

中華人民共和國香港特別行政區
立法會事務委員會秘書
(經辦人: 簡麗嫦女士)

簡女士:


立法會公務員及資助機構員工事務委員會
與立法會規劃地政及工程事務委員會

2002年2月22日舉行的聯席會議

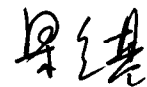
非常感謝立法會兩個事務委員會邀請我們共二十個工會及職系代表出席2月22日的聯席會議。

我們謹代表二十個工會及職系呈交一份員方就建築署資源重整計劃的聯合立場書。

建築署建築師協會
主席 陳偉人



建築署工料測量師協會
主席 梁立基



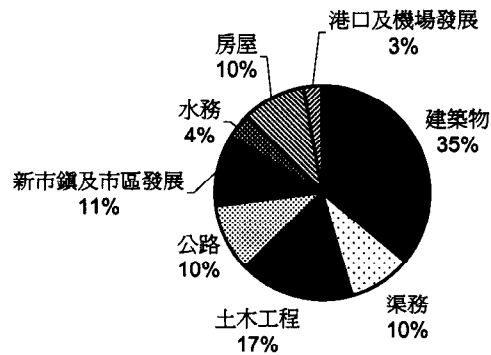
二〇〇二年二月十五日

引言

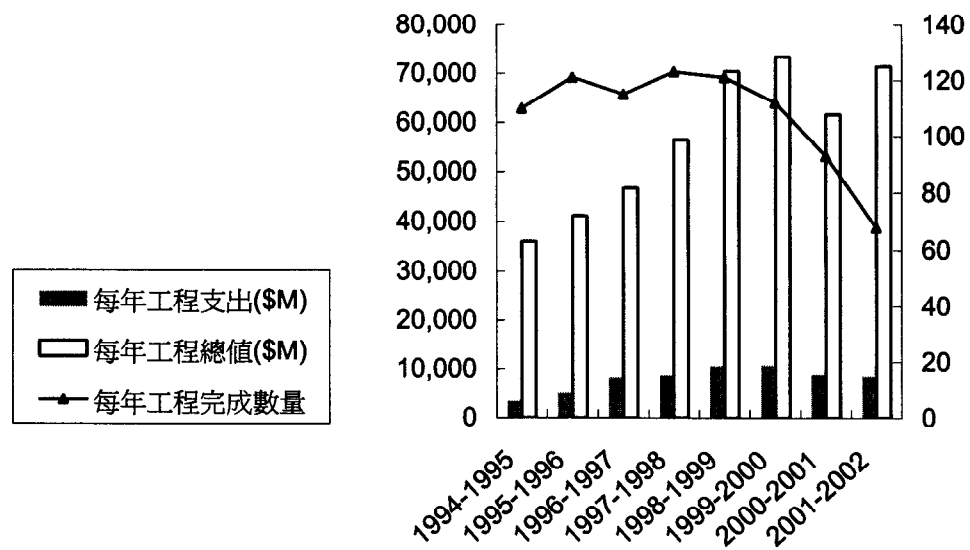
1. 自特區政府於二〇〇一年二月提出建築署部門改革事宜以來，建築署員工提出了不少關注及意見，其中在二〇〇一年五月二十三日給公務員事務局局長王永平先生的信件中，我們指出任何改革均須建基於客觀事實、合理分析、全面及持平的檢討。
2. 當局於二〇〇二年一月二十二日向員方及傳媒同一時間公佈了改革目標及方案。我們認為建議改革的方向及幅度缺乏客觀理據支持。雖然對方案成效有極大保留，但我們仍樂意與當局及建築署管方商討，希望能達致一個可行的方案。在同日（一月二十二日）給各大傳媒的新聞稿中，我們感到建築署外判化只是整個公務員改革之始，故此建議當局與立法會制定一套客觀及公平的標準以決定所有政府部門改革的路向和步伐。
3. 很感謝立法會兩個事務委員會迅速回應，並安排這一個特別的公開會議。藉此機會我們希望：
 - 陳述員方對改革方案的疑慮及不滿
 - 提供有關改革建議的背景資料及分析
 - 讓立法會及公眾了解政府當局、管方及員方的立場，從而建立溝通，以達致一個對當局、管方、員方及社會大眾最切實可行的方案
 - 建議當局與立法會制定一套客觀及公平的標準，以決定所有政府部門改革的路向和步伐。
4. 今次出席會議共二十個工會／職系代表，全部聯署了這份文件。另有一些補充資料由個別工會／職系稍後提出。

建築署的職能

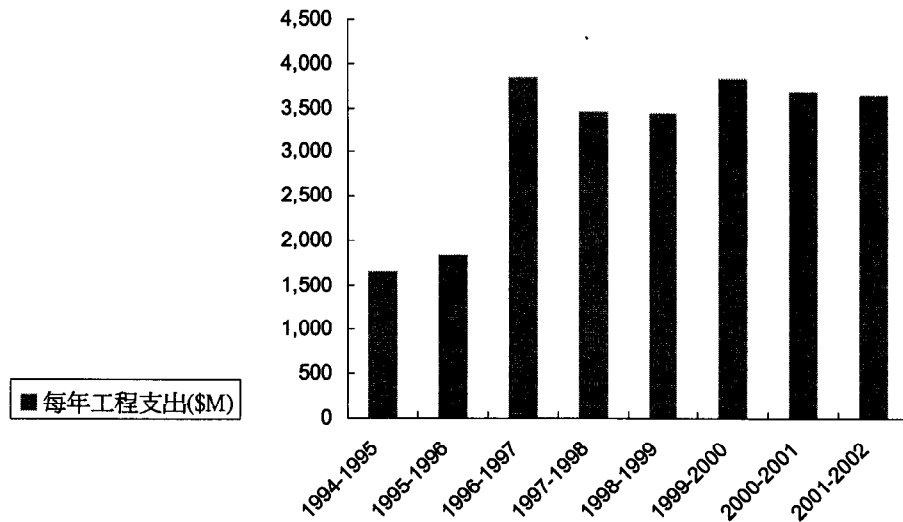
5. 建築署為工務局轄下七個工務工程部門之一。我們主要的職能是確使由政府及資助機構撥款的建築工程得以妥善開發、籌劃、設計、建造及保養，以達致最高的成本效益。另一方面，作為一個專業部門，建築署多年來在本地建築業的發展擔當了推動及協調的角色。
6. 根據政府出版的二〇〇一至〇二年財政年度預算，政府在工務工程總支出為\$20,940M。其中由建築署負責的工程約佔 35%：



7. 在今個財政年度，建築署轄下新建工程項目總額為\$71,000M，工程總支出為\$8,600M。過往八年工程額及支出統計如下：



維修及保養方面，本財政年度工程支出約為\$3,600M。過往八年支出統計如下：



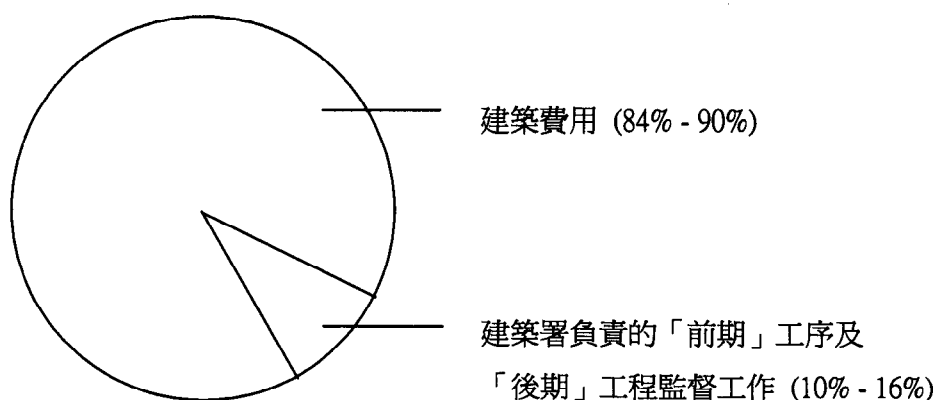
8. 建築署員工由多個職系組成，概略包括：

- 建築設計
- 保養測量
- 工料測量
- 園境設計
- 結構及土力工程
- 屋宇裝備及機電工程
- 工程監督
- 一般及共通職系

現有員工總數約 1,990 人。除卻一般及共通職系，其中約 300 人是由其它部門（主要是機電工程署）借調。

成本效益

9. 一個工程從開發、籌劃、設計到完工以至保養涉及多個專業的工序。根據現時建築署的人手安排，工程的「前期」工序主要由建築署員工負責。這些工序包括與業主部門議訂工程要求細節、進行可行性研究、申撥土地、財政預算、工程設計、繪製圖則、制定合約、招標及財政管理等。「後期」工作方面，工程的實際建築則全交予在工務局名冊上的私營建築商執行，建築署只負責工程監督工作。因應不同種類、大小、價值及建造時間，每個工程的開發及管理成本不盡相同，約佔工程總額的 10%至 16%：



從上可見，80%至 90%的工程費用已外判予私營機構。

10. 此外，由於固定的員工數目不足以應付每年不同的工程種類及數量，建築署多年以來均有具靈活性地外判一部分專業工序，以彌補內部資源的不足。外判水平約為每年總工程量的 30%至 40%。在今個財政年度，外判率為 35%。
11. 當局在二〇〇一年二月聘任了獨立顧問公司 Pricewaterhouse Coopers 對建築署的職能及成本效益進行了詳細研究。其中就分別以內部員工及外判形式處理的工程作了分析及比較，結果正面肯定了建築署的成本效益。以內部資源方式提供的專業工作成本平均佔工程金額的 7.6%，而外判同樣工作平均成本為 7.7%，統籌及管理外判的費用則為 2.0%。換言之，外判工程總成本為 9.7%。

12. 以一個政府機構來說，我們建築署的成本效益能達致甚至超越私營機構的水平，成績得來不易。這全賴多年來部門上下一心，通力合作，各職系員工發揮專業技能的成果。我們不敢自滿，多年來管方與員方通力合作，成功推行不少改革及引入了很多在建築業的新運作模式及措施，例如推行建築業電腦化、ISO9000 及 ISO14000 品質系統、合約糾紛協調系統、環保設計、價值管理等等。建築署的工作多年來得到很多專業團體的肯定，屢獲獎項。二〇〇一年更囊括了香港建築師學會三項大獎。在 Pricewaterhouse Coopers 的顧問報告中，用了肯定的語調高度評價員工對提高服務水平的投入及積極性。(英文版原文為：We were struck by the strength of staff commitment to providing an excellent service and their genuine concerns about significant change, for them and for Government.)

改革

13. 員工於去年獲悉改革一事以來向 Pricewaterhouse Coopers 及當局提交了不少意見，茲簡報如下：
- 26/4/2001 - 員方向 Pricewaterhouse Coopers 提交了部門改革的實務意見。 (附件一)
- 23/5/2001 - 給公務員事務局局長王永平先生的信件中指出：
- 員工普遍擔心，無論 Pricewaterhouse Coopers 的報告結果如何，政府早已訂下了裁減員工的目標
 - 改革須建基於客觀事實、合理分析、全面及持平的檢討。 (附件二)
- 23/7/2001 - 公務員事務局局長覆函，指出政府並無計劃在建築署推行機構性的改變，並承諾在實施任何改變前必先諮詢員工意見。 (附件三)

30/11/2001 - 政務司司長辦公室承諾，若政府的建議對員工有直接影響，將作出諮詢，聽取員工意見，絕不會貿然作出決定。 (附件四)

22/1/2002 - 建築署署長會見各員工協會及代表，宣佈改革方案。同日，工務局發新聞稿致全港傳媒宣佈 90%外判目標及方案。政府「絕對肯定建築署的專業才能及其多年來的成就」，並承諾「不會因為推行這次外判計劃而強迫遣散員工」。 (附件五)

14. 對政府當局一方面肯定建築署及員工的表現，另一方面卻宣佈一個幅度甚大的外判計劃，員工極感錯愕。就簡單數字分析，推行 90%外判計劃定會引起大量人手過剩。政府宣佈計劃的同時，並無實質數據及計劃交待如何處理過剩的員工，不強迫遣散的保證只泛於空談。再者，作為負責任的公務員，我們不願意看見資源錯配或浪費的情況出現。

15. 雖然員工對政府提出計劃的成效有極大的保留，在即日（一月二十二日）給傳媒的新聞稿中，我們仍樂意與當局商議改革一事，但希望政府與立法會制訂一套客觀及公平的標準，以決定政府部門的改革路向和步伐。(附件六)

「內部資源」與「外判」的平衡

16. 在現時的經濟環境下，我們不難理解當局要「瘦身」的意圖，但我們不認為外判一些經獨立審核並確定成本效益的工序對目前經濟有基本的幫助。增加外判只會將資源另配，整體勞工及就業市場並無得益。再者，我們留意到很多私營機構早已將一些工序（如設計、繪圖及標書編訂等）以電子郵件方式分判給內地及香港以外的地區處理。過份增加外判反會加速資金及人才外流，阻礙本地建築業的發展。

17. 在給公務員事務局局長及 Pricewaterhouse Coopers 的信件中（見上第 13 段）員方對外判問題提出了很多實務的意見，綜合如下：

- 建築署管理的工程涉及大量公帑；有賴非商業的運作原則，市民的利益方可得到最大的保障。商業運作往往只能著眼短期利益，不利整體行業的長遠及健康發展。
- 在唐英年議員於二〇〇一年一月發表的「建造業檢討報告」中指出「現時業內人士各自運作，負責不同工作範疇的參與業務者，往往只著眼個別工程項目的推展及只關注自己的利益。建造業必須建立一股新文化，不斷致力為客戶提供物有所值的服務」。建築署多年來在業內擔當了一個推動及協調的角色。在私營市場亟待改善的時候，對建築署的職能進行大幅度的改變實屬不智。
- 市民大眾對建築署的職能存有不少誤解，很多現行的監管及諮詢程序是善用公帑的必要措施，也不能因外判工程而減免或鬆懈。故單憑外判不能加快工程的進度或提高成本效益。
- 在推展建築業的策略性事宜上，建築署尚有不少發展空間及更大的責任。但正因為要繼續鞏固這些發展及迎接新的挑戰，建築署更應珍惜以往辛苦得來的經驗，不宜貿然放棄參與設計及監管工作。

此外，在二〇〇一年七月的獨立報告中，Pricewaterhouse Coopers 對現時建築署的運作模式亦有以下的正面評價：

- 集中運用資源致令成本減輕。
- 避免因政府工程不符法例或其它標準而引起的龐大政治及金錢損失。

18. 根據 Pricewaterhouse Coopers 的分析（見上第 11 段）建築署外判工程的成本較使用部門內部資源為高。當局自公佈改革以來，並沒有表明方案是否涉及額外財政負擔。在這方面我們希望當局能提供有關資料。
19. 在顧問報告中，Pricewaterhouse Coopers 並未就外判的幅度及進程作出實質的建議，但提出了以下重點：
- 政府先要訂立機制以檢討及確立一個內部資源及外判的平衡，根據現時有限的經驗我們不能建議建築署最終外判的比率。（原文為： Establishing mechanisms to review and ensure the right balance between in-house and outsourced provision. Given the current limited experience it is not possible to state now what percentage of ArchSDs work should eventually be outsourced.）
 - 就市場接受能力進行透徹的測試，找出一個實質基礎去決定「正確」的外判幅度。（原文為： In our view there is a need for a more robust testing of the market, which would provide a valid basis for determining the 'right' level of outsourcing.）
20. 當局現時提出的外判方案，既無客觀數理依據，也未接納 Pricewaterhouse Coopers 建議的「按部就班」原則。摒棄了多年來管方與員方互相合作共議改革的方式，當局今次採用了「先訂目標後諮詢」的策略。雖然 Pricewaterhouse Coopers 的報告早已於二〇〇一年七月完成，但當局只於二〇〇二年一月對外公佈了改革方案後才讓員方閱讀報告。我們對於過往一年員方未被允許參與改革感到十分可惜及無奈。因缺乏員方參與，一些基本實務問題未能充份考慮，當局制訂的目標難免出現偏差。這個做法也嚴重損害了建築署管方與員方多年來辛苦建立的互信關係，大大削弱了推行任何改革的動力。

總結

21. 在建築署及員工表現得到獨立顧問肯定的前提下，我們認為政府當局提出的改革不合時宜。一如既往，員方對任何改革均抱開放及積極態度。我們要求：

- 當局與立法會制定一套客觀及公平的標準，以決定政府部門改革的路向和步伐
- 當局在未提交有關理據前暫緩推行目前所提建築署改革方案。

BY FAX AND BY POST

26th April, 2001

PricewaterhouseCoopers
33/F, Cheung Kong Centre
2 Queen's Road Central
Hong Kong

Dear Sirs,

**Consultancy Study on the Management Review
of Architectural Services Department Functions**

1. We, the undersigned representing the staff associations and consultative bodies, are writing jointly to express our views and concerns regarding the management review of the Architectural Services Department (ArchSD) currently being undertaken by PricewaterhouseCoopers (the Consultant) under the captioned Consultancy Study. The Consultancy Study was commissioned by the Efficiency Unit of the Government Secretariat.
2. As part of the Consultancy Study programme, we had the opportunity of meeting representatives of the Consultant on 30th March 2001. At the meeting, we were asked nine general questions (Appendix A) centered on our perception of ArchSD's roles and services, and our views of alternative forms of procurement. We understand that, also as part of the Consultancy Study, ArchSD's senior management and ArchSD's other business associates and counterparts have been or will be asked to comment on the same set of questions.
3. The staff that we represent are professional, senior and chief professional officers embodying the middle management of the various functions of ArchSD. We are the core members who have the professional expertise and hands-on experience in successfully completing numerous projects, giving professional advice, and developing industry standards, best practices and protocols. We hold an unparalleled knowledge base and resource pool. We work in an environment unfettered by overriding commercial constraints. We have in-depth knowledge about both ArchSD and the local Construction Industry, and are best placed to give advice on the practicability of procurement alternatives alluded to in the Consultancy Study, from both managerial and technical perspectives.
4. In this letter we wish to give, as we did at our meeting on 30th March 2001, our candid views of the ArchSD systems, the internal and external environments, and the procurement alternatives. However, we must first record our concern over the very short time period within which the Consultant must complete its study, the results of which seem certain to have far reaching implications on ArchSD and the Industry as a whole.
5. Within the very short time slot that we were allocated with the Consultant on 30th March 2001, we replied to the nine questions. Beyond the confines of these nine questions, we also gave our opinion about the operational environment of ArchSD, and the roles that it played in the local Construction Industry. These points were

briefly recorded in the notes of meeting issued by the Consultant on 6th April 2001 (Appendix B). Unfortunately, in their brevity, these notes do not adequately reflect our views and sentiments on this very important subject. We would submit in more detail what we said at the meeting, and expand on some of these points. We request further detailed discourse on this matter in view of the potential implications to Government, the Construction Industry and our future livelihood.

The Public Interest

6. Dating back to its establishment as the Architectural Office of the Public Works Department, ArchSD, as a Government Department, has always put public interest before any commercial considerations. This has allowed the introduction of numerous endeavours, some initiated internally and some externally through the various Government Bureaux, aimed at ensuring a healthy growth of the Construction Industry. Based on our hands-on experience, we have established many practices and published many standards which are adopted and followed by the public and private sectors of the Industry. These include standard specifications, standard drawings / details, codes of practice, conditions of contract etc. covering a wide range of topics in design, procurement, contract administration and supervision, maintenance, computerization, quality assurance, safety and environmental performance.

7. In addition to its role as the industry leader, ArchSD also complies with the Government's policies in relation to accountability, transparency, access to information, stores and procurement regulations, WTO Government Procurement, "helping the business", "employment opportunities for contractors and consultants", etc. All these are pitched at the long term growth and well-being of the Industry.

The Tang's Report

8. The Industry has benefited from these professional standards and good practices. However, as the pay back period is extremely long and sometimes the benefits materialize at the industry rather than company level, it is highly unlikely that any organizations geared to commercial objectives are willing to assume these long-term functions. In any case, we do not think that the Industry is mature enough for these important functions to be left to the market force. In the recently published Report of the Construction Industry Review Committee, the Hon. Henry Tang rightly observes that the Industry is "fragmented with a multitude of players in different sectors each pursuing his own self-interest"¹, so much so that he recommends that an industry co-ordinating body be set up to "uphold public interest while promoting the interests of the professionals and the trades".²

Different Cost Centres

9. A comparison with the private sector can only be accurate if it is based on the same cost centres covering the same set of activities. As we have pointed out, ArchSD provides services of a much wider scope than the private sector. Unfortunately in most cases, the time we spend on those additional "non-fee-earning"

¹ Para. 3.1 of Report

² Chapter 9 and para. 4.21 of Report

activities is either not accurately identified or conveniently brushed aside. A comparison can only be meaningful if ArchSD, like its counterparts in the private sector, makes its "investment decisions" and commits its resources based on commercial considerations in the first place. However, being a Government Department, we do not operate to compete with the private sector. Our primary objective is to deliver quality services, which cannot be compromised by resources and financial considerations. We are not selective of the type and nature of projects to further any marketing or profitability concerns.

10. Like other Government Departments, we are often unfairly equated with excessive or unnecessary procedures. Criticisms of "long lead-time", "bureaucracy" and "excessive vetting and reporting" are often leveled at works departments like ArchSD, without paying regard to the fact that these procedures originate from policy concerns. A long lead-time is required, for example, because public consultations are required at various stages of procurement of public works. Our tender reports are prepared in such detail not only to record that the most suitable contractor has been selected but also that all tenderers taking part in the tender have been treated fairly. These considerations are not required, or at least are not as important, in the procurement of projects in the private sector. In any event, ArchSD are bound by these procedures because it is engaged in the procurement of public works and spending public money. There must be no misconception that these procedures could be dispensed with if a project is procured through a private consultant instead of a Government Department.

11. Despite all these difficulties and differences, throughout these years ArchSD has maintained a constant level of quality services. Indeed, in 1999 the management structure and procedures of the Property Services Branch of ArchSD were confirmed to be viable as a result a detailed management study conducted by Coopers and Lybriad and supervised by the Management Services Agent of the Government Secretariat. In a preliminary report prepared by the Consultant in January 2001, it was noted that there were less quality difficulties with ArchSD in-house projects than out-sourced projects. We are also glad to learn from the ArchSD Senior Management that, based on our financial analysis and discounting those "non-fee-earning" activities, ArchSD maintains its operating cost at a level compatible with, if not more competitive than, the private sector.

The Unhealthy State of Providing the Bare Minimum

12. We have already explained that it is unlikely that the private sector will be motivated into taking over from ArchSD to provide some of its services. From our experience of managing consultants on project-related activities, and understandably because of commercial concerns, consultants are only prepared to provide the bare minimum. Managing a consultant is very much different from supervising a contractor. In the latter case, the client's requirements are clearly specified by means of drawings and specifications, and it is simply a question of deciding whether a piece of work meets the specifications. In the case of a consultant, the end product is yet to be developed and is a function of the consultant's performance. We as managers are often placed in an invidious position of having to decide between "it is a mediocre design / proposal which we personally would never produce" and "yet it is hard to

argue that it fails to meet the specifications". Unfortunately, it often ends up in the worst of both worlds where we have to accept the consultant's design / proposal but spend our own time perfecting it.

13. At present, consultants from the private sector are engaged by ArchSD to supplement its capacity and expertise. We consider this to be a viable means to allow ArchSD with its fixed staff resources to cope with the fluctuating workload of the works programmes. With no intention of discrediting the consultants' contribution, for the reasons stated in the previous paragraph we have great reservations with regard to any alternative forms of procurement which will result in a substantial increase in the level of participation by the private sector.

14. We are not necessarily saying that we are more competent than the private sector at the organization level. However, our advantage over them is that, as civil servants, we are not bound by commercial considerations which encourage a culture of providing the bare minimum. A client who is tempted to adopt a cheaper design runs the risk of paying more at the operational stage of a project, in the form of inefficient utilization, over-design, or higher operating / maintenance cost. It requires "trained eyes" to tell the difference and identify the hidden costs. The fact that the backlog of overdue final accounts is largely with those projects handled by consultants, as recorded in the Consultant's preliminary report of January 2001, is a vivid illustration of consultants giving priority only to fee-earning activities.

The ArchSD Knowledge Base and Resource Pool

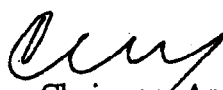
15. For the past few years the competition among private sector consultants for ArchSD projects became very keen but only because of the overall short supply of construction works as a result of the financial downturn. During the earlier years, when the economy was good, many consultants declined our invitations for submitting tender proposals. They saw ArchSD projects as not attractive and not profitable. There is no question of ArchSD "monopolizing" our projects. Quite to the contrary, we see a practical need to maintain the present level of work in-house to maintain the current knowledge base, and ensure a steady supply of expertise and resources. In any event, we cannot be too reliant on consultants for those functions directly affecting our role as a watchdog of public money, such as project expenditure planning, forecasting, and control.

16. ArchSD's expertise should be allowed to grow by continuing to acquire hands-on experience in the design and management of our projects. This in-house expertise is essential for us to discharge our duties in providing professional advice; developing good practices and standards; meeting various requirements of the Public Works Programme; and responding to urgent requests and sometimes emergency situations such as the provision of refugee accommodation. We believe that the wealth of experience and expertise that we have acquired constitutes the "core competency" of ArchSD.

17. Throughout these years, we have made significant achievements in the design and construction of public buildings. These achievements have been recognized by numerous awards and citations by local and overseas professional institutions. We

have assumed the role of Construction Industry leader. We have built up a knowledge base and a resource pool. Our system has proven to function efficiently and effectively. Our staff are fully qualified and experienced. We are always ready to serve. There is no need to look elsewhere. We agree that, in line with the development of the Industry and society, our organization and operations must be under constant review. We have in this letter identified some valid problems and concerns which must be thoroughly investigated and considered before we are hurried into any irrevocable changes. We feel particularly strongly about this as the Industry is still very much in need of co-ordination and is not mature enough to take up a self-regulating role.

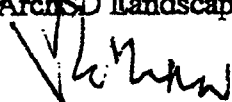
Yours faithfully,



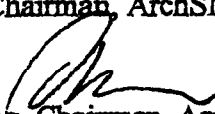
(W.Y. Chan, Chairman, ArchSD Architects Association)



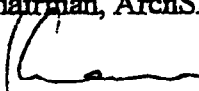
(Jonathan Yung, Chairman, ArchSD Landscape Architects Association)



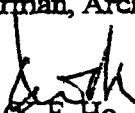
(H.Y. Chan, Chairman, ArchSD Maintenance Surveyors Association)



(Francis Leung, Chairman, ArchSD Quantity Surveyors Association)



(S.C. Kwan, Chairman, ArchSD Structural Engineers Association)



(K.F. Ho, Building Services Engineer Grade and
Electrical & Mechanical Engineer Grade Representative)

Encl.

- c.c. Director of Architectural Services
- Deputy Director of Architectural Services
- Heads of Grade
- Departmental Secretary
- Directorate Officers
- ArchSD Technical Staff Representatives

**Architectural Services Department Management Review
Staff Interview Guideline**

- 1 Views on ArchSD's roles and core services
- 2 Views on ArchSD's current practices of outsourcing (eg consultants, design and build, etc) & areas of improvement
- 3 Experience on managing inhouse and outsourced professional services (e.g. difficulties, outcome, monitoring effort, etc)
- 4 Views on Arch SD' strengths and weaknesses
- 5 Comment on consultants' and contractors' strengths and weaknesses –expertise, capacity, etc in handling ArchSD's work
- 6 Ideal forms of cooperation/ partnership between ArchSD and consultants and contractors
- 7 Suggest criteria in defining ArchSD roles and core services and selecting work for outsourcing
- 8 Suggest types / stages of projects/ work suitable for ArchSD's core services, and those suitable for outsourcing
- 9 Anticipated benefits/ problems if ArchSD were to devolve some current works to client departments

Architectural Services Department Management Review
Summary notes of staff interview meeting (Professional grades)
March 30, 2001 p.m.

- 1 Views on ArchSD's roles and core services
 - Vote controller
 - Deliver high quality, environment-friendly, safe and comfortable buildings for public use. Through direct involvement in project delivery, ensure buildings meet the ever-increasing public expectations:
 - Research and develop standards for different professional building disciplines, different types of public sector buildings and building materials.
 - Ensure all government buildings follow such standards.
 - Act as a role model for other public sector organisations and even the industry, in terms of building standards.
 - Lead the industry, as no single private sector firm can match ArchSD's experience in terms of project types and project scale
 - Responsible for the long term maintenance of government property
 - Advise policy bureaux in making public works policies and then execute the policies.
- 2 Views on ArchSD's current practices of outsourcing (eg consultants, design and build, etc) & areas of improvement
 - Design and build suitable for infrastructure which can have clear specifications, but not suitable for building projects whose specifications cannot be laid down completely in writing.
 - Under design and build arrangement, consultant, being employed by contractor, will consider contractor's interest of higher priority relative to ArchSD's interest.
- 3 Experience on managing inhouse and outsourced professional services (e.g. difficulties, outcome, monitoring effort, etc)
 - Design and build in maintenance works: ArchSD has to vet designs in great details to prevent over-design, which often happens as contractor fees are based on measurement of work measurement.
 - Design and build in new works: Again ArchSD has to vet designs in great details to prevent under-design, which often happens as contractor fees are on a fixed lumpsum basis.
 - High transaction costs in outsourcing design: ArchSD staff has to train the inexperienced consultants, who are not familiar with government procedures, eg in tendering report and client communications
 - ArchSD is ultimately accountable to the public for public sector buildings and thus has to spend a lot of resources in monitoring consultants and contractors.
 - Number of adverse reports cannot reflect quality of work of consultants as ArchSD staff spent a lot of resources to ensure consultants' work being up to standard.

4 Views on Arch SD' strengths and weaknesses

- Extensive experience in terms of project types
- Accountable to the public and will always consider value-for-money
- ArchSD's quantity surveying discipline involves less cost in contract administration. Compared with the private sector, ArchSD has fewer disputes with contractors as ArchSD has established standards in conditions of contract, which contractors know well.

5 Comment on consultants' and contractors' strengths and weaknesses—expertise, capacity, etc in handling ArchSD's work

- A few years ago during the construction boom, not many consultants were interested in designs of public sector buildings
- Private sector is profit-oriented. In some instance where there are different approaches to a problem, private sector will choose one which leads to higher profits.
- Often use inexperienced consultants to handle outsourced work
- High staff turnover and affect continuity of the project

6 Ideal forms of cooperation/ partnership between ArchSD and consultants and contractors

- For maintenance, private sector should provide one-stop-shop service, from portfolio management, to property management and maintenance. If private sector cannot provide such one-stop service, ArchSD prefers to keep maintenance inhouse.
- For new projects, private sector should supplement ArchSD when volume of work exceeds ArchSD's capacity.
- Should involve contractors at earlier stages to provide input to designs. (Currently, bound by the tendering procedures, contractors do not participate in the project until designs have been completed.)
- For some special projects, prequalification of contractors is necessary. Contractors will be required to propose alternative modes of construction at the prequalification stage.

7 Suggest criteria in defining ArchSD roles and core services and selecting work for outsourcing

For maintenance

- Availability of inhouse expertise—special works like water treatment plants should be outsourced
- Knowledge of the maintenance history of the building—ArchSD keeps all relevant information and is able to foresee future maintenance needs based on maintenance records
- Possible consequences of outsourcing—which might lead to massive follow-up work by ArchSD

For new project delivery

- Outsourcing must be under the context that inhouse expertise will be retained— so that staff remain well equipped to handle future work in project delivery, technical advisory and monitoring of consultants
 - Manpower requirement of the project
 - Urgency and government priority to the project: such projects should be completed inhouse while other works outsourced
- 8 Suggest types / stages of projects/ work suitable for ArchSD's core services, and those suitable for outsourcing

Based on the criteria in (7), for new project delivery

- Delivery of complex projects and institutional buildings should be kept inhouse—to outsource simple projects which require little monitoring efforts
- Projects which require tedious labour work eg School Improvement Programme, which requires consultants to visit individual schools to investigate, should be outsourced

For maintenance work

- Outsource those one-off works that won't affect long term strategy in maintenance eg removal of asbestos
- Renovation work that would affect the integrity of the entire building should be kept inhouse

9 Anticipated benefits/ problems if ArchSD were to devolve some current works to client departments

- Client departments may not have expertise to decide whether consultants' advice is valid, and ArchSD may have to follow up with the poor quality work of consultants
- Client departments may not follow government building standards
- Cases like Chek Lap Kok air cargo terminal and subvented schools were quoted as examples of adverse consequences for not involving ArchSD in project delivery

Other comments

Comparing inhouse and outsourcing costs

- Additional costs in issuing site instructions, in case there are problems in the design plans, have not been taken into account
- Inhouse and outsourcing involve different tasks and duties. When comparing the costs of these two modes, all tasks not executed by the consultants should be listed and taken into consideration.

ArchSD's roles should expand in the following areas

- Advise client departments in earlier stage of the project, not until departments have already decided their requirements
- More research and development in the application of new building materials
- Conduct technical review after project completion

23rd May 2001

Mr. Joseph W.P. Wong, JP
Secretary for the Civil Service
Central Government Offices
West Wing
Lower Albert Road
Hong Kong

Dear Mr. Wong,

**Consultancy Study on the Management Review
of Architectural Services Department Functions**

1. We were glad to have the opportunity of discussing with you, during your visit to the Architectural Services Department on 3rd May 2001, the staff's views and concerns regarding the captioned review.
2. We are concerned that it is the general feeling among the staff that, whichever way the facts and analyses may point to, Government is minded to reduce its commitment to its staff, and the review is only a tool to achieve this aim. Naturally, we are also concerned that our livelihood will be affected as a result of any decision that may result in "downsizing" of ArchSD. However, as we mentioned in our discussion, the staff's unease should not be seen as being prompted merely by self-interest. It is the staff's genuine concern that, apart from being "interviewees", we are denied from participating in the review, and yet some fundamental issues cannot be satisfactorily addressed without our involvement. We do not resist any change just because our livelihood is at stake. Equally, Government should not be seen to instigate any change just for the sake of change.
3. In this context, we welcome the assurances that you gave to the staff, namely, there is no preconceived policy of change to the ArchSD structure; Government is the final arbiter of any proposals; any change will only be based on a balanced review of all facts, analyses and opinions, including consideration of the staff's well-being; there will be no redundancy; and in any event no member of staff will have to leave government service against his/her will. These assurances are particularly timely. On the one hand, they clear up some of the uncertainties and worries of the staff. On the other hand, the staff's views and concerns can now be better received by Government as genuine and unbiased.
4. You no doubt noticed in our brief conversation that we took considerable pride in what we had achieved in ArchSD. We have extensive knowledge and experience in this field and we are best placed to offer comments on the practicability of various proposals. We are of course mindful of the need for continuous improvement. Numerous changes have in the past been initiated and successfully implemented as a result of the joint effort of both the staff and management in ArchSD. As evident from our financial review, we have maintained our operating cost at a level compatible with, if not lower than, the private sector. Against this background, we fail to understand why the process is reversed this time, by imposing a review upon ArchSD and not involving the staff in this important process.

5. As the matter is being pursued in such haste, we are not optimistic that there will be enough deliberation on many important issues such as those factors justifying the existing system and the shortcomings / limitations of any alternatives that we see at the operation level but are not as obvious to "outsiders" at the theoretical analytical stage. We would draw your attention to the points detailed in our letter to PricewaterhouseCoopers dated 26th April 2001 (copy enclosed). These concerns are based on our professional knowledge and hard-earn experience. No other party has as much experience as we do about the operational requirements and constraints of ArchSD and its unique roles in the Construction Industry. No other party has spent as much time as we have in the steady development of ArchSD, only through numerous deliberations, trials and errors, and fine-tuning.

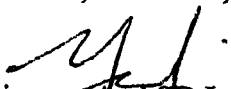
6. We note your assurance that any change will only be based on a balanced review of all facts, opinions and analyses. However, we would challenge the wisdom of denying the staff from participating in this very important review process. We demand that the report, when completed, must truly and faithfully record all relevant facts and opinions. It must provide a balanced view of the pros and cons of various systems. Any recommendation must be linked to a structured review of all relevant facts and analyses. It must present a comprehensive picture with supporting data and analyses to allow Government and the staff to make a reasoned judgement.

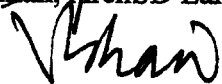
7. Furthermore, we consider it mutually beneficial to Government and the staff if we are allowed to comment on PricewaterhouseCoopers' report in conjunction with ArchSD senior management, the Efficiency Unit, Finance Bureau, Works Bureau, and your office representing the Government. A reform is not necessarily preceded by confrontation. We are confident that if, like previously, we are allowed to work together with various interested parties, a "win-win" solution will be achieved.

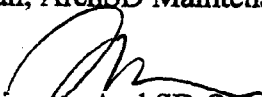
8. We are anxious to provide whatever assistance you may require, and look forward to expanding our dialogue on this very important subject.

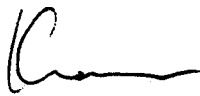
Yours sincerely,


(W.Y. Chan, Chairman, ArchSD Architects Association)

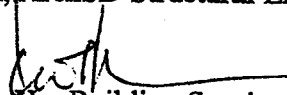

(Jonathan Yung, Chairman, ArchSD Landscape Architects Association)


(H.Y. Chan, Chairman, ArchSD Maintenance Surveyors Association)


(Francis Leung, Chairman, ArchSD Quantity Surveyors Association)



(S.C. Kwan, Chairman, ArchSD Structural Engineers Association)



(K.F. Ho, Building Services Engineer Grade and
Electrical & Mechanical Engineer Grade Representative)

**Encl. – Joint letter to PricewaterhouseCoopers
dated 26th April 2001**

c.c. Ms. D. Yue, JP, Secretary for the Treasury)
Mr. C. Sankey, JP, Head, Efficiency Unit) with encl.
Mr. S.S. Lee, JP, Secretary for Works)
Mr. S.H. Pau, JP, Director of Architectural Services
Deputy Director of Architectural Services
Heads of Grade
Departmental Secretary
Directorate Officers
ArchSD Technical Staff Representatives

政府總部
公務員事務局
香港下亞厘畢道



CIVIL SERVICE BUREAU
GOVERNMENT SECRETARIAT
LOWER ALBERT ROAD
HONG KONG

本函檔號 Our Ref.: CSBCR/PSU/1/99 Pt.3

電話號碼 Tel. No.: 2810 3739

來函檔號 Your Ref.:

傳真號碼 Fax No.: 2501 0669

電郵地址 E-mail: csbcs@csb.gov.hk
csbts@csb.gov.hk

23 July 2001

Mr. W Y Chan, Chairman, ArchSD Architects Association
Mr. Jonathan Yung, Chairman, ArchSD Landscape Architects Association
Mr. H Y Chan, Chairman, ArchSD Maintenance Surveyors Association
Mr. Francis Leung, Chairman, ArchSD Quantity Surveyors Association
Mr. S C Kwan, Chairman, ArchSD Structural Engineers Association
Mr. K F Ho, Building Services Engineer Grade and
Electrical & Mechanical Engineer Grade Representative

Dear Sirs,

Consultancy Study on the Management Review of Architectural Services Department Functions

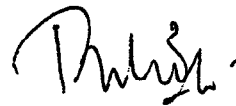
Thank you for your letter of 23 May 2001. I am authorized by SCS to reply to you.

2. The HKSARG delivers an expanding volume of services to an ever-increasing population. The needs and demands of the community are fast changing and the issues we face now are becoming more complex. Improving the delivery of public services is therefore our top priority. As a responsible and responsive Administration, we are committed to enhancing public sector productivity. These include, amongst other things, exploring further private sector involvement in the delivery of public services. The management review of Arch SD has been launched against this background. The aims of the study are to review the current mode of service delivery in the department, explore alternative modes for delivery of essential services and make recommendations on the roles and functions necessary for the effective and efficient delivery of essential services by Arch SD as a vote-funded department. To achieve these objectives, outside consultants have been engaged to provide the Administration their independent views on the roles and functions of the department.

3. It is not the Administration's intention to propose fundamental institutional changes for Arch SD. The management review of the department is conducted on the basic assumption that Arch SD will remain as a vote-funded department. We hope that through the management review, we will be able to identify ways and means to further improve the current service delivery of Arch SD to meet community needs.

4. Staff participation is a very important element in this review exercise. In this regard, we understand that the consultants engaged to conduct the review have communicated with the staff in Arch SD to seek their views on the future roles and functions of Arch SD. The consultants will, no doubt, take into account these views in drawing up their recommendations. Please rest assured that the staff in Arch SD will be consulted through established mechanism before a decision is taken on the implementation of the recommendations arising from the review.

Yours faithfully,



(CHOI Siu-chuen)

for Secretary for the Civil Service

c.c. Secretary for the Treasury
Secretary for Works
Head, Efficiency Unit
Director of Architectural Services

香港特別行政區政府
政務司司長辦公室



CHIEF SECRETARY
FOR ADMINISTRATION'S OFFICE
Government of the Hong Kong
Special Administrative Region

CSO 8/2/5/2001/11-10(1)

香港告士打道郵局信箱第 28789 號
公務人員總工會

建築署技術主任(屋宇裝備及機電工程)分會主席黃港生主席
香港政府華員會技術主任分會執行委員陳貴松先生
政府工程技術及測量人員協會

建築署技術主任(屋宇裝備及機電工程)代表王志漢先生
建築署技術主任(建築設計)代表范再洋先生
建築署技術主任(結構工程)代表張子耀先生

黃主席、陳先生、王先生、范先生、張先生：

「建築署職能工作檢討」顧問研究

各位於本年十月九日來信政務司司長，表達建築署員工因該署的職能工作檢討而對前景有所憂慮，並要求司長向員工保證不會進行強迫遣散。司長叮囑我代為答覆。

建築署較早前透過顧問公司進行的職能工作檢討，其目的在於對建築署現時的服務及運作情況作出檢討，從而尋求更完善及更具效率的運作模式。這項研究以維持建築署作為一個由政府撥款的部門為基礎。各位在來信中認為在此問題上管、職溝通至為重要，司長非常贊成。據我所知，顧問公司在進行檢討的過程中曾與員工會面，了解員工的工作狀況及對現時運作模式的意見。而司長和公務員事務局局長分別在本年七月二十三日和五月三日探訪建築署時，也曾與職方討論雙方共同關

注的事項。此外，員工也可透過部門協商委員會向管方表達意見。換言之，管、職之間的溝通渠道早已設立，只要雙方持坦誠互信的態度，該渠道應能運作暢順。

政府現時仍未完成對建築署的檢討工作。如政府的建議對員工有直接影響，署方將作出諮詢，聽取員工的意見，絕不會貿然作出決定。因此，司長希望各位同事們安心工作，不要多作揣測，繼續盡心為市民服務。政府承諾不會對今次檢討結果受影響的公務員採取強迫遣散措施。司長同時希望倘若將來建築署在運作上有任何轉變時，各位同事能與署方衷誠合作，落實新安排。

政務司司長政務助理

蘇錦成

二零零一年十一月三十日

副本送： 工務局局長
公務員事務局局長
庫務局局長
建築署署長
機電工程署署長
立法會公務員及資助機構員工事務委員會主席
政府工程技術及測量人員協會
香港政府華員會



寄給朋友 | 政府主網頁

建築署資源重整計劃

政府最近完成對建築署工作的檢討，並決定該署日後須專責擔當策略性角色，既作為政府的建築專家與政府建築物的監管機構，亦充當政府在建築政策、建築規劃以至維修等方面的專業顧問。

政府絕對肯定建築署的專業才能及其多年來的成就，而檢討結果亦一再確認該署的重要性。

工務局發言人說：「建築署日後除了執行上述職務，還會致力提高業界的專業水平；提倡最佳的建築設計模式；鼓勵設計『高智能』、重環保和以客為本的建築物；以及帶領本地建造業改善建築、工地管理和工地安全的整體質素和水準。」

建築署日後會在公共建築的施工和維修方面，集中處理項目管理和監督的工作。

發言人說：「這項安排可使建築署更能專注處理一些策略性的建築事務，從而提升有關方面的整體專業水平。」

為使建築署能提高生產力，並專注於其策略性角色，現時由該署負責的建築及維修工程，將大部分改由私營機構承辦。

所有在二〇〇一年九月及其後獲批准進行的新工務項目，將會逐步進行外判，以期達致有九成工作外判的目標，當中包括專業服務和技術服務的工作。此外，亦會把多種維修工程外判或下

放，數量可高達八成甚至全部。

發言人表示：「建築署會繼續向部門及其它有關機構提供專業意見、監督工程，並維持工程的整體水平，故在任何情況下，建築與維修工程的質素都不會因外判而下降。我們將致力確保有一個順利的過渡。」

他更解釋建築署資源重整計劃的優點：「把大量工程外判，既可借助私營機構的資源、新技術和作業方式來推展公共工程項目及維修工作，亦可為私營機構創造大批職位。

「至於建築署本身，則可集中人力物力，履行其專業職責，改善建築和工地管理的質素，以及提高工地安全。

「這個安排既可加快及提高建築署推行建築項目的速度和數量，因而增加部門的生產力，又具靈活性，使其能夠應付時有增減的建築工程。這種合作的方式，實可確保公營和私營機構都能物盡其用、人盡其才。」

由於政府承諾增加小型工程的投資，建築署本應增設若干職位以應付隨之而增加的工作量，但因推行這外判計劃，在此長彼消的情況下，該署在未來兩年將不會出現人手過剩的問題。

他說：「政府已承諾不會因為推行這次外判計劃而強迫遣散員工，並已成立跨部門工作小組，成員包括各有關方面的代表，以便共同擬定人手安排及有關事宜，包括研究員工再培訓、再調配、推行計劃和實施時間表等事宜。政府會廣泛地徵詢員工對上述事宜的意見，並相信他們會給予支持和合作，與部門共同迎接新挑戰。」

完

二〇〇二年一月二十二日（星期二）

致： ATV (Fax No : 2338-6469)
Cable TV (Fax No : 2112-7890)
TVB (Fax No : 2358-0480)
香港電台 (Fax No : 2338-1466)
商業電台 (Fax No : 2338-0021)
新城電台 (Fax No : 3150-8550)
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新報 (Fax No : 2817-4433)
香港經濟日報 (Fax No : 2811-1926)
蘋果日報 (Fax No : 2370-3283)

建築署資源重整計劃

建築署員工就部門改革一事發表意見如下： -

- 我們得悉政府當局已聘任顧問公司對建築署整體表現作出獨立分析及報告。
- 對政府當局肯定建築署部門及員工的表現，我們感到欣慰。我們樂意與當局共議改革方案以提高政府的服務水平，但同時我們認為任何改革須建基於客觀事實、合理分析、全面及持平的檢討。我們對政府目前所提外判方案的成效雖有保留，但只要當局與員工互相合作及溝通，必可達致一個可行的方案。
- 「增加外判」及「政府瘦身」已引起社會廣泛討論及關注，相信建築署改革只是整個公務員改革之始。有見及此，我們建議政府當局及立法會制訂一套客觀及公平的標準以決定政府改革或「瘦身」的路向及步伐。我們認為改革應以部門員工的工作效率及表現為依據，更要提高服務市民的質素。在檢討員工人手安排及有關事宜上，政府更應起帶頭作用，遠勝於呼籲商營機構不可輕率裁員。

聯絡人： 建築署建築師協會主席陳偉人(2867-3740)

建築署工料測量師協會主席梁立基(2867-4026)

(由專業及技術職系工會及代表聯名簽署)

二〇〇二年一月二十二日

致各電視台、電台及報章
二〇〇二年一月二十二日函件簽署人:

(建築署建築師協會)

(建築署園境師協會)

(建築署屋宇保養測量師協會)

(建築署工料測量師協會)

(建築署結構工程師協會)

(建築署屋宇裝備工程師及機電工程師職系代表)

(建築署工程監督職系代表)

(建築署屋宇裝備督察職系代表)

(公務人員總工會建築署技術主任
(屋宇裝備及機電工程)分會)

(政府建築署人員協會)

(香港政府華員會技術主任分會)

(香港政府華員會建築署技術主任(建築設計)分會)

(政府工程技術及測量人員協會
建築署技術主任(建築設計)代表)

(政府工程技術及測量人員協會
建築署技術主任(屋宇裝備)代表)

(政府工程技術及測量人員協會
建築署技術主任(結構工程)代表)

(建築署工料測量主任職系代表)

(建築署一般及共通職系代表)

(機電工程署屋宇裝備人員協會)

(建築署第一標準薪級代表)