

研究背景

諮詢委員會制度及公眾諮詢機制，是特區政府吸納民意及專業意見的重要渠道。然而，隨著公民社會漸趨活躍，兩套機制均面對不少挑戰：社會賢達加入諮詢委員會的誘因減少，市民亦逐漸質疑它的公信力和透明度。

雖然政府嘗試透過引入「公眾參與」機制，加強市民對政策的影響力，但「公眾參與」在各個諮詢項目中，尚未成為常規，在政府內部也未被有系統地推廣。我們認為，在落實普選之前，特區政府若要維持一定程度的支持，並取得推行政策的必要共識，則必需改進諮詢委員會制度、提升公眾參與的水準，並開放更多的商議和合作空間。

諮詢委員會的政策建議

(1) 全面整理數據

政府應委託效率促進組全面整理諮詢委員會的數據，例如每年的會議數目、委員的年齡分佈等，以宏觀地找出現時的制度是否行之有效。同時，政府需考慮哪些資料可公開，以提升諮詢委員會的透明度。

(2) 改善現有網站分類

應改善現有的網站 — 「各公務委員會及其他名表」，將現有的諮詢及法定組織仔細分類，方便公眾查閱。

(3) 強化策發會的長遠規劃功能

應在策發會下成立不同政策範疇的工作小組，成員包括官員、學者、專業人士等。工作小組主要研究香港未來五至十年將會遇到的主要問題和挑戰，並在長遠政策規劃的層面上提出意見和建議研究方向。同時，政府應增加策發會秘書處的資源，以確保秘書處能夠充份處理各個小組的工作。

公眾參與的政策建議

(1) 深化指引

政府應仿效歐洲各國，將公眾諮詢的指引深化，清楚列出公眾諮詢的每一個步驟和方法。指引應每五至十年對外公佈，增加諮詢透明度。

(2) 成立「公眾參與發展委員會」

應由政務司組成「公眾參與發展委員會」，並由效率促進組擔當秘書處的工作。委員會專責定期檢討指引、總結本地公眾參與經驗、參考外國案例等工作，成員應包括局長和政務官、立法會議員，以及社會人士。

(3) 制訂公眾參與標準程序

政府可研究制訂一套標準程序，將現有的公眾參與模式常規化，例如要求公務員團隊在撰寫行政會議備忘錄或政策文件時，加入與公眾參與有關的資料，如推行公眾參與的策略。

(4) 增設公眾參與專頁

應在各個政策局網頁增設一欄「公眾參與資料」，將全部已完成、進行中和將會進行的公眾諮詢項目在此欄列出，並在現時的「政府一站通」網頁中，增設一個「進行中的公眾參與」專頁。

註：以上為第一階段的建議。如果政府採納及成功推行上述建議，可考慮第二階段的建議（參考兩份研究報告，見香港願景計劃網頁：www.hongkongvision.org.hk）



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Context of Research

The systems of advisory committees and public consultation are important means to incorporate public and professional opinions for the HKSAR Government. Yet, as the civil society becomes more active, both mechanisms face certain challenges. Prominent public figures have lower incentives now to join advisory committees, while the public has growing skepticism towards the committees' credibility and transparency.

Despite the Government's attempt to introduce "public engagement" as a means to enhance citizens' influence on policies, the mechanism has not been a regular practice in consultation projects. Even within the Government, it has not been systematically promoted. The Government should improve the system of advisory committees, enhance the quality of public engagement, and open up more room for negotiation and cooperation, so as to maintain a certain level of public support and obtain necessary consensus for policy implementation for the time being, before the realisation of universal suffrage.

Policy recommendations on advisory committees

(1) Comprehensive sorting of statistics

The Government should entrust the Efficiency Unit to sort out statistics regarding advisory committees in a comprehensive manner, for instance, the number of meetings and age structure of committee members, so as to review the effectiveness of the current system in a macroscopic sense. Meanwhile, in order to enhance the transparency of these advisory committees, the Government should consider what information may be made public.

(2) Formulate a more detailed categorisation of the webpage

For the sake of fostering user-friendly access, the current "Civil and Miscellaneous Lists" webpage should be improved in order to provide a clear categorisation of existing advisory and statutory bodies.

(3) Strengthen the role of Commission on Strategic Development

It is advised to establish working groups of various policy areas under the Commission on Strategic Development, with government officials, academics, professionals etc. as members.

These groups should specialise in identifying the major issues and challenges in the upcoming 5 to 10 years, as well as providing opinions and possible research approaches for long-term policy planning. At the same time, the Government should allocate more resources to the secretariat of the Commission to support these working groups.

Policy recommendations on public engagement:

(1) Redefine public consultation guidelines

The Government should emulate the ways European countries foster public consultations, so as to redefine current public consultation guidelines and denote the process step by step. The guidelines should be made public every five to ten years for the sake of enhancing the transparency of consultations.

(2) Establish a "Public Engagement Development Commission"

The Chief Secretary should convene a "Public Engagement Development Commission" with the Efficiency Unit as its secretariat. The Commission should specialise in carrying out continuous reviews of the guidelines, concluding local experiences of public engagement and drawing references from overseas case studies etc. The Commission should comprise Secretaries of various Bureaus, Administrative Officers, Legislative Councilors, and public figures.

(3) Devise a set of standard procedure for public engagement

The Government may also devise a set of standard procedures for the institutionalisation of the existing modes of public engagement, such as requiring civil servants to incorporate public engagement strategies into the Memorandum for Executive Council or policy documents.

(4) Provide an additional webpage on public engagement

Each Bureau should include a "public engagement information" column in its webpage, listing out all public consultation items, whether they are concluded, in progress, or to be released. An additional page on "public engagement in progress" should also be available on the MyGovHK website.

Note: The recommendations above are for the first stage. After their successful implementation, further improvements can be made in the second stage (please refer to the two research reports via the website: www.hongkongvision.org.hk)




多方共議
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