

LEGISLATIVE COUNCIL BRIEF

2023-24 CIVIL SERVICE PAY ADJUSTMENT – DECISION

INTRODUCTION

On 13 June 2023, the Executive Council **ADVISED** and the Chief Executive (CE) **ORDERED** that civil service pay should be adjusted for 2023-24 in accordance with the pay offers made to the staff side of the four central consultative councils¹ with retrospective effect from 1 April 2023 –

- (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%**² for civil servants in the lower salary band, by invoking the “bring-up” arrangement³.

¹ The four central consultative councils are the Senior Civil Service Council (SCSC), the Police Force Council, the Disciplined Services Consultative Council and the Model Scale 1 Staff Consultative Council.

² Same as the pay adjustment for the middle salary band.

³ 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).

2. Independent Commission Against Corruption staff are not civil servants. However, in accordance with the Government's established policy, the annual civil service pay adjustment will also be extended to them.

JUSTIFICATIONS

(A) Staff Side's Response to Pay Offers

3. In accordance with the CE-in-Council's decision made on 6 June 2023, the pay offers set out in paragraph 1 above have been made to the staff side of the four central consultative councils. The staff side's response to the pay offers are at **Annexes A to D**⁴. In gist -

A to D

- (a) staff side representatives, except those representing the lower salary band, express disappointment to the pay offers. The sentiment is particularly strong among those representing staff on the upper salary band. Relevant staff side representatives raise that last year's pay adjustment for the upper salary band, which they consider an arbitrary departure from established practices and was around 5% lower than the respective net PTI, has lasting adverse impact on civil service morale. The staff side generally consider that the Government is now acting unfairly by adhering to the net PTI when it is in the low side, while deviating from the net PTI when it was on the high side. They remark that civil servants on the upper band have contributed immensely during the difficult times in the past years, and will continue to provide leadership and spearhead new initiatives of this term of Government to bring Hong Kong back to the forefront, enhance our competitiveness and resolve deep-seated issues in society. They are of the view that the pay offer does not recognise their efforts and is not conducive to the retention of talent in the upper echelon. They suggest that a pay rise above the respective net PTI for the upper salary band is fully justified. Specifically, the proposals of staff side representatives include a reasonable upward adjustment to compensate the shortfall last year, a uniform pay rise of 4.65% for all bands and a 5%-pay rise for the upper salary band. Some also propose to set up sub-committees under the Pay Trend Survey (PTS) Committee to discuss independently the pay adjustment for specific grades;
- (b) some staff side representatives also argue that the pay offers for three salary bands cannot fully restore civil servants' loss of purchasing power since the pay freeze in 2020-21, and request that an additional pay rise on top of the results of 2023 PTS be awarded to restore the loss in purchasing power and to raise civil service morale;

⁴ The Association of Expatriate Civil Servants of Hong Kong, one of the three constituent associations of the SCSC, has not provided response to the pay offers.

- (c) the staff side representing the lower salary band accept the pay offer and ask that the “bring-up” arrangement be made a policy to become an established mechanism, instead of continuing to be left to CE-in-Council’s discretion every year, and should be invoked automatically whenever the net PTI for the lower salary band is lower than that for the middle salary band to maintain the morale of civil servants in the lower salary band; and
- (d) some continue to argue that the payroll cost of increments (PCIs) deduction arrangement should be abolished.

(B) The Government’s Views

4. Our views on the response of the staff side are set out below –

- (a) the CE-in-Council has considered all the relevant factors under the established mechanism in deciding the pay offers, including the pay claims of the staff side and civil service morale. The pay offers are the best balance that can be achieved;
- (b) civil service pay adjustment is an annual exercise. Each year’s exercise is a separate one, made after thorough consideration of all relevant factors of that year. The decision should serve Hong Kong’s best interest in that year’s circumstances and not be affected by past decisions. The relevant factors of this year have been taken into consideration;
- (c) changes in the cost of living is one of the six factors to be considered. Despite that tracking inflation is never the objective of civil service pay adjustment, the pay offers for all three salary bands are higher (or even more than double for the middle and lower salary bands) than the change in the headline Composite Consumer Price Index at 2.0% for the 12-month period ending March 2023 over the previous 12-month period ending March 2022. In other words, the purchasing power of civil servants will be enhanced;
- (d) while noting the staff side’s request that the “bring-up” arrangement should be established as an integral part of the mechanism whenever the lower salary band’s net PTI is lower than the middle salary band’s, the determination of the annual civil service pay adjustment remains a prerogative of the CE-in-Council upon consideration of all the relevant factors. Mechanical application of the “bring-up” arrangement under any circumstances will inevitably tie the CE-in-Council’s hands in achieving the best balance in the annual exercise;
- (e) 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. The current situation under which more than 60% of the 108 surveyed companies in the 2023 PTS still took merit pay into consideration in deciding pay adjustment for their employees, and those that did take special merit pay into consideration were not able to provide a breakdown of salary adjustments attributable to such special merit, show that there are not sufficient justifications to cease the PCIs deduction arrangement. In any case, PCIs have been capped since the 2019-20 civil service pay adjustment to ensure no further erosion of the net PTIs by the rising PCIs; and

- (f) it has been acknowledged that there are no ready comparators in the private sector for the disciplined forces. To address this issue, it has been the practice that the results of the Pay Level Survey and the Starting Salaries Survey, as and when they are conducted, are applied to the disciplined services grades according to the internal relativities that exist between them and the civilian grades, after consultation with the Standing Committee on Disciplined Services Salaries and Conditions of Service. In addition, two Grade Structure Reviews had been conducted in the past 15 years to examine whether the set of internal relativities is still valid and appropriate. Given these measures, we do not see the need for yet another mechanism to be set up to discuss independently the pay adjustment for specific grades.

5. Having considered the staff side's response to the pay offers and after taking into account all relevant factors under the established mechanism, the CE-in-Council has decided that civil service pay for 2023-24 should be adjusted in accordance with the pay offers made.

IMPLICATIONS

6. The Basic Law, financial, economic and family implications of the decision on the 2023-24 civil service pay adjustment are the same as those set out in the Legislative Council Brief on the pay offers in respect of the 2023-24 civil service pay adjustment issued on 6 June 2023. The decision has no environmental, productivity, sustainability or gender implications.

PUBLICITY

7. The Secretary for the Civil Service informed the staff side of the decision on the 2023-24 civil service pay adjustment today (13 June 2023). A press release has been issued and a spokesman will be available to answer media enquiries. We plan to seek the approval of the Finance Committee of the Legislative Council in July.

ENQUIRIES

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

Civil Service Bureau
13 June 2023



香港高級公務員協會

Hong Kong Senior Government Officers Association

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公務員事務局局長
楊何蓓茵女士,JP

楊局長：

2023 至 2024 年度公務員薪酬調整 - 薪酬調整方案

香港高級公務員協會對行政長官會同行政會議決定向高級薪金級別及首長級公務員本年度加薪 2.87% 表示極度不滿。本會認為行政長官會同行政會議並未充分考慮本會於 2023 年 5 月 25 日向政府提出薪酬調整的要求及其理由，更未充分考慮公務員因為公務員人手不足和工作量倍增而士氣低落，可見政府漠視在過去我們對政府及市民服務時所有的努力和付出，嚴重打擊士氣。

行政長官會同行政會議在去年將高級公務員薪酬調整與其他中、低兩薪金級別(薪酬趨勢淨指標分別為 7.26%、4.55%、2.05%)劃一調整至 2.5%，而今年政府則跟隨薪酬趨勢淨指標，令人感覺政府是輸打贏要，並未公平地處理公務員薪酬調整和顧及職方的要求，特別是公務員士氣。本會重申要求 2023-24 年高級公務員加薪 5%。

本會認為公務員應有合理的薪酬及福利待遇，保持公務員薪酬及福利具一定吸引力，並能夠與私人職場競爭，才能挽留及吸引人才進入公務員隊伍。近年有為數不少同事，特別是較年輕的同事，選擇離職，未必與現時公務員薪酬及福利待遇情況無關。本會促請政府正視有關公務員的薪酬及福利等相關政策，適時作出檢討，提振公務員士氣。



香港高級公務員協會主席彭禮輝
謹啟

2023 年 6 月 8 日



香港政府華員會

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HONG KONG CHINESE CIVIL SERVANTS' ASSOCIATION

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香港特別行政區政府
公務員事務局局長
楊何蓓茵女士

尊敬的楊何蓓茵局長：

尋求2023-24年度妥善薪調方案 反建議全體公務員薪酬劃一上調4.65%

謝謝您 2022 年 6 月 6 日來函，告知行政長官會同行政會議向中央評議會職方提出 2023-24 年度公務員薪酬調整方案建議——高層：2.87%；中、低層 4.65%。

對此薪酬調整方案建議，本會認為中、低層上調 4.65%可予理解，雖然與本會之前提出的 5.1%相差 0.45%，但顧及現時政府尚有財赤預算及社會上某些行業未完全復甦之際，亦屬情理之中；惟深感高層級別人員的薪調建議為 2.87%，不利於激勵高層人員的士氣、凝聚其人心及締造整體公務員隊伍的團結！

這是特殊的一年，高、中、低各級公務員承擔了 3 年防疫抗疫的工作，疫後的今年又面對人手短缺的問題，加上面對疫情期以來累積通脹的壓力，整體公務員的士氣實有必要提振。本會從公務員隊伍及社會大局的考慮，反建議全體高、中、低層公務員劃一上調 4.65%，以激勵整體公務員的士氣及團結，從而使特區政府擁有一支士氣高昂的公務員隊伍，未來全力協助特區政府為香港拼經濟、拼民生，應對香港由治及興的挑戰。為此，本會提出理據如下：

疫情下全體公務員與社會共渡時艱，全體公務員劃一新調 4.65%，有利激勵士氣、凝聚人心及團結，為明智之舉

2020 年疫情來勢洶洶，本會率先倡議全體公務員凍薪與社會共渡時艱；疫情下高、中、低層公務員均凍薪兩年，主動分擔經濟的困境。

在 3 年疫情期中，各級公務員都全力扛起防疫抗疫的大旗；高、中、低層各級公務員堅守崗位，上上下下執行緊急、繁重的治療救護、圍封強檢、接種疫苗、化驗檢測、發送物資、疏導市民、執行防疫法規等抗疫工作。各級公務員在完成既定恆常的工作以維持社會正常服務外，冒著不同程度的感染風險，堅持不懈防疫抗疫。

疫情結束後，全體公務員又為下一次疫情/危機做準備，輪值參與「全政府動員」演練機制，冀建立一支強而有力的緊急動員隊伍。本年第一季 2 月 16 日進行了首次「全政府動員」演練，測試各政策局/部門在突發危機下迅速溝通聯絡各局/部門的輪值人員，有序、有效協調以應對未來重大的危機。

高、中、低層各級公務員在疫情期堅守防疫抗疫的崗位，疫後又須輪值參與「全政府動員」演練機制；政府若釋出認可全體公務員的辛勤努力，在疫後分享經濟好轉的成果，給予全體劃一上調 4.65% 薪酬，將會激勵各級人員的士氣、凝聚人心，為未來應對重大危機/挑戰，打下甘苦與共、伙伴合作的新文化、新關係。

面對公務員隊伍各級人員均有缺額，工作量及工作壓力增加，全體公務員劃一上調 4.65% 薪酬，為合理、物有所值之舉

公務員隊伍各級人員缺額已維持一段時間，未來尚有惡化的趨勢，或要一段時間才能紓緩、解決。如此，政府的薪酬開支會有所減少，各級人員的工作量及工作壓力則不斷增加。在此情況下，全體公務員薪酬劃一上調 4.65%，為政府財政開支上可負擔的範圍，亦肯定可激勵各級人員在人手短缺下群策群力，維持優質服務予廣大市民，為物有所值之舉。

全體公務員在疫情3年及今年(共4年)面對累積及未來通脹飆升的壓力

全體高、中、低層公務員在疫情3年至今都面對累積通脹(5.1%)的蠶食而薪金「縮水」，其生活質素、購買力或多或少已趨下降。故此，薪調能追補通脹為「打工仔」的基本合理期望。而新一屆特區政府政治問責官員的薪酬已於去年跟隨丙類消費物價指數，追回3年來(2020、2021及2022)的通脹變動。

由於高層薪金級別的人員同樣面對通脹的壓力，本會認為高、中、低層人員薪酬劃一上調 4.65% 為合理、締造隊伍團結的做法。

顧全公務員隊伍士氣與團結及社會發展的大局，尋求本年度妥善薪調方案

高、中、低層各級公務員在疫下同樣面對累積通脹的壓力，亦並肩全力協助特區政府防疫抗疫，現時全體人員亦共同面對人員缺額的情況，讓高、中、低層全體公務員薪酬劃一上調 4.65%，是士氣的「加油劑」、是人心的「溫暖劑」、是共苦同甘的具體體現。本會完全理解政府顧慮財赤預算及香港經濟未完全復蘇的情況，但未來，在由治及興的路上，公務員有不可或缺的角色，劃一上調 4.65% 是明智、有效的人力資源投資！

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，會員包括高、中、低層文職及紀律部隊公務員。本會從提振公務員隊伍士氣與團結、從社會由治及興的發展大局出發，提出 2023-24 年度公務員薪酬調整劃一上調 4.65% 的反建議，誠望政府把握這契機，透過本年度公務員薪酬調整事，激勵公務員士氣、凝聚人心、締造公務員隊伍的團結，共同維持一支士氣高昂、敢於擔當及應對新挑戰的公務員隊伍！

會長



謹啟

(利葵燕)

2023 年 6 月 8 日

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Annex B
附件B

**POLICE FORCE COUNCIL
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協會檔號 OUR REF: CP PER SS C/4-85/2 Pt.13

來件編號 YOUR REF: CSBCR/PG/4-085-001/87

8 June 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,

2023-24 Civil Service Pay Adjustment

Thank you for your letter dated 6 June 2023 under reference CSBCR/PG/4-085-001/88 informing us of the pay offers made by the Chief-Executive-in-Council (CE-in-Council) to the Staff Side, that the pay for civil servants in the upper salary band and the directorate be increased at the rate of 2.87% and that for those in the middle and lower salary bands be increased at the rate of 4.65% for 2023-24, effective retrospectively.

The Police Force Council Staff Side (PFC SS) is extremely disappointed that the CE-in-Council appears not to have fully considered the factors mentioned in our pay claim letter of 25 May 2023.

Despite the fact that the PFC SS believes the current survey methodology does not fully reflect the uniqueness of police work, we appreciate that the CE-in-Council followed that recommendations of the Pay Trend Survey (PTS) this year. However, as previously mentioned in our pay claim letter, while the net Pay Trend Indicators (PTIs) for upper, middle and lower salary bands were 7.26%, 4.55% and 2.04% respectively

HONG KONG
SUPERINTENDENTS'
ASSOCIATION
警司協會

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

OVERSEAS INSPECTORS'
ASSOCIATION
海外督察協會

JUNIOR POLICE OFFICERS'
ASSOCIATION
警察員佐級協會

last year, the pay decision was 2.5% increase across the board. We opine that such shortfall of almost 5% for civil servants in the upper salary band last year should be compensated by a reasonable upward adjustment on top of the net PTI (2.87%) this year. The announced pay offer for civil servants in the upper salary band did not reflect any compensations for the unfair treatment to them last year. The CE-in-Council, in making the pay offers, can take into account not only the net PTIs, but also the other five relevant factors. The pay offers in 2015-16 and 2017-18, which were also the final decisions of the respective year, with addition of 0.5% increase on top of the net PTIs for civil servants in all salary bands as one-off arrangements are relevant examples of that.

The current shortage of manpower of more than 6,000 officers in the Force is alarming. The pay offers this year may be beneficial to recruitment as the entry pay for most of the grades falling into middle and lower salary bands are entitled to 4.65% increase. However, it is undoubtedly not helpful in retaining talent. We would like to reiterate that an attractive remuneration package is considered essential for preventing professional, talented and experienced officers from joining private enterprises. We have no room left to cope with more severe talent loss, in view of large amount of time and resources required for grooming a leader in the Force, as well as in the Government as a whole.

Since the PFC SS's return to the Pay Trend Survey Committee (PTSC) in 2018, we have noticed that the pay decisions in the following years were actually unpredictable and not necessarily related to the recommendations of PTS. It left us very confused of the meaning of the long-established pay adjustment mechanism. We propose to set up sub-committees under the PTSC to discuss independently the pay adjustment for specific grades, such as disciplined services including police officers, making reference to the current practice of pay adjustment for judges and judicial officers.

Lastly, we wish to reiterate again that our police colleagues deliver essential frontline services within our community, and are

committed to safeguarding national security and combating terrorism. We believe that a fair and reasonable upward adjustment on top of net PTI should be offered to officers in upper salary band, taking into account their pressure in managing the increase of workload with severe shortage of manpower and their effort and sacrifices made during the past turbulent and testing times in Hong Kong.

The PFC SS sincerely hopes that the CE-in-Council will consider our response when coming to a final decision on the 2023-24 Civil Service Pay Adjustment.

Yours sincerely,



Percy LEUNG
Chairman
SPA



Wilkie NG
Chairman
HKPIA

Tobi LOTHIAN
Chairman
OIA



Ray LAM
Chairman
JPOA

c.c. Commissioner of Police



紀律部隊評議會(職方)
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楊太:

2023-24 年度公務員薪酬調整

你於2023年6月6日的來信收悉。

紀評(職方)看到今年政府終於在調整薪酬時尊重薪酬趨勢調查結果,但我們對管方未有考慮過往數年薪酬調整落後於指標對公務員團隊造成的深遠負面影響而感到失望。

我們認為今年的加薪幅度尚未追及過去四年以來的累積通漲升幅。考慮到自2020-21年度公務員凍薪開始至今的通脹和去年加薪2.5%的幅度,我們重申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。

紀評(職方)對高層薪金級別的加幅尤其失望,因為去年劃一加薪2.5%的幅度遠遠落後於該級別在薪酬趨勢調查中得出的淨指標7.26%。由於去年基數高的緣故,今年高層薪金級別淨指標偏低。而政府只根據今年的指標調整薪酬,令公務員去年受挫的士氣,並不能在今年挽回。政府此舉無助緩解當前公務員團隊正面臨的離職潮。

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

政府提倡搶人才，挽留有經驗的同事。但正如我們於 5 月 25 日的信中指出，過去數年的薪酬趨勢調查結果顯示私人市場的薪酬已大幅拋離公務員團隊。因此，若政府銳意搶人才和挽留有經驗的同事，必需收窄過去數年因沒跟隨薪酬趨勢調查結果而形成的公私營機構間的薪酬差距。

綜上而言，我們強烈要求政府考慮上述因素，應酌情在今年薪酬趨勢調查結果上追加調薪幅度，以填補損失的購買力、提升公務員士氣和搶人才。

最後，紀評(職方)再次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

2023 年 6 月 8 日

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楊何蓓茵女士, JP

楊太:

2023-24 年度公務員薪酬調整—薪酬調整方案

謝謝你於2023年6月6日的來信。

對於行政長官會同行政會議於2023年6月6日建議2023-24年度低層薪金級別公務員加薪4.65%，我們欣然接受。

雖然調整方案較我們建議的不少於5%略低，但我們樂見政府接納職方意見，保持公務員薪酬與私營機構薪酬大致相若，並繼續採用以往慣例，在低層公務員的薪酬加幅低於中層公務員時，將低層公務員的薪酬加幅上調至與中層看齊。「調高」安排是按照1988年公務員薪酬調整及有關事宜調查委員會的建議而實行的，歷年來行之有效。職方祈望政府作為良好僱主，能盡早將有關安排納入現行機制內，避免低層和中層薪金級別公務員薪酬差距擴大，維持低層薪金級別公務員的士氣。

第一標準薪級公務員評議會

職方主席林進鴻



2023年6月7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。