

For discussion on
12 April 2016

Legislative Council Panel on Home Affairs

Enhancement of District Administration

PURPOSE

This paper briefs Members on the progress of ongoing measures to enhance district administration and the new initiative to be launched in the fifth (2016-19) District Council (DC) term.

PROGRESS OF ONGOING INITIATIVES

2. DCs play a vital role in district administration. Government bureaux and departments consult DCs to gauge public views to ensure better delivery of public services and provision of district facilities to meet district needs.

3. Since the last major review on DCs in 2006, a series of measures have been implemented to strengthen the roles and functions of DCs in a progressive manner. Furthermore, the Chief Executive (CE), in his last three consecutive Policy Addresses, emphasised the need to encourage more active district participation in formulating government policies and to take forward the concept of “addressing district issues at the local level and capitalising on local opportunities”. This concept will continue to guide the direction of the work of the DCs in this term.

(a) Enhancing Communication and Consultation with DCs

4. Given the important role of DCs, the Government has sought to maintain regular exchange and close cooperation with the 18 DCs. With the assistance of the Home Affairs Department (HAD) and 18 District Offices, 16 Principal Officials conducted a total of 162 district visits during the fourth DC term (2012-2015) to communicate with DC members, district organisations, district personalities and residents, and to gauge community sentiments. 22 Heads of Departments conducted a total of 377 visits to the 18 DCs in the same period to listen personally to the views of DC members. In 2015, Government bureaux and departments also conducted 438 and 2,690 DC consultations on territory-wide and district issues respectively despite suspension of the operation of DCs from 2 October to 31 December 2015 to facilitate the holding of the 2015 DC election. Government officials at all levels will continue to work closely with DCs in this term.

5. In addition to the regular briefings conducted by HAD in January 2016, a new arrangement implemented in the new DC term is the organisation of a series of briefings by the relevant Principal Officials for all DC members. The series was kicked start by the Chief Secretary's briefing held in February 2016 during which she briefed members on the development of district administration over the years and answered questions on a wide range of district and DC-related issues. In March 2016, the Secretary for Development, the Permanent Secretary for Transport and Housing (Housing) and the Commissioner for Transport conducted a briefing for DC members on land supply, and housing and transport issues. Another briefing hosted by the Secretary for Food and Health and the Secretary for Labour and Welfare on health, new agriculture policy and municipal services as well as labour and welfare issues will be held in April 2016. These briefings provide a good platform for senior Government officials and DC members to exchange their views on district administration and other district matters.

(b) Strengthening Support for DC Members

6. The Independent Commission on Remuneration for Members of the DCs of the Hong Kong Special Administrative Region (the Independent Commission) has been tasked to conduct periodic reviews on the remuneration package for DC members to ensure that they are provided with sufficient resources to cover expenses for discharging their DC-related functions and duties. Major recommendations of Independent Commission in the last two reviews included a 15% increase in monthly honorarium, 34% increase in the Operating Expenses Reimbursement and introduction of a new provision (\$10,000 per term) to finance DC members' duty visits. All enhancement measures were implemented in 2014 and 2016. We will continue to review the remuneration arrangements for DC members and seek advice from the Independent Commission to ensure that the arrangements will meet the needs of changing circumstances.

7. To ensure DC members offer unbiased and impartial advice, DCs have adopted a two-tier reporting system for declaration of interests, under which DC members are required to declare their general pecuniary interests or other material benefits upon resumption of office, and make a declaration when there is any conflict of interest. Any DC member who fails to comply with the requirements may be admonished or reprimanded by the DC. Starting from the current term of DCs, DC members' completed declaration of interest registration forms will be uploaded onto 18 DCs' websites for public inspection.

(c) Increasing Funding for Community Involvement (CI) Projects

8. Since the commencement of the third term DC in 2008, additional resources have been provided for DCs to carry out CI programmes. The annual provision for CI programmes was increased to \$300 million in 2008-09. With the increase in DC funds for CI projects, the scope of CI projects was expanded to cover leisure, sports, cultural and partnership projects. DCs may allocate the fund to government departments (e.g. Leisure and

Cultural Services Department (LCSD)), DC committees/working groups or district organisations to meet the needs of their districts.

9. In 2012-13, the funding for CI projects was further increased by \$20 million to \$320 million to enable DCs to better respond to district aspirations. To strengthen the support for DCs to promote arts and culture in the districts, a dedicated allocation of \$20.8 million per annum has been provided for DCs since 2013-14. To further enhance DCs' support for promoting arts and cultural activities, an additional annual funding of \$20.8 million has been provided for five financial years from 2015-16 to 2019-20. In 2015, the 18 DCs made use of the dedicated allocation to implement about 300 projects.

10. At present, the total annual provision for CI projects, including the \$41.6 million dedicated for arts and cultural activities amounts to \$361.6 million. DCs may identify and initiate programmes and activities for implementation to meet the needs of their districts. These programmes and activities may include community building activities, district sports activities, arts and culture programmes, greening activities and volunteer activities, etc. The CI activities organised and sponsored by DCs are well received by the local community. In 2015, about 37,830 CI activities were organised in 18 districts, benefitting over 18 million participants.

(d) Increasing Funding and Manpower for District Minor Works (DMW) Programme

11. Since its introduction in 2008, the DMW Programme has been implemented in the 18 DCs with the objective to improve local facilities, living environment and hygienic conditions in the territory. The lead departments are HAD and LCSD. The scope of the DMW Programme is deliberately crafted widely so as to allow more flexibility for DCs to identify minor works projects to meet the diverse needs of the local community.

12. At the time of the launch of the DMW Programme, the dedicated block allocation covering the capital costs was \$300 million. The annual provision for the DMW block vote was increased by \$20 million in 2012-13 and by another \$20 million in 2013-14. The current annual provision is \$340 million. In addition, resources have been set aside to cover the recurrent costs for the management and maintenance of completed facilities. The allocation for the DMW Programme will be increased progressively to \$400 million, both capital and recurrent costs inclusive. Specifically, the recurrent costs will increase from \$33 million in 2015-16 to \$60 million in 2019-20. As a result, the total annual allocation for the DMW Programme will amount to \$400 million in 2019-20.

13. Currently, there are a total of 199 professional and works grade staff in HAD Headquarters and its District Offices supporting the implementation of various minor works programmes including the DMW Programme. This has included some 30 additional posts comprising five professional and 25 works grade staff since 2008. In 2016-17, we plan to create two new posts of one professional and one works grade staff, so as to further strengthen the support for the implementation of minor works programmes.

PROGRESS OF DEDICATED SCHEMES LAUNCHED IN THE FOURTH DC TERM (2012-2015)

(a) Signature Project Scheme (SPS)

14. Since the announcement in CE's 2013 Policy Address that \$100 million would be earmarked for each of the 18 districts to implement the SPS, a total of 27 projects have been proposed by the 18 DCs to construct new or upgrade existing district facilities. To date, 11 of the projects have been approved by the Finance Committee (FC), and FC's approval will be sought on two other projects. A total of 11 other projects had received

support from the Panel on Home Affairs. They are being considered by the Public Works Subcommittee. We will seek the Panel's support for another two projects at the meeting on 12 April 2016 and aim to submit the remaining project to the Panel for consideration once the required preparatory work is completed. A list of the 27 projects and their current status is at Annex A.

(b) Pilot Scheme on Enhancement of District Administration through District Management Committees (Pilot Scheme)

15. As reported to the Panel in December 2014, a 17-month Pilot Scheme was introduced in Sham Shui Po (SSP) and Yuen Long (YL) districts from April 2014 to August 2015 to empower their District Management Committees (DMCs) chaired by District Officers to tackle some specific management and environmental hygiene problems. The Scheme was proven highly successful and well-received by the local communities as it responded actively to public aspirations.

16. In SSP, the Pilot Scheme helped 65 street sleepers to leave the streets and 26 of them had not returned to the street for more than six months. In addition, seven cleansing exercises were conducted at locations where street sleepers gathered, clearing more than 30 tonnes of abandoned items and improving the environmental hygiene of these locations. As for strengthening support for 103 target "three-nil" buildings, a contractor was engaged through the Food and Environmental Hygiene Department to provide 159 sessions of cleaning services at the public areas of these buildings and 113 sessions of cleaning services at 40 nearby rear lanes, clearing about 9 tonnes and 11 tonnes of garbage respectively. In addition, 13 Owners' Corporations were formed and 148 Resident Liaison Ambassadors were recruited to help the Government promote the message of proper building management.

17. In YL, the Pilot Scheme tackled 209 shops with shop-front extensions in several rounds of inter-departmental operations which covered four action locations involving six streets. On clearing illegally-parked bicycles, over

1,900 bicycles were confiscated in 63 joint operations. In addition, anti-mosquito and grass-cutting efforts were stepped up at 68 action locations proposed by YL DC members.

18. A summary of the Pilot Scheme's achievements is at **Annex B**.

NEW INITIATIVE TO BE LAUNCHED IN THE FIFTH DC TERM (2016-2019)

District-led Actions Scheme (DAS)

19. In the light of the success of the Pilot Scheme, we reported to the Panel in February 2016 that the Pilot Scheme would be extended to all 18 districts in this DC term and be renamed as "District-led Actions Scheme".

20. Projects to be implemented under the DAS will seek to address certain long-standing district issues through the joint efforts of DC members, relevant government departments and community organisations, to be steered and coordinated by the DMCs. We have reserved an annual recurrent funding provision of \$63 million for the 18 districts, and will create some civil service posts and employ contract staff to support DAS's implementation. In consultation with DCs, the DMCs are considering possible proposals to be implemented under DAS. By the end of March 2016, eight districts have had their DAS projects endorsed by their respective DCs and DMCs.

21. Based on the latest discussions, the 18 districts may together propose around 30 DAS projects. Most of them are related to resolving district issues, such as tackling environmental hygiene problems, stepping up anti-mosquito efforts, curbing shop-front extension, clearing illegally parked bicycles, etc. Some others seek to capitalise on local opportunities through, for example, preparing the community to tackle a surge in dementia population, setting up a community resources centre and creating of open space for youth, etc.

INCREASING MANPOWER FOR DISTRICT OFFICES

22. Since 2012-13, we have created 44 new posts for 18 District Offices, including the provision of one additional Assistant District Officer (ADO) post for certain District Offices so that most of them will have two ADOs to support the District Officers. To support the implementation of SPS, we had created five additional time-limited civil service posts and employed 51 non-civil service contract staff as at end 2015. As mentioned in paragraph 20 above, we will increase manpower to support the implementation of DAS.

WAY FORWARD

23. Over the years, we have been strengthening district administration progressively and facilitating cooperation between the Government and DCs. With the introduction of the DAS, DCs and DMCs will be further empowered to tap on local opportunities and to resolve long-standing district issues through joint efforts by all DC members, different government departments and district organisations.

ADVICE SOUGHT

24. Members are invited to note and comment on the content of the paper.

**Home Affairs Bureau
Home Affairs Department
April 2016**

Annex A

List of 27 Signature Project Scheme Projects of 18 Districts

District	Project	Progress (as at 31 March 2016)
Kwai Tsing	Enhancement of Community Healthcare Services	Already providing healthcare services in the community including community healthcare and support services, and ophthalmic care and dental care services.
Wong Tai Sin	Expansion and Improvement of Wong Tai Sin Square) Construction works in progress.
	Enhancement of Leisure Facilities of Morse Park	
Sham Shui Po	Shek Kip Mei Community Services Centre	
	Mei Foo Neighbourhood Activity Centre	
Central and Western	Harbourfront Enhancement and Revitalisation at the Western Wholesale Food Market	
North	Improvement of Trails and provision of Ancillary Facilities at Wu Tip Shan and Wa Mei Shan in Fanling	
	Improvement of Trails and Provision of Facilities in Sha Tau Kok	
Islands	Improvement Works at Silvermine Bay Beach, Mui Wo, Lantau Island	
	Yung Shue Wan Library cum Heritage and Cultural Showroom, Lamma Island	
Sha Tin	Revitalisation of Shing Mun River Promenade near Sha Tin Town Centre	

District	Project	Progress (as at 31 March 2016)
Sha Tin (Cont'd)	Decking of Tai Wai Nullah in Sha Tin)
Tsuen Wan	Redevelopment of Sai Lau Kok Garden) Pending approval of Finance) Committee)
Kwun Tong	Construction of Music Fountains at Kwun Tong Promenade)
	Construction of Lift Tower at Shung Yan Street in Kwun Tong)
Yau Tsim Mong	Yau Tsim Mong Multicultural Activity Centre)
Tuen Mun	Revitalisation of Tuen Mun River and Surrounding Areas)
	Promotion of Youth Development in Tuen Mun)
Yuen Long	Construction of a Yuen Long District Community Services Building) Under deliberation by the) Public Works Subcommittee.
Wan Chai	Construction of Moreton Terrace Activities Centre)
Eastern	Eastern District Cultural Square)
Kowloon City	Revitalisation of the Rear Portion of the Cattle Depot)
Tai Po	Establishment of an Arts Centre by Retrofitting Tai Po Government Secondary School)
	Improving the Tourist Facilities at Lam Tsuen Wishing Square)
Sai Kung	Reconstruction of the Sharp Island Pier)
	Construction of the Tseung Kwan O Heritage Hiking Trail and History and Heritage Information Centre) Panel consultation scheduled) for 12 April 2016.)

District	Project	Progress (as at 31 March 2016)
Southern	Fishermen Cultural Centre	On 17 March 2016, the Southern District Council (SDC) agreed to shelve the implementation of the proposed project having regard to a number of factors including not able to reach consensus with the only shortlisted partner organisation on logistics management. SDC will proceed to identify alternative project proposal(s) and will conduct public consultation.

**Pilot Scheme on Enhancement of District Administration
through District Management Committees**

**Key Statistics of Projects Implemented in Sham Shui Po (SSP)
(as at 31 August 2015)**

(1) Strengthened Support Service for Street Sleepers

A. Outreaching and Case Assistance

Outreaching service sessions	93
Street sleeper / times visited	6 955
Total cases that have been followed up	78

B. Rehousing Arrangement

Street sleepers rehoused (no in bracket refers to no. of street sleepers who have left the street for more than six months)	65 (26)	
Type of accommodation	Public housing	7
	Private accommodation	51
	Singleton hostels	7

C. Workshops and Training

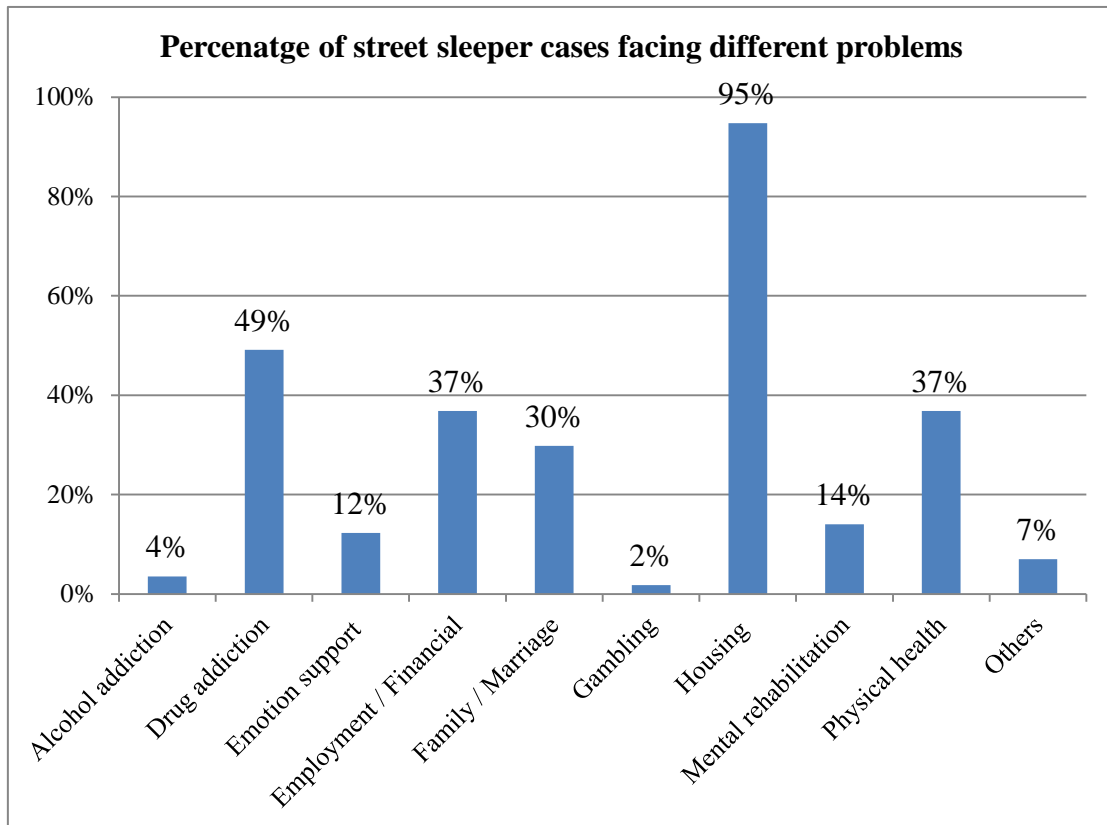
	<u>No. of sessions</u>	<u>Attendance</u>
Life education workshops <i>(e.g. introduction about healthy diet, conducting basic body checks for street sleepers, and collaboration with churches to help street sleepers reflect on the meaning of life)</i>	9	128
Voluntary service workshops* <i>(e.g. training on communication skills, team building, briefing on community services)</i>	11	101

*185 community service sessions have been organised so that street sleeper can help others and practice what they have learnt in the voluntary service workshops.

D. Service Referral

<u>Categories of service referrals</u>	<u>No. of referrals</u>
Compassionate rehousing	9
Employment referral	12
Addiction treatment	4

E. Categories of Problems Faced by Street Sleepers



Note: Individual street sleeper cases may involve more than one type of problems.

(2) Strengthened Support Services for “Three-nil” Buildings

A. Target “Three nil” Buildings

	<u>March 2014</u> (before the commencement of the Pilot Scheme)	<u>August 2015</u> (after the commencement of the Pilot Scheme)
No. of “three nil” buildings in SSP	786	714*

**Among those 72 buildings deregistered from “three nil” status between March 2014 and August 2015, 32 formed Owners’ Corporations (OCs) with the assistance of Sham Shui Po District Office, including 12 buildings that formed 13 OCs under the Pilot Scheme, 18 buildings formed OCs under the Home Affairs Department-led Building Management Professional Advisory Service Scheme, 6 buildings formed Owners’ Committee and 16 buildings were demolished as a result of renewal projects.*

No. of target buildings covered	103
No. of cleansing services provided	159 times
Amount of refuse collected	9.07 tonnes

B. Target Rear Lanes

No. of target rear lanes covered	40
No. of cleansing services provided	113 times
Amount of refuse collected	11.13 tonnes

C. Enhanced Support for Selected Target Buildings to Form OCs

No. of evening receptions / seminars on building management-related themes organised	12
Total no. of owners and tenants participated	670

No. of households visited	352
No. of OCs formed	13
No. of residents enrolled as Resident Liaison Ambassadors (RLAs)	148

D. Comparison of Response from Residents Before and After the Cleansing Service

Percentage of respondents agreeing that improvements have been made to hygiene conditions of the common areas of their buildings	80%
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	<u>Pre-cleansing Service</u>	<u>Post-cleansing Service</u>
Respondents agreeing to form OCs in their own buildings	45%	74%
Respondents willing to become an OC member	8%	30%
Respondents registering as RLAs	2%	42%

Key Statistics of Projects Implemented in Yuen Long (YL)
(as at 31 August 2015)

(1) Curbing Shop-front Extensions #
(Viz. Clearance of Unauthorised Platforms on Pavement and Illegal Structures)

	Yu King Square and Hong King Street (Apr – Jun 14)	Hung Min Court and Mau Tan Street (Oct – Dec 14)	Yu King Square and Hong King Street (surprise operation) (Feb – Mar 15)	Fau Choi Street (Mar – May 15)	Sau Fu Street (Jun – Aug 15)
(a) Total no. of shops	95	96	95	61	102
(b) No. of shops with illegal platforms and/or structures	71	80	10	22	26
(c) No. of shops voluntarily removed their illegal platforms or structures before the expiry date of the removal notice	33	49	10	15	18
(d) Percentage of shops made rectification before the expiry date of the removal notice (d=c/b)	46%	61%	100%	68%	69%
No. of shops prosecuted by	LandsD *	0	0	0	0
	BD **	7	9	0	2
No. of shops convicted by	LandsD	0	0	0	0
	BD	2 ***	- ^	0	-

Remarks -

- # During the pilot period from 1 April 2016 to 31 August 2015, four joint operations and one surprise operation were taken at four action locations covering six streets.
- * Shops were prosecuted by Lands Department (LandsD) under sections 6(1) and (4) of the Land (Miscellaneous Provisions) Ordinance (Cap 28).
- ** Shops were prosecuted by Buildings Department (BD) under sections 24(1) and (2)(c) of the Buildings Ordinance (Cap 123).
- *** Two shop owners pleaded guilty and were fined \$1,560 and \$1,920 respectively. Four shop owners removed their illegal structures during the judicial process. The judicial process for the remaining

one shop owner is still going on.

- ^ As updated from BD on 21 January 2016, BD is undertaking the prosecution and follow-up procedures. Figures on number of shops convicted since the operation in October 2014 are unavailable yet.

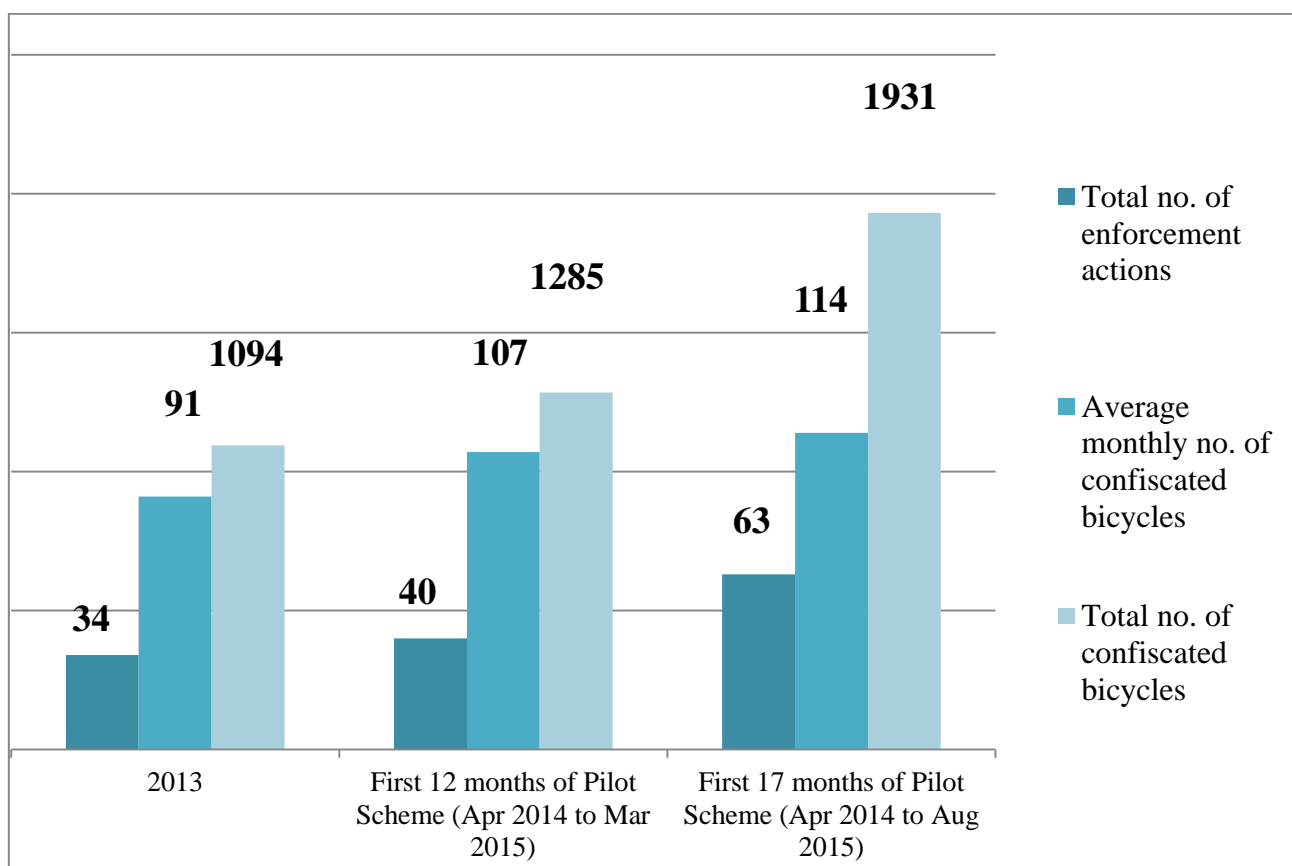
(2) Clearing Illegally-Parked Bicycles

A. Number of action locations

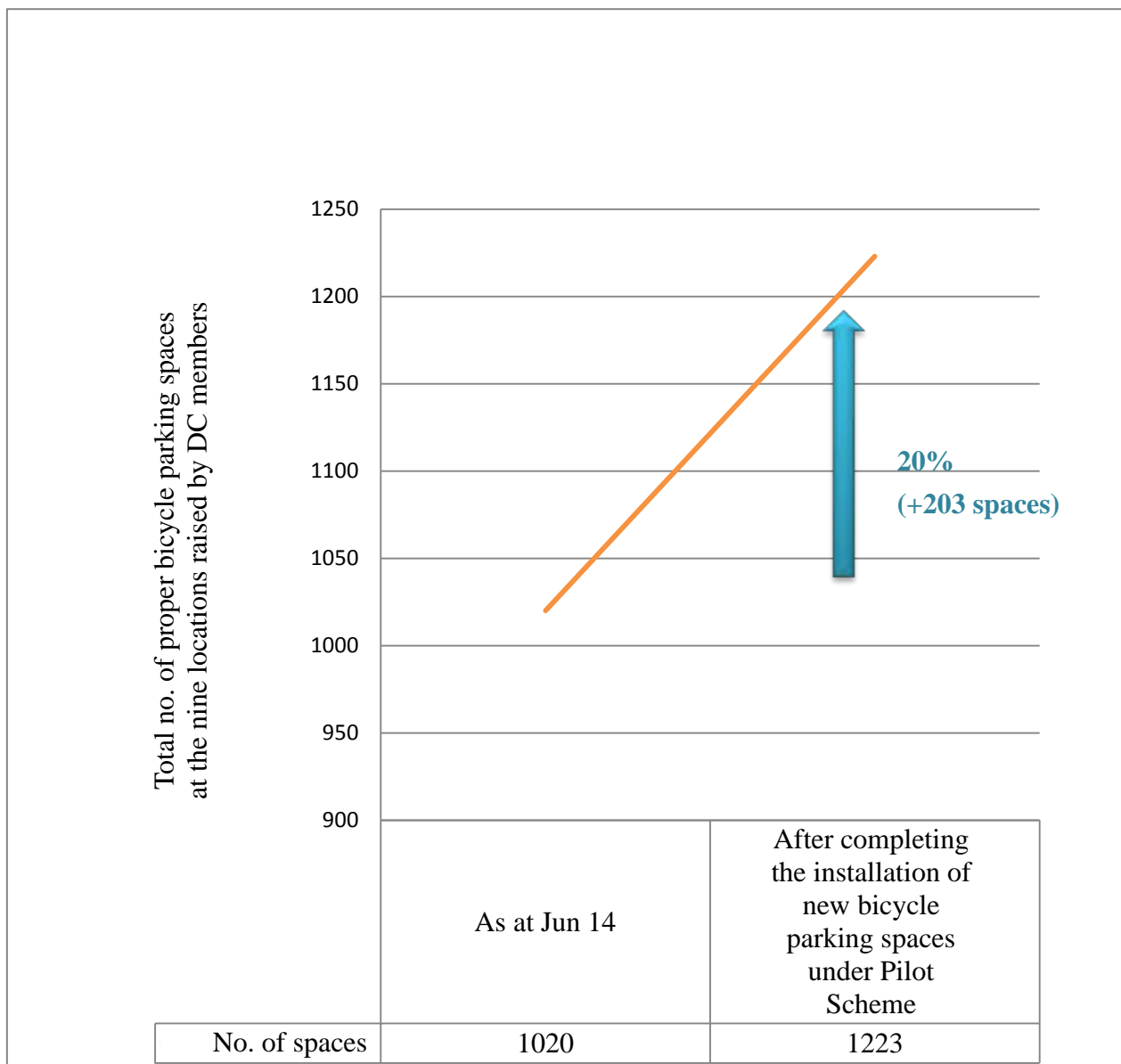
	Total no. of action locations proposed by Yuen Long District Council (YLDC) members	Total no. of action locations adopted by District Management Committee
At the beginning of Pilot Scheme in Apr 2014	40	40
After a mid-term review in Dec 2014	47	47

B. Comparison of enforcement parametres between 2013 and the first 12 months of the Pilot Scheme

	Total no. of enforcement actions	Total no. of confiscated bicycles	Average monthly no. of confiscated bicycles
Year 2013	34	1,094	91
First 12 months of Pilot Scheme (Apr 2014 to Mar 2015)	40	1,285	107
Percentage increase compared to 2013	+ 18%	+ 17%	+ 18%
First 17 months of Pilot Scheme (Apr 2014 to Aug 2015)	63	1931	114
Percentage increase compared to 2013	+ 85%	+ 77%	+ 25%



C. Installation of proper bicycle parking spaces at nine locations* proposed by YLDC members.



Remarks –

- * Transport Department accepted nine out of the 18 locations proposed by YLDC members for the construction of new bicycle parking spaces.

(3) **Enhancing Anti-Mosquito Efforts / Grass-Cutting**

	Total no. of action locations
At the beginning of Pilot Scheme	42
After a mid-term review in Dec 2014	68

	No. of action locations within each department's ambit*	No. of actions carried out by each department			
		Grass trimming	Spraying anti-malarial oil	Clearing debris	Desilting works
LandsD	45	326	270	0	0
FEHD	27	143	141	152	38
YLDO	16	56	0	0	0
HyD	16	25	0	0	0
LCSD	15	48	25	18	0
DSD	4	18	13	8	13
	Total:	616	449	178	51

Remarks -

* One action location may cover the premises managed by more than one department.

Legends

DSD: Drainage Services Department
FEHD: Food and Environmental Hygiene Department
HyD: Highways Department
LCSD: Leisure and Cultural Services Department
YLDO: Yuen Long District Office