

## **LEGISLATIVE COUNCIL BRIEF**

### **2023-24 CIVIL SERVICE PAY ADJUSTMENT – PAY OFFERS**

#### **INTRODUCTION**

At the meeting of the Executive Council on 6 June 2023, the Council **ADVISED** and the Chief Executive (CE) **ORDERED** that the following pay adjustment offers for the 2023-24 civil service pay adjustment, to be effected retrospectively from 1 April 2023, should be made to the staff side of the four central consultative councils<sup>1</sup>.

- (a) a pay increase of **2.87%** 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 to maintain the minimum 1%-pay lead between relevant adjacent points –
  - (i) Master Pay Scale (MPS) 34 at \$79,930 and MPS 35 at \$80,730; and
  - (ii) Disciplined Services (Officer) Pay Scale (DS(O)) 20 and Police Pay Scale (PPS) 36 at \$79,790, DS(O) 21 and PPS 37 at \$80,590, and DS(O) 22 and PPS 38 at \$81,400;
- (b) a pay increase of **4.65%** for civil servants in the middle salary band; and
- (c) a pay increase of **4.65%** (same as the pay offer for the middle salary band) for civil servants in the lower salary band, by

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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).

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 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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### **The Established Mechanism and the Arrangement for 2023-24**

3. 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 state of Hong Kong’s economy
- changes in the cost of living
- the Government’s fiscal position
- the net PTIs
- the pay claims of the staff side

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<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 Pay Trend Indicator (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).

- 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 State of Hong Kong's Economy**

4. The Hong Kong economy improved visibly in the first quarter of 2023, led by the strong recovery of inbound tourism and domestic demand. Real Gross Domestic Product grew by 2.7% over a year earlier, ending four consecutive quarters of declines.

5. Looking ahead, inbound tourism and domestic demand will remain the major drivers of economic growth this year. Visitor arrivals should recover further as transportation and handling capacity continue to catch up. The improving economic situation and prospects should boost domestic demand, though tight financial conditions will remain a constraint. The continued improvement of the labour market, the disbursement of consumption vouchers, and "Happy Hong Kong" events will provide additional support to private consumption. On the other hand, exports of goods will continue to face significant challenges. Slower growth in the advanced economies will continue to weigh on external demand, though the faster recovery of the Mainland economy should provide some relief. The economy is projected to grow by 3.5-5.5% in 2023. If the current momentum of economic recovery is sustained, growth will likely be near the higher end of the forecast range.

6. The labour market improved in the past year or so. The seasonally adjusted unemployment rate decreased successively to 3.0% in February-April 2023 from a high of 5.4% in February-April 2022. The underemployment rate also declined to 1.2% from 3.8% over the same period. Nominal wages and labour earnings on average saw accelerated year-on-year increases in 2022. The year-on-year increase in average nominal wage rate accelerated to 2.6% in December 2022 from 1.8% in March, while that in nominal payroll per person engaged picked up to 2.3% in the fourth quarter of 2022 from 0.8% in the first quarter. Looking ahead, the labour market should improve further alongside the ongoing economic recovery.

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

7. For the 12-month period ending March 2023, the headline Composite Consumer Price Index (CPI), which reflects the impact of the changes in consumer prices on approximately 90% of households, increased by 2.0% as compared to the previous 12-month period ending

March 2022. The changes in headline and underlying<sup>3</sup> Composite CPI, CPI(A), CPI(B) and CPI(C) (with the latter three indices relating to approximately 50%, 30% and 10% of households respectively) for the 12-month period ending March 2023<sup>4</sup> over the previous 12-month period ending March 2022 are as follows –

	<b>Composite CPI</b>	<b>CPI(A)</b>	<b>CPI(B)</b>	<b>CPI(C)</b>
Headline	2.0%	2.3%	1.8%	1.9%
Underlying	1.8%	1.8%	1.7%	1.9%

8. The annual increases in headline and underlying Composite CPIs are forecast at 2.9% and 2.5% for 2023.

### **The Government’s Fiscal Position**

9. The Government runs a fiscal deficit of about \$122.3 billion in 2022-23, and fiscal deficit is forecast to be \$54.4 billion in 2023-24. As at 31 March 2023, the fiscal reserves stood at \$834.8 billion, and is expected to stand at \$780.4 billion by the end of March 2024 as recently forecast by the Government.

### **The Net PTIs**

10. The 2023 PTS has been completed. It covers the 12-month period from 2 April 2022 to 1 April 2023. In the survey, the basic pay and additional pay adjustment data of 136 971 employees in 108 companies, consisting of 135 249 employees in 81 larger companies and 1 722 employees in 27 smaller companies, were collected. The findings of the 2023 PTS are set out below –

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<sup>3</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>4</sup> Source: Monthly Report on the Consumer Price Index (March 2023) published on 21 April 2023. These figures were based on the 2019/20-based index series compiled by the Census and Statistics Department.

<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>	4.52%	-0.61%	<b>3.91%</b>
<b>Middle</b>	5.45%	0.23%	<b>5.68%</b>
<b>Lower</b>	4.61%	1.05%	<b>5.66%</b>

11. The PTS Committee met and considered the 2023 PTS findings on 24 May 2023. The findings were validated by all members attending the meeting<sup>7</sup>. The PTS Committee submitted its report on the 2023 PTS to the Government on the same day.

12. 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 2023-24.

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- 5 The pay ranges of the three salary bands for the 2023 PTS are –
- (a) Upper: Above MPS Point 33 to PPS Point 54b or equivalent, viz. \$75,621 to \$154,690;
  - (b) Middle: From MPS Point 10 to 33 or equivalent, viz. \$24,670 to \$75,620; and
  - (c) Lower: Below MPS Point 10 or equivalent, viz. below \$24,670.
- 6 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.).
- 7 The staff side representatives of all the four central consultative councils attended the PTS Committee meeting on 24 May 2023 at which the findings of the 2023 PTS were validated.

<b>Salary Band</b>	<b>Gross PTI [C]</b>	<b>Average PCI from 1989-90 to 2019-20 [D]</b>	<b>Actual PCI for this year</b>	<b>Net PTI [C] – [D]</b>
<b>Upper</b>	3.91%	1.04%	1.35%	<b>2.87%</b>
<b>Middle</b>	5.68%	1.03%	1.51%	<b>4.65%</b>
<b>Lower</b>	5.66%	1.16%	2.25%	<b>4.50%</b>

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

13. 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-wide staff unions<sup>8</sup> on 25 May 2023.

**B** 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>9</sup>			
(a) Hong Kong Chinese Civil Servants' Association		5.1%	
(b) Hong Kong Senior Government Officers Association	5%	-	-
(II) PFC	A pay rise in accordance with the PTS finding with an additional upward adjustment for the upper band to bring it to at least comparable to the net PTIs for the other two salary bands		
(III) DSCC	Not lower than 5.06%		
(IV) MOD 1 Council	-	-	Not lower than 5%

<sup>8</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>9</sup> The Association of Expatriate Civil Servants of Hong Kong, one of the three constituent associations of SCSC, has not provided any pay claim.

15. The major common demands that the staff side have put forward at the meeting on 25 May 2023 and in their submissions are

- (a) the staff side unanimously claim that as a result of consecutive pay freezes in 2020-22 and a pay adjustment well below the net PTIs in 2022-23, civil service pay has fallen behind cumulative inflation rate of nearly 7% over the same period. They understand that the community expects civil servants to share the ups and downs of the economy and they have weathered the storm with the public in the past three years. With the economy now returning to normalcy, they request that due consideration be given to a pay rise reasonably beyond the net PTIs this year, which will help restore their purchasing power in an inflationary environment;
- (b) staff side representatives remark that the pay adjustment in 2022-23, which they argue was an arbitrary decision that constituted a major departure from the net PTIs, has widened the pay difference of the civil service and the private sector. The gap was particularly stark for the upper salary band. A pay rise above the net PTIs this year, which they point out is not unprecedented, will help narrow the difference. Some representatives further claim that the Government will be seen as acting unfairly if it chose not to adjust pay in line with the net PTIs when they were on the high side, but will now do so when they are in the low side;
- (c) staff side representatives remark that a considerable number of civil servants have to shoulder additional responsibilities in facing the adversities in the past three years. With the return to normalcy, the staff side look to the Government for acknowledgement of their contributions. Furthermore, the staff side representatives point out that as with other sectors, the civil service is suffering from a high vacancy and wastage rate, and as a result workload has surged. To better take forward numerous measures implemented by the new term Government to raise Hong Kong's competitiveness and to address a wide range of livelihood issues, it is crucial to attract and retain talent, to boost staff morale and to maintain an efficient and united civil service through a competitive pay rise;
- (d) staff side demand that the Government, as a caring employer, should continue to follow past practice and invoke the "bring-up" arrangement given that the net PTI for the lower salary band is lower than that for the middle salary band; and
- (e) some 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.

### **Civil Service Morale**

16. Throughout the past few years, civil servants, regardless of their grades and ranks, have demonstrated their commitment to serving the public at Hong Kong's most difficult moments. During the fight against COVID-19, many of them undertook additional duties and engaged in anti-epidemic operations amidst the risk of infection. The growing complexity and politicisation of work across both civilian and disciplined services grades and rising public expectations also increase the strain on civil servants. With the return to normalcy, the civil service has assumed the responsibility to support Hong Kong's speedy recovery. With the civil service vacancy rate reaching nearly 10%, civil servants at various ranks are shouldering ever-increasing responsibilities to press ahead with numerous new initiatives and to improve public service. As civil service pay had already been frozen or adjusted at a rate below the net PTIs in the past three years, civil servants generally expect an adjustment in line with market trends to provide due recognition of their effort in the past few years. There would be grave disappointment and staff morale would inevitably be adversely affected if the adjustment falls short of market trends reflected by the net PTIs.

### **Pay Offers for 2023-24**

17. 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 2023-24 –

<b>Salary Band</b>	<b>No. of Civil Servants<sup>10</sup></b>	<b>Net PTI</b>	<b>Pay Offer</b>
<b>Directorate</b>	1 381	N.A. <sup>11</sup>	<b>2.87%</b>
<b>Upper</b>	21 374	2.87%	<b>2.87%</b>
<b>Middle</b>	122 235	4.65%	<b>4.65%</b>
<b>Lower</b>	30 150	4.50%	<b>4.65%</b>

18. In gist, the pay offers include the invoking of the “bring-up”

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10 The figures reflected the position as at 31 March 2023 and included some 18 550 civil servants seconded to/working in trading funds, subvented and other public bodies.

11 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.



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.

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 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 was 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.

20. As stated in paragraphs 1(a)(i) and (ii) above, the CE-in-Council decided to specify the dollar values of MPS 34 and 35, DS(O) 20/PPS 36, DS(O) 21/PPS 37 and DS(O) 22/PPS 38. 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 dollar value of the pay points at the bottom of the upper salary band will fall below the pay points on the top of the middle salary band of the relevant scales as a result. In considering the 2019-20 civil service pay adjustment, the CE-in-Council decided that a minimum 1%-pay lead be maintained between the relevant pay points and their adjacent pay points, and that this mechanism be applied for adjusting the relevant pay lead in future when necessary. By adopting the rectification mechanism endorsed in 2019-20, the dollar values of relevant pay points and their adjacent pay points have been adjusted for the pay offers this year<sup>12</sup>.

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

21. In line with the established practice, the CE-in-Council decided that the pay adjustment should take effect retrospectively from 1 April 2023.

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<sup>12</sup> As it is the Government's policy to extend the annual civil service pay adjustment to ICAC staff, the rectification arrangement will also be applied to ICAC Pay Scale to amend point 28.

## OTHER RELATED ISSUES

22. 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 scale). The relevant policy background is set out in **Annex C**.

## IMPLICATIONS

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

24. 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 –

	(\$ in millions)
(a) Civil service	5,218 <sup>13</sup>
(b) ICAC staff	42
(c) Subvented organisations	6,237 <sup>14</sup>
(d) Auxiliaries	23
<b>Total</b>	<b>11,520<sup>15</sup></b>

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<sup>13</sup> The figure includes an additional cost of about \$411 million arising from pay adjustment for around 18 550 civil servants seconded to or working in trading funds, subvented and other public bodies, and an estimated increase of \$692 million in pension payments for those retiring in 2023-24. It also includes the estimated additional cost of around \$72 million arising from the pay lead rectification.

<sup>14</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).

<sup>15</sup> The figure includes the estimated additional cost of around \$155 million (\$72 million for civil servants and the remaining \$83 million for ICAC staff, subvented organisations and the auxiliaries) arising from the pay lead rectification.

25. The civil service accounts for 4.6% of the total workforce and civil service emoluments account for 7.7% of the overall employment remuneration in the economy. The civil service and employees in subvented organisations together account for 18.2% of the overall employment remuneration in the economy. The pay offers are broadly in line with the pay adjustments in the private sector over the past year. As such, the impact on the overall labour market should be small, and the impact on inflation should be insignificant.

### **PUBLICITY**

26. After deliberation of the CE-in-Council, SCS made the pay offers to the staff side of the four central consultative councils earlier today (6 June 2023). A press release will be issued and a spokesperson will be available to answer media enquiries.

### **ENQUIRIES**

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

**6 June 2023**  
**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. 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 tenders 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.

2. 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.

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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.



紀律部隊評議會(職方)  
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2023-24 年度公務員薪酬調整

2023 年 5 月 10 日的來信收悉。紀律部隊評議會(職方)欲就本年度薪酬調整方案表達意見如下。

首先,紀評(職方)一貫的立場是薪酬調整水平基本「不能低於通脹」。政府自 2020-21 年度起連續凍薪兩年,去年則劃一加薪 2.5%。然而,同期香港的物價卻在飆升。其中甲類消費物價指數自截至 2020 年 3 月至 2023 年 3 月(與截至上一年度 3 月的 12 個月相比)的累計升幅為 7.69%(四年變幅分別為+2.9%, -0.1%, +2.4%及+2.3%)。考慮去年加薪 2.5%,今年公務員需至少加薪 **5.06%** 才能追平同期的通脹,不致同事的購買力被蠶食。事實上,若考慮到切身影響到市民的單項物價指標,我們留意到「基本食品」、「外出用膳及外賣」和「電力、燃氣及水」等分項的升幅更為驚人,過去四年累計升幅分別達到 21.8%, 9.8%和 19.5%。

政府的公務員薪酬政策,是提供足夠的薪酬以吸引、挽留和激勵有合適才幹的人員。香港需要「搶人才」計劃,公務員團隊同樣需要。然而現實情況是,公務員近年流失的情況極為嚴重,辭職的同事比以往倍增。留下的同事都因此需要分擔更多額外的工作,承受著巨大的壓力,因而士氣低落。同時,各個部門也失去了很多有經驗的同事,

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

政府飛行服務隊空動主任協會  
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

出現斷層的情況。雖然離職潮的原因複雜，但薪酬競爭力對能否挽留同事必定是其中一個重要原因。而薪酬趨勢調查的目的，便是為了確定公務員薪酬與私營機構大致相若。

紀評(職方)認為薪酬趨勢調查是一個具有客觀標準和公信力的機制，而過去數年的薪酬趨勢調查結果正顯示私人市場的薪酬已大幅拋離公務員團隊。薪酬趨勢調查雖然並非政府調整薪酬的單一指標，但政府過往一直以其結果為重要參考調整薪酬。受新冠疫情影響，香港社會和經濟狀況經歷重大變化。政府在疫情最嚴重的兩年間的凍薪決定，公務員團隊能夠理解，也堅定地繼續以專業的態度緊守崗位，甚至走在前線抗疫。現在，疫情大大放緩，經濟開始回復活力。我們認為現在是最佳時機收窄公營和私營機構間的薪酬差距。

過去四年，薪酬趨勢調查顯示中層及高層薪金級別的累計升幅分別為 10.98%及 9.9%，而公務員只曾於去年加薪 2.5%。因此，若要提升公務員薪酬至與私營機構相若水平，吸引有才能的市民加入政府，兩者今年的加幅需分別達到 8.27%及 7.22%。我們明白政府有多重考慮因素並且近年面臨財政赤字。但若薪酬調整長期偏離薪酬趨勢調查結果，讓私營機構薪酬繼續拋離公營機構，實難以向公眾釋出政府銳意搶人才以提升甚至維持服務水平的意願。

綜上所述，紀評(職方)認為今年的加薪幅度不應低於 5.06%，以維持基本的購買力。而且我們懇請行政長官會同行政會議成員考慮在此基礎上盡快收窄私營機構與公營機構間的薪酬差距，以吸引和挽留人才以減輕同事正在承受的巨大壓力，提升公務員士氣。

最後，紀評(職方)重申在公務員年度薪酬增薪百份比中扣減遞增薪額開支的安排既不合理也不公平，強烈要求政府應予以廢除。

紀律部隊評議會(職方)主席

雷得信

雷得信

2023 年 5 月 25 日

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**第一標準薪級公務員評議會(職方)**  
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本函檔號：SSMOD/SAL/PAY/5/7/1 Pt.28  
來函檔號：CSBCR/PG/4-085-001/88

香港添馬添美道2號  
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公務員事務局局長  
楊何蓓茵女士, JP

楊太：

**2023-24 年度公務員薪酬調整**

局方於2023年5月10日的來函收悉。第一標準薪級公務員評議會(職方)就2023-24年度公務員薪酬調整的意見和要求如下：

根據2023年薪酬趨勢調查報告，低層薪金級別的薪酬趨勢總指標為5.66%，在扣減遞增薪額開支1.16%後，薪酬趨勢淨指標為4.50%。經全面考慮香港經濟狀況、政府的財政狀況、生活費用的變動及公務員士氣後，我們建議本年度低層薪金級別公務員加薪不少於5%。

自本港全面恢復與內地及國際的便捷往還以來，訪港旅客大增，本地的消費活動亦顯著增加。在訪港旅遊業和本地需求強勁復蘇帶動下，香港經濟在本年第一季度明顯改善，實質本地生產總值回復按年增長2.7%，經季節性調整後按季比較更是急升5.3%。雖然外圍環境具挑戰，拖累出口表現，但整體貨物出口已較上一季的跌幅有所收窄。受惠於香港與內地和世界各地恢復正常往來，旅遊服務輸出更躍升至超過六倍。隨着經濟復蘇、勞工市場持續改善及消費券的發放與「開心香港」等一系列支撐內部需求的舉措，本港經濟呈現向好勢頭。2023年全年實質本地生產總值增長預測維持在《財政預算案》公布的3.5%至5.5%，增長率預料更會靠近預測區間的上限。香港目前的復蘇勢頭強勁，年內經濟更有望進一步改善。公務員團隊已歷經兩年凍薪，現時經濟轉強，政府理應讓公務員共享經濟成果。

根據政府統計處公布的資料，截至 2023 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 1.8%。在各類綜合消費物價指數組成項目中，價格在 2023 年 3 月份錄得顯著按年升幅的類別包括：電力、燃氣及水（上升 19.9%）、衣履（上升 6.3%）、外出用膳及外賣（上升 4.5%）、交通（上升 2.8%）。這些項目是基層市民日常生活的必要開支，並佔他們收入相當大的比例。有別於晉升職級的公務員，第一標準薪級屬單一職系，沒有可供晉升的階梯。他們的薪金基數本已較低，遞增薪點加幅亦有限，部分同事更已達頂薪點，故每年的薪酬調整對第一標準薪級公務員尤其重要。全體公務員已連續兩年凍薪，我們希望本年度的薪酬調整不僅能夠追回通脹，保持基層公務員的購買力，亦可讓他們和市民一起分享經濟成果，改善他們的生活水平。

新冠肺炎疫情自 2020 年起肆虐全球，及至本年初香港的疫情才逐漸緩和，社會得以穩步復常。公務員團隊在過往三年來一直緊守崗位，擔起防疫抗疫的重責。除參與各項高風險的抗疫工作，亦在工作量劇增和人手減少的情況下，加倍努力維持日常的公共服務，盡力確保市民的生活所需不受影響。公務員（特別是前線人員）在疫情下的工作極具挑戰，這幾年來一直承受沉重的壓力。然而，為與市民齊心共渡時艱，全體公務員即使在 2020-21 年度於高層、中層及低層薪金級別的薪酬趨勢淨指標皆出現正數情況下，於 2020-21 及 2021-22 年度連續兩年凍薪。而在 2022-23 年度，儘管薪酬趨勢淨指標出現明顯正數，亦因政府考慮到各方因素，包括疫下經濟存有不確定性以及公眾的期望，而未有為公務員作出相應幅度的薪酬調整。本年經濟環境向好，公務員若仍得不到合理及應得的薪酬調整，肯定他們的付出，將大大打擊公務員的士氣。

此外，政府的公務員薪酬政策，是要提供足夠的薪酬以吸引、挽留和激勵具合適才幹的人，為市民提供成效與效率兼備的服務。職方必須指出，現時私營市場上低層薪金級別員工的入職薪酬，普遍較從事同類型工作的公務員高，例如私營市場上的前線清潔人員、園藝工人或保安人員，均較第一標準薪級下對應的一、二級工人或產業看管員職系的起薪點為高，計及私營機構可能提供額外酬金如花紅、獎金，並讓員工享有恩恤假等附帶福利，公務員的薪酬待遇並不見得較私營市場具吸引力。近年公務員流失率高企，上年度公務員離職人數達近年新高共 10,487 人，其中辭職人數更高達 3,734 人，比前一年急升近一倍之多。政府正值用人之秋，若未能維持具競爭力的薪酬加幅，保持公務員薪酬與私營機構薪酬大致相若，甚或更具優勢，恐難增加公務員的向心力，吸引並挽留人才，鞏固公務員團隊。



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。希望局方綜上所述作全盤考慮，並接受職方建議，讓低層公務員加薪不少於5%。

第一標準薪級公務員評議會

職方主席林進鴻



2023年5月25日

備註：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。

警察評議會職方協會  
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警政大樓三十八樓  
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**POLICE FORCE COUNCIL  
STAFF ASSOCIATIONS**  
38/F, ARSENAL HOUSE,  
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1 ARSENAL STREET, HONG KONG.

協會檔號 OUR REF: CP PER SS C/4-85/2 PT.13

來件編號 YOUR REF: CSBCR/PG/4-085-001/87

25 May 2023

Mrs Ingrid YEUNG HO Poi-yan, JP  
Secretary for the Civil Service,  
9/F., West Wing, Central Government Offices,  
2 Tim Mei Avenue, Tamar, Hong Kong

Dear Mrs YEUNG,

**Pay Claim  
2023-24 Civil Service Pay Adjustment**

In response to your letter under reference CSBCR/PG/4-085-001/88 dated 10 May 2023, the Police Force Council Staff Side (PFC SS) wishes to put forward the following in reply to the 2023-24 Civil Service Pay Adjustment:

The PFC SS has always respected the existing and long established annual pay adjustment mechanism. We notice that the Pay Trend Survey (PTS) this year reveals a positive Pay Trend Indicator (PTI) for all three salary bands, while the PTI for the upper band is significantly lower than that for the other two bands this year.

**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

If the net PTIs were followed from 2020-21 to 2022-23, the civil service pay adjustment would be an 6.84%, 6.04% and 2.51% increase for upper, middle and lower bands respectively. The PFC SS notices that the pay adjustment draws reference from the PTI to a large extent before 2019, including during the Financial Crisis in 2008. The ultimate 2.5% pay increase in total during the last three-year period, which deviated from the recommendations of the PTS, has completely eroded the pay increase our officers justly deserve and has adversely affected staff morale. The PFC SS respects the Government's decision that we should tide over the difficulties together during the Covid-19 Pandemic. Nevertheless, as HK is back to normal now, we expect the Government to share the fruits of the foreseeable economic growth. A positive and reasonable adjustment of civil service pay this year, in accordance with the recommendations of the PTS, is considered necessary and crucial in order to make up for the shortfall in the past three years.

It is observed in the PTS, the volatility of the PTI for the upper band during difficult times is much higher than that for the other two bands. The gross PTI for the upper band rebounds from -1.00% in 2021 to 8.30% 2022 and then drops to 3.91% in 2023. A similar pattern of fluctuation of PTI for the upper band can also be observed after the Financial Crisis in 2008 (Annex A refers). It is believed that the PTI for the upper band is greatly affected by, among other matters, the economic situation and company performances in the private sector. The fluctuation of PTI for the upper band will be offset against each other between years, like before and right after the Financial Crisis in 2008. Last year, while the net PTIs for upper, middle and lower bands were 7.26%, 4.55% and 2.04% respectively, the pay decision was 2.5% increase across the board. This disrupted its self-adjustment mechanism. This year, on the contrary, the PTI for the upper band is significantly lower than that for the other two bands. We understand that pay adjustment is considered independently every year. Nevertheless, given the unfair treatment, especially to officers in the upper band last year, we request an additional pay increase on top of the net PTI in this year for officers in the upper band, bringing it to at least

comparable to the net PTIs for the other two salary bands in this year, to offset the shortfall last year.

We would like to draw your attention that the pressure of life and cost of living has increased over years. For the 12 months ending March 2023, the Composite Consumer Price Index (CPI) was on average 2.0% higher than that in the preceding 12-month period. The 2.5% pay increase in total in the past three years could not even keep up with inflation over the period. The PFC SS strongly requests a positive pay adjustment to help relieve our stress, especially officers in the lower band, owing to the cost of living crisis.

Real-term Gross Domestic Product (GDP) growth is a notable 2.7% increase over a year earlier, which indicates a strong rebound of Hong Kong economy in the first quarter of 2023. As the impact of the Covid-19 Pandemic continues to subside and the border has reopened, we expect the economy will continue to grow this year. For the Government's financial position, although a deficit of \$122.3 billion was recorded, the fiscal reserves still stood at \$834.8 billion for the year ended 31 March 2023, which is financially sound compared to other governments in the world. It is reasonable for us to expect a justifiable pay increase.

We continue to be committed to safeguarding national security and combating terrorism. While social order has been restored after the riots in 2019, police officers have stayed vigilant at all times in curbing acts that may endanger national security according to the law with the strongest determination. You may also notice from the recent national security cases that the risks still remain prevalent underground. Despite the hardship and high risk associated with our mission, we always perform such duties with the utmost professionalism with a view to living up to the strong expectation of our country, our Government and our community. Besides, our work in financial investigations in identifying the movement

of funds during the course of criminal activity also contributes in maintaining Hong Kong's status as an international financial centre.

The current shortage of manpower of more than 6,000 officers and difficulties in recruitment in the Force, while facing increasing workload arising from border reopening, increasing number of visitors, new Boundary Control Points, crowd management operations for more upcoming large-scale sports events, as well as more prevalent deception cases and cybercrime, pose a serious threat in our community as well as national security in long term. An attractive remuneration package is considered essential for recruitment and preventing talented officers, especially experts in financial investigation and cyber security in the Force, from joining private enterprises.

The PFC SS understands that the CE-in-Council would fully and thoroughly consider all the relevant factors, in addition to the PTIs, under the established pay adjustment mechanism. In view of this, our Pay Claim is carefully considered taking into account all the other factors, including the Government's fiscal position, the state of the economy, changes in cost of living and staff morale. We consider that we fully deserve to receive a pay rise **in accordance with the PTS finding this year with an upward adjustment for civil servants in the upper salary band to offset the shortfall last year**, bearing in mind that PFC SS has already taken a very considerate attitude for the 2.5% salary increase in total in the past three years.

In addition, the PFC SS would like to reiterate our stance that the Government should cease the unfair deduction of the Payroll Cost of Increments (PCIs) from the figures of the civil service pay adjustment. Especially, as the current cap would result in an unfair reduction of a significant proportion of our officers' pay rise.

We trust that the Government recognises and truly appreciates the dedication and sacrifices that our police officers have made. Fair and reasonable pay rise 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



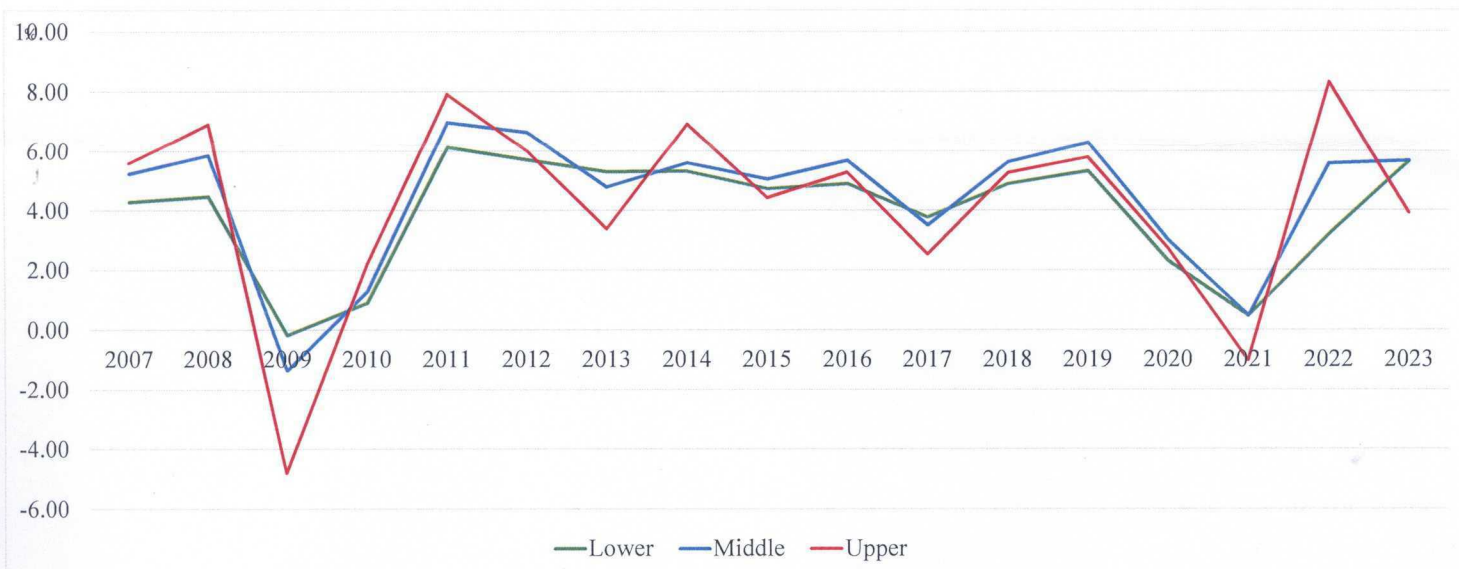
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Ray LAM  
Chairman  
JPOA

c.c. Commissioner of Police

**2007 to 2023 Pay Trend Indicators by Salary Band**

	Pay Trend Indicator (%)																
Salary Band	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Lower	4.28	4.47	-0.17	0.90	6.14	5.71	5.30	5.32	4.73	4.90	3.78	4.89	5.32	2.31	0.48	3.20	5.66
Middle	5.24	5.87	-1.34	1.29	6.98	6.64	4.79	5.61	5.06	5.69	3.51	5.63	6.29	3.01	0.49	5.58	5.68
Upper	5.59	6.90	-4.79	2.22	7.90	6.01	3.38	6.91	4.42	5.28	2.53	5.25	5.79	2.72	-1.00	8.30	3.91





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本會檔號：(14) in 2/7/CCSA(XXIII)

香港特別行政區政府  
公務員事務局局長  
楊何蓓茵女士

尊敬的楊何蓓茵局長：

## 2023-24年度全體公務員薪酬劃一上調5.1% 激勵士氣、凝聚人心、締造團結

本會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，綜合考慮多項因素，包括：生活物價指數、2023 年的薪酬趨勢調查淨指標、公務員士氣、政府財政狀況、整體社會經濟情況，及疫情下一些特殊因素等，建議 2023-24 年度高、中、低級公務員薪酬調整劃一上調 5.1%。主要理據如下：

### 1. 追補過去3年疫情及今年度累積的通脹，維持公務員的購買力

歷來，對抗通脹、維持購買力是薪酬調整重要的考慮因素之一。自2020年疫情初發，全體公務員與市民共度時艱，凍薪兩年及去年薪酬調整遠低於薪酬趨勢調查淨指標及累積的通脹，分擔社會處於疫情危機下的困境。

公務員的薪酬調整與疫情3年以來所累積通脹的落差達2.8%，加上由去年4月至本年3月甲類消費物價指數達2.3%，薪金已被累積、滯後的通脹(5.1%)蠶食而「縮水」，特別是中、低層公務員的生活質素、購買力已趨下降。鑑此，2023-24 年度高、中、低層公務員薪酬調整應能追補累積的通脹5.1%，此為基本、關顧公務員在疫情下與社會共渡時艱的特殊因素及有先例可參考。

### 2. 公務員疫情 3 年堅守崗位抗疫，應予合理的薪酬調整以予激勵

自2020年初新冠疫情爆發以來，全體公務員堅守崗位，在完成既定恆常的工作之外，上上下下執行緊急、繁重的圍封強檢、接種疫苗、化驗檢測、發送物資、疏導市民、執行防疫法規，等等抗疫工作。給予堅守崗位抗疫3年的公務員能追補累積的通脹5.1%，是激勵士氣、物有所值的正面舉措！



### 3. 公務員缺額嚴重，合理、具鼓勵性的薪調有利提振士氣、激勵執行力

現時公務員隊伍人員短缺，缺額有一萬六千人之多，「人手荒」令公務員百上加斤。由於「人手荒」難以短期內解決，政府的施政及市民的服務卻不能等，如何調動公務員隊伍的積極性去應對眾多民生問題，尤關重要。薪酬劃一上調 5.1%，只高於中層薪酬趨勢調查淨指標僅 0.45%，卻有利於提振公務員士氣，激勵全體公務員合力應對人員短缺，維持優質服務予市民。屬明智之舉！

### 4. 公務員上調薪酬 5.1%對社會經濟復蘇、持續「開心香港」有正面效應

現正值香港經濟全面復蘇之際，公務員有合理、具激勵性的薪酬調整，可帶動消費的勁頭持續活躍，間接令營商環境進一步改善，對社會經濟復蘇、持續「開心香港」有正面效應，資源用得其所。

### 5. 政府現時財政狀況穩健及整體社會經濟情況迅速改善

考慮政府現時財政狀況及財政儲備穩健，加上人員缺額而減少了薪酬的開支，政府應有能力負擔 5.1%的薪調幅度。2023 年第一季本地生產總值急升 5.3%，而私人消費開支顯著上升 13%，勢頭良好，在公務員合理、具激勵性的薪調幅度帶動私營市場下，將促進經濟的良性互動，長遠有利於增加稅收，令政府財政狀況更趨穩定良好。

### 6. 跟隨問責官員追補疫情期累積的通脹，分享疫後經濟迅速好轉的成果：高中低層薪酬劃一上調 5.1%，為情理兼備、顧全大局團結及克制的訴求

現屆問責官員已於去年上任時追補疫情期累積兩年的通脹、2022-23 年度薪酬趨勢調查淨指標(高、中、低層分別為 2.87%、4.65%及 4.50%)，反映疫後各經濟行業迅速好轉；今年給予全體公務員跟隨問責官員追補過去疫情期累積的通脹及分享疫後經濟迅速好轉的成果，讓全體公務員薪酬劃一上調 5.1%，為情理兼備、顧全公務員隊伍大局團結及克制的訴求。

鑑此，本會誠盼政府認真考慮上述 6 點因素，給予全體公務員薪酬劃一上調 5.1%；這必有利於激勵公務員士氣、凝聚人心、締造團結，助力政府及公務員隊伍上下一心，更好更高效地執行政府的政策，擔當應對未來的挑戰！

秘書長



(蔡冠龍)

謹啟

2023 年 5 月 25 日



香港高級公務員協會

Hong Kong Senior Government Officers Association

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楊局長：

### 對 2023 至 2024 年度公務員薪酬調整的要求

行政長官在《2022年施政報告》中提出「為市民謀幸福，為香港謀發展」的目標，而公務員隊伍是香港特區政府的骨幹，肩負達致這目標的重要動力。香港公務員一直以來均被視為世界上最優秀的公務員團隊之一，政府應該預備足夠的撥備，提升公務員團隊整體的歸屬感、吸引更多有能人士進入政府工作、並要維持穩定的公務員編制、提供合理的薪酬福利及待遇，使公務員士氣高昂，繼續為國家和香港的穩定發展作出貢獻，一起迎接政府的各種艱鉅挑戰。

本會認為薪酬趨勢調查總指標反映了過去一年私人勞工市場薪酬變動之趨勢，亦反映了屬中高級薪金級別私人勞工市場有合理的薪酬增加，以維持人力資源供應水平。結果說明了在疫情之後勞工市場迅速回復，薪酬幅度明顯的回彈上升。

在過去三年疫情影響下，公務員被凍薪兩年，合計加薪甚至追不上過去基本通脹率。作為良好僱主的領頭作用，政府有責任令公務員的薪酬水平可以追及通脹，令公務員生活條件不受通脹的負面影響。

薪酬趨勢調查報告亦指出香港的經濟隨著經濟活動從疫情中復常而好轉，實質本地生產總值在2023第一季按年增長2.7%，終止了過去的跌勢。政府經濟報告指出失業率及就業不足情況繼續改善，可見在疫情後和年初開關都令各行業振興而需人手補充，從而改善薪金待遇。

施政報告提出增加土地供應、加快公營房屋興建、其他運輸基建等及各種政策計劃均需要一支有效率及忠誠的公務員隊伍去執行。故此，公務員人力資源供應尤其重要。在現時人手招聘困難和人員大量流失的影響下，政府應該運用資源和行政手段挽留人才，並逐漸增加公務員編制。長遠而言，政府亦需在可行的情況下改善公務員的服務及福利條件。

高級公務員在疫情期間緊守崗位、盡心盡力、排除萬難，在艱難時刻繼續為市民提供高質素服務。香港高級公務員協會期待香港在現時經濟迅速復甦的情況下，政府能顧及公務員士氣和社會實際環境，合情合理地安排今年公務員薪酬調整。本會深信政府在財政上能具備條件為公務員作出薪酬調整。香港高級公務員協會謹以高級公務員評議會成員身份，在考慮薪酬趨勢淨指標、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，要求2023-2024年高級公務員(高層薪金級別)加薪5%。



香港高級公務員協會主席彭禮輝  
謹啟

2023年5月25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 automatically 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 2023-24 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 4.17% if civil service pay for 2023-24 is indeed adjusted according to the pay offers.