

政制及內地事務局局長在立法會的發言全文

(2007年10月17日)

《進一步發展政治委任制度報告書》

主席女士：

行政長官在施政報告中，表示希望可以盡快增設兩層政治委任的職位。特區政府將於今天稍後發表《進一步發展政治委任制度報告書》(報告書)，就落實有關建議，提出未來路向。

公眾諮詢和意見

2. 我們於去年七月發表諮詢文件，建議增設副局長和局長助理的兩層政治委任職位。在四個月的公眾諮詢期內，我們一共收到超過二百份的公眾意見，我們亦積極接觸社會各界的不同人士，聽取他們的看法。經考慮這些意見後，我們將當局的未來路向在《報告書》內詳細說明。有關團體或人士在諮詢期給予我們的意見書都編錄在《報告書》的附錄中。

3. 總體而言，我們收到的回應，許多均支持諮詢文件的方向。較具體而言，他們認同透過增設兩層政治委任官員來進一步發展政治委任制度。他們支持政府建議的理據，歸納起來，主要是認為這個建議可以：

- (a) 為政制進一步民主化鋪路，並培育從事公共事務的全備人才；
- (b) 讓政府吸納多方面人才以提高施政質素；以及
- (c) 提高政治班子的政治能力，從而有利於達致以民為本及有效施政。

當然，我們亦收到一些不同的意見，不過，整體而言回應是支持政府建議的。我們在《報告書》第三章列出了正反兩面的論據，以及政府方面的回應。

4. 主席女士，現在讓我簡單介紹《報告書》內就當局進一步發展政治委任制度未來路向的建議。

開設職位和有關職責

5. 《報告書》建議，每個決策局，除公務員事務局外，均開設一個副局長職位及一個政治助理職位。

6. 有關這些職位的職責方面，我們已調整副局長的職責說明，強調他們將會協助局長負責各方面的政治工作，包括處理與立法會相關的事宜；此外，我們亦加強了政治助理的職責說明，更具體指出他們所從事的政治聯繫工作的各個不同範疇。我們就這兩層新增政治職位所建議的職責說明，詳載於《報告書》內。

7. 我們作出這些調整，是希望令副局長和政治助理的工作，可以與公務員隊伍有更清晰的劃分，這亦是不少人提出的意見。另一方面，我們不會就常任秘書長、政務助理以及政府總部內的其他首長級官員的職責作出重大修訂。然而，隨著政治委任制度的進一步發展，公務員在他們政策研究、分析和制訂方案方面，長遠而言將擔當更重要的角色。我們相信，強化政治團隊，對公務員隊伍在政策分析、資料蒐集、提供意見及支援方面的需求，只會有增無減。公務員的編制不會因為新增的政治職位而被削減。

新增政治委任官員的委任安排

8. 在諮詢期中，我們收到一些對副局長和政治助理的委任安排的意見。我們經考慮後，建議由行政長官主持一個聘任委員會，並由該委員會考慮擔任副局長和政治助理職位的

提名及委任人選，以及評估和考慮有關人選是否合適。聘任委員會成員會包括各位司長、相關局長及行政長官辦公室主任。

9. 由於設立了聘任委員會，我們建議副局長和局長助理的任免都由行政長官在參考這個委員會的建議後作出。

10. 我們希望容許具政黨、公務員、商界、專業界、學術界及其他界別背景的人士加入政治團隊，不會為上述某一類別的人士特定限額。當然，如果是政黨人士，執行職務時便必須要以香港整體利益出發。如果是在職公務員，則一如現在適用於司長及局長的安排，必須在接受委任前脫離公務員隊伍，以確保公務員政治中立。換言之，即是不會設有所謂“旋轉門”的安排。

新增職位的薪酬

11. 在薪酬方面，我們建議副局長的薪酬應訂於局長薪酬條款的百分之六十五至七十五的範圍，而政治助理的薪酬則訂於局長薪酬條款的百分之三十五至五十五的範圍。

12. 我們需要確保公帑用得其所，但與此同時有關職位的薪酬條款亦必須具競爭力以及能夠反映該等職位須承擔的

責任。我們認為上述建議的薪酬範圍大致恰當，而把薪酬定於有關範圍，亦可讓當局提供與候任人選經驗資歷相稱的薪酬，是合適的安排。

公務員事務局局長的角色

13. 有關公務員事務局局長的角色，我們認為目前的安排是行之有效的。公務員事務局局長的人選應繼續從在職公務員隊伍中物色，並可以保留公務員的身分，而有關人員在接受該局長職位時，並不一定要透過辭職或退休脫離公務員隊伍。該人員在離開公務員事務局局長職位時，如尚未達到公務員退休年齡，可選擇返回公務員隊伍的原有職級。

主要官員的政務助理和新聞秘書

14. 我們建議，現時各主要官員私人辦公室內的政務助理及新聞秘書職位，均應由公務員出任。這兩個職位的人員，需要對政府運作和架構有充足認識，才能有效履行職責。

司長辦公室

15. 我們亦建議，開設政務司司長政治助理和財政司司長政治助理的職位各一個，分別負責為政務司司長和財政司司

長提供政治工作方面的支援。這些政治助理職位，職級等同於局長政治助理。

政治委任官員守則

16. 我們明白公眾對政治委任官員的表現和行為，希望有所規範。我們建議將現時的《問責制主要官員守則》修訂為《政治委任制度官員守則》，以涵蓋所有政治委任官員，使他們受到守則有關申報利益、披露官方資料、離任後受僱規定等條文所規管。

財政影響及實施安排

17. 根據政府的建議，須開設 11 個副局長和 13 個政治助理職位，加上一些提供行政支援的公務員位置，預計每年所需額外開支約為五千萬至六千五百萬元。我們將會把增設政治職位的建議提交立法會財務委員會審議通過。如有需要，可分階段填補這些職位。我們須確保有關的新設職位是由具備合適才幹的人士擔任。

總結

18. 主席女士，特區政府希望可以讓主要官員團隊在政治

工作方面得到更好的支援，落實政府「以民為本」的施政理念，並配合一支優秀、常任和中立的公務員隊伍，可以做到有效施政的目標。

19. 此外，我們還有一個更宏觀的目標，便是吸納及培育足夠的政治人才，為有志透過參政服務香港的人士，提供一個更全面的參政發展途徑。我們相信，透過新增的政治委任職位，可讓更多的政治人才具備公共行政經驗，並能參與特區的管治。我們收到的意見中，不少亦認同這個看法。我們希望進一步發展政治委任制度，可以為達至最終普選行政長官而鋪路，好讓經普選產生的行政長官有充足的空間提名及委任一隊包括主要官員及其副手的班子。

20. 我們由衷希望各位議員支持政府落實《報告書》所載的建議。多謝主席女士。

完

**Statement by Secretary for Constitutional and Mainland Affairs
(17 October 2007)**

Report on Further Development of the Political Appointment System

Madam President,

The Chief Executive (“CE”) has indicated in the Policy Address his hope that two additional tiers of political appointment positions can be created as soon as possible. In this regard, the Government will publish the Report on Further Development of the Political Appointment System (“the Report”) later today to set out our way forward on implementing the proposals.

Public consultation and views

2. In July 2006, we issued a consultation document proposing the creation of two additional layers of political appointment positions, namely Deputy Directors of Bureau and Assistants to Directors of Bureau. During the four-month public consultation period, over 200 written submissions were received. We also reached out to different sectors of the community to gauge their views on the proposals. The Report sets out the way forward after careful consideration of these views. The submissions received during the consultation period are published in an Appendix to the Report.

3. Generally speaking, many respondents are supportive of the direction set out in the consultation document. More specifically, they share the need for further development of the Political Appointment System by creating two additional layers of political appointees. Their grounds for supporting the Government's proposals can be summarised as follows -

- (a) firstly, the proposals can pave the way for further democratic development and facilitate the grooming of all-round talents in public affairs;
- (b) secondly, the proposals will enable the Government to have a wider spectrum of expertise for better governance; and
- (c) thirdly, the proposals will enhance the political capacity of the governing team in the pursuit of people-based and effective governance.

There are, of course, some who hold views which are different from the above. However, in overall terms, the public views received indicate general support for the Government's proposals. Chapter 3 of the Report summarises the views put forth from both sides together with the Government's response.

4. Madam President, let me briefly introduce the Government's recommendations in the Report on the way forward to further develop the

Political Appointment System.

Creation of new positions and their responsibilities

5. The Report recommends that one position of Deputy Director of Bureau and one position of Political Assistant to Director of Bureau (“Political Assistant”) should be provided for each policy bureau, except the Civil Service Bureau (“CSB”).

6. We have refined the job description for the Deputy Directors of Bureau to underline the fact that they are expected to assist the Directors of Bureau in assuming a full range of political responsibilities, including the handling of LegCo business. We have also strengthened the job description for the Political Assistants to make it clear that they will take up various aspects of political liaison work. The recommended job descriptions for these two new layers of political positions have been included in the Report.

7. We hope that the above adjustments can delineate the roles and responsibilities between the political appointees and the civil service more clearly, which is supported by many of the views received. On the other side of the interface, no substantial changes are proposed to the job descriptions for Permanent Secretaries, Administrative Assistants and other directorate officers in the Government Secretariat. However, in time the roles of civil servants with respect to the conduct of policy research, and analysis and formulation of policy options will become

more prominent after expansion of the Political Appointment System. We believe the strengthening of the political stream will place more demands on the civil service for policy analysis, information, advice and support. The new positions will not be created at the expense of the civil service establishment.

Appointment of the new appointees

8. During the consultation period, we received some views regarding the arrangement for appointing Deputy Directors of Bureau and Political Assistants. After taking into account these views, we recommend that the CE should chair an Appointment Committee to consider nominations and appointments of potential candidates to fill the new political positions, and to assess and consider the suitability of these candidates for the positions. The Appointment Committee will comprise the Secretaries of Department, the relevant Directors of Bureau and the Director of the Chief Executive's Office.

9. With the establishment of the Appointment Committee, we recommend that both Deputy Directors of Bureau and Political Assistants should be appointed and removed by the CE on the advice of the Appointment Committee.

10. We hope that people with political party, academic, professional, business, civil service and other backgrounds can serve in the new political positions. We will not set aside any quotas on appointees from

any particular background. Of course, for appointees who are political party members, they will have to work in the overall interest of Hong Kong, rather than that of individual parties. For appointees who are selected from the body of serving civil servants, in line with arrangements for Secretaries of Department and Directors of Bureau, they will have to leave the civil service before taking up political appointments, so as to ensure that we maintain an apolitical and professional civil service. In other words, there will be no “revolving door” arrangement.

Remuneration for the New Positions

11. In respect of remuneration package, we recommend that for Deputy Directors of Bureau the level of remuneration should be pitched at a range equivalent to 65% to 75% of the remuneration package for a Director of Bureau. For Political Assistants, we recommend that the level of remuneration should be pitched at a range equivalent to 35% to 55% of the remuneration package for a Director of Bureau.

12. We need to ensure that public money is well spent, whilst offering a competitive remuneration package which can reflect the level of responsibility for these positions. We consider that the proposed ranges of remuneration are about right, and it is appropriate to set the remuneration at the respective ranges, so that the Government may offer remuneration commensurate with the experience of the candidates concerned.

Position of the Secretary for the Civil Service

13. Regarding the position of the Secretary for the Civil Service (“SCS”), we consider that the existing arrangement is working well. The present arrangement, whereby the person filling the SCS position is drawn from the body of serving civil servants and not obligated to resign or retire from the civil service before taking up the position, should continue. He may return to the civil service at his original rank after leaving the office of the SCS if he has not yet reached the retirement age specified for civil servants

Administrative Assistant and Press Secretary to Principal Officials

14. We recommend that the current Administrative Assistant and Press Secretary posts in the private offices of the Principal Officials should both be filled by civil servants on posting. Persons filling these posts will need to have good knowledge about the Government operations and machinery for effective delivery of their work.

Private offices of the Secretaries of Department

15. We also recommend that one position each of Political Assistant to Chief Secretary for Administration and Political Assistant to Financial Secretary should be created to strengthen the support to the Chief Secretary for Administration and Financial Secretary in undertaking political work. The two positions will both be at the rank of Political

Assistant to Director of Bureau.

Code for Politically Appointed Officials

16. We appreciate that the public expects the Government to put in place rules to govern the performance and behaviour of political appointees. In this regard, we recommend that the current “Code for Principal Officials under the Accountability System” should be adapted as the “Code for Officials under the Political Appointment System” and applied to all political appointees, so that they will be subject to the rules stipulated in the Code regarding declaration of interests, protection of official secrets, post-office employment, etc.

Financial Implications and Implementation

17. The Government’s recommendations entail creation of 11 positions at the rank of Deputy Director of Bureau and 13 at the rank of Political Assistant, plus some civil service posts providing administrative support. The additional financial implications are estimated to range from \$50 million to \$65 million per annum. We will seek the approval of the LegCo Finance Committee for creation of the proposed positions. If necessary, these positions will be filled in phases. It is important that these new positions be filled by individuals of the right calibre.

Conclusion

18. Madam President, the HKSAR Government hopes that we can provide the team of Principal Officials with stronger support in carrying out political work in the pursuit of people-based governance, and in leading an outstanding, permanent and politically neutral civil service to meet the objective of effective governance.

19. On top of the above, we have a broader objective, which is to widen, and to groom, the pool of political talents, so as to broaden the avenues for those who wish to serve Hong Kong by pursuing a career in politics. We believe that the additional political appointments will enable more political talents to gain public administration experience and play a part in the governance of Hong Kong. This is shared by many of the views we have received. As we see it, further development of the Political Appointment System will pave the way for implementation of universal suffrage for returning the CE, and the candidate who wins can have sufficient room to nominate and appoint his team of Principal Officials and their deputies.

20. We sincerely hope that Members will support the Government's implementation of the recommendations in the Report. Thank you, Madam President.

End