

# **立法會**

## ***Legislative Council***

LC Paper No. CB(2)1036/17-18(07)

Ref : CB2/PL/MP

### **Panel on Manpower**

**Updated background brief prepared by the Legislative Council Secretariat  
for the meeting on 20 March 2018**

### **Annual Earnings and Hours Survey**

#### **Purpose**

This paper provides background information and summarizes the past discussions by the Panel on Manpower ("the Panel") on the Annual Earnings and Hours Survey ("AEHS").

#### **Background**

2. AEHS was launched in May 2009 as a voluntary survey by the Census and Statistics Department ("C&SD") to collect wage, employment and demographic information of employees from about 10 000 business undertakings in Hong Kong. The information was required to compile statistics on:

- (a) the level and distribution of wages of employees in Hong Kong, including mean, median, quartiles and deciles spread of wage rates; and
- (b) the employment characteristics (e.g. whether full-time or part-time workers, and permanent or contract staff) and demographics (e.g. sex, age, educational attainment) of employees.

According to the Administration, these statistics are essential inputs for analysis related to the implementation of the statutory minimum wage ("SMW"), which came into effect on 1 May 2011. They are also useful for studies on labour-related topics by the private sector, non-governmental organizations and the Government. Since the coming into operation of the Census and Statistics

(Annual Earnings and Hours Survey) Order<sup>1</sup> in March 2010, AEHS has been conducted as a mandatory statistical survey from 2010 onwards. In order to reflect the wage distribution of employees after the implementation of SMW, the Administration has changed the reference period of AEHS from the second quarter of a year (i.e. April to June) to May to June as from the 2011 round of the survey.

## **Deliberations of the Panel**

### Level and distribution of employees' wages

3. Members noted that analysis of the distribution of hourly wage in AEHS was based on the definition of wages<sup>2</sup> adopted in the Employment Ordinance (Cap. 57), and that AEHS covered all employees in Hong Kong under the coverage of the Minimum Wage Ordinance (Cap. 608) ("MWO"), including employees of contractors of government outsourced service contracts but excluding live-in domestic workers and government employees.

4. Some members noted with concern that employees in the low-paid industries had worked for long hours but their wage level remained on the low side. These members held the view that the Administration should draw up specific measures to address the situation. There was a strong view that review of the SMW rate should be conducted on an annual basis in order to ensure that the SMW rate could catch up with inflation.

5. The Administration pointed out that as stipulated in MWO, the SMW rate had to be reviewed at least once in every two years, without precluding more frequent rate review if warranted. This provided necessary buffer and flexibility to respond to unanticipated changes in the economy and employment market particularly when there was economic downturn, and was beneficial to both employers and employees.

6. Noting that the median monthly wage of employees in cleaning services industry in the 2016 AEHS findings was about one-half of the overall median monthly wage of all employees in Hong Kong, some members were of the view

---

<sup>1</sup> The Census and Statistics (Annual Earnings and Hours Survey) Order sought to conduct AEHS on a mandatory basis. It was published in the Gazette on 22 January 2010 and tabled in the Legislative Council on 27 January 2010.

<sup>2</sup> Under Cap. 57, "wages" means all remuneration, earnings, allowances including travelling allowances and attendance allowances, attendance bonus, commission, overtime pay, tips and service charges.

that the suppression of wage level of workers in the cleaning services industry was largely attributable to the Government's outsourcing policy of awarding contracts to the lowest bid. These members urged the Administration to give more weightings to those outsourced service contractors offering higher wages in tender evaluation.

7. According to the Administration, the disparity in the wage levels among employees in various trades and industries was attributable to the structural difference in the trades and industries concerned. As there was a greater proportion of lower-skilled employees with low educational attainment engaged in cleaning services, the wage levels of these employees were comparatively lower.

8. Some members also expressed concern about the disparity in wage level between male and female employees as shown from the AEHS findings. Concern was raised about the specific measures taken by the Administration to safeguard the wage level of female employees, in particular those who returned to the workforce after leaving the labour market for a period of time due to various family reasons.

9. The Administration advised that the disparity in wage level between male and female employees was attributable to a number of factors, including educational attainments, choice of occupations and industry sections, age as well as years' of service in the serving business undertakings. The wage level of male employees was higher than that of female employees mainly because the proportion of male employees who had completed tertiary education and were engaged in higher-paid occupations was in general higher than the corresponding proportion of female employees. Moreover, there was a greater proportion of male employees engaged in the construction sector and the wage level was comparatively higher. On the other hand, a greater proportion of female employees took up part-time jobs and their years' of service in the business undertakings were relatively shorter as some of the female employees might have left the labour market temporarily in earlier years after marriage or giving birth to children. The Administration stressed that various measures had been introduced to facilitate females in entering or re-joining the labour market, including launching a series of measures to enhance child care services as well as strengthening relevant training and employment services.

10. Some members were concerned about the earnings of vulnerable workers and requested the Administration to consider providing information on the levels and distribution of wages of employees with disabilities and employees who were ethnic minorities and new arrivals in the future AEHS Reports. The Administration pointed out that the wage data for compilation of

AEHS statistics were collected from employers who might have difficulties in providing information on the background and demographic characteristics of their employees. Nonetheless, C&SD had carried out a population by-census in June to August 2016, which provided a comprehensive database for compiling statistics on population subgroups. The detailed results, such as employment earnings of ethnic minority groups, would be released starting from mid-2017.

### Working hours

11. Some members noted with concern that many employees engaged in low-paid industries worked as long as 72 hours or above per week. To address the phenomenon of long working hours, some members were of the view that the Administration should conduct study on regulating the maximum working hours. Some other members, however, considered that such phenomenon should be addressed by legislating for standard working hours ("SWH").

12. The Administration explained that employees with weekly working hours over 72 were mostly engaged in the real estate maintenance management, security services and cleaning services as these employees usually worked for six days a week and around 12 hours a day. According to the Administration, it had been encouraging employers to adopt family-friendly employment practices, having regard to the company size, resources and culture as well as employees' needs, to help employees achieve a better balance between work and family life. The Administration added that SWH was a complex issue with widespread and far-reaching implications for the community and economy.

### Data collection and processing methodology

13. Some members expressed concern that working hours statistics in the AEHS Report covered working hours and overtime hours worked at the direction of employers only. Pointing out that overtime work not under the direction of employers was common, these members called on the Administration to improve the data collection methodology and collect information from employees so as to have comprehensive statistics on the long working hours situation in various trades and industries

14. The Administration advised that the working hours statistics published in the AEHS Report followed the definition of hours worked under MWO and thus covered contractual/agreed working hours and overtime hours worked at the direction of employers. Moreover, employers were required under AEHS to provide data on wages and working hours of their employees according to the employment records kept by their business undertakings, which were more

accurate and reliable. Therefore, overtime hours not worked under the direction of employers, for which records or data were not available from the employers, were not included. Nonetheless, some business undertakings had responded, during data collection, that their employees had been requested to undertake overtime work without compensation. It was also noted that the overtime pay rate was in general the same as the hourly wage rate while some companies made compensation at 1.5 times of the hourly wage rate or even higher. The Administration added that due consideration had been given to the survey design, sample collection, data coverage and data collection method of AEHS taking into account the objective of the survey when AEHS was launched.

15. Given that the Minimum Wage Commission ("MWC") would make reference to the findings of AEHS in the preceding year in recommending the revised SMW rate to be effective in the following year, some members expressed grave concern about the time lag between data collection/analysis for AEHS and implementation of the revised SMW rate under the biennial review cycle of the SMW rate. Concern was raised as to whether the time required for the compilation of statistics from AEHS could be compressed, so that the findings of AEHS could be released earlier, thereby advancing the review and implementation of the revised SMW rate.

16. The Administration explained that given the large scale of AEHS, with a sample size of about 10 000 business undertakings and 60 000 employees, considerable time was required to collect the statistical data. C&SD normally required eight months for completion of data collection, compilation and analysis, which was comparable with that of overseas countries such as the United Kingdom and Australia. While the AEHS findings could provide useful reference in the review of the SMW rate, MWC was aware of the time gap between data collection/analysis and implementation of the revised SMW rate. As such, MWC would look into an Array of Indicators which included a large number of other relevant data being released and updated more frequently. The Administration would provide technical support for MWC in its review of the next SMW rate as appropriate, including projections on the wage distribution with reference to the latest statistics on labour market conditions and employment earnings from C&SD's other ongoing surveys.

#### Latest development

17. The Administration will brief the Panel on the major findings of the 2017 AEHS Report at the meeting on 20 March 2018.

**Relevant papers**

18. A list of the relevant papers on the Legislative Council website is in the **Appendix**.

Council Business Division 2  
Legislative Council Secretariat  
14 March 2018

## Appendix

### Relevant papers on the Annual Earnings and Hours Survey

Committee	Date of meeting	Paper
Panel on Manpower	23.3.2010 (Item III)	<a href="#">Agenda</a> <a href="#">Minutes</a>
	17.3.2011 (Item VI)	<a href="#">Agenda</a> <a href="#">Minutes</a>
	12.4.2012 (Item V)	<a href="#">Agenda</a> <a href="#">Minutes</a>
	16.4.2013 (Item IV)	<a href="#">Agenda</a> <a href="#">Minutes</a>
	15.4.2014 (Item V)	<a href="#">Agenda</a> <a href="#">Minutes</a>
	21.4.2015 (Item IV)	<a href="#">Agenda</a> <a href="#">Minutes</a>
	19.4.2016 (Item IV)	<a href="#">Agenda</a> <a href="#">Minutes</a>
	16.5.2017 (Item IV)	<a href="#">Agenda</a> <a href="#">Minutes</a>
Subcommittee on Minimum Wage Ordinance (Amendment of Schedule 3) Notice 2017 and Employment Ordinance (Amendment of Ninth Schedule) Notice 2017	---	<a href="#">Report</a>