

STANDING COMMISSION ON CIVIL SERVICE  
SALARIES AND CONDITIONS OF SERVICE

REPORT No. 69

# REPORT 2025

CHAIRMAN

MR ADRIAN WONG KOON-MAN, BBS, MH, JP

MARCH 2026

**公務員薪俸及服務條件常務委員會**  
**Standing Commission on Civil Service Salaries and Conditions of Service**

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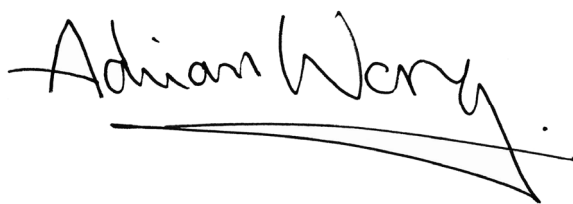
23 March 2026

The Honourable John KC Lee, GBM, SBS, PDSM, PMSM  
The Chief Executive  
Hong Kong Special Administrative Region  
People's Republic of China

Dear Sir,

--- On behalf of the Standing Commission on Civil Service Salaries  
and Conditions of Service, I submit a report on our work in 2025 for your  
perusal.

Yours faithfully,



( Adrian Wong Koon-man )  
Chairman  
Standing Commission on Civil Service  
Salaries and Conditions of Service

Encl.

STANDING COMMISSION ON CIVIL SERVICE  
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# Chapter 1

## Introduction

1.1 The Standing Commission on Civil Service Salaries and Conditions of Service was established in 1979 to advise and make recommendations to the Government in respect of the salaries and conditions of service of the non-directorate civilian civil service. Its key role is to offer independent advice on the principles and practices governing pay, conditions of service and salary structure of non-directorate civilian civil servants, and in doing so, the Commission is to have full regard to all conceivable factors that are relevant to the matters under consideration as well as views of stakeholders. The terms of reference of the Commission are at **Appendix A**. The Commission's membership in 2025 is at **Appendix B**. All Commission Members are appointed by the Chief Executive on an *ad personam* basis.

1.2 The present Annual Report gives an overall account of our undertakings in 2025. In accordance with our terms of reference, the Commission gives due weight to the interests of the wider community and to the need for good staff relations within the civil service. Adequate opportunities are therefore provided for staff associations and management to express their views. The annual sharing session with major civil service civilian staff bodies (the last one held in April 2025) is one such platform on which we exchange views with the staff side candidly over matters of mutual concern. During the year, we considered a couple of proposals put forth by the Government, including one relating to the conditions of service of a civilian grade, and another for enhancing the arrangement of compassionate leave for government employees, the latter being part of the Government's commitment to creating a family-friendly working environment. We rendered full support for the proposals, and in line with our assessment, all of them turned out to be well received by the staff side. In addition, in accordance with our terms of reference, we kept in view the methodology adopted in the annual Pay Trend Survey (PTS). We will give a further account of these endeavours in Chapter 2. By way of conclusion, we set out in Chapter 3 in brief terms our planned work for 2026.

## Chapter 2

### Review of the Work in 2025

#### Liaison with Major Civil Service Staff Bodies

2.1 In accordance with our terms of reference, the Commission is to advise the Government on policies and practices in relation to the salaries and conditions of service of the non-directorate civilian civil service, and in so doing, we are to take into account the views and the interests of the wider community and the civil service. For a better understanding of their views and aspirations, we provide adequate opportunities for staff associations to express their views. The Commission has held sharing sessions with the staff side annually for more than three decades. These sharing sessions enable us to keep a finger on the pulse of the civil service, which in turn provides a solid base for us to render balanced and informed views to the Government. Attendees are at liberty of raising their views or sharing their sentiments, as long as they fall within the ambit of the Commission. Less formalistic in nature, these sharing sessions provide an occasion on which we exchange views with the staff side candidly, empowering us to be particularly forward-looking when it comes to formulating (or offering views on) proposals on civil service salaries and conditions of service.

2.2 In 2025, the Commission held the annual sharing session in April with staff side representatives of two civilian Central Staff Consultative Councils (i.e. the Senior Civil Service Council (SCSC)<sup>1</sup> and the Model Scale 1 Staff Consultative Council) and two service-wide staff unions representing the non-directorate civilian segment of the civil service<sup>2</sup>. As in the past, we did not lay down any definitive agenda in advance for the session. The staff side representatives attending the session took turns to share with the Commission their views and suggestions on issues of concern, the majority of which are of common interest amongst different staff bodies. The issues they raised include the provision of family care leave (on top of the existing

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<sup>1</sup> The staff side of the SCSC is made up of the Association of Expatriate Civil Servants of Hong Kong, the Hong Kong Chinese Civil Servants' Association and the Hong Kong Senior Government Officers Association. Invitations were sent to all these three, but the Association of Expatriate Civil Servants of Hong Kong did not send any representatives to the session.

<sup>2</sup> The two service-wide staff unions are the Government Employees Association and the Hong Kong Civil Servants General Union.

provision of childcare, marriage and compassionate leave), the progress of the implementation of five-day week in the civil service, the duty hours (technically known as “conditioned hours of work”) for a few grades (most of them playing a supporting role), and the medical and dental services provided to civil servants and their eligible dependants and the manner in which they are provided. Also of concern to all of the representatives is the type and amount of fringe benefits that are available to officers appointed on New Terms<sup>3</sup>, particularly in comparison with the segment appointed before the year 2000. This concern is understandable, as officers appointed on New Terms now amount to more than 70% of the civil service establishment.

2.3 Over the years, quite a number of requests made by the staff side at this forum or on other occasions have been taken on board by the Government, either incrementally or in a wholesale fashion. A recent example of the Government responding positively to the staff side is the expansion of the coverage of compassionate leave with effect from December 2025. The staff side did raise with us on more than one occasion the need for a sympathetic arrangement in the event of the passing away of one’s siblings, and we are glad to learn that the Government has embraced the suggestion. When we were consulted on the expansion, we accordingly rendered full support. We will talk about this further in paragraphs 2.7 to 2.9 below. Talking about the implementation of five-day week and the conditioned hours of work of particular civil service grades or ranks, we note that the Government has laid down a set of corresponding principles and prerequisites, the compliance with all of which is a necessary condition for pushing forward the relevant initiatives. We were pleased to know at the sharing session that the relevant staff side representatives are in discussion with the management on the feasibility of various practical arrangements that will be conducive to reducing the conditioned hours of work and putting in place duty rosters requiring staff’s attendance of five days only in a seven-day cycle. We encourage the staff side to engage in such constructive dialogues whenever the opportunity arises, as at the end of the day, the staff and management sides work as a single team under one roof. We are pretty confident that certain forms of process re-engineering, buttressed by the application of technologies, will help enhance work efficiency, thereby facilitating implementation of the initiatives.

2.4 To keep track of the staff side’s latest views and sentiments, we have scheduled the next sharing session for the first half of 2026.

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<sup>3</sup> New Terms officers are those civil servants who were offered appointment on or after 1 June 2000.

## **Liaison with External Stakeholders**

2.5 Although we are appointed to the Commission on an *ad personam* basis, by virtue of our positions in the private sector or our professional background, our views could be taken to already reflect various wider interests. In addition, in the course of the year, the Commission and the Joint Secretariat for the Advisory Bodies on Civil Service and Judicial Salaries and Conditions of Service (the Joint Secretariat) maintained close contacts with major interested private sector organisations to keep track of developments in the private sector through, for example, the attendance at seminars on salaries and pay trends hosted by third parties. The Joint Secretariat also participated in enrichment courses on the utility and application of macro-economic statistics compiled by the Census and Statistics Department together with many practitioners in the private sector. These initiatives will continue in the future.

## **Family-friendly Employment Measures for Government Employees**

2.6 One of the topics frequently raised by the staff side at the sharing sessions is the extent of the adoption of family-friendly employment measures and their positive impact on staff morale. As the largest employer in Hong Kong, the Government has endeavoured to provide a family-friendly working environment for its employees. The Government has led by example in introducing various family-friendly measures, such as the provision of marriage and compassionate leave to government employees starting from April 2024 and the provision of childcare leave to government employees starting from April 2025. The Government states that in formulating the host of family-friendly measures, it has carefully strived a fine and proper balance between the needs of government employees and the prudent use of public money and other wider community interests. These measures have been as a matter of fact warmly received by government employees, and serve as good examples for the private sector to follow.

2.7 The Government's efforts on this front carried on in the year. It was announced in the 2025 Policy Address<sup>4</sup> that the Government intended to enhance the arrangement of compassionate leave for its employees by expanding the definition of "family members" to include siblings, so as to better cater for the family needs of employees. The Government subsequently sought our views on the proposal.

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<sup>4</sup> Stated in the Supplement accompanying the main text of the Policy Address

2.8 Starting from April 2024, all government employees on active service<sup>5</sup>, regardless of their terms of appointment and duration of service, may take up to three days of compassionate leave (in the form of authorised absence) on each occasion of the death of their “family members” within the six-month period counting from the date on which the employee’s family member passed away. Under the previous arrangement, “family members”, in the context of compassionate leave, were defined as the employee’s spouse, parents (including adoptive and step-parents), parents-in-law, grandparents, great grandparents, children (including adopted and step-children), children-in-law and grandchildren. While the provision of compassionate leave had been warmly received since its implementation, the staff side did express at our earlier sharing sessions that the definition of “family members” in the context of compassionate leave was too restrictive, in that the death of one’s siblings fell outside the scope of triggering events.

2.9 In response to the staff side’s suggestion, the Government proposed to enhance the arrangement by expanding the definition of “family members” to include “siblings” (siblings related by full blood and adopted siblings). The other parameters of the scheme, i.e. the scope of beneficiaries (all serving government employees), length and nature of the leave (three days at most in the form of authorised absence) and application procedures would remain intact. The Commission was readily satisfied that the Government’s proposal was good-intentioned and reasonable, and rendered our full support for the proposal. After tapping further views from the staff side, the Government formally implemented the enhanced arrangement on 1 December 2025.

## **Conditioned Hours of Work**

2.10 The conditioned hours of work<sup>6</sup> of a particular grade or rank, which is part and parcel of the conditions of service for that grade or rank, is among the key concerns of various staff bodies. The conditioned hours of work, which is clearly set out in the employment contracts and the Memoranda on Conditions of Service between the Government and civil servants, is one of the factors that the Government thoroughly takes into account when determining the overall remuneration package for different civil service grades. The Government holds the position that any reduction in the conditioned hours

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<sup>5</sup> Civil servants on final leave are excluded, as they are already excused from active duty.

<sup>6</sup> In the civil service, “conditioned hours of work” refers to the hours of duty for which salary is calculated to cover and the hours which must be worked before overtime work is counted for.

of work of a particular grade or rank without any corresponding change to its pay is essentially an improvement to the pay and conditions of that grade or rank. The Government is open to proposals on reduction of conditioned hours of work for individual grades or ranks, subject to their fulfilment of the three prerequisites (i.e. cost-neutrality, no additional manpower, and maintaining the same level of service to the public) as well as the “same grade, same conditioned hours of work” principle. Over the years, the Government has approved the reduction of the conditioned hours of work of a number of grades or ranks that fulfilled these prerequisites and principle.

2.11 In 2025, the Government including the departmental management, and the staff members, worked collaboratively to reduce the conditioned hours of the Chainman grade<sup>7</sup> from 45 hours **net** per week to 45 **gross** per week<sup>8</sup> without compromising any of the three prerequisites, as well as the “same grade, same conditioned hours of work” principle, chiefly by means of process re-engineering and the adoption of technologies and more advanced equipment in conducting surveying fieldwork. When consulted by the Government, we rendered full support to the proposal in July 2025, as it could be achieved with no impact on the level of service provided to the public and no additional manpower or cost needed.

## Pay Trend Survey

2.12 The Commission is also mandated to keep in view the methodology adopted in the annual PTS, which is a crucial component under the Improved Civil Service Pay Adjustment Mechanism<sup>9</sup>. The survey seeks to measure the year-on-year changes in the basic salary and certain cash benefits (such as year-end bonuses) accorded to full-time employees engaged

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<sup>7</sup> The Chainman grade is a common grade found in eight departments, among which the Lands Department takes the greatest share. The grade consists of only one rank. The major duties of members of the grade are to assist members of various supervisory grades in carrying out surveying fieldwork, and to undertake preparations for and arrange for the delivery of survey equipment, tools and materials to and from sites.

<sup>8</sup> There are two systems of computing conditioned hours of work, namely “gross conditioned hours” (i.e. the conditioned hours are inclusive of meal breaks) and “net conditioned hours” (i.e. the conditioned hours do not include meal breaks). The conditioned hours of work of civil servants of different grades may vary on the basis of for instance their departments’ operational requirements and their work nature.

<sup>9</sup> Under the Improved Civil Service Pay Adjustment Mechanism, civil service pay is compared with private sector pay on a regular basis through three separate surveys, namely, an annual PTS to ascertain year-on-year pay adjustments in the private sector, a Pay Level Survey every six years to ascertain whether civil service pay remains broadly comparable with private sector pay, and a Starting Salaries Survey as and when necessary in response to specific circumstances to compare the starting salaries of non-directorate civilian grades in the civil service with the entry pay of jobs in the private sector.

by the surveyed private sector companies that are attributable (or related) to cost of living, general prosperity and company performance, general changes in market rates, and if applicable, merit increase and inscale increment. The surveyed employees are classified into three salary bands (*viz.* upper, middle and lower), the demarcating lines being those commonly adopted for layering the civil service. The PTS yields a set of three gross pay trend indicators (PTIs) for the three salary bands, each of them representing the average magnitude of the year-on-year changes in the basic salary and other cash benefits accorded to all the surveyed employees in that band. Under the established mechanism, the net PTIs (derived from the gross PTIs after the payroll costs of increments are suitably deducted) serve as one of the considerations of the Chief Executive-in-Council (CE-in-Council) in deciding on the specific rates of adjustment for civil service pay for the year (other considerations include the state of Hong Kong's economy, changes in the cost of living, the Government's fiscal position, the pay claims of the staff side and civil service morale).

### ***Pay Trend Survey Committee***

2.13 In 1983, on the Commission's advice, the Government established the Pay Trend Survey Committee (PTSC) as an independent body to oversee the conduct of the PTS. Its Chairman and Alternate Chairman are nominated from Members of the Commission. Mr Laurence Li Lu-jen, BBS, SC, JP, and Ms Dilys Chau Suet-fung, JP, are the incumbent Chairman and Alternate Chairperson respectively. The PTSC also comprises representatives of the Standing Committee on Disciplined Services Salaries and Conditions of Service, the Civil Service Bureau and the staff side. Its composition is at **Appendix C**.

2.14 The main function of the PTSC is to commission the annual PTS, agree on a survey field in accordance with the established criteria, analyse the findings of the survey, apply the agreed criteria to the interpretation of the data collected, and finally agree on its results. Each year, the PTSC also submits its recommendations on the survey methodology for our consideration.

### ***The 2025 Pay Trend Survey***

2.15 With the endorsement from the Secretary for the Civil Service in January 2025 on the survey methodology for the 2025 PTS, preparations for the fieldwork of the survey formally started in early February 2025.

2.16 On 26 February 2025, the Financial Secretary announced in the 2025-26 Budget that the pay of the civil service would be frozen in 2025-26. The Government consequentially advised us and the PTSC that the 2025 PTS should not proceed further. The fieldwork for the survey was then suspended.

### ***Review of Survey Methodology***

2.17 As for the 2026 PTS, the PTSC started its preparatory work on the assumption that the 2026 PTS would be carried out. On this front, the PTSC reviewed the survey methodology for adoption in the 2026 exercise, and forwarded its recommendation in this regard for our consideration.

2.18 Notwithstanding the break, the PTSC took the view that the prevailing survey methodology was effective in collating pay data from the private sector for our purposes. The PTSC suggested that the survey methodology endorsed for use in the 2025 PTS should be adopted for the 2026 exercise. We have agreed to this suggestion and forwarded our recommendation to the Secretary for the Civil Service. She agrees.

## **Chapter 3**

### **Preview of the Work in 2026 and Acknowledgements**

3.1 In the year ahead, we will continue to act in accordance with our terms of reference. Not only will we tender advice on any proposals for changes to the pay and conditions of service for individual grades or for the civil service as a whole if our advice is of use to the Government. We will also consider in a positive light any invitations from the Government to undertake studies and reviews that may be extended to us. We will as a matter of course keep under review the methodology of the Pay Trend Survey to ensure that the data collected are as credible as possible. As in the past, we will maintain our contact with the major civil service staff bodies such that we keep abreast of developments relating to the discharge of our duties and responsibilities.

3.2 We would like to take this opportunity to express our gratitude to the Hon Chan Chun-ying, BBS, JP, and Mrs Betty Yuen So Siu-mai, JP, who retired at the end of 2025 each after a full tour of six years. Our thanks must also go to the Civil Service Bureau as the Bureau has long supported our work one way or another.

## **Standing Commission on Civil Service Salaries and Conditions of Service**

### **Terms of Reference**

- I. To advise and make recommendations to the Chief Executive in respect of the non-directorate civil service, other than judicial officers and disciplined services staff, on –
- (a) the principles and practices governing grade, rank and salary structure;
  - (b) the salary and structure of individual grades;
  - (c) whether overall reviews of pay scales (as opposed to reviews of the salary of individual grades) should continue to be based on surveys of pay trends in the private sector conducted by the Pay Survey and Research Unit, or whether some other mechanisms should be substituted;
  - (d) the methodology for surveys of pay trends in the private sector conducted by the Pay Survey and Research Unit, subject to advice under I(c) and having regard to the advice of the Pay Trend Survey Committee;
  - (e) matters relating to those benefits, other than salary, which the Commission advises as being relevant to the determination of the civil service remuneration package, including the introduction of new benefits or proposed changes to existing benefits;
  - (f) suitable procedures and machinery to enable staff associations and staff to discuss with management their views on matters within the terms of reference of the Commission;
  - (g) the circumstances in which it would be appropriate for the Commission itself to consider any issue, and how staff associations and management might present their views to the Commission in such circumstances; and
  - (h) such matters as the Chief Executive may refer to the Commission.

II. The Commission shall keep the matters within its terms of reference under continuing review, and recommend to the Chief Executive any necessary changes.

III. The Commission shall give due weight to any wider community interest, including financial and economic considerations, which in its view are relevant.

IV. The Commission shall give due weight to the need for good staff relations within the Civil Service, and in tendering its advice shall be free to make any recommendations which would contribute to this end.

V. In considering its recommendations and advice, the Commission shall not prejudice the 1968 Agreement between the Government of the Hong Kong Special Administrative Region and the Main Staff Associations (1998 Adapted Version).

VI. The staff associations making up the Staff Side of the Senior Civil Service Council and the Model Scale 1 Staff Consultative Council may jointly or individually refer matters relating to civil service salaries or conditions of service to the Commission.

VII. The heads of departments may refer matters relating to the structure, salaries or conditions of service of individual grades to the Commission.

VIII. The Commission shall not consider cases of individual officers.

IX. The Commission may wish to consider in the light of experience whether changes in its composition or role are desirable.

X. In carrying out its terms of reference, the Commission should ensure that adequate opportunities are provided for staff associations and management to express their views. The Commission may also receive views from other bodies which in its view have a direct interest.

**STANDING COMMISSION ON  
CIVIL SERVICE SALARIES AND CONDITIONS OF SERVICE**  
(Membership as at 2025)



**MR ADRIAN WONG KOON-MAN,  
BBS, MH, JP**

CHAIRMAN

(APPOINTED ON 1 JANUARY 2025)

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**HON CHAN CHUN-YING, BBS, JP**  
MEMBER

(APPOINTED ON 1 JANUARY 2020)

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**MRS BETTY YUEN SO SIU-MAI, JP**  
MEMBER

(APPOINTED ON 1 JANUARY 2020)

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**MS VENA CHENG WEI-YAN**  
MEMBER

(APPOINTED ON 1 JANUARY 2021)

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**MS ADA LEUNG KA-LAI, SBS**  
MEMBER

(APPOINTED ON 1 JANUARY 2021)

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**STANDING COMMISSION ON  
CIVIL SERVICE SALARIES AND CONDITIONS OF SERVICE**  
(Membership as at 2025)



**MR LAURENCE LI LU-JEN, BBS, SC, JP**  
MEMBER

(APPOINTED ON 1 JANUARY 2021)

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**MS DILYS CHAU SUET-FUNG, JP**  
MEMBER

(APPOINTED ON 1 JANUARY 2022)

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**MR VICTOR LAM HOI-CHEUNG, MH, JP**  
MEMBER

(APPOINTED ON 1 JANUARY 2022)

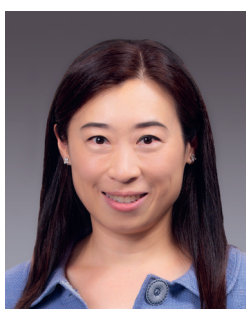
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**MS IVY CHEUNG WING-HAN**  
MEMBER

(APPOINTED ON 1 JANUARY 2023)

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**MS IRENE CHOW MAN-LING, JP**  
MEMBER

(APPOINTED ON 1 JANUARY 2023)

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**STANDING COMMISSION ON  
CIVIL SERVICE SALARIES AND CONDITIONS OF SERVICE**  
(Membership as at 2025)



**DR BILLY MAK SUI-CHOI, MH**  
MEMBER

(APPOINTED ON 1 JANUARY 2023)

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**MR MAC CHAN HO-TING**  
MEMBER

(APPOINTED ON 1 JANUARY 2025)

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**MS FLORENCE CHUNG WAI-YEE**  
MEMBER

(APPOINTED ON 1 JANUARY 2025)

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**MR KYRUS SIU KING-WAI**  
MEMBER

(APPOINTED ON 1 JANUARY 2025)

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## **Composition of the Pay Trend Survey Committee**

### **Members**

Two Members of the Standing Commission on Civil Service Salaries and Conditions of Service, one as Chairman and the other as Alternate Chairman

Up to two Representatives of the Standing Committee on Disciplined Services Salaries and Conditions of Service

Secretary General of the Joint Secretariat for the Advisory Bodies on Civil Service and Judicial Salaries and Conditions of Service

Two Representatives of the Civil Service Bureau

Three Staff Side Representatives of the Senior Civil Service Council

Three Staff Side Representatives of the Model Scale 1 Staff Consultative Council

Two Staff Side Representatives of the Police Force Council

Two Staff Side Representatives of the Disciplined Services Consultative Council

### **Observers**

Three Staff Side Representatives of the Senior Civil Service Council

Three Staff Side Representatives of the Model Scale 1 Staff Consultative Council

A Management Side and two Staff Side Representatives of the Police Force Council

Three Staff Side Representatives of the Disciplined Services Consultative Council

