

## **LEGISLATIVE COUNCIL BRIEF**

### **2021-22 CIVIL SERVICE PAY ADJUSTMENT – PAY OFFERS**

#### **INTRODUCTION**

At the meeting of the Executive Council on 8 June 2021, the Council **ADVISED** and the Chief Executive (CE) **ORDERED** that pay adjustment offers to freeze the pay for civil servants in the upper, middle and lower salary bands and the directorate, with retrospective effect from 1 April 2021, should be made to the staff side of the four central consultative councils<sup>1</sup> for the 2021-22 civil service pay adjustment.

#### **JUSTIFICATIONS**

##### **Civil Service Pay Policy**

2. 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 CE-in-Council in 2007, namely (a) the annual Pay Trend Survey (PTS) to ascertain the year-on-year pay adjustment movements in the private sector; (b) the six-yearly Pay Level Survey to ascertain whether civil service pay is broadly comparable with private sector pay; and (c) the Starting Salaries Survey, which will be conducted as and when necessary in response to specific circumstances, to compare the starting salaries of civil service civilian grades with the entry pay of jobs in the private sector. More details about the annual PTS and the background for the payroll cost of increments (PCIs) deduction arrangement are at **Annex A**.

      
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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).

## The 2021 PTS

3. The 2021 PTS has been completed. It covers the 12-month period from 2 April 2020 to 1 April 2021. In the survey, the basic pay and additional pay adjustment data of 145 544 employees in 113 companies, consisting of 143 526 employees in 83 larger companies and 2 018 employees in 30 smaller companies, were collected. The findings of the 2021 PTS are set out below –

| <b>Salary Band<sup>2</sup></b> | <b>Basic Pay Indicator [A]</b> | <b>Additional Pay Indicator [B]</b> | <b>Gross Pay Trend Indicator (PTI)<sup>3</sup> [A] + [B]</b> |
|--------------------------------|--------------------------------|-------------------------------------|--|
| <b>Upper</b>                   | 1.60%                          | -2.60%                              | <b>-1.00%</b>  |
| <b>Middle</b>                  | 2.03%                          | -1.54%                              | <b>0.49%</b>   |
| <b>Lower</b>                   | 1.67%                          | -1.19%                              | <b>0.48%</b>   |

4. The PTS Committee met and considered the 2021 PTS findings on 26 May 2021. The findings were validated by all members attending the meeting<sup>4</sup>. The PTS Committee submitted its report on the 2021 PTS to the Government on the same day.

## The Established Mechanism and the Arrangement for 2021-22

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- 2 The pay ranges of the three salary bands for the 2021 PTS are –
- (a) Upper: Above Master Pay Scale (MPS) Point 33 to General Disciplined Services (Officer) Pay Scale Point 39 or equivalent, viz. \$73,776 to \$147,235;
  - (b) Middle: From MPS Point 10 to 33 or equivalent, viz. \$24,070 to \$73,775; and
  - (c) Lower: Below MPS Point 10 or equivalent, viz. below \$24,070.
- 3 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.).
- 4 The staff side representatives of the DSCC and SCSC did not take part in the 2021 PTS and did not attend the PTS Committee meeting on 26 May 2021 at which the findings of the 2021 PTS were validated.

5. In accordance with the established mechanism, after completion of the annual PTS, the CE-in-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
- 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 CE-in-Council's decision on the civil service pay adjustment is sought.

### **The Net PTIs**

6. According to the prevailing methodology, the PCIs from each salary band will be deducted from their respective gross PTIs to arrive at the **net** PTIs. In considering the 2019-20 civil service pay adjustment, the CE-in-Council decided to put a cap on the PCIs to be deducted from the gross PTIs. Specifically, from the 2019-20 civil service pay adjustment onwards, the average PCIs from 1989-90 to 2019-20 for the upper, middle and lower salary bands, which are 1.04%, 1.03% and 1.16% respectively, or the actual PCIs for the particular salary band for the year, whichever is the lower, will be adopted for deriving the net PTI for that salary band. As shown from the table below, the average PCIs from 1989-90 to 2019-20 for the three salary bands are all lower than the actual PCIs for the salary bands for the year. The average PCIs from 1989-90 to 2019-20 are thus adopted in calculating the net PTIs for the three salary bands in 2021-22.

| <b>Salary Bands</b> | <b>Gross PTIs</b><br>[C] | <b>Average PCIs from 1989-90 to 2019-20</b><br>[D] | <b>Actual PCIs for this year</b> | <b>Net PTIs</b><br>[C] – [D] |
|---------------------|--------------------------|--|----------------------------------|------------------------------|
| <b>Upper</b>        | -1.00%                   | 1.04%  | 1.26%                            | <b>-2.04%</b>                |
| <b>Middle</b>       | 0.49%                    | 1.03%  | 1.35%                            | <b>-0.54%</b>                |
| <b>Lower</b>        | 0.48%                    | 1.16%  | 2.30%                            | <b>-0.68%</b>                |

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

7. Hong Kong's economy resumed appreciable year-on-year growth of 7.9% in the first quarter of 2021, ending six consecutive quarters of contraction. Yet, the economic recovery was uneven and overall economic activity remained below the pre-recession level, as the pandemic and the resultant social distancing requirements and travel restrictions continued to weigh on certain economic segments, particularly those involving consumer-facing and tourism-related activities. Looking ahead, the global economic recovery should bode well for Hong Kong's external trade in the near term, though international travel and tourism will likely take time to recover. The improved local business sentiment, coupled with the support from various government relief measures, should help domestic demand to improve in the period ahead. Considering that the economic recovery is uneven and the pandemic still poses uncertainties, the economy is projected to grow by 3.5% to 5.5% for 2021 as a whole, after registering a record annual decline of 6.1% in 2020. Yet, the actual outturn can hopefully be near the upper end of the range forecast if the pandemic situation improves in the period ahead.

8. The labour market saw improvement recently amid the economic recovery and receding local epidemic. The seasonally adjusted unemployment rate went up from 6.6% in the fourth quarter of 2020 to a 17-year high of 7.2% in December 2020 – February 2021, but then eased to 6.4% in February – April 2021. Wages and earnings continued to show year-on-year increases in nominal terms in 2020, but at a decelerating pace. Nominal wages increased by 1.0% in December 2020, and nominal payroll went up by 1.8% in the fourth quarter of 2020, both the slowest in over a decade. If the local epidemic remains well contained, the pressure on the labour market should gradually ease in the period ahead, though the unemployment rate may take time to fall to a relatively low level.

## **Changes in the Cost of Living**

9. For the 12-month period ending March 2021, 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 0.1% as compared to the previous 12-month period ending

March 2020. The changes in headline and underlying<sup>5</sup> Composite CPI, CPI(A), CPI(B) and CPI(C) for the 12-month period ending March 2021<sup>6</sup> over the previous 12-month period ending March 2020 are as follows –

|            | <b>Composite CPI</b> | <b>CPI(A)</b> | <b>CPI(B)</b> | <b>CPI(C)</b> |
|------------|----------------------|---------------|---------------|---------------|
| Headline   | 0.1%                 | -0.1%         | 0.1%          | 0.2%          |
| Underlying | 0.5%                 | 0.9%          | 0.4%          | 0.4%          |

10. The annual increases in headline and underlying Composite CPIs are forecast at 1.6% and 1.0% for 2021 as a whole.

### **The Government's Fiscal Position**

11. The Government runs a fiscal deficit of about \$232.5 billion in 2020-21, and the deficit is forecast to be \$101.6 billion in 2021-22 due to the counter-cyclical fiscal measures and the continued increase in recurrent expenditure. As at 31 March 2021, the fiscal reserves stood at \$927.8 billion, and is expected to drop to \$801.1 billion by the end of March 2022 as published in the 2021-22 Budget.

### **The Pay Claims of the Staff Side**

12. To enhance communication with staff in the pay adjustment exercise and to gain a better understanding of the basis of their pay claims, the Secretary for the Civil Service (SCS) personally met the staff side of the four central consultative councils and the four major service-

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<sup>5</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. Conventionally, we make reference to the headline CPI in the exercise.

<sup>6</sup> Source: Monthly Report on the Consumer Price Index (March 2021) published on 23 April 2021. These figures were based on the 2014/15-based index series compiled by the Census and Statistics Department (C&SD). According to the 2019/20-based index series published by C&SD on 28 May 2021, the corresponding changes in headline and underlying Composite CPI, CPI(A), CPI(B) and CPI(C) are as follows –

|            | <b>Composite CPI</b> | <b>CPI(A)</b> | <b>CPI(B)</b> | <b>CPI(C)</b> |
|------------|----------------------|---------------|---------------|---------------|
| Headline   | 0.1%                 | @             | 0.1%          | 0.2%          |
| Underlying | 0.6%                 | 1.0%          | 0.4%          | 0.3%          |

Note: (@) Change less than 0.05%.

wide staff unions<sup>7</sup> on 27 and 28 May 2021.

13. The pay claims of the staff side of the four central consultative councils (at **Annex B**) are summarized 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>8</sup>                                |                          |                           |                          |
| (a) Hong Kong Chinese Civil Servants' Association    | pay freeze               |                           |                          |
| (b) Hong Kong Senior Government Officers Association | pay freeze               |                           |                          |
| (II) PFC   | Between 1.3% and 1.9%    |                           |                          |
| (III) DSCC   | A just pay adjustment    |                           |                          |
| (IV) MOD 1 Council                                   | N.A.                     | N.A.                      | A just pay adjustment    |

14. The major common demands that the staff side have put forward at the meeting on 27 and 28 May 2021 and in their submissions are –

- (a) the staff side request for the Government to fully consider all relevant factors under the established mechanism, especially in view of evident recovery in Hong Kong's economy, instead of arriving at a decision to reduce pay simply with reference to the net PTIs. Some also remark that civil service pay adjustment is a matter between the Government as an employer and the civil service as employees. Not being a relevant factor under the established mechanism, public perception should not be given undue weight in the process;
- (b) staff side representatives of both the civilian grades and

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<sup>7</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.

<sup>8</sup> The Association of Expatriate Civil Servants of Hong Kong, one of the three constituent associations of SCSC, has not provided any pay claim.

disciplined services unanimously oppose strongly to a pay reduction for all bands, and request that an equitable and reasonable solution be devised to maintain their standard of living as well as purchasing power and give due recognition to the civil service for their vital role in fighting the epidemic and maintaining social stability;

- (c) some staff side representatives request that last year's pay freeze be taken into consideration. They consider accepting a pay freeze despite positive net PTIs last year a demonstrable display of solidarity with the public through difficult times on the part of the civil service. They argue that the pay freeze has already impacted on the livelihood of staff on the lower salary band under an inflationary economy. A pay freeze this year will be no different from a pay reduction in light of the forecast increase in Composite CPI. They therefore request for a slight pay rise, which will also help boost civil service morale and local consumption. Some went further to argue for additional pay rise as a tangible reward for civil servants' sacrifices and contributions in the past year and to share the fruits of a recovering economy. Some staff side representatives remark that the fiscal reserves in 2016-17 stood at a similar level to that in 2020-21, and a pay rise was offered by the Government in 2017;
- (d) some other staff side representatives argue that pay should continue to be frozen this year. They maintain that the PTS this year cannot reflect actual market situation where the economy has been plundered by the epidemic, and as such the net PTIs should not be taken into consideration at all; and
- (e) staff side representatives also continue to criticise the PCIs deduction arrangement, despite that the PCIs have been capped since the 2019-20 civil service pay adjustment. They reiterate their ultimate objective of abolishing the PCIs deduction arrangement.

### **Civil Service Morale**

15. The Government has praised the civil service for demonstrating collegiality and resilience in joining the anti-epidemic effort on multiple fronts, and has also acknowledged that many have been asked to shoulder additional responsibilities which are outside the purview of their departments. Civil servants will naturally not expect a loss in their remuneration even though a pay increase may not be possible for their efforts. With the release of the negative net PTIs, most of them may expect at most a pay freeze, and any pay reduction will deal a severe blow to civil service morale.

## Pay Offers for 2021-22

16. Taking into consideration all the relevant factors under the established mechanism, the CE-in-Council decided to make the following pay offers to the staff side for 2021-22 –

| Salary Band        | No. of Civil Servants <sup>9</sup> | Net PTI            | Recommendation    |
|--------------------|------------------------------------|--------------------|-------------------|
| <b>Directorate</b> | 1 400                              | N.A. <sup>10</sup> | <b>Pay freeze</b> |
| <b>Upper</b>       | 20 068                             | -2.04%             | <b>Pay freeze</b> |
| <b>Middle</b>      | 122 698                            | -0.54%             | <b>Pay freeze</b> |
| <b>Lower</b>       | 34 239                             | -0.68%             | <b>Pay freeze</b> |

17. 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 staff, although they are not civil servants, it is the Government's policy to also extend the annual civil service pay adjustment to them.

## Effective Date for the Pay Adjustment

18. In line with the established practice, the CE-in-Council decided that the pay adjustment should take effect retrospectively from 1 April 2021.

## OTHER RELATED ISSUES

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

## IMPLICATIONS

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<sup>9</sup> The figures reflected the position as at 31 March 2021 and included some 19 200 civil servants seconded to/working in trading funds, subvented and other public bodies.

<sup>10</sup> The PTS does not cover private sector employees whose salary overlaps with directorate civil servants. The pay claims of the staff side also do not cover directorate civil servants.



20. The pay offers are in conformity with the Basic Law, including the provisions concerning human rights. They have no financial, environmental, productivity, sustainability and family implications. There is no gender issue.

21. The civil service accounts for about 5% of the total workforce and civil service emoluments account for about 8% of the overall employment remuneration in the economy. The civil service and employees in subvented organisations together account for around 17% of the overall employment remuneration in the economy. Against the backdrop of a modest inflation rate, the loss in the purchasing power of civil servants due to the pay offers of freeze in civil service should be limited, and the resultant contractionary effect on the economy should be very small. The pay offers of freeze in civil service pay may have some impact, real or psychological, on private sector pay adjustment in the period ahead, but the actual significance should not be taken out of proportion, particularly considering that the private sector tends to be more expeditious in pay adjustment.

#### **PUBLICITY**

22. After deliberation of the CE-in-Council, SCS made the pay offers to the staff side of the four central consultative councils earlier today (8 June 2021). A press release will be issued and a spokesperson will be available to answer media enquiries.

#### **ENQUIRIES**

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

**8 June 2021**  
**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  
聶德權先生

尊敬的聶局長：

### 2021-22 年度公務員薪酬調整 華員會強烈要求全體公務員繼續凍薪

香港政府華員會(本會)去年 5 月評估全球肆虐的新冠肺炎疫情會持續一段長時間，對香港經濟帶來持續的打擊。一方面顯示公務員與民共渡時艱，另一方面亦須減少對公務員隊伍的衝擊，本會去年向當局提出「公務員 3 年凍薪」(即 2020、2021 及 2022 年凍薪)，此為在疫情肆虐下，一個平衡、平穩之薪調方案建議。

因疫情突如其來，特別對某些經濟行業帶來沉重的打擊，其影響難以預計。既定的薪酬趨勢調查方法難以全面、客觀反映私營機構的營商受疫情嚴重扭曲下，其僱員薪酬趨勢的客觀情況，調查結果難免出現較大的偏差、誤導；故本會去年亦要求當局暫停「薪酬趨勢調查」。惟當局堅持進行 2021「薪酬趨勢調查」，本會認為其薪酬趨勢指標的參考價值不大。今年 (2021-22 年度) 公務員薪酬調整應集中考慮其他的因素，包括：社會經濟情況、政府財政狀況、消費物價指數(通脹)、公務員士氣、公務員職方團體的訴求，亦應慎重考慮今年的薪酬調整應有利於公務員繼續協助政府抗疫及恢復經濟。

經全面考慮公務員薪酬調整的上述各項因素，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本會，現向政府強烈要求 2021-22 年度全體公務員繼續凍薪，有關理據如下：

#### 1. 公務員去年已率先主動凍薪，與民共渡時艱，較平衡、公道的做法是今年繼續凍薪

去年疫情肆虐致經濟低迷，儘管薪酬趨勢指標是正數，本會深明在疫情嚴重經濟下滑的情況公務員上調薪酬，容易令公務員成為市民的對立面，不利社會齊心抗疫，故主動要求公務員率先凍薪與民共渡時艱。在行政會議同意及決定後，公務員已凍薪一年。公務員是「打工一族」，90%的公務員為中、低層薪金級別，薪金不算高，特別是低層，薪金僅夠餬口；因此，較平衡、公道的做法是今年全體公務員繼續凍薪。

## 2. 凍薪有利公務員維持士氣，繼續協助政府抗疫及恢復經濟

抗疫、接種疫苗、清零，仍是香港頭等大事！公務員由去年初至今，一直堅持在抗疫一線，全力執行政府各項緊急的防疫措施及法例，令疫情得以受控；各部門公務員亦各司其職，全力落實政府各項抗疫支援/資助計劃；大力協助社會各行各業得以解燃眉之急，共渡難關。繼續維持公務員士氣，堅持防疫抗疫、推動接種疫苗、全面復蘇經濟，至關重要。此外，這年度開始公務員凍結人手，工作將有增無減。面對疫情「持久戰」並須「勒緊褲頭」凍結人手，全體公務員今年繼續凍薪，有利於公務員維持士氣，團結抗疫！

## 3. 今年首季通脹上升，凍薪已令購買力削減

在 2021 年首季，綜合消費物價指數較一年前同期上升 0.9%，而甲類消費物價指數的相應變動率為 2.8%，通脹有明顯上升趨勢，凍薪後購買力將被通脹蠶蝕。故政府作為全港最大的僱主，極不宜下調公務員的薪酬，進一步削弱購買力及消費意慾；更不宜在市民飽受長期抗疫疲勞的壓力下，社會再蒙上一層減薪的悲情！

## 4. 公務員凍薪並沒有擴大政府的開支

在疫情下，雖然政府開支大增，但財政儲備在 2021 年 3 月 31 日為 9,278 億港元，政府財政狀況仍然穩健，而公務員凍薪並沒有擴大政府的開支，屬中庸、平衡之舉。

鑑此，本會誠盼政府認真考慮上述各點並接納在疫情肆虐下，採取較平衡、平穩之全體公務員於 2021/22 年度繼續凍薪的方案——維持公務員全力在抗疫一線服務的士氣、推動盡快接種疫苗；維持社會團結、共渡時艱的氛圍，共同戰勝疫情的威脅，全面復蘇經濟！

會長



謹啟

(利葵燕)

2021 年 5 月 27 日



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  
聶德權先生, JP

聶局長,

### 2021-22 年度公務員薪酬調整

香港高級公務員協會謹以高級公務員評議會職方成員身份, 提交 2021-22 年度公務員薪酬調整的要求。

2. 過去一年, 儘管全球受到疫情影響, 內地的國內生產總值依然增長 2.3%, 加上實施《香港國安法》後, 香港社會和政治恢復穩定, 為本地和來自世界各地的企業創造了安全和有利營商投資的環境, 相信都對香港未來的經濟提供進一步支持。
3. 亦正如財政司司長陳茂波先生於本月 16 日網誌發文中指出, 香港首季經濟增長反彈動力偏強, 失業率也由高位 7.2% 回落至 6.8%。如此可見, 香港正值經濟復甦及疫情持續改善之際, 市民樂見私營市場開始重投信心, 重新如常營業。
4. 縱然來年仍然面對不少挑戰, 各級公務員亦仍會一如以往繼續與市民唇齒相依、互相扶持。因此, 在參照薪酬趨勢淨指標、香港經濟狀況、政府財政狀況、生活費用的變動, 以及維持公務員的穩定性及士氣等因素後, 本會要求 2021-22 年度各層級公務員繼續凍結薪酬調整。
5. 有關詳細理據, 請參閱附件一。

李方冲

香港高級公務員協會主席 李方冲

2021 年 5 月 27 日

**2021-22 年度公務員薪酬調整 - 詳細理據**

- 香港高級公務員協會在蒐集會員的意見後，認為今年政府必須在情理兼備、平衡各種因素後，訂定 2021-22 年度公務員薪酬的調整方案。
- 去年《2020 年薪酬趨勢調查》中，高、中、低層公務員的薪酬趨勢淨指標均為正數，但政府並沒有回應公務員團體提出按照淨指標加薪的要求，最後決定公務員「凍薪」。由於《薪酬趨勢調查》滯後，去年在淨指標正增長的情況下，卻碰巧社會環境轉變引致政府最後作出有關「凍薪」決定，我們認為這個決定明顯是落後、欠缺前瞻性，而且做法十分卑劣。
- 然而，由於去年新冠疫情劇變，導致全港經濟不穩，公務員團體為了顧全大局，願意與市民休戚與共，惟有無奈接受「凍薪」的決定。
- 我們知悉今年《2021 年薪酬趨勢調查》已經完成，並得出高、中、低層公務員的薪酬趨勢淨指標分別為-2.04%、-0.54%及-0.68%。但是，就如 2020 年 6 月 2 日本會發送給局長的函件中指出，實行已經超過 30 年的《薪酬趨勢調查》並未能完全反映市場實況，亦未能追蹤私人市場近年僱員的薪酬變化（例如，私人公司經營模式轉變、新增新興行業人數增長但高層僱員額外酬金及特別勞績獎賞未被及時反映等）。若然政府今年選擇單按照《薪酬趨勢調查》淨指數決定減薪，必然會為社會帶來不良訊息，引發減薪潮等連鎖反應，導致惡性循環，不利經濟復甦，亦會變相雙重懲罰公務員，嚴重影響士氣。
- 遞增薪額開支扣減率偏高、不合比例，亦會對已經達頂薪點的同事不公平。
- 另外，在 2019 年社會事件以及 2020 年初起新冠疫情的影響下，整個香港經歷有史以來的巨大挑戰，公務員在艱難的環境中仍然堅守崗位服務市民，應該值得尊重及嘉獎。
- 綜觀以上各點，縱然今年《薪酬趨勢調查》中各層級公務員薪酬趨勢淨指標均為負數，我們認為政府必須同時參考今年及去年的薪酬趨勢淨指標的變化，並參照其他五大因素決定公務員的薪酬調整。
- 我們認為全體公務員繼續「凍薪」是較為平衡及符合情理的方案！

香港高級公務員協會  
2021 年 5 月 27 日

English version only  
只附英文版

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POLICE FORCE COUNCIL  
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協會檔號 OUR REF: CP PER SS C/4-85/2 Pt.13  
來件編號 YOUR REF: CSBCR/PG/4-085-001/86

27 May 2021

Mr. Patrick NIP Tak-kuen, JP  
Secretary for the Civil Service,  
9/F., West Wing, Central Government Offices,  
2 Tim Mei Avenue, Tamar, Hong Kong

Dear Mr. NIP,

### Pay Claim 2021-22 Civil Service Pay Adjustment

In response to your letter under reference CSBCR/PG/4-085-001/86 dated 12 May 2021, the Police Force Council Staff Side (PFC SS) wishes to put forward the pay claim in reply to the 2021-22 Civil Service Pay Adjustment, as follows:

The PFC SS has always respected the existing and long established annual pay adjustment mechanism, and was extremely disappointed when the Government offered a pay freeze last year. This was the first time in 20 years that civil servants would not receive a pay rise, despite the mechanism indicating a positive Pay Trend Indicator (PTI) for all three salary bands.

The PFC SS continues to call for the cessation of the practice of deducting the Payroll Cost of Increments (PCIs) from the figures of the civil service pay adjustment. The PCIs deduction practice is not fair to all, as increments are only granted upon the assessment of an officer's persistent satisfactory performance, and are not eligible to an officer already on maximum increment. The proportion of police officers that have reached maximum increment has significantly increased over the years, which currently comprises

**HONG KONG**  
**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

approximately 60% of the total number of police officers (about 16,000 officers) in the Force, and also means that these police officers have not received any increments for many years.

Although the Government offered to modify the PCI deduction practice in 2019 by introducing a cap on the PCIs to be deducted, the PFC SS still holds the view that this practice is an unfair mechanism and has a limiting effect. Especially, as the current cap may still result in a reduction of a significant proportion of our officers' pay rise, and may even overturn an otherwise positive adjustment to a negative one, like the Pay Trend Survey (PTS) result this year in which the Gross PTIs for both middle and lower salary bands are originally positive (i.e. 0.49% and 0.48% respectively), but after PCIs deduction become negative (i.e. -0.54% and -0.68% respectively). As PCIs have completely eroded away the pay increase our officers justly deserve, the Government should urgently replace this outdated practice with a new mechanism that is just and fair to all.

The PFC SS understands that the annual pay adjustment does not necessarily follow the PTIs, and in arriving at the final decision, the CE-in-Council should have fully and thoroughly considered all the relevant factors, in addition to the PTIs, under the established mechanism. In view of this, our Pay Claim is carefully considered taking into account all the other factors, including staff morale, the state of the economy, changes in cost of living and the Government's fiscal position.

It is noted that after deduction of the PCIs, the Net PTIs will range from -2.04% to -0.54%, this is considerably less than inflation. According to the "Economic Situation in 2020" of Budget Speech delivered by the Financial Secretary, amid a lacklustre economy, pressures on consumer price inflation were modest. Netting out the effects of the Government's one-off measures, the underlying inflation rate was 1.3% for last year as a whole, resulting in a positive change to the cost of living in 2020.

Although the Government has increased expenditure substantially to combat the epidemic and roll out relief measures, the fiscal reserves still stood at \$927.8 billion, which was similar to the fiscal reserves in 2016-17 which stood at \$936 billion in March 2017. At that time, a pay rise from 1.88% to 2.94% was offered by the Government in 2017, so any claims by Government concerning the current financial health are not justifiable. Hong Kong continually weathers the incessant financial storms that the global economy throws at us.



In terms of the economy as a whole we can also rely upon the statements from the Financial Secretary's Budget Speech when he stated that "Hong Kong's economy was expected to resume positive growth this year, and economic recovery will likely gain a stronger momentum in the second half of the year in tandem with an expected rebound in the global economy". Having regard to the latest internal and external developments as well as the stimulus effect from fiscal measures, the Financial Secretary also forecasts that our economy would grow by 3.5% to 5.5% in real terms this year. Actually, the Hong Kong economy recovered strongly in the first quarter of 2021, led by a very substantial growth in exports combined with a sharp rebound in global demand. Indeed, Real Gross Domestic Product (GDP) resumed appreciable year-on-year growth of 7.9%, ending six consecutive quarters of contraction. Furthermore, in anticipation of the strong rebound in this financial year, it is expected that the Government will be in a position to favourably reward those departments who have tirelessly fought on the frontline against COVID-19 and social disorder.

In addition, some findings<sup>1</sup> of other independent pay trend surveys conducted utilising open and closed sources are also in positive ranging from 1.4% to 2.4% (mid-point is 1.9%). In view of all the above, the PFC SS considers that our officers deserve an across-the-board pay increase of between 1.3% and 1.9%. However, the PFC SS understands that the Government may decide otherwise on the pay offer and even impose a pay freeze. This is a hard choice to make, but all police officers continue to stand together with the public during these difficult times, and support Hong Kong. We trust that the Government recognises and truly appreciates the dedication and sacrifices that our police officers have made, in regards to our remuneration these last two years.

Furthermore, when prosperous times return to Hong Kong and the economy rebounds, it is hoped that the sacrifices made by police officers would be remembered and they would be the first to be rewarded and recognised by receiving significant pay increases to which we are justly entitled to receive and share the fruits of prosperity.

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<sup>1</sup> Findings from:

- (i) Hong Kong Institute of Human Resource Management (香港人力資源管理學會)
  - > <https://is.gd/4vQIF0>
- (ii) Centre for Human Resources Strategy and Development, School of Business, Hong Kong Baptist University (香港浸會大學人力資源策略及發展中心), Research Center for Human Resources Management, School of Business Administration, South China University of Technology (華南理工大學工商管理學院人力資源管理研究中心), and Hong Kong People Management Association (香港人才管理協會)
  - > <https://is.gd/zOEBaw>
- (iii) ECA International (人力資源管理顧問機構)
  - > <https://bit.ly/3fjKtsE>

We wish to reiterate that our police colleagues deliver essential frontline services within the community, providing stability for Hong Kong to prosper, without any work from home arrangements, and are the agency of last resort during these testing times especially with the upcoming elections this year. Fair and reasonable pay for police officers is also extremely vital in maintaining high morale. We look forward to receiving a just and reasonable pay offer from the Government.

Yours sincerely,



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Percy LEUNG  
Chairman  
SPA



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Wilkie NG  
Chairman  
HKPIA

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Tobi LOTHIAN  
Chairman  
OIA



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Ray LAM  
Chairman  
JPOA

c.c. Commissioner of Police



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只附中文版

紀律部隊評議會(職方)  
Disciplined Services Consultative Council  
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本函檔號：(49) in SS/DSCC/P-3 (Pt. XXV)

來函檔號：CSBCR/PG/4-085-001/86

香港  
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政府總部西翼 9 樓  
公務員事務局局長  
聶德權先生, JP

聶局長：

### 2021-22 年度公務員薪酬調整

2021 年 5 月 12 日有關本年度薪酬調整的來函已收悉。

去年，當薪酬趨勢淨指標中的高、中、低三個薪金級別為正數的 1.68%、1.98%、1.15% 時，行政長官會同行政會議決定凍結高層、中層及低層薪金級別和首長級公務員的薪酬以共渡時艱，實際上已等同全體公務員減薪。

紀律部隊評議會(職方)希望政府在為 2021-22 年度公務員薪酬調整作決定時，必須先計算去年的淨指標、取消扣減遞增薪額開支，並參考另外五項薪酬調整因素，例如香港經濟狀況、生活費用變動、公務員士氣等。

財政司司長於 5 月 16 日曾公開表示，政府經濟顧問將本港上季的經濟增長數字，向上修訂到 7.9%，顯示反彈動力偏強，並且預測 2021 年基本消費物價通脹率和整體消費物價通脹率分別維持在 1% 及 1.6%，香港整體經濟正在復甦。

在過去的一年，公務員同事，尤其是紀律部隊人員，致力協助政府對抗疫症而努力付出，例如封區行動、協助追蹤密切接觸者、分發防疫物資等，貢獻有目共睹。

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

香港消防處救護委員會  
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

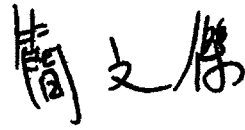
香港消防處職工總會  
Hong Kong Fire Services  
Department  
Staffs General Association

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

職方希望政府全盤考慮各種因素，才作出今年的薪酬調整決定。

紀律部隊評議會(職方)主席  
簡文傑

Handwritten signature of Kin Man in black ink.

2021年5月20日

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第一標準薪級公務員評議會(職方)  
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來函檔號：CSBCR/PG/4-085-001/86

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政府總部西翼9樓  
公務員事務局局長  
聶德權先生, JP

聶局長：

2021-22 年度公務員薪酬調整

謝謝你於2021年5月12日的來信。我們對於2021-22年度的公務員薪酬調整的意見和要求如下：

政府統計處公布的資料顯示，截至2021年3月止的12個月內，剔除所有政府一次性紓困措施的影響後，甲類消費物價指數較一年前同期平均上升0.9%。在各類綜合消費物價指數組成項目中，價格在2021年4月份錄得按年升幅的類別為電力、燃氣及水（上升23.5%）、食品（不包括外出用膳）（上升1.6%）、交通（上升1.5%）、外出用膳（上升0.8%）、衣履（上升0.7%）等，以上大部分項目均屬基層市民日常生活的必要開支。以車費為例，港鐵自本年4月起提供較少車費折扣，4間巴士公司亦於本年4月4日起增加車費（平均加幅為5.8%至12%，部分加幅分階段實施），導致基層市民的交通開支上升。隨着經濟復蘇，政府預測2021年基本消費物價通脹率和整體消費物價通脹率分別為1%及1.6%。

第一標準薪級人員作為基層員工，薪金只足夠勉強應付基本生活開支，故生活必需品價格上漲會令他們的生活負擔百上加斤。因此，他們很希望2021-22年度的薪酬調整能夠追得上通脹，讓他們的購買力不會被削弱。

隨着本地疫情減退，本港經濟開始復蘇。根據政府公布的數字，本地生產總值在2021年第一季按年實質增長為7.9%，2021年實質本地生產總值增長預測則介乎3.5%至5.5%。在2019冠狀病毒病疫情下，

有些行業受到的打擊較大，另一方面，一些行業或業務(例如創科產業和網上銷售業務)並不受疫情影響，其業務收益甚至較疫情前為高，這些行業可帶動本地經濟增長。

十八萬名公務員及其家庭的購買力總和相當龐大，合理的薪酬調整有助保持他們消費的動力，促進市場消費氣氛，帶動經濟增長。此外，不少私營機構在考慮其僱員的年度薪酬調整時會參考公務員的薪酬調整，如果公務員凍薪或減薪，一些私營機構可能會跟隨，如此將會打擊市民的消費意欲，不利於香港經濟的復蘇。

2019冠狀病毒病疫情於去年初爆發，至今已發展至第4波，在如此艱難的時刻，公務員團隊(特別是前線人員)仍堅守崗位，踴躍承擔防疫抗疫工作，並盡最大努力維持公共服務，使市民的日常生活早日重回正軌。近日疫情漸見消退，不過，面對變種病毒，在外防內控上絕不可稍有鬆懈，因此公務員隊伍在抗疫防疫工作上仍是任重道遠。此外，雖然去年高層、中層及低層薪金級別的薪酬趨勢淨指標皆為正數，但全體公務員均凍薪一年，和市民共度時艱。香港公務員是維持香港有效管治和安定繁榮的基石，合理的薪酬調整可以激勵士氣及挽留人才，維持公務員隊伍的穩定。

我們一向尊重公務員薪酬調整機制。在相關機制下，薪酬趨勢淨指標並非唯一考慮因素。我們希望政府同時通盤考慮機制內其他相關因素，包括生活費用的變動、香港經濟狀況、政府的財政狀況、公務員士氣和職方對薪酬調整的要求，在2021-22年度給予低層薪金級別公務員合理的薪酬調整。

以上為第一標準薪級公務員評議會職方意見，香港政府華員會除外。

第一標準薪級公務員評議會

職方主席林進鴻



2021年5月27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. If a decision on pay freeze for the civil service for

2021-22 is to be made by the CE-in-Council, no adjustment will be made to the provisions for subventions. It would, however, be up to individual subvented bodies, as employers, to decide whether to adjust the salaries of their own employees and, if so, the rate of adjustment.