

## 人力資源管理檢討

6.38. 一九九四年二月，我們研究了政府的人力資源管理檢討建議，並對最初的建議提出一些概括性的論點和初步意見。

6.39. 關於人力資源管理架構方面，我們認為要成功推行該計劃，部門管方必需取得員工的參與和合作。我們促請有關方面應廣泛向員工灌輸當局的抱負與使命，促使員工了解並接納這些理念。

6.40. 我們認為有需要略為修改有關原則，以便包含“盡量令員工的期望與部門的目標互相配合”這個因素。

6.41. 在招聘短期僱員以補充長俸制的公務員人手不足方面，我們認為市民需要一支職業的公務員隊伍，政府僱用的非常額人員人數不能太多，而且應在特殊的情況下，為應付特別服務需要時才聘用該些人員。建議在薪酬方面的彈性應受制於一個總的財政限制和其他方面的管制措施，包括一些有利節約的措施。

6.42. 關於員工獎勵計劃方面，我們認為這些計劃應精心設計，並廣為員工接納，而且應力求肯定個別員工對隊伍／小組目標的貢獻；否則，這些計劃便不能發揮作用，更甚者可能造成分化和打擊士氣。我們認為當局應審慎行事，採取具建設性的方法，例如定期檢討進展和根據經驗作出修改。

6.43. 就公務員的職系結構方面，我們

## Human Resource Management Review

6.38. In February 1994, we considered the Administration's proposals for the Human Resource Management Review. We made broad observations and preliminary comments on the initial proposals.

6.39. As regards the HRM framework, we urged that the Government's vision and mission should be extensively communicated to, and indeed understood as well as accepted by, staff, as success would necessarily be built on staff involvement and co-operation.

6.40. We were of the opinion that some fine-tuning of the principles would be necessary in order to incorporate the factor of "matching as far as possible the aspirations of staff with the objectives of the departments".

6.41. On recruitment of short-term staff as a supplement to permanent and pensionable officers, we considered that, given that the community needed a career civil service, the engagement of non-permanent staff ought to be on a limited scale, on an exceptional basis, and targeted at selected staff to meet specific service needs. The proposed flexibility in remuneration should be subject to an overall financial limit and other control measures, including those that were conducive to achieving savings.

6.42. Regarding other staff incentive schemes, we suggested that they should be suitably and carefully designed, accepted by staff as fair, and should aim to recognise the efforts of individuals contributing to the team/group goals, otherwise these schemes might fail to serve their purpose or even become divisive or demotivating. We considered that a careful but constructive approach should be adopted, e.g. by periodically reviewing progress and making adjustments in the light of experience.

6.43. Regarding the career structure of

認為，某個職系如有任何改變，都可能影響到其他職系(不論是否屬同一支紀律部隊，抑或屬其他紀律部隊)的薪酬和與其他職系的對比關係。鑑於紀律部隊的職責獨特，需接受昂貴的專業訓練，而且彼此的對比關係密切，故整體簡化職系結構或合併的建議對它們來說不太可行。

6.44. 我們研究政府對於人力資源管理政策和措施的抱負時，發覺各種人力資源管理改革千絲萬縷、互有關連。我們認為主要責任應在現時的管理人員身上：這些人員是推動改革的主力。我們也可以想像，某些部門如果過去是由沒有所需資歷、經驗或能力的人士擔任人力資源管理經理，則將會遇到實際困難，而這情況尤以紀律部隊為然。我們建議政府研究這些特殊情況，悉力推動有關的人力資源管理計劃，讓管理人員掌握所需的專才，協力推行這個嶄新制度。

6.45. 我們促請政府顧及部門管方的意見，以具建設性的合作形式，與部門攜手制定配合他們工作目標的策略及行動計劃。因此，政府需要留意員工的感受和士氣，故必需保持有效溝通。為審慎起見，初步只能推行一些“可接受”的改革。

6.46. 我們認為，有些紀律部隊由於工作因素獨特、“職業文化”和要求不同、市民的期望也不同，因此可能不太適宜推行一些人力資源管理改革措施。舉例來說，執行巡邏任務的警員和撲滅火警的消防員是擔任整體性的工作，對他們來說薪酬與工作表

civil servants, we considered that any change in a grade might have pay, comparability and sensitivity implications for other grades within a disciplined service and among other disciplined services as well. Given their distinct functions, the specialised and costly training involved, and the existing close relativities, any overall simplification of grade structure or merger would tend to be less viable in the disciplined services.

6.44. When deliberating on the Administration's aspirations for HRM Policy and Practice, we observed, broadly, that the various strands in HRM reforms were interrelated. We considered that the primary responsibility should fall on the existing managers who were in essence 'change agents'. We also envisaged the practical difficulties which departmental management generally, and some disciplined services in particular, would face, where there was a tradition, or the management practice was such, that the officers operating as HRM managers did not have the necessary qualifications, background and acumen. We suggested that the Administration should look at these special circumstances, and take care to motivate and to equip them with the necessary HRM expertise to run the new system.

6.45. We urged that the Administration should take heed of departmental management comments and, on the basis of a constructive partnership approach, jointly work out with departments a strategy and an action plan to meet their objectives. There was, therefore, a need to be mindful of staff perceptions and morale, and effective communication would play a crucial role in the process. It would be wise if only 'acceptable' changes were implemented initially.

6.46. We considered that some HRM reforms might be less suitable for application to some of the disciplined services due to their peculiar work factors, their different 'culture' and requirements, and public expectations. For example, the performance-related pay scheme

現掛鈞的計劃可能不切合實際。建議也可能引起員工之間的爭議、破壞薪酬的一致性，以及帶來其他不良影響，因而影響紀律部隊的穩定性，帶來不良後果和引起市民關注。

6.47. 關於建議的協助招聘措施，如降低入職條件和按認可經驗遞加增薪等，我們建議政府應確保有足夠的防止濫用和制衡措施，以免削弱紀律部隊與文職部門爭相招聘同一批應徵者時的競爭力。

6.48. 至於在紀律部隊實施彈性合約制方面，我們認為這種彈性制度較適合文職和專業人員，而對大部分紀律人員來說，由於需要維持核心的職業紀律人員，以保持紀律部隊的穩定並顧及接任問題，因此彈性合約制度可能不太適合。鑑於市民對治安的關注，以及紀律部隊的工作性質和敏感性，這個因素至為重要。

6.49. 一九九四年三月，我們按上述結論向政府提交意見。

#### 為在管理線工作的海關人員提供一年一次的體格檢驗服務

6.50. 一九九七年五月，海關關長以空氣質素欠佳為理由，建議為在管理線管制站檢查過關車輛的海關人員，提供一年一次的體格檢驗服務。

6.51. 考慮到所有有關因素，特別是衛

might not be practical for policemen on the beat or for firemen on fire-fighting duties, as they normally operated as a team. The proposal might also cause contention amongst staff, disrupt the pay parity within the services, and have other possible undesirable effects, which might affect the services' stability and result in adverse consequences and public concern.

6.47. On the proposed recruitment inducement measures such as lowering the entry qualifications and offering an incremental credit for experience, we suggested that the Administration should ensure that sufficient safeguards and checks against abuse were in place to avoid jeopardising the competitiveness of the disciplined services viz-a-viz the general civil service for the same pool of candidates.

6.48. Regarding the flexible contract terms in the context of the disciplined services, we felt these would be likely to be more suitable for civilians or specialists than for the majority of uniformed officers, given that there was a need for a core of career civil servants to man the services for the purposes of stability and succession planning. This factor was also important, given the public concern over law and order, and the nature and sensitivity of the tasks handled by disciplined staff.

6.49. We advised the Administration along the above lines in March 1994.

#### Annual Medical Examination for Customs and Excise Officers Working at the Border

6.50. In May 1997, the Commissioner of Customs and Excise submitted a proposal to provide an annual medical examination for Customs and Excise officers inspecting vehicles at the Border Control Points, in view of the unsatisfactory air quality there.

6.51. Having taken into account all

生署署長的意見，我們認為並無充分理由，為在管理線管制站處理過關車輛的海關人員提供一年一次的體格檢驗服務。然而，為了解決問題，我們認為海關關長應該：

- (a) 繼續在每個檢查關卡提供空氣潔淨器，並在落馬洲入境事務處檢查關卡的系統證實有效後，考慮在各海關檢查關卡安裝清新空氣處理機，讓經過處理的清新空氣輸入檢查關卡；
- (b) 考慮縮短在管理線管制站工作的海關人員調職的時間，例如縮短至 18 個月；及
- (c) 鼓勵懷疑自己因工作環境而患上疾病的海關人員，使用觀塘賽馬會健康院轄下職業健康診所的服務。

pertinent factors, particularly the comments of the Director of Health, we concluded that a sufficient case had not been made for such medical examinations to be provided. However, to tackle the problem at source, we advised that the Commissioner should -

- (a) continue to provide air cleaners inside each kiosk, and consider installing fresh air handling units to supply treated clean air for the kiosks once the effectiveness of the system installed in the Immigration kiosks at Lok Ma Chau had been proven;
- (b) consider rotating officers working at the Border Control Points to other jobs after a shorter period of time, say 18 months; and
- (c) encourage any officers who suspected they might be suffering from illness related to their working environment to make use of the service of the Occupational Health Clinic at the Kwun Tong Jockey Club Health Centre.



紀常會委員訪問香港海關文錦渡管制站  
Committee Members visit the Customs control point at Man Kam To

6.52. 我們在一九九七年九月按上述結論向行政長官提交意見，並在同年十二月將意見通知海關關長。

### 學生旅費計劃檢討

6.53. 一九九七年七月，政府當局提出建議，希望由一九九八年七月起實施學生旅費津貼，讓有關人員為他們的合資格子女購買留學機票，並建議終止與兩間航空公司簽署的機票協約。政府就這些建議徵詢我們的意見。

6.54. 學生機票計劃只適用於一九九六年八月一日前獲聘的公務員。我們得知有關的學生機票安排有欠靈活，限制太多，而且市場上其實有多間航空公司和多種票價可供選擇。再者，建議的安排可為政府每年節省約1,700萬元開支。

6.55. 我們經詳細研究建議的計劃，包括現金帳目概念、可選購中途停站的非直航機票、可把未用的津貼額結轉，以及管制父母利用有關福利探望在海外留學的子女等問題，所得結論是，政府的提議是合理和值得支持的。

6.56. 不過，我們也認為政府應密切監察新計劃的運作，防止濫用，而且應在適當時候全面檢討為公務員子女提供留學旅費資助的問題。

6.57. 一九九七年九月，我們按上述結論向政府當局提交意見。

6.52. We advised the Chief Executive along these lines in September 1997. The Commissioner was informed of our advice in December 1997.

### Review of School Passage Arrangements

6.53. In July 1997, the Administration sought our advice on its proposals to introduce, with effect from July 1998, a School Passage Allowance for officers to procure school passages for their eligible children, and to terminate the Air Passage Agreement which had been signed with two airline companies.

6.54. We were informed that the school passage arrangements, applicable to officers who were offered appointment before 1 August 1996 only, were too rigid and restrictive; that a wider choice of airlines and fares was available in the market; and that the proposed arrangements would result in annual savings of about \$17 million for Government.

6.55. Having examined in detail the cash account concept of the proposed arrangements, the fact that indirect flights with stopovers could be processed under the new scheme, the carryover of unspent amounts, and the control over the benefits for parents visiting their children studying overseas, we concluded that the Administration's approach was sensible and deserved support.

6.56. Nevertheless, we considered that, in administering the new scheme, the Administration should closely monitor it to ensure there was no abuse; and that there should be a comprehensive review of sponsored passages for civil servants' children studying overseas, at some suitable stage.

6.57. We advised the Administration along the above lines in September 1997.

## 度假旅費計劃檢討

6.58. 政府當局建議採用新的基準來調整合資格人員可享的度假旅費津貼額，一九九七年七月，當局就此事徵詢我們的意見。

6.59. 我們注意到建議的要點如下：

- (a) 由於與兩間航空公司簽署的機票協約將會終止，因此將再無合約票價。
- (b) 有關人員所享有的旅費津貼會依據其服務條件說明書的條款和有關的《公務員事務規例》而定。
- (c) 最初的度假旅費津貼額，會按實施當日適用於有關薪酬級別人員的津貼額而定。
- (d) 度假旅費津貼將會在每年四月調整，調整幅度是參考該年二月前 12 個月內恆生消費物價指數中的旅行團價格的變動。
- (e) 倘某名以海外條款受聘的人員在一個完整周期內可享的度假旅費津貼不足以購買一張標準航程的機票，他可要求當局提供由香港至他原籍國的可享等級的直航機票，以代替度假旅費津貼。
- (f) 當局會透過下述辦法／規定增加計劃的彈性：
  - (i) 提高人員或其合資格家屬可結轉或可從其他家屬的帳目轉撥的未用度假旅費津貼限額；及
  - (ii) 有關人員可在任何假期周期內一次使用度假旅費津貼支

## Review of Leave Passage Arrangements

6.58. In July 1997, the Administration sought our views on its proposals for adopting a new basis for revising the rates of Leave Passage Allowance for all eligible officers.

6.59. We noted the following main features of the proposed arrangements -

- (a) Contract fares would no longer be available since the Air Passage Agreement with the two airline companies would be terminated.
- (b) An officer's passage entitlement would be in accordance with the provisions in his memorandum on conditions of service, and Civil Service Regulations.
- (c) The initial rate of Leave Passage Allowance (LPA) would be set at the prevailing rate payable to an officer in the respective pay bands at the date of implementation.
- (d) Future revisions of LPA would be made in April every year with reference to package tour price changes in the Hang Seng Consumer Price Index for the 12-month period ending in February of that year.
- (e) In the event that the entire amount of LPA for a full cycle was insufficient for an officer on overseas terms to procure a standard passage, the officer could request the provision of an air ticket of his entitled class by a direct route between Hong Kong and his country of origin in lieu of LPA for that cycle.
- (f) More flexibility would be introduced by-
  - (i) increasing the limit of unused LPA which an officer or his/her eligible family members could carry forward or transfer from other members' accounts; and
  - (ii) allowing the use of LPA for passages taken during public

付在公眾假期、事假或基本假期期間外遊的旅費。這項放寬規定的建議，可讓以例假條款受聘的人員在他們的兩年半任期內放取短假外遊。

6.60. 我們認為政府的提議是合理的。我們於一九九七年九月去信當局支持該提議。

### 修訂政府飛行服務隊空勤主任職系聘任指南的建議

6.61. 一九九七年十一月，政府建議將《政府飛行服務隊空勤主任職系聘任指南》略作修訂，以反映投考空勤主任的人士再無須具備軍事飛行經驗。

6.62. 聘任指南是一份人事管理參考文件，為負責招聘或晉升事宜的人員提供內部指引，當中載述該職級或職系的聘用條件、工作性質、薪級、晉升機會等資料。

6.63. 目前的指南是政府飛行服務隊於原為皇家香港輔助空軍而制定，一直沿用至今。鑑於服務隊須在一九九八年一月招聘空勤主任，在處理招聘和聘任事宜時須引述最新的聘任指南，因此，政府飛行服務隊總監擬備了一份修訂指南，提交公務員事務局審議。

6.64. 建議的修訂旨在：

holidays, casual leave or basic leave on one occasion during any leave cycle - this proposed relaxation would enable those on vacation leave terms to take short holidays within their 2½ years tour.

6.60. We considered that the Administration's approach was sensible and expressed our support for the proposals in September 1997.

### Proposed Amendments to the Guide to Appointment for the Air Crewman Officer Grade

6.61. In November 1997, the Administration sought our advice on its proposal to make minor amendments to the Guide to Appointment for the Air Crewman Officer grade in the Government Flying Service, to reflect the fact that it no longer required military flying experience.

6.62. The Guide to Appointment is a personnel administration reference document - an internal check-list for the guidance of officers dealing with recruitment or promotions. It sets out the appointment requirements, type of work, pay scale, promotion prospects etc. in respect of a particular rank or grade.

6.63. The Guide for the Air Crewman Officer grade had been drawn up for the Royal Hong Kong Auxiliary Air Force, and had remained unchanged since its transformation into the GFS. In anticipation of the need to conduct a recruitment exercise in January 1998, and of the need to refer to an updated Guide in handling subsequent recruitment and appointment matters, the Controller, GFS submitted a revised Guide to Civil Service Bureau for consideration.

6.64. The proposed amendments were

- (a) 把目前指南中提述的“軍事標準”改為“政府飛行服務隊標準”；及
- (b) 增添指南的內容，說明操作定翼機的經驗可代替操作直升機的經驗。

6.65. 這項建議很簡單，我們同意政府的看法，認為修訂指南是合理的。

6.66. 公務員事務局局長已表明上述修訂不會影響空勤主任職系現時的薪酬結構。我們考慮過公務員事務局局長和民航處處長的意見後，於一九九七年十二月致函行政長官支持該建議。我們其後在一九九八年一月把意見通知總監。

intended to -

- (a) replace references to “military standards” in the existing Guide by “GFS standards”; and
- (b) expand the Guide to include experience of fixed-wing aircraft operations as an alternative to experience in helicopters.

6.65. This was a straightforward proposal. We shared the Administration’s view that the amendments to the Guide were sensible.

6.66. Having considered the comments of the Director of Civil Aviation and those of the Secretary for the Civil Service, who had confirmed that the amendments carried no implications for the existing pay structure of the Air Crewman Officer grade, we advised the Chief Executive in December 1997 that we thought the proposed amendments should be supported. The Controller was informed of our advice in January 1998.



紀常會委員訪問啟德機場飛行服務隊總部  
*Committee Members visit the Government Flying Service Headquarters at Kai Tak*