

自置居所資助計劃檢討

6.1. 一九九三年九月，政府當局就下述改善自置居所資助計劃的建議徵詢我們的意見：

- (a) 由一九九四年一月一日起，每年一次根據物業價格的變動修訂自置居所津貼額，但增幅不得超過以甲類消費物價指數計算的通脹率；及
- (b) 把自置居所資助計劃的首期貸款上限增至樓價的三成或有關人員 24 個月的薪金，以較少者為準。

6.2. 我們得悉第一項建議的目的，是提供較實際的資助，協助公務員購置永久居所而無須過分增加政府的負擔。

6.3. 關於第二項建議，我們獲悉各主要銀行已把提供樓宇按揭的上限，由最高可達樓宇估值的九成調低至七成。因此，公務員需要自行支付部分首期付款。第二項建議旨在提高貸款的數額，以便減輕公務員的財政負擔。由於貸款會本息一併歸還，增加貸款不會為政府帶來實際開支。

6.4. 我們對建議的意見如下：

- (a) 這些建議與鼓勵公務員藉政府資助自置居所的目標一致。

CONDITIONS OF SERVICE AND OTHER MATTERS

Review of Home Purchase Allowance

6.1. In September 1993, the Administration sought our views on proposals to improve the Home Purchase Scheme by -

- (a) revising the Home Purchase Allowance rates with effect from 1 January 1994, and annually thereafter, according to property price movements, but capped by the rate of inflation in terms of the Consumer Price Index (A); and
- (b) increasing the maximum amount of the Down-payment Loan under the Home Purchase Scheme to 30% of the purchase price of the property or the officer's 24-month salary, whichever was the less.

6.2. We understood that the objective of the first proposal was to provide a more realistic level of assistance, to enable staff to purchase a permanent home, without Government incurring excessive costs.

6.3. As for the second proposal, we noted that the major banks had lowered the mortgage ceiling from a maximum of 90% to 70% of the assessed value of a property, so staff had to pay out of their own pockets part of the down-payment required. The objective of the second proposal was to increase the amount of the loan without incurring real costs to Government, as it would be paid back with interest, in order to reduce the financial burden on staff.

6.4. We had the following comments on the proposals -

- (a) They were in keeping with the objective of encouraging civil servants to pursue home ownership with Government's assistance.

- (b) 房屋福利是初級紀律人員至為關注的問題。建議的措施可提高這些初級人員的資助，紓減他們實際遇到的困難，從而改善員工關係和提高員工士氣。
- (c) 按年調整自置居所津貼額的做法，和其他與開支有關的津貼的發放原則一致。由於物業價格近年大幅飆升，因此所建議的調整是需要的。
- (d) 由於津貼額的增幅不得超過通脹率，因此所增多的金額和對物業市場的影響應只屬輕微。提高的貸款額只會讓新的領款人受惠，而且還有其他限制，例如適用範圍、每年配額和津貼期的限制，以及必須轉購較高價物業的規定等。這些因素會限制了合資格人員的數目、政府的財政開支和對物業市場的影響。

6.5. 一九九三年十月，我們根據上述結論向政府當局提交意見。

開設職位的權力和程序

6.6. 一九九三年九月，政府就下述建議徵詢我們的意見：

- (a) 把權力轉授予管制人員，使他們有權在現時首長級薪級第1點的職級開設職位；
- (b) 在審理新設和現有職級的首長級職位的建議，以及新設的非首長級職級的建議方面，改變政府的處理方式。

6.7. 我們審閱上述建議後，認為把權

- (b) Housing benefits had been a matter of considerable concern among junior staff in the disciplined services. The proposed measures would enhance assistance to them, ease genuine hardship and promote staff relations and staff morale.
- (c) The annual revision of the rates of the Home Purchase Allowance was in line with the principle governing the payment of other expense-related allowances. The proposed revision had been made necessary by the substantial property price increases in recent years.
- (d) The monetary improvements and the impact on the property market were likely to be modest, because the increase in the rates of the allowance would be capped by the rate of inflation. The enhanced loan would only benefit new recipients, and there would be other restrictions (the limited applicability, annual quotas, the limited entitlement period, the mandatory conditions of trading-up, etc.) which would limit the number of eligible staff, the costs to Government and the effect on the property market.

6.5. We advised the Administration along the above lines in October 1993.

Authorities and Procedures for Creation of Posts

6.6. In September 1993, the Administration sought our advice on plans to -

- (a) delegate to Controlling Officers the authority to create posts in existing Directorate Pay Scale Point 1 (D1) ranks; and
- (b) change the way the Administration would process proposals for directorate posts in both new and existing ranks and proposals for new non-directorate ranks.

6.7. Having examined these proposals,

力轉授予部門的概念應予以支持。我們原則上不反對改由決策科處理開設職位的建議，然而，我們對於把處理開設新的非首長級職級和職系建議的職責轉交決策科的構思，卻有所保留。我們認為，對於會影響大量人員的主要職系重組工作，中央政府應繼續擔當監管的角色，以確保準則一致、對比關係合理和公平，這點至為重要。

6.8. 我們又提議政府當局在制定建議的進一步詳情時，應考慮下列各點：

- (a) 採取足夠的監察及審查措施，並隨時採取糾正行動，更正偏差的情況。
- (b) 部門和決策科應作好準備，有足夠人手和設施，接管處理人員編制建議的新職責。政府應提供足夠的專門知識和訓練，例如關於人力資源管理、薪酬和服務條件、工作評估、劃分職系與審訂職級的知識和訓練。
- (c) 部門和決策科應作好準備，作出妥善安排，以便重整部門編制委員會的機制，包括在公務員事務科和財政科的代表撤出該委員會後，加強委員會的成員組織和角色。
- (d) 部門編制委員會的文件和決議應繼續送交公務員事務科和財政科傳閱，使它們可及時處理和糾正所發現的偏差。
- (e) 制定清晰明確的指引，協助決策科和部門執行新職責和採用統一的標準。

we concluded that the concept of delegating authority to departments should be supported. Whilst agreeing in principle to the policy branches taking on the processing of proposals for the creation of **posts**, we had reservations about devolving to them the responsibility for processing proposals for the creation of new non-directorate **ranks** and **grades**. We considered that, in the case of major grade restructuring exercises affecting a large number of staff, it was important that the central government should retain a supervisory role to ensure consistency, relativities and equity.

6.8. We also recommended that the Administration should take into account the following suggestions when filling in the details of the proposals -

- (a) Adequate monitoring and audit measures should be introduced; and, in case discrepancies arose, remedies should be readily available.
- (b) Departments and policy branches should be appropriately prepared, staffed, and equipped to take on the new role of processing staffing proposals. Adequate expertise and training on human resource management, pay and conditions of service, job evaluation and grading and ranking should be provided.
- (c) Adequate arrangements should be made for revamping the Departmental Establishment Committee (DEC) machinery, including reinforcing its membership when the CSB and FB representatives withdrew.
- (d) DEC papers and decisions should continue to be circulated to CSB and FB, so they would be in a position to intervene if any discrepancies were spotted.
- (e) Policy branches and departments should have sufficiently clear guidelines for exercising their new responsibilities to ensure consistency.

6.9. 一九九三年十一月，我們根據上述結論向政府提供意見。

劃一聘用條款及服務條件

6.10. 一九九三年十月，政府發表了一份名為《公務員聘用及服務條件》的諮詢文件，提出多項建議，包括對公務員全面實施一套劃一的聘用條款及服務條件(劃一條款)。

6.11. 我們首次研究該文件是在一九九三年十二月。我們認為，大體而言，以本地僱用條款和條件為基礎，配合公務員架構的現有情況而制定一套劃一的聘用條款及服務條件，是合理的做法。

6.12. 不過，我們也提醒政府要注意警隊、廉政公署和政府飛行服務隊的特殊情況，因為這些部門僱用了大量合約人員，並且有需要保留這些專才及經驗。我們促請政府要進行全面的諮詢，並要顧及員工的反應，應按需要而對引起爭議的問題作出修改，顧及真正的困難情況。

6.13. 一九九四年二月，我們再度研究此事。我們獲悉紀律部隊的職方並不完全支持有關建議。他們對政府可能降低服務條件一事表示關注，更擔心建議會打擊員工士氣和引致招聘方面的困難。我們的研究結論是維持先前意見。

6.9. We advised the Administration along the above lines in November 1993.

Common Terms of Appointment and Conditions of Service

6.10. The Administration issued a Consultation Document on Civil Service Terms of Appointment and Conditions of Service in October 1993 proposing, among other things, a new set of common terms of appointment and conditions of service ("Common Terms") for general application.

6.11. We first considered the document in December 1993. We felt that, generally speaking, it would be reasonable to introduce into the Civil Service a uniform set of terms of appointment and conditions of service based on local employment terms and conditions, but modernized to take into account the prevailing circumstances in the Service.

6.12. However, we also drew the Administration's attention to the special situations of the Police Force, the ICAC and the Government Flying Service, having regard to the significant proportion of agreement officers working in those departments and the need for these departments to retain expertise and experience. We also urged that the Administration should conduct thorough consultation, take heed of negative staff reactions and, where necessary, make adjustments on contentious issues, with a view to accommodating cases where genuine hardship might be involved.

6.13. We considered this subject for the second time in February 1994. We noted that the reactions of the disciplined services staff had not been entirely supportive. Concern had been expressed about a possible erosion in conditions of service, and there was anxiety about the undesirable effects of the proposals on staff morale and recruitment. We concluded that our previous comments remained valid.

6.14. 在審慎研究員工和部門管方的建議書，以及立法局公務員及資助機構員工事務委員會和四個中央公務員評議會的初步意見後，政府修訂了有關建議，並在一九九四年八月第三次徵詢我們的意見。

6.15. 基於政府提供的資料，我們大體上再次贊同劃一聘用條款及服務條件的建議。我們注意到，第三份建議書提議的新服務條件大體上較最初提議的為佳。我們認為這些建議可以接受，並應作為日後實施的基礎。

6.16. 關於度假旅費津貼方面，我們認為鑑於一九九七年將近，按香港至倫敦來回機票票價為基礎而釐定津貼額的安排，其中的理據可能有需要作出檢討。政府也可能需要重新研究申請海外教育津貼可接受國家方面的限制。

6.17. 有委員指出(雖然這未必是一致意見)，由於建議的重點是為所有將來招聘的公務員(不論身份)制定劃一的聘用條款和服務條件，因此這次研究實無必要加入“本地人”的定義問題，而將來新聘公務員的身份亦會按當時適用的規定及規例界定。委員擔心在劃一條款的建議中加入“本地人”的定義會令諮詢過程節外生枝。他們重申先前的意見，就是實施劃一條款的建議不應與政府的本地化政策一併考慮。

6.14. Having considered carefully the submissions from staff and departmental management, as well as the preliminary views of both the Legislative Council Public Service Panel and the four central staff consultative councils, the Administration modified its proposals and sought our advice for the third time in August 1994.

6.15. On the basis of the information provided by the Administration, we again generally endorsed the development of a set of common terms of appointment and conditions of service. We noted that the new conditions of service proposed in the third submission represented general improvements over the initial proposals, and we considered that they could be accepted as the basis for implementation.

6.16. As regards Leave Passage Allowance, we considered that, in the run-up to 1997, there might be a need for the Administration to review the rationale for basing the allowance on the return air fares between Hong Kong and London, and to re-examine the restriction on the countries acceptable for the purpose of claiming Overseas Education Allowance.

6.17. While not necessarily representing the consensus, some of our Members expressed the view that, given that the focus of the exercise was to introduce a common set of terms of appointment and conditions of service for all future recruits irrespective of status, there were no compelling reasons for the definition of a “local” to be included in the current exercise as the status of all future recruits would be determined at the time of appointment in accordance with the rules and regulations then prevailing. Members were concerned that including the definition of a “local” in the common terms proposals would bring about unnecessary complications in the consultations process. They reiterated their earlier comment that the implementation of the common terms proposals should not be considered together

6.18. 一九九四年九月，我們按上述結論向政府當局提交意見。

6.19. 一九九八年三月，政府當局再度諮詢我們的意見。當時唯一的修訂建議是，劃一條款將不適用於所有在職的，包括長俸制及合約制的公務員，但只會適用於在某一日後新入職的公務員。這是因為在職人員如果要由現行條款轉按劃一條款受聘，政府將要為他們作出大量的行政安排，加上政府亦顧及到這些在職公務員的感受。由於政府當局已經全面考慮我們的意見，我們支持政府當局的修訂建議。

高級公務員房屋福利檢討

6.20. 一九九四年一月，政府當局就他在檢討居所資助計劃時制定的指導原則及初步建議及自行租屋津貼和住所津貼的資助金額，徵詢我們的初步意見。

6.21. 大體上，我們支持增加居所資助計劃的津貼，以便取代高級公務員宿舍及自行租屋津貼的福利。我們認為政府應盡量與員工商討，令他們接納修訂後的津貼方案，同時以不大幅增加開支為前提。如需要的話政府應修改有關的指導原則和建議。

6.22. 在指導原則方面，我們建議應略作修改，理由如下：

- (a) 自行租屋津貼、住所津貼與居所資助津貼金額的差別，既要顧及對比關係，也要保留合理程度的差幅，以配合三個計劃的不同目標、不同的市場

with Government's localization policy.

6.18. We advised the Administration along these lines in September 1994.

6.19. The Administration approached us again for advice in March 1998. The only change proposed was that the Common Terms should not be applied to serving officers (whether permanent and pensionable officers or agreement officers) but only to new recruits with effect from a current date, having regard to the considerable administrative arrangements which would be involved in transferring serving officers to Common Terms and the concerns of serving officers. We advised the Administration that we supported these revised proposals as they had fully taken into account our views.

Review of Housing Benefits for Senior Civil Servants

6.20. In January 1994, the Administration sought our preliminary comments on the guiding principles and initial proposals which it had developed in its review of the Home Financing Scheme, and also on the rates of Private Tenancy Allowance and the Accommodation Allowance.

6.21. We generally supported the policy objective of enhancing the Home Financing Scheme so as to replace non-departmental quarters and the Private Tenancy Allowance. We felt that the Administration should aim at negotiating staff acceptance of any revised package without unduly increasing costs, and should where necessary modify the guiding principles and proposals.

6.22. As regards the guiding principles, we suggested that they should be slightly refined to reflect that -

- (a) There should be a balance between the comparability and the justifiable differences in the value of Private Tenancy Allowance, the Accom-

情況，以及各類員工不同的需要。

- (b) 須找出置業的問題所在，務求制定合適的建議，盡量滿足員工的實際住屋需要。

6.23. 關於政府初步的建議，鑑於在兩年半內(一九九零年十月一日至一九九三年四月一日)首長級人員的平均自行租屋津貼額增加了32%，非首長級高級公務員的平均自行租屋津貼額增加了45%，因此，為配合自行租屋津貼而把居所資助津貼額提高35%的建議，也不無道理。

6.24. 把最高的首期貸款額提高至樓價三成或申請人的24個月薪金，以較少者為準，可為一些有意參加這計劃的人員解決一些眼前的問題，而又不增加政府的實際開支。不過，合約僱員仍不合資格申請首期貸款，廉政公署人員過往曾就這點提出異議。此事仍有待當局考慮是否可進一步把首期貸款安排擴展至惠及這些僱員。

6.25. 我們指出，規定自行租屋津貼和住所津貼的加幅以通脹率為上限，可能會引起員工的不滿。甲類消費物價指數包含多種消費品和服務，租金指數只佔其中20.56%，因此把兩者掛鈞的建議理由並不十分充分。如果租金增幅比指數增幅大，則正在領取自行租屋津貼和住所津貼的人員便會因為房屋福利遭到削減而感到受屈。

modation Allowance and the Home Financing Allowance rates to suit the different objectives of these schemes, the different market forces and the different needs of various staff groups.

- (b) The problems associated with home ownership ought to be identified with a view to designing proposals which would match the realistic housing needs of staff as far as possible.

6.23. As regards the Administration's initial proposals, given that the average Private Tenancy Allowance rates had, over a period of two and a half years (from 1 October 1990 to 1 April 1993), increased by 32% for directorate officers and 45% for senior non-directorate officers, the proposal to raise the Home Financing Allowance rates by 35% to catch up with the Private Tenancy Allowance rates was not unreasonable.

6.24. Raising the maximum of the down-payment loan to 30% of the purchase price of a property or an officer's 24-month salary, whichever was the less, would reduce known obstacles to many prospective participants without increasing the real costs to Government. However, agreement officers remained ineligible for the down-payment loan; and this point had previously been contested by ICAC staff. It remained for the Administration to consider whether a further extension of the down-payment loan to them was warranted.

6.25. We noted that the Administration's intention to cap the increase of Private Tenancy Allowance and Accommodation Allowance rates by the rate of inflation might give rise to staff complaints. As rental indices accounted for only 20.56% of the Consumer Price Index (A), which covered a range of consumables and services, the proposed linkage was not entirely defensible. In the event that the increase in rental outstripped the rise in the Index, officers drawing Private Tenancy Allowance and Accommodation Allowance might legitimately feel aggrieved at the erosion of their housing

6.26. 我們贊同政府的觀點，就是如按建議取消現時領取居所資助津貼人員在換購較高價物業後領取修訂津貼額的資格，員工可能認為政府在單方面削減他們的服務條件和資格。對於參與不同類別房屋福利計劃的現職公務員來說，我們也認為這些初步建議可能會引起他們的爭議。這是因為如果建議實施後，他們並不能從中受益。我們認為當局應小心考慮這些事項和其他有關問題，以及如可處理這些事項，從而減少可能引起的員工關係問題。關於修定後的居所資助計劃的預期參與率及該計劃對地產市場影響的事宜上，我們認為該計劃的吸引力對目標組別人士而言（即現居於高級公務員宿舍或收取自行租屋津貼的公務員），仍有待確定。當局可考慮諮詢有關的目標組別。

6.27. 此外，一位委員認為有關建議應實質上足以協助公務員置業。不過，在普羅市民因為樓價飆升和銀行縮減貸款而越來越難自置物業的時候，政府不能令人覺得過分“照顧”他的僱員。

6.28. 就最初中一輪諮詢而言，我們於一九九四年三月按上述結論向政府當局提交意見。

6.29. 一九九四年五月，政府在廣泛諮詢各員工協會後提出一套針對居所資助計劃的修訂建議，並徵詢我們的意見。

benefits.

6.26. We endorsed the Administration's observation that the proposal to withdraw the existing Home Financing Allowance recipients' eligibility to draw the revised rates on "trading-up" their properties might be viewed by staff as a unilateral reduction in their entitlements and conditions of service. We also perceived that the initial proposals were likely to be contentious among groups of serving officers, receiving different types of housing benefits, who would not benefit from the new arrangements, if implemented. We considered that the Administration should carefully consider these points and other related problems and how these should be addressed in order to minimise staff relations implications. As regards the envisaged participation rate of the revised Home Financing Scheme and its impact on the property market, we suggested that the attractiveness of the revised scheme to the group which was the main target, i.e. officers living in non-departmental quarters and those drawing the Private Tenancy Allowance, had yet to be ascertained. It might be worthwhile to consult the targeted group.

6.27. In addition, one Member commented that the proposed package should in real terms be adequate to assist officers to become home owners. However, the Government must not be seen as unduly "protective" of its employees while the community at large had to face increasing difficulties in home purchase (because of soaring property prices and a cutback in bank finance).

6.28. For the preliminary round of consultation, we advised the Administration along the above lines in March 1994.

6.29. In May 1994, having consulted staff associations widely on the issue, the Administration came up with a modified package of proposals confined to the Home Financing Scheme, and presented it to us for advice.

6.30. 大體而言，我們支持修訂建議的整體方向，但提出一點，就是取消原建議對自行租屋津貼加幅的上限，然而居所資助津貼每年的調整卻不得超過甲類消費物價指數的增幅，這樣不維持對比關係可能會令租屋比置業更具吸引力。我們認為，如按原先的建議規定自行租屋津貼加幅也以甲類消費物價指數增幅為上限，會有較大可能達到鼓勵領取自行租屋津貼人員轉為加入居所資助計劃的目標。

6.31. 我們獲悉，政府會另外研究向合約僱員提供首期貸款的建議。我們在支持將居所資助計劃的選擇期限延長一年至一九九五年九月的同時，亦表示將來如有需要政府可考慮再延長期限。我們又獲悉，在審慎考慮員工反應和公眾利益後，政府建議取消有關轉換較高價物業的規定。

6.32. 就第二輪諮詢而言，我們於一九九四年五月按上述結論向政府提交意見。

6.33. 一九九四年八月，為了進一步顧及員工所關注的問題，政府當局草擬另一份有關居所資助計劃的修訂建議，並徵詢我們的意見。這是政府向我們進行的第三輪諮詢。

6.34. 基於政府當局提供的建議和資料，我們大體上重申支持建議的整體方向。

6.35. 不過，我們知道高級公務員評議會的員方代表仍未妥協，而紀律部隊多個員工協會仍未提交實質意見。有見於此，我們

6.30. We generally supported the overall direction of the changes proposed but noted that the modified proposal for removing the proposed cap on future revisions of Private Tenancy Allowance, whilst capping the annual revision of the Home Financing Allowance by the CPI(A), might make renting more attractive than home purchase if relativities were not maintained. We considered that the objective of inducing Private Tenancy Allowance recipients to switch to the Home Financing Scheme was more likely to be achieved if revision of the former could, in future, also be capped by the CPI(A) as originally proposed.

6.31. We noted that the Administration was separately reviewing the case for providing down-payment loans to agreement officers. While expressing our support for extending the option period for the Home Financing Scheme by another year to 30 September 1995, we suggested that the Administration might wish to consider further extension of the option period should the need arise in future. In addition, we noted that the Administration had proposed to withdraw the trading-up provision after giving very careful consideration to staff reactions and the weight of public interest.

6.32. For this second round of consultation, we advised the Administration along these lines in May 1994.

6.33. In August 1994, further to address the concerns of staff, the Administration drafted a revised package of proposals for the Home Financing Scheme and sent it to us for advice as a third round of consultation.

6.34. On the basis of the submission and the information provided by the Administration, we generally re-affirmed our support for the overall direction of its proposals.

6.35. Nevertheless, we noted that the latest reactions from the staff side of the Senior Civil Service Council remained

提議政府繼續與員工磋商，審慎考慮員工反對所可能引致的惡果，並採取預防措施，以防政府“現時領取津貼人員轉換物業後領取特定津貼額的建議”遭到質疑。

uncompromising, and that the staff councils of the disciplined services had yet to make substantive comments. We therefore suggested that the Administration should continue its discussions with staff, be prudent about the possible adverse effects of negative staff reactions and should take the necessary precautionary steps in case its proposed “trading-up provision for existing recipients” was challenged.

6.36. 我們注意到，公務員房屋福利種類繁多，過於複雜，日後可能會帶來不必要的行政問題。故此，我們認為中期來說政府應力求簡化各項計劃。

6.36. We noted that the range of civil service housing benefits had become unduly complicated and could create unnecessary administrative problems in the future, and we therefore considered that the Administration should aim at simplifying these various schemes in the medium term.

6.37. 就第三輪諮詢而言，我們於一九九四年九月按上述結論向政府提交意見。

6.37. For the third round of consultation, we advised the Administration along these lines in September 1994.



紀常會委員訪問北角警署
Committee Members visit North Point Police Station