

闡明改革措施的目的，並一再強調當前經濟上的必需措施 — 即由於經濟衰退，政府一如私營機構般，必須削減開支，提高效率。此外，當局似乎亦需要闡明有關的緩急次序 — 包括公務員體制改革(和房屋署公司化等牽涉上述改革的問題)範疇內的緩急次序，以及公務員體制改革與政府在教育、醫護、社會福利等方面正制定的其他具深遠影響的政策措施之間的緩急次序。

- (c) 我們提議，‘改變管理過程’一事必須慎重考慮。我們亦建議改革步伐應稍為放緩，並應加倍努力爭取職管雙方的支持，就必需和實際可行的改革措施參考他們的意見。首先或需表明無論如何不會全面推行較具爭議性的建議。政府可考慮公布在若干刻意挑選並願意參與的部門試行有關合約制和薪效掛鈎的建議，繼而推行較少爭議的措施 — 這些措施畢竟仍會對公務員的效率有正面的影響。

我們所關注的，是當局應避免推行任何可能影響本港紀律部隊整體卓越表現的措施。他們已贏取廣大市民的尊敬和信心。我們深信，任何可能對士氣和效率有損，或令有效的運作方式徹底改變的措施，均難以獲得員工的熱烈支持。

more precisely, and if the underlying **economic imperatives** could be re-emphasised - i.e. that the Civil Service, like the private sector, had got to cut costs and improve efficiency because of the recession. There also appeared to be a need to clarify the **priorities** - both **within** the ambit of Civil Service Reform (and the issues which had become enmeshed with it, like Housing Department corporatisation), and **between** Civil Service Reform and the other far-reaching policy initiatives which the Administration was developing (in the fields of Education, Health Care, Social Welfare, etc).

- (c) We suggested that the ‘**change management process**’ needed exceptionally careful thought, and that the pace of change should be slowed down somewhat, while efforts were redoubled to get management and staff support, drawing on **their** ideas as to where reform was necessary and practical. A first step might be to make it clear that the more controversial proposals were not to be pushed through service-wide come what may. The Administration could consider announcing **trials** for the proposals for **contract appointment and performance pay** in a few carefully selected and willing departments. It could then press ahead with the less contentious issues - which, after all, should still have a very worthwhile impact on civil service efficiency.

It was our concern that nothing should be done which might undermine the general excellence of Hong Kong’s disciplined services. They had earned the respect and confidence of the general public, and we felt sure that there would be little enthusiasm for any measures which could damage their morale and efficiency or radically alter the effective way in which they operated.

6.22. 一九九九年六月，我們根據上述結論向政府提供意見。

6.22. We advised the Administration along these lines in June 1999.



警察特警隊人員向紀常會委員展示他們水下使用的裝備
Committee Members being shown underwater equipment used by the Police Special Duties Unit

往返住所及辦事處交通費檢討

6.23. 政府建議以補助交通津貼，取代分別根據《公務員事務規例》第731和735條發放的往返住所及辦事處交通費，以及往返住所及辦事處行車津貼。政府就此在一九九九年十一月徵詢我們的意見。

6.24. 往返住所及辦事處交通費在五十年代開始發放。當時新界尚未充分發展，前往該區及區內的交通設施不足，需向派往新界辦事處工作而致車費增加的人員作出補償。合資格人員可申請發還部分往返住所及辦事處交通費；如果獲准駕駛自己的私家車

Review of Home-Office Travelling Expenses

6.23. In November 1999, the Administration sought our views on their proposal to introduce a Supplementary Travel Allowance to replace the existing provision of Home-Office Travelling Expenses under CSR731 and Home-Office Mileage Allowance under CSR735.

6.24. Home-Office Travelling Expenses (HOTE) were introduced in the 1950s when the New Territories were relatively undeveloped, transportation to and within the area was inadequate, and staff posted to NT offices needed to be compensated for the higher

執行職務，則亦可選擇申領行車津貼。

6.25. 政府檢討這項政策，並就往返住所及辦事處的行程進行調查後，作出結論，認為現行的往返住所及辦事處交通費和往返住所及辦事處行車津貼制度已不合時宜，但亦承認一點，就是公務員與私營機構大部分僱員不同，他們對實際工作地點沒有多大選擇的餘地。因此，對於須前往交通服務較少或交通費高地點工作的人員，政府認為仍有需要向他們提供合理的交通補助。

6.26. 政府建議的安排如下：

- (a) 以新的補助交通津貼，來取代往返住所及辦事處交通費和往返住所及辦事處行車津貼。
- (b) 派往離島(包括大嶼山)、邊界地區和其他交通服務較少地區(即“指定辦事處”)的辦事處工作的人員，有資格申領補助交通津貼。
- (c) 居住在“指定辦事處”所在區域的人員，沒有資格申領補助交通津貼。建議的地區如下：
 - (i) 港島區；
 - (ii) 九龍區(包括香港科技大學、將軍澳、清水灣)；
 - (iii) 西貢區；
 - (iv) 新界東區(包括大埔、沙田、馬鞍山、上水、粉嶺)；
 - (v) 新界西區(包括元朗、屯門、荃

travelling expenses they incurred. Eligible officers might claim a partial reimbursement of HOTE, or alternatively might opt for Home-Office Mileage Allowance (HOMA) if they were authorised to drive their private vehicles for duty purposes.

6.25. Having reviewed the policy and conducted a survey on home-office journeys, the Administration had concluded that the existing system of HOTE and HOMA was outdated. But they also recognised that, unlike most private sector employees, civil servants had little choice as to their actual place of work. The Administration therefore considered that there was still a need to provide a reasonable travel subsidy to those required to work in relatively inaccessible locations or in places where travelling costs were high.

6.26. The following arrangements were proposed by the Administration -

- (a) A new Supplementary Travel Allowance (STA) should be introduced to replace HOTE and HOMA.
- (b) Staff who were posted to work in offices located on outlying islands (including Lantau Island), border areas and those in other less accessible places (termed "designated offices") would be eligible for the STA.
- (c) Staff residing in the same regions as the "designated offices" would not be eligible for STA. The proposed regions were as follows -
 - (i) Hong Kong Region;
 - (ii) Kowloon Region (including Hong Kong University of Science and Technology, Tseung Kwan O, Clear Water Bay);
 - (iii) Sai Kung Region;
 - (iv) New Territories East Region (including Tai Po, Sha Tin, Ma On Shan, Sheung Shui, Fanling);
 - (v) New Territories West Region

灣、葵涌、青衣)；

(including Yuen Long, Tuen Mun, Tsuen Wan, Kwai Chung, Tsing Yi);

- (vi) 離島區(包括大嶼山及所有離島，每個離島均劃分為一個區)。
- (d) 補助交通津貼按工作日數及非實報實銷的原則發放，並應悉數課稅。發放的津貼分以下兩級，以反映前往不同地區的交通費。基本津貼額為：
- (i) 在機場／離島工作的人員 — 29 元
- (ii) 在其他“指定辦事處”工作的人員 — 9.2 元
- (e) 每年四月，會按綜合消費物價指數內有關公共交通工具收費計至該年二月底的 12 個月內的變動，來調整補助交通津貼，並會每五年全面檢討一次，確保津貼額足以反映須前往交通服務較少地區上班的人員當時的需要。
- (f) 如獲政府付費安排交通，便無資格申領補助交通津貼，除非行程的起點和終點，均位於可發放這項津貼的地點。
- (g) 有需要申請發還實際交通費的人員(包括並非在“指定辦事處”工作的人員)，須承擔“不得申領補助數額”。基本數額建議訂為每次來回 22.4 元。並會如上文第 6.26(e)段所述，逐年調整。

- (vi) Island Regions (including Lantau Island and all outlying islands, each island being by itself a region).
- (d) STA would be payable according to working days and on a non-accountable basis. It would be fully taxable. There would be two levels of payment to reflect the costs of journeys to different locations. The initial rates would be -
- (i) for staff working at the airport/outlying islands - \$29.0;
- (ii) for staff working at other "designated offices" - \$9.2.
- (e) STA would be adjusted in April every year with reference to fare changes on the relevant modes of public transport within the composite Consumer Price Index for the 12-month period ending February of the year. An overall review of the rates would be conducted every five years to ensure that they reflected the prevailing needs of the staff who were required to travel to offices in less accessible areas.
- (f) Officers who were provided with transport at government expense would not be eligible for STA unless both ends of the journey were in locations for which STA was payable.
- (g) Where officers (including those not working in "designated offices") had a need to claim reimbursement of actual travelling expenses, they would be required to bear a "no-claim" limit. The initial rate of this limit was proposed at \$22.4 per return journey. This rate would be revised annually as per para. 6.26 (c) above.

6.27. 政府建議發放新的補助交通津貼，以取代往返住所及辦事處交通費和往返住所及辦事處行車津貼，這個做法看來理據充分。鑑於自五十年代開始發放往返住所及

6.27. The Administration's proposal to introduce the new STA to replace the HOTE and HOMA appeared to be well justified. In the light of the transformation of the NT since HOTE was

辦事處交通費以來，新界已轉變了不少，加上公共交通亦已大為改善，顯然有必要改革現行制度。因此，我們認為這項建議值得支持。

introduced in the 1950s, and the great improvements in public transport, a revamp of the existing system was plainly necessary. We therefore believed that the proposal deserved support.



紀常會委員訪問香港海關羅湖管制站
Committee Members visit the Customs posts at Lo Wu Control Point

6.28. 一九九九年十二月，我們根據上述結論向政府提供意見。新安排由二零零零年四月一日起生效。

6.28. We advised the Administration along these lines in December 1999. The new arrangement took effect on 1 April 2000.

新聘公務員附帶福利的建議

6.29. 政府對新聘公務員附帶福利，特別是假期、度假旅費及房屋福利作出建議，並在二零零零年三月，徵詢我們的意見。

Proposed Fringe Benefits for Recruits

6.29. In March 2000, the Administration sought our advice on aspects of the proposed new fringe benefits for recruits - specifically leave, leave passages and housing.

6.30. 一九九九年十一月初，政府成立了一個入職制度及服務條件工作小組，成員來自公務員事務局、四個中央評議會(包括紀律部隊評議會及警察評議會)及四個公務員協會的代表，以方便政府與職方交流意見。(廉政公署職員協商委員會的職方意見則透過其他途徑徵詢。)工作小組已就一系列事項達成協議，包括：

- (a) 有關終止推行本地教育津貼計劃的建議；
- (b) 有關假期及度假旅費福利的建議；以及
- (c) 有關未來房屋福利的各項事宜(總薪級表第22點(或同等薪點)以下新入職公務員之房屋福利及終止提供首期貸款除外)。

6.31. 政府認為，要令新聘人員的假期及度假旅費福利較貼近私營機構的規定。政府注意到，私營機構往往提供“整筆薪酬”的福利條件，並同意公務員隊伍應於適當情況下採用類似的安排。

6.32. 政府的建議及與現行制度的比較，撮述如下：

- (a) **假期**
 - (i) 建議的假期賺取率(14至26日)低於一九九九年一月前受聘人員現時享有的假期賺取率(14至55.5日)，但並不太低於該日期之後，以劃一條款受聘人員可享有的假期賺取率(14至34日)。建議的假期賺取率顯

6.30. A Working Group on Entry System and Conditions of Service, comprising Civil Service Bureau officers and representatives from the four central staff consultative councils (including the Disciplined Services Consultative Council and the Police Force Council) and four service-wide staff associations, had been established in early November 1999 to facilitate the exchange of views between the Administration and Staff Sides. (The views of the ICAC Staff Consultative Committee Staff Side were sought through separate channels.) The Working Group had reached agreement on a range of issues including -

- (a) the proposed cessation of the Local Education Allowance scheme;
- (b) proposals on leave and leave passage benefits; and
- (c) various aspects of future housing benefits (except the housing benefits for recruits below MPS 22 or equivalent and the cessation of the provision of downpayment loans).

6.31. The Administration considered there was a need to better align the leave and leave passage benefits for recruits to provisions in the private sector. They noted there was a tendency to provide a "total remuneration" package in the private sector and agreed that, where appropriate, similar arrangements should be adopted in the Civil Service.

6.32. The Administration's proposals are summarised below -

- (a) **Leave**
 - (i) The proposed rates (ranging from 14 to 26 days) were lower than the existing rates of those employed before January 1999 (from 14 to 55.5 days), but were not significantly inferior to those enjoyed by officers employed after that

然與私營機構員工享有的相仿。

- (ii) 根據新方案，可享有的已賺取假期只限累積兩年。
- (iii) 離職時，積存假期可換取現金。
- (iv) 假期是按工作日來計算，以取代現行按曆日計算的方式。

(b) 度假旅費

- (i) 首長級人員有資格領取度假旅費津貼。首長級薪級表第 4 點或以上的人員，每 12 個月便獲發一次度假旅費，而首長級薪級表第 1 至 3 點的人員，則每 24 個月獲發一次。有關人員的配偶及子女(總數最高可達五人)也有資格領取。未使用的資貼額可予積存，惟總額不得超逾該名受惠人士現時可享有的津貼額的 200%。
- (ii) 根據建議的方案，會以 12 個月為期，在日期完結時，以現金津貼方式向首長級人員提供度假旅費；這筆津貼**非實報實銷**，但須課稅。津貼只會支付予首長級人員，而其配偶及受供養子女則不會再有資格領取，但這筆津貼不受防止雙重福利規則的限制。現時度假旅費津貼額會用作建議方案的基本津貼額。首長級薪級表第 1 點至第 3 點人員每年亦會獲得度假旅費，但數額為現行津貼額的一半。

(c) 房屋福利

- (i) 政府留意到，私營機構在提供附帶福

date on the new common terms (from 14 to 34 days). They were apparently in line with private sector practice.

- (ii) The accumulation of earned leave under the new package would be limited to two years' entitlement.
- (iii) Leave balances could be encashed when an officer left the service.
- (iv) Leave would be calculated on a **working-day** basis instead of a **calendar-day** basis as was currently the practice.

(b) Leave Passages

- (i) Directorate officers were eligible for a leave passage allowance. Officers of D4 rank and above were granted the allowance once every 12 months, and those of D1-D3 once every 24 months. The officer's spouse and children (up to a total of five recipients) were also eligible. Any unspent allowance could be carried forward to a total maximum not exceeding 200% of the recipient's current entitlement.
- (ii) Under the proposed package, leave passages would be provided for directorate officers at the end of a 12-month period in the form of a cash allowance that would be **non-accountable** but taxable. It would be paid in respect of the officer himself only and the officer's spouse and dependent children would no longer be eligible, but it would not be subject to the prevention of double benefits rule. The prevailing passage allowance rates would be used as the initial rates for the proposed package. Officers on D1-D3 would also be granted a passage allowance on a yearly basis, but at half the prevailing rate.

(c) Housing Benefits

- (i) Having noted that the private sector was

利方面，趨向採納“整筆薪酬”的概念，因此亦希望循同樣的方向發展。政府的建議是基於三項原則：

- (1) 與現行的房屋福利比較，新的房屋福利應不增加成本；
- (2) 新的房屋福利應與私營機構的做法及安排大致相仿；及
- (3) 新的房屋福利應易於執行，給員工靈活運用。

(ii) 政府提出下列的建議：

(1) **非實報實銷現金津貼**

政府會發放非實報實銷現金津貼，取代在總薪級表第 22 點或以上新入職公務員原來可參加的居所資助計劃、租金津貼計劃及自置居所資助計劃。政府經考慮職方的意見後，改良原先的建議，即總薪級表第 22 點以下新入職公務員，可選擇公務員公共房屋配額；若連續服務 20 年或以上，則可選擇非實報實銷現金津貼。

(2) **防止雙重福利規則**

政府計劃對領取非實報實銷現金津貼的人員，撤銷防止雙重福利規則。為了不增加成本，非實報實銷現金津貼率會比現行的津貼率折減 5%。

(3) **一般部門宿舍**

日後擔任非紀律部隊工作的新

moving towards a "total remuneration" concept in the provision of fringe benefits, the Administration wished to travel in the same direction. Their proposals were based on three principles -

- (1) the new housing benefits should be cost-neutral when compared with current housing benefits;
- (2) they should be broadly in line with practices and arrangements in the private sector; and
- (3) they should be simple to administer and provide flexibility for staff.

(ii) The Administration had made the following proposals -

(1) **Non-Accountable Cash Allowance**

A Non-Accountable Cash Allowance (NCA) would replace the Home Financing Scheme, the Rent Allowance Scheme and the Home Purchase Scheme for recruits on or above MPS22. For recruits below MPS22, the Administration had refined its original proposals in the light of the views of the Staff Sides to provide an option of either the Civil Service Public Housing Quota or, when they had at least 20 years of continuous service, the NCA.

(2) **Prevention of Double Housing Benefits Rules**

The Administration intended to remove the Prevention of Double Housing Benefits Rules for NCA recipients. In order to maintain cost-neutrality, the rates of NCA would be discounted by 5% of the existing rates.

(3) **General Departmental Quarters**

Departmental quarters (other

入職人員，不會再獲提供部門宿舍(為職位需要而設的宿舍不在此限)。當局正對紀律部隊房屋福利另外進行檢討，會在短期內諮詢紀常會。

(4) 終止提供首期貸款

政府有意終止提供首期貸款，理由如下：

- 新入職人員不會有長俸作為貸款保證金；
- 提供這類貸款有違以現金支付又非實報實銷的房屋福利精神；
- 合約人員及試用人員現在並無資格申領首期貸款，同時，不少政府資助機構及私人公司均並沒有向員工提供首期貸款。

不過，員方很重視首期貸款，認為對初級人員特別有幫助。

6.33. 假期及度假旅費的建議雖然引入若干靈活措施，但即使與劃一條款比較沒有那麼低，可是一般來說是低於大部分現職人員所享有的計劃。同樣，建議的房屋福利加入新的靈活措施，可能對一些人員具吸引力，但在其他方面則不及目前的安排，特別是撤銷首期貸款。

than post-tied quarters) would no longer be provided for future recruits to **non-disciplined** services. Housing benefits for disciplined services were the subject of a separate review which was underway and on which the Standing Committee would be consulted shortly.

(4) **Cessation of the Provision of Downpayment Loans**

The Administration wanted to cease the provision of downpayment loans (DPL) for several reasons -

- new recruits would have no pension that could be used as security for the loans;
- provision of the loans would be inconsistent with the spirit of encashing housing benefits and providing the allowance on a non-accountable basis;
- officers on agreement/probationary terms were at present not eligible for DPL; and most publicly-funded organisations/private firms did not provide downpayment loans for their staff.

However, the Staff Sides attached great importance to downpayment loans, which were especially helpful to junior officers.

6.33. Although they introduced a certain flexibility, the proposals for leave and leave passage were generally inferior to the package enjoyed by the majority of serving officers, although less so when compared with the common terms. Likewise, the proposed housing benefits incorporated new flexibility which might be attractive to some, but fell short

6.34. 優厚的附帶福利無疑是向來吸引有才幹的人士，加入和留在公務員行列的重要因素。建議的方案究竟能否達致同樣的效果，值得商榷。不過，若主要動機是要把公務員隊伍與私營機構的做法看齊，同時又保持合理的競爭力，則建議的方案確實看來做到這點。

of present arrangements in other respects - particularly the removal of the DPL.

6.34. There was no doubt that the superior fringe benefits which traditionally had been provided were a significant factor in attracting talented people to the public service - and in retaining them. It was debatable whether the proposed package would achieve quite the same effect. However, if the prime motive was to bring the Civil Service into line with practices in the private sector, while remaining reasonably competitive, then the package certainly appeared to do this.



紀常會委員訪問香港警務處落馬洲行動基地
Committee Members visit the Police Lok Ma Chau Operations Base

6.35. 我們對建議有以下的意見：

6.35. We made the following comments on the proposals -

(a) **總論**

我們同意，需把新入職公務員及私營機構人員所享有的附帶福利，作通盤

(a) **General**

We agreed that there needed to be a broad comparability between the fringe