

For information on
20 June 2011

Legislative Council Panel on Public Service

Racial Profile of the Civil Service

Purpose

This paper sets out the findings of a voluntary and anonymous survey on the racial profile of the Civil Service in 2011.

Background

2. As an Equal Opportunities Employer, the Government is committed to eliminating discrimination in employment particularly in terms of disability, sex, marital status, pregnancy, age, family status, sexual orientation and race. In line with our policy to select candidates based on merit, race is not a factor in assessing the suitability of a job applicant for appointment to the Civil Service or that of a serving civil servant for promotion to the higher ranks. Accordingly, the Administration has not collected race-related information in the civil service appointment context. Likewise, such information has not been collected in connection with other civil service employment matters such as conditions of service, pay and leave and training because a civil servant's race is not a relevant consideration.

3. The Code of Practice on Employment under the Race Discrimination Ordinance ("the Code of Practice") issued by the Equal Opportunities Commission ("the Commission") in July 2009 encourages employers to take reasonably practicable steps to regularly monitor and review the implementation of their equal opportunities policies and good employment procedures and practices. The objective of such monitoring is to gain an appreciation of the situation regarding, for example, the composition of the workforce by racial group, and for

comparison with benchmarks such as census data. The Code of Practice also advises that in large organisations, monitoring will require formal processes for collecting, analysing and evaluating information, for example through surveys, consultation and feedback. This may be done in stages as operational requirements or resources permit. The Code of Practice further advises that when collecting and using information, the Personal Data (Privacy) Ordinance (PDPO) (Cap. 486) should be observed, and that employers and other concerned parties may consider collecting and using information in a way which does not identify particular individuals.

4. We informed the Panel on Public Service at its meeting held on 24 May 2010 of our plan to gather statistics on the racial profile of the Civil Service after examining the relevant legal and technical issues, in particular the need to protect the privacy of data subjects.

The survey

Arrangements for conducting the survey

5. In light of the potential sensitivity of the issue and following the recommendations of the Code of Practice, we decided to adopt an incremental approach to monitor the racial profile of the Civil Service. Having consulted the Commission and the Staff Sides of the Central Consultative Councils of the Civil Service, we conducted a voluntary and anonymous survey from 31 March to 15 April 2011. For the purpose of the survey, all officers serving on civil service terms as at 31 March 2011 were invited to complete a questionnaire. It was entirely up to individual civil servants to decide whether they wished to participate in the survey and return the completed questionnaires. There was no need for participating civil servants to identify themselves in the questionnaire.

6. Participants were required to answer two questions, one on race and one on monthly salary. For the question on race, participants were required to choose from 15 specified choices and one open-ended choice, which were the same as those adopted in the 2006 Population By-census of Hong Kong (the 2006 Population By-census) as well as those to be adopted in the coming 2011 Population Census of Hong Kong scheduled for 30 June to 2 August 2011. This is to facilitate benchmarking of the survey findings with census data as recommended by the Commission's Code of Practice. For the question on monthly salary, participants were

required to choose from three pre-set pay ranges¹ which generally corresponded to those adopted in the 2010-11 Civil Service pay adjustment.

Findings of the survey

7. A total of 26 671 civil servants (or 17% of the 156 781 civil servants serving on 31 March 2011) responded by close of the survey period. Of the respondents, 26 446 (or 99.2%) were of Chinese ethnicity whereas 225 (or 0.8%) of non-Chinese ethnicities (hereafter referred to as “ethnic minorities”). The five largest ethnic minority groups, in descending order of their size, were White, Indian, Mixed, Pakistani, and Bangladeshi. A breakdown of respondents by ethnic group is at **Annex A**. The 225 ethnic minority respondents were serving² in 33 bureaux or departments (e.g. the Hong Kong Police Force, the Correctional Services Department, the Department of Justice and the Food and Environmental Hygiene Department). A distribution of ethnic minority respondents by bureau/department is at **Annex B**. A breakdown of respondents by monthly salary is at **Annex C**.

8. According to the 2006 Population By-census, the number of working ethnic minorities in Hong Kong in July 2006 was 262 146, constituting 7.8% of the whole working population of 3 365 736 in Hong Kong³. Among the ethnic minority working population, 52 791 were permanent residents (PR) of the Hong Kong Special Administrative Region, accounting for 1.7% of the whole PR working population of 3 087 626. While the proportion of ethnic minority respondents in our survey (i.e. 0.8%) is lower than that of PR working ethnic minorities (i.e. 1.7%) in the 2006 Population By-census, the distribution of individual ethnic minority groups in the two were broadly comparable. In this regard, White is the largest ethnic minority group in both our survey and the PR working ethnic minorities in the 2006 Population By-census. The second and third largest ethnic minority groups in our survey (viz.

¹ The three pay ranges were ‘Above \$48,670’; ‘\$15,875 to \$48,670’; and ‘Below \$15,875’.

² A respondent was regarded as serving in a bureau/department if he/she was on the payroll of the bureau/department concerned as at 31 March 2011, irrespective of whether he/she was a staff recruited by or in active service in that bureau/department. For instance, an Executive Officer II recruited by the Civil Service Bureau and posted to work in the Hong Kong Police Force as at 31 March 2011 was regarded as serving in the Hong Kong Police Force for the purpose of this survey. Likewise, a Police Station Sergeant on pre-retirement leave on 31 March 2011 was regarded as serving in the Hong Kong Police Force.

³ According to “Thematic Report: Ethnic Minorities of 2006 Population By-census”, working population refers to persons aged 15 and over who should (a) be engaged in performing work for pay or profit during the seven days before the By-census; or (b) have formal job attachment during the seven days before the By-census.

Indian and Mixed) were among the five largest groups based on the 2006 Population By-census data. The proportion of individual ethnic groups in our survey and that among the PR working ethnic minorities in the 2006 Population By-census is at **Annex D**.

9. Based on the 2006 Population By-census data, the monthly income from main employment of the working ethnic minorities who were PR, classified according to the three salary groups adopted in our survey, is as follows –

Above \$48,670	\$15,875 to \$48,670	Below \$15,875
16.1%	25.4%	58.5%

The respective proportion of ethnic minority respondents in our survey belonging to the high and middle salary groups was higher than that of the working ethnic minorities who were PR in the 2006 Population By-census. The proportion of ethnic minority respondents in our survey under the low income group is lower than the territory-wide figure.

Our observations

10. The voluntary and anonymous survey conducted in 2011 was our first attempt to look into the racial profile of the Civil Service. We have adopted a prudent approach in taking forward the survey having regard to the potential sensitivity of the subject and to avoid any perception that race-related information collected through the survey may be taken into account in dealing with employment matters of individual officers. Given its extensive coverage (with invitation for participation in the survey issued to more than 150 000 civil servants), the survey has helped enhance the awareness of not only departmental management but also individual officers on the issue of racial equality. We shall disseminate the survey findings to both departmental management and serving officers to highlight the racial diversity of the Civil Service, and underline the importance to promote equal opportunities and racial harmony.

11. We plan to conduct another voluntary and anonymous survey in 2013, taking into account the experience gained from the 2011 survey and the findings of the forthcoming 2011 Population Census of Hong Kong. We shall examine the feasibility of expanding the scope of the survey to collect more information, such as the length of service and education level of the respondents. We shall also encourage participation by serving officers by stepping up publicity.

Advice sought

12. Members are invited to note the content of this paper.

**Civil Service Bureau
June 2011**

Annex A

Survey on the Racial Profile of the Civil Service in 2011

Breakdown of Respondents by Ethnic Group

Ethnic Group	No. of respondents	Percentage
Chinese	26 446	99.156%
Bangladeshi	15	0.056%
Filipino	0	0%
Indian	41	0.154%
Indonesian	6	0.022%
Japanese	1	0.004%
Korean	0	0%
Nepalese	0	0%
Pakistani	18	0.067%
Sri-Lankan	1	0.004%
Thai	8	0.030%
Vietnamese	4	0.015%
Other Asian	3	0.011%
White	82	0.307%
Black	5	0.019%
Others	11	0.041%
Mixed	30	0.112%
TOTAL	26 671	100%

Survey on the Racial Profile of the Civil Service in 2011**Breakdown of Non-Chinese Respondents by Bureau/Department**

Bureau / Department	Bangladeshi	Filipino	Indian	Indonesian	Japanese	Korean	Nepalese	Pakistani	Sri-Lankan	Thai	Vietnamese	Other Asian	White	Black	Others	Mixed	TOTAL
Agriculture, Fisheries and Conservation Department	0	0	0	0	0	0	0	0	0	0	0	0	3	0	0	0	3
Census and Statistics Department	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	1
Chief Secretary's Office	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	1
Civil Aviation Department	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	1
Civil Engineering and Development Department	0	0	0	0	0	0	0	0	1	0	0	0	2	0	0	0	3
Commerce and Economic Development Bureau	1	0	0	0	0	0	0	0	0	0	0	0	3	0	0	0	4
Companies Registry	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1
Correctional Services Department	0	0	38	2	1	0	0	13	0	2	3	2	3	0	0	9	73
Customs and Excise Department	0	0	0	0	0	0	0	1	0	0	0	0	0	1	0	0	2
Department of Health	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
Department of Justice	1	0	0	0	0	0	0	0	0	0	0	0	2	0	1	6	10
Development Bureau	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	1

Bureau / Department	Bangladeshi	Filipino	Indian	Indonesian	Japanese	Korean	Nepalese	Pakistani	Sri-Lankan	Thai	Vietnamese	Other Asian	White	Black	Others	Mixed	TOTAL
Education Bureau	0	0	0	0	0	0	0	1	0	1	0	0	0	0	1	0	3
Fire Services Department	0	0	0	0	0	0	0	0	0	1	0	0	0	1	0	0	2
Food and Environmental Hygiene Department	2	0	0	2	0	0	0	0	0	2	0	0	0	1	1	2	10
Highways Department	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	1
Home Affairs Department	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	2
Hong Kong Police Force	2	0	2	2	0	0	0	1	0	1	0	0	60	1	4	7	80
Immigration Department	2	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	3
Information Services Department	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	1
Intellectual Property Department	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	1
Invest Hong Kong	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	1
Land Registry	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	1
Lands Department	0	0	0	0	0	0	0	0	0	1	0	0	1	0	0	0	2
Marine Department	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	1
Planning Department	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	1
Radio Television Hong Kong	0	0	0	0	0	0	0	0	0	0	0	1	1	0	0	0	2
Rating and Valuation Department	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	1
Social Welfare Department	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	2	3

Bureau / Department	Bangladeshi	Filipino	Indian	Indonesian	Japanese	Korean	Nepalese	Pakistani	Sri-Lankan	Thai	Vietnamese	Other Asian	White	Black	Others	Mixed	TOTAL
Student Financial Assistance Agency	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
Transport and Housing Bureau	4	0	0	0	0	0	0	1	0	0	0	0	0	0	0	1	6
Transport Department	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1
University Grants Committee Secretariat	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	1
TOTAL	15	0	41	6	1	0	0	18	1	8	4	3	82	5	11	30	225

Survey on the Racial Profile of the Civil Service in 2011**Breakdown of Respondents by Salary Group**

Ethnic Group	Monthly Salary Group			Total Number of Respondents in the Ethnic Group(s)
	(a) Above \$48,670	(b) \$15,875 to \$48,670	(c) Below \$15,875	
Chinese	3 246 (12.274%)	20 732 (78.394%)	2 468 (9.332%)	26 446
Bangladeshi	3 (20%)	8 (53.333%)	4 (26.667%)	15
Filipino	0 (0%)	0 (0%)	0 (0%)	0
Indian	4 (9.756%)	37 (90.244%)	0 (0%)	41
Indonesian	0 (0%)	4 (66.667%)	2 (33.333%)	6
Japanese	0 (0%)	1 (100%)	0 (0%)	1
Korean	0 (0%)	0 (0%)	0 (0%)	0
Nepalese	0 (0%)	0 (0%)	0 (0%)	0
Pakistani	3 (16.667%)	13 (72.222%)	2 (11.111%)	18
Sri-Lankan	1 (100%)	0 (0%)	0 (0%)	1

Ethnic Group	Monthly Salary Group			Total Number of Respondents in the Ethnic Group(s)
	(a) Above \$48,670	(b) \$15,875 to \$48,670	(c) Below \$15,875	
Thai	1 (12.500%)	4 (50%)	3 (37.500%)	8
Vietnamese	1 (25%)	1 (25%)	2 (50%)	4
Other Asian	1 (33.333%)	2 (66.667%)	0 (0%)	3
White	79 (96.341%)	3 (3.659%)	0 (0%)	82
Black	1 (20%)	3 (60%)	1 (20%)	5
Others	4 (36.364%)	6 (54.545%)	1 (9.091%)	11
Mixed	8 (26.667%)	15 (50%)	7 (23.333%)	30
TOTAL (excluding Chinese ethnicity)	106 (47.111%)	97 (43.111%)	22 (9.778%)	225
TOTAL (including Chinese ethnicity)	3 352 (12.568%)	20 829 (78.096%)	2 490 (9.336%)	26 671

Note:

Figure in brackets denotes the percentage of respondents in a particular ethnic group belonging to a specified salary group.

Proportion of Individual Ethnic Groups
in the 2011 Civil Service Survey and the 2006 Population By-census

Ethnic Group	Proportion out of the ethnic minority respondents in the 2011 Civil Service Survey	Proportion out of the working ethnic minorities who were permanent residents in 2006 Population By-census
White	36.444%	22.799%
Indian	18.222%	13.667%
Mixed	13.333%	7.643%
Pakistani	8.000%	6.340%
Bangladeshi	6.667%	0.297%
Others	4.890%	0.773%
Thai	3.556%	6.503%
Indonesian	2.667%	3.203%
Black	2.222%	0.606%
Vietnamese	1.778%	1.551%
Other Asian	1.303%	1.817%
Japanese	0.444%	4.995%
Sri-Lankan	0.444%	0.900%
Filipino	0%	12.030%
Korean	0%	2.504%
Nepalese	0%	14.370%
TOTAL	100%	100%