

## ITEM FOR ESTABLISHMENT SUBCOMMITTEE OF FINANCE COMMITTEE

### HEAD 156 – GOVERNMENT SECRETARIAT : EDUCATION BUREAU Subhead 000 Operational expenses

Members are invited to recommend to Finance Committee the creation of the following permanent post in the School Premises Maintenance Section in the Planning, Infrastructure and School Places Allocation Branch of the Education Bureau with effect from 1 April 2013 –

1 Chief Maintenance Surveyor  
(D1) (\$112,200 - \$122,650)

### PROBLEM

We need dedicated staffing support at the directorate level in the Education Bureau (EDB) to oversee the School Premises Maintenance (SPM) Section in carrying out school maintenance and renovation projects and to strengthen the supervision of works consultants. This is in response to recommendations made by the Independent Commission Against Corruption (ICAC) following their study<sup>1</sup> on “Administration of Maintenance Projects of \$2 million or below for Non-Estate Aided Schools<sup>2</sup>”.

### /PROPOSAL .....

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<sup>1</sup> It is ICAC’s prevailing practice to approach works departments or the works section in non-works departments/bureaux to review their procedures and practices for administration of works projects. The main objective is to minimise the risk of corruption in the daily administration of works projects.

<sup>2</sup> Non-estate aided schools are schools located outside the boundary of public housing estates. Their applications for repairs are handled by the term consultants appointed by EDB. Estate aided schools are schools located within the boundary of public housing estates. Applications for repairs are handled by the Housing Department under the prevailing arrangement.

**PROPOSAL**

2. We propose to create one permanent Chief Maintenance Surveyor (CMS) (D1) post in EDB with effect from 1 April 2013.

**JUSTIFICATION*****Rising workload from school maintenance and renovation projects***

3. Following the re-engineering of the Architectural Services Department (ArchSD) in 2001 under which ArchSD devolved the works for subvented organisations to the respective bureaux/departments which managed the funding concerned, the responsibility of administering maintenance projects for non-estate aided schools costing \$2 million or below was transferred from ArchSD to EDB in 2009. EDB subsequently set up the SPM Section led by a Senior Maintenance Surveyor (SMS) under the supervision of the Principal Assistant Secretary of the Infrastructure and Research Support Division (IRSD) (PAS(IRS)) to administer the projects. The SMS is now supported by 18 professional and technical staff seconded from ArchSD and the Electrical and Mechanical Services Department and three staff from the Education Officer (Administration) grade and the general grades, as well as one non-civil service contract supporting staff. The existing organisation structure of the SPM Section and the roles of different teams are at Enclosure 1 and Enclosure 2 respectively.

Encl. 1&2

4. The SPM Section oversees two architectural term consultants, two quantity surveying consultants and two maintenance term contractors to deliver major repairs (MR) and emergency repairs (ER) works (each costing \$2 million or below ) for 644 non-estate aided schools. At present, other than the SMS and the 22 in-house staff in the SPM Section, 21 resident site staff (RSS) employed by the two external architectural term consultants are deployed to supervise the maintenance term contractors and conduct quality assurance checking on maintenance works.

5. Since EDB took over the maintenance works for non-estate aided schools costing \$2 million or below in 2009, the actual total works value of ER and MR projects has risen by 25% from \$579 million in 2009-10 to \$723 million in 2011-12 with a corresponding increase in the number of projects of over 10% from 3 216 in the 2009/10 school year to 3 622 in the 2011/12 school year. The increase is mainly due to ageing of school premises and the need for compliance with the changes in statutory building requirements. In the light of the increasing awareness of schools about the importance of regular maintenance, we expect that the high caseload of maintenance works will persist.

6. In addition to MR and ER projects, the SPM Section has also taken up 24 ad hoc renovation projects<sup>3</sup> with individual project value ranging from \$5.6 million to \$20.6 million. These projects seek to facilitate re-provisioning or expansion of existing schools to improve their learning and teaching environment, meet the increasing demand for primary school places in the North District through addition of classrooms in schools and pursue policy initiatives such as implementation of the New Senior Secondary curriculum. It is anticipated that the SPM Section will continue to be increasingly involved in administering works projects for the pursuit of different education policy objectives and initiatives as and when the needs arise. The provision of Barrier Free Access (BFA) facilities for non-estate aided schools for the implementation of inclusive education<sup>4</sup> is a recent example.

7. Since ArchSD stopped providing some of its technical advisory service for schools (such as that for Direct Subsidy Scheme schools), the SPM Section has gradually been providing more technical advisory service in response to increasing demand for such services from schools as well as from within EDB to pursue new initiatives which require alteration of school premises, e.g. the central lunch portioning initiative, green roof projects, etc. Unlike MR projects which are more routine in nature, these projects require extra efforts from the SPM Section to work out tailor-made designs and to ensure compliance with the more complicated procurement procedures. To cope with the workload and handle the increasingly complex works projects, there is a need to enhance the in-house professional leadership and supervisory manpower of the SPM Section.

***Need for strengthening the supervision of works consultants and contractors in response to ICAC study***

8. In 2011, ICAC conducted a study on “Administration of Maintenance Projects of \$2 million or below for Non-Estate Aided Schools”. The study, which focused on supervision of works consultants, quality assurance of maintenance services and proper submission of documents by consultants and contractors, has identified a number of areas for improvement. These include, inter alia, strengthening the existing practice on site checks and quality assurance audits, and vetting of documents submitted by consultants to avoid possible chance of corruption.

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<sup>3</sup> The 24 renovation projects mainly comprise three categories of works: (a) lift installation projects; (b) improvement projects to rural schools to provide additional primary school classrooms; and (c) renovation of vacant school premises. EDB has taken up these projects with project value over \$2 million as they fall outside the purview of ArchSD.

<sup>4</sup> EDB has undertaken at a meeting of the Subcommittee on Improving BFA and Facilities for Persons with Disabilities under the Legislative Council Panel on Welfare Services in May 2012 to process more lift installation applications as far as possible.

9. In the ICAC study, it is stated that EDB's existing professional and technical expertise in maintenance works may not be sufficient to minimise the opportunity for corruption when discharging school maintenance responsibilities. Among the recommendations made by ICAC, those which require additional manpower support include –

- (a) to assign more in-house staff instead of RSS employed by the architectural term consultants to supervise the work of the consultants to ensure objectivity of the supervision and avoid possible conflicts of interest resulting from the RSS supervising their own employers;
- (b) to ensure comprehensive assessment of the performance of both the consultants and contractors in the execution of MR and ER projects through collecting feedback directly (instead of through RSS) from schools;
- (c) to reduce the amount of excess expenditure over the anticipated contract value of each maintenance term contract by spreading the work among four maintenance term contracts instead of the current two and adopting continual monitoring to ensure more accurate project estimates;
- (d) to oversee audit checking on the submission of Quality Site Supervision Plan of all maintenance projects involving safety-critical site activities by staff at higher rank; and
- (e) to require architectural term consultants to conduct joint inspection with the schools within a specified time limit after the completion of works and provide justifications for prolonged delay. Where the handover inspection is outstanding, staff of the SPM Section should be assigned to conduct random checks on the projects.

10. To follow up on the ICAC study, enhanced supervision is required from senior officers of the SPM Section on the procurement matters of separate works contracts/quotations, analysis of the feedback from schools and formulation of improvement measures. Dedicated staffing support at directorate level is imminently needed to monitor the enhanced supervisory services delivered by the in-house staff of the section and those by term consultants on the maintenance works.

*/Need .....*

*Need for strengthening professional supervision at directorate level*

11. At present, the SPM Section is headed by a SMS who is underpinned by seven teams led by three Maintenance Surveyors (MSs), two Building Services Engineers (BSEs), one Quantity Surveyor (QS) and one Education Officer (Administration). The SMS reports to PAS(IRS), who is not a professional in maintenance works. There is currently no professional post in building maintenance at the directorate level in the SPM Section.

12. Due to the growing caseloads of maintenance projects with increasing works values and tight delivery schedule, the SPM Section has an imminent need for a directorate officer with professional background to supervise the section and exercise approval authorities over projects with growing complexity and volume. Hence, we propose creating a permanent CMS post as the head of the SPM Section to supervise the operation of the professional teams and the services delivered by the works consultants. We consider it more appropriate for the proposed CMS post to undertake certain day-to-day duties and professional functions currently performed by PAS(IRS), such as endorsement of performance appraisal reports on consultants and contractors, clearance of tender documents for projects with value exceeding the authority of a senior professional, small adjustment of approved project estimates, acceptance of discretionary non-scheduled works items, certification of service orders exceeding the designated ambit of a senior professional, etc. In addition, the involvement of the CMS will be extremely important for planning, coordinating and delivering support services for EDB by fostering closer cross-disciplinary collaboration among the professional and technical teams and other officers within EDB.

13. The proposed post of CMS will be put under the supervision of PAS(IRS) of the IRSD. While the proposed CMS post would concentrate on providing technical advice and solutions for all school maintenance issues from a professional perspective, PAS(IRS) will continue to be the head of the division and oversee the policies on school building, maintenance and improvement projects. The proposed job description of the CMS post, to be designated as CMS (SPM), is at Enclosure 3. The organisation chart of EDB after the proposed creation of the post is at Enclosure 4.

Encl. 3

Encl. 4

**/NON-DIRECTORATE .....**

**NON-DIRECTORATE SUPPORT**

14. The proposed post of CMS will be supported by a team of non-directorate staff who will manage the consultants and contractors and oversee the procurement and implementation of projects. In view of the progressively increasing workload and the recommendations of the ICAC study to enhance the supervision of the architectural consultants, we are also planning to set up two additional teams of non-directorate staff respectively headed by one MS and one QS to be appointed from among the RSS. The two additional teams will be staffed by one Clerk of Works, one Assistant Clerk of Works and one Works Supervisor II to be appointed from among the RSS; and two new non-directorate civil service posts comprising one Senior Survey Officer and one Survey Officer to be created in 2013-14. In addition, two more non-directorate civil service posts, including one BSE (which will replace the existing one appointed through the services agreement of the Electrical and Mechanical Services Trading Fund) and one Building Services Inspector, will be created in 2013-14 to strengthen the manpower support of the existing teams. Following the setting up of the two additional teams, the proposed CMS post will be supported by nine teams headed by four MSs, two BSEs, two QSs and one Education Officer (Administration). The organisation chart of the SPM Section showing these staffing arrangements is at Enclosure 5.

Encl. 5

15. The strengthened manpower will enable the SPM Section to cope with the heavy workload and better monitor the architectural consultants as well as the actual maintenance works projects and other ad hoc renovation projects. To ensure objectivity of the RSS to be appointed to the SPM Section who will take up regular project management and supervisory duties, we will, as one of the precautionary measures, assign them to manage the projects and tasks of another consultant instead of their own employer. The SPM Section will also streamline the work procedures and conduct internal audits to continuously strengthen the supervision of architectural consultants.

**ALTERNATIVES CONSIDERED**

16. At present, the SPM Section is led by one SMS under the supervision of PAS(IRS) who is an Administrative Officer (AO) at the rank of AO Staff Grade C. Given the increasing complexity and scale of school maintenance projects, we consider the existing arrangement undesirable in the long term due to a lack of professional supervisory input at the directorate level. There is at present no other MS at directorate level in EDB who can take up the work. On the other hand, filling the post of PAS(IRS) by a professional on premises maintenance is not practicable because PAS(IRS) now oversees a range of education policies and work, including

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international schools, allocation and disposal of vacant school premises and school sites, school building projects, school maintenance, school improvement projects and statistical support. The wide portfolio of PAS(IRS) requires management and administrative skills much wider than those of a professional trained in maintenance surveying. In view of the lack of directorate level expertise on school maintenance works in EDB, there is no viable alternative other than the creation of the proposed post.

## FINANCIAL IMPLICATIONS

17. The proposed creation of the permanent CMS post will bring about an additional notional annual salary cost at mid-point of \$1,428,600. The full annual average staff cost of the proposal, including salaries and staff on-cost, is \$2,175,000. Meanwhile, the additional notional annual mid-point salary of the four new non-directorate posts as detailed in paragraph 14 above is \$1,860,450 and the full annual average staff cost, including salaries and staff on-cost, is \$3,123,000. We will include sufficient provision in the Estimates of relevant years to meet the cost of the proposal.

## PUBLIC CONSULTATION

18. We consulted the Legislative Council Panel on Education on 12 November 2012. Members in general supported the creation of the CMS post for overseeing the SPM Section.

## ESTABLISHMENT CHANGES

19. The establishment changes in EDB for the past two years are as follows –

Establishment (Note)	Number of Posts			
	Existing (As at 1 December 2012)	As at 1 April 2012	As at 1 April 2011	As at 1 April 2010
A	31+(1) <sup>#</sup>	31	31	31+(2)
B	1 380	1 431	1 412	1 398
C	4 016	4 177	4 190	4 271
<b>Total</b>	<b>5 427+(1)</b>	<b>5 639</b>	<b>5 633</b>	<b>5 700+(2)</b>

/Note .....

Note:

- A - ranks in the directorate pay scale or equivalent
- B - non-directorate ranks, the maximum pay point of which is above MPS point 33 or equivalent
- C - non-directorate ranks, the maximum pay point of which is at or below MPS point 33 or equivalent
- ( ) - number of supernumerary directorate posts created with the approval of the Finance Committee/Establishment Subcommittee
- # - as at 1 December 2012, there was no unfilled directorate post in EDB.

**CIVIL SERVICE BUREAU COMMENTS**

20. The Civil Service Bureau supports the proposed creation of the CMS post. The grading and ranking of the proposed post are considered appropriate having regard to the level and scope of responsibilities.

**ADVICE OF THE STANDING COMMITTEE ON DIRECTORATE SALARIES AND CONDITIONS OF SERVICE**

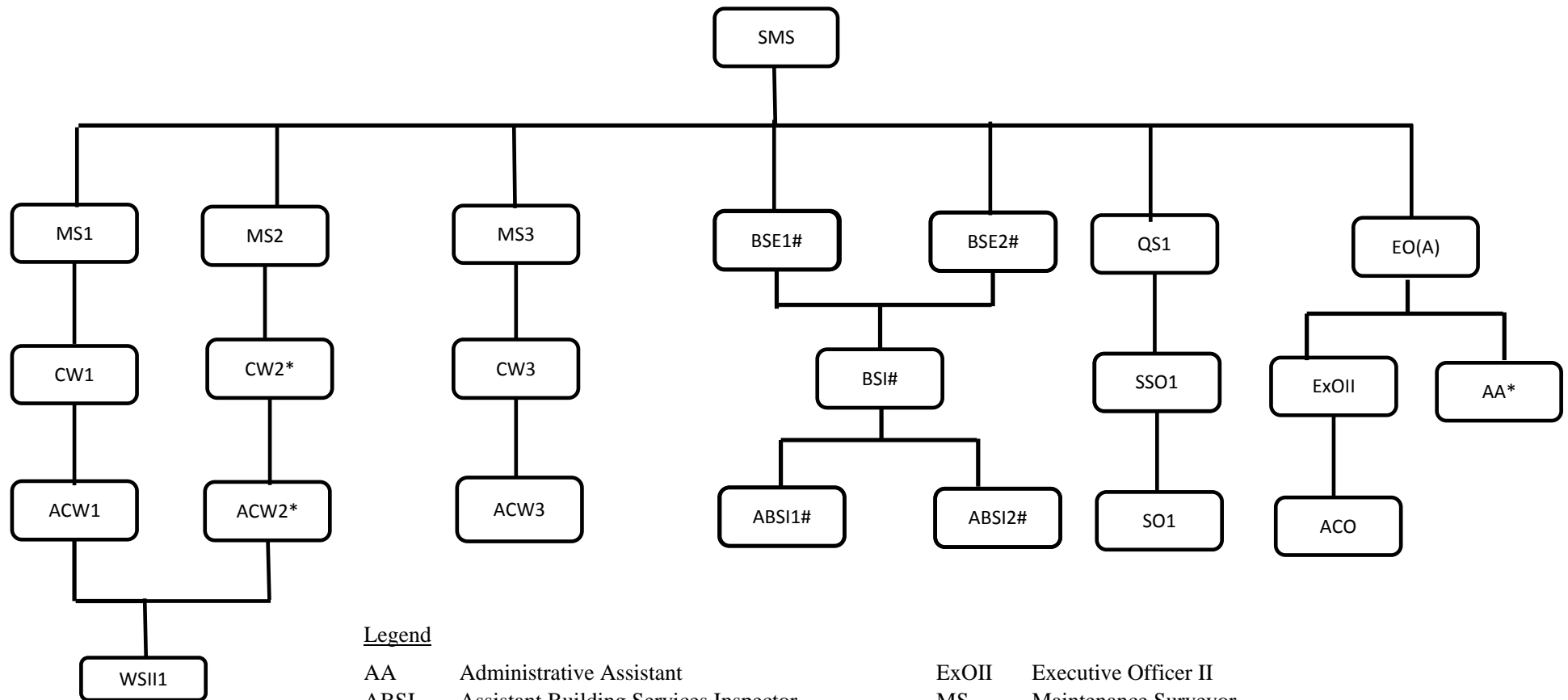
21. The Standing Committee on Directorate Salaries and Conditions of Service advised that the grading proposed for the post would be appropriate if the proposal were to be implemented.

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Education Bureau  
December 2012



**Organisation Chart of the School Premises Maintenance Section  
(Position as at 1 December 2012)**



Legend

AA Administrative Assistant  
 ABSI Assistant Building Services Inspector  
 ACW Assistant Clerk of Works  
 ACO Assistant Clerical Officer  
 BSE Building Services Engineer  
 BSI Building Services Inspector  
 CW Clerk of Works  
 EO(A) Education Officer (Administration)

ExOII Executive Officer II  
 MS Maintenance Surveyor  
 QS Quantity Surveyor  
 SMS Senior Maintenance Surveyor  
 SO Survey Officer  
 SSO Senior Survey Officer  
 WSII Works Supervisor II

\* Non-civil service contract positions

# These staff are appointed through the Services Level Agreement of Electrical and Mechanical Services Trading Fund

**Roles of different teams under  
the School Premises Maintenance Section**

<b>Team</b>	<b>Responsible districts</b>	<b>Main roles</b>
<b>Maintenance Surveyor 1</b>	Wch, I, HKE, C&W, S (132 non-estate aided schools)	<ul style="list-style-type: none"> <li>• perform consultant/contractor management and oversee the performance of consultants/contractors in the implementation of projects on building works;</li> <li>• assist the Senior Maintenance Surveyor (SMS) in overseeing procurement matters;</li> <li>• perform quality control of works and oversee compliance with government procedures;</li> <li>• liaise with concerned school sponsoring bodies;</li> <li>• monitor and certify payment applications submitted by consultants/contractors;</li> <li>• assist the SMS in the appointment of consultants/contractors;</li> <li>• vet works programme, cash flow estimation and tender/contract documents submitted by consultants; and</li> <li>• provide advice on maintenance issues</li> </ul>
<b>Maintenance Surveyor 2</b>	TW, KwT, TM, YL, TP, N, ST (266 non-estate aided schools)	<ul style="list-style-type: none"> <li>• ditto</li> </ul>
<b>Maintenance Surveyor 3</b>	YTM, KC, KT, WTS, SSP, SK (246 non-estate aided schools)	<ul style="list-style-type: none"> <li>• ditto</li> </ul>
<b>Building Services Engineer 1</b>	Wch, I, HKE, C&W, S, TW, KwT, TM, YL, TP (303 non-estate aided schools)	<ul style="list-style-type: none"> <li>• perform consultant/contractor management and oversee the performance of consultants/contractors in the implementation of projects on building services works;</li> <li>• assist the SMS in procurement matters;</li> <li>• perform quality control of works and oversee compliance with government procedures;</li> <li>• liaise with concerned school sponsoring bodies;</li> <li>• monitor and certify payment applications submitted by consultants/contractors;</li> <li>• assist the SMS in the appointment of consultants/contractors;</li> </ul>

Team	Responsible districts	Main roles
		<ul style="list-style-type: none"> <li>• vet works programme, cash flow estimation and tender/contract documents submitted by consultants; and</li> <li>• provide advice on maintenance issues</li> </ul>
<b>Building Services Engineer 2</b>	TW, KwT, TM, YL, TP, N, ST, SSP, SK (341 non-estate aided schools)	<ul style="list-style-type: none"> <li>• ditto</li> </ul>
<b>Quantity Surveyor</b>	All districts	<ul style="list-style-type: none"> <li>• oversee the performance of out-sourced quantity surveying consultancy in implementation of projects with a focus on tender and contract documents, payments and contractual issues;</li> <li>• countercheck contract rates and certify payments claimed by term consultants/maintenance term contractors; and</li> <li>• assist the SMS in contract management and tender preparation</li> </ul>
<b>Education Officer</b>	All districts	<ul style="list-style-type: none"> <li>• monitor the spending of projects;</li> <li>• monitor cash flow of works related to Dangerous Hillside Orders served to schools, and administer the Slope Improvement Loan Scheme for private schools;</li> <li>• liaise with Regional Education Offices and Finance Division on self-delivered maintenance works;</li> <li>• oversee general administrative matters; and</li> <li>• handle finance and supplies matters of the Section</li> </ul>

Legend

CW – Central & Western  
HKE – Hong Kong East  
I – Islands  
KC – Kowloon City  
KwT – Kwai Tsing  
KT – Kwun Tong

N – North  
S – Southern  
SK – Sai Kung  
SSP – Sham Shui Po  
ST – Sha Tin  
TM – Tuen Mun

TP – Tai Po  
TW – Tsuen Wan  
Wch – Wan Chai  
WTS – Wong Tai Sin  
YL – Yuen Long  
YTM – Yau Tsim Mong

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**Job Description**  
**Chief Maintenance Surveyor (School Premises Maintenance)**

**Rank** : Chief Maintenance Surveyor (D1)

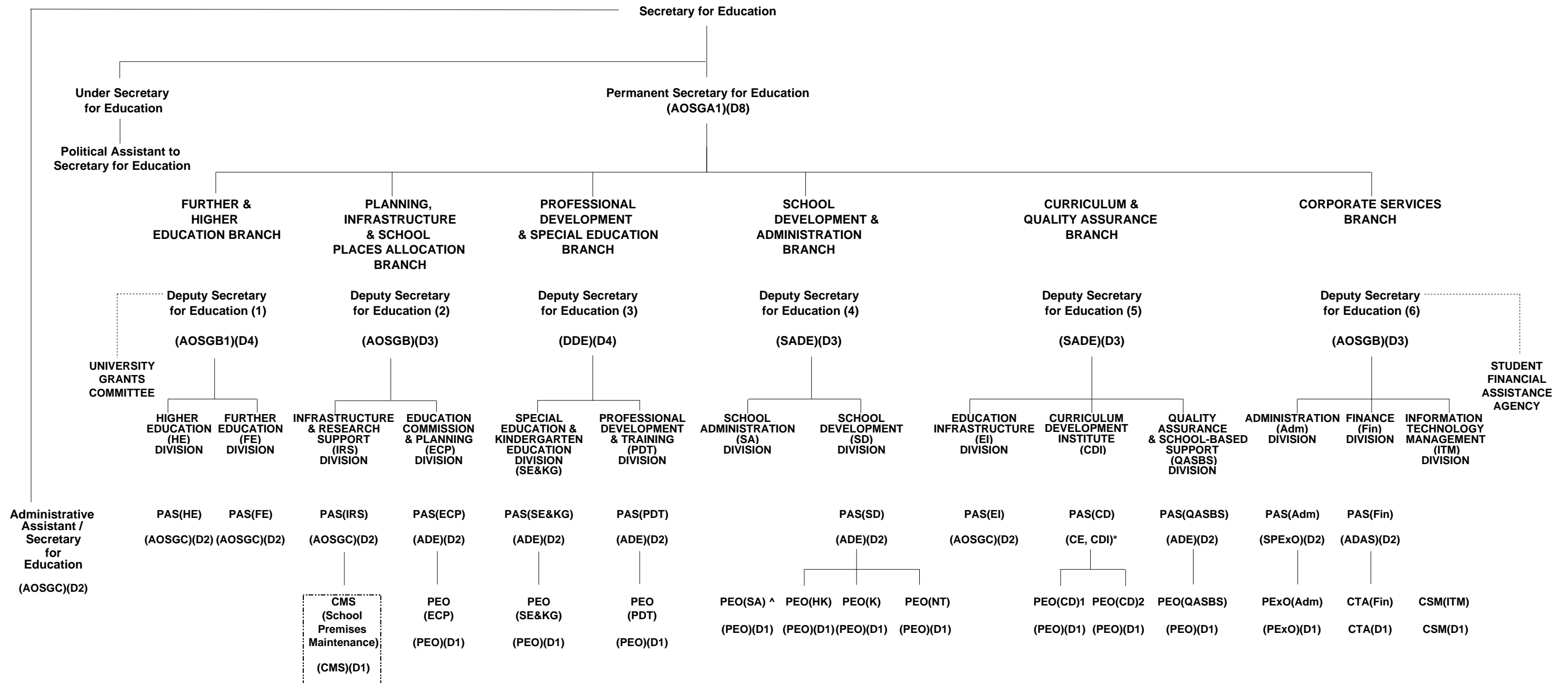
**Responsible to** : Principal Assistant Secretary (Infrastructure and Research Support)

**Main Duties and Responsibilities –**

1. To administer the operation of in-house teams in the School Premises Maintenance Section.
2. To give strategic and professional steer on the delivery of school renovation and maintenance services for implementation of the Government's education policy initiatives.
3. To plan and coordinate improvement measures to synergise resources of existing consultants and contractors.
4. To plan, coordinate and deliver support strategies and measures, through better cross-disciplinary collaboration among technical staff on premises maintenance and non-technical staff on educational matters.
5. To implement works policies of the Development Bureau.
6. To review and oversee the supervisory services delivered by works consultants.
7. To give strategic steer on the use of existing resources in line with the recommendations made by the Independent Commission Against Corruption on aspects of consultant supervision, quality assurance of maintenance services and submission of documents.

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### Organisation Chart of the Education Bureau

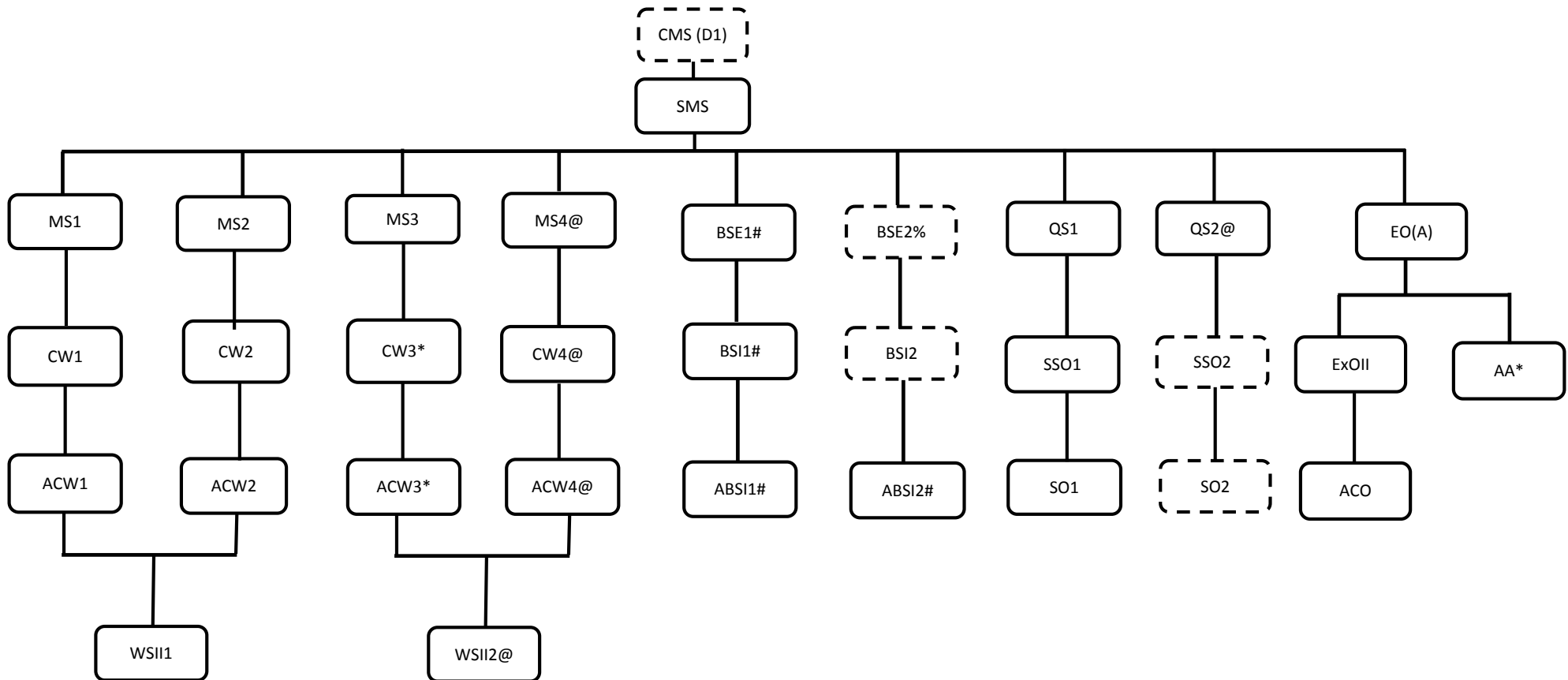


**Legend**

- |         |   |       |  |
|---------|---|-------|--|
| ADAS    | Assistant Director of Accounting Services         | CSM   | Chief Systems Manager                  |
| ADE     | Assistant Director of Education                   | CTA   | Chief Treasury Accountant              |
| AOSGA1  | Administrative Officer Staff Grade A1             | DDE   | Deputy Director of Education           |
| AOSGB   | Administrative Officer Staff Grade B              | PAS   | Principal Assistant Secretary          |
| AOSGB1  | Administrative Officer Staff Grade B1             | PEO   | Principal Education Officer            |
| AOSGC   | Administrative Officer Staff Grade C              | PEXO  | Principal Executive Officer            |
| CE, CDI | Chief Executive, Curriculum Development Institute | SADE  | Senior Assistant Director of Education |
| CMS     | Chief Maintenance Surveyor                        | SPEXO | Senior Principal Executive Officer     |

- Permanent post to be created with effect from 1 April 2013
- ^ Supernumerary post created for 36 months from 1 May 2012 to 30 April 2015
- \* A non-civil service position equivalent to D2 level

**Proposed Organisation Chart of the School Premises Maintenance Section**



Legend

- |      |                                       |       |                                    |     |   |
|------|---------------------------------------|-------|------------------------------------|-----|---|
| AA   | Administrative Assistant              | EO(A) | Education Officer (Administration) | *   | Non-civil service contract positions  |
| ABSI | Assistant Building Services Inspector | ExOII | Executive Officer II               | @   | Residential Site Staff to be appointed  |
| ACW  | Assistant Clerk of Works              | MS    | Maintenance Surveyor               | #   | These staff are appointed through the Services Level Agreement of Electrical and Mechanical Services Trading Fund |
| ACO  | Assistant Clerical Officer            | QS    | Quantity Surveyor                  | [ ] | New civil service posts proposed to be created  |
| BSE  | Building Services Engineer            | SMS   | Senior Maintenance Surveyor        | %   | The existing BSE2 post will be replaced by this newly created BSE post  |
| BSI  | Building Services Inspector           | SO    | Survey Officer                     |     |   |
| CMS  | Chief Maintenance Surveyor            | SSO   | Senior Survey Officer              |     |   |
| CW   | Clerk of Works                        | WSII  | Works Supervisor II                |     |   |