

## LEGISLATIVE COUNCIL BRIEF

### 2011-12 CIVIL SERVICE PAY ADJUSTMENT

#### INTRODUCTION

At the meeting of the Executive Council on 14 June 2011, the Council ADVISED and the Chief Executive (CE) ORDERED that civil service pay for 2011-12 should be adjusted in accordance with the pay offers made to the staff sides of the four central consultative councils<sup>1</sup> (the staff sides), viz. with effect from 1 April 2011,

- (a) pay for the upper salary band and the directorate should be increased by **7.24%** (equal to the net Pay Trend Indicator (PTI) for the upper salary band);
- (b) pay for the middle salary band should be increased by **6.16%** (equal to the net PTI for the middle salary band); and
- (c) pay for the lower salary band should be increased by **6.16%** (equal to the net PTI for the middle salary band), by invoking the “bring-up” arrangement.

#### JUSTIFICATIONS

##### (A) Staff Sides' Responses to the Pay Offers

2. Pursuant to the decision of the CE-in-Council on 7 June 2011, the Administration has put the pay offers in paragraph 1 above to the staff sides. All the staff sides, except the Hong Kong Chinese Civil Servants' Association (HKCCSA) of the Senior Civil Service Council, have accepted the pay offers. Their responses are at **Annexes A to D**.

3. The HKCCSA has expressed disappointment at the 6.16% pay increase offer for the lower and middle salary bands. It has reiterated its

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<sup>1</sup> The four central consultative councils are the Senior Civil Service Council, the Police Force Council, the Disciplined Services Consultative Council and the Model Scale 1 Staff Consultative Council.

claim of a pay increase of 7.24% (i.e. the pay offer for the directorate and upper salary band) for the whole civil service. It has submitted that the pay offers for the lower and middle salary bands fail to bring substantive relief to the increase in cost of living, and would upset the pay relativity between junior and senior civil servants, thereby undermining the solidarity of the civil service. It has suggested that the pay offers for the lower and middle salary bands, which are less than the offer for the directorate and upper salary band, are not conducive to narrowing the wealth gap of the society. It has also claimed that the “bring-up” arrangement (i.e. to align the pay adjustment for the lower salary band to the net PTI for the middle salary band if it is higher than the net PTI for the lower salary band) is an indispensable part of the civil service pay adjustment mechanism and should be invoked every year unless there are overriding reasons for not doing so.

#### **(B) The Administration’s View**

4. We do not agree with the views expressed by the HKCCSA and do not support its request. The Administration’s civil service pay policy is to offer remuneration sufficient to attract, retain and motivate staff of suitable calibre to provide the public with an effective and efficient service; and for such remuneration to be regarded as fair by both civil servants and by the public they serve by maintaining broad comparability between civil service and private sector pay. The HKCCSA’s claim that the pay offers have undermined the solidarity of the civil service is not substantiated, as evidenced by the staff sides’ unanimous (except for the HKCCSA) acceptance of the pay offers. Its claim that the pay offers for the lower and middle salary bands fail to bring substantive relief to the increase in cost of living is also not substantiated, since the offers are to increase pay by 6.16% which exceeds the forecast inflation of 5.4% by more than 10%. As regard the “bring-up” arrangement, the CE-in-Council will decide each year, in the context of the annual civil service pay adjustment exercise, whether and how the pay for the lower salary band should be adjusted, including whether to invoke the “bring-up” arrangement. Although the pay adjustment decision for the lower salary band for 2011-12 has incorporated the “bring-up” arrangement, this does not imply that the CE-in-Council will necessarily invoke the “bring-up” arrangement in future years whenever the net PTI for the lower salary band is lower than that for the middle salary band. The staff sides should have no expectation that it will be.

5. Having considered the staff sides’ responses to the pay offers and after taking into account the relevant factors under the annual civil service pay adjustment mechanism (viz. the net PTIs, state of the economy, changes in the cost of living, the Government’s fiscal position, staff sides’ pay claims and civil service morale), the CE-in-Council decided that civil service pay for 2011-12 should be adjusted in accordance with the pay offers made.

## **IMPLICATIONS**

6. The decision on the 2011-12 civil service pay adjustment is in conformity with the Basic Law, including the provisions concerning human rights. It has no sustainability, human rights, productivity or environmental implications. The financial and economic implications of the decision are the same as those set out in the Legislative Council Brief on this subject issued on 7 June 2011.

## **PUBLICITY**

7. The Secretary for the Civil Service has informed the staff sides of the 2011-12 civil service pay adjustment earlier today (14 June 2011). A press release will be issued later today, and a spokesman will be available to answer media enquiries.

## **ENQUIRIES**

8. Enquiries on this brief should be addressed to Miss Winnie Chui, Principal Assistant Secretary for the Civil Service (Tel: 2810 3112).

Civil Service Bureau  
14 June 2011



香港政府華員會

HONG KONG CHINESE CIVIL SERVANTS' ASSOCIATION

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本會檔號：( ) in 2-7-CCSA(XX)

傳真和呈遞

致香港特別行政區政府  
公務員事務局局長  
俞宗怡女士

尊敬的俞局長：

### 行會薪調方案 不應加劇公務員隊伍薪酬差距

香港政府華員會對行政會議 2011 年 6 月 7 日提出的 2011-12 年度公務員薪酬調整方案，表示失望！

本會認為，低級公務員雖與中層“掛鉤”，把增幅提高至 6.16%，但因為薪酬基數低，每天僅只增加區區兩三元，只能買約 1 個“雞尾飽”，難以紓緩各項開支的增加，生活水準仍得不到實質的改善。其實，即使有如本會所建議，劃一增幅為 7.24%，對中低薪公務員而言，每天亦僅僅增加五六元，只可多買 1 個“雞尾飽”。

反觀高級公務員，薪酬基數本已十分懸殊，現上調幅度又比低層多達 1.08%，單增加的部分已遠遠拋離低級公務員，最多達 28 倍之巨！因而，行政會議的方案將加劇公務員隊伍內的薪酬差距，不利團隊的建立，而身為最大僱主的政府如此作為，也與須努力縮窄社會貧富懸殊的理念背道而馳。

這是本會為秉持社會公義，要求劃一高、中、低層公務員的薪酬調整幅度的主要理據。遺憾的是貴局在 6 月 7 日致立法會的參考資料中，聲稱“香港政府華員會考慮到強勁的經濟環境和政府的財政狀況，要求全體公務員加薪 7.24%”，並無正確反映本會的意見，有誤導立法會之嫌。

此外，我曾在 5 月 27 日給您的信中，明確指出：“順告知，第一標準薪級公務員評議會職方有關公務員薪酬調整的要求，因與本會不符，不能代表該職方整體，只能代表該職方部份成員團體的意見”。遺憾的是貴局在 6 月 7 日致立法會的同一份參考資料《(h)職方對薪酬調整的要求》一段中，並沒有說明所謂“第一標準薪級公務員評議會職方的要求”，不代表其職方整體，只代表部份成員團體的意見，沒有一如處理高級公務員評議會職方內部不同要求般清楚說明，亦有誤導立法會之嫌。

另外，本會注意到，儘管今年當局並沒有重覆強調，自 1989 年正式實施至今的“調高”安排(“Bring-up” arrangement)，即低層公務員薪酬調整幅度如低於中層，會調高至中層的調整幅度的做法，“並非”機制的一部份，但當局仍口口聲聲把機制的一個組成部份貶低為“安排”，說成採用與否，“是按每次薪酬調整的情況作出考慮”。

本會認為，如此說法同有誤導之嫌。這是因為現行機制自 1974 年引入以來，公務員每年薪酬調整，行政會議每年均會按當時的情況，考慮包括薪酬趨勢指標在內的一些因素，例如政府的財政和香港的經濟狀況以及消費物價指數等多項因素(不局限於 6 項)作出，或上調、下調，或凍薪、減薪，或調高、不調高。罔顧歷史事實，罔顧同一邏輯，隨意闡釋薪酬調整機制的內涵，並不正確，亦甚為危險！

本會自現行機制於 1974 年引入以來，一直不間斷積極參與至今，既是見證人，也是實踐者，對公務員薪酬調整機制的內涵、變化、改善，十分熟悉。現行“調高”政策誕生的全過程，本會便會由始至終親歷其中。

事緣“1988 年公務員薪酬調整及有關事宜調查委員會”(Committee of Inquiry into the 1988 Civil service Pay Adjustment and Related Matters，即俗稱的“仲裁委員會”)，在研究了薪酬趨勢調查採用的方法後，在它 1989 年 3 月的《最後報告》中向當時的港英政府作出了建議：“除非另有強而有力的理由 (unless there are overriding reasons for not doing so)，否則，若較低薪酬級別的薪酬趨勢指標計算出來，較中級薪酬級別的為低，便應將之提高至同等水平”。建議為當時的行政局接納並於 1989 年正式實行至今。自此，這所謂“調高”安排即已成為整個公務員薪酬調整機制的不可或缺部份。

事實上，23 年前作此建議的 3 大理由中的其中兩個仍然存在，即，理由之一，政府應“置身善待僱員的僱主之列 (be among the better paying employers in relation to the lowest paid)”——除非特區政府不再繼續殖民地政府當年訂定的公務員薪酬調整政策，不願再“置身善待僱員的僱主之列”。

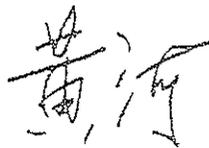
理由之二，“較低薪酬級別職員中包括了第一標準薪級人員，他們之中約有 80% 已達到其薪級表的頂點，沒有資格再獲遞加增薪”的情況，至今依然。

至於第三個理由，即“1986 年薪酬水平調查發現這一類公務員的薪酬，追不上私營機構”，則情況較為複雜。自進入回歸倒數的後過渡期，香港經濟上逐漸出現泡沫，社會上貧富差距擴大，低薪者薪酬趨低 (回歸後，這情況不見改善，反而加劇)。與此同時，一年一度的薪酬趨勢調查也出現了低層薪金級別的指標每每低於中層和高層的情況。若低級公務員仍一味與市場看齊，社會上貧富懸殊的情況只會更惡化！事實上，即使低級公務員的薪酬調整幅度仍與中層“掛鉤”，獲“調高”，因與高級者薪酬基數懸殊，公務員隊伍內的“貧富懸殊”趨勢仍將持續。對此，政府作為最大的僱主，理應有所作為，避免其惡化，成為秉持社會公義的表率才是。

遺憾的是，當局此次仍意圖以十分粗疏籠統的“橙與蘋果”式、並非完整的“薪酬總值”，不能充分反映公務員職位的價值、多樣性及特殊性，有巨大誤差的 2006 年薪酬水平調查，做為下一次 2012 年薪酬水平調查後，低級公務員的減薪依據。手法僵化，並不合理。

故此，本會懇請政府認真考慮：容許中、低層公務員的薪酬增幅不低於高層，以展示政府、高層公務員對中低層的關顧，以利於公務員隊伍的團結和人心的凝聚，以利於團隊的建立，以利於特區政府彰顯一個致力縮窄貧富懸殊、主動履行作為全港最大僱主的社會責任、推動社會公義之良好僱主的形象！

會長



謹啓

2011 年 6 月 10 日

English version only

只附英文版

**Hong Kong Senior Government  
Officers Association**  
G13, Central Government Offices  
East Wing, Hong Kong

**Association of Expatriate Civil  
Servants of Hong Kong**  
G12, Central Government Offices  
East Wing, Hong Kong

Miss Denise YUE  
Secretary for the Civil Service  
Room 1024 B, 10/F, West Wing,  
Central Government Offices,  
Hong Kong

Dear Miss YUE,

8 June 2011

**2011/12 Civil Service Pay Adjustment**

The HKSGOA and the AECS wish to inform you that we accept the pay offers made by the Chief Executive-in-Council that, with effect from 1 April 2011, a pay increase of 6.16% for civil servants in the lower and middle salary bands and a pay increase of 7.24% for civil servants in the upper salary band and the directorate.

We understand that the proposed pay adjustments are subject to the final decision of the Chief Executive-in-Council.

Yours sincerely,



( SO Ping-chi )  
for Hong Kong Senior  
Government Officers Association



( Rebecca DRAKE )  
for Association of Expatriate  
Civil Servants of Hong Kong

## 警察評議會職方協會

香港軍器廠街一號警察總部

警政大樓三十九樓

電話 Telephone: 2860 2645

傳真 Fax: 2200 4355

POLICE FORCE COUNCIL  
STAFF ASSOCIATIONS

39/F, ARSENAL HOUSE

POLICE HEADQUARTERS

1 ARSENAL STREET HONG KONG

協會檔號 OUR REF: SS/C 1/12 Pt. 15

來件編號 YOUR REF: CSBCR/PG/4-085/001/69

8 June 2011

The Hon Denise YUE Chung-ye, GBS, JP  
Secretary for the Civil Service  
10/F, West Wing, Central Government Offices  
11 Ice House Street, Central  
Hong Kong

Dear Miss YUE,

**2011-12 Civil Service Pay Adjustment**

This letter sets out the Police Force Council Staff Side (PFC SS) response to the pay adjustment offers made to us in your letter dated 7 June 2011. The pay increase offers of 7.24% for Upper Salary Band and 6.16% for both Middle and Lower Salary Bands, with effect from 1 April 2011, are accepted by the PFC SS.

We look forward to the CE-in-Council's consideration of our response and a final decision being made on the 2011-12 Civil Service Pay Adjustment.

Yours sincerely,

SHAM Wai-kin  
Chairman  
SPA

Ben TSANG  
Chairman  
HKPIA

Ron ABBOTT  
Chairman  
OIA

WONG Ching  
Chairman  
JPOA

c.c.

Commissioner of Police

Chairman of Standing Committee on Disciplined Services Salaries and Conditions of Service

Chairmen of the Staff Councils for the Civil Service

SUPERINTENDENTS'  
ASSOCIATION  
警司協會

HONG KONG  
POLICE INSPECTORS'  
ASSOCIATION  
香港警務督察協會

OVERSEAS INSPECTORS'  
ASSOCIATION  
海外督察協會

JUNIOR POLICE OFFICERS'  
ASSOCIATION  
警察員佐級協會

## 警察評議會職方協會

香港軍器廠街一號警察總部  
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POLICE FORCE COUNCIL 附件 B  
STAFF ASSOCIATIONS

39/F, ARSENAL HOUSE  
POLICE HEADQUARTERS  
1 ARSENAL STREET HONG KONG

協會檔號 OUR REF: SS/C 1/12 PT.15

來件編號 YOUR REF: CSBCR/PG/4-085-001/69

(中文譯本)

香港中環  
雪廠街 11 號  
政府合署西座 10 樓  
公務員事務局局長  
俞宗怡女士, GBS, JP

俞女士：

2011-12 年公務員薪酬調整

2011 年 6 月 7 日有關薪酬調整方案的來信已經收到。本函旨在闡述警察評議會(警評會)職方對有關內容的回應。警評會職方接受有關由 2011 年 4 月 1 日起，高層薪金級別公務員加薪 7.24%，以及中層和低層薪金級別公務員加薪 6.16% 的薪酬調整方案。

我們希望行政長官會同行政會議考慮我們的回應，並就 2011-12 年度公務員薪酬調整作出最後決定。

(已簽署)

岑維健  
警司協會  
主席

曾昭科  
香港警務督察  
協會主席

顏邦智  
海外督察協會  
主席

黃程  
員佐級協會  
主席

2011 年 6 月 8 日

副本送：

警務處處長  
紀律人員薪俸及服務條件常務委員會主席  
各公務員評議會主席

SUPERINTENDENTS'  
ASSOCIATION  
警司協會

HONG KONG  
POLICE INSPECTORS'  
ASSOCIATION  
香港警務督察協會

OVERSEAS INSPECTORS'  
ASSOCIATION  
海外督察協會

JUNIOR POLICE OFFICERS'  
ASSOCIATION  
警察員佐級協會

紀律部隊評議會(職方)  
Disciplined Services Consultative Council  
(Staff Side)

本品編號：SSDSCC/P-3  
來函編號：CSBCR/PG/4-085-001/69

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公務員事務局局長  
俞宗怡女士

俞局長：

二零一一至一二年度公務員薪酬調整

多謝你在二零一一年六月七日的來信。

紀律部隊評議會(職方)同意行政長官會同行政會議提出的薪酬調整方案。

紀律部隊評議會(職方)主席趙志強



二零一一年六月八日

政府飛行服務隊飛行員工會  
Government Flying Service  
Pilots' Union

政府飛行服務隊空勤主任協會  
Government Flying Service  
Aircrewman Officers Association

政府飛行服務隊飛機工程師協會  
Government Flying Service  
Aircraft Engineers Association

政府飛行服務隊飛機技術員工會  
Government Flying Service  
Aircraft Technicians Union

懲教事務職員協會(高級組)  
Correctional Services  
Officers' Association  
(Senior Section)

懲教事務職員協會(初級組)  
Correctional Services  
Officers' Association  
(Junior Section)

香港海關官員協會  
Association of Customs &  
Excise Service Officers

香港海關關員工會  
Hong Kong Customs  
Officers Union

香港消防控制室職員會  
Hong Kong Fire Services  
Control Staff's Union

香港消防救護員會  
Hong Kong Fire  
Services Department  
Ambulance Workers' Union

香港消防救護主任協會  
Hong Kong Fire Services  
Department Ambulance  
Officers Association

香港消防主任協會  
Hong Kong Fire Services  
Officers Association

香港消防處職工總會  
Hong Kong Fire Services Department  
Staffs General Association

香港入境事務助理員工會  
Hong Kong Immigration  
Assistants Union

入境事務主任協會  
Immigration Service  
Officers Association

Chinese version only

只附中文版

Annex D  
附件 D

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第一標準薪級公務員評議會(職方)  
MODEL SCALE 1 STAFF CONSULTATIVE COUNCIL  
(STAFF SIDE)

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傳真：二五三七八六三零

本函檔號：SSMOD/SAL/PAY/5/7/1 Pt.26  
來函檔號：CSBCR/PG/4-085-001/69

香港中環雪廠街 11 號  
中區政府合署西座  
公務員事務局局長  
俞宗怡女士

尊敬的俞局長：

二零一一至一二年度公務員薪酬調整

局方在 2011 年 6 月 7 日的來信已收到了。本會職方，包括以下成員工會，政府僱員工會、政府人員協會、政府市政職工總會、香港公務員總工會、漁農自然護理署職工會、香港政府水務署職工會及政府產業看管人員協會，接納行政長官會同行政會議提出的薪酬調整方案，即低層薪金級別及中層薪金級別的公務員，加薪幅度為 6.16%，調整由 2011 年 4 月 1 日起生效。

職方認為此方案能提升低層公務員的士氣，亦非常感謝局方體諒低層公務員所面對的生活壓力。職方明白行政長官會同行政會議將考慮職方對薪酬調整方案的意見，然後就 2011-12 年度公務員薪酬調整作出最後決定。

第一標準薪級公務員評議會

職方主席李惠儀



2011 年 6 月 8 日