

Consultancy Study on the Future
Development of Hong Kong Public
Libraries

香港公共圖書館未來發展的顧問研究

Presentation to Legislative Council
立法會簡報

13 December 2002
二零零二年十二月十三日

Objectives of Study 研究目的

- Formulate a strategic plan for the development of the LCSD public library services
為康樂及文化事務署轄下的公共圖書館服務制定策略發展計劃
- Assess the feasibility of corporatizing public libraries and recommend the most appropriate institutional arrangement and organisational strategy
評估將康樂及文化事務署轄下的公共圖書館公司化的可行性，就最合適香港公共圖書館的體制安排和組織策略提出建議。

Outline 報告的結構

- Part One: Review of HKPL
第一部分：香港公共圖書館表現評估
- Part Two: Strategic Plan
第二部分：發展策略計劃
- Part Three: Institutional Options
第三部分：體制選擇
- Part Four: Conclusions
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Part One – Review of HKPL

第一部分：香港公共圖書館表現評估

- HKPL have been active over the past four decades in developing public library services through the building of new library facilities and introducing new services.
香港公共圖書館在過去四十年，透過建設新的圖書館設施及引進新服務，積極發展公共圖書館服務。
- By international standards, HKPL have good and efficient facilities and services, particularly those at the Hong Kong Central Library.
和其他國際公共圖書館系統比較，香港公共圖書館的設備和服務，特別是香港中央圖書館，已達國際水平。
- An opinion survey in late 2001 shows that 81.2% are satisfied with the overall facilities and services of public libraries, 16.2% rated them average
一份於2001年底進行的意見調查顯示81.2%受訪者滿意公共圖書館的整體設施及服務，16.2%認為服務一般。

Part One – Review of HKPL

第一部分：香港公共圖書館表現評估

- Half of the population still do not use public library services regularly
約有一半市民並非經常使用圖書館服務。
- There is a difference in the staff size of librarian grade staff as compared with IFLA guidelines
香港公共圖書館圖書館館長職系的員工人數與國際圖書館協會聯合會的指引有差別。
- HKPL should look at alternative means of funding thereby generating revenue and supplementing Government subvented funds –this is restricted under the current institutional arrangements
香港公共圖書館可尋求其他經費來源，來補充政府資助撥款。現時的體制安排限制了這種可能性。

Part Two – Strategic Plan

第二部分：策略計劃

HKPL will service the needs of local communities i.e. people of all ages, educational levels and stages of life, individuals and groups of people with special needs and institutions within the wider community network
香港公共圖書館將會服務不同年齡、教育程度、階層的本地社群、有特別需要的個人或團體、以及社會網絡內各機構提供圖書館服務。

HKPL will align with the greater needs of Hong Kong to become Asia's World City through a stronger cultural identity, host collections that reinforce Hong Kong's position in the international arena and network with other major public library systems in the region
香港公共圖書館將配合香港成為亞洲國際都會的目標，通過加強文化身份認同，建立可強調香港在國際舞台上的地位之館藏，並加強與亞洲區內其他主要公共圖書館系統聯繫。

Strategic Plan 策略計劃

■ Key Service Area 1 –Serving the Community

主要服務範圍一：服務社會

- Planning guidelines for HKPL 香港公共圖書館的規劃指引
- Stock collection 館藏
- Partnerships with the community 與社區組織發展夥伴關係

■ Key Service Area 2 –Supporting Lifelong Learning

主要服務範圍二：支援終身學習

- Collaboration with schools 與學校合作
- Supporting continuing education 支援持續進修
- Partnerships with academic libraries 與大學圖書館發展夥伴關係

Strategic Plan 策略計劃

■ Key Service Area 3 –Bringing Culture to the Public

主要服務範圍三：向大眾推廣文化

- Coordinating collection strategy with cultural centres
與其他文化中心合作發展館藏策略
- Developing collections of historical and cultural interest
發展歷史及文化專題館藏
- Partnering with major libraries
與其他主要圖書館結成合作伙伴

■ Key Service Area 4 –Leveraging the Use of IT

主要服務範圍四：善用資訊科技

- Wall-less libraries 「無牆壁圖書館」
- Enhanced library services through technology
運用科技以加強圖書館服務
- Process efficiency 加快處理效率

Strategic Plan 策略計劃

- Key Service Area 5 – Offering Value-Added Services
主要服務範圍五：提供資源增值服務
 - Corporate sponsorship 私人機構贊助
 - Outsourcing non-core services to private service providers 外判非核心服務予私人服務供應商
 - Franchising 批出特許經營
 - Partnering with other organizations 與其他機構以伙伴形式合作

Part Three – Institutional Options

第三部分：體制選擇

- Government Model 政府模式
 - Current model employed 為現行採用的模式

- Corporatization Model 公司化模式
 - Management entrusted to Statutory Body or Board
營運權轉移至一法定組織或依法律規章成立之委員會

- Privatization Model 私營化模式
 - Transfer of ownership 擁有權轉移

- Contracting Out Model 合約外判模式
 - Various services contracted out but HKPL retains control and responsibility
把多項服務以合約方式外判，而香港公共圖書館作保留運作的操控及責任。

Results – Cost Efficiencies

結果 – 成本效率

Scenario 案例	Linear growth after 2009/10 2009/10年後的線性增長	
	NPV (HK\$ Million) 現時淨值(百萬元港幣)	% change from Gov't Model 對比政府模式的百分比轉變
Government Model 政府模式	7,454	-
Corporatization Model 公司化模式	6,307	15.4%
Privatization Model 私營化模式	5,688	23.7%
Contracting Out Model (High Level) 外判模式 (高層次)	6,953	6.7%

Notes:

- Calculations taken from 2002/03 to 2012/12
- Assumes Government will continue funding HKPL
- Efficiency gains of 18.7% based on 85 case studies from 28 countries
- Includes growth of libraries - 13 through to 2009/10
- Figures represent economic costs not actual costs

註解:

- 計算期為 2002/03 至 2012/12
- 政府將繼續撥款資助香港公共圖書館
- 18.7% 的效率改善率是根據一個以28個國家85宗個案的研究
- 包括圖書館的擴充 - 由現時至2009/10興建13座新圖書館
- 數字只代表經濟成本，而非實際成本

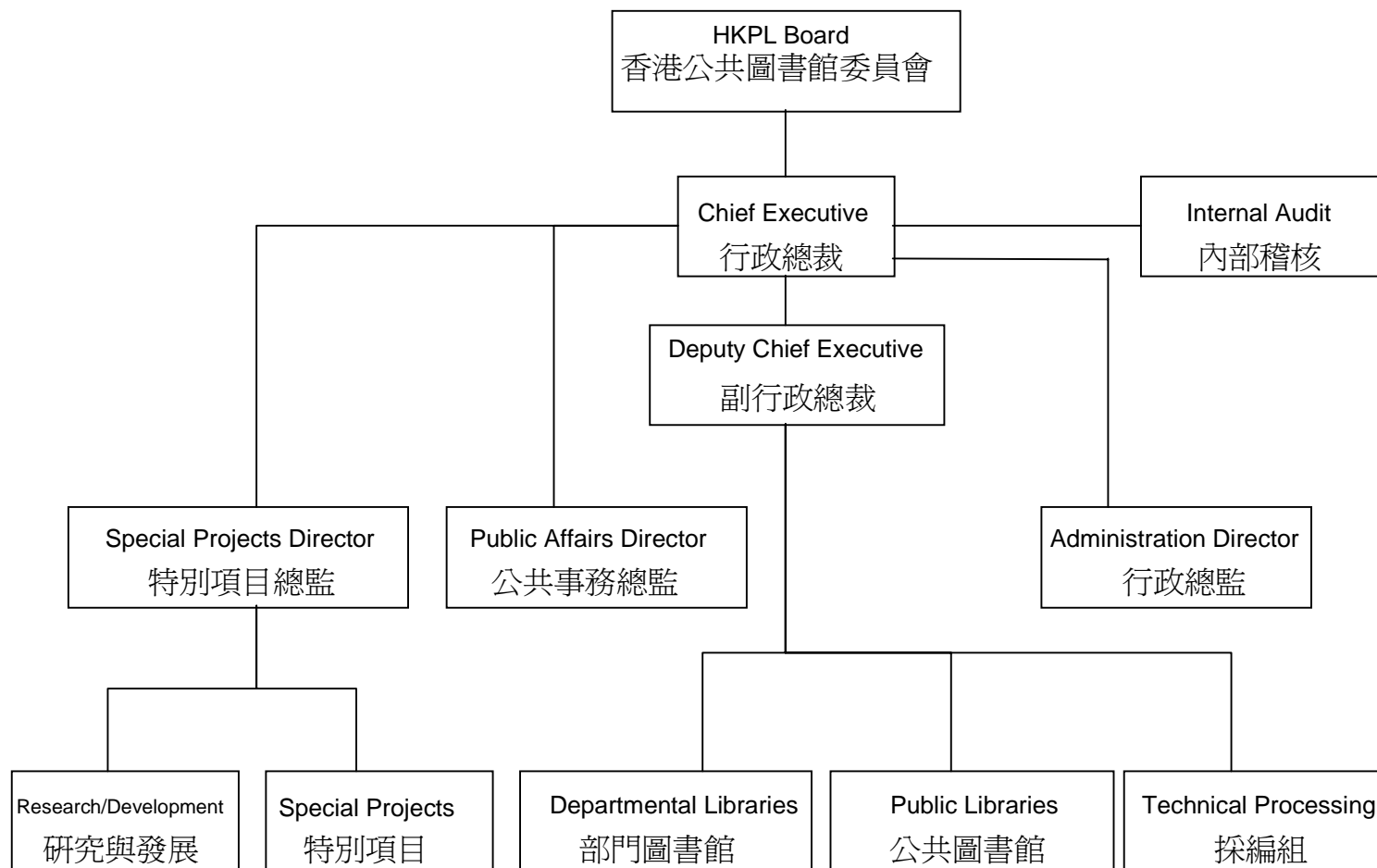
Preferred Option

適用之體制選擇

- Corporatization with gradual contracting out of non-core services :
公司化加上續步外判非核心服務：
 - Minimum disruption to HKPL services
香港公共圖書館服務受影響較少
 - More acceptable to staff and legislators
較為員工和立法議員接受
 - Costs savings but without loss of core services and quality of services
節省成本開支的同時並沒有失去核心服務，及降低服務水平。
 - Continuity in provision of free public library services
能繼續提供免費圖書館服務
 - Consistency with worldwide trends
與全球趨勢一致

Suggested Structure for HKPL

建議公司化後的香港公共圖書館管理架構



Issues for Consideration 考慮事項

- Adequate Government funding should be provided to cover the core library services (as per UNESCO /FLA principles)
政府需繼續撥款支持核心圖書館服務（依據國際圖書館協會聯合會及聯合國教科文組織宗旨）
- Board should have overall responsibility for seeing that adequate public funding is available for HKPL operation
委員會有責任確保有足夠公共資源，以支援香港公共圖書館的運作
- Civil service staff should be given the option to retain their civil service status or take up new terms offered by the Corporatized Body without forfeiture of rights
容許公務員的員工為新香港公共圖書館委員會服務的同時，可選擇保留公務員身份，而不喪失原有權利
- Compensation packages should be provided for eligible staff electing not to join or accepting reduced promotion benefits
需提供補償方案予決定不加入公司化組織的員工，或未能滿足其晉升的權益
- Systems should be introduced to measure and reward staff based on performance
引進量度成績和獎賞表現的系統

Part Four – Conclusions

第四部分：結論

- HKPL should 香港公共圖書館應：
 - Adopt a Mission Statement
建立自己的使命
 - Prepare a Strategic Plan and put it on the web-site for public consultation
發展策略計劃並上載到互聯網作公眾諮詢
 - Prepare a five-year and an annual business plan addressing the five key service areas
針對五大服務範疇，準備一份為期五年及一年的業務計劃
 - Introduce a performance management system to measure the performance of the libraries
引進成績表現管理系統以量度圖書館的表現

Part Four – Conclusions

第四部分：結論

- HKPL should study the feasibility of Corporatization:
香港公共圖書館應研究公司化的可行性:
 - Set up a Task Force to look more closely into the factors around corporatization especially staff issues
成立專責小組深入研究公司化的元素，特別是員工問題員工問題
 - Conduct extensive staff consultation to identify concerns
作廣泛溝通和諮詢，解決員工的憂慮
 - Identify the manpower requirement and staff arrangement
列出人力資源的需求量和人手編制分配
 - Carry out a detailed analysis on the costs of corporatization (including staff compensation)
就公司化的成本作一個仔細的成本分析 (包括員工補償)