

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 2021–22 **\$4,754.4m**

Establishment ceiling for Subhead 001 in 2021–22 (notional annual mid-point salary value) representing an estimated 359 non-directorate posts in the operational reserves as at 31 March 2021 and as at 31 March 2022 **\$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

	2019–20 (Actual)	2020–21 (Original)	2020–21 (Revised)	2021–22 (Estimate)
Financial provision (\$m)	3,729.5	4,312.5	3,938.8 (–8.7%)	4,754.4 (+20.7%)
				(or +10.2% on 2020–21 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 2020 as compared with 2019.

Head 46 — GENERAL EXPENSES OF THE CIVIL SERVICE

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

Indicators

	2019 (Actual)	2020 (Actual)	2021 (Estimate)
candidates of common recruitment examinations and other examinations conducted by Civil Service Bureau	64 467	65 561	68 800
recipients of long and meritorious service travel award	2 338	646#	3 430
housing benefits			
recipients of home purchase allowance	10 584	9 830	9 685
recipients of private tenancy allowance	261	221	205
recipients of home financing allowance	1 615	1 679	1 740
recipients of accommodation allowance	20	17	15
recipients of rent allowance	2	2	3
recipients of non-accountable cash allowance	7 617	8 806	10 870
recipients of leave passage allowance	1 481	922#	1 640
students receiving school passage allowance	2 533	1 828#	2 230
students receiving local education allowance	12 735	11 632	10 980
students receiving overseas education allowance	1 434	1 180#	1 120

The decrease was mainly due to the impact of the COVID-19 pandemic.

Head 46 — GENERAL EXPENSES OF THE CIVIL SERVICE

ANALYSIS OF FINANCIAL PROVISION

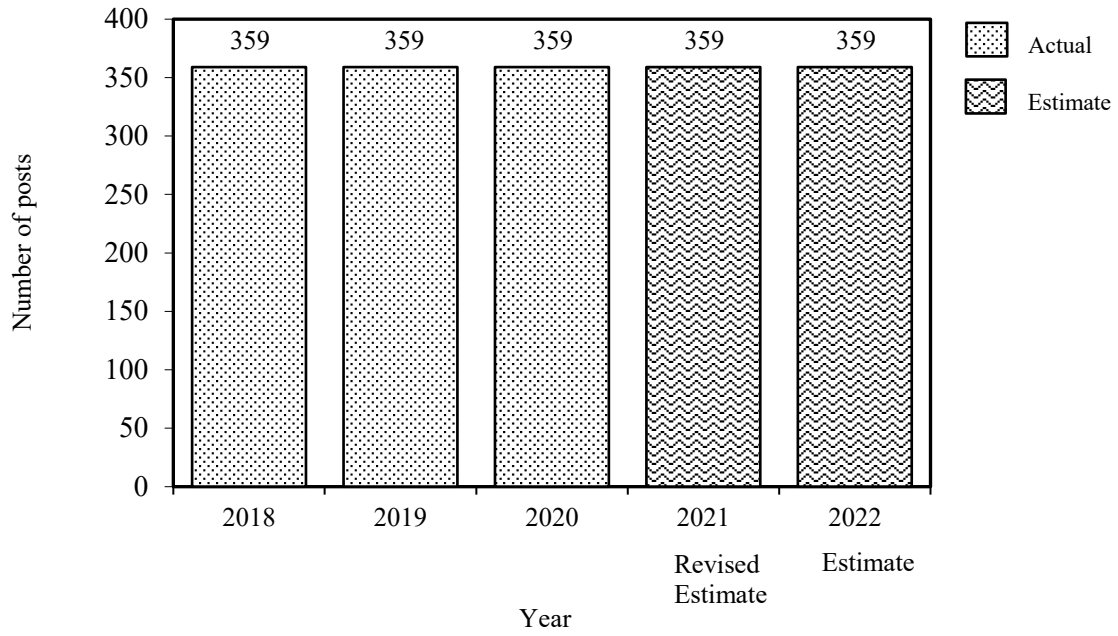
	2019–20 (Actual) (\$m)	2020–21 (Original) (\$m)	2020–21 (Revised) (\$m)	2021–22 (Estimate) (\$m)
Programme				
General Expenses of the Civil Service	3,729.5	4,312.5	3,938.8 (-8.7%)	4,754.4 (+20.7%)
				(or +10.2% on 2020–21 Original)

Analysis of Financial and Staffing Provision

Provision for 2021–22 is \$815.6 million (20.7%) higher than the revised estimate for 2020–21. This is mainly due to the projected increase in the expenditure on housing allowances, Long and Meritorious Service Travel Award Scheme and passages.

Head 46 — GENERAL EXPENSES OF THE CIVIL SERVICE

*Changes in the size of the establishment
(as at 31 March)*



Head 46 — GENERAL EXPENSES OF THE CIVIL SERVICE

Sub-head (Code)		Actual expenditure 2019–20	Approved estimate 2020–21	Revised estimate 2020–21	Estimate 2021–22
	\$'000	\$'000	\$'000	\$'000	\$'000
Operating Account					
Recurrent					
Personal Emoluments					
001	Salaries.....	88,747	108,009	101,177	99,632
006	Recoverable salaries and allowances (Companies Registry Trading Fund)..... 232,000				
	<i>Deduct</i> reimbursements <i>Cr. 232,000</i>	—	—	—	—
008	Recoverable salaries and allowances (Hong Kong Monetary Authority) 1,124				
	<i>Deduct</i> reimbursements <i>Cr. 1,124</i>	—	—	—	—
009	Recoverable salaries and allowances (Land Registry Trading Fund)..... 261,301				
	<i>Deduct</i> reimbursements <i>Cr. 261,301</i>	—	—	—	—
081	Recoverable salaries and allowances (Office of the Communications Authority Trading Fund)..... 276,926				
	<i>Deduct</i> reimbursements <i>Cr. 276,926</i>	—	—	—	—
082	Recoverable salaries and allowances (Post Office Trading Fund) 1,880,000				
	<i>Deduct</i> reimbursements <i>Cr. 1,880,000</i>	—	—	—	—
083	Recoverable salaries and allowances (Electrical and Mechanical Services Trading Fund)..... 2,046,132				
	<i>Deduct</i> reimbursements <i>Cr. 2,046,132</i>	—	—	—	—
084	Recoverable salaries and allowances (Legal Aid Services Council)..... 3,138				
	<i>Deduct</i> reimbursements <i>Cr. 3,138</i>	—	—	—	—
	Total, Personal Emoluments.....	88,747	108,009	101,177	99,632
Personnel Related Expenses					
010	Recruiting expenses.....	782	1,260	1,160	950
011	Civil service examinations.....	10,270	11,433	17,802	18,538
013	Personal allowances.....	453,261	461,240	418,270	417,380
014	Home purchase allowance.....	658,132	687,000	643,000	657,000
020	Payments to estates of deceased officers.....	14,126	24,000	24,000	25,000
022	Passages.....	119,187	142,500	65,000	187,000
023	Quartering.....	4,416	5,260	4,423	4,420
024	Staff relief and welfare.....	2,878	4,496	4,227	5,406
025	Long and Meritorious Service Travel Award Scheme.....	122,917	132,642	33,772	245,973
028	Legal assistance.....	632	1,500	440	1,500
032	Accommodation allowance.....	10,458	12,000	10,000	10,000
033	Home financing allowance.....	457,490	514,000	502,000	546,000
037	Pensioners' welfare fund.....	1,298	1,300	1,400	1,400
038	Private tenancy allowance.....	91,482	100,000	82,000	75,000
039	Rent allowance.....	505	1,100	830	1,100
040	Non-accountable cash allowance.....	1,687,336	2,095,000	2,022,000	2,449,000
041	Mandatory Provident Fund contribution.....	294	827	412	805

Head 46 — GENERAL EXPENSES OF THE CIVIL SERVICE

Sub-head (Code)	Actual expenditure 2019–20	Approved estimate 2020–21	Revised estimate 2020–21	Estimate 2021–22
	\$'000	\$'000	\$'000	\$'000
Operating Account—Cont'd.				
Personnel Related Expenses—Cont'd.				
042 Civil Service Provident Fund contribution	5,281	8,967	6,866	8,324
Total, Personnel Related Expenses.....	3,640,745	4,204,525	3,837,602	4,654,796
Total, Recurrent.....	3,729,492	4,312,534	3,938,779	4,754,428
Total, Operating Account	3,729,492	4,312,534	3,938,779	4,754,428
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Total Expenditure	3,729,492	4,312,534	3,938,779	4,754,428

Head 46 — GENERAL EXPENSES OF THE CIVIL SERVICE

Details of Expenditure by Subhead

The estimate of the amount required in 2021–22 for general expenses of the civil service, including the operational reserves and recurrent personnel related expenses, is \$4,754,428,000. This represents an increase of \$815,649,000 over the revised estimate for 2020–21 and \$1,024,936,000 over the actual expenditure in 2019–20.

Operating Account

Recurrent

Personal Emoluments

2 Provision of \$99,632,000 for personal emoluments represents a decrease of \$1,545,000 against the revised estimate for 2020–21.

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 \$232 million under *Subhead 006* is for staff working in the Companies Registry. Gross provision of \$1,124,000 under *Subhead 008* is for staff seconded to the Hong Kong Monetary Authority. Gross provision of \$261,301,000 under *Subhead 009* is for staff working in the Land Registry. Gross provision of \$276,926,000 under *Subhead 081* is for staff working wholly on trading fund activities in the Office of the Communications Authority. Gross provision of \$1,880 million under *Subhead 082* is for staff working in the Hongkong Post. Gross provision of \$2,046,132,000 under *Subhead 083* is for staff working wholly on trading fund activities in the Electrical and Mechanical Services Department. Gross provision of \$3,138,000 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 2021 and remain the same as at 31 March 2022.

6 Subject to certain conditions, the controlling officer for *Subhead 001* may under delegated power create or delete non-directorate posts during 2021–22, 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 2021 and 31 March 2022 will be 10 447 posts.

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 2021–22, 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 \$950,000 under *Subhead 010 Recruiting expenses* is for expenses in respect of recruitment for administrative and general grades, and for other miscellaneous recruiting expenses. The decrease of \$210,000 (18.1%) against the revised estimate for 2020–21 is mainly due to the previous inclusion of the one-off cost for revamp of the Administrative Officer recruitment website in 2020–21 which is no longer required in 2021–22.

11 Provision of \$18,538,000 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 \$417,380,000 under *Subhead 013 Personal allowances* is for the payment of standard personal allowances to eligible officers. It comprises—

- \$404,300,000 for the payment of local and overseas education allowances to officers whose eligible children are receiving education either locally 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 local education allowance;

Head 46 — GENERAL EXPENSES OF THE CIVIL SERVICE

- \$13,070,000 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 \$657 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 \$25 million 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 \$187 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. The increase of \$122 million (187.7%) over the revised estimate for 2020–21 is mainly due to the anticipated increase in the average number of recipients and the average amount of allowance. The provision comprises—

- \$145 million for the payment of leave passage allowance; and
- \$42 million for the payment of school passage.

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 \$4,420,000 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.

17 Provision of \$5,406,000 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. The increase of \$1,179,000 (27.9%) over the revised estimate for 2020–21 is mainly due to the anticipated increase in the number of commemorative awards required to be procured under the Long and Meritorious Service Award Scheme.

18 Provision of \$245,973,000 under *Subhead 025 Long and Meritorious Service Travel Award Scheme* is for recreational outbound travel for eligible officers and their travelling companions, in recognition of long and meritorious service. The increase of \$212,201,000 (628.3%) over the revised estimate for 2020–21 is mainly due to the exceptionally low level of utilisation of travel awards in 2020–21 for outbound travel as a result of COVID-19, and the increased provision required in 2021–22 to meet the demand so carried forward from the previous year.

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. The provision is based on the estimation of requirement for legal assistance in a year. It represents an increase of \$1,060,000 (240.9%) over the revised estimate for 2020–21. This is mainly due to the smaller amount of expenditure incurred in 2020–21 from the cases approved.

20 Provision of \$10 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 \$546 million under *Subhead 033 Home financing allowance* is for the payment of home financing allowance to eligible officers offered appointment before 1 June 2000.

22 Provision of \$1,400,000 under *Subhead 037 Pensioners' welfare fund* is for the payment of one-off grants to pensioners and dependants in financial hardship.

23 Provision of \$75 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 \$1,100,000 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 \$270,000 (32.5%) over the revised estimate for 2020–21 is mainly due to the anticipated increase in the average number of recipients in 2021–22 through salary progression and promotion.

25 Provision of \$2,449 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 \$427 million (21.1%) over the revised estimate for 2020–21 is mainly due to the anticipated increase in the average number of recipients in 2021–22 through salary progression, promotion and new appointment.

Head 46 — GENERAL EXPENSES OF THE CIVIL SERVICE

26 Provision of \$805,000 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 \$393,000 (95.4%) over the revised estimate for 2020–21 is mainly due to the expected increase in requirement in 2021–22.

27 Provision of \$8,324,000 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 \$1,458,000 (21.2%) over the revised estimate for 2020–21 is mainly due to the expected increase in requirement in 2021–22.