

LEGISLATIVE COUNCIL BRIEF

2026-27 CIVIL SERVICE PAY ADJUSTMENT – PAY OFFERS

INTRODUCTION

At the meeting of the Executive Council on 9 June 2026, 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 2%, with retrospective effect from 1 April 2026, should be made to the staff side of the four central consultative councils¹ for the 2026-27 civil service pay adjustment.

JUSTIFICATIONS

Civil Service Pay Policy and the Established Pay Adjustment Mechanism

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. According to the Improved Civil Service Pay Adjustment Mechanism, the CE-in-Council's decision on the annual pay offers to be made to the staff side of the four central consultative councils is sought on the basis of a number of relevant factors, including –

- (a) the state of Hong Kong's economy;
- (b) changes in the cost of living;

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).

- (c) the Government's fiscal position;
- (d) the net Pay Trend Indicators (PTIs) derived from the Pay Trend Survey (PTS);
- (e) the pay claims of the staff side; and
- (f) 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

3. The Hong Kong economy expanded robustly in the first quarter of 2026, driven by the sustained strong performance in external trade and pick-up in domestic demand. Real gross domestic product grew by 5.9% year-on-year in the first quarter, accelerating from the 4.0% growth in the preceding quarter.

4. Looking ahead, Hong Kong's economic outlook remains broadly resilient. The Hong Kong economy is forecast to grow by 2.5% to 3.5% for 2026 as a whole. Strong global demand for advanced electronics and artificial intelligence-related products is expected to support goods export performance, while services exports should remain firm, underpinned by sustained vibrancy in inbound tourism, robust cross-boundary financial activity, and steady demand for business services, and resilient business outlook is expected to support domestic demand. Yet, the outlook of the Middle East conflict remains highly uncertain. A further escalation or persistence of tensions could heighten global financial market volatility, posing downside risks to growth.

5. The labour market showed modest improvement in early 2026, with the seasonally adjusted unemployment rate retreating from 3.9% in November 2025 – January 2026 to 3.7% in February – April 2026. Payroll per person engaged increased by 3.2% in nominal terms in the fourth quarter of 2025 over a year earlier, yielding growth of 3.2% for 2025 as a whole. Looking ahead, the resilient growth momentum of the Hong Kong economy should render support to the overall labour market, and be conducive to further growth in labour earnings.

Changes in the Cost of Living

6. For the 12-month period ending March 2026, the headline Composite Consumer Price Index (CPI), which reflects the impact of the

changes in consumer prices on approximately 90% of households, increased by 1.4% as compared to the previous 12-month period ending March 2025. 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 2026³ over the previous 12-month period ending March 2025 are as follows –

	Composite CPI	CPI(A)	CPI(B)	CPI(C)
Headline	1.4%	1.7%	1.3%	1.2%
Underlying	1.2%	1.2%	1.1%	1.1%

7. The annual increases in headline and underlying Composite CPIs are forecast at 2.6% and 2.5% for 2026. The feed-through of higher international oil prices to fuel-related components in consumer prices should continue in the coming months. Having said that, overall inflation in Hong Kong is expected to remain relatively well anchored, reflecting our lesser extent of reliance on energy as a service-oriented economy.

The Government's Fiscal Position

8. In 2025-26, the Government recorded a fiscal surplus of \$11.2 billion, after taking into account \$55 billion additional revenue from stamp duties and profits tax driven by a robust stock market and an accelerated economic growth, a one-off transfer of \$61.5 billion from six seed capital funds to the Government's accounts and bond issuance of \$156 billion. A fiscal surplus of \$22.1 billion is forecast for 2026-27, after taking into account one-off transfers of \$127.8 billion from funds outside the Government's accounts, accumulated surplus of the Bond Fund and investment income from the Exchange Fund, as well as bond issuance of \$160 billion. As at 31 March 2026, the fiscal reserves stood at \$665.5 billion, and are expected to slightly increase to \$687.6 billion by the end of March 2027. However, the future is not without challenges given the continued need to invest in developments for the future as well as the rising spending pressure in welfare and medical fronts due to the ageing population.

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 2026) published on 23 April 2026. These figures were based on the 2019/20-based index series compiled by the Census and Statistics Department.

The Net PTIs

9. Under the established mechanism, a PTS is conducted to ascertain the year-on-year pay adjustment movements in the private sector, from which the net PTIs derived will serve as one of the six relevant factors. The 2026 PTS has been completed. It covers the 12-month period from 2 April 2025 to 1 April 2026. In the survey, the basic pay and additional pay adjustment data of 154 887 employees in 104 companies, consisting of 153 442 employees in 80 larger companies and 1 445 employees in 24 smaller companies, were collected. The findings of the 2026 PTS are set out below –

Salary Band⁴	Basic Pay Indicator [A]	Additional Pay Indicator [B]	Gross PTI⁵ [A] + [B]
Upper	3.29%	1.87%	5.16%
Middle	3.16%	0.51%	3.67%
Lower	2.73%	-0.40%	2.33%

10. The PTS Committee met and considered the 2026 PTS findings on 3 June 2026. The findings were validated by all members attending the meeting, including staff side representatives of all the four central consultative councils.

11. According to the prevailing methodology, the payroll cost of increments (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,

4 The pay ranges of the three salary bands for the 2026 PTS are –
 (a) Upper: Above Master Pay Scale (MPS) Point 33 to Police Pay Scale Point 54b or equivalent, viz. \$81,511 to \$163,905;
 (b) Middle: From MPS Point 10 to 33 or equivalent, viz. \$26,590 to \$81,510;
 and
 (c) Lower: Below MPS Point 10 or equivalent, viz. below \$26,590.

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.).

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 2026-27. More details about the annual PTS and the background for the PCIs deduction arrangement are at **Annex A**.

A

Salary Band	Gross PTI [C]	Average PCI from 1989-90 to 2019-20 [D]	Actual PCI for this year	Net PTI [C] – [D]
Upper	5.16%	1.04%	1.30%	4.12%
Middle	3.67%	1.03%	1.42%	2.64%
Lower	2.33%	1.16%	2.16%	1.17%

The Pay Claims of the Staff Side

12. To enhance communication with staff in the pay adjustment exercise and to gain a better understanding of the basis of their pay claims, the Secretary for the Civil Service (SCS) personally met the staff side of the four central consultative councils and the four major service-wide staff unions⁶ on 4 June 2026.

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

B

⁶ 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 ⁷			
(a) Hong Kong Chinese Civil Servants' Association	4.12%		
(b) Hong Kong Senior Government Officers Association	No less than 5%	-	-
(II) PFC	A pay rise no less than the net PTI of the corresponding salary band		
(III) DSCC	4.9%		
(IV) MOD 1 Council	-	-	No less than 5%

14. The major common demands that the staff side have put forward at the meeting on 4 June 2026 and in their submissions are –

- (a) the staff side consider that since Hong Kong's economy is exhibiting a steady growth and the Government's fiscal position has improved this year, the general civil service has reasonable expectation for pay rise to reasonably share the success of the Government and the economy. Noting that the net PTIs have objectively reflected the upward pay adjustments in the private sector in the previous year, the staff side request for a pay rise in line with the market to maintain broad compatibility between the pay of the civil service and private sector, which will be conducive to attracting and retaining talents for the Government;
- (b) the staff side remark that the civil service is still facing a high vacancy rate and a considerable number of civil servants has been shouldering additional responsibilities and working under immense pressure. They generally expect the Government to acknowledge their hard work in the face of increasing challenges and surging workload to take forward various new and major initiatives and measures;
- (c) taking into account the decision of civil service pay freeze in 2025-26, some staff side representatives demand a pay rise this year to catch up the cumulative inflation in the past two years, with a view to restoring the purchasing power of civil

⁷ The Association of Expatriate Civil Servants of Hong Kong, one of the three constituent associations of SCSC, has not provided any pay claim.

servants, especially those from the lower and middle bands. They also noted that in the past six years, there were pay freeze in three years and the pay rise was lower than the net PTIs in two years. There was only one year where the pay rise was in line with the net PTIs;

- (d) while acknowledging that the performance put up by some civil servants over the past year has been negatively perceived by members of the public, the staff side remark that the annual civil service pay adjustment in general and the performance management of individual civil servants should be dealt with separately;
- (e) the 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 of the lower salary band is below that of the middle salary band; and
- (f) some staff side representatives 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

15. In order to optimise the use of manpower resources and to control public expenditure, about 10 000 posts are expected to be deleted from the overall civil service establishment by 1 April 2027. The establishment cut as well as a civil service vacancy rate of around 10% have resulted in our staff at various levels shouldering additional responsibilities. Besides, rising public expectation on the efficiency and performance has inevitably increased the pressure on civil servants of across all grades and levels. Despite heavier workload, immense pressure stemming from tight labour and public criticism of the civil service, civil servants of both civilian and disciplined services grades have shown their solidarity, resilience and dedication in discharging promptly and conscientiously their duties. Besides their normal work, many civil servants have proactively taken part in a series of major tasks under “government-wide mobilisation” to provide inter-departmental emergency support over the past year. With the continued growth of Hong Kong’s economy and the Government’s improved fiscal position, it would help to sustain staff morale for there to be a reasonable pay adjustment this year amidst the continued need for prudent financial management.

Pay Offers for 2026-27

16. Taking into consideration all the six relevant factors under the established mechanism, the CE-in-Council decided to make the following pay offers to the staff side for 2026-27 –

Salary Band	No. of Civil Servants ⁸	Net PTI	Pay Offer
Directorate	1 393	N.A. ⁹	2%
Upper	22 966	4.12%	
Middle	121 818	2.64%	
Lower	26 003	1.17%	

17. Over the past year, the Hong Kong economy has exhibited a substantial growth alongside a mild rise in living expenses, and the positive net PTIs across all salary bands have reflected a clear upward trend in private sector pay. While the Government's fiscal position has improved in 2025-26, future developments will require substantial financial commitments in the coming years. Besides, recent global events have shown that changes in geopolitical situation could affect general livelihood within a short period of time, necessitating timely intervention by the Government to alleviate the pressure on businesses that would otherwise be transferred onto the public. With continuing uncertainty in the geopolitical scene, the Government needs to be prudent in managing public finance. After holistic consideration and balancing of all relevant factors, including the economic growth, the rise in cost of living in the past year, the positive net PTIs, the commitment and devotion of the civil service as a whole to better delivery of public services despite increasing workloads and challenges, the Government's fiscal position and the principle of prudent financial management, the CE-in-Council decided to make an offer to increase the pay at the same rate of 2% across the board.

18. 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.

8 The figures reflected the position as at 31 March 2026 and included some 18 150 civil servants working in trading funds, subvented and other public bodies.

9 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.

Effective Date for the Pay Adjustment

19. In line with the established practice, the CE-in-Council decided that the pay adjustment should take effect retrospectively from 1 April 2026.

OTHER RELATED ISSUES

20. 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**.

C

IMPLICATIONS

21. 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.

22. The pay offers (if implemented) will have financial implications for government paid staff as well as the provisions for subvented sector. The annual financial implication for **government paid staff** (including the civil service, Independent Commission Against Corruption (ICAC) and auxiliaries staff) arising from the pay adjustment according to the pay offers is estimated to be **\$2,739 million**, with breakdown as follows

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	(\$ in million)
(a) Civil service	2,706 ¹⁰
(b) ICAC staff	24
(c) Auxiliaries	8
Total for Government paid staff	2,739¹¹

¹⁰ The figure includes an additional cost of about \$211 million arising from pay adjustment for around 18 150 civil servants seconded to or working in trading funds, subvented and other public bodies, and an estimated increase of \$322 million in pension payments for those retiring in 2026-27.

¹¹ Individual figures may not add up to the total due to rounding.

23. It has also been the established practice that following a civil service pay adjustment, the Government will adjust the provisions for the subvented sector with regard to the pay adjustment rate. The annual financial implication for **subvented organisations** arising from the pay adjustment according to the pay offers (if implemented) is estimated to be **\$3,324 million**¹².

24. With the estimates cited in paragraphs 22 and 23 above, the total annual financial implication is estimated to be **\$6,063 million**.

25. The civil service accounts for 4.5% of the total workforce and civil service emoluments account for 8.1% of the overall employment remuneration in the economy. The civil service and employees in subvented organisations together account for 18.7% of the overall employment remuneration in the economy. The pay offers of across-the-board 2% pay increase for civil servants falls within the range observed across different salary bands based on the net PTIs 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.

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 (9 June 2026). 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 Ms Jeanne FUNG, Principal Assistant Secretary for the Civil Service (Tel: 2810 3112).

9 June 2026
Civil Service Bureau

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) in paragraph 22 above.

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

The prevailing Improved Civil Service Pay Adjustment Mechanism has been in place since 2007, under which a PTS is conducted annually to derive PTIs for this Council's consideration of all relevant factors in reaching a pay decision. The conduct of the annual PTS is 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 (namely 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) 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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楊局長:

2026-27 年度公務員薪酬調整

貴局於2026年5月6日及5月14日的來函收悉。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。

紀評(職方)的一貫立場是薪酬調整水平基本「不能低於通脹」,核心理念是希望薪酬調整能確保公務員同事的購買力得到維持。政府在2025-26年度凍結包括全體公務員的所有行政機關人員的薪酬,但同期香港的物價卻在飆升。甲類消費物價指數自2024年3月至2026年3月(與截至上一年度3月的12個月相比)的累計升幅為3.8%(兩個年度的變幅分別為+2.1%及+1.7%)。其中,切身影響到公務員同事生活成本開支的項目價格升幅更為顯著,例如「電力、燃氣及水」、「交通」及「教育服務」等分項在過去一年的按年升幅均達到3.9%,「基本食品」及「外出用膳及外賣」開支亦持續上升。公務員同事的購買力正逐步被蠶食,而薪酬調整應正視此情況。紀評(職方)認為薪酬調整幅度應至少抵銷過去兩年的累計通脹升幅。

此外,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。2024年及過往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2.33%,3.67%以及5.16%。若2026-27年度的公務員薪酬調整幅度低於指標,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,將不斷削弱公營機構的競爭力。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

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主任工會
Government Flying Service
Aircraft Technical Officers 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

廢除。

考慮到香港經濟在2026年第一季持續復甦，實質本地生產總值錄得5.9%的可觀按年增長，而政府的財政狀況，與過去數年相比，亦更趨穩健。紀評（職方）認為穩健的香港經濟狀況及政府財政狀況為公務員薪酬作出合理調整提供了堅實的基礎，合理的薪酬調整亦體現政府對維持公務員隊伍士氣的重視。

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。行政長官在《2025施政報告》提出一系列措施，旨在進一步把香港打造成國際高端人才集聚高地。香港需要吸引人才以提升競爭力，公務員團隊亦同樣需要。然而，公務員近年流失的情況極為嚴重，根據最新數據顯示，現時19萬公務員編制已有近1.8萬個職位空缺，而公務員流失率近年亦維持高企。因應政府的各項新政策和應對市民日益提高的期望，留下的同事都需要分擔更多額外工作，承受著巨大的壓力，一個具競爭力的薪酬將對能否挽留同事帶來重要作用。此外，各紀律部隊同事一直時刻緊守崗位，在維護香港社會安定繁榮方面肩負不同的職責及作出貢獻。一個能夠保障購買力、並與私營市場薪酬變動大致看齊的調整方案，定必能夠彰顯政府對公務員貢獻的肯定。

綜上所述，紀評（職方）希望政府在考慮2026—27年度薪酬調整方案時，能夠尊重薪酬趨勢調查的結果及確保薪酬調整幅度能抵銷過去兩年的累計通脹升幅，以維持基本的購買力。紀評（職方）要求**2026—27年度的公務員薪酬劃一調整為上升4.9%**及廢除在公務員年度薪酬增薪百份比中扣減遞增薪額開支的不合理安排。

紀律部隊評議會(職方)主席



朱遠明

2026年6月4日

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楊太：

2026-27 年度公務員薪酬調整

局方於 2026 年 5 月 6 日及 5 月 14 日的來函收悉。第一標準薪級公務員評議會（職方）經審慎評估本年度的整體情況，包括香港經濟狀況、政府的財政狀況、生活費用的變動及公務員士氣，就 2026-27 年度公務員薪酬調整，建議低層薪金級別公務員加薪不少於 5%。

香港經濟在 2026 年呈穩健的復甦態勢，受惠於推動創科發展、鞏固金融中心地位及提振旅遊業等多項政策，2026 年第一季本地生產總值錄得 5.9% 的按年實質增長，創下近五年來的最強季度表現。隨着訪港旅遊業持續暢旺及勞工市場同步改善，儘管外圍環境仍存變數，種種跡象顯示本港經濟已步入穩定增長的軌道，為公務員薪酬調整提供了正面且堅實的經濟基礎。

近年政府致力落實財政整合計劃，嚴控經營開支。職方完全理解當局在面對公共財政壓力時，必須秉持審慎理財的原則。然而，2025 至 26 年度政府已提早扭虧為盈，錄得 112 億港元財政盈餘，反映政府整體財政狀況依然穩健，具備條件履行良好僱主的責任，為公務員提供合理的薪酬調整。

雖然政府形容過去一年的消費物價通脹「維持溫和」，但綜合過去兩年的數據剖析，通脹為基層確實帶來不少壓力。截至 2026 年 3 月止的兩年間，綜合消費物價指數累計升幅達 3.02%，其中「電力、燃氣及水」狂飆近 18.45%；「交通」、「住屋」及「外出用膳及外賣」等各項生活必需品的價格錄得顯著加幅；而甲類消費物價指數也累升近 3.84%，足見基層生活成本上漲。政府已將 2026 年基本和整體消費物價通脹率的預測，分別向上修訂為 2.5% 及 2.6%，可以預期未來本港通脹將進一步加劇。第一標準薪級公務員的薪酬僅萬餘元，且缺乏晉升階梯，不少同事亦已達頂薪點，因此每年的薪酬調整是他們抵禦通脹、維持基本生活水平的關鍵。面對生活費用連年上漲，加上去年

凍薪的背景，如今年的薪金調整幅度未能追上物價升幅，無異於直接蠶食基層同事的實質收入與購買力，令其生活壓力百上加斤。

基層公務員一直站在服務市民的最前線，無論是應對極端天氣、公共衛生挑戰，還是執行各項重大政策與新措施，他們始終克盡厥職，為維護社會穩定及提升公共服務貢獻良多。近年基層人手嚴重短缺，私人市場同類職位，如件工或政府外判的前線清潔人員，薪酬待遇計及花紅、獎金等，往往遠高於第一標準薪級對應職系的薪點，致第一標準薪級職系的空缺率持續高踞於近 20%。而且公眾期望日益提高，基層的工作性質也愈趨複雜，同事可謂長期肩負超負荷的工作和壓力。若政府在今年經濟顯著回暖的前提下，仍未能為基層員工追補滯後的薪酬待遇，不僅變相否定了他們過去數年的辛勤付出，亦無助吸引及挽留人才，長遠勢必削弱公共服務的質素與穩定性。

回顧過去數年，公務員經歷多次凍薪或以低於薪酬趨勢淨指標的幅度調薪。以 2024-25 年度為例，低層薪金級別的淨指標高達 5.47%，但最終僅獲劃一加薪 3%，兩者差距高達 2.47%，不僅重挫基層士氣，更進一步擴大公務員與私營機構之間的薪酬差距。今年低層薪金級別的薪酬趨勢淨指標為 1.17%，不但低於中層的 2.64%，更遠遜於高層的 4.12%，職方大感意外。不過按照以往慣例，每當低層指標較中層為低時，政府均會引用「調高」安排，以體現善待基層僱員的承擔，本年度亦理應不例外。以此為基礎，並考慮到往年的薪酬落差以及上述各項因素，職方要求低層薪金級別公務員加薪不少於 5%。

公務員團隊作為特區政府施政的中流砥柱，其士氣與穩定性不僅是行政效能的核心，更是確保政策精準落地、維繫市民福祉的關鍵。職方深信，政府定必能體恤前線基層同事的處境，以負責且務實的態度，制定合理而公平的薪酬調整方案，向社會各界清晰展示政府珍視人才、關懷基層的堅定立場與管治決心。

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



2026 年 6 月 4 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
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公務員事務局局長
楊何蓓茵女士, JP

楊局長：

2026-27 年度公務員薪酬調整

局方於 2026 年 5 月 6 日有關 2026-27 年度公務員薪酬調整的來函收悉。警察評議會職方協會（下稱「職方」）理解行政長官會同行政會議在作出最終決定前，會全面並慎重考慮既有機制下的「六大因素」。因此，職方現依循此框架，就 2026-27 年度公務員薪酬調整，向貴局提出以下要求和理據：

一、香港經濟情況

受對外貿易表現持續強勁和本地需求增強所帶動，香港經濟已展現出強勁的復甦趨勢。根據政府統計處的數字，2026 年第一季度實質本地生產總值（GDP）按年增長 5.9%。此外，政府發言人指出，受惠於全球對人工智能相關電子產品的持續需求、亞洲區內貿易往來暢旺、旅遊業興旺及跨境金融活動蓬勃，香港經濟前景樂觀。在經濟穩步增長的大前提下，合理的公務員薪酬加幅，是維持社會整體消費力的重要一環。

二、生活費用的變動

近年來，生活成本持續上漲，對同事們造成了實質的經濟壓力。根據政府統計處資料，截至 2026 年 3 月止的十二個月，綜合消費物價指數（CPI）較一年前同期平均上升 1.4%。值得注意的是，與市民生活息息相關的個別項目升幅更為顯著，如在 2026 年 3 月份，「交通」、「電力、燃氣及水」

**SUPERINTENDENTS'
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香港警司協會

**HONG KONG
POLICE INSPECTORS'
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香港警務督察協會

**THE JUNIOR POLICE OFFICERS'
ASSOCIATION OF
THE HONG KONG POLICE FORCE**
香港警察隊員佐級協會

及「教育服務」的價格均錄得 3.9%的按年升幅，「醫療服務」一項更達到 10.8%。必要的生活開支持續加價，導致我們的實際購買力不斷被侵蝕。若公務員薪酬調整幅度未能追上通脹，將等同於減薪。因此，合理的薪酬加幅是紓緩同事們經濟壓力、保障其基本生活質素的必要措施。

三、政府的財政狀況

職方完全理解政府恪守「審慎理財」的原則。然而值得注意的是，根據政府公布的數字，截至 2026 年 3 月 31 日的 2025-26 財政年度，政府錄得 112 億港元的綜合盈餘，財政儲備為 6,655 億港元。這筆儲備證明政府具有足夠的財政能力，為全體公務員提供公平合理的薪酬加幅。

四、薪酬趨勢淨指標

今年薪酬趨勢調查的三個薪金級別均錄得正向淨指標：高層為 4.12%、中層為 2.64%、低層為 1.17%。過去兩年，職方本着「與市民共渡時艱」的體諒態度，在持續通脹及調查突然中斷的情況下，接受了低於指標甚至凍薪的安排。必須指出，薪酬趨勢指標本已屬滯後數字，反映的是過去一年私人市場的薪酬變動。如今經濟既已復甦，職方要求政府尊重調查結果作出薪酬調整，以追回在之前期間被侵蝕的購買力。目前，「薪酬水平調查」及「入職薪酬調查」已經停辦，使得「薪酬趨勢調查」成為唯一能夠客觀證明公務員薪酬與私人市場大致相若的科學依據。因此，職方反對劃一加薪，而應按照客觀的薪酬趨勢調查結果，在不同薪金級別作出有區別的合理調整。

五、職方對薪酬調整的要求

我們向來尊重行之有效的年度薪酬調整機制，並在此基礎上要求：**在不同薪金級別中，加幅不應低於其對應的薪酬趨勢淨指標。**此外，我們再次重申：

- 設立專責委員會：現行機制未能充分反映警務工作的特殊性、危險性及日益增加的複雜性。職方強烈要求設立一個類似司法人員薪俸及服務條件常務委員會的常設委員會，專責就警隊及其他紀律部隊的薪酬與服務條件向政府提供建議。

- 停止扣減遞增薪額開支：職方堅決反對在計算薪酬調整時扣減遞增薪額開支。尤其值得關注的是，局方最近公布了「公務員評核制度優化計劃（第一期）」，明確表明公務員的個人表現將與薪酬直接掛鉤。在這一前提

下，若仍在薪酬調整中扣減遞增薪額開支，即變相對同事應得的加幅造成雙重削減，極不公平。

六、公務員士氣

公務員士氣是維持政府高效運作及社會穩定的基石。職方注意到，局長曾於受訪時表示「市民觀感」會反映在公務員士氣之上。因此，對於近期社會事件中市民對公務員的評價，我們同樣表示關注。然而，局方必須正視一個事實：過去幾年，公務員團隊一直身先士卒，在前所未有的政治及社會逆境中，積極協助及配合政府的工作。要讓團隊繼續堅定支持政府高效運作，政府必須切實提升公務員士氣。若為了迎合輿論，以不合理的薪酬調整懲罰全體十七萬公務員，勢必對整體士氣造成災難性打擊。以警隊為例，目前我們正面臨嚴重的人手短缺，同時要負責國安工作、處理大型活動（如 2026 年亞太區經濟合作組織財政部長會議）、應對猖獗的網絡罪案，以及承擔因編制大幅削減而增加的工作量。在這種情況下，一個具吸引力的薪酬待遇，不僅是挽留現有人才、吸引新血投考的關鍵，更是對警隊同袍不分晝夜、冒著風險忠誠履職的直接肯定。歸根結底，公平合理的薪酬調整，是提振並維持公務員士氣最有效、最直接的方式。

總結

綜上所述，無論從強勁的經濟表現、穩健的政府財政、生活成本的持續增加，還是客觀的薪酬趨勢調查來看，在 2026-27 年度為公務員提供合理的薪酬加幅，均是合情、合理且必要。我們深信，政府認同並感激公務員所作出的貢獻與犧牲。職方期望政府能提出一個公正合理的薪酬調整方案，以維持公務員士氣，確保團隊的穩定。



馬偉卿
香港警司協會
主席



阮敬豪
香港警務督察協會
主席



梁俊傑
香港警察隊員佐級協會
主席

2026 年 6 月 3 日

副本：警務處處長



香港政府華員會

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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：

2026-27年度全體公務員薪酬調整——劃一上調4.12%

香港政府華員會作為高級公務員評議會及第一標準薪級公務員評議會的職方成員之一，綜合考慮多項因素，包括 2026 年的薪酬趨勢調查淨指標、2025 與 2026 年消費物價指數、近年的「不足之數」、公務員士氣、整體社會經濟情況及政府財政狀況等，建議 2026-27 年度高、中、低層公務員薪酬劃一上調 4.12%。主要理據如下：

1. 低跟中是政府一貫政策

根據 1988 年仲裁委員會於 1989 年 3 月發表的《最後報告書》第 6.19 段，已明確訂定「低跟中」的原則：

「……除非另有強而有力的理由，否則，若較低薪酬級別的薪酬趨勢指標計算出來，較中級薪酬級別的為低，便應將之提高至同等水平……」

該原則明確體現政府決心「置身於善待僱員的僱主之列」。2026 年度薪酬趨勢淨指標中，低層指標僅為 1.17%，遠低於截至 2026 年 3 月 31 日的甲類消費物價指數。將其調高是政府的一貫責任，不應存在任何障礙。

2. 應對生活費用持續變動，彌補通脹侵蝕

2025 年，政府由財政司司長決定凍結公務員薪酬。根據最新統計數據，截至 2025 年 3 月 31 日，甲類消費物價指數為 2.1%，截至 2026 年 3 月 31 日，甲類消費物價指數為 1.7%，而地緣政治風險持續加劇，衝擊全球供應鏈穩定，惡性通脹隨時降臨；兩年來公務員薪酬實際購買力持續受到通脹侵蝕。公務員亦是打工仔，需要養家活口，如薪調幅度趕不上通脹，等同實質減薪，無疑將嚴重打擊士氣。

3. 「不足之數」過去曾是，現在亦可以成為公務員薪調考慮因素之一

薪酬趨勢調查機制自 1974 年誕生以來，首年（1974 年）各級薪酬趨勢指標均為

正數，但當時的港英政府因石油危機而決定凍結薪酬，未有跟隨指標調整。及至1975年（1975/1976年度），政府在回應公務員工會訴求時，採納合併考慮兩年調查指標的做法，最終給予各級公務員遠高於當年單一指標的薪酬調整，以彌補前一年凍薪所累積的「不足之數」。由此可見，填補「不足之數」是伴隨機制誕生之初便已確立的原則，沒有理由現在不能予以考慮。

遺憾的是，2024年薪酬趨勢淨指標高、中、低層分別為4.01%、4.32%和5.47%，政府最終僅給予全體公務員劃一3%的薪酬調整。此舉不僅與當年指標存在明顯落差，更嚴重損害了依賴薪酬維生的低層公務員，引發公務員隊伍的廣泛不滿。

政府應把握當前經濟逐步復甦的契機，修補近年薪酬調整所留下的缺失，讓公務員隊伍重拾對薪酬機制的信任。

4. 避免進一步擴大高低層公務員薪酬差距

非首長級公務員其最低級和最高級的月薪薪酬差距已達十幾萬，劃一調薪可使有關差距不致過份擴大，維持公務員內部各級的薪酬對比關係，穩定公務員隊伍，從而有利政府施政。

5. 香港處於轉型關鍵時期，具競爭力的薪酬方可挽留及鼓勵公務員

本會深明現時政府財政緊絀，但香港正值轉型關鍵時期，各項政策均有賴各級公務員群策群力，方能迅速、有效地執行。然而，公務員長期面對約兩萬人的入力缺口，各部門連年削減經常性開支，又開始縮減公務員編制（最終將削減1萬個編制），導致沉重的工作壓力全落在餘下約17萬公務員身上。在本港勞動人口短缺的新常態下，若再壓低公務員的薪酬競爭力，將極不利於政府挽留及吸引人才，實非明智之舉。相反，具激勵性的薪酬調整，除可吸引有志之士加入政府，更可鼓勵公務員積極創新、接受及推動新事物，從而加速經濟、民生的轉型，物有所值。

本會期望局方認真考慮上述建議。同時，亦盼當局正視工會內部諮詢需時的事實。本會分會及盟會眾多，涵蓋高中低層公務員、文職與紀律部隊會員，內部凝聚共識需要合理時間。然而，2024年及2026年當局接連壓縮諮詢空間，要求本會在審議報告書後翌日（即所有應考慮因素齊備的翌日）提交訴求，實屬忽視工會程序。本會理解，今年審議報告書日期延後了兩星期，當局需趕及在立法會休會前通過方案，因此已竭盡全力於今日遞交訴求。惟盼自明年起，當局能給予工會多幾天內部諮詢時間，相信不會對貴局構成不可承受的負擔。

會長



謹啟

（蔡冠龍）

2026年6月4日



香港添馬添美道 2 號
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公務員事務局局長
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楊局長：

對 2026 至 2027 年度公務員薪酬調整的要求

行政長官在《2025 年施政報告》中以「深化改革、心繫民生、發揮優勢、共創未來」為主題，明確要求政府推展北部都會區、多條鐵路及公路擴建、公營房屋供應指標等大量基建項目。施政報告同時提出「建立部門首長責任制」，要求部門首長為管理團隊效能承擔第一責任，並設立兩級調查機制，出現問題時須釐清責任並作出處分。此外，政府更將成立「AI 效能提升組」，推動人工智能在公共服務中的應用。要有效推行以上工作，公務員隊伍的投入及付出實在是必須的。作為香港特區政府的骨幹，公務員肩負達致以上目標的重要動力。

高級公務員作為統籌規劃、跨部門協調、監督執行及向公眾問責的核心層級，所承受的责任、壓力及工作量已達歷年高峰。行政長官更明確表示已為北部都會區建設訂立微觀層面的關鍵績效指標，各政策局及部門須定期向市民交代進度，這意味著高級公務員的工作將被受關注，工作壓力之高是可想而知。

2026 年財政預算案顯示，政府將在 2026-27 年度及 2027-28 年度，每年分別按上一個財政年度的編制縮減公務員編制 2%。連同近年公務員編制零增長政策下所刪減的編制數目，預計在本屆政府任期內將累計削減超過 1 萬個職位。政府一方面要求各部門透過重訂工作優次、重組工作模式、科技應用及精簡程序來達致削減目標。但另一方面，在面對大量新增基建項目及關鍵績效指標責任的同時，人手編制卻被削減，留任人員的工作壓力只會持續加大，百上加斤。施政報告同時提出建立更嚴謹的公務員工作表現評核機制，以更有效區分人員的工作表現。工作表現未能令人滿意的公務員將不獲發增薪點，進一步增加了高級公務員的工作壓力。

2025-26 年度，政府基於強化財政整合計劃的需要，凍結全體公務員薪酬，且不進行該年度的薪酬趨勢調查。而根據政府統計處公布的最新數據，2025 年全年合併綜合消費物價指數按年上升 1.8%。凍薪期間通脹持續，意味著公務員的實質購買力出現下降。對高級公務員而言，房屋、子女教育、醫療保險等開支對物價變動尤其敏感，生活條件已受到實質影響。根據公務員薪酬調整機制下的六項因素之一「生活費用的變動」，政府有責任確保公務員薪酬水平不受通脹的負面影響。凍薪一年後，政府應在 2026-27 年度正視通脹對公務員購買力的累積影響。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。

香港經濟在 2025 年錄得穩定增長。根據政府統計處公布，2025 年實質本地生產總值增長為 2.5%。2026 年第一季實質本地生產總值按年強勁增長 5.9%；經季節性調整後按季比較，實質本地生產總值在第一季上升 2.9%。根據最新估計，2026 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 2.5% 至 3.5%，顯示經濟前景審慎樂觀，持續向好。公務員隊伍一直是香港繁榮穩定的重要支柱。在經濟增長時期，公務員作為社會的一員，有權利合理分享經濟發展的成果。這不僅是公平原則的體現，更是維持公務員隊伍穩定及士氣的重要因素。縱觀私營機構，在經濟增長期間，普遍會透過不同方式，如薪酬調整等，讓員工分享公司的經營成果。政府作為全港最大的僱主，更應以身作則，在經濟向好時讓公務員合理受惠，這符合公務員薪酬政策中「提供足夠薪酬以吸引、挽留和激勵有合適才幹的人員」的核心目標。

公務員薪酬調整不僅關乎公務員隊伍自身的士氣與穩定，更對整體社會具有重要的指標性作用。公務員作為香港特區政府的骨幹，其薪酬水平反映公務員薪酬與私營機構薪酬是否能保持平衡。公務員薪酬趨勢一向對私人市場具參考作用，尤其是對以政府資助為主的機構（如社會福利機構、教育機構等）。若公務員薪酬長期受壓，可能引發連鎖效應，影響更廣泛的就業市場。再者，在政府大力推動大型基建項目及提升公共服務效率的關鍵時刻，維持一支穩定、高效、有士氣的公務員隊伍至關重要。薪酬調整是肯定公務員貢獻、激勵團隊士氣的重要手段。

當前公務員隊伍正面對前所未有的壓力：（一）工作量劇增：多項大型基建及關鍵績效指標同步推行，加上編制縮減，留任人員工作量大增是不爭的事實；（二）問責壓力：部門首長責任制及新增的調查機制，對公務員構成一定的心理壓力；（三）人才流失風險：凍薪一年導致實質購買力下降，而工作量及責任卻持續增加，薪酬與壓力嚴重失衡，影響整體歸屬感及服務熱忱，這對挽留人才及士氣影響深遠。公務員隊伍在落實各項關鍵績效指標方面取得顯著成果，香港在國際上的政府效率排名一直位居前列。公務員在取得佳績的同時，其貢獻應予以充分肯定。

2026年薪酬趨勢調查已順利完成，高層薪金級別的薪酬趨勢淨指標為4.12%。這一指標客觀反映了過去一年私營機構高層管理人員及專業職位的薪酬變動趨勢，說明了在經濟持續復甦下，私人市場已為吸引和挽留人才提供了具競爭力的薪酬待遇。作為良好僱主，政府有責任確保公務員薪酬與私營機構保持大致相若，以免公務員隊伍在人力資源市場中失去競爭力。

香港高級公務員協會謹以高級公務員評議會成員身份，在考慮以上因素後要求2026-27年度高級公務員(高層薪金級別)薪酬調整幅度不少於5%，提升薪酬競爭力，挽留現有人才並吸引有能之士加入政府，及讓公務員合理分享2025年及2026年經濟增長的成果，體現公平原則；同時，亦可以向社會傳遞政府重視公共服務價值及與員工共享繁榮的正面訊息，令公務員隊伍士氣大增。

公務員團隊在強化財政整合計劃下已克盡己任，接受了2025-26年度的凍薪安排。然而，在2025年施政報告大幅增加工作責任、2026年財政預算案削減資源人手，以及經濟持續增長的三重背景下，公務員的工作條件與薪酬待遇已出現嚴重失衡。凍薪不應成為常態。在經濟向好之時，公務員有權利享受社會繁榮的成果。適當及具說服力的薪酬調整，不僅是對公務員過去一年承擔與貢獻的合理回報，更是維持公務員專業、穩定及效率的必要投資，也是確保施政報告各項重大基建及關鍵績效指標目標得以順利落實的關鍵。因此，香港高級公務員協會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2026-27年高級公務員(高層薪金級別)薪酬調整幅度不少於5%。



香港高級公務員協會主席 林文貞
謹啟

2026年6月4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 2026-27 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 2% if civil service pay for 2026-27 is indeed adjusted according to the pay offers.