

## **LEGISLATIVE COUNCIL BRIEF**

### **2019-20 CIVIL SERVICE PAY ADJUSTMENT – PAY OFFERS**

#### **INTRODUCTION**

At the meeting of the Executive Council on 11 June 2019, the Council **ADVISED** and the Chief Executive (CE) **ORDERED** that the following pay adjustment offers for the 2019-20 civil service pay adjustment, to be effected retrospectively from 1 April 2019, should be made to the staff side of the four central consultative councils<sup>1</sup> -

- (a) a pay increase of **4.75%** for civil servants in the upper salary band and the directorate, subject to the pay points referred to in (i) and (ii) below the dollar values of which should be as specified –
  - (i) Master Pay Scale (MPS) 34 at \$74,515 and MPS 35 at \$75,265; and
  - (ii) General Disciplined Services (Officer) Pay Scale (GDS(O)) 20 and Police Pay Scale (PPS) 36 at \$74,390, and GDS(O) 21 and PPS 37 at \$75,135;
- (b) a pay increase of **5.26%** for civil servants in the middle salary band; and
- (c) a pay increase of **5.26%** (same as the pay offer for the middle salary band) for civil servants in the lower salary band, by invoking the “bring-up” arrangement<sup>2</sup>.

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

<sup>2</sup> The “bring-up” arrangement refers to the arrangement to align the pay adjustment for civil servants in the lower salary band with the net PTI for the middle salary band if the latter is higher than the net PTI for the lower salary band. This arrangement was introduced in 1989 upon the recommendation of the Committee of Inquiry into the 1988 Civil Service Pay Adjustment and Related Matters (1988 Committee of Inquiry) (please see paragraph 23 below for details).

2. In addition, at the same meeting, the Council **ADVISED** and the CE **ORDERED** that from the 2019-20 civil service pay adjustment onwards, the respective average payroll cost of increments (PCIs) for each salary band from 1989-90 to 2019-20, or the actual PCIs for the particular salary band for the year<sup>3</sup>, whichever is the lower, should be adopted for deriving the net PTI<sup>4</sup> for that salary band.

## **JUSTIFICATIONS**

### **Civil Service Pay Policy**

3. The Government's civil service pay policy is to offer sufficient remuneration to attract, retain and motivate staff of suitable calibre to provide the public with an effective and efficient service; and to maintain broad comparability between civil service and private sector pay. To implement this policy, civil service pay is compared with market pay through three different types of surveys under the Improved Civil Service Pay Adjustment Mechanism endorsed by the Executive Council in 2007, namely (a) the annual PTS to ascertain the year-on-year pay adjustment movements in the private sector; (b) the six-yearly Pay Level Survey (PLS) to ascertain whether civil service pay is broadly comparable with private sector pay; and (c) the Starting Salaries Survey (SSS) to compare the starting salaries of civil service civilian grades with the entry pay of jobs in the private sector requiring similar qualifications<sup>5</sup>. More details about the annual PTS and the background for the PCIs deduction arrangement are at **Annex A**.

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### **The 2019 PTS**

4. The 2019 PTS has been completed. It covers the 12-month period

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<sup>3</sup> In accordance with the established annual civil service pay adjustment mechanism (established mechanism), the PCIs, i.e. the increment payments made to civil servants who have not yet reached the maximum pay point of their respective ranks (expressed as a percentage of total salary payment) of each salary band is deducted from the gross pay trend indicator (PTI) of that salary band from the Pay Trend Survey (PTS) to derive the net PTI, which is one of the relevant factors to be considered under the annual civil service pay adjustment.

<sup>4</sup> For example, for the purpose of the 2019-20 civil service pay adjustment, the PCIs for the year refer to the actual PCIs incurred for each of the three salary bands in 2018-19.

<sup>5</sup> Previously, SSS was conducted once every three years. In December 2018, the Standing Commission on Civil Service Salaries and Conditions of Service (Standing Commission) completed a review on the PLS and SSS and recommended, among other things, that in future, SSS should be conducted "as and when necessary in response to specific circumstances". On 9 April 2019, the Acting Chief Executive-in-Council decided that the recommendations of the Standing Commission as contained in its Report No. 59, including those relating to the future conduct of SSS, should be accepted in full.

from 2 April 2018 to 1 April 2019. In the survey, the basic pay and additional pay adjustment data of 146 116 employees in 108 companies, consisting of 144 221 employees in 80 larger companies and 1 895 employees in 28 smaller companies, were collected. The findings of the 2019 PTS are set out below –

<b>Salary Band<sup>6</sup></b>	<b>Basic Pay Indicator [A]</b>	<b>Additional Pay Indicator [B]</b>	<b>Gross PTI<sup>7</sup> [A] + [B]</b>
<b>Upper</b>	4.57%	1.22%	<b>5.79%</b>
<b>Middle</b>	5.49%	0.80%	<b>6.29%</b>
<b>Lower</b>	4.93%	0.39%	<b>5.32%</b>

5. The PTS Committee met and considered the 2019 PTS findings on 23 May 2019. The findings were validated by all members attending the meeting<sup>8</sup>. The PTS Committee submitted its report on the 2019 PTS to the Government on the same date.

**The Established Mechanism**

6. In accordance with the established mechanism, after completion of the annual PTS, the Executive Council’s advice is sought on the pay offers to be made to the staff side of the four central consultative councils on the basis of a number of relevant factors, including –

- the net PTIs
- the state of Hong Kong’s economy
- changes in the cost of living
- the Government’s fiscal position

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<sup>6</sup> The pay ranges of the three salary bands for the 2019 PTS are –  
 (a) Upper: Above MPS 33 to GDS(O) 39 or equivalent, viz. \$70,091 to \$140,560;  
 (b) Middle: From MPS 10 to 33 or equivalent, viz. \$22,865 to \$70,090; and  
 (c) Lower: Below MPS 10 or equivalent, viz. below \$22,865.

<sup>7</sup> The gross PTI is the sum of the basic pay indicator and the additional pay indicator. Basic pay indicators cover salary adjustments awarded to employees on account of: (a) cost of living; (b) general prosperity and company performance; (c) general changes in market rates; and (d) in-scale increment and merit. Additional pay indicators cover adjustments to pay in addition to basic salary, such as “the 13<sup>th</sup> month salary”, year-end bonuses, commissions and other non-guaranteed/discretionary/one-off bonuses, etc. Both indicators do not cover changes in fringe benefits and allowances (e.g. housing allowance, stock options and education allowance, etc.).

<sup>8</sup> The two members representing the staff side of the DSCC did not participate in the work of the 2019 PTS, neither did they attend the meeting on 23 May 2019. Thus, they did not validate the survey findings.

- the pay claims of the staff side
- civil service morale

If the pay offers are different from the staff side's pay claims, the staff side will be consulted again before the Executive Council's decision on the civil service pay adjustment is sought.

### **The Net PTIs**

7. According to the prevailing methodology, the **net** PTIs, which are calculated by deducting from the gross PTIs the actual PCIs for the respective salary bands in 2018-19, are as follows –

<b>Salary Bands</b>	<b>Gross PTIs</b> [C]	<b>PCIs in 2018-19</b> [D]	<b>Net PTIs</b> [C] – [D]
<b>Upper</b>	5.79%	1.21%	<b>4.58%</b>
<b>Middle</b>	6.29%	1.21%	<b>5.08%</b>
<b>Lower</b>	5.32%	2.19%	<b>3.13%</b>

8. The staff side have all along been concerned about the erosion of the net PTIs by the rising PCIs. They noticed that the weight of PCIs as a percentage of gross PTIs has risen from less than 10% in 1989-90<sup>9</sup> when the PCIs deduction arrangement was first introduced to as high as 41% for the lower salary band this year. The staff side of the MOD 1 Council are especially concerned about the record high PCI of 2.19% for the lower salary band which they believe will continue to rise in the near future and further erode the net PTI. The staff side expect the Administration to take effective measures this year to mitigate the negative impact of the rising PCIs on future annual civil service pay adjustments and civil service morale.

### **The State of Hong Kong's Economy**

9. Following another year of above-trend growth of 3.0% in 2018, the Hong Kong economy expanded modestly by 0.6% in the first quarter of 2019 over a year earlier, weighed down by the weaker performance of the global economy, US-China trade tensions and various external headwinds. Also relevant was the high base of comparison in the first quarter of last year. For 2019 as a whole, the Hong Kong economy is projected to grow by 2% to 3%. The labour market remained tight in the past year or so, with the seasonally

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<sup>9</sup> In the 1989-90 civil service pay adjustment exercise, the gross PTIs for the three salary bands ranged from 14.6% to 16.07% whereas the PCIs ranged from 1.17% to 1.38%. The PCIs as a percentage of the gross PTIs were about 8% to 9%.

adjusted unemployment rate staying low at 2.8% in February - April 2019. The nominal wage index, which covers regular payment to employees up to the supervisory level, increased by 4.0% for 2018 as a whole.

**Changes in the Cost of Living**

10. For the 12-month period ending March 2019, the headline Composite Consumer Price Index (CPI), which reflects the impact of the changes in consumer prices on approximately 90% of households (as compared with CPI(A), CPI(B) and CPI(C) which relate only to approximately 50%, 30% and 10% of households respectively), increased by 2.3% as compared to the previous 12-month period ending March 2018. The increases in headline and underlying<sup>10</sup> Composite CPI, CPI(A), CPI(B) and CPI(C) for the 12-month period ending March 2019<sup>11</sup> over the previous 12-month period ending March 2018 are as follows –

	<b>Composite CPI</b>	<b>CPI(A)</b>	<b>CPI(B)</b>	<b>CPI(C)</b>
Headline	2.3%	2.7%	2.2%	2.1%
Underlying	2.7%	3.1%	2.6%	2.4%

11. The annual increases in headline and underlying Composite CPIs are both forecast at 2.5% for 2019 as a whole.

**The Government’s Fiscal Position**

12. The consolidated surplus for 2018-19 was \$68 billion, more favourable than the original and revised estimates. As at 31 March 2019, the fiscal reserves stood at \$1,170.9 billion.

**The Pay Claims of the Staff Side**

13. The Secretary for the Civil Service (SCS) personally met the staff side of the four central consultative councils and the four major service-wide staff unions<sup>12</sup> on 24 May 2019 to listen to their pay claims and justifications.

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<sup>10</sup> The headline CPI figures include the effect of the Government’s relevant one-off relief measures while the underlying CPI figures exclude the effect of these measures.

<sup>11</sup> Source: Monthly Report on the Consumer Price Index (March 2019) published by the Census and Statistics Department on 23 April 2019. These figures were compiled based on the 2014/15-based index series.

<sup>12</sup> The four major service-wide staff unions are the Government Employees Association, the Hong Kong Civil Servants General Union, the Hong Kong Federation of Civil Service Unions and the Government Disciplined Services General Union.

14. The pay claims of the staff side of the four central consultative councils (at **Annex B**) are summarised in the table below –

<b>Staff Side</b>	<b>Upper Salary Band</b>	<b>Middle Salary Band</b>	<b>Lower Salary Band</b>
(I) SCSC <sup>13</sup>			
(a) Hong Kong Chinese Civil Servants' Association	5.04%	5.48%	5.48%
(b) Hong Kong Senior Government Officers Association	Not less than 5%	N.A.	N.A.
(II) PFC	Not less than 6.5%		
(III) DSCC	Not less than 7%		
(IV) MOD 1 Council	N.A.	N.A.	Not less than 6%

15. The major common demands that the staff side put forward at the meetings on 24 May 2019 and in their submissions are –

- (a) the staff side request a reasonable and equitable pay rise this year to maintain their living standard and recognise their hard work with an ever-increasing workload and higher public expectations;
- (b) all staff side representatives of both the civilian grades and disciplined services continue to criticise the PCIs deduction arrangement, as the rising PCIs will erode the net PTIs further in the years to come and affect civil service morale. They demand that measures be taken to mitigate the negative impact of the PCIs deduction arrangement, such as setting a cap on the PCIs. Some staff side representatives also express that their wish is for the PCIs deduction arrangement to be abolished eventually;
- (c) the staff side demand that the Government, as a caring employer, should continue to follow the past practice recommended by the 1988 Committee of Inquiry and invoke the “bring-up” arrangement whenever the net PTI for the lower salary band is lower than that for the middle salary band. The staff side of a consultative council request that, to maintain the morale of civil servants in the lower salary band, the “bring-up” arrangement be made a policy rather

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<sup>13</sup> The Association of Expatriate Civil Servants of Hong Kong, one of the three constituent associations of SCSC, has not provided any pay claim.

than a one-off arrangement subject to the decision of the Executive Council every year; and

- (d) the staff side request the Administration to work out a long-term solution to fix the problem of the “unreasonably small” pay lead among the pay points of GDS(O) 19, 20 and 21 (and equivalent pay points on other pay scales) which they consider is seriously affecting staff morale.

### **Civil Service Morale**

16. The staff side consider a reasonable pay rise vital to maintaining civil service morale, retaining experienced talents and ensuring the delivery of quality services to the general public. However, the continual practice of PCIs deduction and the rising PCIs have not just eroded the net PTIs, but also damaged civil service morale. The staff side have all along held the view that PCIs have no direct relevance to exceptional merit pay in the private sector which the PCIs are to offset. They consider the PCIs deduction arrangement particularly unfair to civil servants who are already on their maximum pay points and are no longer receiving increments.

### **Pay Offers for 2019-20**

17. Having considered the relevant factors, the CE-in-Council considered that there were justifications for the Administration to tackle the issue related to the PCIs deduction arrangement in the context of the 2019-20 civil service pay adjustment exercise. In particular, with the sharper increase in the number of civil service posts in recent years<sup>14</sup> and the civil service retirement wave moving towards its peak from 2018-19 to 2022-23<sup>15</sup>, there will be a continued consequential rise in the proportion of civil servants with increments and thereby the PCIs.

18. The above said, we do not consider it justified to cease the PCIs deduction arrangement at this moment. The arrangement seeks to offset exceptional merit pay (that cannot be distinguished from the general merit pay) and in-scale increment in the private sector. According to the 2019 PTS, 74% of the private sector companies participating in the survey still took merit pay as one of the considerations when deciding pay adjustment for their employees,

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<sup>14</sup> The annual civil service establishment increase has been at the upper end of the average of 1-2% in recent years and reached its record high of 3.7% in 2018-19 since 1997.

<sup>15</sup> It is projected that, during the five-year period between 2018-19 and 2022-23, on average around 6 400 civil servants will reach their normal retirement age each year, compared with about 2 300 civil servants retiring each year in the early 2000s.

which is comparable to the figure in 1989-90 when the PCIs deduction arrangement was introduced.

19. The CE-in-Council decided, from this year onwards, to adopt the average PCIs for each salary band from 1989-90, i.e. the year when the PCIs deduction arrangement was first introduced, to 2019-20, or the actual PCIs for the particular salary band for the year, whichever is the lower, for deriving the net PTI for that salary band. This approach has refined the methodology for determining the PCIs to be deducted, thus preventing the net PTIs from being further eroded. At the same time, the principle of “offsetting” behind the PCIs deduction arrangement as recommended by the 1988 Committee of Inquiry can be preserved. The advantage of adopting the average PCIs from 1989-90 to 2019-20 is that the figures cover what have happened during the period of the past 30 years or so - when the Hong Kong economy was experiencing ups and downs, and when the Government was expanding or downscaling the civil service establishment.

20. According to the calculations under this decision, the average PCIs from 1989-90 to 2019-20 for the upper, middle and lower salary bands are 1.04%, 1.03% and 1.16% respectively. As they are all lower than the actual PCIs for the respective salary bands (i.e. 1.21%, 1.21% and 2.19%), the average PCIs will be adopted for deriving the “revised” net PTIs for 2019-20, which will be 4.75%, 5.26% and 4.16% for the upper, middle and lower salary bands respectively.

21. Taking into consideration all the relevant factors under the established mechanism as set out and analysed in paragraphs 4 to 20 above (including the “revised” net PTIs for the respective salary bands), the CE-in-Council decided to make the following pay offers to the staff side for 2019-20 –

<b>Salary Bands</b>	<b>No. of Civil Servants<sup>16</sup></b>	<b>“Revised” Net PTIs</b>	<b>Pay Offers</b>
<b>Directorate</b>	1 390	N.A.	<b>4.75%</b>
<b>Upper</b>	19 191	4.75%	<b>4.75%</b>
<b>Middle</b>	119 985	5.26%	<b>5.26%</b>
<b>Lower</b>	34 258	4.16%	<b>5.26%</b>

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<sup>16</sup> The figures reflected the position as at 31 March 2019 and included some 19 900 civil servants seconded to or working in trading funds, subvented and other public bodies.



22. In gist, the pay offers include the invoking of the “bring-up” arrangement for civil servants in the lower salary band. As for directorate civil servants who are not covered by the annual PTS, the pay offer for them is the same as that for the upper salary band in accordance with the practice adopted since 1989-90. For Independent Commission Against Corruption (ICAC) staff, although they are not civil servants, it is the Government’s policy to also extend the annual civil service pay adjustment to them.

23. The “bring-up” arrangement for civil servants in the lower salary band has been implemented since 1989 upon the recommendation of the 1988 Committee of Inquiry on the grounds, inter alia, that the Government should be among the better paying employers in relation to the lowest paid in the civil service. Since 1989, the Government has, save for a few exceptions, invoked upon consideration of the circumstances of the year, the “bring-up” arrangement whenever the net PTI for the lower salary band is below that for the middle salary band. Similarly, the CE-in-Council decided to invoke the arrangement concerned, having regard to the circumstances of the current year.

24. As stated in paragraph 1(a)(i) and (ii) above, the CE-in-Council has decided to specify the dollar values of MPS 34 and 35, GDS(O) 20/PPS 36 and GDS(O) 21/PPS 37. The arrangement is mainly due to a higher rate of pay adjustment for the middle salary band than that for the upper salary band, and the pay lead between the lowest pay point of the upper salary band and the highest pay point of the middle salary band has narrowed as a result. The CE-in-Council has therefore decided that a minimum 1% pay lead be maintained between the relevant pay points and their adjacent pay points<sup>17</sup>. We will continue to apply this mechanism for adjusting the relevant pay lead in future, when necessary.

### **Effective Date for the Pay Adjustment**

25. In line with the established practice, the CE-in-Council decided that the pay adjustment should take effect retrospectively from 1 April 2019.

### **OTHER RELATED ISSUES**

26. Civil service pay adjustment is not applicable to judges or judicial officers, politically appointed officials, non-civil service contract staff or subvented sector staff (except for teaching and related staff in the aided school

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<sup>17</sup> As it is the Government’s policy to extend the annual civil service pay adjustment to ICAC staff, the pay lead will also be applied between the equivalent pay points on ICAC Pay Scale (between points 28 and 27).

sector who are paid according to the civil service pay scales). The relevant policy background is set out in **Annex C**.

## IMPLICATIONS

27. The pay offers are in conformity with the Basic Law, including the provisions concerning human rights. They have no competition, environmental, productivity or sustainability implications. There is no gender issue but there are positive family implications.

28. The annual financial implications for the civil service, ICAC staff and the subvented sector arising from the pay adjustment according to the pay offers (if implemented) are estimated as follows –

	<b>\$ million</b>
(a) Civil service	5,562 <sup>18</sup>
(b) ICAC staff	51
(c) Subvented organisations	6,767 <sup>19</sup>
(d) Auxiliaries	13
<b>Total</b>	<b>12,393<sup>20</sup></b>

29. The civil service accounts for about 4% of the total workforce and civil service emoluments account for about 7% of the overall employment remuneration in the economy. The civil service and employees in subvented organisations together account for around 16% of the overall employment remuneration in the economy. As the pay offers are still broadly in line with the pay adjustments in the private sector over the past year, the impact on

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<sup>18</sup> The figure includes an additional cost of about \$492 million arising from pay adjustment for around 19 900 civil servants seconded to or working in trading funds, subvented and other public bodies, and an estimated increase of \$751 million in pension payments for those retiring in 2019-20. It also includes the estimated additional cost of around \$22 million arising from the pay lead rectification.

<sup>19</sup> This figure has excluded the financial implications arising from pay adjustment for civil servants seconded to or working in subvented bodies, which have been incorporated under item (a) above.

<sup>20</sup> The figure includes the estimated additional cost of around \$45 million (\$22 million for civil servants and the remaining \$23 million for ICAC staff, subvented organisations and the auxiliaries) arising from the pay lead rectification.

the overall labour market should be small. The impact on inflation of the pay adjustment should also be negligible.

### **PUBLICITY**

30. After deliberation of the CE-in-Council, SCS made the pay offers to the staff side of the four central consultative councils earlier today (11 June 2019). A press release will be issued and a spokesperson will be available to answer media enquiries.

### **ENQUIRIES**

31. Enquiries on this brief should be addressed to Mr Benjamin MOK, Principal Assistant Secretary for the Civil Service (Tel: 2810 3112).

**11 June 2019**  
**Civil Service Bureau**

**Details of the Annual Pay Trend Survey (PTS) and the Payroll Cost of Increments (PCIs) Deduction Arrangement**

First conducted in 1974, the annual PTS aims to ascertain the year-on-year pay adjustment movements in the private sector. The results of the PTS, viz. the **gross** pay trend indicators (PTIs) for the three salary bands, from which the PCIs are deducted, provide the **net** PTIs which are one of the factors to be considered in the established mechanism. The PCIs deduction arrangement has been implemented since 1989 on the recommendation of the Committee of Inquiry into the 1988 Civil Service Pay Adjustment and Related Matters (1988 Committee of Inquiry) together with the inclusion of private sector merit pay and in-scale increment in the computation of gross PTIs. The 1988 Committee of Inquiry considered that, if in-scale increment and merit pay (including exceptional merit pay which should be excluded but cannot be distinguished therefrom) in the private sector were to be included in the PTS, the PCIs should be deducted for fairness.

2. Since 1983, the annual PTS has been commissioned and its conduct has been overseen by the PTS Committee which is a tripartite committee comprising representatives of the staff side of the four central consultative councils, the two independent advisory bodies on civil service salaries and conditions of service<sup>1</sup> as well as government officials. Every year before the conduct of the PTS, the PTS Committee reviews and agrees on the survey methodology and the survey field. It then renders its advice on the PTS methodology to the Standing Commission for endorsement. The Standing Commission, after considering the advice of the PTS Committee, submits its recommendation on the PTS methodology to the Government for consideration. Upon receiving the Standing Commission's endorsement and the Government's support, the PTS Committee will commission the Pay Survey and Research Unit of the Joint Secretariat for the Advisory Bodies on Civil Service and Judicial Salaries and Conditions of Service to conduct the annual PTS.

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<sup>1</sup> The two independent advisory bodies are the Standing Commission on Civil Service Salaries and Conditions of Service (Standing Commission) and the Standing Committee on Disciplined Services Salaries and Conditions of Service.



## 香港政府華員會

HONG KONG CHINESE CIVIL SERVANTS' ASSOCIATION

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香港特別行政區政府  
公務員事務局局長  
羅智光先生

尊敬的羅局長：

### 2019-20 年度公務員薪酬調整 華員會建議薪酬上調：高層 5.04%；中及低層 5.48%

經全面考慮多項因素，作為高級公務員評議會、第一標準薪級公務員評議會職方成員之一的香港政府華員會(本會)，現向政府建議：2019-20 年度公務員薪酬上調，高層 5.04%；中及低層 5.48%。

本會考慮的眾多因素，包括：

- (1) 高、中、低層扣減的“遞增薪額”(PCI)及其所佔薪酬趨勢總指標(GPTI)的百份比，不合理偏高，建議採用“平均比例基準法”予以調整，以維持“扣減機制”的合理性

根據 1988 年公務員薪酬調查委員會(Committee of Inquiry on Civil Service Pay)最後報告第 6.17 段指：“正如我們曾經指出，私人機構的勞績獎賞及遞增薪額，與公務員遞增薪額，並不可以作數量上比較”。自 1989 年開始，高、中、低層扣減的“遞增薪額”，用作與私營機構的“遞增薪額”及“特殊勞績獎賞”(私營公司給予個別僱員有超卓表現的額外加薪)作對沖扣減，只是一個權宜之計。經過 30 年的變化，近年這“扣減機制”出現下述兩個嚴重問題/缺陷：

- (a) 高、中、低層扣減的“遞增薪額”受著公務員退休高峯潮及公務員編制增加的影響而令“遞增薪額”處於偏高的水平，特別低層薪金級別更為嚴重，而致拉低了薪酬趨勢淨指標(NPTI)；
- (b) 除了上述公務員“遞增薪額”受到一些非薪酬因素的影響外，“扣減機制”亦存在一個根本的問題：公務員的“遞增薪額”作為與私營機構的“遞增薪額”及“特殊勞績獎賞”對沖的扣減工具，應佔 GPTI 多少？由 1989 至 2019 年間(剔除凍/減薪的 8 年)，公務員的“遞增薪額”佔 GPTI 的百份比平均為 12-15%，但近年已上升至 19-51%偏高的百份比，將來亦有機會再繼續升高。

事實上，近年參與薪酬趨勢調查的私營公司只有極少設“遞增薪額”予僱員，而今年(2019)已完全沒有了；剩下的“特殊勞績獎賞”究竟佔私營公司加薪幅度(GPTI)多少？這是一個完全未知之數。在沒有數據可參考的情

況下，公務員“遞增薪額”佔 GPTI 的比例不斷升高，已偏離了“扣減機制”的原意及邏輯。事實上，這偏高現象，明顯拉低了每年的薪酬趨勢淨指標 (NPTI)。

以上(a)及(b)的情況，顯示這“扣減機制”在過去 30 年有所變化，存在一些問題及漏洞。本會認為，當局應致力維持“扣減機制”的合理性及公信力，在考慮公務員薪調幅度時，有必要減少以上(a)及(b)的影響。為解決“扣減機制”出現的問題/缺陷，本會建議採用以下“平均比例基準法”，完善“扣減機制”的缺陷，免除不斷爭議，可收長治久安之效。

按“平均比例基準法”提出 2019-20 的薪調訴求：

以 1989-2019 (剔除凍/減薪的 8 年) 的“遞增薪額”佔 GPTI 的百份比平均數作基準。當年公務員的“遞增薪額”佔 GPTI 的百份比，若高於 1989-2019 的平均比例基準，則按此基準 (即高、中、低層的“遞增薪額”佔 GPTI 為 12.94%；12.86%；15.57%)，調整公務員的“遞增薪額”，以作扣減。如此，“遞增薪額”會按當年的 GPTI 及平均比例基準浮動，當 GPTI 高時，“遞增薪額”會相應提高去對沖私營公司的“特殊勞績獎賞”；這符合私營公司薪調較高時，其派發的“特殊勞績獎賞”會相應高些，反之亦然。按此，“遞增薪額”亦可避免受到一些非薪酬因素的影響。有關 2019-20 年度公務員薪酬調整建議的計算，見下表：

公務員薪金級別	2019 GPTI	扣減 2019 年的 PCI	2019 年的 NPTI	1989-2019 年 PCI 的平均數	(a) 1989-2019 年“PCI 佔 GPTI”的平均比例基準 [平均 PCI/平均 GPTI x%]	(b) 按“PCI 佔 GPTI”的平均比例基準計算的 PCI [GPTI x(a)]	(c) 修訂的 2019 年 NPTI [GPTI-(b)]	按(c)及“低跟中”提出 2019-20 薪調訴求
	%	%	%	%	%	%	%	%
高	5.79	1.21	4.58	1.04	12.94 (1.04/8.04)	0.75	5.04	5.04
中	6.29	1.21	5.08	1.03	12.86 (1.03/8.01)	0.81	5.48	5.48
低	5.32	2.19	3.13	1.16	15.57 (1.16/7.45)	0.83	4.49	5.48 (低跟中)

## (2) “低跟中”乃機制內一貫做法

現行機制自 1974 年確立起，即規定參與調查的公司必須為穩健良好的僱主，須有一定的規模，並在員工薪酬方面，有一套合理和有系統的架構。其目的在體現政府須為良好僱主的政策。

正是基於此，當時的港英政府接受了 1988 年仲裁委員會的建議，由 1989 年起，若薪酬趨勢調查結果顯示，低層薪金級別的薪酬趨勢淨指標(NPTI)低於



中層，則會調高至與中層同一水平(即所謂“低跟中”)，除非另有強而有力的理由。這做法也一定程度上起到了避免高、中、低層公務員的薪酬差距過於擴大的作用，具社會公義性。這已成為公務員薪酬調整機制的不可或缺的部分，希望當局不要背離這行之多年的機制。

### (3) 政府財政狀況

本會注意到上一財政年度，政府繼續有豐厚的財政盈餘。在政府良好的財政狀況下，對公務員薪酬：高層上調 5.04%；中、低層上調 5.48%，完全有能力負擔。

### (4) 提升公務員士氣、穩定公務員隊伍至關重要

特區政府現時面對的是越趨泛政治化的局面，情況之複雜、嚴峻及牽連之大，不容低估；政府又尚須面對如何能把握新機遇創造新局面，擺脫香港經濟被邊緣化的危機。因而，特區政府擁有一支穩定、高效、具創新能力，又不可或缺士氣高昂的公務員隊伍，以推行本屆政府的施政新理念、執行施政新措施，在複雜多變的政治環境中落實政府政策，至關重要。

此外，有相當數目的文職職系的入職薪酬及薪酬水平，實際上長期未能與私營機構作比較，也從來未有進行職系架構檢討，而致有部份職系明顯比私營市場低。加公務員工作量、工作壓力有增無減、晉升機會普遍不多、單一職系則完全沒有晉升前途、語言暴力惡化得不到有效遏止，等等。故此，能讓公務員有合理的薪酬調整，對公務員的士氣及凝聚力肯定能收立竿見影之效。

### (5) 薪酬趨勢指標實為上一年度的調查結果

公務員薪酬調整的其中一個重要考慮因素：薪酬趨勢指標，是滯後的調查結果，公務員的薪酬調整實際上是落後於私營機構、實質上只是在“追趕”私營機構上一年度的薪酬調整。

本會期望政府能慎重考慮本會按機制提出上述調整“遞增薪額”的建議方案及其他因素，作出 2019-20 公務員薪酬調整。這將能充分體現政府已全面考慮上述多項因素，及確有正面舉措解決“扣減機制”存在的問題/缺陷，有利於提升公務員的士氣及執行力、有利於本屆政府在面對種種挑戰下順利施政。

誠望政府認真考慮接納！

會長



謹啟

(利葵燕)

2019年5月26日



香港高級公務員協會

Hong Kong Senior Government Officers Association

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Tel : 2522 4267 Fax : 2523 3319 E-mail: hksgoa@biznetvigator.com Website: www.hksgoa.org

24 May 2019

Mr. LAW Chi-kong, Joshua, GBS, JP  
Secretary for the Civil Service  
9/F, West Wing  
Central Government Offices  
2 Tim Mei Avenue  
Tamar, Hong Kong

Dear Mr LAW,

### 2019-20 Civil Service Pay Adjustment

On behalf of the Hong Kong Senior Government Officers Association (HKSGOA) of the Senior Civil Service Council Staff Side, we wish to inform you of our pay claim. **We would like to reiterate that the net Pay Trend Indicators (PTIs) should not be mechanically adopted as the Government should take into account all the relevant factors in the mechanism.** Having regard to the PTIs, the state of local economy, the government's healthy fiscal position, the changes in the cost of living as well as the need to sustain the stability and morale of the Civil Service, **it is our view that the civil service pay adjustment for the upper salary band for 2019-20 should be no less than 5%.** We have no comment about the middle and the lower salary bands.

In addition, we would like to bring to your attention to some pertinent factors for your consideration:

(1) **The existing annual pay adjustment mechanism needs to be thoroughly reviewed.** Whilst we have validated the findings of the Pay Trend Survey (PTS) this year, there remains a long overdue of reviewing the existing inadequacies in the mechanism of the annual pay adjustment for civil servants. We have concerns that the PTS findings cannot fully reflect the actual take-home pay and the findings of the PTS are always on the low side. The implications to the upper salary band are most significant. The existing mechanism has not been reviewed since 1988 whilst the private market has indeed changed and evolved over the last some 30 years. For instances, some companies might replace basic salary and/or additional payment by allowance, profit related award scheme or other forms of rewards in the remuneration



package, which would have a considerable impact on the survey findings. We believe that we should be forward-looking in order to rectify the intrinsic shortcomings of the present mechanism so as to keep boosting the morale of the civil servants.

**(2) Inflation of Payroll Cost of Increments (PCIs) by the growth of the civil service establishment and the retirement boom.** The magnitude of PCI has been continuously growing as the number of intake of new recruit increases in recent years, partly due to the retirement boom and partly due to the continuous augmentation of the civil service. As a result, the 2018/19 PCIs for all three salary bands are the highest over the past some fifteen years, in particular the PCI of the Lower Salary Band, which is 2.19%, a record high figure. Such an abnormal phenomenon reveals the inadequacies of the existing mechanism, as the inflation of PCIs is in fact not linked and no relation to the pay policy in private sector. In light of the above, we have urged the government to look into the existing mechanism for many years. This is to ensure that the annual pay adjustment is regarded as fair by the civil servants.

**(3) The Deduction of PCI should be capped before a new mechanism has been worked out.** We are disappointed as, despite our repeated requests, the government has not made any adjustment to the existing PCI deduction calculation. With the increasing number of new recruits in civil service, we can foresee that the PCIs will continue to inflate and is highly likely to surge to another record high next year. We consider that the practice of mechanically deducting the PCIs from the Gross PTIs to get the net PTIs should be ceased immediately as it erodes the magnitude of the annual civil service pay adjustment. Nevertheless, before a new mechanism has been worked out, as an interim stop-gap measure, we propose that the deduction of PCIs from the Gross PTIs should be capped at an appropriate level acceptable to the civil servants. As this issue has been dragged on for many years, we urge the government to take active actions to remedy these deficiencies within this year.

**(4) The effect of deduction of the PCIs on the pay adjustment to the serving civil servants that have reached their maximum pay points.** The salaries of many civil servants represented by HKSGOA have reached the maximum points of their respective pay scale for many years and, without further promotion, will not receive any additional increments. The practice of deduction of PCI from the gross PTI to get the net PTI has eroded their annual pay adjustment. As a result, over the past some ten years, the pay levels of senior civil servants in the upper salary band have proved to be lower than those working with equivalent responsibilities in private sectors and the pay gaps have even widened during the years, which were found out by the Pay Level Survey:

- (a) In the 2006 Pay Level Survey, there was a shortfall of around 1 - 5 % for the Upper Band (5% for Job Level 5 and 1% for Job Level 4); and
- (b) In the 2013 Pay Level Survey, there was a shortfall of around 2 - 8 % for the Upper Band (8% for Job Level 5 and 2% for Job Level 4)

We consider that an officer who had been in a particular rank at maximum point for several years generally would do the job better than an officer who had just reached the point due to the experience and knowledge accumulated. In such case, we believe some additional pay adjustment for those civil servants that have reached the maximum point for some years would be reasonable in order to uphold the staff morale. We suggest the government to consider awarding increments to officers reaching MP44 and MP49 (the maximum pay point of the professional and senior professional grade respectively), say at every two years, to offset the pay erosion due to the deduction of PCI from the Gross PTI.

(5) **Anomalous situation of MPS 34 and 35 should be rectified.** In recent years, the pay adjustment of upper salary band is lagging behind that of the middle band. An anomalous situation has arisen that the dollar value of the lowest pay point of the upper salary band could be lower than the dollar value of the highest pay point of the middle salary band. Even a pay lead was decided by CE-in-Council last year, the pay between pay points MPS 33, 34 and 35 are still unreasonably small (only \$500 between MPS 33 and 34; and \$930 between MPS 34 and 35). We would suggest the government to bring up the concerned pay points to say at least 2% more than the lower pay point, so as to provide greater incentive to the concerned civil servants.

Yours sincerely,



(Wong Hung-lok, Steven)  
Chairman

Hong Kong Senior Government Officers Association

English version only  
只附英文版

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: CP PER SS C/4-85/1

來件編號 YOUR REF: CSBCR/PG/4-085-001/80

24 May 2019

The Hon. LAW Chi-kong, Joshua, GBS, JP  
Secretary for the Civil Service,  
9/F., West Wing, Central Government Offices,  
2 Tim Mei Avenue, Tamar,  
Hong Kong

Dear Mr. LAW,

### Pay Claim 2019-20 Civil Service Pay Adjustment

In response to your letter under reference CSBCR/PG/4-085-001/82 and dated 10 May 2019, please find below the Pay Claim of the Police Force Council Staff Side (PFC SS).

**The PFC SS consider the net pay adjustment this year for the Police Force should be an increase of not less than 6.5% across-the-board.** This figure is based on the findings of our own independent pay trend survey conducted utilizing open and closed sources, and also considerations on the other factors including civil service morale. As the Police Pay Scale is an integral and complete system, any adjustment to the Police Pay Scale should be made across-the-board.

The PFC SS continue to call for the cessation of the practice of deducting the Payroll Costs of Increments (PCIs) from the figures of the civil service pay adjustment. The PCIs deduction practice is not a mechanism that is fair to all, as increments are only granted upon the assessment of an officer's persistent satisfactory performance, and are not eligible to officers on maximum increment. Since its introduction nearly thirty years ago, the market practices, the conditions and the circumstances regarding labour in both public and private sectors have gone through many changes. What's more, the proportion of officers that have reached maximum increment and the ratio of PCIs deduction to pay rise have been increased significantly. Before the PCIs

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

have completely eroded away the pay increase our officers rightly deserve, the Government should timely replace this outdated practice with a new mechanism that is just and fair to all. If complete cessation of this practice is not immediately available, interim measures should be introduced to mitigate its negative effects.

With an ever-increasing workload and higher public expectations, police officers continue to deliver essential and highly professional frontline services to the community. Fair and reasonable pay for police officers is vital in maintaining high morale and ability to provide high quality services. The expensive cost of living in Hong Kong, particularly the ever increasing price of property and rent, continue to be a heavy burden. Last year, the Hong Kong Government maintained a very healthy fiscal position: Fiscal surplus / reserves of the Government are \$68 billion / \$1,171 billion respectively for the year ended 31 March 2019. We consider our officers deserve an equitable pay rise, and we look forward to receiving a just and reasonable pay offer from the Government.

Yours sincerely,



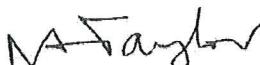
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Ronny CHAN  
Chairman  
SPA



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Wilkie NG  
Chairman  
HKPIA



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Neil TAYLOR  
Chairman  
OIA



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Ray LAM  
Chairman  
JPOA

c.c. Commissioner of Police



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

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本函檔號：(24) in SS/DSCC/P-3 (Pt. XXV)  
來函檔號：CSBCR/PG/4-085-001/82

香港  
添美道 2 號  
政府總部西翼 9 樓  
公務員事務局局長  
羅智光先生, GBS, JP

羅局長：

二零一九年至二零年度公務員薪酬調整

謝謝你於 5 月 10 日的來函。

根據政府統計處的報告，2018 年全年與 2017 年比較，本地生產總值實質上升 3%；用作概括量度整體通貨膨脹的本地生產總值內含平減物價指數，在 2019 年第 1 季較上年同期上升 3.4%，與 2018 年第 4 季的升幅相同。政府於上月底公佈的資料顯示，截至三月止的十二個月，甲類消費物指數的相應升幅在剔除所有政府一次性紓困措施的影響後為 2.7%。其後，政府在四月底亦確實財政儲備在 2019 年 3 月 31 日為 11,709 億港元。

近年，香港人口持續急速增長。在假期時進出境人次更屢創新高。這一切令提供服務的公務員，尤其是作為執法機關的紀律部隊人員，帶來越來越大的工作壓力。倘若在年度薪酬安排上沒有一個合理的增幅，讓同事能維持基本的穩定生活，勢必破壞有關人員的士氣。

政府飛行服務隊機師工會  
Government Flying Service  
Pilots' Union

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

政府飛行服務隊飛機工程師會  
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

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

香港消防處救護員會  
Hong Kong Fire  
Services Department  
Ambulancemen's Union

香港消防處救護主任協會  
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

另外，政府多年來在公務員年度的增薪百份比中扣減遞增薪額開支，殊不合理，尤其是對已達頂薪點的公務員更甚。

紀律部隊評議會(職方)認為將遞增薪額開支設置上限在現階段來說是一個可取和正面的方案。紀評(職方)希望與公務員事務局進一步商討一個客觀基礎，令在可見的將來有一個突破，並繼續檢討年度加薪的安排，最終達至免除扣減遞增薪額開支的目標。紀評(職方)提示政府在決定年度公務員薪酬調整時，須全面考慮機制內的每一項因素。我們更希望今年高、中、低級公務員劃一加薪。

環顧上述情況，紀評(職方)要求2019年2020年度公務員薪酬增幅不少於7%。

紀律部隊評議會(職方)主席

黎偉生



2019年5月22日

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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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政府總部東翼9樓326室  
電話：2810 2209  
傳真：2537 8630

本函檔號：SSMOD/SAL/PAY/5/7/1 Pt.28  
來函檔號：CSBCR/PG/4-085-001/82

香港添馬添美道2號  
政府總部西翼9樓  
公務員事務局局長  
羅智光先生, GBS, JP

羅局長：

**二零一九至二零年度公務員薪酬調整**

局方在2019年5月10日的來信收悉。我們的意見如下：

根據實行了多年的慣例，當低層薪金級別的薪酬趨勢淨指標較中層薪金級別為低時，政府會引用「調高」安排，把前者的薪酬調整幅度調高至與後者相同。我們重申，「調高」安排是公務員薪酬調整機制內不可或缺的一部分，作為善待僱員的僱主，我們要求政府將這慣例納入現行機制內，以維持低層薪金級別公務員的士氣。

政府統計處公布的資料顯示，在各類消費物價指數組成項目中，食品(不包括外出用膳)的價格在2019年3月份錄得按年升幅為4.7%。這項目是基層市民每天的必需支出，而且佔他們每月總收入很高的比例。第一標準薪級人員屬基層員工，收入微薄，因此我們希望本年度的薪酬調整能保持他們的購買力，並改善他們的生活水平。

隨著近年社會環境急劇轉變，政府要處理的問題日益複雜，市民對政府的要求亦不斷提高，使公務員在工作上面對更多壓力和新挑戰。因此，我們要求政府讓公務員得到合理的薪酬調整，以提升他們的士氣，挽留有經驗的人才，讓政府能繼續有效施政，為市民提供更優質的公共服務，使香港保持繁榮安定。

此外，政府在多年前推行自願退休計劃並凍結招聘公務員後，在近年恢復了招聘。為填補在退休潮下出現的空缺，以及因應服務需

要而增加編制，政府近年招聘了大量公務員，導致整體遞增薪額開支（尤其是低層薪金級別）屢創新高，令遞增薪額開支相對薪酬趨勢總指標的比例處於不合理的高水平，對已達頂薪點的同事尤其不公平。鑒於公務員退休潮持續，政府近年亦逐步增加人手編制，我們預計遞增薪額開支會繼續創新高。另一方面，扣減遞增薪額開支的安排始於1989年，現時的經濟環境、市場狀況，以及私營機構在發放勞績獎賞和級內自動遞增薪額的做法，和當年相比已有很大變化。因此，我們近年一直要求政府盡快檢討扣減遞增薪額開支的安排。為解決燃眉之急，我們建議政府在扣減的遞增薪額開支加設上限（例如採用1989年至2019年期間遞增薪額開支的平均數為上限），作為一項短期措施。長遠而言，我們認為將扣減的遞增薪額開支控制在薪酬趨勢總指標的若干百份比會較為公平。

基於上述因素，我們建議低層薪金級別公務員於2019-20年度加薪不低於6%。

我們一直尊重公務員薪酬調整機制。我們希望政府經考慮現行機制下的六大相關因素，包括薪酬趨勢淨指標、香港經濟狀況、政府的財政狀況、生活費用的變動、職方對薪酬調整的要求及公務員士氣，以及上文有關扣減公務員遞增薪額開支帶來的影響後，能接受我們的建議。

第一標準薪級公務員評議會

職方主席林榮松



2019年5月24日



### **Applicability of the Civil Service Pay Adjustment**

Civil service pay adjustment is not applicable to judges or judicial officers (JJOs), politically appointed officials (PAOs), non-civil service contract (NCSC) staff or subvented sector staff. The relevant policy background is set out below –

- (a) JJOs: JJOs are subject to a different and separate mechanism for pay adjustment as endorsed by the Chief Executive (CE)-in-Council on 20 May 2008. The Standing Committee on Judicial Salaries and Conditions of Service (the Judicial Committee) will deliberate on how the pay of JJOs should be adjusted having regard to a basket of factors, including the pay adjustment decision to be made for the civil service. Upon receipt of the recommendations of the Judicial Committee, a separate decision from the CE-in-Council will be sought.
- (b) PAOs: The pay policy for PAOs (including Directors of Bureaux, Deputy Directors of Bureaux and Political Assistants) are distinct and separate from those for the civil service. The pay offers in this brief will not apply to them.
- (c) NCSC staff: NCSC staff are recruited by individual bureaux and departments mainly for work that is seasonal, time-limited or part-time in nature, or work where the mode of delivery is under review or likely to be changed, etc. As the pay of NCSC staff is managed differently from that of the civil service, the pay offers in this brief and the pay adjustment decision to be made for the civil service will not be applied to them.
- (d) Subvented sector staff: With the exception of teaching and related staff in the aided school sector who are paid according to the civil service pay scales, the Government, as a general rule, is not involved in the determination of pay or pay adjustment of staff working in subvented bodies (e.g. the Hospital Authority, social welfare non-governmental organisations, institutions funded by the University Grants Committee, etc.). These are matters between the concerned bodies as employers and their employees. Hence, the Government will not directly impose any pay adjustment applicable to the civil service on the subvented sector. However, it has been the established practice that following a civil service pay adjustment, the Government will adjust the provisions for subventions which are price-adjusted on the basis of formulae including a factor of civil service pay

adjustment. The additional provisions for subventions will in general be calculated in accordance with the weighted average of the pay rise decided for the civil service<sup>1</sup>, as was done in previous years. It would be up to individual subvented bodies, as employers, to decide whether to increase the salaries of their own employees and, if so, the rate of increase. Subject to the CE-in-Council's decision on the pay adjustment for the civil service for 2019-20 and the approval of the Finance Committee of the Legislative Council, we will, through the relevant Controlling Officers, remind the subvented bodies concerned that the additional subventions from the Government are meant to allow room for pay adjustment for their staff.

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<sup>1</sup> The weighted average of civil service pay adjustment rates would be 5.13% if civil service pay for 2019-20 is indeed adjusted according to the recommended pay offers.