Legislative Council Brief: Equal Opportunities for Women and Men, June 1994, par. 10 (reprinted as Document No. 27, p. 336, in Vol. 1 of *Hong Kong Equal Opportunity Law -- Legislative History Archive 1993-1997*) (Centre for Comparative and Public Law, University of Hong Kong 1999)). Similarly, a government press release of 3 June 1994 stated that the “institution of sex discrimination legislation is a means to implement the provisions of CEDAW”. Ibid, Document No. 26, pp 333-35. Note also that the government has frequently cited the SDO as its principle means of implementing CEDAW in Hong Kong: *Initial Report on the Hong Kong Special Administrative Region under Article 18 of the Convention on the Elimination of All Forms of Discrimination Against Women* (Hong Kong Government Printing Department 1998).

¹⁹ See Adam Mayes, “Missing Pieces of the Jig-saw Puzzle: The Right to Equal Pay Under the SDO”, paper presented at the conference *Equal Opportunities Law in International and Comparative Perspective*, Hong Kong (10 November 1997).

²⁰ Letter of Ms. Chang King-yiu (for Secretary for Home Affairs) to Mr. Adam C. Mayes, Legislative Assistant to Ms. Christine Loh, 18 April 1996 (emphasis added) (reprinted as Document No. 298, p. 1874, in Vol. 4 of *Hong Kong Equal Opportunity Law-- Legislative History Archive 1993-1997*) (Centre for Comparative and Public Law 1999)).

taken by a female plaintiff is equal – or of comparable value – to that of a male colleague with whom she wishes to be compared.”²¹

17. The responses of the Government to the Legislative Council and the UN suggest that the Government assumes that the SDO covers EPEV and that it is for the courts to determine the factual question of whether the work done by a female plaintiff is, indeed, of comparable value to the male colleague with whom she wishes to be compared.

18. At present, the enforcement of EPEV in Hong Kong would be based on Sections 5(1)(a), 6(1) and 11(1)(b), (2) of the SDO, which states that:

Section 5. (1) A person discriminates against a woman in any circumstances relevant for the purposes of any provision of this Ordinance if –

- (a) on the ground of her sex he treats her less favourably than he treats or would treat a man;

Section 6. (1) Section 5, and the provisions of Parts III and IV relating to sex discrimination against women, shall be read as applying equally to the treatment of men, and for that purpose shall have effect with such modifications as are necessary.

Section 11. (1) It is unlawful for a person, in relation to employment by him at an establishment in Hong Kong, to discriminate against a woman—

- (b) in the terms on which he offers her that employment;

(2) It is unlawful for a person, in the case of a woman employed by him at an establishment in Hong Kong, to discriminate against her—

- (a) in the way he affords her access to ... any other benefits, ... or by refusing or deliberately omitting to afford her access to them;
- (b) in the terms of employment he affords her; or

²¹ Hong Kong Special Administrative Region, *Report of the Hong Kong Special Administrative Region of the People's Republic of China in the light of the International Covenant on Economic, Social and Cultural Rights* (Hong Kong Government Printing Department 1999), para. 81.

(c) by ... subjecting her to any other detriment.”

19. These limited provisions provide no standards for the implementation of EPEV, such as the evaluation methodology to be used, the types of remedy or damages to be ordered, the categories of employees eligible for consideration, and the types of protection and defence that can be claimed by employers.

20. The EOC has been asked by the Home Affairs Bureau to include the principle of EPEV in its portfolio. Since its establishment in 1996, the EOC has worked steadily to advance this principle by first including it in its Code of Practice on Employment under the SDO, which states: “Where women undertake work as demanding as that of their male colleagues [or vice versa], even though the work is different, women should receive the same pay and benefits. That is, jobs of equal value warrant equal pay.”

United Nations Instruments

21. The Government of Hong Kong is bound by a number of UN instruments to implement the principle of EPEV. The International Covenant on Economic, Social, and Cultural Rights (ICESCR), now enshrined in Article 39 of the Basic Law, was extended to Hong Kong in 1976. Article 7(a)(1) of ICESCR recognizes the right to “Fair wages and equal remuneration for work of equal value without distinction of any kind, in particular women being guaranteed conditions of work not inferior to those enjoyed by men, with equal pay for equal value of work.”

22. In 1996, CEDAW was extended to Hong Kong and its Article 11(1)(d) provides for the “right to equal remuneration, including benefits, and to equal treatment in respect of work of equal value, as well as equality of treatment in the evaluation of the quality of work” in both the public and private sectors. The extension of CEDAW to Hong Kong in 1996 commits the Government to ensure that EPEV is practised in both the public and private sectors from 1996 onwards.

23. The Government is also required to implement this principle under its obligations to the ILO since its adoption of the ILO Declaration on Fundamental Principles and Rights at Work in June 1998. This Declaration requires all its members to implement and report on the progress of EPEV even if it has not ratified Convention 100 – the Equal Remuneration Convention.

EOC Task Force on EPEV

24. In May 2000, the EOC established a Task Force on EPEV (*Task Force*) to study and promote the implementation of EPEV in Hong Kong (see Annex 1 for membership and Annex 2 for terms of reference). The Task Force later applied and succeeded in obtaining funds from the Government in April 2001 to develop this area of work.

25. The Task Force recommended ways to progressively implement EPEV in three phases:

- Phase One – to work with the public sector.
- Phase Two – to work with large employers with over 200 employees.
- Phase Three – to work with small and medium enterprises.

26. For Phase One, the Task Force, under the leadership of Mr. Peter Yeung, an EOC Member, met eight times from May 2000 to May 2004 and was intensely involved in the discussions on the study design, methodology, findings, and recommendations.

Phase One: Study of the Public Sector

Objectives

27. The Task Force decided on the following objectives for Phase One:
- To study two public sector employers to see if pay inequity exists (in the context of EPEV, to see if EPEV is being implemented) and if so, in what types of jobs.
 - To build capacity and expertise.
 - To raise public awareness.

- To put in place methods for the practice of EPEV.

28. This report describes Phase One of the EOC's EPEV Project and focuses on the pilot study of pay inequities in two public bodies: the Civil Service and the Hospital Authority (*the Study*). Both were selected because they were respectively the largest employer and one of the largest employers of women in the public sector.

29. The objective of this Study was to ascertain the extent of which EPEV was being implemented by evaluating selected jobs to see if pay inequities existed between jobs of similar value. That is, to evaluate gender-dominated jobs to see if certain jobs might be undervalued in comparison to those with similar *job worth* dominated by persons of the opposite sex.

30. The Study in Phase One was conducted from September 2001 to February 2002. Section One of this report gives the background for the Study while Section Two describes its methodology. Section Three contains the report of the consultants which discusses the findings and lists the recommendations.

31. The other objectives of Phase One were building capacity and expertise and raising public awareness, which were achieved through the organization of two conferences and on-the-job training. Two conferences on EPEV were convened in 2000 and 2001 respectively to raise public awareness. Over 200 human resource practitioners and NGO members attended both conferences. The international expert from Canada, who was seconded to conduct the Study, provided training to EOC staff members and two additional local human resource experts contracted to assist her in the job analysis interviews. She also shared her experience with the two consultants who were her advisors. Over time the EOC will also build up materials on job evaluation methods and skills for the implementation of EPEV.

32. Questionnaires and evaluation methods have been collected and refined for future use in order to meet the objective of putting into place EPEV enforcement practice and

methods. The EOC will continue to find ways to assist employers in the implementation of EPEV.

Study Team

33. The team responsible for the research and analysis of the Study (*the Study Team*) comprised a Canadian pay equity specialist – Ms. Carole Cameron of Canadian Union of Public Employees (CUPE);²² two local consultants – Mr. Patrick Maule of Patrick Maule & Associates and Dr. Thomas K. Leung of Vision in Business; and the EOC.

34. On advice from an ILO labour expert – Ms. Constance Thomas, the EOC identified Canada as a positive model for ideas on the study design and implementation of EPEV. After visiting several Canadian Government agencies, the EOC found that both public sector employers and employees depended on the services of CUPE for advice in the determination of job values. A meeting was subsequently held with CUPE concerning the needs of the EOC and CUPE generously donated the services of Cameron, a specialist on job evaluation, to work with the EOC for two months in October and November of 2001.

35. Prior to her arrival, Cameron spent a year advising the EOC by email on the design and implementation of the study. On her arrival, she presented the Task Force with her recommendations on the Study design, which were subsequently revised incorporating the suggestions of Task Force members. At the end of Cameron's secondment, the Task Force decided that while the local consultants and the EOC would conduct the remaining job interviews, all the information gathered would be sent electronically to Cameron for her evaluation.

²² Canadian Union of Public Employees (CUPE) was born out of a merger of two public sector unions in 1963. It is Canada's largest union with 500,000 members who work in municipalities, hospitals, nursing homes, homes for the aged, schools, universities, libraries, childcare centres, public utilities, social service agencies, airlines, broadcasting, public transit and other transportation sectors. It also has members who work for private companies, including airlines. Its membership comprises 60% females and 120,000 part-time workers. The national office of CUPE is based in Ottawa and it has over 70 regional and area offices across Canada. It has more than 700 staff to service its members. More information on CUPE can be found at its website: <http://www.cupe.ca/>.

36. The local consultants, Maule and Leung were selected for their experience in the human resource management field in Hong Kong. They provided the necessary local context to help ensure that the design of the Study was relevant to Hong Kong. Due to the large number of jobs to be studied, two local human resource professionals were also contracted to assist Cameron with the interviews. The Study Team was assisted by the office of the EOC.

SECTION TWO

Design and Implementation of Study

Methodology

1. The study methodology described in this section is based on the job evaluation approach adopted in Canada. A Job Analysis Questionnaire (Annex 4) was developed by Cameron and adapted for local use on advice from the local consultants. This questionnaire was used to gather job-related data from jobholders in a group interview format. In most cases, three to six employees were interviewed together with a person from a supervising rank. In a limited number of cases, only one employee was interviewed. In each case, the person from the supervising rank was given the opportunity to supplement and/or correct each of the answers provided. At the conclusion of each interview, a copy of the questionnaire was given to the person from the supervising rank to again review and confirm the accuracy of the answers. The interviewees were also told that a copy of the questionnaire would be made available to them upon request.

2. On average, each group interview lasted approximately 2.5 hours. Participants were told that their answers would be treated confidentially, that the interview was not intended to evaluate their individual job performance and that as a piece of research, the Study would not impact on their job or remuneration. They were also told that a report on the Study would be submitted to the Legislative Council.

3. The questionnaire was designed to elicit information on 12 job-related factors falling within the four following groups:

- Skill
- Effort

- Responsibility
- Working Conditions

4. These 12 job-related factors are:

- | | | |
|------------------------------|---|---------------------------|
| • Knowledge | } | Skill |
| • Experience | | |
| • Problem Solving | | |
| • Decision Making | | |
| • Physical Demands | } | Effort |
| • Concentration | | |
| • Dexterity | | |
| • Accountability | } | Responsibility |
| • Leadership | | |
| • Communication | | |
| • Service Provided to Others | | |
| • Environment | } | Working Conditions |

5. The questionnaire contains 12 sets of questions relating to these job-related factors. The interviewees were asked to answer specific questions relating to each factor as well as to provide examples that support and illustrate their answers.

6. A profile for each job was created according to some of the information gathered in the questionnaire. This job profile lists the relevant aspects of the job, such as the number of incumbents who participated in the Study, salary range for the rank and job description.

7. Information obtained from the group interviews were then used to evaluate each job according to a Job Evaluation Plan (Annex 5). Degrees were used to represent different magnitudes of each of the 12 job-related factors. For example, factor #1 'Knowledge' has nine degrees range from 'Completion of Form III' to 'Master Degree', while factor #11 'Service to Others' has only five degrees. Each degree was assigned with a pre-determined

point value which was dependent on the weight or importance of that factor. The sum of point values of all selected degrees of a job was the final evaluation score of the job value for the job under evaluation. When a job was being evaluated, evaluators decided which degree should be accorded for each job factor. A rating sheet, which contains the reasons for according different points for each job feature, was completed for each job in the Study (Annex 6).

8. Cameron evaluated all the jobs; Maule and Leung each evaluated about 15% of the jobs and spot-checked others to apply some measure of independent quality control. The three then met to discuss issues of consistency and standardisation. After Cameron's return to Canada, all changes suggested by the consultants were sent to Cameron for her comment. A consensus was then reached on the points given to each of the job categories.

The Civil Service

9. The Civil Service was selected as one of the two pilot employers in Phase One, as it is the largest employer in the public sector. Its employees include all who work in governmental departments and the disciplinary forces. The Civil Service carry out the main administrative and executive functions of government and provide a wide range of services, such as public works and utilities, cleansing and public health, education, fire services and the police force.

10. In 2000, there were 185,868 employees within the Civil Service. Of this number, approximately 67% (or 124,303) were men and 33% (or 61,565) were women. For the purposes of this Study, the Task Force decided that a job is classified as male-dominated or female-dominated if one gender constitutes 75% or more of the total jobholders. According to this definition, there were 154 male-dominated jobs and 26 female-dominated jobs in the Civil Service entry rank jobs. When promotional ranks¹ were included, the total number of male-dominated jobs more than doubled to 341 and the total number of female-dominated jobs increased to 51.

¹ Promotional ranks were those within a grade that were above the entry rank.

11. Of the 341 male-dominated jobs, 203 jobs had 100% male incumbents and 77 jobs had 90–99% male incumbents. Of the 51 female-dominated jobs, 28 jobs were 100% female and 11 had 90–99% female incumbents. In total, nearly one-third of all staff in the Civil Service worked in jobs that were 90% or more dominated by one gender.

12. Both male- and female-dominated jobs in the Civil Service reflect traditional job segregation patterns. For instance, female-dominated jobs include positions such as clerical assistants, dental surgery assistants and primary school teachers. Likewise, male-dominated jobs consist of positions in engineering, the disciplinary forces, such as fire and police, and manual labour jobs.

13. Male-dominated jobs generally have higher educational requirements while female-dominated jobs have lower educational requirements. Approximately 65% of all entry rank jobs that were 90% or more female-dominated required only Form V secondary education whereas only approximately 57% of male-dominated jobs required educational attainment at Form V or below.

Jobs Selected for the Study

14. Jobs were selected according to three criteria. First, they were to be male- or female-dominated jobs (75% or more of one gender)². Second, they were to represent a spectrum of different salary ranges. Third, they were to have as large a pool of job incumbents as possible.

15. According to international practices, reviewing an organization for the implementation of the EPEV principle requires looking at a selection of between 10–15% of all male and female-dominated jobs within that organization. A total of 49 jobs, representing 12.5% of all male- and female-dominated jobs, were selected for the Study. These included 39 (11.4%) male-dominated jobs and 10 (20%) female-dominated jobs.

² Due to the small number of female-dominated jobs, among the female-dominated jobs selected, one job comprised only 73% of female incumbents.

Since the total number of female-dominated jobs in the CS was considerably smaller than male-dominated jobs, a larger percentage of female-dominated jobs was selected in order to obtain sufficient data points for study. Strong logistical support from the Civil Service was required to assist the Study, as the 49 jobs selected involved a total of 22 government departments.

Stakeholder Input

16. According to international practices, all stakeholder groups, that is, employers and employees, should be involved in the job evaluation process to ensure that the process is equitable, representative and clearly understood. It also helps to foster a sense of ownership in the process. In this Study, however, the involvement of 22 government departments represented a large number of different stakeholder groups that would be difficult to organize efficiently for meetings and discussions within the time frame of the Study. As an alternative, the Task Force decided that Cameron would use the standard practices and weighting methods for evaluation of public employees’ jobs in Canada. It was also decided that the local consultants would work with Cameron to ensure that these practices were adapted, where necessary, to suit the local work environment.

Weights Used for Evaluation

17. Points are given as weights for use in the evaluation of jobs. Since the Task Force had decided to adopt the standard weights used for evaluating Canadian public employees’ jobs with minor adjustments for local application, the following points were adopted:

<u>Skill:</u>	<u>38%</u>
Knowledge	16
Experience	12
Problem Solving	5
Decision Making	5

<u>Effort:</u>	<u>18%</u>
Physical Demands	5
Concentration	8
Dexterity	5

<u>Responsibility:</u>	<u>36%</u>
Accountability	10
Leadership/Supervision	8
Communication	10
Providing Service to Others	8

<u>Working Conditions:</u>	<u>8%</u>
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18. These points used to evaluate Civil Service jobs were generally consistent with the standard used in Canada. Greater weight (38%) was applied to 'skill', as it is a key component for determining entry rank salaries in the Civil Service.

Problems Encountered

19. In some ranks, the incumbents interviewed worked in different sections. In some of these cases, the work duties and job natures varied significantly between the different sections. Since the incumbents were also posted to these different sections at different times it was decided that where consensus could not be achieved among those being interviewed, each answer was recorded and taken into consideration by the consultant in the evaluation process.

The Hospital Authority

20. The Hospital Authority is a statutory body established under the Hospital Authority Ordinance on 1 December 1990. It manages all of Hong Kong's public hospitals and is accountable to the Government of the Hong Kong Special Administrative Region through the then Secretary for Health and Welfare. It is chiefly responsible for delivering a

comprehensive range of secondary and tertiary specialist care and medical rehabilitation through its network of health care facilities, and provides some primary medical services in primary care clinics. The Hospital Authority was selected for Study in Phase One, as it was one of the largest employers of women in the public sector when compared with other government departments and statutory bodies.

21. The Hospital Authority oversees 44 public hospitals and institutions, 49 specialist outpatient clinics and 13 general outpatient clinics. As of December 31, 2001, it managed a total of 29,022 hospital beds across Hong Kong. In 2001-2002, its hospitals and clinics handled a total of 1,213,600 inpatient and day patient discharges and deaths, 8,461,500 specialist outpatient attendances and 2,594,700 Accident and Emergency attendances.

22. The Hospital Authority employs a sizeable population to carry out its responsibilities. This includes over 49,000 employees on various employment terms of which approximately 70% are female. A great variety of jobs exist within the Hospital Authority's network of health care facilities including traditional occupations within the medical and allied health profession, such as doctors, nurses and therapists, and non-clinical support staff such as clerks, workmen, and artisans.

23. There were 73 female-dominated and 83 male-dominated jobs within the Hospital Authority. Of the male-dominated jobs, 50 jobs were 100% male. Another eight jobs were dominated by 90–99% males. Among these, there were 20 that were filled by only one person.

24. Of the 73 female-dominated jobs, 39 jobs are 100% female. Among these, 16 have only one incumbent. There are another seven jobs that are 90–100% females. In total, about 30% of all Hospital Authority employees were mainly nursing staff and worked in jobs that were 90% or more dominated by one gender.

25. Most Hospital Authority employees are remunerated according to their respective grade and rank. The salary range for a particular rank in a grade is expressed as a range of points on a defined pay scale. A number of pay scales are maintained. Most staff fall under

the Hospital Authority General Pay Scale ('HGPS'), the Hospital Authority Management Pay Scale ('HMPS'), and the Hospital Authority Model Pay Scale for supporting staff ('HMODS'). In 2001, the Hospital Authority followed the Government's lead in delinking starting salaries of entry ranks from annual pay trend adjustment. Accordingly, a separate pay scale on the delinked pay points has also been developed.

Jobs Selected for the Study

26. Selection criteria for job for the Study were the same as those for the Civil Service. First, they were to be male- or female-dominated jobs. Second, they were to represent a spectrum of different salary ranges. Third, they were to have as large a pool of incumbents as possible.

27. A total of 27 jobs were selected for Study with the advice and approval of the Task Force and in consultation with the Hospital Authority representative on the Task Force. As the remuneration of the nursing profession is of international interest, almost all nursing jobs were reviewed. This resulted in a review of 17% of all male- and female-dominated jobs within the Hospital Authority. These include 14 (16.8%) male-dominated jobs and 13 (17.8%) female-dominated jobs.

28. Due to the global concern regarding pay equity in the nursing profession, special care was taken in the Study of all nursing ranks in the Hospital Authority. This resulted in an increase of the number of jobs studied. Data in the questionnaires were reviewed by both the supervising rank and the General Manager of Nursing at the hospital where most of the interviews were conducted. In addition, the consultants reviewed the job interview questionnaires of all nursing jobs and the evaluation of each category.

29. The majority of jobs studied came from one hospital nominated by the Hospital Authority. Where jobs selected for the Study were not available within this particular hospital, arrangements were made for group interviews with incumbents working at different hospitals. The Study Team is aware that the work environment in which the job is

performed may affect the job requirements but also takes the view that such a factor would not result in a large variance in the evaluation points.

Stakeholder Input

30. At the outset of the Study, a Hospital Observer Committee (the Committee) was established to oversee the Study. The Committee comprised three management staff and three employee representatives from the hospital. Member of the Committee met with the Study Team on a number of occasions at various stages of the Study, such as orientation, consultation on the selection of jobs, the progress of the Study, and the weights that would ultimately be used to evaluate Hospital Authority jobs. Many members of the Committee also observed the group job interviews for the purpose of familiarisation with the process.

Weights Used for Evaluation

31. The weights used to evaluate jobs in the Hospital Authority were decided in consultation with the Committee. The decision was as follows:

<u>Skill:</u>	<u>38%</u>
Knowledge	14
Experience	12
Problem Solving	6
Decision Making	6
<u>Effort:</u>	<u>18%</u>
Physical Demands	5
Concentration	8
Dexterity	5

<u>Responsibility:</u>	<u>36%</u>
Accountability	9
Leadership/Supervision	8
Communication	10
Providing Service	9
<u>Working Conditions:</u>	<u>8%</u>

32. The points used to evaluate Hospital Authority jobs are generally consistent with the standard used in Canada. However, it is accepted that each organization has different needs and hence there could be minor adjustments within the points assigned based on the needs and working environment of the organization.

Problems Encountered

33. The Study Team found it difficult to fully assess the impact of shift work on nursing staff. It felt that shift work should be weighted in the Study, as is done internationally, since a shift worker faces greater physical and mental stress than a person who does not work shifts. It was found that nursing staff worked different shifts every two days. For example, a nurse may be assigned to a two-day shift beginning in the early morning, changed to another two-day shift beginning in mid-afternoon, then to a shift beginning at night. While the Study Team felt that the shift changes should be given additional weighting in the Study similar to the practice in other countries, the Committee disagreed on the basis that nurses were notified of the shift schedule two weeks ahead of time and had adequate time for planning.

SECTION THREE

Conclusion and Recommendations

Limitations

1. Job Evaluation is a well-established and well-accepted method of comparing the size or value of different jobs. It is regarded as objective, analytical and fair and produces mathematical results that can be used for several purposes. It is commonly used within the private sector to compare job “sizes”, to group jobs into grades and to set pay ranges. There are many different methodologies in existence but most seek to analyze the jobs by reference to a number of job “factors” such as skill, technical knowledge, decision making etc, and assigning scores to each of these factors. It is a thorough, objective, quantitative and equitable approach to dealing with the many issues surrounding the question of comparative values of different jobs.

2. However, Job Evaluation neither claims to be perfect nor is perceived to be so due to several limitations on its absolute accuracy. For example, different incumbents in the jobs will be more or less skilful in describing their duties and explaining the more demanding aspects of their work. Different supervisors will delegate more or less work or responsibility than others, and have different views on the scope of responsibilities. In different establishments of the same organization, there may be differences in the organization of the work assigned to the same type of jobholders. Different job analysts may be more or less skilful in the examination and recording of the job details. Finally, different evaluators will see roles differently and assign slightly different scores to several of the factors. These problems are statistically smoothed out across many jobs but at the individual job level, the results may not be entirely accurate.

3. Despite the shortcomings of job evaluation, it is the best means of comparing the value of different jobs. The methodology of job evaluation adopted for this study is an internationally accepted method of looking at Equal Pay for Work of Equal Value (EPEV). It is a proactive process of seeing if discrimination exists within the employment system and to develop a plan to redress inequities over time. The gender-neutral evaluation method—looking at Skill, Responsibility, Effort and Working Condition—is used throughout Canada. The United Kingdom uses a similar method—looking at Skill, Responsibility and Effort. It was assumed at the start and agreed by the Task Force that to adopt such a tried and tested methodology would be the most reliable and acceptable way to proceed with this study. In the view of the consultants, there is nothing so different about Hong Kong or the way work is conducted in Hong Kong as to invalidate this method of determining the value of a job, i.e. job evaluation, or to justify the adoption of a uniquely different methodology from that used in other countries.

4. On the advice of the expert, a sampling technique was adopted for this exercise whereby 10% to 15% of jobs with either male or female dominance were taken through the evaluation process.¹ Traditionally female jobs were selected such as clerks, secretaries, primary school teachers and nurses² Efforts were also made to select traditionally male job categories—such as firemen and engineers. This is potentially the area that could contribute most to questions of reliability of the final results since a few abnormal jobs amongst a relatively small sample could have a notable effect on the overall results. Normally however where random sampling is adopted, a 15% sample is adequate to overcome any such problems. However, in this situation, it proved difficult to get an even spread of either male or female dominated jobs throughout the different ranks and hence the selection of jobs was not entirely random. Only by analyzing more jobs could this effect be overcome but this would have been impossible with the time and resource constraints of the project.

¹ The study examined 11.4% of male-dominated jobs and 20% of female-dominated jobs in the Civil Service. Since the total number of female-dominated jobs in the Civil Service was considerably smaller than male-dominated jobs, to get sufficient data points for study, a larger percentage of such jobs was selected.

² Secretaries, teachers and nurses are professions that are commonly viewed by society as “traditionally female” as women were historically limited to these three professions and their work has been shown in many societies to be undervalued. Paula England and Nancy Folbre, "Emotional Labor in the Service Economy: The Contours of Emotional Labor: The Cost of Caring" *The Annals of the American Academy of Political and Social Science* (January 1999) 561 Annals 39.

5. A study of this nature normally looks at total remuneration including all benefits. However, the Task Force felt that since there were very many different allowances, generally of small amounts and paid in quite different amounts to different people doing the same job, it would be both too time consuming and unnecessary to include them in the calculations. This decision meant that compensation for certain jobs that do receive significant job-related cash allowances may be slightly undervalued in this study. At the conclusion of the study, a Task Force Member suggested that job-related cash allowances should, after all, be taken into consideration. Whilst efforts were made to gather information on job-related cash allowances for all of the jobs under study it proved too difficult for the two organizations to provide all the required information in time. In the view of the consultants, the most significant benefit is departmental quarters, but since staff pay for these, in part at least, and since not all job holders are provided with such quarters, it would be inappropriate to include any estimated evaluation of this benefit. The consultants are also of the view that other cash allowances, when averaged over all jobs holders of the job in question, would be insufficiently large to make any material difference to the general results. However, it is acknowledged that it would be appropriate to include any allowances that are received by the majority of job holders if a more detailed study were to be undertaken or were a specific complaint ever to be lodged.

6. Typically when an organization is putting together a plan for Equal Pay for Work of Equal Value, it establishes an Employer-Employee Working Committee to decide on the weightings³ to be allocated to the different job factors of Skill, Responsibility, Effort and Working Condition. Since each organization is different the committee first need to decide upon the weightings that it will adopt for each factor in order to best reflect the nature of its business. Whilst the Hospital Authority set up an Observer Committee to help with the general progress of the study including allocating the weightings, this committee did not have the full delegated authority to confirm the weightings. The Civil Service was not able to set up a similar committee nor were they willing to define the weightings to be applied to

³ Weightings are applied to different job factors to distinguish high important factors from less important ones. Final evaluation scores are determined by multiplying the weighting for each factor by the score assigned to that factor by the evaluators. The total job evaluation score for that position is the sum of all the weighted factor scores.

the job factors. As a result, the Task Force decided that the decision on weighting be left to the evaluation expert and the consultants who opted to use the weightings used in Canada for similar organization.

7. In the light of some of these concerns, it was important that agreement be reached prior to the commencement of the study on the key principles of the methodology to be adopted. Accordingly the methodology was discussed in some detail amongst the task force in advance and, apart from the question of the weightings to be applied to the different factors, the basic approach was agreed.⁴

8. In reporting the results, these limitations must always be kept in mind. Despite this, the following results and conclusions should nevertheless be treated as the most accurate and objective available to date and that the trends and results highlighted are a solid indication of very real issues.

Analysis of Data

9. A statistical analysis was made of the data in order to establish how strongly the scores correlated with the salaries both for the overall scores and for the sub-scores of the four major job factors of Skill, Effort, Responsibility and Working Conditions. Correlation coefficients were calculated that could range from -1 to +1, with a value close to -1 or 1 denoting a high correlation between the evaluation score for that factor and the salary. A positive correlation coefficient signifies a positive relationship between the two; that is, as the evaluation score increases, so does the salary. A negative correlation coefficient, on the other hand, signifies that as the evaluation score increases, the salary decreases.

10. The results of the data were also plotted onto charts to assist in drawing conclusions. The evaluation scores were plotted against their salaries for each of the separate jobs and a “line of best fit” was drawn between all the male jobs and separately for all the female

⁴ The key principles included the following: the concept of comparing male dominated jobs with female dominated jobs and the criteria appropriate for each; the sampling approach and the actual jobs selected as a result; the 12 job factors and the use of weightings; the job analysis and evaluation process; the concept of regression analysis of the results and the application of male and female wage lines.

jobs.⁵ This method clearly highlights any individual anomalies either positive or negative as well as displaying any broad trends of differences that exist in the data as a whole. If there was no discrimination towards either sex one would expect the two lines of best fit to broadly coincide. However, if the lines are clearly separated then there is a prima facie case for concluding that some discrimination has unwittingly occurred with the extent of the discrimination being reflected by the distance between the two lines.

11. The results of this graphical representation are shown in Annexes 7-9, and 10-12.

12. This graphical method is used in Canada where, if the line of best fit for females falls below the line of best fit for males, it would be concluded that the females are relatively underpaid compared to the males and the employer would be obliged to progressively equalize the salaries over a number of years. In Hong Kong, where the Government has said that the Sex Discrimination Ordinance is to be used for the enforcement of pay equity, this method provides a tried and tested benchmark against which one could see if female or male jobs are comparatively lower paid.

13. Generally for salary comparison purposes, the exact mid point, i.e. the average between starting and maximum points of a pay range or pay scale, is deemed to be most descriptive of the financial value given to the job. The starting point and the maximum point of the salary range however are also important considerations as some of the jobs that were examined have very long pay ranges and some very short ones. Those with long pay ranges can therefore with the passage of time, progress to much higher salaries than those with very short pay ranges. Accordingly, whilst special attention was paid to the mid-points, the analysis also examined the maxima and minima.

⁵ The “line of best fit” shows the linear relationship that comes closest, in a statistical sense, to representing the observed data. This line represents the smallest possible total deviation between the actual data points and the corresponding points on the line and represents the most appropriate straight line representation of the data points. It is determined by the process of multiple regression.

Results of Statistical Analysis

Civil Service Jobs

14. The analysis revealed an extremely high correlation between the salary of the jobs and Skill (0.855) or Responsibility (0.835). This indicates that, when taken independently, both of these factors have a strong positive relationship to salaries. Also, as can be logically expected, the two factors are themselves positively correlated, with a coefficient of 0.868.

15. Effort is also positively correlated with the salaries (0.431) but the relationship is not as strong as those for Skill and Responsibility.

16. Working Condition was found to have a negative correlation (-0.173) indicating that this factor does not appear to be given due consideration when setting salaries. This would disadvantage those jobs that involve harsher working conditions.

Hospital Authority Jobs

17. A similar pattern was found among the jobs of the Hospital Authority. There is an extremely high correlation between the salary of the jobs and Skill (0.797) and Responsibility (0.829).

18. Effort also significantly correlates with the salary of the jobs (0.480).

19. There is no significant correlation between the salaries of the jobs and Working Condition (-0.067).

Results of the Graphical Analysis

Civil Service (Annexes 7, 8, 9)

20. The Graphs on starting, mid, and maximum salary points for the Civil Service are very similar and give a broad overview of the results of the study. They show that women in the junior ranks are paid better than men, but that women in the middle and senior ranks are paid less than the men for work of equivalent value.

21. Amongst the jobs falling in the lower salary ranges, there are several male jobs that are of very similar salary but of considerable difference in evaluation score and hence value. This indicates that for these junior jobs, the existing system for setting salary scales fails to differentiate adequately between higher and lower value jobs as measured by the multi-factor evaluation method. This is not quite so evident in female jobs.

22. At these lower salary levels, female dominated posts are better paid than male dominated posts (except at their scale minima). This reflects a strong historic differentiation between manual jobs (blue collar) and office jobs (white collar). An example of blue-collar versus white-collar pay can be seen by comparing the jobs of Chainman, Ganger, Artisan and Motor Driver versus the Clerical Assistant. The Clerical Assistant scored the lowest at 184 points and reaches a higher maximum salary of \$15,160 after 10 increments. The blue-collar comparators all have higher points, but reach a lower maximum of between \$11,000-\$14,000. There are many possible explanations for this phenomenon which also can be found in the Hong Kong market place generally. One is the historical negative bias which has been shown to blue collar jobs. It certainly reveals that skilled manual jobs with low academic requirements are being given less recognition under the existing pay determination policies than relatively unskilled administrative jobs that nevertheless call for higher academic qualifications..

23. At the middle and higher levels of the Master Pay Scale (MPS) female dominated jobs increasingly fall below male dominated jobs. The degree of difference is relatively small at the minimum of the pay scales (5% to 10% in pay terms) but gets significantly

more pronounced at the middle and top of the pay scales (15% to 20%). This reveals a quite significant general undervaluing of female jobs at the middle and higher MPS points. This is probably mainly caused by the failure of the current pay policies to give recognition to some of the factors that exist to a greater degree in female positions than male, such as dexterity and multi-tasking.

24. An example of this result can be seen in the case of the Primary School teachers who are paid below the male salary line. The Assistant Primary School Mistress, with 587 points, has a starting salary of \$17,100 and reaches her maximum salary of \$38,695 after 17 annual increments. By comparison the male dominated Senior Technical Officer has fewer points at 514, but starts at a significantly higher salary of \$29,400 and caps out at approximately the same salary of \$38,695 after 7 increments. Alternatively, when she is compared to an Officer of the Correctional Services, worth 459 points, one finds that he starts at \$20,765 and caps at \$47,675 after 17 increments. While both jobs have the same number of increments, the male job with less points starts higher and has a higher maximum point. Thus, the Assistant Primary School Mistress job is worth more but is paid broadly the same as a position that is worth less.

25. Still higher up the MPS and at the professional engineer level, jobs are virtually all male dominated. The salaries jump substantially and disproportionately versus the value of middle ranking positions. In total, there are 110 of these higher positions and only 10 are female-dominated. Of the 100 male-dominated positions, 61 are 100% male. This demonstrates that females may not be getting a fair share of these better-remunerated posts. This phenomenon may be due to historical reasons, hiring practices, or the relative lack of supply of female applicants to such posts. It may also reflect gender stereotyping that existed strongly in the past and continues today.

26. When looking at the promotion ranks, one finds some other empirical evidence that as jobholders move up the promotional ladder, there are more males in the promotional ranks. For example, the entry level of Assistant Operations Officer is 60% female but at the level of Operations Officer, it becomes 32% female, and there are no women at the level of

Senior Operations Officer. This aspect was not studied in depth and there is inadequate data to make solid conclusions but is interesting enough to bear further examination (Annex 5).

27. An example of inequitable pay at the senior level can be found in the case of the female dominated Senior Intellectual Property Examiner's job which is worth 694 points and caps at \$73,815 after 10 increments. Her pay at maximum point is similar to that of the male dominated Engineer whose job was scored 18 points less at 676 points.

28. The results also reveal some broad trends of inequitable pay amongst families of jobs. For example the whole family of teaching positions, which are female dominated, fall consistently below the male line. However, what is not clear is whether this is a general undervaluing of the teaching profession as a whole or of the females who dominate the job.

29. Similarly, the family of Fireman to Fire Station Officers consistently falls below the male average line revealing that they too are being unfairly remunerated by comparison to other male dominated jobs. This is almost certainly caused by the fact that their pay scales are strongly influenced by their rather modest academic requirements with no account being given to their higher than average service to the community, exposure to danger and adverse working conditions generally. This disparity can be seen in the case of the Fireman who scored 426 evaluation points, and who starts at \$12,940 and caps at \$18,965 with 12 increments. On the other hand, the female-dominated job of Senior Dental Surgery Assistant, with 425 points, starts at \$23,170 and caps at \$29,400 with 5 increments. Whilst firemen also receive housing benefits at lower levels of seniority than non-disciplined services, this is not sufficient to make up for the difference in salary.

30. On looking at pay ranges, female-dominated positions have on average slightly longer pay ranges with more pay points than male-dominated jobs. Female jobs have 9.45 increments on average and males have 8.31. The variations appear random and irrational but nevertheless could be considered to be unfair treatment for people in different jobs but of similar value.

31. Overall, the results reveal a considerable number of anomalies when jobs are evaluated on this multi-factor basis. One explanation lies in the current pay determination system which looks almost exclusively at just one factor, namely educational requirements; physical aspects of the jobs, multitasking and more complex forms of communication are given no credit in pay determination.

32. One aspect of the problem of placing overriding importance on the academic requirement of the job is that these can gradually change with time and, sometimes, changes in recruiting practices do not get officially recognized or taken into account in pay scale determination. For example, the stated academic requirements of Police Sergeants and Police Inspectors at the time of the study appeared to be out of line with the prevailing practice. This may simply reflect that higher qualified applicants are applying for the jobs and are generally being selected, or that the jobs have become more sophisticated calling for higher intellectual skills.

Hospital Authority (Annexes 10,11,12)

33. The relationship between male and female dominated jobs is quite confusing within the Hospital Authority. The male and female lines of best fit cross but quite differently, depending on whether it is scale minima, mid point or maxima. At the minimum of the pay range, female dominated positions are lower paid than male and the lines cross so that at higher seniorities the opposite is true. At the mid point and to an even greater degree at the maximum of the pay ranges, female jobs are above male jobs at the junior levels and below at the senior level. This can most easily be seen by reference to the charts at Annexes 10 to 12. Like the situation in the Civil Service, this probably reflects the historic bias against male dominated blue collar jobs versus female dominated clerical jobs. As the male jobs move up the value scale and away from manual jobs to white collar professional positions a discriminatory bias against females increasingly sets in.

34. The extent of the difference between the two lines is not as great as in the case of the Civil Service and at the mid point, which is most important reference position, the two

lines are relatively close together albeit far enough apart to suggest that there may be a prima facie case of unwitting discrimination.

35. Some individual jobs, fall significantly below the line of best fit for the opposite sex and so, based upon the Canadian approach, could represent the basis of a potential claim of discrimination by those in that job.

36. Of particular significance is the evidence that Nursing staff consistently fall below the male line at all points in the pay range. Nurses have in the past few years been required to have higher educational requirements for their job. The stated recruiting practice at the time of data collection was to exclusively engage nurses with degree qualifications, but this requirement had not yet been officially recognized or reflected in their salary scales. Higher qualifications result in higher job evaluation scores and hence increase the gap between the Nursing jobs and the male line of best fit. However, even if Nurses are only credited with the lower educational requirements that were at the time still being officially specified, the pay disparity with males is still very evident. When the higher, actual academic requirements are taken into account the disparity is increased. This is shown graphically by scoring Nursing positions twice with both sets of academic requirements. Only Enrolled Nurses, who are required to have form 5 education, are paid equally with male counterparts.

37. Female dominated positions on average have longer pay ranges than male (9.54 increments on average for females and 9.0 increments for males) and is most significant in lower ranking jobs. This largely explains why the position of females compared to males changes depending on whether one is looking at minima, mid points or scale maxima. This may well be quite accidental but nevertheless its impact is appreciable. The effect is that junior females are discriminated against by comparison to males in that they start at lower salaries and take several years to equate with males and, ultimately, overtake them. However, after so many years it is highly probable that the males will have been promoted to higher ranks and yet higher pay points, thus the possible advantage of higher pay maxima would not be off-set by the definite disadvantage of lower minima. At the more senior levels there are some very long male pay ranges which raises the male line

significantly above the female line at the mid point of the pay range and even more so at the maximum. This exacerbates the inequality for females in higher ranking jobs.

38. In the case of male positions there is bias against jobs involving physical skills as a result of the emphasis currently placed on academic requirements in the determination of pay ranges. By including the other evaluation criteria that are used in this multi factor job evaluation methodology, such jobs can score quite high points in aspects that are disregarded by the existing pay system. This can be clearly seen in the case of Senior Artisan, Works Supervisor and Chef. This however is not an uncommon effect in the market place generally, as blue collar jobs are often under valued compared to white collar, thus even though there may be a prima facie case of inequity for blue collar HA jobs, the salaries may well be fully in line with market salaries. No attempt was made in this study to make comparisons with the level of pay in the general market place thus it is not possible to confirm whether this is indeed the case.

39. An example of the bias in favour of white collar staff is the job of Personal Secretary II, which scored 397 evaluation points and has a pay range from \$9,785 to \$20,010 with 12 increments. She is paid more when compared to blue-collar workers such as the Hospital Foreman, which scored higher points (426), starts higher at \$12,595 but caps lower at \$16,095 after only four increments.

40. In the case of the nursing grade, the Enrolled Nurse, scored 482 evaluation points, starts at \$11,115 and after 16 increments caps at \$26,805. She does not compare favourably with the Radiographer, who scored nearly the same at 478 points, but starts much higher at \$17,100 and caps at \$30,785 after 12 increments. She is also paid less than the Computer Operator, worth 464 points, who starts at \$21,010 and caps at \$25,530.

41. To be promoted to Registered Nurse, the Enrolled Nurse must take a conversion course and receive a degree. Despite this requirement, the written entry requirements of the Registered Nurse have not changed although the degree requirement is used in actual recruitment. The Registered Nurse, worth 650 points, starts at \$18,140 and caps at \$32,190

after 12 annual increments. A Senior Electrical Technician, worth 641 points, starts at \$30,785 and caps at \$46,485 after 9 increments.

42. The Ward Manager's position is among the more senior ones in the HA. It scored 820 points, but is lower paid than a Physicist, which scored fewer points (705). The Ward Manager starts at \$33,705 and caps at \$47,970 after 8 increments while the Physicist starts lower at \$28,075 and caps much higher at \$73,815 after 22 increments.

43. There are a number of other apparent pay anomalies between jobs having similar evaluation scores but wide differences in pay. These are not necessarily discriminatory on the grounds of sex and may indeed be explained in terms of market forces, but were the incumbents to complain about the situation this evaluation tool would certainly support their complaint.

44. Hospital staff are subject to very onerous rostering and shift regimes with no compensation for unsocial shifts or the extremely frequent change from early to late shift. Nursing staff are all subject to such rosters and shift duties, thus with so many of them and so many late duties being required, they almost certainly are disadvantaged by this practice more than male colleagues. In the private sector shift changes are far less frequent in order to permit the body clock to adjust and unsocial shifts are generally compensated by shift premia. Given the relatively low salaries of nurses compared to male jobs, this absence of shift pay aggravates an already discriminatory situation.

Recommendations

General

45. The use of the Sex Discrimination Ordinance (SDO), in Hong Kong, to implement the principle of “equal pay for work of equal value” means that persons of either sex could lodge complaints of pay discrimination by comparing their jobs against jobs of equal worth with a comparator of the opposite sex. In other jurisdictions, there is more clarity with specific laws on pay equity. Hong Kong needs more clarity and guidelines on pay equity and it is recommended that the Government reconsiders its position on the need to draft legislation in order to provide clarity to employers and employees in the implementation of Equal Pay for Work of Equal Value. Alternatively, the Government should consider amending the SDO to clearly provide for the principle of Equal Pay for Work of Equal Value.

Civil Service

46. That the forthcoming review of Pay Systems and Pay Policies for the Civil Service include the issues identified in this study, and recommend the replacement of the salary setting system that overly emphasizes academic qualifications with a system that considers multiple factors such as “effort” and “working conditions”.

47. That the Government undertake a systematic review of entry qualifications to ensure that recognized job requirements are in line with current recruitment practices. Where higher academic qualifications are now being sought, and can be demonstrated to be required in the way the jobs are now undertaken, these changes should be acknowledged and reflected in starting salaries.

48. Pay ranges and scales vary significantly from job to job, thus producing anomalies and situations that could be interpreted as discriminatory. The whole structure needs to be re-examined in order to reflect a fairer situation of jobs enjoying a similar number of increments from starting to maximum salary point.

49. That recruitment and promotion practices be examined and more effort be made to encourage females to apply for traditionally male-dominated jobs and senior positions.

50. That at earlier stages of education, girls be encouraged to take tertiary qualifications in the traditionally male-dominated professions.⁶

51. That teachers' salaries be reviewed against the broad evaluation criteria and measures be put in place to narrow the gap with male-dominated jobs.

52. Male-dominated jobs, with greater emphasis on physical skills that appear to be unfairly low paid, should be looked at by reference to private sector salaries to see if their pay may be affected by market forces.

Hospital Authority

53. The HA's pay system has inherited several aspects of the CS Pay System and in particular, has adopted the general practice of emphasizing academic qualifications when determining pay scales while ignoring other skills and relevant job factors. Different pay principles need to be applied, as the HA staff is exposed to greater responsibility for life and death situations, and generally require a wider range of social skills such as empathetic listening. Accordingly, the whole pay system needs to be reviewed to allow these other skills and responsibilities to be reflected in pay determination.

54. That the entry qualifications of all positions be reviewed and updated to reflect genuine changes in job requirements.

⁶ According to Choi Po King, "Women in Education", in Veronica Pearson and Benjamin K.P. Leung, eds, *Women in Hong Kong* (Oxford University Press 1995), p. 111: Gender segregation starts long before students apply to university. Hong Kong teachers are far more likely to advise boys to enter the science stream. In so doing, few girls are equipped to study engineering when they enter tertiary education.

55. As in the case of the CS, pay ranges vary significantly between jobs of similar value thereby producing unfairness and anomalies in pay. As part of an overall review of the pay systems, pay ranges need to be adjusted so as to be more consistent and hence fairer.

56. That recruitment practices be reviewed to ensure that there is no bias in favouring males or females when recruiting staff for jobs that traditionally are dominated by one sex.

57. That the pay of blue-collar jobs be benchmarked against similar private sector jobs to ensure that their salaries are in line, despite the apparent bias against them according to the evaluation scores.

58. The pay of Nursing Staff, under this evaluation system, is clearly lower than equal value male jobs. When credit is given for the current practice of recruiting Registered Nurses with degree level academic qualifications this change in recruitment practice worsens the imbalance. The whole question of Nurses' pay should be re-examined in light of these job evaluation results and steps should be put in place to gradually reduce the imbalance.

59. That the issue of the shift rostering system be re-examined to ensure that health and staff welfare are not being adversely affected. Reference should also be made to the practices in other countries.

The Equal Opportunities Commission

60. That the EOC Promotes the concept of Equal Pay for work of Equal Value by engaging in education among the general public but, in particular, for employers, employees and HR professionals.

61. In order to facilitate such a programme the EOC should consider conducting baseline surveys with groups of employers and employees to evaluate their current understanding and views on EPEV.

62. That the EOC should conduct or facilitate other neutral organizations to conduct similar studies of male and female dominated jobs within a sample of private sector employers in order to test the state of equality within the private sector. However, if this were done, it would be important that the EOC is not involved in selecting such target companies nor should they be made aware of the specific results of any participating company in order that they can properly deal in an unbiased manner with any complaints that might arise from the employees of those companies.

63. Work towards the development of guidelines on the implementation of EPEV to supplement the existing Code of Practice on Employment under SDO.

Task Force on Equal Pay for Work of Equal Value

Membership:

Mr. Peter Yeung, EOC Member & Task Force Convenor

Professor Judith Banister, HK University of Science and Technology
* (May 2000 to April 2002)

Mr. Charles Chan, Home Affairs Bureau
* (May 2000 to January 2003)

Mrs. Hedy Chu, Home Affairs Bureau
* (January 2003 – present)

Mr. Michael Chan, Director (Planning & Administration), EOC

Dr. Priscilla Ching Chung, Director (Gender), EOC
* (May 2000 – August 2002)

Ms Angelina Fung, Civil Service Bureau
* (May 2000 – 29 September 2002)

Mr. Eddie Mak, Civil Service Bureau
* (30 September 2002 – present)

Mr. Fung Ying-lun, Arthur, Labour Department
* (May 2000 – July 2003)

Miss CHANG Kar wai, Carrie, Labour Department
* (April 2004 – present)

Mr. Lai Yat-ching, Anson, Labour Department
* (July 2003 – April 2004)

Professor Kenneth S. Law, Professor of HRM,
The Hong Kong University of Science and Technology
** (May 2000 to June 2004)*

Mr. Angus Miu, Standing Commission on Civil Service Salaries and
Conditions of Service
** (May 2000 to November 2001)*

Mr. Lee Lap-sun, Joint Secretariat for the Advisory Bodies on Civil
Service and Judicial Salaries and Conditions of Service
** (December 2001 – present)*

Ms Carole Petersen, Faculty of Law, University of Hong Kong

Ms Mary Tsang, Health, Welfare and Food Bureau
** (May 2000 to February 2004)*

Mr. Jerry Cheung, Health, Welfare and Food Bureau
**(February 2004 to present)*

Mr. Clement Tse, Hospital Authority

Terms of Reference for
the Task Force on Equal Pay for Work of Equal Value

Objective: To promote the principle of equal pay for work of equal value and to recommend ways to progressively implement this principle.

1. To gather data about job evaluation tools and to review these tools for possible use in Hong Kong.
2. To review Civil Service job data on any pay differential between male and female dominated jobs and to understand its rationale.
3. To examine available data, gather or commission others to gather additional information in order to determine the extent of any pay differential between male- and female-dominated jobs and to understand its rationale.
4. To understand the possible problems faced by both the public and private sectors in implementing the principle of equal pay for work of equal value and to look at different ways to resolve these problems.
5. To recommend appropriate means of carrying out reviews of individual jobs to determine job worth to conform with the principle of equal pay for work of equal value.
6. To recommend a strategy for encouraging both the public and private sectors to comply with the principle of equal pay for work of equal value.

UK EQUAL PAY ACT 1970 (AS AMENDED)

<http://www.eoc-law.org.uk/cseng/legislation/epa.pdf>

s.1(1) – s.1(5)

1. Requirement of equal treatment for men and women in same employment

1(1) If the terms of a contract under which a woman is employed at an establishment in Great Britain do not include (directly or by reference to a collective agreement or otherwise) an equality clause they shall be deemed to include one.

1(2) An equality clause is a provision which relates to terms (whether concerned with pay or not) of a contract under which a woman is employed (the “woman’s contract”), and has the effect that --

1(2)(a) where the woman is employed on like work with a man in the same employment --

1(2)(a)(i) if (apart from the equality clause) any term of the woman’s contract is or becomes less favourable to the woman than a term of a similar kind in the contract under which that man is employed, that term of the woman’s contract shall be treated as so modified as not to be less favourable, and

1(2)(a)(ii) if (apart from the equality clause) at any time the woman’s contract does not include a term corresponding to a term benefiting that man included in the contract under which he is employed, the woman’s contract shall be treated as including such a term;

1(2)(b) where the woman is employed on work rated as equivalent with that of a man in the same employment --

1(2)(b)(i) if (apart from the equality clause) any term of the woman’s contract determined by the rating of the work is or becomes less favourable to the woman than a term of a similar kind in the contract under which that man is employed, that term of the woman’s contract shall be treated as so modified as not to be less favourable, and

1(2)(b)(ii) if (apart from the equality clause) at any time the woman’s contract does not include a term corresponding to a term benefiting that man included in the contract under which he is employed and determined by the rating of the work, the woman’s contract shall be treated as including such a term;

- 1(2)(c) where a woman is employed on work which, not being work in relation to which paragraph (a) or (b) above applies, is, in terms of the demands made on her (for instance under such headings as effort, skill and decision), of equal value to that of a man in the same employment --
- 1(2)(c)(i) if (apart from the equality clause) any term of the woman's contract is or becomes less favourable to the woman than a term of a similar kind in the contract under which that man is employed, that term of the woman's contract shall be treated as so modified as not to be less favourable, and
- 1(2)(c)(ii) if (apart from the equality clause) at any time the woman's contract does not include a term corresponding to a term benefiting that man included in the contract under which he is employed, the woman's contract shall be treated as including such a term.
- 1(3) An equality clause shall not operate in relation to a variation between the woman's contract and the man's contract if the employer proves that the variation is genuinely due to a material factor which is not the difference of sex and that factor -
- 1(3)(a) in the case of an equality clause falling within subsection (2)(a) or (b) above, must be a material difference between the woman's case and the man's; and
- 1(3)(b) in the case of an equality clause falling within subsection (2)(c) above, may be such a material difference.
- 1(4) A woman is to be regarded as employed on like work with men if, but only if, her work and theirs is of the same or a broadly similar nature, and the differences (if any) between the things she does and the things they do are not of practical importance in relation to terms and conditions of employment; and accordingly in comparing her work with theirs regard shall be had to the frequency or otherwise with which any such differences occur in practice as well as to the nature and extent of the differences.
- 1(5) A woman is to be regarded as employed on work rated as equivalent with that of any men if, but only if, her job and their job have been given an equal value, in terms of the demand made on a worker under various headings (for instance effort, skill, decision), on a study undertaken with a view to evaluating in those terms the jobs to be done by all or any of the employees in an undertaking or group of undertakings, or would have been given an equal value but for the evaluation being made on a system setting different values for men and women on the same demand under any heading.

PILOT PROJECT

JOB ANALYSIS
QUESTIONNAIRE

HONG KONG CIVIL SERVICE
AND
HONG KONG HOSPITAL AUTHORITY

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Job Analysis Questionnaire

INTRODUCTION

The purpose of this questionnaire is to help you describe your job and tell us the conditions under which you carry it out so we may analyze it. Please read this questionnaire carefully and write your responses legibly in pen. Provide as much detail as possible and attach additional pages, if necessary. You may find that some questions do not relate to your job. If this is the case, please write N/A (not applicable) in the space provided.

All answers will be treated confidentially and will be used solely to assist us in updating and evaluating benchmark job descriptions. This questionnaire is not about your job performance, and your job performance will have no impact on the evaluation of the position.

It is important that supervisors read the employees' submissions and are encouraged to make comments. Supervisors are asked not to change an employee's response but to comment in the space provided at the end of the questionnaire.

Upon request, you will be provided with a copy of the questionnaire after you and your supervisor have completed it.

Title of Job	
Location of Work	
Hours of Work	
Name and Title of your immediate Supervisor	
Do you report to anyone else? (Manager, Department Head, etc.)	

Question #1 - Knowledge:

The education requirement for your/this position is: (read requirements)

Is this suitable for the work you perform?

Yes

No

If no, please describe the education requirement you believe is necessary to perform you/the job.

SUPERVISOR'S COMMENTS ON QUESTION 1

Are the responses to these questions: Complete Incomplete

Do you agree with the responses? Yes No

Please comment:

Supervisor's Name: _____

Supervisor's Initials: _____

Question #2 - Experience:

The experience requirement for your/this position is: (read requirements)

Is this suitable for the work you perform?

Yes

No

If no, please describe the experience requirement you believe is necessary to perform your/the job and why it is necessary.

SUPERVISOR'S COMMENTS ON QUESTION 2

Are the responses to these questions: Complete Incomplete

Do you agree with the responses? Yes No

Please comment:

Supervisor's Name:

Supervisor's Initials:

QUESTION #3 - Problem Solving

This question measures the complexity of the work to be done. It is a measure of what the job requires in terms of analysis of situations and problems and the application of fundamental principles.

1. Please indicate how each of the following applies to your work.

1 = Never 2 = Once in a while 3 = Regularly

a) Work involves the performance of a limited number of clearly defined and highly repetitive tasks, which are very similar in nature and directly related to each other. The need for analysis or problem solving is rare and incidental to the requirements of the position.

1 2 3

b) Work involves the performance of a limited number of specific routine tasks, which incorporate related steps, processes or methods. Selection of a course of action from a limited number of clearly defined and easily identified alternatives may occasionally be required for problem solving.

1 2 3

c) Work involves the performance of a variety of routine tasks, which involve several related, standardized processes or methods. Some independent analysis and selection of a course of action from a limited range of alternatives is required for problem solving.

1 2 3

d) Work involves the performance of a variety of routine and non-routine tasks that occasionally require the application of different and unrelated processes and methods. Problem solving requires independent identification and analysis of the facts and components of the problem situation and selection of a course of action from a range of established alternatives.

1 2 3

e) Work involves the performance of a variety of routine and non-routine tasks requiring the application of different and unrelated processes and methods. Problem solving involves limited innovation and application of analytical techniques to select an appropriate course of action.

1 2 3

f) Work involves analysis of broad issues, determination of possible solutions and planning of programs. May encounter situation where recognized practice is not adequate for the situation. Involves planning or inter-related activities and possible coordination of effort of more than one major section.

1 2 3

g) Work involves analysis and deliberation on major issues and participation in formulation or recommendation of broad policies and long-term programs, which provide guidelines and general direction to the entire organization.

1 2 3

2. Identify which best describes your work. (example)

3. Please provide examples to support your answer.

SUPERVISOR'S COMMENTS ON QUESTION 3

Are the responses to these questions: Complete Incomplete

Do you agree with the responses? Yes No

Please comment:

Supervisor's Name:

Supervisor's Initials:

QUESTION #4 - Decision Making

This question measures the typical extent of the requirement to exercise independent judgment in decision making and the authority to implement solutions to job related problems.

1. Typical work situations require that I:

1 = Never 2 = Once in a while 3 = Regularly

a) Follow established procedures and well-defined standard practices; I am given limited freedom to select which methods I apply in any given situation.

1 2 3

b) Follow established procedures and well-defined standard practices but I am given some freedom to select which methods are applicable in any given situation.

1 2 3

c) Follow standard practices and methods but I am required to use initiative to complete recurring assignments independently and use judgement to determine which of many methods are applicable.

1 2 3

d) Perform my work within authorized limits prescribed by my supervisor and/or policy and procedures, and I exercise independent judgement to select and interpret information, reconcile deviations from standard methods and resolve problems.

1 2 3

e) Perform my work according to general policies, goals or an outline of requirements and I am required to use judgement and initiative to identify, adapt and apply procedures and approaches to address unusual problem situations and resolve most conflicts.

1 2 3

f) Perform my work according to broad guidelines using considerable judgement and initiative to interpret policy in planning and implementing major projects and work assignments. I am required to ensure that I coordinate my work with the work of others before policies are implemented.

1 2 3

g) Perform my work according to broad guidelines using considerable judgement and initiative to interpret *and create* policy in planning and implementing major projects and work assignments. I am responsible for the development and implementation of policy where it doesn't exist and for ensuring the policy supports organizational goals.

1 2 3

2. Identify which of the above is typically describes your work: _____

3. Please give examples:

4. Please indicate how each of the following situations apply to your work.

1 = Never 2 = Once in a while 3 = Regularly

a) Virtually all my work is checked for accuracy and completeness. Matters, which deviate from specific work instructions, are referred to my supervisor.

1 2 3

b) My work is reviewed regularly and particularly upon completion for accuracy and quality. Matters not covered in work instructions are reviewed with my supervisor.

1 2 3

c) My finished work is reviewed for accuracy and quality. Unfamiliar situations are referred to my supervisor.

1 2 3

d) My finished work is reviewed for attainment of objectives and adherence to deadlines. My supervisor is involved on problems of major impact.

1 2 3

e) My completed work is reviewed only for attainment of objectives and effectiveness of results. My supervisor is involved on problems of major impact.

1 2 3

f) My work is controlled and assessed only in terms of whether it meets broad directives.

1 2 3

g) My work is assessed only to ensure it meets broad organizational goals.

1 2 3

2. Identify which of the above is typically describes your work: _____

3. Please give examples:

SUPERVISOR'S COMMENTS ON QUESTION 4

Are the responses to these questions: Complete Incomplete

Do you agree with the responses? Yes No

Please comment:

Supervisor's Name:

Supervisor's Initials:

Question #5 - Physical Demands:

This question measures job demands requiring physical effort. It considers both the kinds and frequency of physical effort. Physical effort includes:

- physical exertion (e.g. lifting, carrying, pushing, pulling),
- physical handling (e.g. position/moving, clients, awkward objects),
- manual dexterity, both gross and fine motor skills (e.g. keyboarding, hammering, giving injections, using fine instruments) and
- body postures and movements (e.g. walking, standing, sitting, climbing, bending, repetitive actions/movements).

This factor does not measure any individual's state of physical fitness.

A \surd should be used in **each** statement to indicate an answer.

	Activity	Never	Once in a while	Sometimes	Often	Almost Always
1	Sitting with opportunity to get up					
2	Sitting with almost no opportunity to get up					
3	Sustained standing or walking					
4	Climbing					
5	Participating in recreational activity or sports					
6	Providing physical therapy					
7	Kneeling, bending, crouching, reaching or stretching					
8	Keyboarding requiring speed & accuracy					
9	Working in awkward positions					
10	Operating heavy equipment					
11	Using fine instruments such as microscopes					
12	Sweeping, mopping or operating industrial cleaning equipment					
13	Providing injections					
14	Moving awkward objects					
15	Performing repetitive movements					
16	Driving					
17	Writing by hand					
18	Using careful action to control or restrain a client					
19	Using hand or power tools such as hammers, saws, drills					
20	Using both hands simultaneously in repetitive motion with speed and precision					

Pushing, pulling, lifting or carrying		Never	Once in a while	Sometimes	Often	Almost Always
21	Lightweight (up to 20 lbs.) such as books, small boxes, chairs, audio/visual equipment					
22	Moderate weight (more than 20 lbs. and up to 40 lbs.) such as printers, computer terminals, laundry bags, boxes or files, or small children					
23	Heavy weight (over 40 lbs.) such as adults, industrial equipment					

Please indicate any other activity that you perform requiring physical effort. Include the frequency and duration.

SUPERVISOR'S COMMENTS ON QUESTION 5

Are the responses to these questions: Complete Incomplete

Do you agree with the responses? Yes No

Please comment:

Supervisor's Name:

Supervisor's Initials:

Question #6 - Concentration:

This question measures the degree of concentration required to perform the duties of your job. It measures the mental stresses that the job creates. It considers the type of mental stress, the intensity (level of strain) and the frequency of occurrence.

Concentration includes:

- Visual concentration and eye strain, e.g. supervise a group of children, driving, data entry,
- Hearing concentration and strain, e.g. interacting with clients, client assessment,
- Stresses on the senses (taste, smell, touch), e.g. meal preparation, hygiene,
- Repetitiveness of tasks requiring alertness, e.g. clerical detail work and
- Need for vigilance and unusual attentiveness, e.g. recognize potential crisis situations, restraining clients.

1. Please provide examples of job duties that require a high degree of concentration and how often it occurs.

Job Duty	Never	Once in a while	Sometimes	Often	Almost Always

2. Does your job require multi-tasking, i.e. must attention be shifted from one job detail to another?

Yes []

No []

If yes, please explain by giving examples:

Examples	Never	Once in a while	Sometimes	Often	Almost Always

3. Are there interruptions or distracting influences? Please explain by giving examples.

Examples	Never	Once in a while	Sometimes	Often	Almost Always

4. Do you have any additional comments about the concentration required in your job?

SUPERVISOR'S COMMENTS ON QUESTION 6

Are the responses to these questions: Complete Incomplete

Do you agree with the responses? Yes No

Please comment:

Supervisor's Name:

Supervisor's Initials:

Question #7 - Dexterity

This question measures the level of dexterity required to perform the duties of your job. It considers both the elements of speed and accurate coordination. Dexterity includes:

- **Coarse movements** (e.g., using long/handled tools such as mops and shovels, floor polishers, lawn mowers, loading/unloading of trucks, stocking shelves, folding laundry, sorting mail)

OR

- **Fine movements** (e.g., keyboarding, giving injections, arc welding, repairing fine instruments/equipment, dispensing oral medications)

1. Please provide examples of job duties that require accurate hand/eye or hand/foot coordination and how often you must do these duties.

Job Duty	Never	Once in a while	Sometimes	Often	Almost Always

2. Is **speed** an additional requirement for the accurate coordination of your work?

Yes []

No []

If yes, explain giving examples.

3. Please indicate the type of tools, equipment, machines, etc., you are required to use or operate in carrying out your job duties.

Please specify.

4. Are you required to clean, maintain, adjust, service or repair any of the tools, equipment or machines you have listed above:

Please give details.

SUPERVISOR'S COMMENTS ON QUESTION 7

Are the responses to these questions: Complete Incomplete

Do you agree with the responses? Yes No

Please comment:

Supervisor's Name: Supervisor's Initials:

Question #8 - Accountability:

It is recognized that innocent **errors** can happen when carrying out job duties, such **errors** are not classed as careless mistakes and are not punishable.

A) Which statement best describes the likely consequences of an **error** in doing your work? Please give examples of significant **errors** which could be made in your job and indicate the consequences such as delays, financial loss, effect on others, disruption or delay of service.

<input type="checkbox"/>	<p>An error would have little or no direct consequences on others, I could correct it myself.</p> <p>Explain:</p>
<input type="checkbox"/>	<p>An activity involving others could be delayed or an error would result in minor loss of time or resources.</p> <p>Explain:</p>
<input type="checkbox"/>	<p>Others could suffer damages or some physical/psychological discomfort; or an error would result in significant loss of time or resource.</p> <p>Explain:</p>
<input type="checkbox"/>	<p>Others could suffer significant physical/psychological harm; probable errors could involve considerable expenditures of time or resource or significant embarrassment within the organization.</p> <p>Explain:</p>
<input type="checkbox"/>	<p>Others could suffer permanent physical/psychological impairment; probable errors could involve major expenditure of time or resource or cause severe embarrassment within the organization.</p> <p>Explain:</p>

B) What would be the effect of errors on others in terms of the loss of time, the effect on the work or the impact on the public image of the most serious errors that could be committed in the carrying out of your job duties?

Give precise examples of errors and explain their impact:

C) How would such errors be discovered, corrected and resolved?

SUPERVISOR'S COMMENTS ON QUESTION 8

Are the responses to these questions: Complete Incomplete

Do you agree with the responses? Yes No

Please comment:

Supervisor's Name:

Supervisor's Initials:

--

Question #9 - Leadership/Supervision

The leadership/supervision requirement for your/this position is: (read requirements)

Are these suitable for the work you perform?

Yes

No

If no, please describe the leadership/supervision requirement you believe is necessary to perform your/the job and why it is necessary.

SUPERVISOR'S COMMENTS ON QUESTION 9

Are the responses to these questions: Complete Incomplete

Do you agree with the responses? Yes No

Please comment:

Supervisor's Name: _____ Supervisor's Initials: _____

Question #10 - Communication:

This factor measures the level of responsibility necessary to communicate with others to perform the duties of your job. Communication may be in writing or oral, including sign language and involving varying degrees of skill for the handling of contacts tactfully and harmoniously.

Examples:

- Provides orientation to clients on the services or facilities of the agency OR give direction to volunteers on filing documents.
- Explains to complaining clients the admission procedures or services provided by the agency OR explains the payroll calculation to complaining staff.
- Explains to complaining clients the admission policies of agency OR explains to external parties regarding programs or philosophies of agency.
- Provides training to clients in a classroom setting OR provides advice to staff by counsellor on areas of expertise.
- Provides counselling services or life-skills training to clients OR secures employment opportunity for clients with employers.
- Engages in price negotiation with vendors.
- Provides therapeutic counselling services to clients.
- Negotiates service contracts with government officials OR handles staff grievance through high level of persuasion or even negotiation with Union representatives.

1. Please give **three or more examples** of the type of communication typically required by your position and whom you communicate with.

Question #11 - Providing Service to Others

This question measures the direct and indirect responsibility for the interests, well being and safety of those who use the programs and services of the _____. This may include customers, permit applicants, residents, taxpayers, and other _____ employees.

Check the **one box** which best describes the overall responsibility for service to users:

- Work may directly affect the interests, well being or safety of others. There is little or no responsibility for the outcome. May assist an employee who directly delivers the service or program.

- Work directly affects the interests, well being or safety of others but is usually limited to providing routine advice or assistance, with little responsibility for the outcome. Involvement is short term in nature.

- Work directly affects the interests, well being or safety of others through the responsibility for controlling the program or service provided by other employees directly.

- Work directly affects the interests, well being or safety of user groups through action taken, advice given or treatments provided with longer-term implications for the individuals or _____. Responsible for the appropriate assessment and outcome of the action, advice or treatment.

- Work directly affects the interests, well being or safety of a number of others. Actions or advice have long-term effects on or consequences to others, associated groups and the community. Situations dealt with can be of an emergency nature.

Please provide examples of your work to support your choice:

SUPERVISOR'S COMMENTS ON QUESTION 11

Are the responses to these questions: Complete Incomplete

Do you agree with the responses? Yes No

Please comment:

Supervisor's Name:

Supervisor's Initials:

Question #12 - Environment/Working Conditions

This question measures the kinds of undesirable and hazardous conditions under which the normal performance of duties occurs and which cannot be changed. It considers the physical hazards, personal health, safety risks and frequency of exposure. Working conditions include exposure to such factors as: chemicals, body fluids/wastes, noise, fumes, odors, sharp objects/tools, temperature extremes, verbal abuse, contagious/infectious disease, violence, injuries on the job, effect of interruptions, time pressures to complete tasks and simultaneous tasks.

Where examples are requested, please remember to provide them.

For each question, use (√) to show your answer	Never	Once in a while	Sometimes	Often	Almost Always
How often do you work with dirt, dust, filth or garbage? Example:					
How often do you work with bodily fluids and waste? Example:					
How often do you work with chemicals that could hurt you? Example:					
How often does your job require that you travel in conditions that are less than ideal? Example:					
How often are you exposed to people who are/may be difficult and/or abusive? Example:					

For each question, use (√) to show your answer	Never	Once in a while	Sometimes	Often	Almost Always
How often are you required to perform your duties within specified timelines? Example:					
How often are you interrupted in the performance of your duties? Example:					
How often are you expected to accomplish more than one task at a time? Example:					
How often are you exposed to people who are or may be violent? Example:					
How often are you exposed to communicable diseases? Example:					
How often are you exposed to objects or tools that may cause injury e.g. knives, etc. Example:					
How often are you required to perform tasks requiring repetitive motion? Example:					

Are you required to participate in specialized training? e.g. WHIMIS, First Aid, Foodsafe, Non-Violent Crisis Intervention.

Example:

SECTION II

Attached is information on the job duties of your position.

Please identify any duties and responsibilities you do not perform.

Please identify any duties and responsibilities you do perform which are not listed.

PILOT PROJECT

JOB
EVALUATION
PLAN

HONG KONG CIVIL SERVICE
AND
HONG KONG HOSPITAL AUTHORITY

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FACTOR #1 - KNOWLEDGE

This factor measures the minimum level of practical (occupational/professional) knowledge and skill required to perform the job.

Completion of Form III

Completion of Form IV or completion of Form III and additional training

Completion of Form V

Completion of Form VI or Form V and additional training up to one year

Completion of Form VII or Form V and additional training up to two years

Completion of Form VII and additional training up to two years or Form V and additional training up to three years

7. Completion of Form VII and three year program or Form VI and four year program or Bachelor's degree

8. Bachelor's degree and additional professional training

Master's degree

NOTES TO RATERS - KNOWLEDGE

1. In rating, consider the kind and scope of knowledge and education required in the context of information, methods, techniques, procedures, practice, policy, professional standards, concept, theories and principles.
2. Do not consider individual education achievement not required by the job.
3. Give credit for the highest typical level of Knowledge required to perform the duties of the job.
4. The rater should analyze the job functions to determine the amount of knowledge required by the job.
5. This sub factor measures the actual time spent in a classroom including time spent in an apprenticeship.

GLOSSARY FOR KNOWLEDGE

<i>"procedure"</i>	a set of instructions
<i>"interpret and apply"</i>	determine the meaning and put to use to suit the circumstances
<i>"standard procedures"</i>	established set of instructions
<i>"mathematics"</i>	a reckoning using numbers
<i>"technical knowledge"</i>	a knowledge concerned with applied sciences, or mechanical arts
<i>"specialized"</i>	training in a particular branch of a trade, profession, operational or technical area
<i>"profession"</i>	a vocation involving a branch of advanced learning e.g., social work, accounting, education, business administration
<i>"macro"</i>	a mini program that allows an operator to execute a series of steps all at once

FACTOR #2 - EXPERIENCE

This factor measures the minimum level of related experience required to perform the duties of the job.

- previous job related training and experience
- on the job training and experience
- practicum required for license and certification programs

Degrees:

1. No experience
2. On the job training
3. Up to and including 1 year of experience
4. Over 1 year up to and including 2 years of experience
5. Over 2 years up to and including 4 years of experience
6. Over 4 years up to and including 6 years of experience
7. Over 6 years up to and including 8 years of experience
8. Over 8 years up to and including 10 years experience
9. Over 10 years experience

NOTES TO RATERS - EXPERIENCE

1. Experience covers the time required to learn the practical application of theoretical knowledge to work problems, and to learn the necessary techniques, methods, practices, procedures, use of forms, routines, etc.
2. Under this subfactor, no consideration is given to the maturing of the individual.
3. Field time required for membership in a professional organization, designation, or requirements for a license should be considered under this subfactor.
4. This subfactor does not measure the actual experience of the incumbent(s) and bears no relation whatsoever to the hiring practice of the organization.
5. Practicum time is measured under this sub factor.

FACTOR #3 - PROBLEM SOLVING

This factor measures the complexity of the work to be done. It is a measure of what the job requires in terms of analysis of situations and problems and the application of fundamental principles.

Degrees:

1. Work primarily involves the performance of a limited number of clearly defined and highly repetitive tasks, which are very similar in nature and directly related to each other. The need for analysis or problem solving is rare and incidental to the requirements of the position.
2. Work primarily involves the performance of a limited number of specific routine tasks, which incorporate related steps, processes or methods. Selection of a course of action from a limited number of clearly defined and easily identified alternatives may occasionally be required for problem solving.
3. Work primarily involves the performance of a variety of routine tasks, which involve several related, standardized processes or methods. Some independent analysis and selection of a course of action from a limited range of alternatives is required for problem solving.
4. Work primarily involves the performance of a variety of routine and non-routine tasks, which occasionally require the application of different and unrelated processes and methods. Problem solving requires independent identification and analysis of the facts and components of the problem situation and selection of a course of action from a range of established alternatives.
5. Work involves the performance of a variety of routine and non-routine tasks, which regularly require the application of different and unrelated processes and methods. Problem solving involves limited innovation and application of analytical techniques to select an appropriate course of action.
6. Work involves analysis of policies and broad issues, determination of possible solutions and planning of programs or major projects. Situations may be encountered where recognized practice is inadequate for the situation. Work involves planning of inter-related activities and possible coordination of effort of more than one major section.

7. Work involves analysis and deliberation on major issues and participation in the formulation or recommendation of broad policies and long term programs, which provide guidelines and general direction to the entire organization.

NOTES TO RATERS - PROBLEM SOLVING

1. Consider the major problems that would be encountered in the job, the challenges which require the most analysis, how often this type of problem occurs, and what kinds of assistance are available in solving such problems and how readily available the assistance is.
2. Consider the critical thinking skills required for problem solving.
3. Problem solving refers to the variety and relative difficulty of issues encountered or tasks performed.
4. Problem solving ranges from simple routine procedures to development of broad policy and resolution of long range problems.

GLOSSARY FOR PROBLEM SOLVING

"Routine"

repetitive, typical, established actions or processes with resources available, such as manuals, for guidance

"Non-Routine"

new activities, emerging trends, analysis and interpretation of policy or guidelines

FACTOR #4 - DECISION MAKING

This factor measures the typical extent of the requirement to exercise independent judgement in decision making and the authority to implement solutions to job related problems.

Degrees:

1. Work is performed in accordance with established procedures and well-defined standard practices involving limited freedom to select which methods are applicable in any given situation. Virtually all work is checked for accuracy and completeness. Matters, which deviate from specific work instructions, are referred to the supervisor.
2. Work is performed in accordance with established procedures and well-defined standard practices involving some freedom to select which methods are applicable in any given situation. Work is reviewed regularly and particularly upon completion for accuracy and quality. Matters not covered in work instructions are reviewed with the supervisor.
3. Work is performed in accordance with standard practices and methods requiring initiative to complete recurring assignments independently and judgement to determine which of many methods are applicable in any given situation. Finished work is reviewed for accuracy and quality. Unfamiliar situations are referred to the supervisor.
4. Work is performed within authorized limits prescribed by the supervisor and/or procedures/policy. Independent judgment is exercised in selecting and interpreting information, reconciling deviations from standard methods and resolving problems. Finished work is reviewed for attainment of objectives and adherence to deadlines. The supervisor is available to assist in resolving problems.
5. Work is governed by general policy, goals or outline of requirements requiring judgement and initiative in identifying, adapting and applying procedures and approaches to address new and unusual situations and resolve most conflicts. Completed work is reviewed only for attainment of objectives and effectiveness of results. Supervisor is involved on problems of major impact.
6. Work is governed by broad guidelines requiring considerable judgement and initiative to interpret policy in planning and implementing major projects and

work assignments. The process of policy implementation is reviewed for coordination with the work of others. Control is exercised only in terms of assessing attainment of broad directives .

7. Work is governed by broad guidelines requiring considerable judgement and initiative to interpret and create policy in planning and implementing major projects and work assignments. Work at this level is responsible for the development and implementation of policy where it doesn't exist. Such work includes analysis to ensure the policy supports organizational goals. Work is assessed to ensure it meets organizational goals.

NOTES TO RATERS - DECISION MAKING

1. Two aspects, the availability and detail of resource material or information and the degree of involvement of a supervisor, affect the level of decision making exercised.
2. Basic decision making occurs when responsibilities and decisions are governed by following detailed, step-by-step oral or written instructions or procedures. Problems or anomalies are referred to another person. Little latitude exists for exercising judgement.
3. When responsibilities and decisions are governed by broadly accepted practices and principles, more judgement and initiative are required within the constraints of specified program objectives or departmental policies.

FACTOR #5 - PHYSICAL DEMANDS

This factor measures job demands requiring physical effort. It considers both the kinds and frequency of physical effort. Physical effort includes:

- physical exertion (e.g. lifting, carrying, pushing, pulling)
- physical handling (e.g. position/moving people, awkward objects)
- manual dexterity, both gross and fine motor skills (e.g. keyboarding, hammering, giving injections, using fine instruments)
- body postures and movements (e.g. walking, standing, sitting, climbing, bending, repetitive actions/movements)

Degrees:

1. Work requires any combination of very light physical exertion, very light physical handling or very limited manual dexterity.

Freedom of movement exists and the job does not confine the employee to prescribed body posture. There is very limited requirement for repetition.

2. Work requires any combination of light physical exertion, light physical handling or limited manual dexterity.

Freedom of movement exists and the job does not confine the employee to prescribed body posture. There is limited requirement for repetition.

3. Work requires any combination of moderate physical exertion, moderate physical handling or moderate manual dexterity.

Work could involve a confining or tiring position or constant periods of sitting, walking or standing in one position where freedom does not exist to walk around. There is a regular requirement for repetition.

4. Work requires any combination of heavy physical exertion, heavy physical handling or very fine manual dexterity and motor skills.

Work could involve the coordination of body movements involving various body postures. There is a frequent requirement for repetition.

5. Work requires any combination of substantial physical exertion, substantial physical handling or unusually fine manual dexterity and motor skills.

Work could require extreme muscular control, involving various body postures.
There is a very high requirement for repetition.

FREQUENCY

Level	Once in a while	Sometimes	Often	Almost Always
1	1	1	1	1
2	2	3	4	5
3	3	4	5	6
4	4	5	6	7
5	5	6	7	8

Light Weight up to 20 pounds
Moderate Weight more than 20 and up to 40 pounds
Heavy Weight over 40 pounds

Once in a while from time to time, as the need arises, generally not for long periods, monthly, quarterly, annually, occasionally.

Sometimes daily and last for short periods, or weekly and lasting for long periods or monthly for very long periods, regularly, quarterly for up to a week or annually for up to a month.

Often frequently, daily and lasting for long periods, many times a day, almost every day for short periods.

Almost Always almost without interruption, every day.

NOTES TO RATERS - PHYSICAL DEMANDS

1. In rating, consider the kind, frequency and duration of the activity in the context of physical exertion, physical handling, manual dexterity and body positions and movements.
2. Choose degree level first, then select frequency.
3. Give credit for the highest typical level of physical effort required to perform the duties of the job.
4. The rater should analyze the job activities to determine the physical demand of the job. Compare this analysis to the definitions and benchmarks to determine and select the degree which best describes the job.
5. Do not measure any individual's state of physical fitness.

FACTOR #6 - CONCENTRATION

This factor measures the degree of concentration required to perform the duties of the job.

This factor measures the mental strain the job creates. It considers the type of mental strain the intensity (level of strain) and the frequency of occurrence.

Concentration includes:

- visual concentration and eye strain
- hearing concentration and strain
- stresses on the senses (taste, smell, touch)
- repetitiveness of tasks requiring alertness
- need for vigilance and unusual attentiveness

Degrees:

1. Tasks are repetitive and well defined with specific guidelines. Work requires limited mental demands as common sense is typically used to follow detailed, uncomplicated instructions and pre-determined procedures and routines.

The need for precision or exact results is limited.

2. Tasks involve different, but related processes and methods that are straightforward and repetitive. Work requires moderate mental demands to choose the most appropriate action from a limited number of possible solutions.

The need for precision or exact results is moderate.

3. Tasks involve different but related processes and methods. Work requires a high degree of mental demands to adapt to a variety of tasks and procedures.

The need for precision or exact results is high.

4. Tasks involve a variety of unrelated processes and methods. Work requires a very high degree of mental demands to define problems and form valid solutions.

The need for precision or exact results is very high.

FREQUENCY

Level	Once in a while	Sometimes	Often	Almost Always
1	1	1	1	1
2	2	3	4	5
3	3	4	5	6
4	4	5	6	7

Limited not great in scope, restricted

Moderate of medium strength, tending toward the middle

High great, extending above the normal or average

Very High extreme, above average

NOTES TO RATERS - CONCENTRATION

1. Choose degree level first, then select frequency.
2. Attentiveness is required for all jobs, rate tasks requiring concentration.
3. Concentration includes activities such as listening, interpreting, reading, watching, driving, inputting data or when a combination of the five senses - sight, taste, smell, touch and hearing - are required in the course of doing the job that results in mental/sensory fatigue.
4. Consider components such as interruptions and the requirement for simultaneous processing of information, i.e. maintaining concentration despite frequent interruptions or changes in work priorities.

FACTOR #7 - DEXTERITY

This factor measures the level of dexterity required by a job. The level of manual dexterity is determined by considering the elements of speed and/or accurate hand/eye (or hand/foot) coordination. Movements can be either fine or coarse.

Degrees:

1. Employee is required to perform tasks that demand minimal accurate coordination of fine or coarse movement. The required manual tasks are such that above average speed is not required.
2. Employee is required to perform tasks that demand the accurate coordination of coarse movement, where speed is secondary consideration.
3. Employee is required to perform tasks that demand the accurate coordination of coarse movement, where speed is a major consideration. There is some requirement for some fine movements.
4. Employee is required to perform tasks that demand the accurate coordination of fine movement, where speed is a secondary consideration.
5. Employee is required to perform tasks that demand the accurate coordination of fine movement, where speed is a major consideration.

NOTES TO RATERS - DEXTERITY

Notes to Raters:

1. Examples of **coarse** movements are: using long handled tools such as mops and shovels, floor polishers, lawn mowers, stocking shelves, loading and unloading of trucks, folding laundry, sorting and delivering mail.

2. Examples of **fine** movements are: keyboard skills, arc welding, giving injections, drafting, repairing fine instruments/equipment and dispensing oral medications.

FREQUENCY

Level	Once in a while	Sometimes	Often	Almost Always
1	1	1	1	1
2	2	3	4	5
3	3	4	5	6
4	4	5	6	7
5	5	6	7	8

FACTOR #8- ACCOUNTABILITY

This factor measures the impact of typical actions and decisions taken. Some examples include loss of financial resources, damage or loss involving equipment, supplies or property, disruption or delay of services, disclosure of restricted or confidential information, loss of public image,

The impact is influenced by the job's decision-making latitude, the checking of work by others and the extent of consequences before the error is detected. The seriousness of losses should be considered in terms of the organization as a whole.

This factor focuses on:

- Potential gains or losses to the organization, which includes work unit, section, or branch.
- Time, revenue or cost associated with acting on a decision.
- Consequence of success or errors in terms of direct benefits, cost or impact on public image.

Degrees:

1. Results are immediately obvious, problems are easily detected and cause little difficulty or loss of time to correct. Work results have occasional impact beyond the immediate work area. Work is closely controlled by monitoring accuracy, adequacy or adherence to instructions. Efforts might normally result in the loss of one's own time to correct the error and/or minor damage, waste or financial loss, and may have an effect on other employees.
2. Limited impact, minimal positive or negative effect, the impact is easily and quickly discernable. Problems result only in minor confusion, delay or expense to correct. Work may have an indirect impact on public service or final results produced. Work results have impact beyond the immediate work area. Work and methods are controlled by monitoring accuracy, adequacy, or adherence to instructions. Errors might normally result in the loss of one's own and other's time to correct the error; limited safety impacts, damage, waste or financial loss.
3. Limited positive or negative effect, the impact requires some examination or review to determine outcome. Results in work flow disruption, rework or limited waste of resources within a program. Work results have impact beyond the immediate work area. Work and methods are controlled by monitoring accuracy, adequacy or adherence to instructions. Errors might normally result in the loss of

one's own and others/time to correct the error; limited safety impacts, damage, waste or financial loss.

4. Moderate positive or negative effect, results are detected after the fact. May interrupt and delay work output, moderately waste resources and affect other programs. Work has direct impact on the final service produced but has limited outside impact. Work at times controlled, is evaluated for compliance with technical standards and its overall appropriateness. Errors might normally result in the moderate loss of time and have limited safety impact, damage, waste or financial loss.
5. Direct Impact, measurable positive or negative effect, may result in significant interruption and delay in work output or service and waste resources. May affect other programs and have some influence on operations. External relationships may be temporarily enhanced or affected negatively. Work has direct impact on the final service produced. Work results have impact beyond the organization. Work is evaluated for compliance with technical standards, appropriateness, and conformity to policy. Errors might normally result in the substantial loss of time, moderate safety impacts, damage, waste or financial loss.
6. Significant positive or negative effect, may result in significant gains or losses and continuing influence on operational effectiveness. Revenue, productivity, service or security of assets may be affected. External relationships may be positively or negatively affected on a continuing basis. Activities, decisions and approvals have an impact on the final service produced. Decisions and errors have a moderate impact on operations, safety, public image.
7. Wide-ranging impact, major positive or negative impact. Often results in irreversible financial or public image gains or losses extending over long periods. Activities, decisions and approvals have wide-ranging impact on operations throughout. Decisions have a major impact on operations, financial management, safety, public image. Errors in judgement could handicap the organization's operations in all functional areas.

NOTES TO RATERS - ACCOUNTABILITY

This factor measures the impact on the organization of typical actions and decisions taken. Some examples include loss of financial resources, damage or loss involving equipment, supplies or property, disruption or delay of services, disclosure of restricted or confidential information, loss of public image, etc.

Problem Detection	<ol style="list-style-type: none"> 1. Immediate results. Problems are easily detected. 2. Impact is easily and quickly discernable. 3. Require some examination or review to determine outcome. 4. Results are detected after the fact.
Effort to Correct	<ol style="list-style-type: none"> 1. Cause little difficulty or loss of time to correct. Require one's own time to correct.. 2. Require one's own and others' time to correct. 3. Result in moderate loss of time to correct. 4. Result in substantial loss of time to correct.
Scope of Impact	<ol style="list-style-type: none"> 1. Occasional impact beyond immediate work area. May have an effect on other employees. 2. Limited impact. Minimal effect on agency. May have indirect impact on public service or final results. Impact goes beyond immediate work area. 3. Limited effect on the agency. May have direct impact on the final service produced but has limited impact outside the agency. 4. Moderate effect on the agency. Direct impact on the final service produced but has limited impact outside the agency. 5. Direct impact. Measurable effect on agency. May affect other programs and have some influence on operations. External relationships may be temporarily affected. Has direct impact on final service produced. Impact goes beyond the agency. 6. Significant effect on agency. May result in significant gains or losses and continuing influence on operational effectiveness. External relationships may be affected on a continuing basis. Activities, decisions and approvals have impact on final service produced. 7. Wide-ranging impact. Major impact on total agency. Have wide-ranging impact on operations throughout. May handicap the organization's operations in all functional areas.
Damage	<ol style="list-style-type: none"> 1. Minor damage, waste or financial loss. 2. Limited safety impacts, damage, waste or financial loss. Cause minor confusion, delay or expense to correct the error. 3. Workflow disruption, rework or limited waste of resources within a program. Limited safety impacts, damage, waste or financial loss. 4. May interrupt and delay work output, moderately waste resources and affect other programs. Limited safety impact, damage, waste or financial loss. 5. May result in significant interruption and delay in work output or service and waste resources. Moderate safety impacts, damage, waste or financial loss. 6. Revenue, productivity, service or security of assets may be affected. Moderate impact on operations, safety, public image. 7. Irreversible financial or public image gains or losses extending over long periods. Major impact on operations, financial management, safety, public image.

FACTOR #9 - LEADERSHIP/SUPERVISION

This factor measures the degree of leadership/supervision over others.

This includes direct and indirect responsibility for supervising the work of others. It also assesses the character, complexity and job demands associated with the level of leadership over others including full-time, part-time and casual employees, students, volunteers and contractors and informal supervisory actions which an employee is expected to undertake as part of the job.

Staff positions may not have direct responsibility for others, but may provide advice, functional direction and/or training across the organization and thereby direct the work of others.

Characteristics to be considered include providing input into, or being responsible for:

- functional leadership
- assessing performance
- directing or reviewing work
- interviewing/and giving input into recruiting and hiring
- providing and receiving feedback
- providing on-the-job guidance, direction and assistance
- providing orientation
- providing training
- scheduling, organizing and coordinating work

Degrees:

Direct = Employees

Indirect = Employees, volunteers, students, and contractors

1. **Direct** - Little or no responsibility. May provide orientation as required.
Indirect - May provide orientation as required.
2. **Direct** - Provides orientation as required.
Indirect - Provides orientation and guidance or assistance to others in areas such as department policy and procedures and work methods and procedures.
3. **Direct** - Provides orientation and guidance or assistance to others in areas such as department policy and procedures and work methods and procedures.
Indirect - Supervision includes responsibilities such as checking, verifying, reviewing, adjusting, correcting, training, coordinating and/or assigning work to others to ensure completion of work assignments.

4. **Direct** - Supervision includes responsibilities such as checking, verifying, reviewing, adjusting, correcting, training, coordinating and/or assigning work to others to ensure completion of the work assignments.
Indirect - Supervision includes responsibilities such as providing input into employee evaluations, scheduling and organization of employee work assignments, hiring of staff and maintaining departmental standards and procedures.

OR

5. **Direct** - Supervision includes responsibilities such as providing input into employee evaluations, scheduling and organization of employee work assignments, hiring of staff and maintaining departmental standards and procedures.
Indirect - Supervision includes responsibility for duties that may include, planning and coordinating a variety of work assignments, input into employee evaluations, determining related training and orientation requirements, ensuring staff adhere to standards, procedures and practices.

OR

The provision of leadership through giving advice or guidance that requires interpretation and judgement.

6. **Direct** - Supervision includes responsibility for duties that may include planning and coordinating a variety of work assignments, input into employee evaluations, determining related training and orientation requirements, ensuring staff adhere to standards, procedures and practices.

OR

The provision of leadership by guiding the development, recommendation and implementation of new or changed policy.

FACTOR #10 - COMMUNICATIONS

This factor measures the level of responsibility necessary to communicate with others to perform the duties of the job. Communication may be written or oral, including sign language and carrying varying degrees of skill for the handling of contacts tactfully and harmoniously.

Level Definition:

1. Explain or exchange factual information in a two-way communication involving no conflicts.
2. Clarify factual information to handle complaints, deal with or settle requests.
3. Resolve problems requiring explanation and interpretation of information or ideas OR basic empathetic listening.
4. Facilitate participation and joint effort involving communicating ideas of a specialized nature to people who normally cooperate in the setting OR advanced empathetic listening.
5. Secure the cooperation of others who may not cooperate in areas of a specialized nature involving influencing or persuasion techniques.
6. Counsel or consult to others who do not normally cooperate in areas of a professional nature.
7. Negotiate with others who are at the same or higher level of authority and facilitate consensus in areas of a sensitive nature.

NOTES TO RATERS - COMMUNICATION

This factor measures the responsibility involved in communication.

Level 1 No conflicts.

Level 2 Factual information, conflict involved but no requirement to act together.

Level 3 Interpretation of ideas, conflicts involved, but no requirement to act together.

Level 4 Line of authority in place to enhance cooperation, conflicts involved.

Level 5 Line of authority fades out and cooperation may be difficult, conflicts involved.

Level 6 Cooperation if difficult because of the therapeutic nature in interaction, conflict involved.

Level 7 Negotiation with authority required, conflict involved.

FACTOR #11 - SERVICE TO OTHERS

This factor measures the direct and indirect responsibility for the interests, well being and safety of others who use the programs and services of the Hospital Authority of Civil Service. This may include customers, permit applicants, residents, taxpayers, and other employees.

Degrees:

1. Work may directly affect the interests, well being or safety of others. There is little or no responsibility for the outcome. May assist an employee who directly delivers the service or program.
2. Work directly affects the interests, well being or safety of others but is usually limited to providing routine advice or assistance, with little responsibility for the outcome. Involvement is short term in nature.
3. Work directly affects the interests, well being or safety of others through action taken, advice given or treatments provided with longer-term implications for the individuals and the organization.
4. Work directly affects the interests, well-being or safety of user groups through action taken, advice given or treatments provided with longer-term implications for the individuals or the organization. Responsible for the appropriate assessment and outcome of the action, advice or treatment OR for controlling the program or service provided by other employees directly.
5. Work directly affects the interests, well being or safety of a number of others. Actions or advice have long-term effects on or consequences to others, associated groups and the community. Situations dealt with can be of an emergency nature.

NOTES TO RATERS - SERVICE TO OTHERS

Notes to Raters:

Users include customers, permit applicants, residents, taxpayers and other employees.

Definitions:

Interests - the concerns, welfare and benefit of users (social, financial, educational, economics,)

Well-being - the mental and emotional health of users.

Safety - the physical safety and health of users.

Direct - taking primary action, hands-on or face-to-face.

Indirect - assisting or contributing to action taken by others by performing associated secondary tasks.

FACTOR 12 - ENVIRONMENT/WORKING CONDITIONS

This factor measures the kinds of undesirable and hazardous conditions under which the normal performance of duties occurs. It considers the physical hazards, personal health, safety risks and frequency of exposure. Working conditions include exposure to:

- chemicals
- body fluids/wastes
- noise
- fumes
- odors
- sharp objects/tools
- temperature extremes
- verbal abuse
- contagious/infectious disease
- violence
- injuries on the job
- effect of interruptions
- time pressures to complete tasks
- simultaneous tasks

Degrees:

1. Exposure to slightly undesirable working conditions. No specific safety equipment or precautions required. Little risk of injury or health problems.

Pace of work is controlled by the employee and usually there are no significant time pressures to finish specific job tasks.
2. Exposure to some undesirable working conditions or slightly hazardous elements. No specific safety equipment or precautions required. Some risk of injury or health problems.

Pace of work is usually controlled by the employee, however, there are some time pressures to finish specific job tasks.
3. Exposure to moderately undesirable working conditions or hazardous elements. May require specific safety equipment and precautions, greater risk of injury or health problems.

Pace of work is not always controlled by the employee. There may be multiple demands with time pressures to finish specific job tasks.

4. Exposure to highly undesirable working conditions or hazardous elements. Requires specific safety equipment or precautions as there is a high risk of injury or health problems.

Pace of work is usually controlled by others. There usually are multiple demands with very tight time pressures to finish specific job tasks.

5. Exposure to extremely undesirable working conditions or hazardous elements. Requires specific safety equipment or precautions as there is an extreme risk of injury or health problems.

FREQUENCY

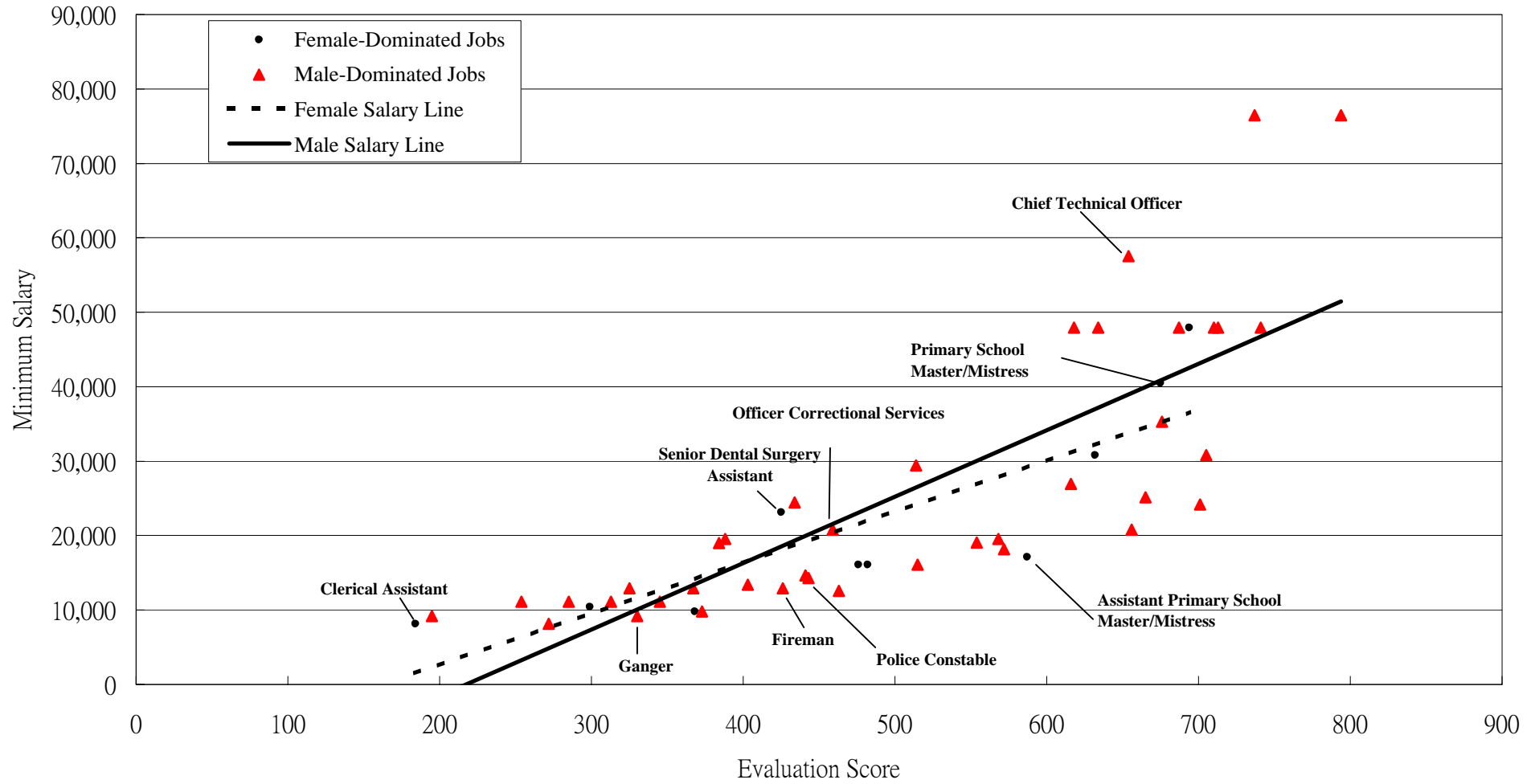
Level	Once in a while	Sometimes	Often	Almost Always
1	1	1	1	1
2	2	3	4	5
3	3	4	5	6
4	4	5	6	7
5	5	6	7	8

**NOTES TO RATERS - ENVIRONMENT/WORKING
CONDITIONS**

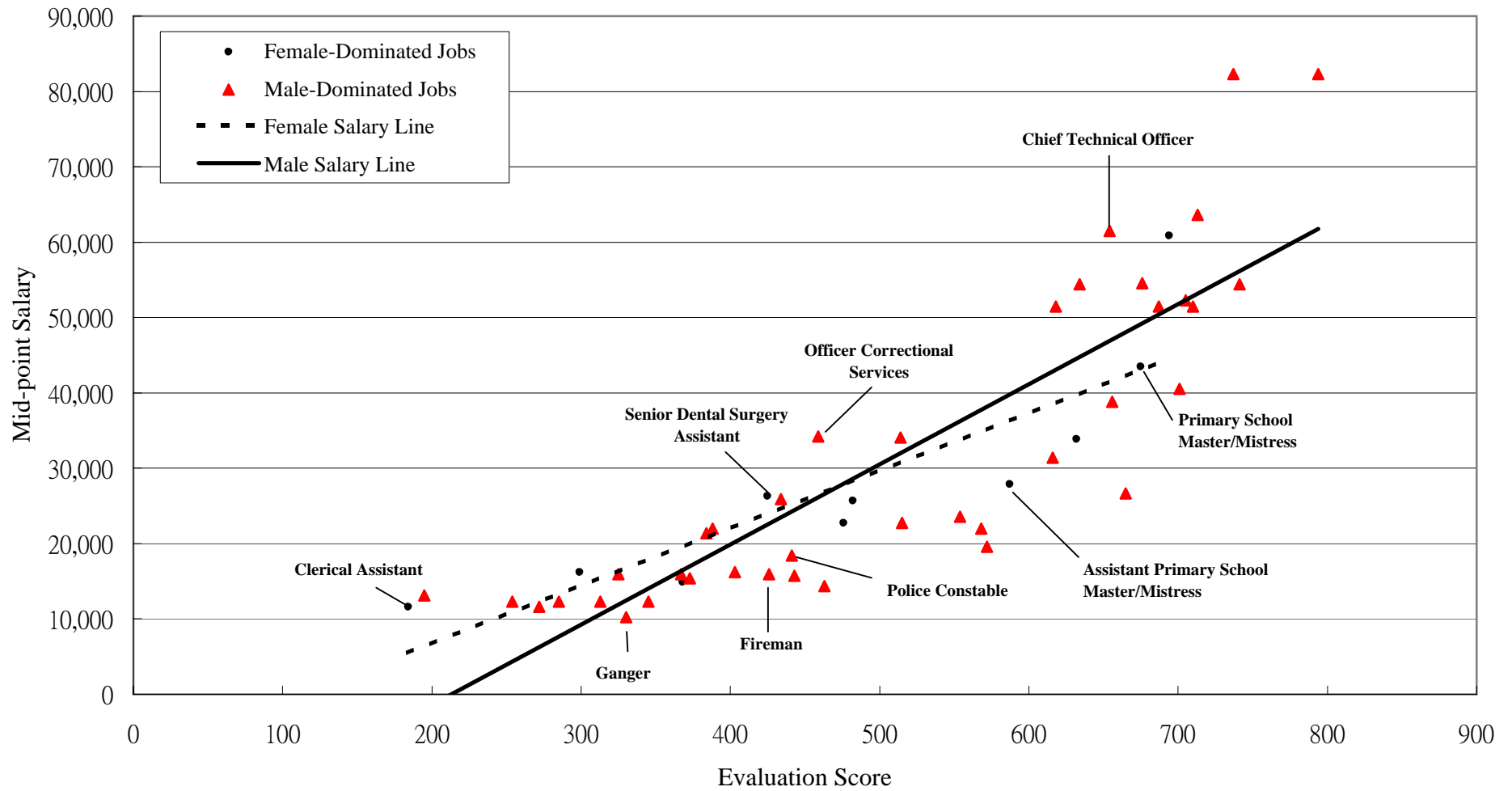
1. Choose degree level first, then select frequency.

RATING SHEET									
JOB TITLE:			JOB CODE:			DEPARTMENT:			
DATE:									
#	SUBFACTOR	SUBSTANTIATING DATA				DEGREE		POINTS	
1	KNOWLDGE								
2	EXPERIENCE								
3	PROBLEM SOLVING								
4	DECISION MAKING								
5	PHYSICAL DEMANDS								
6	CONCENTRATION								
7	DEXTERITY								
8	ACCOUNTABILITY								
9	LEADERSHIP/ SUPERVISION								
10	COMMUNICATIONS								
12	ENVIRONMENT/ WORKING CONDITIONS								
						Total Points			
APPROVED ON BEHALF:									

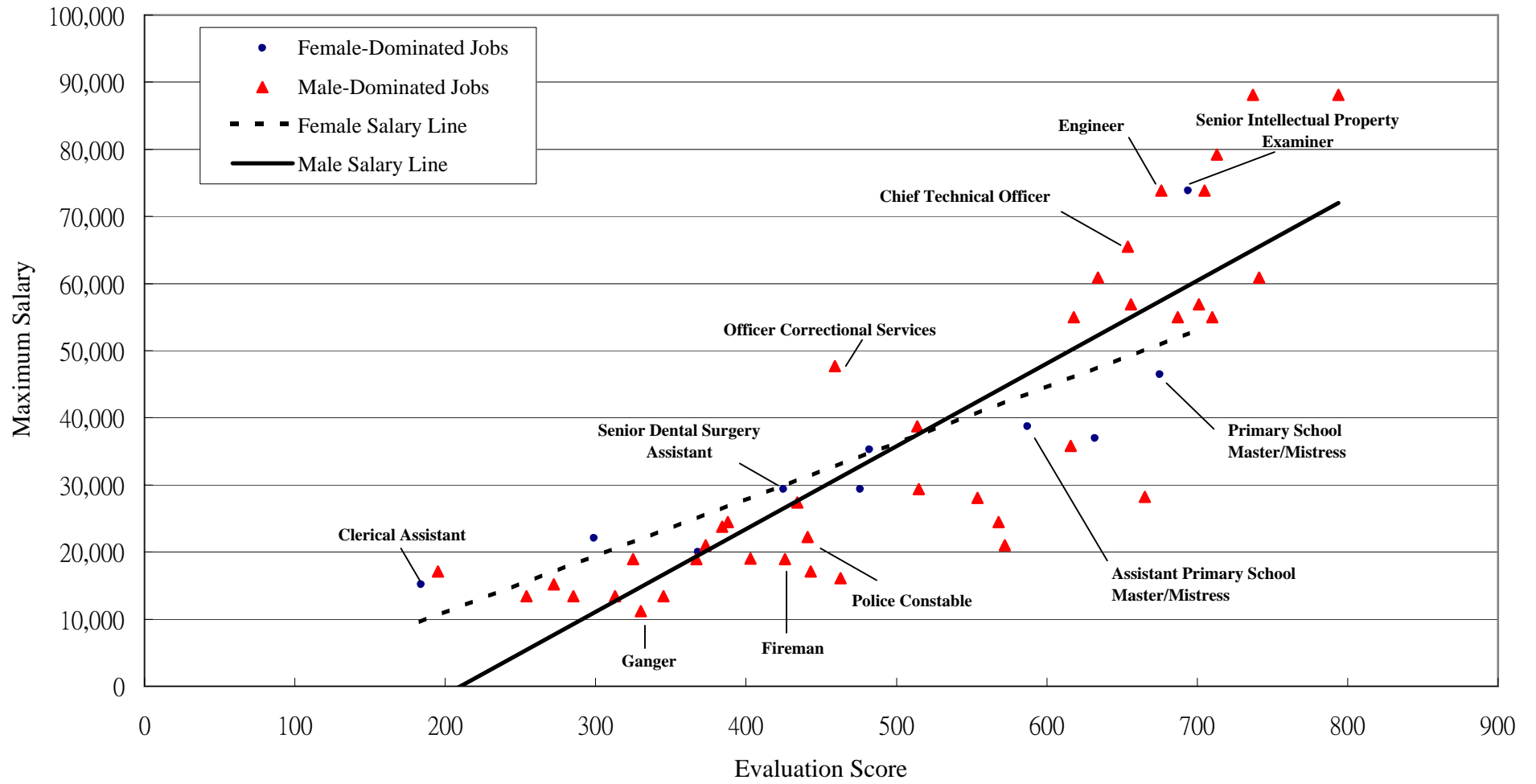
Relationship between Evaluation Score and Minimum Salary of Selected Civil Service Jobs



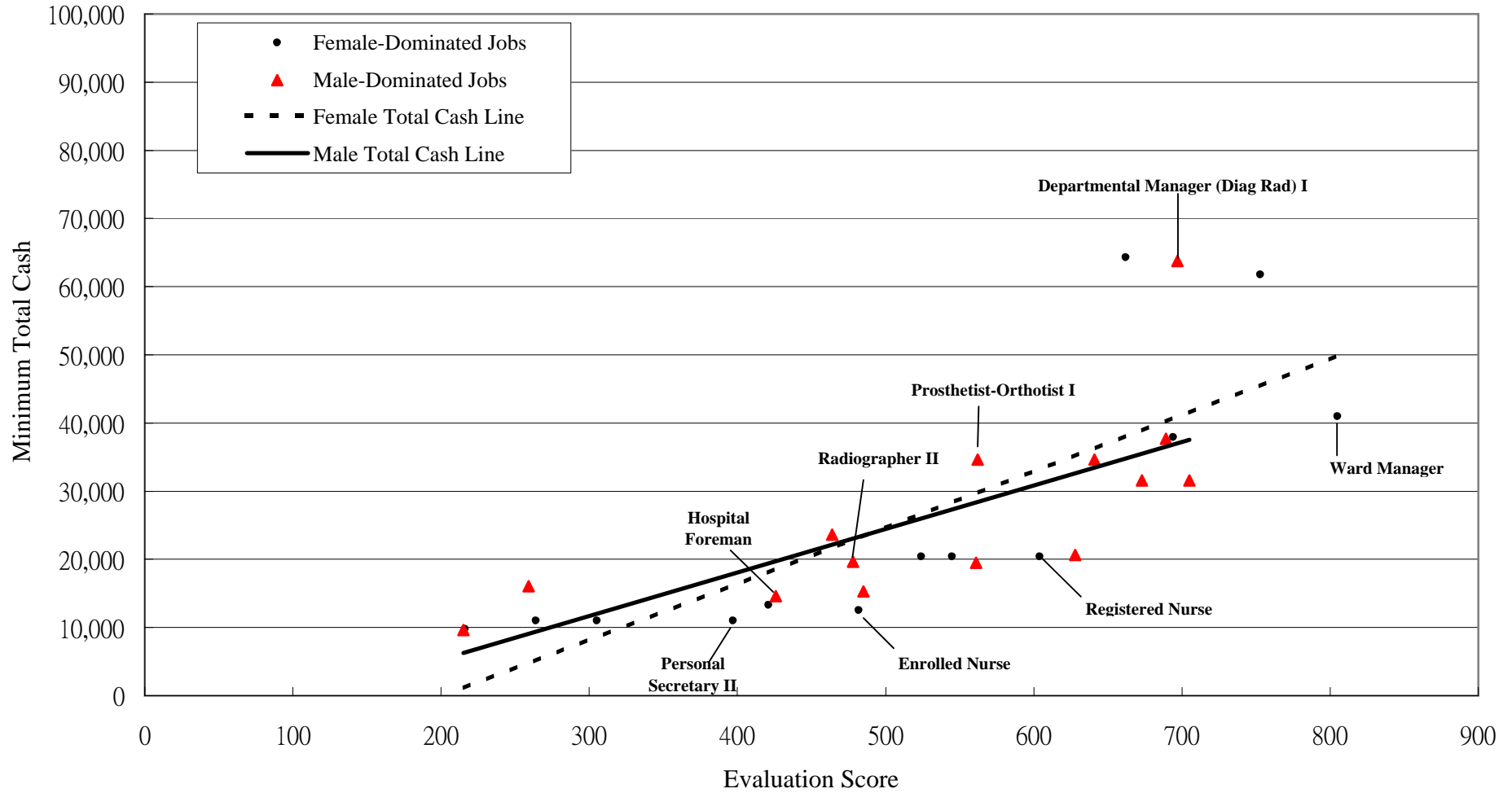
Relationship between Evaluation Score and Mid-point Salary of Selected Civil Service Jobs



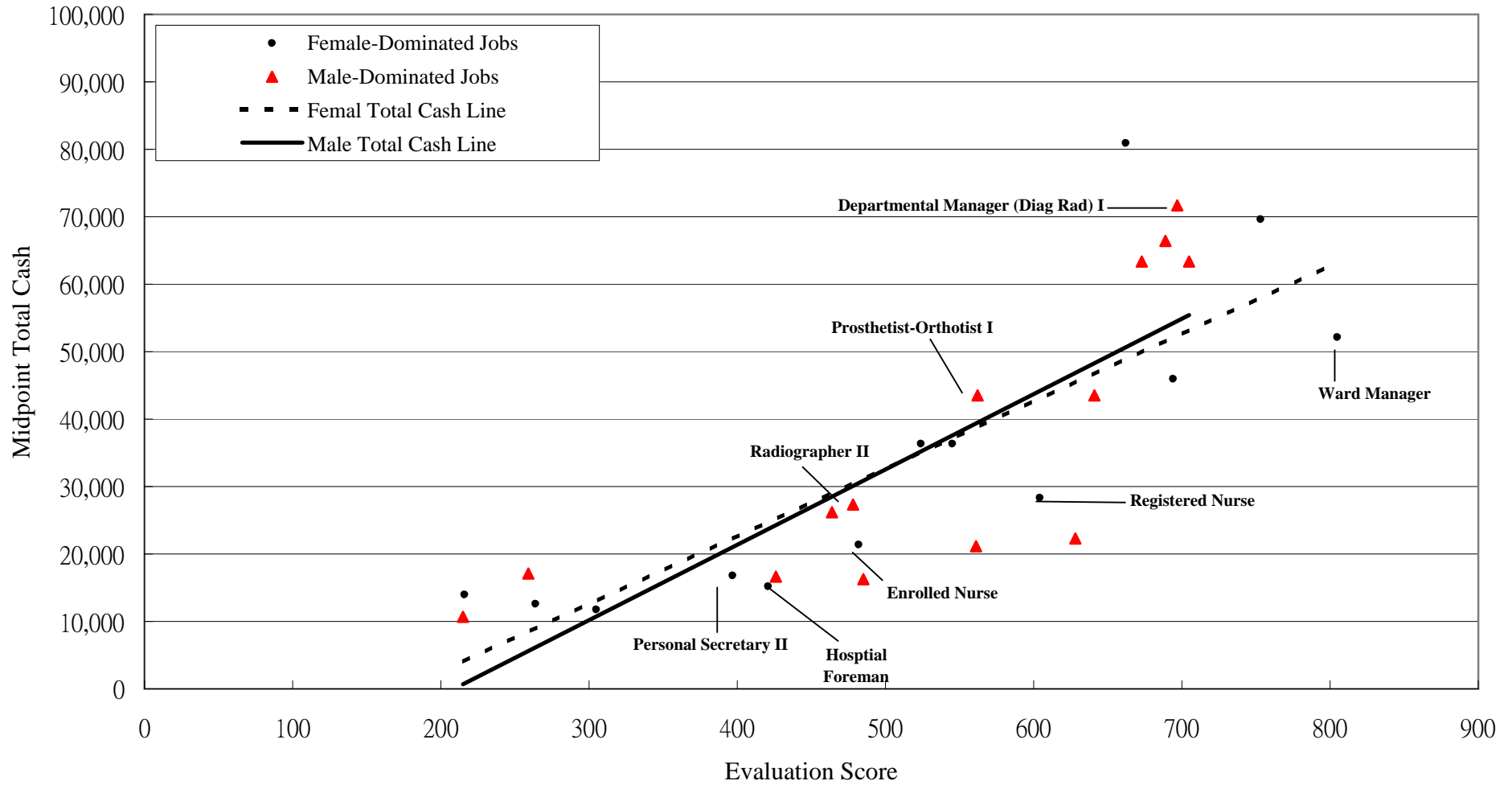
Relationship between Evaluation Score and Maximum Salary of Selected Civil Service Jobs



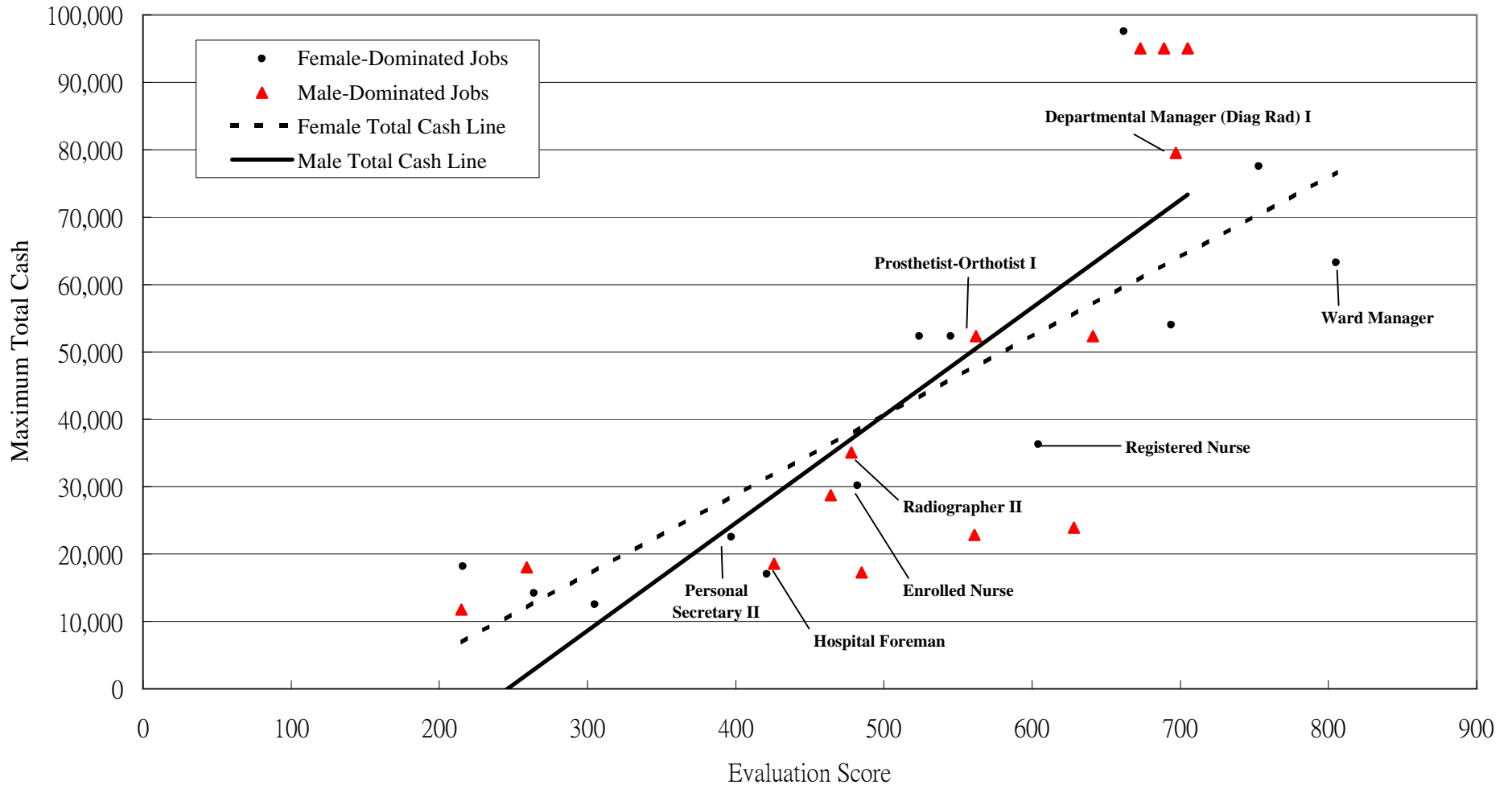
Relationship between Evaluation Score and Minimum Total Cash of Selected Hospital Authority Jobs



Relationship between Evaluation Score and Midpoint Total Cash of Selected Hospital Authority Jobs



Relationship between Evaluation Score and Maximum Total Cash of Selected Hospital Authority Jobs



Consultancy Brief

Consultancy for Implementing the Principle of Equal Pay for Work of Equal Value

Background

The Equal Opportunities Commission (EOC), established under the Sex Discrimination Ordinance (SDO) and set up on 20 May 1996, is a statutory body responsible for implementing the Sex Discrimination Ordinance (SDO) and the Disability Discrimination Ordinance (DDO) as well as the newly enacted Family Status Discrimination Ordinance (FSDO). The Commission is independent of but financially accountable to the government through the Secretary for Home Affairs. It aims at working towards the elimination of discrimination on the grounds of gender, disability and family status and to promote equality of opportunity between men and women, between persons with and without a disability, and irrespective of family status.

2. The Commission has a full-time Chairperson and 16 members who have come from different backgrounds representing a wide spectrum of interests in the community. To facilitate its work, the Commission has established for working committees, namely, the Administration and Finance Committee, the Community Participation Committee, the Legal and Complaints Committee and the Public Education and Research Committee, which meet regularly and report their work to the EOC.

3. The EOC office is headed by the Chairperson Ms. Anna WU and is assisted by three Directors each responsible for gender, disability and administration respectively and a Legal Adviser responsible for providing legal service. Two other unit heads also report direct to the Chairperson. One unit head is responsible for Policy Support and Research and the other is responsible for Education and Promotion matters. On Education and Promotion, the EOC aims to build up corporate partnership to promote Equal Opportunities Policies and Codes of Practice. We also co-ordinate and communicate with government and non-government organizations on issues of equal opportunities in the

advancement of our objectives. Additionally, we aim to create a better understanding of discrimination and inequality through research and public education. The EOC has published three Codes of Practice on Employment on SDO, DDO and FSDO. There is a total of 69 staff in the establishment and the EOC office commended its operation on 20 September 1996.

4. With particular reference to the Code of Practice on Employment under the SDO, the EOC has stated that Employers should maintain the principle of Equal Pay for Work and are encouraged to progressively implement Equal Pay for Work of Equal Value.

5. The Government of Hong Kong is bound by a number of international treaties to implement the principle of Equal Pay for Work of Equal Value. Article 11(1)(d) of the Convention of the Elimination of all forms of Discrimination Against Women (CEDAW) provides for the “right to equal remuneration, including benefits, and to equal treatment in respect of work of equal value, as well as equality of treatment in the evaluation of the quality of work.” Another treaty binding the Government is the International Covenant on Economic, Social, and Cultural Rights (ICESCR). Article 7 sub-paragraph (1) states that, “Fair wages and equal remuneration for work of equal value without distinction of any kind, in particular women being guaranteed conditions of work not inferior to those enjoyed by men, with equal pay for equal work.”

6. The Equal Opportunities Commission (EOC) was asked by the Legislative Council and the Home Affairs Bureau to include the promotion of the principle of Equal Pay for Work of Equal Value in our portfolio. This principle was first included in the Code of Practice on Employment published by the EOC, as mentioned above. Next, a research was commissioned to look into the development of an Implementation Plan. A Conference was also convened in March 2000 at which time persons representing different points of view on the subject spoke. A Task Force – with representatives from the EOC, Government, non-governmental organizations, Human Resource professionals, and academics – has since been formed to look into ways of promoting and recommending ways to progressively implement this principle.

7. The Terms of Reference for the Task Force on Equal Pay for Work of Equal Value are as follows:

Objective:

To promote the principle of equal pay for work of equal value in Hong Kong and to recommend ways to progressively implement this principle.

- (i) To gather data about job evaluation tools and to review these tools for possible use in Hong Kong.
- (ii) To review Civil Service job data on any pay differential between male and female dominated jobs and to understand its rationale.
- (iii) To understand the possible problems faced by both the public and private sectors in implementing the principle of equal pay for work of equal value and to look at different ways to resolve these problems.
- (iv) To recommend appropriate means of carrying out reviews of individual jobs to determine job worth to conform with the principle of equal pay for work of equal value.
- (v) To recommend a strategy for encouraging both the public and private sectors to comply with the principle of equal pay for work of equal value.

Objectives of the Consultancy

8. The EOC is seeking a consulting company to assist it in implementing Equal Pay for Work of Equal Value in Hong Kong.

- (i) To conduct job evaluation for sample jobs selected by the EOC.
- (ii) To recommend the most effective and practical approach to fostering Equal Pay for Work of Equal Value.
- (iii) To put in place an infrastructure for the implementation of Equal Pay for Work of Equal Value.

9. The consulting company is expected to work with the EOC with input from **international consultants** to do sample analysis of male- and female-dominated jobs and to see if there is salary discrimination on jobs of comparative worth according to international standards of International Labour Organisation, United Kingdom, Canada, and other relevant jurisdictions.

10. The first phase will involve analyzing sample jobs in the Public Sector. The jobs will be selected from the Civil Service and from the Hospital Authority. The comparison should be done across different job families, for example, between professional and administrative grades and between clerical and manual and technical jobs. At least five male- and female-dominated jobs will be selected each from the Civil Service and three each from the Hospital Authority. A number of non male/female dominated jobs may also be selected for analysis and evaluation, as a control mechanism.

11. The consulting company will work closely with the EOC staff and with international experts who are experienced in this area of work. On completion of the first phase, the consultant may be retained to move on to the second phase – private sector, large employers with over 200 employees – and the third phase – small and medium enterprises to do job analysis and evaluation – or different consultants can be used for each of the three phases. Each of the three phases should take no longer than 12 months to complete.

12. The consulting company is expected to assist the EOC in collecting gender-neutral tools for the sample analysis and evaluation and may be asked to assist the EOC in acquiring pay and personnel data from the relevant employers.

13. The consulting company is expected to provide the following outputs:

- (i) Report on the result of the evaluations of selected male and female dominated jobs.
- (ii) Work with the EOC on developing Guidelines to employers on achieving Equal Pay for Work of Equal Value.
- (iii) Develop, if applicable, a model gender-neutral template for use of Hong Kong employers so they can have a choice of gender-neutral tools that is suitable to establish job worth.

- (iv) Train relevant persons on the use of gender-neutral job evaluation tools.
- (v) Provide public education to the relevant sectors.

Invitation for Proposals

14. Your organization is invited to provide a proposal for the consultancy programme outlined above. All proposals should include the following:

- (i) Description of how you plan to accomplish the objectives.
- (ii) Demonstration of ability to achieve the objectives.
- (iii) Demonstration of understanding of sex discrimination and comparable worth.
- (iv) Consultation cost initially on the first phase of the project.

Current Status

15. The EOC will shortly be inviting appropriate consulting organizations to attend a briefing session during which the background, objectives and deliverables of the project will be explained in detail. After the meeting, the Consultancy Brief may be modified to take into account comments and suggestions from representatives of consulting companies. **Interested consulting companies should then provide the EOC with a consultancy proposal based on the timeline to be provided at the briefing session.**

*Equal Opportunities Commission
February 2001*