

## LEGISLATIVE COUNCIL BRIEF

### 2016-17 CIVIL SERVICE PAY ADJUSTMENT

#### INTRODUCTION

At the meeting of the Executive Council on 7 June 2016, the Council **ADVISED** and the Acting Chief Executive (CE) **ORDERED** that the following pay offers, to be effected retrospectively from 1 April 2016, should be made to the staff sides of the four central consultative councils<sup>1</sup> (the staff sides) –

- (a) a pay increase of **4.19%** (equal to the net pay trend indicator (PTI) for the upper salary band) for civil servants in the upper salary band and the directorate;
- (b) a pay increase of **4.68%** (equal to the net PTI for the middle salary band) for civil servants in the middle salary band; and
- (c) a pay increase of **4.68%** (equal to the net PTI for the middle salary band) for civil servants in the lower salary band, by invoking the “bring-up” arrangement<sup>2</sup>.

#### 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 ensure that civil service remuneration is regarded as fair by both civil servants and the public that they serve by maintaining broad comparability between civil

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

<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 of the middle salary band if the latter is higher than the net PTI of 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 (please see paragraph 19 below for details).

service and private sector pay. To implement this policy, civil service pay is compared with market pay on a regular basis 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 pay trend survey (PTS); (b) the triennial starting salaries survey to compare the starting salaries of civil service civilian grades with the entry pay of jobs in the private sector requiring similar qualifications; and (c) the six-yearly pay level survey to ascertain whether civil service pay is broadly comparable with private sector pay.

### **The Annual PTS**

3. 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** PTIs for the three salary bands, from which the payroll cost of increments<sup>3</sup> (PCIs) is deducted, provide the **net** PTIs which are one of the factors to be considered in the annual civil service pay adjustment. The practice of deduction of the PCIs 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 in-scale increment and merit pay in the computation of gross PTIs. The 1988 Committee of Inquiry considered that, if private sector in-scale increment and merit pay were to be included in the PTS, the PCIs should be deducted for fairness.

4. 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 sides of the four central consultative councils, the two independent advisory bodies on civil service salaries and conditions of service<sup>4</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 on Civil Service Salaries and Conditions of Service (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 (PSRU) to conduct the annual PTS.

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<sup>3</sup> "Payroll cost of increments" is the increment payments made to civil servants who have not yet reached the maximum pay point of their rank, expressed as a percentage of total salary payment.

<sup>4</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 (SCDS).

## **The Annual Pay Adjustment Process**

5. After completion of the annual PTS, the Executive Council's advice is sought on the pay offers to be made to the staff sides of the four central consultative councils with regard to the 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 sides
- civil service morale

If the pay offers are different from the staff sides' pay claims, the staff sides will be consulted again before the Executive Council's decision on the 2016-17 Civil Service Pay Adjustment is sought.

## **The 2016 PTS**

6. Following the established arrangements as set out in paragraph 4 above, the PTS Committee reviewed and agreed on the survey methodology before commissioning the PSRU to conduct the 2016 PTS. Its advice on the 2016 PTS methodology was accepted in full by both the Standing Commission and the Government. The PTS Committee also ensured that the 2016 PTS was conducted in accordance with the established mechanism and agreed methodology (details of which are at **Annex A**).

A

7. The 2016 PTS covers the 12-month period from 2 April 2015 to 1 April 2016. In the survey, the basic pay and additional pay adjustment data of 151 934 employees in 109 companies, consisting of 150 075 employees in 80 larger companies and 1 859 employees in 29 smaller companies, were collected. The findings of the 2016 PTS are set out below –

<b>Salary Band<sup>5</sup></b>	<b>Basic Pay Indicator</b> [A]	<b>Additional Pay Indicator</b> [B]	<b>Gross PTI<sup>6</sup></b> [A] + [B]
<b>Upper</b>	4.38%	0.90%	<b>5.28%</b>
<b>Middle</b>	5.19%	0.50%	<b>5.69%</b>
<b>Lower</b>	4.91%	-0.01%	<b>4.90%</b>

8. In accordance with the established practice, the PTS Committee met and considered the 2016 PTS findings on 25 May 2016. At the meeting, all 12 members who attended the meeting validated the 2016 PTS findings, confirming that the survey was conducted in compliance with the agreed methodology, with only the Hong Kong Chinese Civil Servants' Association (HKCCSA) validated the findings "with reservation"<sup>7</sup>.

9. The PTS Committee submitted its report to the Government on 25 May 2016. The **net** PTIs are as follows –

<b>Salary Band<sup>5</sup></b>	<b>Gross PTI</b> [C]	<b>PCIs in 2015-16</b> [D]	<b>Net PTI</b> [C] – [D]
<b>Upper</b>	5.28%	1.09%	<b>4.19%</b>
<b>Middle</b>	5.69%	1.01%	<b>4.68%</b>
<b>Lower</b>	4.90%	1.82%	<b>3.08%</b>

<sup>5</sup> The pay ranges of the three salary bands for the 2016 PTS are –  
(a) Upper: Above Master Pay Scale (MPS) 33 to General Disciplined Services (Officer) Pay Scale 39 or equivalent, viz. \$62,236 to \$127,250;  
(b) Middle: From MPS 10 to 33 or equivalent, viz. \$20,305 to \$62,235; and  
(c) Lower: Below MPS 10 or equivalent, viz. below \$20,305.

<sup>6</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 payments in addition to basic salary, such as "the 13th 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>7</sup> The staff side representatives of the DSCC and three of the four constituent associations (except for the Superintendents' Association, which stayed in the PTS Committee as an observer) of the PFC have withdrawn from the PTS Committee since 2013. However, the PTS Committee Secretariat has continued to send meeting invitations, papers and minutes of meeting to all of them. They have also been invited to give their views on the discussion items of the PTS Committee and assured that their views would be duly considered by the PTS Committee. The concerned staff representatives have however maintained their decision not to participate in the 2016 PTS and hence have not sent in any views on it.

## Hong Kong's Economy

10. The Hong Kong economy slowed further in the first quarter of 2016, posting only meagre year-on-year growth at 0.8% in real terms. For 2016 as a whole, the economy is projected to grow modestly by 1% to 2%. Notwithstanding the economic slowdown, the labour market held broadly stable in overall terms, with the seasonally adjusted unemployment rate staying at a still-low level of 3.4% in February to April 2016. Wages and earnings continued to rise on the back of the low unemployment environment over the past year, at around 4% to 6% in nominal terms.

### Cost of Living

11. For the 12-month period ending March 2016, the headline Composite Consumer Price Index (CPI) inflation, which reflects the impact of the changes in consumer prices on 90% of households (as compared with CPI(A), CPI(B) and CPI(C) which relate only to 50%, 30% and 10% of households respectively), averaged at 2.7%. The headline and underlying Composite CPI, CPI(A), CPI(B) and CPI(C) inflation for the 12-month period ending March 2016<sup>8</sup> are as follows –

	<b>Composite CPI</b>	<b>CPI(A)</b>	<b>CPI(B)</b>	<b>CPI(C)</b>
Headline	2.7%	3.2%	2.6%	2.1%
Underlying	2.5%	3.0%	2.5%	2.1%

12. The headline Composite CPI is forecast to increase by 2.3% for 2016 as a whole<sup>9</sup>. The technical definition of the above CPI figures is at **Annex B** for reference.

B

### The Government's Fiscal Position

13. The consolidated surplus for 2015-16 is \$14.4 billion, equivalent to 0.6% of Gross Domestic Product (GDP). Fiscal reserves at end-March 2016 stood at \$842.9 billion, equivalent to 23 months of government expenditure. For 2016-17, it is estimated that we will have a small consolidated surplus of \$11.4 billion, equivalent to 0.5% of GDP. According to the latest Medium Range Forecast, the financial position of the Government over the medium term will remain sound, although there will be deficit in the Consolidated Account in 2018-19 and 2019-20 mainly because of the Government's financial allocation for the healthcare reform and retirement protection. In the longer term, with ageing population and slowing economic growth, if government expenditure continues to increase at a faster pace than government revenue and GDP, a structural deficit is projected to surface in a

<sup>8</sup> Source: Monthly Report on the Consumer Price Index (March 2016) published by the Census and Statistics Department on 21 April 2016.

<sup>9</sup> The underlying Composite CPI is forecast to increase by 2% for 2016 as a whole.

decade or so even if the Government is to maintain its public services at the then existing levels.

### Staff Sides' Pay Claims

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

Staff Sides	Upper Salary Band	Middle Salary Band	Lower Salary Band
<b>(I) Senior Civil Service Council (SCSC)</b>			
(a) HKCCSA	4.19%	4.68%	4.68%
(b) Association of Expatriate Civil Servants of Hong Kong (AECS)	5.28%	N.A.	N.A.
(c) Hong Kong Senior Government Officers Association (HKSGOA)	5.28%	N.A.	N.A.
<b>(II) PFC</b>	5.60%		
<b>(III) DSCC</b>	5.68%		
<b>(IV) Model Scale 1 Staff Consultative Council (MOD 1 Council)</b>	N.A.	N.A.	4.68%

15. The details of staff sides' pay claims are summarised as follows -

- (a) HKCCSA, which is one of the constituent associations of the SCSC as well as the MOD 1 Council, requests a 4.19% pay rise for the upper salary band and 4.68% pay rise for the middle and lower salary bands, which are the same as the Government's pay offers;
- (b) HKSGOA and the AECS, the other two constituent associations of the SCSC, are of the view that PCIs should no longer be taken into consideration for civil service pay adjustment, and hence request a pay rise according to the gross PTI for the upper salary band (i.e. 5.28%);
- (c) the PFC staff side requests a pay rise of 5.6% across-the-board having regard to the findings of its own independent pay survey, and stresses that it is "totally inappropriate and unfair to deduct the PCIs from gross PTIs";
- (d) the DSCC staff side requests a pay rise of 5.68% across-the-board having regard to all factors relevant to civil service annual pay adjustment; and

- (e) the MOD 1 Council staff side requests the Government to invoke the “bring-up” arrangement and adjust the salary of the lower salary band according to the net PTI of the middle salary band, i.e. 4.68%.

### **Staff Morale**

16. Various staff associations have raised the claim that, with rising public expectation and increasing workload, a reasonable pay rise would be vital for maintaining staff morale.

### **Pay Offers for 2016-17**

17. Taking into account the considerations set out in paragraphs 6 to 16 above, the Acting CE-in-Council decided that the following pay offers should be made to the staff sides for 2016-17 –

<b>Salary Band</b>	<b>No. of Civil Servants<sup>10</sup></b>	<b>Net PTI</b>	<b>Pay Offer</b>
<b>Directorate</b>	1 356	N.A. <sup>11</sup>	<b>4.19%</b>
<b>Upper</b>	18 732	4.19%	<b>4.19%</b>
<b>Middle</b>	116 346	4.68%	<b>4.68%</b>
<b>Lower</b>	29 519	3.08%	<b>4.68%</b>

18. In gist, the pay offers are the same as the net PTIs for the respective salary bands, save for the pay offer for civil servants in the lower salary band for which the “bring-up” arrangement should be invoked. For directorate civil servants who are not covered by the annual PTS, the pay offer is the same as that for the upper salary band in accordance with the practice adopted since 1989-90.

19. 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 ground, amongst others, that the Government should be among the better paying employers in relation to the lowest paid. Since then, the Government has, upon considering the specific circumstances of each year, decided to invoke the “bring-up” arrangement whenever the net PTI for the lower salary band is below that for the middle salary band with only a few exceptions (under special circumstances). For the current year, the decision to invoke the “bring-up” arrangement was also made having regard to the specific circumstance of this year.

<sup>10</sup> The figures reflected the position as at 31 March 2016 and included some 19 700 civil servants seconded to/ working in trading funds, subvented and other public bodies.

<sup>11</sup> The PTS does not cover private sector employees whose salary overlaps with directorate civil servants. The pay claims from the staff sides also do not cover directorate civil servants.

**Effective Date for the Pay Adjustment**

20. In line with the established practice, the Acting CE-in-Council decided that the pay adjustment should take effect retrospectively from 1 April 2016.

**OTHER RELATED ISSUES**

21. Civil service pay adjustment is not applicable to judges or judicial officers (JJOs), political appointees, non-civil service contract (NCSC) 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 scale). The relevant policy background is set out in **Annex D**.

D

**IMPLICATIONS**

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

23. The annual financial implications for the civil service and the subvented sector arising from the pay offers (if implemented) are estimated as follows –

	<b>\$ million</b>
(a) Civil service	4,159 <sup>12</sup>
(b) Independent Commission Against Corruption staff <sup>13</sup>	36
(c) Subvented organisations	4,720 <sup>14</sup>
(d) Auxiliaries	10
<b>Total</b>	<b>8,925</b>

<sup>12</sup> The figure includes an additional cost of about \$394 million arising from pay adjustment for around 19 700 civil servants seconded to/working in trading funds, subvented and other public bodies. It also includes an estimated increase of \$571 million in pension payments for those retiring in 2016-17.

<sup>13</sup> Independent Commission Against Corruption (ICAC) staff are not civil servants. However, it has been the Government’s policy to extend the civil service pay adjustment to ICAC staff.

<sup>14</sup> This figure has excluded the financial implications arising from pay adjustment for civil servants seconded to/ working in subvented bodies, which have been incorporated under item (a) above.



24. 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 broadly in line with the pay adjustments in the private sector over the past year, the impact on the overall labour market should be small. The impact on inflation of the pay adjustment should also be marginal.

### **PUBLICITY**

25. The Secretary for the Civil Service has made the pay offers to the staff sides of the four central consultative councils earlier today (7 June 2016). A press release will be issued later today, and a spokesperson will be available to answer media enquiries.

### **ENQUIRIES**

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

**Civil Service Bureau**  
**7 June 2016**

### **The PTS Mechanism**

The annual PTS is commissioned by the PTS Committee, which is a tripartite committee comprising members from –

- (a) the staff sides of the four central consultative councils (10 representatives in total);
- (b) the Standing Commission and the SCDS (three representatives); and
- (c) the Government (two representatives).

The Secretary General of the Joint Secretariat for the Advisory Bodies on Civil Service and Judicial Salaries and Conditions of Service is also a member.

2. The PTS collects the year-on-year adjustments in both basic pay and additional pay (e.g. “the 13<sup>th</sup> month salary”, year-end bonuses/commissions and other non-guaranteed/discretionary/one-off bonuses, etc.) of employees in the surveyed companies from major economic sectors. Salaries adjustments awarded to employees on account of the following factors are included –

- (a) cost of living;
- (b) general prosperity and company performance;
- (c) general changes in market rates; and
- (d) in-scale increment and merit.

Changes in fringe benefits and cash allowances (e.g. housing allowance) as well as salaries adjustments attributed to external relativities<sup>1</sup>, internal relativities and/or implementation of the statutory minimum wage are excluded from the calculation of the PTIs.

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<sup>1</sup> Salaries adjustments attributed to external relativities refer to adjustments given to a specific group of employees in a company as a result of salaries paid by other companies for a similar job.

3. Pay adjustment data from both larger (i.e. with 100 or more employees) and smaller (i.e. with 50 to 99 employees) companies are collected and assigned a 75% and 25% weighting respectively. The data are collated according to three salary bands, namely, upper, middle and lower, and aggregated in accordance with the assigned weighting into a basic pay indicator and an additional pay indicator for each salary band.

4. The sum of the two indicators for a particular salary band is the **gross** PTI for that band. The PCIs incurred for civil servants in each salary band (i.e. the increment payment made to civil servants who have not yet reached the maximum pay point of their ranks, expressed as a percentage of total salary payment) is then deducted from the relevant gross PTI to arrive at the **net** PTI.

### **The 2016 PTS Methodology**

5. Every year before the conduct of the PTS, the PTS Committee reviews and agrees on the survey methodology and the survey field. During the review, the PTS Committee has studied and discussed all issues about the PTS methodology raised by staff associations. It has accepted the suggestion from the staff side that new recruits in surveyed companies who are awarded pay adjustment only on a pro rata basis (i.e. based on the length of time period they have served in the company during the year) as a result of the company policy will be excluded<sup>2</sup>.

6. Except for the above changes, the PTS Committee agreed that other aspects of the 2015 PTS methodology should be adopted for the 2016 PTS. The views of the PTS Committee were accepted in full by both the Standing Commission and the Government without further comment. At its meeting held on 19 February 2016, the PTS Committee formally commissioned the PSRU to conduct the 2016 PTS.

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2 Previously, only new recruits who were not awarded any pay adjustment as a result of the company policy were excluded. Those who were awarded with pay adjustment only on a pro rata basis were included.

**Technical Definition of CPI Figures**

The CPI provides a measure to reflect changes in the price level of consumer goods and services generally purchased by households. The Census and Statistics Department is responsible for compiling the following series of CPIs to reflect the impact of consumer price changes on households in different expenditure ranges as follows:-

- Composite CPI: reflects the impact on households as a whole (households with monthly expenditure in the range of \$5,600 to \$79,200 adjusted to the price level of 2015);
- CPI(A): relates to 50% of households in the relatively low expenditure range (i.e. roughly with monthly household expenditure in the range of \$5,600 to \$22,800 adjusted to the price level of 2015);
- CPI(B): relates to 30% of households in the medium expenditure range (i.e. roughly with monthly household expenditure in the range of \$22,800 to \$39,400 adjusted to the price level of 2015); and
- CPI(C): relates to 10% of households in the relatively high expenditure range (i.e. roughly with monthly household expenditure in the range of \$39,400 to \$79,200 adjusted to the price level of 2015).

2. Since 2007, the Government has been implementing a number of one-off relief measures to relieve the burden of the general public. According to international guidelines, CPI should reflect what consumers actually pay for the goods and services which are included in the scope of the CPI. The expenditures and prices recorded should be those paid by consumers, taking account of all discounts, subsidies and most rebates, even if discriminatory or conditional. As such, the impact of all these measures should be reflected in the CPI as far as possible.

3. On the other hand, it is understood that a separate CPI is needed for many analytical purposes so that prices after netting out the effects of these one-off measures<sup>1</sup> can be measured for presenting a picture of the underlying inflationary trend. In this connection, "Headline" and "Underlying" are terms generally used to describe

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<sup>1</sup> One-off relief measures affecting the CPIs include (a) public housing rental waiver; (b) rates concession; (c) electricity charge subsidy; and (d) suspension of employees retraining levy. While there have been other relief measures such as tax rebate in recent years, they are considered not having direct effect on the compilation of CPIs since tax payment is not an expenditure component for compiling the CPI figures.

respectively the CPIs before and after removing the effects of all Government's one-off relief measures. While headline CPI provides a measure to reflect the actual price changes in the price level of consumer goods and services generally purchased by households, underlying CPI serves to reflect the hypothetical situation after netting out the impacts of the Government's one-off relief measures.

Chinese version only

只附中文版

Annex C  
附件 C

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

本函檔號：SS/DSCC/P-3  
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公務員事務局局長  
張雲正先生, JP

張局長：

二零一六至一七年度公務員薪酬調整

謝謝你 2016 年 5 月 13 日的來信。

紀評(職方)認為薪酬增幅理應能維持公務員的基本購買力，並讓公務員分享經濟成果。故此，參照香港的經濟增長成果和甲類消費物價指數，紀評(職方)認為 2016 至 2017 年度的公務員增薪幅度應劃一不少於 5.68%。紀評(職方)希望政府在釐定年度公務員薪幅調整時能充份考慮各項因素，例如香港經濟狀況、政府財政狀況、生活費用的變動、公務員士氣，以及職方的薪酬調整要求。

紀律部隊評議會(職方)主席

梁仲池



二零一六年五月二十七日

政府飛行服务队機師工會  
Government Flying Service  
Pilots' Union

政府飛行服务队空勤主任協會  
Government Flying Service  
Aircrews Officers Association

政府飛行服务队飛機工程師協會  
Government Flying Service  
Aircraft Engineers Association

政府飛行服务队機師及空勤人員工會  
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

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

香港消防處救護員工會  
Hong Kong Fire  
Services Department  
Ambulance's Union

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

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

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

香港入境事務處助理員工會  
Hong Kong Immigration  
Ambulance Union

入境事務主任協會  
Immigration Services  
Officers Association

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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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政府總部西翼  
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張雲正先生

張局長:

二零一六至一七年度公務員薪酬調整

局方在2016年5月13日的來信(檔號: CSBCR/PG/4-085-001/77)收悉,現作出以下回覆。

第一標準薪級公務員評議會(職方)委員一致建議本年度低層公務員加薪4.68%與中層看齊。

由於大部分第一標準薪級人員均屬甲類家庭,即住戶的每月平均開支大約在5,600元至22,800元之間(調整至2015年的價格水平),因此職方在建議薪酬加幅時參考了甲類消費物價指數。根據政府統計處公布的資料,截至2016年3月止的十二個月內,甲類消費物價指數較一年前同期平均上升3.2%。在各類消費項目中,價格在2016年3月份錄得按年升幅最高的類別為,食品(上升6.0%)、外出用膳(上升3.8%)及住屋(上升3.4%)。這些消費項目都是基層市民的必需支出,如本年度只根據薪酬趨勢調查淨指標(3.08%)加薪,低層公務員的購買力將被削弱。

根據以往慣例，如低層公務員的薪酬加幅低於中層公務員，則低層公務員的薪酬加幅會上調至與中層看齊，職方認為這做法應被視為機制的一部分。隨著社會對公務員的要求不斷提高，公務員在工作上面對的挑戰和壓力越來越大，因此，職方期望局方繼續採用以往的慣例，將低層公務員的薪酬加幅上調至與中層看齊，以提升公務員士氣。

此外，政府在多年前推行自願退休計劃後凍結了招聘公務員，近年為了填補退休潮引致的空缺，很多職系均恢復了招聘，因此近年遞增薪額開支的數字持續攀升，這對已達頂薪點的同事實在有欠公平。職方希望局方能取消扣除遞增薪額的安排，讓同事可得到應得的加薪。

公務員一向竭誠為市民服務，希望局方能作全盤考慮，接受職方的建議。

第一標準薪級公務員評議會

職方主席李惠儀



2016年5月27日



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

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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/4-085-001/77

27<sup>th</sup> May 2016

The Hon. CHEUNG Wan-ching, Clement, JP  
Secretary for the Civil Service,  
9/F., West Wing, Central Government Offices,  
2 Tim Mei Avenue, Tamar,  
Hong Kong

Dear Mr. CHEUNG,

**Pay Claim  
2016-17 Civil Service Pay Adjustment**

In response to your letter under reference CSBCR/PG/4-085-001/77 dated 13<sup>th</sup> May 2016, please find below the Pay Claim of the Police Force Council Staff Side (PFC SS).

**We consider the net pay adjustment this year for the Police Force should be an increase of 5.6% across-the-board**, which is based on the finding of our own independent pay trend survey conducted utilizing open and closed sources. We are also of the view that, as the Police Pay Scale is an integral and complete system, any adjustment to the Police Pay Scale should be made across-the-board.

If however the Government is determined to continue with a pay adjustment based on the results of the present flawed system, we must stress again that it is totally inappropriate and unfair to deduct the Payroll Cost of Increments (PCIs) from the figures of the civil service pay adjustment. The payment of increments are neither automatic nor given to every officer as a matter of right. Increments are only granted upon an assessment of an officer's performance, which must be persistently satisfactory, and officers who are already on their maximum pay point are not eligible to any increment. It is extremely discouraging for our officers to see the fruits of their hard-work, which should be awarded in the form of increments, taken away as a result of the annual pay adjustment. It is even more disheartening for our officers who are on their maximum increment, which currently comprising approximately 60% of the total number of officers in the Force, to have their annual pay adjustment

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

deducted by the PCI, without any award of increments. Deducting the incremental value from the pay adjustment figures is in fact a penalty to all officers in the Force, with those on maximum increment suffering the most. We have raised this problem in our previous pay claim letters. We are deeply disappointed and increasingly frustrated that our valid and pressing concerns appear to have persistently been ignored. **We once again strongly urge the Government to immediately cease the unfair deduction of the "Payroll Cost of Increments" from the civil service pay adjustment.**

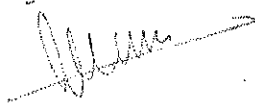
We also wish to take this opportunity to repeat our position that the mechanism and process of the civil service pay adjustment needs to be reformed. It should be borne in mind that the PFC SS has withdrawn from the Pay Trend Survey Committee, with the SPA remaining in an observer capacity. **It is our strong opinion that a new survey mechanism needs to be devised, that incorporates all involved parties, inclusive of staff side representatives.**

With an ever-increasing workload and higher public expectations, we continue to deliver essential and highly professional frontline services to the community. Fair and reasonable pay for the Police is vital in maintaining high morale and ability to provide these services. Hong Kong's GDP had a year-on-year increase of 6.2% in 2015 and a 3.1% increase in the 1<sup>st</sup> Quarter of 2016. The revised estimates of the Government Budget also shows a surplus of \$30 billion for the Financial Year 2015-16 with the fiscal reserves reaching \$860 billion. Given the vibrant state of Hong Kong's economy and the phenomenally healthy fiscal position of the Government, we consider it only fair that the living standard of Police officers should not be eroded by the rising costs of living without adequate and reasonable compensation in the form of fair pay adjustments. We look forward to receiving a just and reasonable pay offer from you.

Yours sincerely,



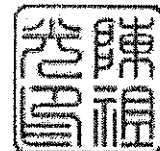
Patrick KWOK  
Chairman  
SPA



James LEE  
Chairman  
HKPIA



Ron ABBOTT  
Chairman  
OIA



Joe CHAN  
Chairman  
JPOA

c.c. Commissioner of Police

English version only

只附英文版

**Hong Kong Senior Government  
Officers Association**

Room 328, Central Government Offices  
East Wing, 2 Tim Mei Avenue, Tamar,  
Hong Kong

**Association of Expatriate Civil  
Servants of Hong Kong**

Room 327, Central Government Offices  
East Wing, 2 Tim Mei Avenue, Tamar,  
Hong Kong

Mr Clement CHEUNG, JP  
Secretary for the Civil Service  
9/F, West Wing,  
Central Government Offices,  
2 Tim Mei Avenue,  
Tamar, Hong Kong

26 May 2016


Dear Mr CHEUNG,

**2016/17 Civil Service Pay Adjustment**

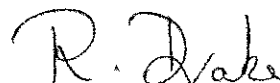
On behalf of the Hong Kong Senior Government Officers Association and the Association of Expatriate Civil Servants of Hong Kong of the Senior Civil Service Council Staff Side, we wish to inform you of our pay claim.

It is our view that the Payroll Cost of Increments should no longer be taken into consideration for the civil service pay adjustment. Hence, the civil service pay adjustment for the upper salary band for 2016/2017 should be 5.28% as indicated by the findings of the Pay Trend Survey 2016. We have no comment about the middle and the lower salary bands.

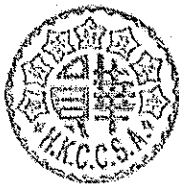
Yours sincerely,



(CHAN Sai-kwing)  
for Hong Kong Senior  
Government Officers Association



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



香港政府華員會

HONG KONG CHINESE CIVIL SERVANTS' ASSOCIATION

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本會檔號：(39) in 2/7/CCSA(XXI)

致香港特別行政區政府  
公務員事務局局長  
張雲正先生

尊敬的張局長：

## 2016-17 年度公務員薪酬調整事宜

首先，有鑑這次是您去年7月上旬接任後，首次處理公務員年度薪酬調整事宜，本會認為有必要向您指出：貴局2016年5月13日來信首段的如下表述並不完全準確：“按照既定機制”，行政長官會同行政會議將“在考慮6項因素後”，就公務員薪酬調整幅度作出決定。貴局2016年5月19日的新聞稿也有類似的表述。

自1973年以來，本會即已見證並直接、不間斷參與現行機制的誕生、應用和改善。因而，本會曾於近年屢次指正貴局：所謂政府在決定公務員薪酬調整幅度之時，只限於考慮貴局所述的6項因素的講法，不符合過往政府從不量化考慮因素並曾不止一次考慮過其他因素的歷史事實，既偏離了原有機制，又誤導了立法會、公眾及公務員。

必須提醒貴局：公務員年度薪酬調整機制的確立有其背景及因由，其能長久使用，有賴長期建立的公信力，須知破壞容易，建設難！為協助您和貴局對現行機制有較全面、正確的了解，茲附上時任高級公務員評議會職方主席黃河會長致立法會的文件：《公務員薪酬調整機制：過往通常的做法》，供參閱。

**本會要求：高層 4.19%；中、低層 4.68%**

關於 2016-17 年度公務員薪酬調整，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，經全面考慮多項因素，現向政府要求如下：高層薪金級別的薪酬調整幅度為 4.19%；中、低層薪金級別 4.68%。

本會考慮的眾多因素，包括：

### **(1) 參考的“薪酬趨勢指標”(Pay Trend Indicators-PTIs)實為上一年度私營機構的薪酬調整調查結果**

本會注意到本港去年 GDP 有 2.4% 的增長，但現時經濟確已出現疲弱，有下滑趨勢。但必須指出的是，公務員薪酬調整的其中一個重要考慮因素，是根據上一年度私營機構的薪酬趨勢調查結果。故有關調查是滯後的調查，即使參考有關調查結果，公務員的薪酬調整實際上是落後於私營機構，只是“追補”私營機構上一年度的薪酬調整，並非如某傳媒所指，公務員是“逆市加薪”。就此，政府有必要向傳媒、公眾作出澄清，勿令誤解誤會繼續下去。

## (2)各級公務員有理由維持並改善購買力、分享經濟成果

香港自 1974 年確立的現行公務員薪酬調整機制，本容許公務員分享/分擔經濟的起伏。多年前，本會即已據此指出，在經濟衰退、嚴重財赤下，需要公務員凍薪/減薪，與社會共渡時艱，為應有之義；而容許公務員適當分享經濟成果，同為應有之義。

公務員亦為打工仔，需要政府協助他們對抗並舒緩通脹帶來的壓力，維持薪酬的購買力，並盡可能改善之，令他們得分享經濟成果。

故這次容許各級公務員的薪酬調整幅度高於與調查年度同期的甲類消費物價指數，並無不合理之處。惟鑑於現時出現的經濟持續低迷狀況，本會認為宜採克制務實的考量，故不主張提出公務員薪酬調整幅度高於薪酬趨勢淨指標的要求。

## (3) 勿拋棄“低跟中” 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。這已成為公務員薪酬調整機制的不可或缺的部分。對此，您的前任曾刻意作出歪曲的演繹，偏離了原有的機制。希望您不會“蕭規曹隨”。

## (4) 穩定公務員隊伍仍至關重要

毋庸置疑，在後“佔領”、後旺角暴亂的社會，政府的管治，已經越發艱難，在本屆政府已只剩下短短約一年的任期，面對的將是持續低迷的經濟和越趨民粹化、泛政治化的局面，更須應對 9 月的立法會換屆選舉、12 月的選舉委員會選舉、明年 3 月的行政長官選舉及隨後的新舊政府的交接，情況之複雜、嚴峻及牽連影響之大，不容低估。因而，穩定公務員隊伍仍至關重要。

希望政府慎重考慮並接納本會的合理要求。

副會長



謹啟

(利葵燕)

2016 年 5 月 26 日

# 公務員薪酬調整機制知多少？

## 編者按

高級公務員評議會職方（高評）是現行一年一度的公務員薪酬調整機制的助產士，1974年以來不間斷的直接參與者，現行公務員薪酬調整機制演變的見證者。

一直參與其中的本會會長、高評職方主席黃河注意到最近出現了下列兩種情況：

其一、不少傳媒的報導或評論、社會人士（包括前高級公務員）的評論，甚至公務員團體代表的理解，似乎顯示他們對現行機制不甚了解，存有誤解。

其二、鄧國威局長更在6月4日提交立法會的文件中，宣示：“薪酬調整方案與……薪酬趨勢淨指標掛鉤（鈎）”。這說法與過往的講法和做法有明顯不同。

2013年7月2日，立法會公務員及資助機構員工事務委員會舉行特別會議，討論2013-14年度公務員薪酬調整問題。高評職方主席黃河應邀出席，簡介了現行公務員薪酬調整機制的組成、一年一度的公務員薪酬調整機制的由來和演變，以及過往的通常做法，期澄清一些誤會或曲解。

本期《華員報》全文刊登高評職方的簡介，讀之應可對現行機制有較全面、正確的了解。

## 公務員薪酬調整機制： 過往通常的做法

高級公務員評議會職方主席 黃河  
於立法會公務員及資助機構員工事務委員會  
2013年7月2日特別會議

### 公務員薪酬調整機制的組成

① 公務員薪酬調整機制頗為複雜。為檢討和調整公務員的薪酬，過去幾十年來，除一年一度、定期進行私營機構薪酬趨勢調查外，還進行過公務員薪俸結構的全面檢討、個別職系或職系組別的薪酬和架構檢討、私營機構高級行政人員薪酬及福利調查、附帶福利調查、公務員入職薪酬調查（現定為每3年一次）以及非首長級

公務員薪酬水平調查（現定為每6年一次），等等。這些檢討和調查共同組成了現行公務員薪酬調整機制。

② 現行一年一度的公務員薪酬調整機制無疑為公務員薪酬調整機制的其中一個重要的組成部份。它主要包括私營機構薪酬趨勢調查和官職雙方就公務員薪酬調整的幅度及理據展開的“討價還價”兩個範疇。

3 以時間先後為序，現行一年一度的公務員薪酬調整機制基本上包括了如下幾個主要環節：

- (1) 公務員薪俸及服務條件常務委員會之下的薪酬趨勢調查委員會 (PTSC — Pay Trend Survey Committee) 會就薪酬趨勢調查的方法及參與調查的公司名單開會，討論需否修訂、增減並作出決定。
- (2) 委員會轄下的薪酬研究調查組 (Pay Survey and Research Unit) 會根據協議了的調查方法及公司名單，調查私營機構僱員在上一年度的薪酬趨勢。
- (3) 薪酬研究調查組整合調查結果，經加權計算出薪酬趨勢總指標 (Gross Pay Trend Indicators) 後，將薪酬趨勢調查報告交薪酬趨勢調查委員會三方成員審核。報告會同時羅列，經減去公務員事務局提供的公務員遞增薪額開支 (Pay Roll Cost) 而得出的薪酬趨勢淨指標 (Net Pay Trend Indicators)，以及消費物價指數 (CPI) 的數據，供參考。
- (4) 薪酬趨勢調查委員會三方成員審核有關調查報告，並各自決定是否確認、有保留地確認或不確認調查的結果。
- (5) 中央評議會職方參考薪酬趨勢淨指標及其他多項因素 (每年側重點不盡相同，過往亦不限當局所規定的6項)，主動 (完全不需要當局“邀請”) 向公務員事務局提出薪酬調整的要求 (Pay Claim) 及理據。
- (6) 行政長官會同行政會議在考慮職方的要求及多項其他重要因素後會向中央評議會職方提出薪酬調整建議方案 (Pay Offer)。
- (7) 職方就政府的建議作出回應，接納或提出反建議。
- (8) 行政長官會同行政會議作最後決定，並交方案予立法會財務委員會申請撥款。

(9) 薪酬趨勢調查委員會於每年9月開會，檢討較早時進行的薪酬趨勢調查，以進一步改善調查方法 (如需要的話)。

### 現行一年一度公務員薪酬調整機制的由來

- 4 在現行機制誕生之前，要調整公務員的薪酬，不論是整體性或個別職系/職系組別的薪酬和架構，並沒有一個常設的、制度化的做法，每每只是隔幾年，視乎需要，由當年的港督臨時委任薪俸調查委員會 (Salaries Commission) 去檢討和提出建議。最低薪的第一標準薪級公務員則有好幾年，根據消費物價指數的上升，獲發生活費用津貼 (COLA - Cost of Living Allowance)。1968年高級公務員評議會成立以後，才由官職雙方共同成立一個常設的薪俸調查組 (Pay Investigation Unit-PIU) 開始去蒐集及分析私營機構僱員的薪酬及服務條件的資料。
- 5 1970年代初因通脹加劇，高級公務員評議會職方要求公務員薪酬較以往更頻密的調整，以維持薪酬的實際價值——購買力。1972及1973年，公務員的薪酬便根據消費物價指數而調整。然而，除此之外，參考私營機構僱員的薪酬變動日益受到關注。
- 6 由是高級公務員評議會的官職雙方催生了一年一度的薪酬趨勢調查，並參考調查結果以及其他多項因素，再協商如何按年調整整體公務員的薪酬，時在1974年，從此成為常設的、制度化的做法，並由此形成了現行的一年一度的公務員薪酬調整機制。

### 現行機制多年來不停演變

- 7 自39年前引入後，有關機制經歷了不停的演變，例如：
  - (1) 調查機構——由隸屬當年銓敘科的薪俸調查組，到1983年公務員薪俸及服務條件常務委員會之下的薪酬調查研究組；

- (2) 審核機構——由高級公務員評議會之下的薪俸調查組督導委員會，到1983年公務員薪俸及服務條件常務委員會之下的薪酬趨勢調查委員會；
- (3) 調查方法的檢討制度化——由需要時才檢討薪酬趨勢調查的方法，到規定每年薪酬趨勢調查結果審核後的9月定期檢討；
- (4) 進行調查期——由每年的5月提前到每年的4月；
- (5) 宣佈調整日期——由每年的7、8月，提前到6月，以縮短薪酬趨勢調查的進行和公務員薪酬調整的落實引致的時間上的差距；
- (6) 調查範圍——由最初的68間到這次的109間，私營機構的僱員人數由最初的93,000人到這次的180,253人；參與調查的公司亦隨着香港從事經濟活動人口的整體分佈情況的變化而調整，由最初為主要經濟行業的製造業居多，到如今讓位於金融及地產業；公司的規模由僱員人數全部需為100人以上的較大型公司到如今擴及到50至99人的較小型公司；
- (7) 納入調查及計算的資料數據——由最初的範圍相對狹窄，擴大到如今包括私營機構因應生活費用、公司業績、薪酬市值調整、勞績獎賞、遞增薪額、花紅及雙糧變動等因素而給予的薪金調整；
- (8) 扣減公務員遞增薪額開支——經港督根據《1968年協約》委任的1988年仲裁委員會(Committee of Inquiry - C of I)建議，由1989年起，私營機構僱員的勞績獎賞和遞增薪額必須納入調查之內，由此計算出薪酬趨勢總指標；作為對等處理，公務員3個薪金級別的遞增薪額開支亦須扣減，並從而得出薪酬趨勢淨指標，作為職方和政府考慮公務員薪酬調整幅度時，共同參考的依據。



8 透過薪俸調查組督導委員會以及其後的薪酬趨勢調查委員會，高級公務員評議會職方的成員團體，提出了許多有用的建議，為薪酬趨勢調查方法的持續改善，作出了貢獻。

### 過往的通常做法

9 一年一度的公務員薪酬調整機制自1974年正式誕生以來，通常的做法是：

(1) 調查：滯後一年 調整：追趕私營機構

10 每年4月1日起實施的公務員薪酬調整，都是經過對上年度私營機構的薪酬趨勢進行了調查，並根據有關調查的結果加權計算出薪酬趨勢指標。由是應知，它實際上是滯後一年的調查，而用來參考的調查結果，亦是落後一年的數據。有關薪酬調整，實際上只是追趕私營機構上一個年度的調整，絕非“帶領市場”。

(2) 公務員薪酬調整與指標向來不掛鉤

11 公務員事務局在2013年6月4日致立法會的《立法會參考資料摘要》文件中，羅列政府方案理據(見文件第14段)時聲稱：“薪酬調整方案與各相關薪金級別的薪酬趨勢淨指標掛鉤(鈎)，以維護薪酬趨勢調查和薪酬調整機制的公正性和公信力”，以“貫徹保持公務員薪酬與私營機構薪酬大致相若的政策”。如此“掛鉤”宣示，高級公務員評議會職方自1970年代初協助確立現行一年一度公務員薪酬調整機制以來，從未聽聞過或在前港英政府以及回歸後的前3屆特區政府任何文件中發現過。

12 儘管薪酬趨勢淨指標確是職方及政府雙方共同的主要考慮因素，過往亦有好幾年的公務員薪酬調整幅度相等於薪酬趨勢淨指標，但這並不等於兩者已“掛鉤”。因應每一年實際情況的不同，在考慮眾多因素中，雙方的側重點每一年均不盡相同；有時會以薪酬趨勢指標，有時會以通脹或政府的財政狀況、香港的經濟狀況作為某一年的主要考慮因素，有時會幾個因素一併考慮。當局硬要“掛鉤”，做法既不現實，更偏離過往的做法。



13 此外，多年來，政府雖羅列多項通常會予以考慮的因素，但從不作出規限，更不如近十多年般，當局單方面量化並限定考慮因素的項目只有6個。事實上，“不足之數”(shortfall)、港元貶值等其他因素，均曾被考慮過。

(3) 對抗通脹、維持購買力向來是重要考慮因素之一

14 高級公務員評議會在1968年成立後，曾確認政府在1965年訂定的公務員薪俸政策基本原則，其中包括“公務員要求根據生活費用指數來調整薪金以維持其實際價值是合理的”。現行一年一度的薪酬趨勢調查誕生的背景原因之一，正是官職雙方對通脹的共同關注。

15 高級公務員評議會成立的薪俸調查組——進行現行機制第一次薪酬趨勢調查的機構，其職權範圍之一：“核定薪酬趨勢並顧及消費物價指數 (to assess pay trends having regard to the Consumer Price Index)”，便是一個明顯的註腳。

16 8年後的1982年12月，剛成立3年的公務員薪俸及服務條件常務委員會，亦曾在它的《第9號報告書(公務員薪俸政策第2號報告書)》第4段確認：“公務員要求根據生活費用指數來調整薪金以維持其實際價值是合理的”。

17 過往的做法顯示：職方曾有好幾次以生活費用的指數作為薪酬調整的主要考慮因素。

18 由此可知，職方多個團體過往以及今年以通脹作為主要考慮因素，以維持作為打工仔的公務員薪酬的購買力，並無偏離過往的做法。

(4) 引用的通脹率是落後一年的數據

19 一向以來，官職雙方正式引用的生活費用的指數，多是按消費物價指數按年變動，截止上一年度3月止12個月的通脹率。事實上，這是落後一年的數據。由是應知，即使根據過了時

的通脹率調整薪酬，它實際上只是一個追補的措施。

(5) 其他考慮因素是實時的、當下的

20 但職方在提出薪酬調整的要求或反建議，行政長官會同行政會議(回歸前是港督會同行政局)作出回應，提出薪酬調整的建議或最後決定時，雙方所考慮的其他一些因素，例如政府的財政盈餘或赤字和社會的經濟蓬勃或不景氣的狀況，等等，則向來是實時的、當下的，其影響是“立竿見影”的。

21 事實上，第一次(1974至75年)薪酬趨勢調查儘管已有結果，因1975年經濟不景，當年公務員的薪酬未獲調整，亦即凍薪。但政府在釐訂1976年的薪酬調整幅度時，接受了職方的要求，特別將1975年和1976年兩年的薪酬趨勢指標合併考慮，補回了“不足之數”。



(6) 政策和機制容許公務員分享/分擔經濟的起伏

22 1975及1976年頭兩年的凍薪及補回“不足之數”的做法，說明了容許公務員分享/分擔經濟的起伏，向來是政府的薪酬政策，亦是機制內需要考慮的因素。當時，政府的財政和香港的經濟狀況成了決定公務員薪酬調整的主要考慮因素，其重要性凌駕於薪酬趨勢指標之上。回歸後有5年的做法也顯示，對這兩項因素的側重，決定了2002-2005年之間的凍/減薪，2009年的凍/減薪。

23 事實上，1982年12月，公務員薪俸及服務條件常務委員會便曾在它的《第9號報告書(公務員薪俸政策第2號報告書)》第11段，明確宣示：“繁榮的果實公務員倘若未能分享，未免有欠公允”。

24 只是港英政府在撤退之前的幾年，故意不提容許公務員分享/分擔經濟起伏的政策，回歸後的特區政府更因遭遇好幾年的經濟衰退或不景，只講“分擔”，不講“分享”。

(7) 現行機制體現政府須是一個良好僱主的政策

25 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，在工資和薪金方面，有一套合理和有系統的管理方法，有一定的規模。其目的在體現政府須是一個良好僱主的政策。

26 由1989年起，根據1988年仲裁委員會的建議，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低於中層，則會調高至與中層同一水平，除非另有強而有力的理由。這做法同樣體現了政府須是一個良好僱主的政策。這做法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。

(8) 現行機制容許仲裁重大爭議

27 根據《1968年協約》的規定，若官職雙方無法就薪酬爭議在高級公務員評議會內達成協議，行政長官就會應職方的請求，委任一個獨立的仲裁委員會去提出仲裁建議。過往的做法顯示：現行機制曾為嚴重爭議的解決，提供了一個“軟著陸”的渠道，有利緩解尖銳的矛盾。

## 結論

(1) “掛鈎”既不現實，更偏離過往的做法

28 由上述可見：在現行的一年一度公務員薪酬調整機制之下，各相關薪金級別的薪酬趨勢淨指標從未與薪酬調整的幅度“掛鈎”。事實上，因應每年不同的實際情況，當局硬要“掛鈎”，既不現實，更偏離過往的做法。

(2) 事先的諮詢協商至關重要

29 若公務員事務局局長認為確有“掛鈎”的需要，或現行機制、過往做法需作任何修正，正確的做法應是先與職方充份的商討，而不是單方面作出宣示或行動。但最新的事實卻是：職方只是由2013年6月4、5日傳媒的報導及當局致立法會的文件中，才得知有關消息。再者，在此之後，儘管高級公務員評議會職方成員團體對“掛鈎”之說作出了抨擊，當局在2013年6月11日的《立法會參考資料摘要》文件中，採取了迴避的做法，既不收回之前的言論，亦不回應對它的抨擊。至今（已有3個星期）仍拒不回應。

30 這既有違45年前訂定的《1968年協約》規定的協商精神，亦不符1970、1980年代行之有效的做法。值得一提的是：其時，高級公務員評議會的官職雙方有甚多的正式和非正式的溝通、協商，特別是事先的諮詢協商。☉

**Applicability of the Civil Service Pay Adjustment**

The proposed civil service pay adjustment is not applicable to JJOs, political appointees, NCSC staff and subvented sector staff. The relevant policy background are set out as follows –

- (a) JJOs: JJOs are subject to a different and separate mechanism for pay adjustment as endorsed by the Executive Council on 20 May 2008. The Standing Committee on Judicial Salaries and Conditions of Service (the Judicial Committee) will deliberate how the pay of JJOs should be adjusted having regard to a basket of factors, including the final pay adjustment decision to be made for the civil service. Upon receipt of the recommendations of the Judicial Committee, a separate decision from the Executive Council will be sought.
- (b) Political appointees: The pay policy for politically appointed officials (including Principal Officials (POs), Deputy Directors of Bureau and Political Assistants to POs) are distinct and separate from those for the civil service. The recommendation 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 recommendation in this brief and the final 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. That said, 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 Executive Council's decision on the pay adjustment for the civil service for 2016-17 and subject to the approval of the Legislative Council Finance Committee, 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 4.54% if civil service pay for 2016-17 is indeed adjusted according to the recommended pay offers.