

LEGISLATIVE COUNCIL BRIEF

2024-25 CIVIL SERVICE PAY ADJUSTMENT – DECISION

INTRODUCTION

On 11 June 2024, the Executive Council **ADVISED** and the Chief Executive (CE) **ORDERED** that civil service pay should be adjusted for 2024-25 in accordance with the pay offers made to the staff side of the four central consultative councils¹, viz. a pay increase of 3% for civil servants in the upper, middle and lower salary bands and the directorate with retrospective effect from 1 April 2024.

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 4 June 2024, 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**². In gist -

A to D

- (a) the majority of staff side express disappointment to the pay offers as the adjustment is below the net Pay Trend Indicators (PTIs) of all salary bands. With the differential being the greatest in the lower salary band (i.e. close to 2.5%), the sentiment is stronger amongst the respective representatives who consider that their pay has lagged behind their private counterparts and express the need to maintain their livelihood amid the rising cost of living. Some staff side suggest that the pay offers be suitably adjusted upwards. Individual representatives re-assert the proposal set out in their pay claim;

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 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.

- (b) the staff side emphasise that the challenges of civil service work have increased alongside the high vacancy level in recent years. Some representatives, especially those representing frontline staff, argue that the widening pay differential between civil service and private sector will affect the attractiveness of civil service jobs, thereby hindering recruitment and retention efforts by the Government;
- (c) some representatives express understanding of the tight fiscal position faced by the Government and reflect staff expectation to share the fruits of economic development when the situation improves; 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) in accordance with established mechanism in handling civil service pay adjustment, the CE-in-Council has considered all the six relevant factors under the established mechanism in deciding the pay offers. There has been an upward trend in the private sector pay across all three salary bands in the past year as reflected in the positive net PTIs. The CE-in-Council also notes that the civil service has played a key role to the implementation of various new initiatives aiming at strengthening governance capability, boosting Hong Kong's competitiveness and improving the livelihood of our citizens with the return to normalcy despite the high vacancy rate. Taking into account other factors including the Government's fiscal position, the moderate economic growth and the inflation in the past year, the pay offers are a fair balance after holistic consideration;
- (b) while tracking inflation is never the objective of civil service pay adjustment, the pay offers for 2024-25 are higher than the change in the headline Composite Consumer Price Index at 2.1% for the 12-month period ending March 2024 over the previous 12-month period ending March 2023. In other words, the purchasing power of civil servants will be enhanced; and
- (c) the Committee of Inquiry into the 1988 Civil Service Pay Adjustment and Related Matters 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 Pay Trend Survey (PTS), the PCIs should be deducted for fairness. The current situation under which more than 60% of the 113 surveyed companies in the 2024 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, shows 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.

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 2024-25 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 2024-25 civil service pay adjustment are the same as those set out in the Legislative Council Brief on the pay offers in respect of the 2024-25 civil service pay adjustment issued on 4 June 2024. 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 2024-25 civil service pay adjustment today (11 June 2024). 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 Ms Jeanne FUNG, Principal Assistant Secretary for the Civil Service (Tel: 2810 3112).

Civil Service Bureau
11 June 2024



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

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Annex A
附件A

傳真及電郵

本會檔號 : (32) 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反建議 高中層上調4.32%、低層上調5.47%

謝謝本年 6 月 4 日來函，通知本會行政長官會同行政會議向四個中央評議會職方提出 2024-25 年度的公務員薪酬調整方案為：高、中、低層薪金級別公務員的薪酬調整幅度劃一 3%。

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，提出 2024-25 年度公務員薪酬調整幅度反建議：高、中層公務員薪酬調整上調 4.32%、低層公務員上調 5.47%。主要理據及意見為如下 4 點：

1. 低層薪金級別公務員上調 3%(只是薪酬趨勢調查淨指標 5.47%的一半多少許)，政府明顯未有體恤其薪金本已不高、面對生活壓力、工作量增加及一些具厭惡性工作的辛勞；予人偏離踐行良好僱主政策之感

低層薪金級別公務員現時的薪級薪酬由\$14730 至\$24380，如按今年的薪酬趨勢淨指標(NPTI)5.47%上調薪酬，其幅度為\$805 至\$1333，一個三/四口家庭僅可應對本年度將接踵而來的各項生活費用的加幅，減少被通脹蠶蝕購買力，談不上有實質的薪酬增加，以改善家人的生活。

而 3%的上調幅度只為\$441 至\$731，這個幅度絕對不足以一個三/四口家庭應付本年度未來的通脹，即意味生活質素會下降。再者，由於人手嚴重不足，要維持提供予市民的優質高效服務，即工作量增加，兼且有些工作崗位屬厭惡性質(例如：清理及處理垃圾、屍體等)，工作上的辛勞有增無減。如此，何來獲得感、幸福感？無怪乎低層薪金級別人員其失望、憤懣之情尤甚！

根據 1988 年仲裁委員會的建議，由 1989 年起，若薪酬趨勢調查結果顯示，低層薪金級別的薪酬趨勢調查淨指標(NPTI)低於中層，則會調高至與中層同一水平(「低跟中」)，這做法展現政府體恤低層薪金級別人員薪金不高，為履行良好僱主的德政。過去「低跟中」讓低層薪金級別稍為比按 NPTI 上調薪酬高一些，是政府作為良好僱主，主動介入及改善利益分配機制，令低層獲得一些體恤照顧，亦避免高、中、低層的差距過份擴大，客觀上有助政府建立良好僱主的正面形象及推動低層級別人員的團隊精神。若今年以考慮及計算過往「低跟中」累積的數字為由，大幅偏離低層級別 NPTI 的 5.47%，壓低其薪調幅度為 3%，豈不是反其道而行！令人質疑政府是否繼續踐行良好僱主的政策、是否主動作為縮窄社會貧富差距的表率？！

低層薪金級別公務員約有 3 萬人，其薪金不高，薪幅上調 5.47%，只涉極有限的額外開支，政府財政上應不會做成不可承受的壓力。

2. 劃一上調 3%只能追上過去 4 年的甲類消費物價指數，對公務員的激勵性微乎其微

高、中、低層薪金級別公務員的薪酬調整幅度劃一上調 3%，只能追上過去 4 年的甲類消費物價指數的升幅，對公務員當前須兼顧承擔近兩萬個公務員職位空缺的工作、協助局/部門於本年度節省 1%開支及應對各項經濟、民生的新工作新挑戰，其激勵性可說是微乎其微。

3. 偏離當前人力資源市場的薪酬趨向，不利招聘人員填補在擴大中的空缺，也不利推動變革創新

今年的薪酬趨勢調查指標(NPTI)(高層 4.01%、中層 4.32%、低層 5.47%)，正反映著當前本港人力資源市場的薪酬趨向指標。本會深明現時政府財政上出現財赤，但在本港勞動人口短缺的新常態下，偏離了人力資源市場的薪酬趨向指標，壓低了薪酬調整的幅度劃一為 3%，有機會令人員持續流失，近兩萬個職位空缺會再擴大。在人手長期緊絀的情況下，公務員的工作量、壓力超負荷，也不利推動變革創新。

4. 公務員用「加辛」為政府節省不少空缺職位的薪酬及其他開支，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，即未來公務員需一段長時間承擔近二萬空缺崗位的工作；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，公務員在人手嚴重短缺下一一完成這些工作。此外，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節支。公務員已用其「加辛」，為政府省不少空缺職位、縮減編制的薪酬及其他開支，已助力減少財赤。

本會誠望當局、行政會議重新考慮公務員薪酬上調的幅度，特別是低層級別人員的處境

現實上，薪酬、福利的改善是最直接對員工起激勵作用的，亦是反映員工其辛勤勞動的價值。勒緊公務員薪酬調整的褲頭，對公務員士氣、挽留人才及招聘人員會都帶來負面影響，並非上策。故此，本會誠望貴局、行政會議重新考慮公務員薪酬上調的幅度，特別是低層級別人員的處境。

在本港勞動人口短缺的新常態下，偏離社會當前人力資源市場的薪酬趨向，壓低公務員的薪酬調整幅度，非上策也非長久之策，有機會令人手持續流失，近兩萬個職位空缺會擴大，不利於處於轉折關鍵期的香港急待突破因循守舊、變革創新。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；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，令勞動力供求及工資水平在人力資源市場力量下得到一個平衡，方為長治之計。

會長



謹啟

(利葵燕)

2024 年 6 月 6 日



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：

2024-25 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政府未有跟隨薪酬趨勢淨指標為今年公務員加薪表示非常失望。本會一向以務實態度分析及處理年度公務員薪酬調整事宜，我們理解政府及行政會議已考慮政府財政負擔及其他各種因素而作出今次薪酬調整決定。另一方面，政府已連續數年未有跟隨薪酬趨勢淨指標調整公務員薪金，公務員已開始對機制失去信心，本會對薪酬趨勢調查機制的存在性表示懷疑。



(彭禮輝)

香港高級公務員協會主席

2024 年 6 月 6 日

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Annex B
POLICE FORCE COUNCIL 附件B
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

6 June 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,

2024-25 Civil Service Pay Adjustment

Thank you for your letter dated 4 June 2024 under reference CSBCR/PG/4-085-001/89 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, middle and lower salary bands and the directorate be increased at the same rate of 3% for 2024-25, effective retrospectively.

The Police Force Council Staff Side (PFC SS) understands the current economic situation and the Government's financial pressure, and the difficult decisions of the 2024-25 Civil Service Pay Adjustment made by members of the CE-in-Council under such circumstances.

The PFC SS believes that under the leadership of the current Government, Hong Kong economy will improve gradually in the upcoming years. We sincerely hope that when the economy improves and financial reserves are sufficient, the Government will take a more comprehensive consideration of the six factors that affect the pay adjustment and offer an

HONG KONG			
SUPERINTENDENTS'	POLICE INSPECTORS'	OVERSEAS INSPECTORS'	JUNIOR POLICE OFFICERS'
ASSOCIATION	ASSOCIATION	ASSOCIATION	ASSOCIATION
警司協會	香港警務督察協會	海外督察協會	警察員佐級協會

appropriate and reasonable pay adjustment to civil servants based on the recommendations of the Pay Trend Survey.

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)
Disciplined Services Consultative Council
(Staff Side)

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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

你於2024年6月4日的來信收悉。紀評(職方)的回覆如下。

根據今年薪酬趨勢調查的結果，低層、中層和高層薪金級別的薪酬趨勢總指標分別為6.63%，5.35%以及5.05%，顯示私營機構在去年普遍錄得高於5%的薪酬升幅。然而，政府只提出在本年度劃一加薪3%，紀評(職方)對此感到失望。正如職方於5月23日的信中指出，若本年度的公務員薪酬調整未能跟足薪酬趨勢指標，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。長此下去，公營機構人才流失的情況將更為嚴重，影響公營服務的質素和損害公務員團隊的士氣。此舉也會反向對私人市場展示帶頭效應，為私人市場的僱員待遇帶來負面影響。

此外，薪酬調整需至少能確保購買力能得到保持。近兩年全球的生活成本開支大幅上漲，日常飲食和醫療開支等分項上的升幅尤其驚人。加上金融市場動盪，市民的資產大幅縮水。若薪酬調整未能追上生活成本開支的上漲，將令同事的購買力被蠶食，從而降低生活質素以致進一步影響本已疲弱的本地消費市場。

綜上所述，我們在此再次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，酌情增加調薪幅度，以填補同事損失的購買力和避免公營機構陷入結構性的競爭力劣勢。

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

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



黎偉生

2024 年 6 月 6 日

檔案編號: SS/DSCC/P-3 P. XXVI

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

本函檔號：SSMOD/SAL/PAY/5/7/1 Pt.29

來函檔號：CSBCR/PG/4-085-001/89

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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—薪酬調整方案

局方於2024年6月4日的來信收悉。

第一標準薪級公務員評議會(職方)對於行政長官會同行政會議建議2024-25年度高層、中層及低層薪金級別公務員劃一加薪3%的方案，表示失望。有關方案與職方的期望存在頗大的落差。

根據今年的薪酬趨勢調查結果，低層薪金級別的薪酬趨勢總指標錄得顯著正數，在按機制扣減遞增薪額開支後，淨指標亦高達5.47%，罕見高於中層及高層薪金級別，反映本港目前基層勞動人口緊張，私人市場爭相透過薪酬上調吸納和挽留基層的勞動力。我們早前要求低層薪金級別公務員應按機制加薪5.47%，亦是參考以上客觀數據。

然而，當局建議的薪酬調整幅度遠遜預期。3%的劃一加幅嚴重偏離薪酬趨勢淨指標所反映的市場實況，不僅無助收窄基層公務員薪酬與私營機構的差距，亦難以改善他們的購買力，嚴重打擊基層公務員的士氣。激烈的人才競爭下，若政府仍未能提供合理的薪酬待遇，必會增加公務員的離心及難以吸引年輕人才加入，長遠加劇基層人手短缺和老化的問題。即使公務員充滿使命感和責任心，恐亦無以為繼。

職方明白在平衡公共財政等因素後，薪酬調整加幅未必能完全緊貼薪酬趨勢淨指標的幅度，但希望當局能充份顧及公務員士氣及體諒基層公務員面對的生活壓力，慎重考慮修訂建議的薪酬調整方案，為低層薪金級別公務員的薪酬加幅作出合理的上調。

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 6 月 5 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

政府產業署管人員協會、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