

LEGISLATIVE COUNCIL BRIEF

2024-25 CIVIL SERVICE PAY ADJUSTMENT – PAY OFFERS

INTRODUCTION

At the meeting of the Executive Council on 4 June 2024, the Council **ADVISED** and the Chief Executive (CE) **ORDERED** that pay adjustment offers to increase the pay for civil servants in the upper, middle and lower salary bands and the directorate at the same rate of 3%, with retrospective effect from 1 April 2024, should be made to the staff side of the four central consultative councils¹ for the 2024-25 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

¹ 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).

of increments (PCIs) deduction arrangement are at **Annex A**.

The Established Mechanism and the Arrangement for 2024-25

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 Pay Trend Indicators (PTIs)
- 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 State of Hong Kong's Economy

4. The Hong Kong economy recorded moderate growth in the first quarter of 2024. Exports of services remained as an important driver of growth, while total exports of goods improved further. Private consumption and overall investment expenditures continued to expand. Real Gross Domestic Product grew by 2.7% year-on-year, having increased by 4.3% in the preceding quarter.

5. Looking ahead, the Hong Kong economy should record further growth in the rest of the year. Exports of services should be supported by further revival of inbound tourism alongside the continued recovery of handling capacity and the Government's efforts to promote a mega event economy. Exports of goods should improve further if external demand holds up, though geopolitical tensions will bring uncertainties. Domestically, rising employment earnings and the Government's initiatives to boost sentiment should help private consumption, but residents' changing consumption pattern may pose challenges. Continued economic growth should lend support to fixed asset investment. However, a longer period of tight financial conditions may affect local economic confidence and activities. The economy is forecast

to grow by 2.5-3.5% in 2024.

6. The labour market remained tight in early 2024. The seasonally adjusted unemployment rate stayed low at 3.0% in February to April 2024, slightly higher than the 2.9% in the fourth quarter of 2023. Payroll per person engaged increased by 3.6% in nominal terms in the fourth quarter of 2023 over a year earlier, yielding growth of 3.3% for 2023 as a whole. Looking ahead, the labour market is expected to remain tight in the near term, rendering support to further growth in labour earnings.

Changes in the Cost of Living

7. For the 12-month period ending March 2024, the headline Composite Consumer Price Index (CPI), which reflects the impact of the changes in consumer prices on approximately 90% of households, increased by 2.1% as compared to the previous 12-month period ending March 2023. The changes in headline and underlying² 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 2024³ over the previous 12-month period ending March 2023 are as follows –

	Composite CPI	CPI(A)	CPI(B)	CPI(C)
Headline	2.1%	2.3%	2.0%	2.0%
Underlying	1.5%	1.4%	1.4%	1.7%

8. The annual increases in headline and underlying Composite CPIs are forecast at 2.4% and 1.7% for 2024.

The Government's Fiscal Position

9. The Government runs a fiscal deficit of about \$100.2 billion in 2023-24, and fiscal deficit is forecast to be \$48.1 billion in 2024-25.

² 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.

³ Source: Monthly Report on the Consumer Price Index (March 2024) published on 23 April 2024. These figures were based on the 2019/20-based index series compiled by the Census and Statistics Department.

As at 31 March 2024, the fiscal reserves stood at \$734.6 billion, and is expected to stand at \$686.5 billion by the end of March 2025 as recently forecast by the Government.

The Net PTIs

10. The 2024 PTS has been completed. It covers the 12-month period from 2 April 2023 to 1 April 2024. In the survey, the basic pay and additional pay adjustment data of 134 376 employees in 113 companies, consisting of 132 490 employees in 83 larger companies and 1 886 employees in 30 smaller companies, were collected. The findings of the 2024 PTS are set out below –

Salary Band⁴	Basic Pay Indicator [A]	Additional Pay Indicator [B]	Gross PTI⁵ [A] + [B]
Upper	3.63%	1.42%	5.05%
Middle	5.03%	0.32%	5.35%
Lower	5.26%	1.37%	6.63%

11. The PTS Committee met and considered the 2024 PTS findings on 22 May 2024. The findings were validated by all members attending the meeting⁶. The PTS Committee submitted its report on the 2024 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

4 The pay ranges of the three salary bands for the 2024 PTS are –
 (a) Upper: Above Master Pay Scale (MPS) Point 33 to Police Pay Scale Point 54b or equivalent, viz. \$79,136 to \$159,130;
 (b) Middle: From MPS Point 10 to 33 or equivalent, viz. \$25,815 to \$79,135;
 and
 (c) Lower: Below MPS Point 10 or equivalent, viz. below \$25,815.

5 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 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.).

6 The staff side representatives of all the four central consultative councils attended the PTS Committee meeting on 22 May 2024 at which the findings of the 2024 PTS were validated.

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 2024-25.

Salary Band	Gross PTI [C]	Average PCI from 1989-90 to 2019-20 [D]	Actual PCI for this year	Net PTI [C] – [D]
Upper	5.05%	1.04%	1.32%	4.01%
Middle	5.35%	1.03%	1.50%	4.32%
Lower	6.63%	1.16%	2.17%	5.47%

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 unions⁷ on 23 May 2024.

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

B

⁷ 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.

Staff Side	Upper Salary Band	Middle Salary Band	Lower Salary Band
(I) SCSC ⁸			
(a) Hong Kong Chinese Civil Servants' Association	4.32%	4.32%	5.47%
(b) Hong Kong Senior Government Officers Association	5%	-	-
(II) PFC	A pay rise in accordance with the PTS finding		
(III) DSCC	A pay rise with respect to the PTS finding and careful consideration of civil service morale		
(IV) MOD 1 Council	-	-	5.47%

15. The major common demands that the staff side have put forward at the meeting on 23 May 2024 and in their submissions are –

- (a) the staff side consider that the net PTIs have objectively reflected the magnitude of upward pay adjustments in the private sector in the previous year and unanimously request a pay rise in line with the market. While appreciating the civil service is expected to weather the storm with the public at times of economic downturn, they emphasise the exceptional commitment demonstrated to serving the public and supporting the delivery of key government policies amidst the difficult times in the past few years. Given the solid increase of earnings in the private sector as reflected in the positive net PTIs across three salary bands and the steady economic growth, the staff side consider that a pay rise in line with the private sector and the net PTIs is justified;
- (b) the staff side point out that the civil service faces a high wastage rate cause by a retirement wave and higher resignations, and recruitment of talent has become more challenging when the local labour market remains tight. A considerable number of civil servants have shouldered additional responsibilities for an extended period. They generally expect the Government to acknowledge their hard work in face of increasing challenges and surging workload in pushing forward key and new measures following the return

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

to normalcy. The staff side also stress the need to maintain the competitiveness of civil service pay by maintaining broad comparability in the remuneration package with the private sector in light of the Government's manpower constraints. They suggest that a pay rise in line with the PTS results will serve as a recognition to the civil service and be conducive to attracting and retaining talents for the government;

- (c) while the staff side fully appreciate the Government's tight fiscal position, they stress the need to maintain their living standard under the inflationary environment, especially for the lower salary band staff whose livelihood will be adversely impacted should their purchasing power be eroded; and
- (d) 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. Civil servants have shown their dedication to their profession and commitment to serving the Government and the general public over the past few years. With the return to normalcy, the civil service displays full commitment to this term of government to delivering its policy agenda, new initiatives and programmes with a view to enhancing governance, developing the economy, boosting Hong Kong's competitiveness and improving people's livelihood. At the same time, civil service vacancy rate has climbed to about 10% in face of a tight labour market, with our staff shouldering additional responsibilities at various levels. Rising public expectation on the efficiency, performance, conduct and integrity of civil service has also increased the pressure on civil servants. Despite surging workload and increasing complexity of work across both civilian and disciplined services grades, civil servants have shown their solidarity, flexibility and resilience in promptly responding to changes and pressing ahead with their tasks on various fronts, including safeguarding national security, promoting the District Council elections and gearing up to help when the government-wide mobilisation level is triggered during emergencies. With the continued growth of Hong Kong's economy, due recognition should be given to these efforts.

Pay Offers for 2024-25

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 2024-25 –

Salary Band	No. of Civil Servants⁹	Net PTI	Pay Offer
Directorate	1 414	N.A. ¹⁰	3%
Upper	21 693	4.01%	
Middle	121 618	4.32%	
Lower	30 057	5.47%	

18. The Hong Kong economy came out of the pandemic with strength last year and recorded further moderate growth in the first quarter of 2024, with an overall upward pay trend in the market. Although there remain challenges in the external environment, the economy is projected to grow further going forward with the Government's efforts in boosting sentiment, expanding economic capacity and enhancing competitiveness. After holistic consideration and balancing of all relevant factors, including the Government's fiscal position and the principle of prudent financial management, the increase in cost of living in the past year, the positive net PTIs in all salary bands and the commitment of the civil service from all ranks to strengthening our governance capability and improving the livelihood of our citizens with the return to normalcy, CE-in-Council made an offer to increase the pay at the same rate of 3% across the board.

19. 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.

Effective Date for the Pay Adjustment

20. In line with the established practice, the CE-in-Council decided that the pay adjustment should take effect retrospectively from 1 April 2024.

9 The figures reflected the position as at 31 March 2024 and included some 18 640 civil servants seconded to/working in trading funds, subvented and other public bodies.

10 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.

OTHER RELATED ISSUES

21. 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

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

23. 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	3,906 ¹¹
(b) ICAC staff	35
(c) Subvented organisations	4,772 ¹²
(d) Auxiliaries	16
Total	8,729

24. The civil service accounts for 4.5% of the total workforce and civil service emoluments account for 8.0% of the overall employment remuneration in the economy. The civil service and employees in subvented organisations together account for 18.6% of the overall employment remuneration in the economy. The pay offers of across-the-board 3% pay increase for civil servants are moderate when viewed

¹¹ The figure includes an additional cost of about \$307 million arising from pay adjustment for around 18 640 civil servants seconded to or working in trading funds, subvented and other public bodies, and an estimated increase of \$480 million in pension payments for those retiring in 2024-25.

¹² 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).

alongside the net PTIs for different salary bands which reflected 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. The pay offers may have some impact, real or psychological, on private sector pay adjustment in the period ahead, but the significance should not be taken out of proportion, considering that the private sector tends to be more expeditious in pay adjustment.

PUBLICITY

25. After deliberation of the CE-in-Council, SCS made the pay offers to the staff side of the four central consultative councils earlier today (4 June 2024). A press release will be issued and a spokesperson will be available to answer media enquiries.

ENQUIRIES

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

4 June 2024
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 service¹ 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.

¹ 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)
Disciplined Services Consultative Council
(Staff Side)

香港添馬添美道2號
政府總部東翼3樓326室
電話: 2810 2703
傳真: 2537 6937

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
楊何蓓茵女士, JP

楊局長:

2024-25 年度公務員薪酬調整

貴局於2024年5月8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」,當中核心理念正是希望薪酬調整至少能確保購買力能得到保持。自2020-21年度起,政府先連續凍薪兩年,在2022-23年度則劃一加薪2.5%,遠低於薪酬趨勢調查的結果。雖然政府在去年跟隨調查結果調整公務員薪酬(中低層和高層薪金級別分別上調4.65%及2.87%),但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2024年3月(與截至上一年度3月的12個月相比)的累計升幅為10.2%(五年變幅分別為+2.9%, -0.1%, +2.4%, +2.3%及+2.3%)。若考慮到切身影響到市民的生活成本開支,例如「基本食品」和「外出用膳及外賣」等分項指標的升幅更為驚人,過去5年累計升幅分別達到20.8%和13.6%,可見同事的購買力正在逐步被蠶食。

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,為市民提供有效率和成效兼備的服務,以及保持公務員薪酬與私營機構薪酬大致相若。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,但政府因應各項新政策和為應付市民日益提高的期望卻新增大量的工作。因此,留下的同事都需要分擔更多額外的工作,承受著巨大的壓力,導致士氣受損。同時,各個部門也失

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

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

政府飛行服務隊飛機工程師會
Government Flying Service
Aircraft Engineers Association

政府飛行服務隊飛機技術員工會
Government Flying Service
Aircraft Technicians Union

懲教事務職員協會(高級組)
Correctional Services
Officers' Association
(Senior Section)

懲教事務職員協會(初級組)
Correctional Services
Officers' Association
(Junior Section)

香港海關官員協會
Association of Customs &
Excise Service Officers

香港海關關員工會
Hong Kong Customs
Officers Union

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

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

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

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

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

香港入境事務助理員工會
Hong Kong Immigration
Assistants Union

入境事務主任協會
Immigration Service
Officers Association

去了很多有經驗的同事，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，便是為了確保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。過去數年的薪酬趨勢調查結果均為正數，今年低層、中層和高層薪金級別的薪酬趨勢總指標則分別為 6.63%, 5.35% 以及 5.05%。若 2024-25 年度的公務員薪酬調整未能跟足指標，將導致公私營機構間的薪金差距擴大。而且其影響將一直延續下去，不斷削弱公營機構的競爭力。我們明白政府在薪酬調整方面有多重考慮因素並且近年面臨財政赤字，但作為極具前瞻性和有遠見的管治組織，我們相信政府不會坐視此種結構性劣勢長期存在。此外，正如財政司司長早前指出，公務員薪酬調整會牽動私人市場，相信沒有人會希望政府的舉措(例如在薪酬趨勢指標為正數時凍薪或不跟隨指標等)為私人市場的僱員帶來負面影響。

綜上所述，我們在此懇請行政長官會同行政會議成員在考慮薪酬調整方案時須尊重薪酬趨勢調查的結果和慎重考慮公務員的士氣問題，避免私營機構與公營機構間的薪酬差距進一步擴大。從而真正能做到吸引和挽留人才，減輕同事正在承受的巨大壓力。

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



黎偉生

2024 年 5 月 23 日

檔案編號: SS/DSCC/P-3 P. XXVI

Rm. 326, 3/F,
East Wing,
Central Government Offices,
2 Tim Mei Avenue,
Tamar, Hong Kong.

第一標準薪級公務員評議會(職方)
MODEL SCALE 1 STAFF CONSULTATIVE COUNCIL
(STAFF SIDE)

香港添馬添美道2號
政府總部東翼3樓326室
電話：2810 2209
傳真：2537 8630

Tel No.: 2810 2209
Fax No.: 2537 8630
E-mail: cindy_py_mak@csb.gov.hk

本函檔號：SSMOD/SAL/PAY/5/7/1 Pt.29
來函檔號：CSBCR/PG/4-085-001/89

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
楊何蓓茵女士, JP

楊太：

2024-25 年度公務員薪酬調整

局方於2024年5月8日的來函收悉。第一標準薪級公務員評議會(職方)就2024-25年度公務員薪酬調整的意見和要求如下：

我們一向尊重現行的薪酬調整機制，故多年來積極參與薪酬趨勢調查委員會的工作。根據2024年薪酬趨勢調查報告，低層薪金級別的薪酬趨勢總指標為6.63%，在扣減遞增薪額開支1.16%後，薪酬趨勢淨指標為5.47%。綜觀各項因素，我們建議本年度低層薪金級別公務員按薪酬趨勢淨指標加薪5.47%。

受人口高齡化及疫情引發的各種因素影響，香港正面臨勞動人口嚴重和結構性的縮減，特別是較年輕的勞動力外流。今年的薪酬趨勢調查當中，低層薪金級別的薪酬趨勢指標錄得較高的升幅，或許正印證基層勞動人口緊張的現況。近年公務員流失率高企，根據最新的數據顯示，現時19萬公務員編制當中已出現近2萬個空缺，而在2021-22至2022-23兩個年度，公務員流失人數每年均逾萬，當中辭職人數更分別高達3,734及3,863人，連續兩年較往年同期數字高出超過一倍。如同本港其他各行各業一樣，公務員團隊空缺率和流失率高企的問題迫在眉睫。事實上，我們留意到私人市場上低層薪金級別員工的薪酬，普遍較從事同類型工作的公務員高，例如政府外判服務合約下的前線清潔人員、保安，以及私人市場上的園藝工人和件工，均較第一標準薪級下對應的一、二級工人或工目職系的薪點為高，再計及私營機構可能提供額外酬金如花紅、獎金、彈性上班安排及優厚的醫療福利等，公務員的薪酬待遇或早已遠較私營市場遜色。激烈的人才競爭致私營機構在招聘及薪酬策略上作出較進取的調整，若政府未能維持具競爭力的薪酬加幅，恐難以吸引及挽留人才。

第一標準薪級職系多年來持續人手短缺，截至 2023 年 9 月 30 日止的空缺數目已增至 1,673 的高位，佔編制共 20%。基層公務員主要從事體力勞動的工作，在人才流失加劇、勞動力更見緊張的情況下，堅守崗位的同事可謂極為吃力，工作量早已遠超負荷。然而，過去數年面對社會環境急劇轉變和疫情的各項挑戰，公務員同事仍然咬緊牙關、克盡己任、迎難而上。去年九月上旬因應「五百年一遇」特大暴雨造成多區出現極端情況，前線同事無懼惡劣天氣，連日加緊移走淤泥雜物、疏通渠道和清理路面，全速配合政府進行應急和善後工作，只為廣大市民能盡快回復日常生活，基層同事的付出有目共睹。若本年的薪酬調整幅度偏離薪酬趨勢淨指標所反映的市場實況，無疑會大大打擊公務員同事的士氣，亦難以填補人手紓緩前線同事的壓力，長遠必不利公務員團隊的穩健發展。

第一標準薪級公務員的薪金基數本已較低，遞增薪點加幅亦有限，其中不少同事更已達頂薪點，故每年的薪酬調整對第一標準薪級公務員尤為重要。根據政府統計處公布的資料，截至 2024 年 3 月止的 12 個月內，甲類消費物價指數較一年前同期平均上升 2.3%。在各類綜合消費物價指數組成項目中，外出用膳及外賣（上升 3.3%）、住屋（上升 3.1%）、雜項服務（上升 2.9%）及交通（上升 2.2%）的價格在 2024 年 3 月份錄得較顯著的按年升幅。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。我們希望本年度的薪酬調整不僅能保持基層公務員的購買力，亦能改善他們的生活水平。

我們明白面對公共財政壓力，政府須格外審慎，但投放資源應考慮實際需要及緩急優次，希望局方按機制作全盤考慮，並接受職方建議，讓低層薪金級別公務員按薪酬趨勢淨指標加薪 5.47%。以上為第一標準薪級公務員評議會（職方）下述五組成員工會的意見，成員工會之一的香港政府華員會將另函當局提出意見。

第一標準薪級公務員評議會

職方主席莫樹梅



2024 年 5 月 23 日

政府僱員工會

Government Staff Union

政府人員協會

Government Employees
Association

政府市政職工總會

Government Municipal Staff
General Union

香港公務員總工會

Hong Kong Civil Servants
General Union

政府產業看管人員協會、漁農自然護理署職工會及香

港政府水務署職工會

Government Property Attendants Association,

Agriculture, Fisheries and Conservation Department

Staff Association and Hong Kong Government Water

Supplies Department Employees Union

警察評議會職方協會

香港軍器廠街一號警察總部

警政大樓三十八樓

電話 Telephone: 2860 2645

傳真 Fax: 2200 4355



English Version Only
只附英文版

POLICE FORCE COUNCIL

STAFF ASSOCIATIONS

38/F, ARSENAL HOUSE,

POLICE HEADQUARTERS,

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

23 May 2024

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 2024-25 Civil Service Pay Adjustment

In response to your letter under reference CSBCR/PG/4-085-001/88 dated 8 May 2024, the Police Force Council Staff Side (PFC SS) wishes to put forward the following in reply to the 2024-25 Civil Service Pay Adjustment:

The PFC SS has always respected the existing and long established annual pay adjustment mechanism and appreciated that the Government followed the Pay Trend Survey (PTS) finding for Civil Service Pay Adjustment last year. We notice that the PTS this year reveals a positive Pay Trend Indicator (PTI) for all three salary bands.

**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

Hong Kong has experienced various challenges and turbulent situations in the past few years, such as Covid-19, severe national security issues, complex and ever-changing China and global situations. The PFC SS fully supports the Government adhering to the principles of exercising fiscal prudence, especially in difficult times, keeping expenditure within the limits of revenue and committing resources as and when justified and are needed in public financial management. The PFC SS had taken a considerate attitude to share the hardship with the general public and accept the pay adjustment decisions over the last few years in which the rate of increase was lower than the PTS findings. The latest figures show a 2.7% increase of Real-term Gross Domestic Product (GDP) growth over a year earlier, indicating a relatively stable economic development in Hong Kong. Also, the Financial Secretary expressed optimism about the economy prospect of Hong Kong in February 2024, believing that the economy would continue to improve steadily in view of Government's efforts in attracting business investments, talents, and funding over the past few years. It is expected Hong Kong economy will further benefit from the expansion of the Individual Visit Scheme and cancellation of all demand-side management measures for residential properties. For the Government's fiscal position, although a budget deficit of \$100.2 billion was recorded, the fiscal reserves stood at \$734.6 billion for the year ended 31 March 2024. In view of steady economic growth in the foreseeable future, it is reasonable for us to expect a pay increase.

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 2024, the Composite Consumer Price Index (CPI) was on average 2.1% higher than that in the preceding 12-month period. The PFC SS believes that a proper positive pay adjustment, in accordance with the recommendations of the PTS, can relieve our stress from the cost of living crisis.

We continue to be committed to safeguarding national security and combating terrorism. While social order has been further improved after the legislation of the Article 23 of the Basic Law, police officers have

stayed vigilant at all times in curbing acts that may endanger national security according to the law with the strongest determination. 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. In 2023, the Force, with other civil servants, worked very hard for the first District Council election under the improved electoral system. The election achieved a great success and the Chief Executive expressed his gratitude to all the civil servants participating in the promotion, publicity and organisation of the election. He particularly thanked the disciplined services for maintaining public order, enhancing deployment for preventing risks and ensuring the safe conduct of the election. Indeed, various feedback received and surveys have showed that our citizens are generally satisfied with the performance of the Force. We must emphasize that we are always ready to handle tasks assigned by the Government, regardless of whether they fall within our responsibilities.

The current shortage of manpower in the Force is deteriorating with more than 6,000 vacancies, while the Force is facing a tremendous increase of workload arising from national security, various mega events in line with Government initiatives in attracting more tourists, as well as more prevalent deception cases and cybercrime in which the losses last year has reached over \$9 billion. Although the Force has adopted a lot of new measures in recruiting police officers, the PFC SS believes that an attractive remuneration package is considered essential to attract talent to join the Force and also to prevent 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 anticipate **a pay rise in**

accordance with the PTS finding.

To reiterate, the PFC SS is of the view that the current pay adjustment mechanisms does not fully reflect the unique nature of the police officers and are not applicable for us. We propose to set up a standing committee like the Standing Committee on Judicial Salaries and Conditions of Service for judges and judicial officers to advise the Government on the pay and conditions of service of the police and disciplined officers.

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.

The Civil Service Pay Adjustment is interconnected with that in private sector. Private companies sometimes reference Government pay increase when deciding their own employees' pay increase. If the Government disregards the findings derived from the established mechanism for Civil Service Pay Adjustment, the legitimacy of the established mechanism will be subject to scrutiny. The confidence level of labour class on the established mechanism will be significantly reduced and such that the governance will be negatively affected because of the inconsistent practices.

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,



Percy LEUNG
Chairman
SPA



Wilkie NG
Chairman
HKPIA

Tobi LOTHIAN
Chairman
OIA



Ray LAM
Chairman
JPOA

c.c. Commissioner of Police



香港政府華員會

HONG KONG CHINESE CIVIL SERVANTS' ASSOCIATION

中國香港九龍京士柏衛理道 8 號 8 Wylie Road, King's Park, Kowloon, Hong Kong, China

電話 Tel : (852) 23001066 圖文傳真 Fax : (852) 2771 1139 網址 Website : <http://www.hkccsa.org>

Chinese Version Only

只附中文版

傳真及電郵

本會檔號 : (31) in 2/7/CCSA (XXIII)

香港特別行政區政府
公務員事務局
公務員事務局局長
楊何蓓茵女士

尊敬的楊何蓓茵局長：

2024-25年度全體公務員薪酬調整 高中層上調4.32%、低層上調5.47%

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：2024 年的薪酬趨勢調查淨指標、消費物價指數、公務員士氣、整體社會經濟情況、政府財政狀況等，建議 2024-25 年度：高、中層公務員薪酬調整上調 4.32%、低層公務員上調 5.47%。主要理據如下：

1. 現時有近二萬公務員空缺，政府已節省了薪酬開支；現職公務員長期承擔空缺崗位的工作，已助力減少財赤

現時公務員隊伍有近二萬空缺，人員缺額超過一成，但未見「人手荒」能在短期內解決。現職公務員長期承擔近二萬空缺崗位的工作，早已長時間「加辛」，亦無形中為政府節省了不少薪酬開支，助力減少了財赤。

本屆政府上任以來，積極回應市民所需，推動拼經濟、謀發展，推行了不少新舉措，在在需要公務員執行並完成相關的績效指標。故公務員除了「加辛」外，給予合理的「加薪」，是公道之舉。況且，公務員的薪酬調整是滯後的「加薪」，只追趕著私營機構的身影。

2. 部門連續第 2 年須節省 1%開支，公務員助力部門減開支減財赤

按今年的財政預算案，部門連續第 2 年須節省開支 1%；不同級別的公務員需協力、協助減少開支，以達節省 1%開支的目標。由是，公務員亦正從這方面助力減低政府開支及財赤。

3. 勒緊公務員薪酬調整的「褲頭」並非上策，對公務員士氣、挽留人才及招聘人員會帶來負面影響

自 2020 年疫情初發，全體公務員凍薪兩年，助力政府集中精力對抗疫情，與市民共度時艱；過去 4 年公務員的薪酬調整幅度還未能追上累積的通脹。合理的薪酬上調，助力提振公務員士氣；與私營機構的薪酬上調幅度相若，對挽留人才及招聘人員有正面的作用。勒緊公務員薪酬調整的「褲頭」並非上策，對公務員隊伍、政府及社會整體並沒有好處。

4. 經審核獲確認的薪酬趨勢調查指標(PTI)符合既定的調查方法，調查期內社會上並無存在明顯的特殊因素或非常態的情況，PTI 具重要的參考價值

薪酬趨勢調查指標(PTI)於 2024 年 5 月 22 日經審核後，被確認為公務員薪酬調整考慮因素之一。由於調查期(2.4.2023 – 1.4.2024)內，社會上並無存在明顯的特殊因素或非常態的情況，故確認的 PTI 反映了過去 12 個月私營機構薪酬調整的常態，此數字具重要的參考價值。在本港整體經濟逐步向好的情況下，據此上調公務員薪酬，對公務員及社會都是「潤滑劑」、「加油劑」。

5. 高層級別公務員跟隨中層級別公務員上調 4.32%，有助激勵高層級別公務員的士氣，協助政府變革創新

現時公務員隊伍人員短缺，缺額超過一成(近兩萬人)，某些職系並有趨升之勢，可見「人手荒」難以短期內解決。突破本港不少新、老難題，政府無可避免要變革創新、推陳出新，以解決棘手難題及夯實「由治及興」的成果。讓高層級別公務員跟隨中層級別公務員上調至 4.32%，只比高層級別的 PTI 多了 0.31%，所需財政資源不多，但滿含著激勵高層級別公務員全力協助政府變革創新，屬物有所值、用之有道。

此外，現時屬中層級別的總薪級表第 33 點與屬高層級別的總薪級表第 34 點的差距，是行政指令下的 795 元差距，遠低於同屬中層的總薪級表第 33 點與第 32 點的 3550 元差距。高、中層公務員劃一調薪有助維持薪級表內薪點的內部對比關係，令總薪級表第 34 點的高層級別人員減少冤氣，又鼓勵中層級別公務員工作上努力做出成績，爭取晉升。

6. 公務員獲合理、與私營市場相若的薪酬調整，有利提升香港整體經濟氛圍續趨向好、持續活躍消費市場及有助政府競爭人才

自 2020 年新冠疫情肆虐，過去 4 年，公務員的薪酬調整幅度仍落後於同期累積的甲類消費物價指數，對購買力或多或少有所打擊。今年本地生產總值連續錄得正增長，香港整體經濟氛圍續趨向好，給予公務員一個合理、與私營市場相若的薪調幅度，以追補通脹，刺激消費力，有利營造及促進香港整體經濟向好的氛圍，實為正面之舉。與私營市場相若的薪調幅度亦有利、有助政府招聘及競爭人才，盡快紓緩現時公務員隊伍近二萬職位的空缺。

7. 制定香港的人口政策及打造智慧型政府/香港，令勞動力供求及工資水平得到合理的平衡，為長治之策；壓低公務員的薪酬上調幅度，非明智之舉

本會深明現時政府財政上出現財赤，需要兩三年才可達收支平衡；但在本港勞動人口短缺的新常態下，如壓低公務員的薪酬上調幅度，極不利於政府挽留及競爭人才，非明智之舉。

必須指出，政府有需要在頂層設計上制定香港的人口政策，直面本港人口急速老化、超低生育率帶來勞動人口快速減少的問題；另一方面，政府宜從速制定政策措施，加快打造智慧型政府、智慧型香港，以科技減少/取代某些工作崗位對勞動力的需求，從而令勞動力供求與工資水平得到合理的平衡，方為長治之計！

誠盼當局認真考慮上述7點理據及意見

本會誠盼當局認真考慮上述7點理據及意見，2024-25年度給予高、中層級別公務員4.32%、低層級別公務員5.47%的薪酬上調，以具競爭力的薪酬挽留及招聘人才；以提升公務員的士氣及積極性，合力承擔近兩萬個公務員空缺的工作，維持優質高效的公共服務予市民；以激勵公務員在本港社會及經濟結構處於轉折期中，更好地發揮其創新及執行力。

年度薪酬調整是公務員頭等大事，提供合理空間予工會內部諮詢不可或缺

本會提交此信日期（2024 年 5 月 24 日）比當局指定的日期（2024 年 5 月 23 日，即薪酬趨勢調查委員會審核報告書會議的翌日，亦為會議的後備日期）遲了一天。本會完全明白公務員年度薪酬調整事宜須呈交予行政會議，之後並須經立法會審議，時間上甚為緊迫。本會一向盡力配合，惟亦期望當局尊重公務員工會內部諮詢及重視其重要性，作出平衡，給予工會有多一天內部諮詢的

空間，即最遲於薪酬趨勢調查委員會審核報告書會議的第二天，提交薪酬調整訴求信函（過去亦曾如是）。

公務員是「打工仔」，視年度薪酬調整為頭等大事，備受關注；而本會分會、盟會眾多，涵蓋高中低層公務員、文職與紀律部隊會員，對年度薪酬調整訴求存在分歧、不同意見實屬正常，故內部諮詢需要一些時間，冀當局理解。本會一向重視會內的諮詢，在過程中提醒、疏導本會幹事提出的薪調訴求應理性務實，同時需從香港社會大局考慮，秉持本會對公務員、政府、社會高度負責的精神，協調共識。

惟提交薪酬調整訴求予當局，須待薪酬趨勢調查委員會於2024年5月22日審核報告書會議完結，視乎薪酬趨勢調查報告書是否被確認，薪酬趨勢調查指標(PTI)才成為薪酬調整考慮因素之一；故於2024年5月23日一天內要完成會內的最後諮詢、完成撰寫薪調訴求的信函並遞交予當局，有欠合理性及予人感覺旨在火速「搞定」。本會參與公務員年度薪酬調整數十年，程序上只給予工會多一天時間作內部諮詢及提交薪調訴求信函，應不構成影響整個程序的進度，誠望當局作出考慮及平衡。

會長  謹啟

(利葵燕)

2024年5月24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
楊何蓓茵女士, JP

楊局長：

香港高級公務員協會 對 2024 至 2025 年度公務員薪酬調整的要求

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 2024-2025 年高級公務員(高層薪金級別)加薪 5%。

薪酬趨勢調查指標反映了私人勞工市場有合理而穩定的薪酬增加，說明了勞工市場薪酬幅度有明顯的回彈上升趨勢。薪酬趨勢調查結果亦顯示香港的經濟活動正在穩步增長。政府經濟報告指出失業率及就業不足情況繼續改善，可見各行業振興生意而需補充人手，薪金待遇亦有所改善。

本會認為政府除跟隨薪酬趨勢調查結果為公務員加薪之外，更應該適當地增加薪酬挽留人才及吸引人才加入政府公務員隊伍。行政長官在《2023 年施政報告》中提出「政府要繼續搶人才留人才」的目標，所以政府應該提供有利條件，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。作為良好僱主的領頭作用，政府更應該提供合理和具吸引力的薪酬福利及待遇，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。

事實上，施政報告提出增加土地供應、加快公營房屋興建、以北部都會區為發展引擎發展產業，加強運輸及基建驅動發展從而擴大經濟發展容量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。在現時人手招聘種種困難和有大量公務員空缺的影響下，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。

高級公務員緊守崗位、盡心盡力、在艱難時刻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穩步復甦的情況下，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合適的薪酬調整。



(彭禮輝)

香港高級公務員協會主席

謹啟

2024年5月23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 service¹, 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 2024-25 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.

¹ The weighted average of civil service pay adjustment rates would be 3% if civil service pay for 2024-25 is indeed adjusted according to the pay offers.