

**Legislative Council Panel on Constitutional Affairs**

**Report on Implementation of the  
Accountability System for Principal Officials**

In the course of discussing the accountability system, the Administration undertook to review a number of issues relating to or arising from the accountability system. At the meeting of the Finance Committee of the Legislative Council on 14 June 2002, the Administration undertook to provide a report six months after implementation of the accountability system for principal officials.

2. The accountability system has been implemented for six months. The Administration has prepared the report. This is now attached for Members' information.

Constitutional Affairs Bureau  
15 January 2003

## **Report on Implementation of the Accountability System for Principal Officials**

### **PURPOSE**

This paper provides an interim report on the implementation of the accountability system for principal officials.

### **BACKGROUND**

2. The accountability system for principal officials has been implemented since 1 July 2002 with a view to achieving the following objectives:

- (a) to enhance the accountability of principal officials for their respective policy portfolios;
- (b) to enable senior government officials to better appreciate the aspirations of the community and to better respond to the needs of the community;
- (c) to select the best and most suitable persons to take up the position of principal officials and to serve the community and enhance effective governance;
- (d) to enhance cooperation between the Executive and the Legislature;
- (e) to better coordinate the formulation of policies as well as to ensure effective implementation of policies and provision of quality services to the public; and
- (f) to maintain a permanent, professional, meritocratic, honest and politically neutral civil service.

3. At the meeting of the Finance Committee of the Legislative Council (LegCo) on 14 June 2002, the Administration undertook to provide a report to LegCo six months after implementation of the accountability system for principal officials.

## **CHANGES FOR THE BETTER**

### **A new culture of effective governance**

4. The introduction of the accountability system is a significant step forward in the governance of Hong Kong. Under the new system, the Chief Executive has the flexibility to select as principal officials the best and most suitable persons from within and outside the civil service. Principal officials are no longer employed on civil service terms, and can truly assume political responsibility. They are underpinned by a permanent, professional, meritocratic, honest and politically neutral civil service.

5. The accountability system is working smoothly and yielding dividends. Principal officials are devoting considerable time and effort to communicate with different sectors of the community and to have a better understanding of public sentiments, expectations and priorities. This ensures the formulation of policies that best meet the needs and aspirations of the public at large.

### **Greater responsiveness and new initiatives**

6. No system can lay a claim to perfection and certainly not from the start. However, we have quickly climbed the learning curve, adjusted to the new system and responded speedily to situations as they develop. The principal officials under the accountability system have developed new initiatives and within six months have published the policy agenda to set out the priorities for the next 18 months.

7. Some of the examples where principal officials have responded quickly on issues relating to their policy portfolios are set out below:

- (a) the Chief Secretary for Administration has completed a report on Population Policy before the end of the year as requested by the Chief Executive;
- (b) the Financial Secretary has determined the level of operating expenditure of the Administration to be \$200 billion by 2006/07. This has resulted in a series of cost-saving measures being devised;
- (c) the efforts of the Secretary for Commerce, Industry and Technology and the Secretary for Economic Development and Labour have led to the business and trade sectors introducing a voluntary "One Company One Job" campaign in late July 2002 to provide employment and training opportunities for fresh graduates;
- (d) the calls on the part of the Secretary for the Environment, Transport and Works have led to the introduction of fare concessions by relevant public transport operators;
- (e) the Government has taken a lead in fostering the transparency and accountability of the self-regulatory regime of the accounting sector. In early December 2002, the Secretary for Financial Services and the Treasury met representatives of the accounting sector to discuss ways to improve the regime, specifically on the need to include more independent participation in the Disciplinary and Investigation Committees of the Hong Kong Society of Accountants ("the Society"). The Government will continue to join forces with the Society to press ahead with proposals in this direction; and
- (f) the Secretary for Constitutional Affairs has responded to public opinion and increased the number of elected seats in the District Councils.

8. In view of widespread public concern over the state of the property market, the Government issued a Statement on Housing Policy which contains a set of clear and comprehensive housing policies and a package of measures to facilitate the smooth operation of the property market. These measures have been well received by the community.

9. In addition, the Secretary for Security has published a consultation document to solicit views on the proposals relating to the enactment of legislation to implement Article 23 of the Basic Law.

### **Enhanced co-operation between the Executive and the Legislature**

10. Upon taking up appointment, principal officials under the accountability system have taken an early opportunity to brief LegCo Members of their policy objectives and initiatives. They have engaged in proactive communication with LegCo Members with a view to strengthening co-operation. Such enhanced co-operation between the Executive and the Legislature would be conducive to more effective implementation of the Government's policies.

### **Better policy coordination**

11. As principal officials under the accountability system are all members of the Executive Council, they participate directly in policy-making at the highest level and in prioritising the policy agenda. During discussion at the Executive Council, principal officials do not restrict themselves to matters within their policy portfolios. They are part of the senior echelon of the Government and will endeavour to provide constructive advice on overall policy formulation and implementation. Principal officials have a more comprehensive and thorough understanding of the policy objectives and directions of the Government as a whole and in turn the Government is in a better position to decide on its policy and resource allocation priorities.

### **Integrity of the civil service maintained**

12. The Administration has all along recognized the importance of the civil service. The Chief Executive has repeatedly stressed the importance of maintaining a permanent, professional, meritocratic, honest and politically neutral civil service. In devising the accountability system for principal officials, one of our guiding principles was to preserve the integrity of the civil service.

13. Under the accountability system, the civil service system has remained basically unchanged. There continues to be a permanent, professional, meritocratic, honest and politically neutral civil service. The

prevailing civil service management systems in respect of appointment, promotion, posting and discipline, as well as the independent advisory role of the Public Service Commission, have all been maintained.

14. To underline the importance the Government attaches to the civil service, a circular advising civil servants of their roles and responsibilities in relation to principal officials has been issued. The circular sets out, among other things, the core values guiding the conduct of civil servants. These core values include:

- (a) commitment to the rule of law;
- (b) honesty and integrity;
- (c) accountability for decisions and actions;
- (d) political neutrality;
- (e) impartiality in the execution of public functions; and
- (f) dedication, professionalism and diligence in serving the community.

Civil servants are expected to continue to uphold these values under the accountability system while principal officials are required to abide by the Code for Principal Officials under the Accountability System. The Code requires them, among other things, to promote the core values of the civil service, to give fair consideration and due weight to the honest and impartial advice from civil servants, and to give due regard to Government Regulations which are applicable to civil servants or otherwise regulate the operation of the Government.

15. Since implementation of the accountability system, principal officials have worked closely and effectively with civil servants. Principal officials are assisted by civil servants under the supervision of the Permanent Secretaries. They assist principal officials in formulating, explaining and defending policies and in implementing policies and delivering quality service to the public. With the assistance of civil servants, principal officials can direct their energy to address policy and political issues.

## **MATTERS UNDER REVIEW**

16. In the course of discussing the accountability system and related issues, the Administration undertook to review a number of issues relating to or arising from the accountability system. These include:

- (a) the working relationship between bureaux and departments;
- (b) the measures to be taken to make the introduction of the accountability system cost neutral;
- (c) the number and ranking of Permanent Secretaries;
- (d) the role and functions of statutory and advisory bodies;
- (e) the statutory powers and functions of the Chief Secretary for Administration (CS) and the Financial Secretary (FS);
- (f) the division of responsibilities between FS and the Secretary for Financial Services and the Treasury (SFST), and the related issue of the definition of FS under the Interpretation and General Clauses Ordinance (Cap. 1); and
- (g) the system of declaration of interests.

### **Working relationship between bureaux and departments**

17. The Administration undertook to review the working relationship between bureaux and departments within 12 months after implementation of the accountability system.

18. The primary objective of the review is to ensure that respective Directors of Bureau are better able to discharge their responsibilities in policy formulation and policy implementation. In considering whether or not to effect any re-organisation of bureaux and departments, due regard has been (and will be) given to the following criteria:

- (a) whether or not it is possible to streamline the organisation structure, for example, by delayering policy making functions in bureaux and departments;
- (b) whether or not it is possible to integrate policy formulation and policy implementation functions in bureaux and departments; and
- (c) whether or not it is possible to enhance efficiency and effect cost savings.

19. In conducting the review, it is for the respective Directors of Bureau to decide how the review should be carried out and whether any streamlining or restructuring would be required, having regard to the specific structure and needs of the bureaux and departments under their purview. Due consideration has also been (and will be) given to the impact of any restructuring proposals on the civil service.

### ***Latest position***

20. The 11 Directors of Bureau have made a preliminary assessment of the need to re-organise the bureaux and departments under their purview. Of the 11 bureaux, Housing, Planning and Lands Bureau, Education and Manpower Bureau, Civil Service Bureau and Financial Services and the Treasury Bureau have made progress.

### ***Re-organisation of the former Housing Bureau and Housing Department***

21. In June 2002, the Committee on the Review of the Institutional Framework for Public Housing (RIFPH) issued a Report which recommended, among other things, the reorganisation of the former Housing Bureau (HB) and the Housing Department (HD) into a single organisation with the objective of removing any overlap in functions between HB and HD and bringing about a more streamlined organisation.

22. Having carefully reviewed the recommendations of the RIFPH Report, and having taken the opportunity to review the functions of both HB and HD since taking up appointment in July 2002, the Secretary for Housing,



Planning and Lands (SHPL) has come up with a more streamlined 2-tiered structure for the combined organisation, on the basis of the 3-tiered structure recommended in the RIFPH Report. The new organisation, called the Housing Department, continues to serve as the executive arm of the Housing Authority.

23. With the approval of the Finance Committee, the new Housing Department came into being with effect from 1 January 2003.

24. Under the new structure for the combined organisation, the Permanent Secretary for Housing, Planning and Lands (Housing) (PSH) (ranked at AOSGA1 (D8)) also performs the functions of Director of Housing. He is designated simultaneously as PSH and Director of Housing. He is underpinned by six Deputy Directors: two at D4 level and four at D3 level.

25. As a result of the re-organisation, seven directorate posts and 20 non-directorate posts have been deleted and three new directorate posts created in the Department. The net savings in terms of full annual average staff costs is \$25.98 million.

26. The re-organisation has achieved the following major objectives:

- (a) removal of overlap in duties – all overlap in duties identified between HB and HD have been removed;
- (b) delayering of the senior directorate structure – the new structure is both flat and lean;
- (c) full integration of policy formulation and implementation; and
- (d) substantial savings – the re-organisation has resulted in a net savings of \$25.98 million in terms of full annual average staff cost.

27. The re-organisation above represents the first stage of SHPL's streamlining initiatives. SHPL and his management team have proceeded to review all levels of the new organisation. The review is expected to be completed within a year. Meanwhile, SHPL has concluded that there is no pressing need to merge the Planning and Lands Branch and its departments.

**Re-organisation of Education and Manpower Bureau and Education Department**

28. Having reviewed the scope of responsibilities and staffing establishment of both the Education and Manpower Bureau (EMB) and the Education Department (ED), the Secretary for Education and Manpower (SEM) decided to merge EMB with ED so as to ensure better synergy between policy formulation and implementation and to reduce duplication of efforts. With the approval of the Finance Committee, the establishment changes and the redistribution of duties took effect from 1 January 2003.

29. Following the re-organisation, the Permanent Secretary for Education and Manpower (PSEM) directly oversees the operations of the new EMB. She is responsible for its day-to-day management and provides direct oversight of both policies and operational matters.

30. PSEM is assisted by six Deputy Secretaries: two at D4 level and four at D3 level. Each of the Deputy Secretaries is directly in charge of two to three major divisions.

31. The hierarchy of the new EMB has been flattened to achieve better integration and to avoid duplication of work. At the same time, it is equipped with the necessary professional leadership and expertise required for the delivery of support services to the education sector.

32. The re-organisation has resulted in an annual savings in staff cost of about \$14 million, due mainly to the deletion of five civil service directorate posts, offset by the creation of one directorate post through upgrading, plus the deletion of one non-civil service directorate post.

33. The integration has four major objectives:

- (a) ensure better achievement of policy intentions;
- (b) clearly delineate responsibility and accountability at each level;
- (c) empower staff and eliminate double-handling of work; and

- (d) facilitate communication and consistency across divisions.

34. SEM will review the directorate structure in two years' time in the light of operational experience. There may be scope for further savings in staff cost at the non-directorate level and in other operating costs in the new EMB through process re-engineering and refocusing of priorities. In view of the many new initiatives aimed at improving the quality of education in Hong Kong and the need to strengthen our professional support to schools to face the challenges from the education and curriculum reforms, SEM will re-deploy any further savings arising from the re-organisation to achieve such objectives.

**Re-organisation of Civil Service Bureau**

35. As Phase One of its re-organisation, the Civil Service Bureau has reviewed its strategic role, re-organised its internal organisation structure and devolved more human resources management responsibility to bureaux and departments on 1 November 2002. Coupled with the streamlining of civil service management rules and procedures and delayering of decision-making process, the exercise has enabled bureaux and departments to assume greater ownership in the management of their staff, accelerated the decision-making processes and achieved a better use of manpower resources. As compared with March 2002, the Bureau will be able to reduce its establishment by about 10% or 34 posts by end of March 2003, representing a net savings of about \$9.2 million in terms of full annual average staff cost. The Bureau is exploring the scope for further streamlining and will present proposals on establishment changes to LegCo as necessary.

**Re-organisation of Logistic Support Departments under the Financial Services and the Treasury Bureau**

36. The Financial Services and the Treasury Bureau (FSTB) has put forward proposals to merge the Government Land Transport Agency (GLTA), Government Supplies Department (GSD) and Printing Department (PD). The present plan is to merge GLTA, GSD and PD into a new Department, to be called Government Logistics Department (GLD), and for it to be established on 1 July 2003, subject to the approval of the Establishment Sub-Committee and the Finance Committee of LegCo. Together with the merger, there will also be initiatives to streamline the establishment. It is estimated that the proposals

will result in a net deletion of 60 posts (including one directorate post) and will bring about annual savings of about \$26.47 million in terms of full annual average staff costs.

**Other bureaux**

37. Of the remaining seven bureaux, Constitutional Affairs Bureau (CAB) and Security Bureau (SB) have decided that there will not be any major re-organisation involving the bureaux or the executive departments falling within their policy purview.

38. For CAB, the only executive department under its purview is the Registration and Electoral Office (REO). REO supports the Electoral Affairs Commission (EAC) in the effective discharge of the EAC's statutory functions under the EAC Ordinance to ensure that elections are conducted openly, honestly and fairly. REO's tasks are to implement the decisions of EAC in relation to:

- (a) the review and delineation of geographical constituencies for the Legislative Council and District Council constituencies;
- (b) the registration of electors; and
- (c) the conduct and supervision of elections.

REO is also responsible for registering electors for the functional constituencies and conducting election of the Chief Executive.

39. In view of the role and functions of the REO, the Secretary for Constitutional Affairs (SCA) considers that it would not be appropriate to consider options for integrating REO with CAB.

40. As regards SB, the executive departments under its purview include Auxiliary Medical Service, Civil Aid Service, Correctional Services Department, Customs and Excise Department, Fire Services Department, Government Flying Service, Hong Kong Police Force, and Immigration Department. Given the varied and highly operational nature of work of these departments, the Secretary for Security (S for S) does not consider it appropriate to merge any of these

departments with the Bureau.

41. The other five bureaux are giving the matter further careful consideration and will come to a view by mid-2003. For any proposals which will affect the working relationship between bureaux and departments, individual Directors of Bureau will present their proposals to LegCo as appropriate.

### ***Staff consultation***

42. Before formal implementation of the re-organisation plans, SHPL, SEM and the Secretary for the Civil Service (SCS) have conducted consultation with the staff. They are generally receptive to the proposals. Secretary for Financial Services and the Treasury is in the process of consulting the staff of the component departments of the future GLD. Directors of Bureau who are reviewing the organisation structures of the bureaux and departments under their purview will also consult their staff on any re-organisation plans as and when appropriate.

### **Cost neutrality**

43. The net increase in full annual cost of the accountability system amounted to \$42.228 million when it was introduced on 1 July 2002. In the course of discussing the accountability system, the Administration pledged that it would effect sufficient savings within 12 months to make the exercise cost neutral.

44. Since implementation of the accountability system in July 2002, principal officials have been making good progress in identifying savings. SHPL, SEM, SCS and SFST, for instance, have effected or identified savings through re-organisation of the bureaux and departments under their purview. The savings realized or identified so far in terms of staff costs already amount to \$75.65 million.

### **Number and ranking of Permanent Secretaries**

45. At the meeting of the Establishment Sub-Committee on 6 June 2002, the Administration undertook to review the number and ranking of Permanent

Secretaries.

46. With the implementation of the accountability system, there are 16 permanent secretary posts ranked at AOSGA1 (D8) level. Permanent Secretaries are the most senior civil servants in the bureaux underpinning the respective Directors of Bureau. In general, Permanent Secretaries perform the following functions:

- (a) assist the Directors of Bureau in formulating, explaining and defending policies, in securing support of the public and LegCo, and in answering LegCo questions, moving bills and taking part in motion debates;
- (b) subject to the direction of the relevant Directors of Bureau, assist in explaining and defending policies in public including at meetings of LegCo panels and committees;
- (c) steer and coordinate the work of the executive departments falling within the respective portfolios of the Directors of Bureau and liaise with other concerned bureaux to achieve smooth, timely and effective implementation of the agreed policies and programmes;
- (d) support the Directors of Bureau in the implementation of policies and delivery of services by acquiring and deploying resources;
- (e) monitor the needs and aspirations of the community and having regard to the findings, undertake timely review and generate proposals to the Directors of Bureau for necessary changes to the established policies and services;
- (f) uphold the reliability and professional standards in the delivery of services by the executive departments and agencies;
- (g) act as the controlling officer for the relevant heads and subheads of expenditure and ensure proper use of financial resources within the bureau; and
- (h) manage civil servants and other staff in the bureaux.

47. In deciding on the number and ranking of permanent secretaries within their bureaux, Directors of Bureau have had regard to:

- (a) the scope of responsibilities and complexity of the portfolios;
- (b) the span of control and size of the resources under the steer of the office; and
- (c) the demand for policy formulation work and high level administrative skills.

48. As at 31 December 2002, five Directors of Bureau, namely SCS, SCA, SEM, SHPL and S for S, have completed their review in respect of the number, ranking and duties of permanent secretaries for their bureaux, having regard to the criteria set out in paragraph 47 above and the specific requirements of the individual posts. Of these five Directors of Bureau, SCA and S for S have decided that the post of Permanent Secretary for their bureaux could be pitched at AOSGA (D6) for the time being pending a further review in the light of experience. The two Bureaux have already temporarily downgraded their Permanent Secretary posts by creating supernumerary AOSGA posts held against the D8 posts with effect from 1 December 2002. SHPL and SEM have presented their proposals to the Establishment Sub-Committee and Finance Committee. There are two Permanent Secretaries ranked at AOSGA1 (D8) in HPLB and one Permanent Secretary ranked at AOSGA1 (D8) in EMB. As explained in paragraphs 21 to 34 above, with the approval of the Finance Committee, the proposed changes have taken place from 1 January 2003. SCS has decided that the post of Permanent Secretary for the Civil Service should continue to be ranked at AOSGA1(D8). The remaining Directors of Bureau will continue with their reviews. If there are any changes to the number, ranking or duties of their Permanent Secretary posts, individual Directors of Bureau will present their proposals to LegCo as appropriate.

### **Role and functions of statutory and advisory bodies**

49. In the course of discussing the accountability system, the Administration said that it would review the role and functions of statutory and advisory bodies after implementation of the accountability system and would revert to LegCo on the findings of the review.

50. Following the integration of EMB and ED and the corresponding deletion of the post of Director of Education, there is a need to streamline the existing advisory structure to ensure closer synergy between policy formulation and implementation. At present, two major bodies comprising mainly non-official members advise the Administration on education issues. The Board of Education (BoE), first established in 1920, is a statutory body set up under the Education Ordinance to advise the Director of Education on educational matters at school level. With the establishment of the non-statutory Education Commission (EC) in 1984 to advise the Government on education objectives and policies and to coordinate advice on education at all levels, the role of BoE has been called into question from time to time. There is considerable duplication in the work of EC and BoE, as the same issues are often discussed at both BoE and EC meetings.

51. SEM has reviewed the roles of EC and BoE. The duplication has become more serious with the implementation of the education reform. SEM therefore favours merging EC and BoE. The integration is expected to take effect in early 2003. Following the integration of EC and BoE, EC will continue to play its present role and, in addition, advise on operational matters relating to early childhood and school education.

52. Separately, SHPL has introduced into LegCo for scrutiny amendments to the Housing Ordinance to enable SHPL to become the Chairman of the Housing Authority (HA) and the Bureau is reviewing the committee structure of the HA. As regards the statutory bodies under the remit of the Planning and Lands Branch, SHPL considers that their current roles and functions appropriate and so no change is required at this stage.

53. Other than EC, BoE and HA, there are at present about 600 statutory and advisory bodies. Broadly speaking, the statutory and advisory bodies perform the following functions:

- (a) to advise and make recommendations to Government on fundamental livelihood issues (e.g. transport, social welfare, medical care);
- (b) to advise and make recommendations to Government on specialised and technical subjects (e.g. radiological protection, the safe operation



of high speed craft and the development of a certain industry or occupation);

- (c) to perform executive functions in the delivery of public goods and services in accordance with the powers conferred by the respective Ordinances (e.g. Hospital Authority, Housing Authority);
- (d) to serve as registration/disciplinary boards for professionals and occupations (e.g. Engineers Registration Board);
- (e) to issue licences in accordance with the respective Ordinances (e.g. Liquor Licensing Board);
- (f) to consider applications for grants and other matters relating to charitable trust funds (e.g. Board of Trustees of the Sir Edward Youde Memorial Fund);
- (g) to handle appeals and complaints in accordance with the respective Ordinances (e.g. Administrative Appeals Board); and
- (h) to play an advisory and liaison role in ensuring that the Government can best serve district needs (e.g. Area Committees).

54. Following implementation of the accountability system, we intend to rationalise the working relationship between bureaux/departments and statutory and advisory bodies. It is also necessary to ensure that we tap the best talents and advice from a wide spectrum of the community and maintain a free flow of opinion and innovative ideas. The review is spearheaded by Home Affairs Bureau.

### **Statutory powers and functions of CS and FS**

55. In the course of discussing the accountability system, the Administration undertook to review the statutory powers and functions currently vested in CS and FS to see if some of these functions should continue to be vested in CS or FS, or if such functions should be transferred or delegated to the Directors of Bureau taking charge of the respective policy portfolios.

56. In conducting the review, the basic principle is that powers and functions which clearly fall within the policy portfolios of a Director of Bureau or those the exercise of which will enable the relevant Director of Bureau to better carry out his/her responsibilities under the accountability system will be transferred to the Director of Bureau concerned. Otherwise, the powers and functions will continue to be vested in CS and FS.

57. The review is underway and any necessary legislative amendments will be introduced by relevant bureaux into LegCo for approval.

58. As regards the division of responsibilities between FS and SFST and the related issue of the definition of "Financial Secretary" in section 3 of the Interpretation and General Clauses Ordinance (Cap. 1), the Financial Services and the Treasury Bureau has conducted a review of legislation under its purview. The aim is to inform the LegCo Panel on Financial Affairs of the outcome of the review in the first quarter of 2003.

### **Declaration of investments and interests**

59. Since implementation of the accountability system on 1 July 2002, the Panel on Constitutional Affairs has had discussions on the system of declaration of investments or interests by principal officials under the accountability system as well as by Members of the Executive Council. Views were exchanged on a number of issues relating to the declaration system. In the course of the discussion, some Members suggested that the Administration should implement measures to improve the transparency of the declaration system, such as requiring principal officials to disclose liabilities, partners and shareholders of foreign companies or British Virgin Islands (BVI) companies used for holding financial interests/assets, resign from company directorships which are held in the personal capacity and ensure that trusts set up by principal officials are controlled and operated in such a way that all matters concerning the investment, management and disposal of the trust assets are left entirely with the trustees.

60. The declaration system now in force is adopted largely from that which is applicable to senior civil servants ranked at D8. The declaration system for incumbent Executive Council members is the same as that for the previous

Executive Council members. These declaration systems have been in place for years and have proven to be effective.

61. In deciding what information should be made available for public inspection, we need to strike a balance between public interest on the one hand and the legitimate privacy rights of the individual principal officials on the other. Besides, imposing overly-stringent restrictions on principal officials might deter competent persons from accepting appointment as principal officials and serving the people of Hong Kong.

62. The Administration have explained our position in response to questions raised by Members relating to the declaration of investments and interests by principal officials and Executive Council Members. We remain of the view that the declaration systems currently in place are appropriate. We will review the systems in the light of experience and in the context of the 12-month report on the implementation of the Accountability System for Principal Officials.

## **CONCLUDING REMARKS**

63. The accountability system has been implemented for six months. We will continue to monitor progress, learn from experience and as necessary fine tune the relevant arrangements to improve the system. The Administration will provide a further report 12 months after the implementation of the accountability system.