

第四章：開設新職級和首長級職位

廉政公署開設執行處副處長職位

4.1. 一九九三年十月，政府當局提議在廉政公署增設一個執行處副處長職位(廉署人員薪級表第43點)和將執行處改組，並就此事徵詢我們的意見。建議的主要理據是，由於調查工作日漸增多，需要管理和行政支援的情況越來越多，以致執行處的職責變得較以往繁複。

4.2. 我們得悉，在調查重要的案件時，副處長會親身參與其中的詳細商議和作出決定，因此，隨著調查個案增多，副處長的職責也相應有所增加。這些通常都是跨境的案件，調查工作需花費大量時間和資源，當中牽涉跨部門甚至跨國的商議和協助，因此往往需要副處長提供指示和指引。

4.3. 當時有跡象顯示，未來數年私營機構的貪污問題會更為嚴重。有更多建基於國內的公司在香港開設業務，以及香港商人紛紛增加在國內投資，會令問題更加複雜。另一方面，一九九七年將近，廉政公署須密切加強監察行動，以防止貪污活動重現於公營部門。

CHAPTER 4 :

CREATION OF NEW RANKS AND DIRECTORATE POSTS

Creation of a post of Deputy Director of Operations in the Independent Commission Against Corruption

4.1. In October 1993, the Administration sought our advice on its proposal to create an additional post of Deputy Director of Operations (ICAC Pay Scale Point 43) in the Independent Commission Against Corruption and to re-organise its Operations Department. The main justification for the proposal was that there had been an increase in the volume, complexity and sophistication of the responsibilities of the Department as regards its investigation workload and the demand for management and administrative support.

4.2. We noted that, as the Deputy Director was personally involved in detailed discussion and decision making in all major investigations, the upsurge in investigation cases would mean a corresponding increase in his work. Such cases invariably required substantial time and resources, since they normally crossed jurisdictional boundaries, involved much inter-departmental and international negotiation and mutual assistance, and resulted in a greater demand for the Deputy Director's direction and guidance.

4.3. There had been indications that there might be increased corruption in the private sector in the years to come. The influx into Hong Kong of more companies with a financial base in China, and the increasing investment by Hong Kong businessmen in China, would complicate and compound the problem. Moreover, with the run-up to 1997, careful monitoring would be required to stamp out any resurgence of corrupt activities in the public sector.



紀常會委員訪問廉正公署總部
Committee Members visit the ICAC Headquarters

4.4. 此外，我們也注意到，執行處的行政及支援工作，無論在數量、種類和複雜程度方面，都有增無減，而副處長往往需要在這方面提供指引，因此他的職責也相應加重。

4.5. 政府當局建議該署在增設一個副處長職位之同時，應把執行處改組。所有與調查貪污案件有關的工作會歸由一名副處長負責。這名副處長的職銜是副處長(調查)，屬下有兩名助理處長。情報、監察、支援和行政工作則歸入另一名副處長的工作範圍，職銜為副處長(情報及支援)，由兩名助理處長協助工作。

4.4. We also noted that there had been an increase in the work of the administrative and support wings of the Operations Department in terms of volume, range, complexity and sophistication, and that this had led to an increase in the responsibilities of the Deputy Director who was closely involved in guiding their activities.

4.5. The Administration proposed that, following the creation of an additional Deputy Director, the Operations Department would be re-organized. All work relating to the investigation of corruption would be concentrated under one Deputy Director, to be known as Deputy Director (Operations), assisted by two Assistant Directors. The intelligence, monitoring, support and administration functions would be concentrated under another Deputy Director, the Deputy Director (Intelligence and Support), assisted by the other two Assistant Directors.

4.6. 我們認為，政府當局提議增設第二個常額行動處副處長職位和將執行處改組，其中有充分的理據，而且認為建議的職級適當。

4.7. 一九九三年十月，我們通知政府我們支持上述建議。建議於一九九三年十一月獲財務委員會通過。我們其後把結果通知廉政公署。

警隊高層指揮結構的重組建議

4.8. 一九九六年五月，政府當局建議在警務處開設兩個助理處長及九個總警司的職位，但取消一個副處長、一個高級助理處長、三個助理處長及十個總警司的職位，並就此事徵詢我們的意見。該項建議旨在對警隊首長級架構作出改組，從而維持警隊的效率和效能。

4.9. 我們知道，皇家香港警務處的原有首長級架構在一九八三年訂立。一九九二年，政府當局對警務處的編制、管理和指揮結構展開重大檢討，目的是確保警隊的組織和管理，充分反映本港人口和罪案性質的轉變，並奠下穩健的基礎，讓警隊昂然邁向下一世紀。

4.10. 考慮到該項檢討所提出的建議，警務處處長擬透過上文第4.8段所述的人手建議，作出下述組織上的更改：

4.6. We were satisfied that the Administration's proposal to create a second permanent post of Deputy Director and to re-organise the Operations Department was justified. We were also satisfied that the proposed ranking of the post was appropriate.

4.7. We advised the Administration of our support for the proposal in October 1993. The proposal was subsequently approved by Finance Committee in November 1993 and the Commissioner of the ICAC was informed accordingly.

Proposed Re-organisation of Police Top Command Structure

4.8. In May 1996, the Administration sought our advice on the creation of two Assistant Commissioner of Police (ACP) and nine Chief Superintendent of Police (CSP) posts offset by the deletion of one Deputy Commissioner of Police (DCP), one Senior Assistant Commissioner of Police (SACP), three ACP and ten CSP posts, in order to effect organisational changes in the Police directorate necessary to maintain the efficiency and effectiveness of the Police Force.

4.9. We were informed that the current directorate structure of the Royal Hong Kong Police Force had been introduced in 1983. In 1992, the Administration had initiated a major review of the establishment, management and command structure of the Force. The purpose of the review was to ensure that the organisation and management of the Force reflected adequately the changes in demography and nature of crimes in Hong Kong and provided a sound basis for taking the Force into the next century.

4.10. Having considered the recommendations made in the review, the organisational changes which the CP wished to

- (a) 加強支援部的行動支援角色；
- (b) 加強刑事部打擊有組織罪案的實力；
- (c) 因應政治部解散後的轉變採取跟進行動；
- (d) 因應新界人口的轉變重整該區警察單位的指揮結構；
- (e) 提高人事部的人力資源管理能力；
- (f) 開設新的服務質素監察部，代替監察事務部，進一步推廣責任承擔的概念；及
- (g) 改革現有的管理事務部，改名為資訊系統部，負責在警隊推動更廣泛使用資訊科技的事宜。

4.11. 我們知道警務處處長已試行實施這些改革建議。處長對結果感到滿意，並建議把改革落實。當中牽涉的職位如下：

	加	減
行動處		
交通部		-1名助理處長
支援部	+1名總警司	-1名總警司
刑事部總部	+1名總警司	-1名總警司
有組織罪案及三合會調查課	+2名總警司	-1名總警司

make through the staffing proposals outlined in paragraph 4.8 above were as follows -

- (a) strengthening the operational support role of Support Wing;
- (b) strengthening Crime Wing's capacity to combat organised crime;
- (c) following up on the consequential changes brought about by the disbandment of Special Branch,
- (d) rationalising the command structure of Police formations in the New Territories to take account of the population changes there;
- (e) enhancing the human resource management capability of Personnel Wing;
- (f) replacing Inspection Services Wing by a new Service Quality Wing to promote further the concept of accountability; and
- (g) reconfiguring the existing Management Services Wing, and retitling it Information Systems Wing, to take charge of the promotion of the wider use of information technology in the Force.

4.11. We were informed that CP had already started implementing the proposed changes on a trial basis. He had found the outcome satisfactory and proposed to make the changes permanent. This involved the following posts -

	Addition	Deletion
Operations Department		
Traffic Wing		-1ACP
Support Wing	+1CSP	-1CSP
Crime Wing	+1CSP	-1CSP
HQ		
Organised Crime & Triad Group	+2CSP	-1CSP

總區及地區

新界總區 +1名助理處長
+2名總警司 -2名總警司

政治部

-1名副處長
-1名高級助理處長
-1名助理處長
-3名總警司

人事及訓練處

人事部 總編制維持不變，其中3個總警司
職位易名

警察訓練部 +1名總警司

監管處

管理事務部 編制維持不變；組織結構有若干
改變

監察事務部 +1名助理處長 -1名助理處長
+2名總警司 -2名總警司

總數 +11 -15

4.12. 據我們所知，上述建議會為警隊節省開支5,187,000元，節省數額是以按薪級中點估計的年薪開支作準則，按下述方法計算：

	職位 數目	按薪級中點估計的 年薪值* (\$)
新常額職位	11	11,588,400
減 將會刪除的現有常額職位	15	16,775,400
節省開支淨額	4	5,187,000

註：

* 按一九九五年四月一日的警務人員薪級表計算

Regions and Districts

New Territories Region +1ACP
+2CSP -2CSP

Special Branch

-1DCP
-1SACP
-1ACP
-3CSP

Personnel and Training Department

Personnel Wing No change in total establishment, three CSP posts to be retitled.

Force Training Wing +1CSP

Management and Inspection Services Department

Management Services Wing No change in establishment; some changes in organisational structure.

Inspection Services Wing +1ACP -1ACP
+2CSP -2CSP

Total +11 -15

4.12. We noted that the proposals would generate savings, assessed on the basis of notional annual salary costs at mid-point, of \$5,187,000, calculated as follows -

	No. of Posts	NAMS* \$
New permanent posts	11	11,588,400
Less Existing permanent posts to be deleted	15	16,775,400
Net savings	4	5,187,000

Note :

* Notional Annual Mid-point Salary, based on Police Pay Scale as at 1 April 1995.

4.13. 我們經研究政府的建議後，認為警隊高層指揮結構的重組，有助提高警隊的效率和效能。因此，我們支持政府的建議，同意開設11個新職位，同時刪除15個現有職位。我們並認為，該11個職位的擬議職級是適當的。

4.14. 一九九六年六月，我們按上述結論向總督提交意見。建議於一九九八年二月獲臨時立法會財務委員會通過。

4.13. We examined the Administration's proposals and were satisfied that the re-organisation of the Police Top Command Structure would raise the efficiency and effectiveness of the Force. We therefore supported the creation of the 11 new posts offset by the deletion of the 15 existing posts. We were also satisfied that the proposed ranking of the 11 posts was appropriate.

4.14. In June 1996, we advised the Governor along the above lines. The proposals were subsequently approved by the Finance Committee of the Provisional Legislative Council in February 1998.



主席與員工協會代表在春節聯歡酒會上交談

The Chairman talking to staff association representatives at the annual Spring Cocktail Reception

懲教署增設助理署長職位

4.15. 一九九七年十月，政府提議在懲教署增設一個助理署長職位[一般紀律人員薪級表(指揮官級)第2點]，掌管該署新設的更生事務科；政府就此事徵詢我們的意見。

4.16. 政府提出開設新職位的理由，主要在於現時助理署長(行動)的工作量不斷增加，而自從助理署長(越南船民事務)職位在一九九七年十月一日撤銷，餘下職務由助理署長(行動)接手處理後，助理署長(行動)的工作量更百上加斤，致令助理署長(行動)未能充分顧及罪犯改過自新的服務。

4.17. 我們得悉，一九九六年四月，撲滅罪行委員會青少年罪犯問題常務委員會委託香港城市大學，就罪犯改過自新計劃的成效進行為期一年的評估。香港城市大學的其中一項建議，是擴大現有教育和職業訓練的範圍，並加強釋囚重返社會和中途宿舍的計劃。開設助理署長(更生事務)職位的建議，是統籌和改善罪犯改過自新服務工作的重要一環。城市大學的主要建議於一九九七年八月獲撲滅罪行委員會採納。有關方面已要求懲教署在一九九八年初提出實施計劃。

4.18. 我們審慎研究政府提出的理由後，認為罪犯改過自新工作應全部交由新的

Creation of an additional post of Assistant Commissioner in Correctional Services Department

4.15. In October 1997, the Administration sought our advice on its proposal to create an additional post of Assistant Commissioner (GDS(C) Pay Scale Point 2) to head a new Rehabilitation Division in Correctional Services Department.

4.16. The justification advanced by the Administration for the new post revolved around the increased pressure on the existing post of Assistant Commissioner (Operations), which had become the more acute following the lapse of the post of Assistant Commissioner (Vietnamese Migrants) on 1 October 1997 and the transfer of its residual duties to the Assistant Commissioner (Operations). As a result of the additional workload, the Assistant Commissioner (Operations) had not been able to devote adequate attention to rehabilitation services.

4.17. We noted that, in April 1996, the City University of Hong Kong had been commissioned by the Fight Crime Committee's Standing Committee on Young Offenders to conduct a one-year evaluation of the effectiveness of rehabilitation programmes. One of its recommendation had been to widen the scope of the education and vocational training provided, as well as to strengthen the community re-integration and half-way house programmes. The creation of a new post of Assistant Commissioner (Rehabilitation) had been proposed as an important element in coordinating and improving rehabilitation services. The major recommendations had been accepted by the Fight Crime Committee in August 1997 and Correctional Services Department had been asked to produce an implementation plan in early 1998.

4.18. Having considered the justification put forward by the Administration, we were

更生事務科管轄，並由一名助理署長掌管，以便更有效地統籌政策和制定各類罪犯改過自新計劃。因此，我們支持開設助理署長(更生事務)這個常額職位的建議。

satisfied that the whole area of rehabilitation ought to be placed under a new Rehabilitation Division headed by the post of Assistant Commissioner (Rehabilitation), the better to co-ordinate policies and develop the broad range of rehabilitation programmes. We therefore supported the Administration's proposal to create the new permanent post.



紀常會委員在白石羈留中心於一九九六年五月
騷亂後訪問該處時，懲教署署長簡佈有關情況
*Committee Members being briefed by the Commissioner of Correctional Services
during their visit to the Whitehead Detention Centre after the disturbances in May 1996*

4.19. 一九九七年十一月，我們向行政長官提交我們支持上述建議的意見。建議於一九九八年一月獲臨時立法會財務委員會通過。我們其後將意見內容知會懲教署署長。

4.19. We advised the Chief Executive of our support for the proposal in November 1997. The proposal was subsequently approved by the Finance Committee of the Provisional Legislative Council in January 1998 and the Commissioner of Correctional Services was informed accordingly.

入境事務處增設助理處長職位

4.20. 一九九七年十一月，政府當局建議在入境事務處增設一個助理處長職位[一般紀律人員薪級表(指揮官級)第2點]，掌管該處新設的聯絡及支援部。政府就此事徵詢我們的意見。

4.21. 政府當局建議重新分配入境事務處首長級人員的職務，有關建議特別考慮到香港回歸祖國後該處多方面的工作量均有所增加。簡單來說：

- (a) 助理處長(越南難民)及助理處長(聯絡及推廣)這兩個編外職位，分別於一九九七年十月一日及十二月十日撤銷。
- (b) 開設助理處長(聯絡及支援)的常額職位，職責如下：
 - (i) 處理因為《基本法》有關居留權的條文引致的問題 — 尤其是內地兒童擁有居留權的問題，以及居留權證明書和單程通行證制度的運作；
 - (ii) 與其他國家及地區商議互免簽證協定，並在國際間為本港旅客爭取簡便的出入境安排。
- (c) 助理處長(特別職務)易名為助理處長(簽證政策及特別職務)，並接手處理工作量繁重的助理處長(管制及調查)在簽證方面的職務。

Creation of an additional post of Assistant Director in Immigration Department

4.20. In November 1997, the Administration sought our advice on its proposal to create an additional post of Assistant Director (GDS(C) Pay Scale Point 2) to head a new Liaison and Support Branch in Immigration Department.

4.21. The Administration's proposals involved a redistribution of duties within the Department's directorate to take account, in particular, of increased pressure in a number of areas arising from Hong Kong's reunification with the Mainland. In brief -

- (a) Two supernumerary assistant director posts were to lapse - Assistant Director (Vietnamese Refugees) on 1 October 1997, and Assistant Director (Liaison & Promotions) on 10 December 1997.
- (b) The new permanent post of Assistant Director (Liaison & Support) was to be created with responsibility for -
 - (i) dealing with the implications of the Right of Abode provisions of the Basic Law - notably the question of Mainland children with right of abode, and the operation of the Certificate of Entitlement and One-way Permit Systems;
 - (ii) negotiating mutual visa exemption agreements with other countries and regions, and generally promoting convenient international arrangements for Hong Kong travellers.
- (c) At the same time, the Assistant Director (Special Duties) would take on responsibility for visa policy from the heavily-burdened Assistant Director (Control and Investigation) and would be retitled Assistant Director (Visa Policy and Special Duties).

4.22. 我們審慎研究政府提出的理由後，認為有需要開設助理處長(聯絡及支援)職位。這是重組入境事務處首長級人員架構的部分工作，旨在配合香港回歸中國後出現的各項問題及其他發展情況。就有關工作的複雜程度和職責輕重而言，我們也同意新職位的職級審訂是合理的。

4.23. 一九九七年十一月，我們向行政長官提交我們支持上述建議的意見。建議於一九九八年一月獲臨時立法會財務委員會通過。我們其後將意見內容通知入境事務處處長。

消防處增設兩個副消防總長職位

4.24. 一九九八年一月，政府當局建議在消防處增設兩個副消防總長職位[一般紀律人員薪級表(指揮官級)第1點]，一個負責掌管防火總區內即將設立的特別職務隊，另一個則掌管新界消防總區內的南區、西南區和機場消防隊。政府就此事徵詢我們的意見。

4.25. 政府當局建議，把目前兩個副消防總長(一個隸屬防火總區，另一個則隸屬新界消防總區)的部分職務分出來，由新增的人員承擔，以便應付兩個總區顯著增加的工作量。簡言之，增設兩個職位的理據如下：

- (a) **副消防總長(防火)2**
 - (i) 嘉利大廈和新一代卡拉OK大火後，防火總區計劃成立特別

4.22. Having examined carefully the case put forward by the Administration, we were satisfied that the new post of Assistant Director (Liaison and Support) was necessary, as part of the reconfiguration of Immigration Department's directorate in response to the issues which had arisen from the transition to Chinese sovereignty and other developments. We were also satisfied that the complexity of the work and the level of responsibility involved justified the ranking of the post.

4.23. We advised the Chief Executive of our support for the new post in November 1997. The proposal was subsequently approved by the Finance Committee of the Provisional Legislative Council in January 1998 and the Director of Immigration was informed accordingly.

Creation of two posts of Deputy Chief Fire Officer in Fire Services Department

4.24. In January 1998, the Administration sought our advice on its proposal to create two additional posts of Deputy Chief Fire Officer (GDS(C) Pay Scale Point 1) in Fire Services Department - one to head a new task force to be established in the Fire Protection Command, and the other to lead the South and South-West Divisions and the Airport Fire Contingent in the New Territories Fire Command.

4.25. The Administration's proposals involved dividing the duties of two existing Deputy Chief Fire Officer posts, one in Fire Protection Command and the other in the NT Fire Command, to cope with a marked increase in workload in both areas. In brief, the justifications for the two new posts were as follows -

- (a) **Deputy Chief Fire Officer (Protection)2**
 - (i) Against the background of the Garley Building and Top One

職務隊，負責推行各項改善措施 — 包括加強立法和行政架構，從而提高大廈消防設施的質素、加緊進行執法行動、以及向大廈管理人員和一般市民推廣“消防安全意識”。

- (ii) 除了擔任特別職務隊主管外，增設的副消防總長(防火)2還會分擔現時職責繁重的副消防總長(防火)的工作，負責處理有關商業樓宇課，消防設備課及通風系統課的工作。現時的副消防總長(防火)的職銜會重定為副消防總長(防火)1。

(b) **副消防總長(新界/2)**

- (i) 增設這個職位，是由於新界西南部和嶼山北部(特別是赤鱗角機場、東涌和馬灣)一帶發展迅速，因此必須加強該處的消防服務。消防處處長認為有需要重組新界消防總區的行動分區，增設第五分區，即西南區(青衣、馬灣和東涌)。

- (ii) 另一項主要因素，是因為赤鱗角新國際機場即將啓用。新機場的消防隊共有職位306個，可調動的消防車／滅火輪有30架(相對來說，啓德機場消防隊只有140個職位和一共15

Karaoke fires, a task force was to be set up within the Fire Protection Command to implement various improvement measures - including the strengthening of the legislative and administrative framework in order to upgrade fire safety facilities in buildings, the stepping-up of enforcement action and the promotion of a 'fire safety culture' among building managers and the community at large.

- (ii) The new DCFO (Protection)2, besides taking charge of the task force, would relieve the existing heavily-burdened DCFO (Protection), who would be re-designated DCFO (Protection)1, of his responsibilities for the Commercial Premises, Fire Service Installation, and Ventilation Divisions.

(b) **Deputy Chief Fire Officer (New Territories/2)**

- (i) The requirement for this post arose from the need to enhance fire-fighting coverage in the rapidly developing areas of the south-western New Territories and North Lantau - particularly Chek Lap Kok Airport, Tung Chung and Ma Wan. The Director of Fire Services considered it necessary to re-organise the operational divisions of NT Fire Command, creating a new fifth division - South-West Division (Tsing Yi, Ma Wan, Tung Chung).

- (ii) The imminent opening of the new International Airport at Chek Lap Kok was a predominant factor. A total of 306 posts and 30 appliances and vessels would be deployed by the

架消防車／滅火輪)。

- (iii) 新增的副消防總長(新界/2)會負責新設的新界西南區、機場消防隊和新界南區(葵涌、梨木樹、荃灣、荔景、深井)的消防指揮和行政工作。目前的副消防總長(新界)的職銜將重定為副消防總長(新界/1)，繼續負責新界東區、西區和北區的消防職務。

4.26. 我們審慎研究政府提出的理據後，認為有需要開設上述兩個職位，以便：

- (a) 統籌推行消防安全改善措施的工作(嘉利大廈火災慘劇後，此項工作尤為重要)；以及
- (b) 應付新界總區內日益繁重的職務，這是因為大嶼山北部和新界西南部(特別是新機場和東涌)一帶不斷發展所致。

就有關工作的繁複程度和所涉及的職責而言，我們認為有需要增設上述職級的職位。

4.27. 一九九八年二月，我們向行政長官提交我們支持上述建議的意見。建議於二月稍後時間獲臨時立法會財務委員會通過。我們其後將意見內容通知消防處處長。

Airport Fire Contingent there (compared with 140 posts and 15 appliances and vessels at Kai Tak).

- (iii) The new DCFO(NT/2) would be responsible for the command and administration of fire services in the new South-West Division, the Airport Fire Contingent and South Division (Kwai Chung, Lei Muk Shue, Tsuen Wan, Lai King, Sham Tseng). The existing DCFO (NT) would be re-designated DCFO (NT/1) and would retain responsibility for the East, West and North Divisions.

4.26. We were well persuaded by the argument that these two new posts were necessary in order to -

- (a) co-ordinate the implementation of fire safety improvement measures, particularly in the wake of the tragic Garley Building fire; and
- (b) cope with the increasing span of command responsibilities resulting from developments in North Lantau and the South-West New Territories - notably the new airport and Tung Chung.

We were satisfied that the complexity of the work and the level of responsibility involved justified the ranking of the posts.

4.27. We advised the Chief Executive of our support for the new posts in February 1998. The proposal was approved by the Finance Committee of the Provisional Legislative Council later in February and the Director of Fire Services was informed accordingly.