

Head 46 — GENERAL EXPENSES OF THE CIVIL SERVICE

Controlling officer: expenditure under this Head will be accounted for as follows:

Permanent Secretary for the Civil Service (Subheads 001, 010, 011, 023, 024, 025, 028, 037, 041 and 042)
 Registrar of Companies (Subhead 006)
 Chief Executive of Hong Kong Monetary Authority (Subhead 008)
 Land Registrar (Subhead 009)
 Director of Accounting Services (Subheads 013, 014, 020, 022, 032, 033, 038, 039 and 040)
 Director-General of Communications (Subhead 081)
 Postmaster General (Subhead 082)
 Director of Electrical and Mechanical Services (Subhead 083)
 Director of Administration (Subhead 084)

Estimate 2022–23 **\$5,251.6m**

Establishment ceiling for Subhead 001 in 2022–23 (notional annual mid-point salary value)
 representing an estimated 359 non-directorate posts in the operational reserves as at 31 March 2022
 and as at 31 March 2023 **\$188.9m**

Controlling Officers' Report

Programme

General Expenses of the Civil Service

This programme contributes to Policy Area 26: Central Management of the Civil Service (Secretary for the Civil Service).

Detail

	2020–21 (Actual)	2021–22 (Original)	2021–22 (Revised)	2022–23 (Estimate)
Financial provision (\$m)	3,848.5	4,754.4	4,387.5 (–7.7%)	5,251.6 (+19.7%)
				(or +10.5% on 2021–22 Original)

Aim

- 2 The aim is to pay for expenditure on terms and conditions of service and other personnel related expenses.

Brief Description

3 The Secretary for the Civil Service is in charge of the central management of the civil service. The Permanent Secretary for the Civil Service and the Director of Accounting Services are responsible for overall resource control of the general expenses of the civil service. These expenses include:

- expenses for recruitment, civil service examinations and operational reserves posts;
- allowances under the Home Purchase, Home Financing, Private Tenancy Allowance, Accommodation Allowance, Rent Allowance and Non-accountable Cash Allowance Schemes including compassionate payment of the remaining entitlement of housing allowances of officers killed on duty to their dependent family members;
- passage expenses and personal allowances; and
- expenses relating to the relief and welfare of eligible officers and pensioners, and various awards and assistance to eligible officers.

- 4 Performance under this programme was generally maintained in 2021 as compared with 2020.

Head 46 — GENERAL EXPENSES OF THE CIVIL SERVICE

5 The key performance indicators in respect of general expenses of the civil service are:

Indicators

	2020 (Actual)	2021 (Actual)	2022 (Estimate)
candidates of common recruitment examinations and other examinations conducted by Civil Service Bureau	65 561	46 911	55 600
recipients of long and meritorious service travel award@.....	646	2 704	2 670
housing benefits			
recipients of home purchase allowance	9 830	9 081	8 855
recipients of private tenancy allowance	221	184	170
recipients of home financing allowance.....	1 679	1 791	2 070
recipients of accommodation allowance	17	17	15
recipients of rent allowance	2	2	2
recipients of non-accountable cash allowance	8 806	10 374	13 150
recipients of leave passage allowance.....	922	1 220	1 650
students receiving school passage allowance.....	1 828	1 350	1 750
students receiving mainland and local education allowance....	11 632	10 491	10 050
students receiving overseas education allowance	1 180	967	900

@ This refers to the number of recipients beginning to incur expenditure in the calendar year with the awards granted.

Head 46 — GENERAL EXPENSES OF THE CIVIL SERVICE

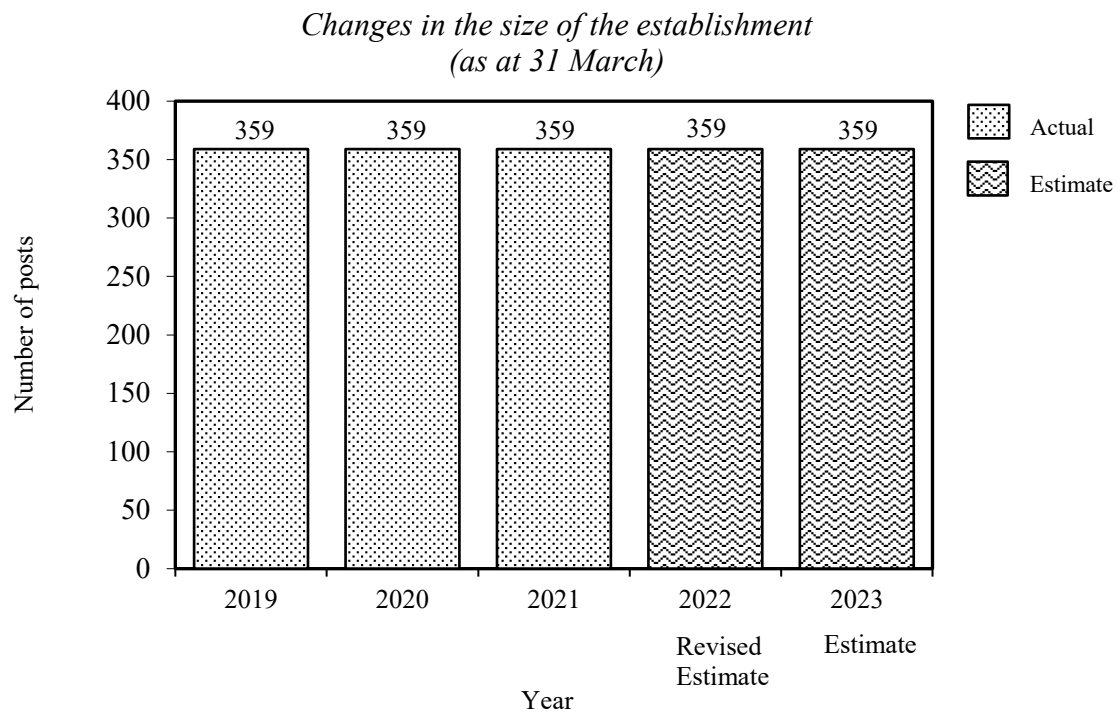
ANALYSIS OF FINANCIAL PROVISION

	2020–21 (Actual) (\$m)	2021–22 (Original) (\$m)	2021–22 (Revised) (\$m)	2022–23 (Estimate) (\$m)
Programme				
General Expenses of the Civil Service	3,848.5	4,754.4	4,387.5 (–7.7%)	5,251.6 (+19.7%)
				(or +10.5% on 2021–22 Original)

Analysis of Financial and Staffing Provision

Provision for 2022–23 is \$864.1 million (19.7%) higher than the revised estimate for 2021–22. This is mainly due to the projected increase in the expenditure on housing allowances, passages and Long and Meritorious Service Travel Award Scheme.

Head 46 — GENERAL EXPENSES OF THE CIVIL SERVICE



Head 46 — GENERAL EXPENSES OF THE CIVIL SERVICE

Sub-head (Code)		Actual expenditure 2020–21	Approved estimate 2021–22	Revised estimate 2021–22	Estimate 2022–23
	\$'000	\$'000	\$'000	\$'000	\$'000
Operating Account					
Recurrent					
Personal Emoluments					
001	Salaries.....	89,828	99,632	110,790	126,555
006	Recoverable salaries and allowances (Companies Registry Trading Fund).....				
	<i>223,000</i>				
	<i>Deduct reimbursements Cr. 223,000</i>	—	—	—	—
008	Recoverable salaries and allowances (Hong Kong Monetary Authority).....	0			
	<i>Deduct reimbursements Cr. 0</i>	—	—	—	—
009	Recoverable salaries and allowances (Land Registry Trading Fund).....	256,867			
	<i>Deduct reimbursements Cr. 256,867</i>	—	—	—	—
081	Recoverable salaries and allowances (Office of the Communications Authority Trading Fund).....	261,491			
	<i>Deduct reimbursements Cr. 261,491</i>	—	—	—	—
082	Recoverable salaries and allowances (Post Office Trading Fund).....	1,790,000			
	<i>Deduct reimbursements Cr. 1,790,000</i>	—	—	—	—
083	Recoverable salaries and allowances (Electrical and Mechanical Services Trading Fund).....	2,055,278			
	<i>Deduct reimbursements Cr. 2,055,278</i>	—	—	—	—
084	Recoverable salaries and allowances (Legal Aid Services Council).....	3,117			
	<i>Deduct reimbursements Cr. 3,117</i>	—	—	—	—
	Total, Personal Emoluments.....	89,828	99,632	110,790	126,555
Personnel Related Expenses					
010	Recruiting expenses.....	762	950	950	940
011	Civil service examinations.....	17,774	18,538	14,672	15,892
013	Personal allowances.....	408,847	417,380	391,050	390,560
014	Home purchase allowance.....	634,997	657,000	615,000	626,000
020	Payments to estates of deceased officers.....	23,505	25,000	25,000	26,500
022	Passages.....	44,063	187,000	70,000#	109,000#
023	Quartering.....	4,412	4,420	4,030	3,223
024	Staff relief and welfare.....	3,875	5,406	5,174	4,810
025	Long and Meritorious Service Travel Award Scheme.....	1,194	245,973	100,094#	130,122#
028	Legal assistance.....	359	1,500	870	1,500
032	Accommodation allowance.....	9,596	10,000	9,700	9,000
033	Home financing allowance.....	503,131	546,000	556,000	698,000
037	Pensioners' welfare fund.....	1,392	1,400	1,500	1,500
038	Private tenancy allowance.....	79,295	75,000	68,000	65,000
039	Rent allowance.....	679	1,100	600	800
040	Non-accountable cash allowance.....	2,019,856	2,449,000	2,406,000	3,030,000
041	Mandatory Provident Fund contribution.....	341	805	553	898

Head 46 — GENERAL EXPENSES OF THE CIVIL SERVICE

Sub-head (Code)		Actual expenditure 2020–21	Approved estimate 2021–22	Revised estimate 2021–22	Estimate 2022–23
	\$'000	\$'000	\$'000	\$'000	\$'000
Operating Account—Cont'd.					
Personnel Related Expenses—Cont'd.					
042 Civil Service Provident Fund contribution		4,628	8,324	7,495	11,277
Total, Personnel Related Expenses.....		3,758,706	4,654,796	4,276,688	5,125,022
Total, Recurrent.....		3,848,534	4,754,428	4,387,478	5,251,577
Total, Operating Account		3,848,534	4,754,428	4,387,478	5,251,577
<hr/>					
Total Expenditure		3,848,534	4,754,428	4,387,478	5,251,577
		<hr/>	<hr/>	<hr/>	<hr/>

Details of the expenditure of *Subhead 022 Passages* and *Subhead 025 Long and Meritorious Service Travel Award Scheme* are provided in paragraphs 15 and 18 of Details of Expenditure by Subhead.

Head 46 — GENERAL EXPENSES OF THE CIVIL SERVICE

Details of Expenditure by Subhead

The estimate of the amount required in 2022–23 for general expenses of the civil service, including the operational reserves and recurrent personnel related expenses, is \$5,251,577,000. This represents an increase of \$864,099,000 over the revised estimate for 2021–22 and \$1,403,043,000 over the actual expenditure in 2020–21.

Operating Account

Recurrent

Personal Emoluments

2 Provision of \$126,555,000 for personal emoluments represents an increase of \$15,765,000 (14.2%) over the revised estimate for 2021–22. This is mainly due to the expected increase in manpower requirement to undertake special and ad hoc projects.

3 Provision under *Subhead 001* is for operational reserves, i.e. staff in the administrative, executive, secretarial and clerical grades who are required by departments to replace officers on leave or full-time training or for handover purposes and for staff required to undertake special and ad hoc projects.

4 Gross provision of \$223 million under *Subhead 006* is for staff working in the Companies Registry. *Subhead 008* is for staff seconded to the Hong Kong Monetary Authority. No gross provision is required under this subhead in 2022–23 due to no secondment being scheduled. Gross provision of \$256,867,000 under *Subhead 009* is for staff working in the Land Registry. Gross provision of \$261,491,000 under *Subhead 081* is for staff working wholly on trading fund activities in the Office of the Communications Authority. Gross provision of \$1,790 million under *Subhead 082* is for staff working in the Hongkong Post. Gross provision of \$2,055,278,000 under *Subhead 083* is for staff working wholly on trading fund activities in the Electrical and Mechanical Services Department. Gross provision of \$3,117,000 under *Subhead 084* is for staff seconded to the Legal Aid Services Council.

5 The establishment of the operational reserves will be 359 non-directorate posts as at 31 March 2022 and remain the same as at 31 March 2023.

6 Subject to certain conditions, the controlling officer for *Subhead 001* may under delegated power create or delete non-directorate posts during 2022–23, but the notional annual mid-point salary value of all such posts must not exceed \$188,880,000.

7 The establishment of staff for which the salaries and allowances are recoverable under *Subheads 006, 008, 009, 081, 082, 083 and 084* as at 31 March 2022 will be 10 485 posts. It is expected that there will be a net increase of one post in 2022–23.

8 Subject to certain conditions, the controlling officers for *Subheads 006, 008, 009, 081, 082, 083 and 084* may under delegated power create or delete non-directorate posts during 2022–23, the cost of which is reimbursed by the Companies Registry Trading Fund (for *Subhead 006*), the Hong Kong Monetary Authority (for *Subhead 008*), the Land Registry Trading Fund (for *Subhead 009*), the Office of the Communications Authority Trading Fund (for *Subhead 081*), the Post Office Trading Fund (for *Subhead 082*), the Electrical and Mechanical Services Trading Fund (for *Subhead 083*) and the Legal Aid Services Council (for *Subhead 084*). Before exercising his delegated power, the controlling officer is required to ensure that the gross estimate under each respective subhead must not be exceeded without the prior approval of the Secretary for Financial Services and the Treasury. The controlling officer for *Subhead 084* is required to obtain the endorsement of the Legal Aid Services Council for his proposal and the associated financial implications.

Personnel Related Expenses

9 Expenses on allowances under the following subheads include provisions for civil servants, judges and judicial officers and Independent Commission Against Corruption (ICAC) officers where applicable.

10 Provision of \$940,000 under *Subhead 010 Recruiting expenses* is for expenses in respect of recruitment for administrative and general grades, and for other miscellaneous recruiting expenses.

11 Provision of \$15,892,000 under *Subhead 011 Civil service examinations* is mainly for the payment of remuneration to examiners, moderators and invigilators and for other related expenses for examinations within, and for appointments to, the civil service.

12 Provision of \$390,560,000 under *Subhead 013 Personal allowances* is for the payment of standard personal allowances to eligible officers. It comprises—

- \$378,100,000 for the payment of mainland and local education allowance as well as overseas education allowance to officers whose eligible children are receiving education in the Mainland, Hong Kong or overseas. Only officers offered appointment before 1 August 1996 are eligible for overseas education allowance, and only officers offered appointment before 1 June 2000 are eligible for mainland and local education allowance;

Head 46 — GENERAL EXPENSES OF THE CIVIL SERVICE

- \$12,450,000 for the payment of allowance in lieu of the provision of furniture and domestic appliances (only eligible officers offered appointment before 1 May 1999 are eligible for furniture and domestic appliances allowances); and
- \$10,000 for the payment of air-conditioning allowance to eligible judges and judicial officers. Provision of air-conditioning allowance has ceased for civil servants and ICAC officers with effect from 1 October 2006.

13 Provision of \$626 million under *Subhead 014 Home purchase allowance* is for the payment of home purchase allowance to eligible officers offered appointment before 1 June 2000.

14 Provision of \$26,500,000 under *Subhead 020 Payments to estates of deceased officers* is for the payment in respect of earned vacation leave to the estates of eligible officers who die in service.

15 Provision of \$109 million under *Subhead 022 Passages* is for the payment of leave passage allowance, passages and related expenditure, including baggage and travelling allowances, in respect of eligible officers and their dependants, and children of eligible officers being educated overseas. For eligible officers appointed before 1 June 2000, the leave passage allowance is fully accountable, i.e. it only covers actual expenses for travel outside Hong Kong that has actually been undertaken within the period during which the officer and his family members are eligible for the allowance^Ψ. Since early 2020, the COVID-19 pandemic has impacted seriously on outbound travel. To prevent eligible officers from accumulating an extraordinarily large amount of leave passage allowance rendering it not possible to estimate the annual expenditure with any accuracy, as well as the difficulty of releasing a large number of eligible officers to take leave to use their accumulated allowance when outbound travel resumes, exceptional arrangement has been made since July 2021 for eligible officers to claim reimbursement of leave passage allowance for local spending on items comparable to those travel-related expenses incurred outside Hong Kong. The increase of \$39 million (55.7%) over the revised estimate for 2021–22 is mainly due to the anticipated increase in the average amount of leave passage allowance under this exceptional arrangement and in that of school passage. The provision comprises—

- \$80 million for the payment of leave passage allowance; and
- \$29 million for the payment of school passage.

^Ψ Eligible officers offered appointment on or after 1 June 2000 are eligible for non-accountable leave passage allowance for themselves only and not their family members. Only dependants of officers offered appointment before 1 August 1996 are eligible for school passage.

16 Provision of \$3,223,000 under *Subhead 023 Quarters* is for expenses incidental to the provision of housing benefits to eligible officers, and also expenses incurred when temporary accommodation needs to be provided to eligible officers. It represents a decrease of \$807,000 (20.0%) against the revised estimate for 2021–22. This is mainly due to the anticipated decrease in the number of recipients.

17 Provision of \$4,810,000 under *Subhead 024 Staff relief and welfare* is for the relief and welfare of eligible officers, including the purchase of retirement souvenirs and commemorative awards for long and meritorious service.

18 Provision of \$130,122,000 under *Subhead 025 Long and Meritorious Service Travel Award Scheme* is for the awards granted to eligible officers and their companions under the above scheme, in recognition of the long and meritorious service of the officers concerned. An exceptional arrangement similar to that adopted for leave passage allowance was made since July 2021, in view of the serious impact of the COVID-19 pandemic on out-bound travel. The increase of \$30,028,000 (30.0%) over the revised estimate for 2021–22 is mainly due to this exceptional arrangement applicable to 2020 and 2021 awardees.

19 Provision of \$1,500,000 under *Subhead 028 Legal assistance* is for legal assistance to officers involved or likely to be involved in court proceedings for criminal offences, civil actions, death inquests, etc. as a result of their official duties. It represents an increase of \$630,000 (72.4%) over the revised estimate for 2021–22. This is mainly due to the smaller amount of expenditure incurred in 2021–22 from the cases approved.

20 Provision of \$9 million under *Subhead 032 Accommodation allowance* is for the payment of accommodation allowance to eligible officers offered appointment between 1 October 1990 and 31 December 1998.

21 Provision of \$698 million under *Subhead 033 Home financing allowance* is for the payment of home financing allowance to eligible officers offered appointment before 1 June 2000. The increase of \$142 million (25.5%) over the revised estimate for 2021–22 is mainly due to the anticipated increase in the average number of recipients in 2022–23 through salary progression and promotion.

22 Provision of \$1,500,000 under *Subhead 037 Pensioners' welfare fund* is for the payment of one-off grants to pensioners and dependants in financial hardship.

23 Provision of \$65 million under *Subhead 038 Private tenancy allowance* is for the payment of private tenancy allowance to eligible officers offered appointment before 1 October 1990.

24 Provision of \$800,000 under *Subhead 039 Rent allowance* is for the payment of rent allowance to eligible officers offered appointment between 1 January 1999 and 31 May 2000. The increase of \$200,000 (33.3%) over the revised estimate for 2021–22 is mainly due to the anticipated increase in the average number of recipients in 2022–23 through salary progression and promotion.

Head 46 — GENERAL EXPENSES OF THE CIVIL SERVICE

25 Provision of \$3,030 million under *Subhead 040 Non-accountable cash allowance* is for the payment of non-accountable cash allowance to eligible officers who are offered appointment on or after 1 June 2000. The increase of \$624 million (25.9%) over the revised estimate for 2021–22 is mainly due to the anticipated increase in the average number of recipients in 2022–23 through salary progression, promotion and new appointment.

26 Provision of \$898,000 under *Subhead 041 Mandatory Provident Fund contribution* is for the employer's contribution under Mandatory Provident Fund Scheme for staff put under operational reserves. The increase of \$345,000 (62.4%) over the revised estimate for 2021–22 is mainly due to the expected increase in requirement in 2022–23.

27 Provision of \$11,277,000 under *Subhead 042 Civil Service Provident Fund contribution* is for the Government's contribution under the Civil Service Provident Fund Scheme for staff put under operational reserves. The increase of \$3,782,000 (50.5%) over the revised estimate for 2021–22 is mainly due to the expected increase in requirement in 2022–23.