

# 立法會

## *Legislative Council*

LC Paper No. CB(2)1695/10-11(06)

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### **Panel on Home Affairs**

#### **Background brief prepared by the Legislative Council Secretariat for the meeting on 13 May 2011**

#### **District Minor Works Programme**

#### **Purpose**

This paper provides background information on the District Minor Works ("DMW") Programme and highlights the concerns of members of the Panel on Home Affairs ("the Panel") about it.

#### **Background**

2. In January 2005, the Chief Executive announced in his Policy Address that the Government would review the functions of District Councils ("DCs") and enhance its support for them. Upon recommendation by the DC Review completed in July 2006, the Administration briefed the Panel in November 2006 on its proposal to set up the DMW Programme funded under a new dedicated capital works block vote under the Capital Works Reserve Fund ("CWRP") for DCs to initiate and implement DMW projects costing up to \$15 million each. The DMW block vote would replace three separate sources of funding for DMW projects, viz. the block vote under CWRP for minor building works costing up to \$15 million each, the block vote under CWRP for urban minor works costing up to \$15 million each, and DC funds for minor environmental improvement works not exceeding \$600,000 per item.

3. The DMW Programme was endorsed by the Public Works Subcommittee on 19 December 2006 and approved by the Finance Committee ("FC") on 12 January 2007. In November 2007, with FC's approval, the cost ceiling for each DMW project was increased to \$21 million.

4. In January 2007, a pilot scheme funded under the DMW block allocation of \$20 million was launched by the Administration in four districts, and matters relating to its implementation were discussed by the Panel in December 2007. Since 2008, the DMW Programme has been fully implemented in the 18 districts and the annual provision for it has been set at \$300 million. The Administration's guidelines for implementing DMW projects are in **Appendix I**.

#### Scope

5. The DMW Programme covers minor building works, fitting out works and minor alterations, additions and improvement works and slope inspections and minor slope improvement works in respect of all the district facilities under the purview of DCs. It also covers all costs incurred from the planning of such works, such as consultant fees, feasibility studies and site investigation.

#### Role of DCs

6. According to the Administration, regarding the planning and implementation of DMW projects initiated by DCs, each DC (or its District Facilities Management Committee) is responsible for -

- (a) initiating projects and collating views and district aspiration;
- (b) endorsing projects proposed by government departments;
- (c) deciding on the scope and scale of projects;
- (d) setting the relative priorities of projects;
- (e) determining the timetable for implementation; and
- (f) monitoring the progress of implementation through regular progress reports submitted by the Administration/works agents.

#### Term consultants

7. Since the full implementation of the DMW Programme, the Administration has engaged four term consultants for a term of two years to assist in the delivery of DMW projects, including undertaking technical feasibility studies, design work, tender exercise for DMW projects and works supervision of larger scale or greater complexity, which require architectural, engineering and/or building services input. These term consultants have been

engaged within a specified period of time to implement works projects, instead of on a project basis.

### Progress

8. As at end-October 2010, more than 2 400 DMW projects at a total cost of \$1,422 million were endorsed, and 1 600 of them had been completed.

### **Members' concerns**

9. The concerns of members of the Panel about the DMW Programme are highlighted in the ensuing paragraphs.

### DC's autonomy

10. Some members were concerned whether DCs had high autonomy in initiating DMW projects. The Administration advised that each DC had full discretion in apportioning the funding allocated to it for carrying out such projects, having regard to the needs of the district. Each DC could also draw up its own list of proposed DMW projects and provide it to the Administration for assessing their cost implications.

### Annual provision

11. There was a suggestion that the annual provision of \$300 million for the DMW Programme should be increased to better meet district needs. The Administration advised that to utilize the annual provision which was only the cash flow, there would be an over-commitment facility of up to 200%, which meant that works contracts valued between \$500 million and \$600 million could be awarded within a year. It was necessary to take into account the capacities of the parties concerned in taking forward the increased minor works and facility improvements in districts in considering whether the annual provision could be increased.

### Cost ceiling

12. There was a concern about whether the cost ceiling of \$21 million for each DMW project had barred DCs from implementing large-scale projects (such as drainage improvement works) that would have more direct impact on the livelihood of the local community. It was suggested that the Administration should put in place a standing mechanism for DCs to propose one major works project item in each district every year for consideration by the

relevant committees in LegCo. The Administration undertook to consider this suggestion. It advised that any individual works project which exceeded \$21 million, such as large-scale drainage improvement works, needed FC's approval and were not covered by the DMW block allocation.

### Term consultants

13. A concern was raised about the consultancy fees for works projects initiated by DCs. There had been cases in which the project costs had turned out to be much higher than the original estimates. The DCs concerned could not afford to implement such projects but were still required to pay the consultancy fees. The Administration advised that the term consultants had been engaged in the implementation of the DMW projects initiated by DCs. These consultants had been paid notwithstanding the abortion of some of such projects, as some consultancy services, such as the technical study, design proposal and cost estimation, had already been delivered at the initial stage of the projects. DCs would be advised to carefully assess the need for undertaking a works project before assigning it to a term consultant.

14. In view of the numerous complaints about the performance of the term consultants in implementing DMW projects, there was a view that the Administration should consider engaging in-house professionals, such as the engineers of the Works Section of the Home Affairs Department, to handle these projects. The Administration advised that compared with the some \$60 million worth of minor works projects used to be handled by the Works Section each year, the \$300 million annual provision for DMW projects represented a huge increase. The Works Section did not have the capacity to implement all such projects. The appointment of term consultants should enhance the capacity and capability of DCs in the delivery of such projects of a larger scale or greater complexity.

### Long-term planning and maintenance issues

15. There was a view that to improve the co-ordination of the implementation of DMW projects, guidelines should be issued for DCs to formulate a long-term plan on facilities to be required under these projects. A concern was also raised about the gradual rise in the management and maintenance works in relation to DMW projects. The Administration advised that it would consider making provision in the DMW block allocation for such works.

## **Relevant papers**

16. A list of the relevant papers with their hyperlinks at the LegCo's website is in **Appendix II**.

Council Business Division 2  
Legislative Council Secretariat  
9 May 2011



# 推行地區小型工程計劃

# 地區小型工程整體撥款

- ✦ 基本工程儲備基金項下專用的整體撥款
- ✦ 涵蓋每項需費不超過**2,100萬元**，並由各區區議會在地區推行的工程。這些工程旨在改善全港各區的地區設施、居住環境及衛生情況。
- ✦ 撥款額：由2008-09年度起每年3億元。

# 2008-09年度地區小型工程撥款

- ✦ 整體撥款將先支付正在進行及已作出承擔的市區小型工程計劃，以及先導地區在地區小型工程計劃的開支
- ✦ 獲區議會的同意後，民政事務總署會預留一筆小額的中央款項，應付年度內18區不能預知的現金流量需求，例如緊急維修
- ✦ 餘下的撥款，18區用以推行各區的地區小型工程

# 18區的撥款

各區議會可運用該區的撥款，推行新工程，但必須遵守以下規則：

- ❖ 在一個財政年度內，獲批准的工程的成本總額最多不得超過每年獲分配的撥款的200%
- ❖ 一個財政年度內所需的現金流量總額，必須與獲分配的撥款額相若，以免出現超支或未能用盡預算款額的情況

# 區議會的角色

- ✦ 提出工程計劃和蒐集地區上的意見
- ✦ 決定工程計劃的範圍及規模
- ✦ 通過由政府部門建議的工程計劃
- ✦ 訂定各項工程計劃的先後次序及推行時間表
- ✦ 監察工程的進展

# 推行地區小型工程的主導部門

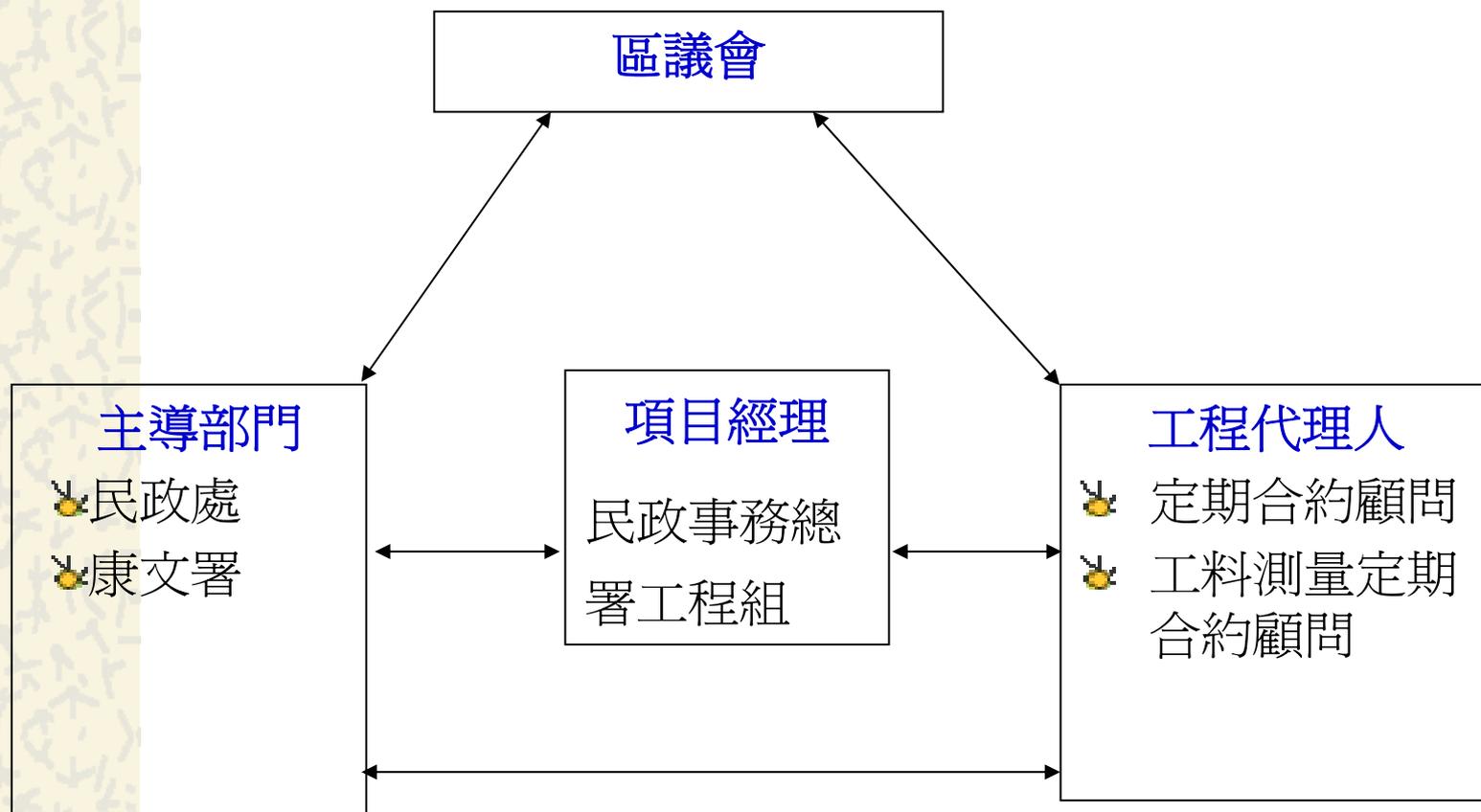
## ✦ 康文署作為主導部門：

- 在現有康文署設施內進行的康樂、文化、體育、花卉樹木種植工程及休憩設施的小型工程

## ✦ 民政處作為主導部門：

- 社區會堂及其他改善居住環境及衛生情況的小型工程

# 採用定期合約顧問模式 推展工程



# ● 採用定期合約顧問模式 推展工程

主要步驟：

1. 區議員 – 建議小型工程計劃及擬備一份  
工程建議書
2. 區議會 – 就提議的計劃的先後次序達成  
共識，及在原則上同意推行優先進行的  
計劃
3. 顧問 – 進行技術可行性研究、提交初步  
的設計方案和擬備初步的開支預算
4. 主導部門 – 安排工程完成後的管理和維  
修保養事宜

# ● 採用定期合約顧問模式 推展工程

主要步驟(續)：

5. 顧問 – 就區議會的意見(如有的話)修訂計劃的設計和開支預算
6. 區議會 – 批准計劃的設計和開支

# ● 採用定期合約顧問模式 推展工程

## 主要步驟(續)：

7. 顧問 – 擬備招標文件
8. 主導部門 – 批准招標工作、接收標書和開標
9. 主導部門 – 與中標者簽訂合約

# ● 採用定期合約顧問模式 推展工程

## 主要步驟(續)：

10. 顧問 – 監督施工進度和執行合約
11. 主導部門 – 向承造商、定期合約顧問、工料測量合約顧問及工地督導人員分期支付款項
12. 建築署／民政署總部 – 審定工程是否符合維修保養規定，並接收已完成的工程

註：民政事務總署工程組就步驟3，5及7至11的工作提供專業意見及監察合約顧問的工作

# ● 採用定期合約顧問模式 推展工程

## 控制工程的進度：

- ✦ 如顧問已合理地用盡一切努力和資源，但工程規劃階段的工作(即步驟1至6)仍無法在18個月內完成，項目經理與主導部門協商後，可酌情決定終止顧問所進行的工程項目

# 監察工程開支

為免撥款嚴重超支或剩餘大量撥款，民政處會：

- ❖ 就該區正在進行的所有地區小型工程計劃，每月編製開支摘要
- ❖ 把每月開支摘要呈交民政事務總署，以便監察地區小型工程整體撥款的使用情況

XXX 區議會轄下地區設施管理委員會  
地區小型工程計劃建議書

1. 提交建議議員/單位： 陳大文區議員
2. 工程名稱： YY 道休憩處及兒童遊樂場建造工程
3. 工程目的(請指出現有問題，以及建議工程的效益，例如美化景觀、加強公共衛生等)：

議員辦事處接獲地方人士反映，指現時 YY 街附近缺乏休憩及遊樂場設施，對附近居民構成不便。有關設施建成後，可提供一個舒適的環境供市民休息及兒童遊樂，改善生活質素。

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4. 工程受惠對象：  
 區內所有居民       傷殘人士  
 老人                       兒童及家長  
 青少年                       其他：

5. 預期受惠人數：20,000 人
6. 工程造价粗略估計（可選擇不填寫）：約 \$3,700,000
7. 工程大綱(請詳述有關工程細節、項目規格、如何與現有設施銜接等)：
1. 鋪設地台
  2. 設置蔭棚及座椅
  3. 安裝兒童遊樂場設施
8. 工程地點（請夾附地圖明確標示工地點）XX 街 XX 號附近
9. 工程時間表粗略估計(可選擇不填寫)：約 2008 年 2 月至 2009 年 4 月
10. 其他與工程有關的資料(例如早前曾否作出申請、有否類似例子以供參照等)：沒有

簽名：

姓名： 陳大文

日期： xxxxxx



建議工程地點

荷里活廣場  
Plaza Hollywood

**Relevant papers on  
District Minor Works Programme**

<b>Committee</b>	<b>Date of meeting</b>	<b>Paper</b>
Panel on Constitutional Affairs	11.7.06 (Item I)	<a href="#">Agenda</a> <a href="#">Minutes</a>
Panel on Home Affairs	10.11.06 (Item IV)	<a href="#">Agenda</a> <a href="#">Minutes</a>
Finance Committee	1.12.06 (Item 2)	<a href="#">Agenda</a> <a href="#">Minutes</a>
Public Works Subcommittee	19.12.06 (Item 1)	<a href="#">Agenda</a> <a href="#">Minutes</a>
Finance Committee	12.1.07 (Item 1)	<a href="#">Agenda</a> <a href="#">Minutes</a>
Panel on Home Affairs	14.12.07 (Item V)	<a href="#">Agenda</a> <a href="#">Minutes</a>
Panel on Home Affairs	20.10.08	<a href="#">Minutes</a>
Council Meeting	10.12.2008	<a href="#">Written Question</a>
Panel on Home Affairs	13.2.09 (Item V)	<a href="#">Agenda</a> <a href="#">Minutes</a>
Panel on Home Affairs	9.7.10 (Item III)	<a href="#">Agenda</a> <a href="#">Minutes</a>
Public Works Subcommittee	17.11.10	<a href="#">PWSCI(2010-11)15</a>
Council Meeting	15.12.2010	<a href="#">Written Question</a>