

ITEM FOR ESTABLISHMENT SUBCOMMITTEE OF FINANCE COMMITTEE

HEAD 60 – HIGHWAYS DEPARTMENT Subhead 000 Operational expenses

Members are invited to recommend to the Finance Committee the redistribution of duties and responsibilities of three Government Engineer (D2) posts and two Chief Engineer (D1) posts in the Headquarters and Regional Offices, under the charge of the Deputy Director of the Highways Department, with immediate effect

PROBLEM

The organisation structure of the Headquarters and Regional Offices (ROs) of Highways Department (HyD), under the charge of the Deputy Director of Highways (DDHy), Principal Government Engineer (D3), needs to be revised to enhance operational efficiency in the light of changing demands and new initiatives.

PROPOSAL

2. We propose the following changes to the directorate posts under the charge of DDHy –

- (a) redistribution of the duties and responsibilities of three of the four Government Engineer (GE) (D2) posts under DDHy, involving –
 - (i) the permanent post of Assistant Director (AD)/Headquarters being re-titled as **AD/Technical** to oversee the general departmental administration, technical standards and procedures;

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- (ii) the permanent post of Regional Highway Engineer (RHE)/Hong Kong absorbing the duties of the RHE/Kowloon and being re-titled as **RHE/Urban**;
 - (iii) the permanent post of RHE/Kowloon being deleted and offset by the creation of a new post of **AD/Development** to oversee minor capital works projects and projects relating to structures, bridges, lighting and others; and
- (b) redistribution of the duties and responsibilities of two of the eight Chief Engineer (CE) (D1) posts under DDHy, involving –
- (i) the permanent post of Chief Highway Engineer (CHE)/Structures being re-titled as **CHE/Bridges and Structures**; and
 - (ii) the permanent post of CE/Tsing Ma Control Area (TMCA) being deleted and offset by the creation of a new post of **CHE/Works** to administer minor capital works projects.

JUSTIFICATION

3. Underpinned by four D2 officers (GE) and nine D1 officers (eight CEs and one Chief Land Surveyor), DDHy currently oversees three ROs and 17 Divisions/Units in the Headquarters (with four Divisions/Units under his direct supervision). With the implementation of the Land (Miscellaneous Provision) (Amendment) Ordinance (LMPAO) on 1 April 2004 and changes in demand for services, there is a need to strengthen directorate support for DDHy at the Headquarter level.

Implementation of the Land (Miscellaneous Provisions) (Amendment) Ordinance

4. The LMPAO was passed by the Legislative Council (LegCo) in May 2003 and is yet to come into operation. We intend to commence the legislation with effect from 1 April 2004. Upon implementation of the legislation, HyD will take on additional duties on two fronts in relation to road opening works, namely, more audit inspections and enforcement.

5. Currently, government departments do not need to apply to the HyD for Excavation Permits (XPs) for carrying out road opening works. However, they will be required to do so after the implementation of the LMPAO. We anticipate

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that the total number of XPs to be issued by HyD will increase tremendously from about 28 000 per year to about 51 000 per year. This will impose significant additional work on HyD in conducting audit inspection on the road opening works. We estimate that the number of inspections will increase from about 80 000 per year to about 98 000 per year.

6. At present, issuing of XPs and audit inspections of all road opening works (covering works conducted by both the government and the utility undertakings), are carried out by the three ROs. To ensure consistency in auditing standards, we consider it necessary to transfer the audit inspection function and the existing teams of staff concerned from the three ROs to the Headquarters.

7. The LMPAO also requires HyD staff to enforce the law and assist the Department of Justice in prosecution work. The additional tasks include handling review of appeals against the assessments of XP initial period/extension period and imposing/waiving economic charges, gathering of evidence on contravention of the law and XP conditions, issuing summons, presenting information and serving as witnesses in prosecution procedures. We estimate that there will be about 3 000 visits per year by the enforcement staff to collect evidence on warning cases referred from the inspection team. Prosecution action will be initiated for substantiated case. We estimate that there will be at least about 500 court cases per year for which staff would serve as prosecution witness. A new enforcement team will be set up in the Headquarters to undertake these additional duties.

8. To cope with the additional workload arising from the commencement of the LMPAO, we need to optimize the staff resources through redistribution of duties and responsibilities of the following directorate posts under the charge of DDHy.

Redistribution of Duties and Responsibilities of AD/Headquarters (GE) (D2)

9. At present, AD/Headquarters is the only D2 officer in the Headquarters and is overloaded with the supervision of 13 Divisions/Units. To relieve AD/Headquarters (to be re-titled as **AD/Technical**) from his wide span of responsibilities, we propose to transfer four Divisions/Units (Lighting Division, Geotechnical Advisory Unit, Safety and Environmental Advisory Unit and Contract Advisory Unit) from AD/Headquarters to a new AD/Development to be redeployed from the permanent post of RHE/Kowloon (paragraph 10 below). In addition to the responsibility for overseeing the remaining nine Divisions/Units (Research and Development Division, Survey Division, Quality Management Unit,

Public Relations Unit, Training Services Unit, Landscape Unit, Maintenance Accounts and Quantity Surveying Unit, Accounting Services Division and Departmental Administration Division) currently in his schedule, AD/Technical will assume new responsibilities for audit inspection and enforcement matters relating to XPs. We also propose that AD/Technical take up responsibility for the Technical Services Unit, which is currently under DDHy's direct supervision.

- Encl. 1 The revised job description of AD/Technical is at Enclosure 1. The functions and
Encl. 2 duties of the divisions/units to be put under his charge are set out in Enclosure 2.

Redistribution of Duties and Responsibilities of RHE/Kowloon (GE) (D2)

10. We propose to redeploy the permanent post of RHE/Kowloon to the Headquarters and re-title the post as **AD/Development** who will take over from DDHy and AD/Headquarters (to be re-titled as AD/Technical) supervision of six Divisions/Units (a new Bridges and Structures Division described in paragraph 16 below, Lighting Division, Geotechnical Advisory Unit, Safety and Environmental Advisory Unit, Contract Advisory Unit and Planning Unit). In addition, we propose to put a new Works Division (described in paragraph 14 below), under his charge. The proposed job description of AD/Development is at Enclosure 3 and the functions and duties of the divisions/units to be put under his charge are set out in

- Encl. 3
Encl. 4 Enclosure 4.

11. With the proposed redistribution of duties and responsibilities between the new AD/Technical and AD/Development, DDHy will be relieved from lower level direct supervisory work. This will enable him to focus on the strategic planning work, departmental operations and manpower management of HyD.

Redistribution of Duties and Responsibilities of RHE/Hong Kong (GE) (D2)

12. With the redeployment of RHE/Kowloon to AD/Development in the Headquarters, we propose to merge the Hong Kong and Kowloon ROs into one Urban RO. The Urban RO will be put under the charge of RHE/Hong Kong who will be re-titled as **RHE/Urban**. The merging of the two ROs will also result in a more balanced distribution of workload between the Urban and New Territories (NT) Regions^{Note} where the latter has a larger geographical coverage and hence a heavier workload.

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^{Note} There are about 14 square kilometres (sq. km) of road area and 1.2 sq. km. of highway structure area in the NT Region, compared to 12 sq. km. and 1.5 sq. km respectively in the Urban Region. The number of road-side slopes maintained in the NT Region is about 7 500 compared to 4 700 slopes maintained in the Urban Region.

13. Currently, the ROs are responsible for the district administration and maintenance works on roads, high speed roads and tunnels, as well as the design and construction of minor capital works projects. In order to provide better and more responsive services to the public, we see a need to enhance the maintenance role of the ROs. As maintenance works have the most direct interface with the public, the ROs will be better placed to provide prompt responses to emergencies or public enquires. As such, we propose to entrust the ROs with the maintenance responsibility of the entire road network within their respective districts including at-grade roads and ordinary highway structures. Such structures including flyovers, footbridges, subways and underpasses are currently maintained by the Structures Division in the Headquarters.

14. To enhance efficiency and standardize the planning and implementation of minor capital works projects, we propose to transfer all such projects, currently handled by the ROs, to a proposed new Works Division to be set up in the Headquarters and headed by a CE (D1) (paragraph 17 below).

Encl. 5 15. The proposed job description of RHE/Urban is at Enclosure 5. The
Encl. 6 duties of RHE/NT are the same as that of RHE/Urban apart from the difference in
geographical coverage. The job description of RHE/NT is at Enclosure 6.

Redistribution of Duties and Responsibilities of CHE/Structures (CE) (D1)

16. With the impending finalisation of all outstanding issues in connection with the Lantau Fixed Crossing contracts, the duties of the existing TMCA Division, which is headed by CE/TMCA (CE) (D1), will be winding down. The remaining duties of this Division can be subsumed under the Structures Division, headed by CHE/Structures (CE) (D1), in the Headquarters. One of the remaining duties of the TMCA Division is the maintenance of major long-span bridges. Unlike the maintenance work for ordinary highway structures, it is not appropriate to transfer the maintenance of major long-span bridges to ROs in view of their highly specialized nature which requires advanced maintenance techniques and careful monitoring to ensure the structural health of the bridges. We propose to merge the Structures Division and the TMCA Division to form a new Bridges and Structures Division under the charge of CHE/Structures, to be re-titled as **CHE/Bridges and Structures**. The job description of CHE/Bridges and Structures is at Enclosure 7.

Encl. 7

/Redistribution

Redistribution of Duties and Responsibilities of CE/TMCA (CE) (D1)

17. Upon the transfer of duties of the TMCA Division to the new Bridges and Structures Division, we propose to redeploy the CE/TMCA post to head a new Works Division and be re-titled as **CHE/Works**. The total number of projects to be handled by this new Division is about 200 per year at an average expenditure of over \$500 million per year. The proposed job description of CHE/Works is at Enclosure 8.

Encls. 9 & 10 18. The existing and proposed organisation charts of HyD are set out at Enclosures 9 and 10.

FINANCIAL IMPLICATIONS

19. The proposed redistribution of duties and responsibilities of the directorate posts is cost neutral.

ESTABLISHMENT CHANGES

20. The establishment changes in HyD for the last two years are as follows –

Establishment (Note)	Number of posts			
	Existing (as at 1 January 2004)	As at 1 April 2003	As at 1 April 2002	As at 1 April 2001
A	30+(6)	30+(6)	30+(6)	30+(6)
B	441	439	435	429
C	1 519	1 511	1 523	1 525
Total	1 990*+(6)	1 980+(6)	1 988+(6)	1 984+(6)

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

* - There is no unfilled directorate post in HyD as at 1 January 2004.

/CONSULTATION

CONSULTATION WITH LEGISLATIVE COUNCIL PANEL

21. We circulated an Information Paper to the LegCo Panel on Planning, Lands and Works on 17 January 2004 which was also copied to other Members of the LegCo. Members noted the proposal.

CIVIL SERVICE BUREAU COMMENTS

22. Having regard to the justifications set out in paragraphs 3 to 20, the Civil Service Bureau supports the proposed redistribution of duties and responsibilities amongst directorate posts in HyD to facilitate the implementation of the LMPAO and enhance efficiency in delivery of services.

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

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

Environment, Transport and Works Bureau
February 2004

**Job Description for
Assistant Director/Technical**

Rank : Government Engineer (D2)

Responsible to : Deputy Director of Highways (D3)

Main Duties and Responsibilities –

1. assisting in formulating technical and administrative policies, standards, techniques and guidelines on highway engineering matters;
2. supervising the work of the following ten Headquarters' Divisions and Units –
 - (i) Research and Development Division
 - (ii) Survey Division
 - (iii) Technical Services Unit
 - (iv) Quality Management Unit
 - (v) Public Relations Unit
 - (vi) Training Services Unit
 - (vii) Landscape Unit
 - (viii) Maintenance Accounts and Quantity Surveying Unit
 - (ix) Accounting Services Division
 - (x) Departmental Administration Division
3. overseeing the selection, employment and supervision of consultants and contractors;
4. deploying non-directorate engineers and other HyD professional staff in consultation with the respective heads of grades and other departmental heads;
5. undertaking grade management functions for some 1 600 technical staff in the grades of Inspector of Works, Works Supervisor, Technical Officer (Civil), Survey Officer (Quantity) and Tracer employed in HyD and other user departments;
6. approving various appointment and personnel matters under delegated authority;
7. advising on requests for Access to Information; and
8. advising on green and environmental management matters.

**Functions and Duties of Divisions/Units
under AD/Technical (GE) (D2)**

(a) Research and Development Division

This Division is responsible for conducting research for setting and upgrading highway design, construction, maintenance and material specifications and standards; formulating and implementing departmental computerisation strategies; and monitoring and liaising with utility undertakings on road opening policy and technical issues. The Division will have an expanded scope of supervising a centralised audit inspection team on road opening works. It will continue to be headed by a Chief Engineer (D1).

(b) Survey Division

This Division, headed by a Chief Land Surveyor (D1), is responsible for controlling and coordinating highway engineering survey works within the department, including the provision of adequate survey support for new highway projects and railway developments, and the maintenance and minor improvement of existing highways.

(c) Technical Services Unit

This Unit, headed by a Senior Engineer, is responsible for general highway technical matters and performing the head of grade functions for technical staff.

(d) Quality Management Unit

This Unit, headed by a Senior Engineer, is responsible for implementation, maintenance and enhancement of the Quality Management System in the department. It provides advice and support to the various offices on matters relating to quality and environmental management, as well as undertaking technical audits on consultancy agreements managed by the department. The Unit will be expanded to include a dedicated team dealing with regulatory control and enforcement work for the implementation of the LMPAO.

(e) Public Relations Unit

This Unit, headed by a Senior Engineer, is responsible for publicity, media contact and monitoring of highway related complaints.

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(f) Training Services Unit

This Unit, headed by a Senior Engineer, is responsible for training of professional and technical staff.

(g) Landscape Unit

This Unit, headed by three Senior Landscape Architects, is responsible for providing advice on landscape issues as well as the design and implementation of landscaping works associated with highway projects. It also provides landscape technical support to other government departments under the Environment, Transport and Works Bureau.

(h) Maintenance Accounts and Quantity Surveying Unit

This Unit, headed by a Senior Quantity Surveyor, is responsible for formulation, implementation and running of a computerised system to process and check the measurements for all HyD maintenance contracts, arrange payments for maintenance contractors and provide management information on works orders.

(i) Accounting Services Division

This Division, headed by a Senior Treasury Accountant, consists of the Accounts Section and Supplies Section. It is responsible for the planning, monitoring and coordination of financial, accounting and supplies activities.

(j) Departmental Administration Division

This Division, headed by a Chief Executive Officer, is responsible for general departmental administration. It consists of the Administration Section, Personnel Section, Appointment and Establishment Section, Translation Section, and Transport Section.

**Job Description for
Assistant Director/Development**

Rank : Government Engineer (D2)

Responsible to : Deputy Director of Highways (D3)

Main Duties and Responsibilities –

1. managing minor capital works projects not administered by the Major Works Project Management Office including determining priorities, planning and programming, arranging land acquisition/clearance and related Roads Ordinance procedures; forecasting and control of works expenditure; monitoring works progress and initiating any necessary corrective action;
2. overseeing the selection, employment and supervision of consultants and contractors;
3. negotiating fees and agreements, and directing and supervising the consultants/contractors where necessary; and
4. supervising the work of seven Headquarters' Divisions and Units, namely, the Works Division, Bridges and Structures Division, Lighting Division, Geotechnical Advisory Unit, Planning Unit, Safety and Environmental Advisory Unit, and Contract Advisory Unit.

**Functions and Duties of Divisions/ Units
under AD/Development (GE) (D2)**

(a) Works Division

This is a new division formed by amalgamating the works sections in the three existing Regional Offices. It will take up all minor capital works projects of the department. The Division will be headed by a Chief Engineer (D1) to be redeployed from the Tsing Ma Control Area (TMCA) Division and re-titled as Chief Highway Engineer/Works.

(b) Bridges and Structures Division

This is a new division formed by merging the Structures Division and TMCA Division. It will be responsible for structural design and technical advice on highway structures including bridges, flyovers and subways. In addition, it will also be responsible for the maintenance of major long-span bridges which are structurally more complex. The bridges in question include the Tsing Ma Bridge, Ting Kau Bridge, Kap Shui Mun Bridge, and the future Stonecutters Bridge, Hong Kong-Shenzhen Western Corridor, etc. The Chief Highway Engineer/Structures post will be re-titled as Chief Highway Engineer/Bridges and Structures.

(c) Lighting Division

This Division is headed by a Chief Engineer (D1). Its main responsibilities include formulating policies and standards in connection with public lighting matters; designing and implementing road lighting schemes for public roads, villages and public housing estates roads; designing lighting schemes for footbridges/subways, underpasses, and covered bus termini; providing expert advice to consultants in connection with tunnel lighting, high mast lighting and private street lighting; monitoring the installation, operation and maintenance activities performed by works agents and contractors for road lighting, etc.

(d) Geotechnical Advisory Unit

This Unit is at present headed by two Senior Geotechnical Engineers. It is responsible for providing professional input required for formulating roadside slope improvement programmes, designing and vetting necessary works, advising on preventive maintenance measures, maintaining central slope inventory, and assuming overall coordinating and advisory roles on geotechnical and slope maintenance matters in the department.

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(e) Planning Unit

This Unit is headed by a Senior Engineer and is responsible for coordinating planning information, preparing funding papers and monitoring the programme and cost of capital works items.

(f) Safety and Environmental Advisory Unit

This Unit is headed by a Senior Engineer who advises on site safety and environmental matters, and monitors the construction site safety and environmental performance of works contracts of the department.

(g) Contract Advisory Unit

This Unit is headed by a Senior Engineer who advises on contractual matters, and is responsible for technical auditing and auditing of contract works for prevention of substandard works.

**Job Description for
Regional Highway Engineer/Urban**

Rank : Government Engineer (D2)

Responsible to : Deputy Director of Highways (D3)

Main Duties and Responsibilities –

1. district administration of roads and highway structures in the Hong Kong and Kowloon regions (the Urban Region);
2. maintenance and improvement of roads and associated drainage in the Urban Region;
3. maintenance of highway structures in the Urban Region;
4. maintenance and improvement of slopes and associated landscaping in the Urban Region;
5. streetscape enhancement schemes in the Urban Region;
6. maintenance of tunnels in the Urban Region;
7. maintenance of high speed roads in the Urban Region; and
8. issue of Excavation Permits and other miscellaneous highway duties in the Urban Region.

**Job Description for
Regional Highway Engineer/New Territories**

Rank : Government Engineer (D2)

Responsible to : Deputy Director of Highways (D3)

Main Major Duties and Responsibilities –

1. district administration of roads and highway structures in the New Territories region (the NT Region);
2. maintenance and improvement of roads and associated drainage in the NT Region;
3. maintenance of highway structures in the NT Region;
4. maintenance and improvement of slopes and associated landscaping in the NT Region;
5. streetscape enhancement schemes in the NT Region;
6. maintenance of tunnels in the NT Region;
7. maintenance of high speed roads in the NT Region; and
8. issue of Excavation Permits and other miscellaneous highway duties in the NT Region.

**Job Description for
Chief Highway Engineer/Bridges and Structures**

Rank : Chief Engineer (D1)

Responsible to : Assistant Director/Development (D2)

Main Duties and Responsibilities –

1. setting standards for the design of all highway structures;
2. preparing designs of highway structures forming parts of Public Works Programme projects, including the preparation of related drawings and contract documents;
3. providing comments and advice on highway structures to consultants, officers of the Highways Department and other departments on request; and
4. supervising the maintenance of major bridges including Tsing Ma Bridge, Ting Kau Bridge, Kap Shui Mun Bridge, Stonecutters Bridge, Hong Kong-Shenzhen Western Corridor, etc.

**Job Description for
Chief Highway Engineer/Works**

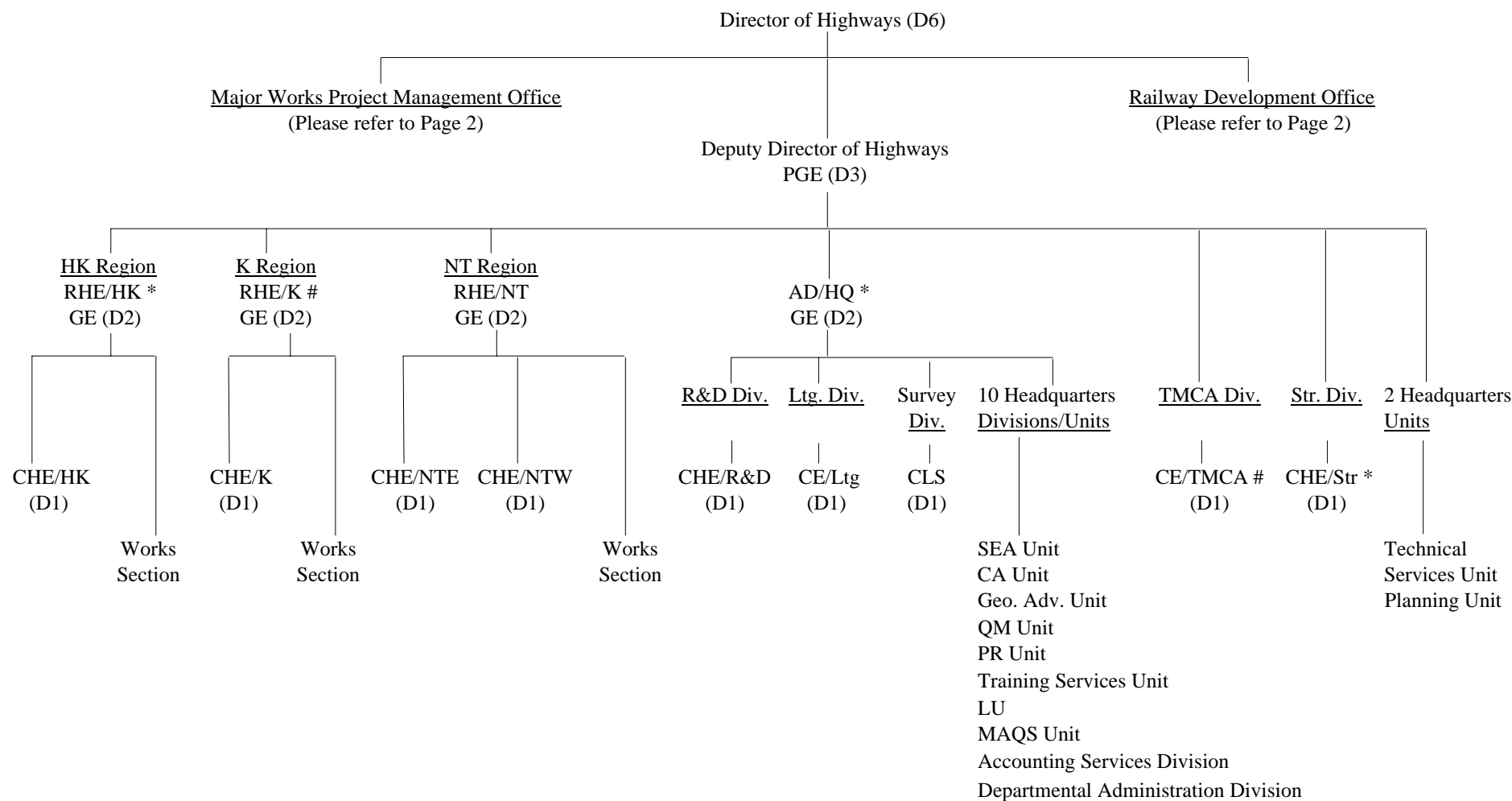
Rank : Chief Engineer (D1)

Responsible to : Assistant Director/Development (D2)

Main Duties and Responsibilities –

1. project administration of minor capital works projects including planning and programming, dealing with technical matters, resolving interface problems with other projects/developments, public consultation, land matters and statutory procedures;
2. monitoring progress of projects implementation, forecasting and controlling of all financial matters related to projects;
3. selection, employment and management of consultants engaged in the implementation of projects; and
4. overseeing contract administration of projects.

Existing Organisation Chart of Highways Department



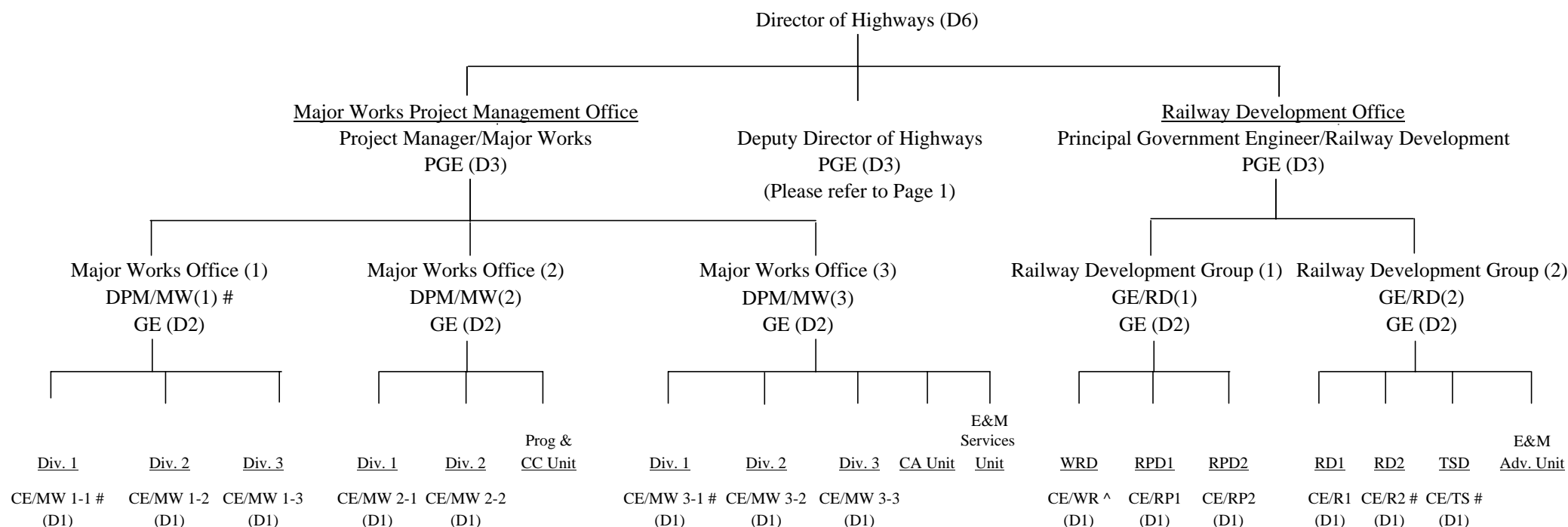
Legend

- Post to be redeployed
 * - Post to be retitled
 AD/HQ - Assistant Director/Headquarters
 CA - Contract Advisory
 CE - Chief Engineer
 CHE - Chief Highway Engineer
 CLS - Chief Land Surveyor
 Div. - Division
 GE - Government Engineer

Geo. Adv. - Geotechnical Advisory
 HK - Hong Kong
 K - Kowloon
 Ltg. Div. - Lighting Division
 LU - Landscape Unit
 MAQS - Maintenance Accounts &
 Quantity Surveying
 NT - New Territories
 NTE - New Territories East

NTW - New Territories West
 PGE - Principal Government Engineer
 PR - Public Relations
 QM - Quality Management
 R&D - Research and Development
 RHE - Regional Highway Engineer
 SEA - Safety and Environmental Advisory
 Str. Div. - Structures Division
 TMCA Div. - Tsing Ma Control Area Division

Existing Organisation Chart of Highways Department

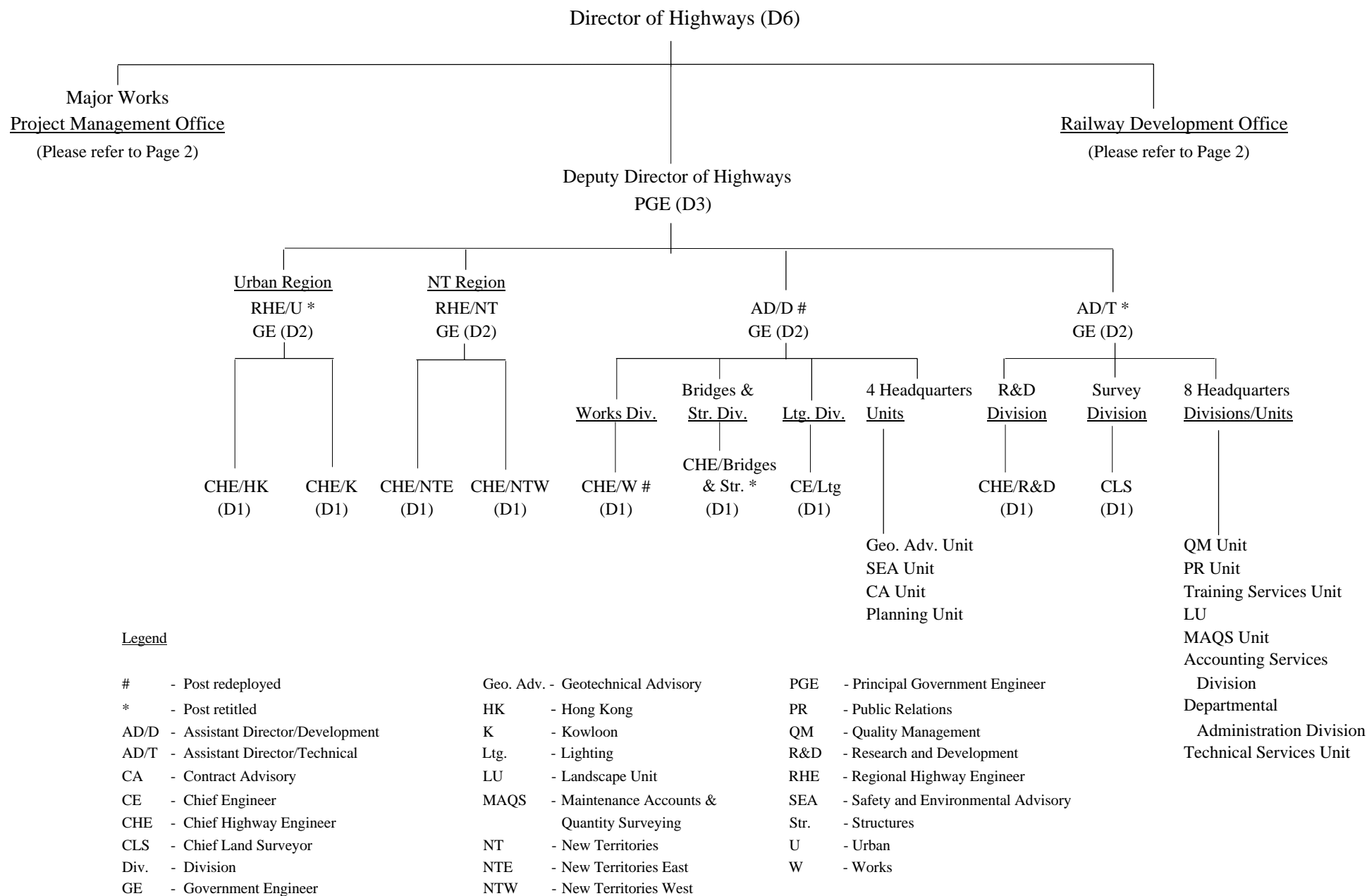


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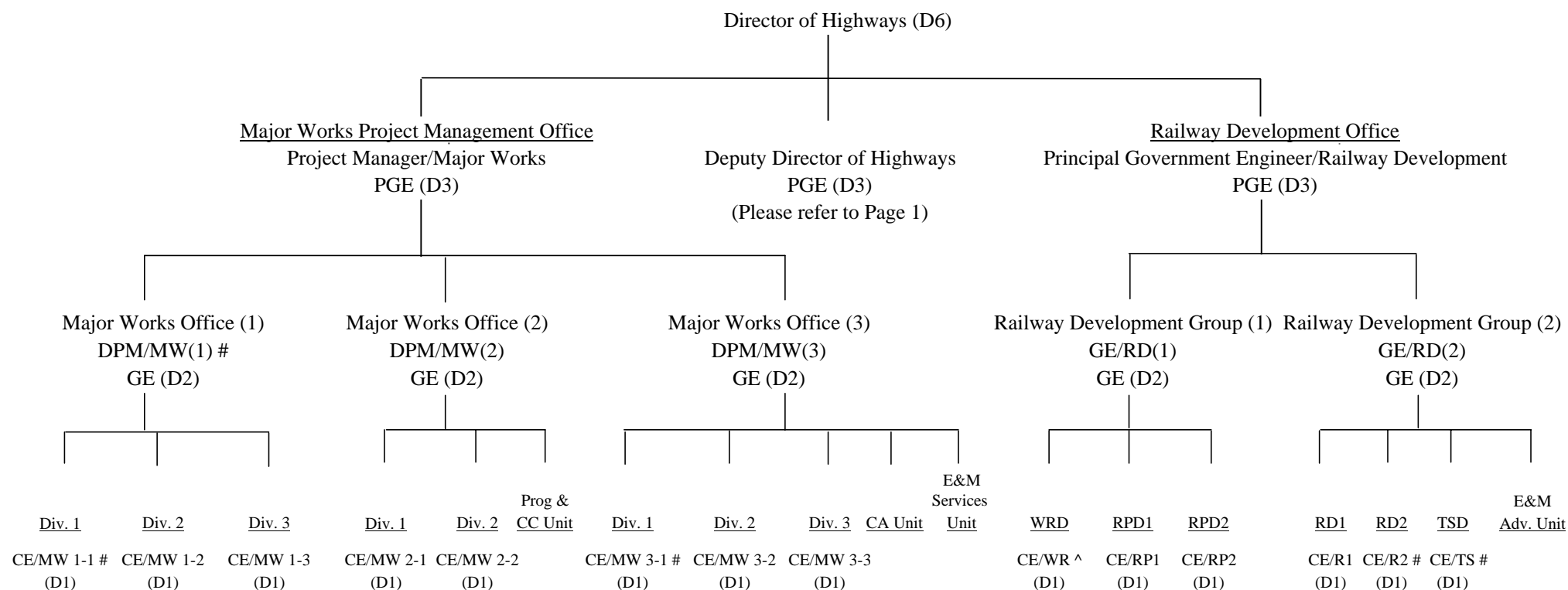
^ - Supernumerary post to lapse on 1 May 2004
 # - Supernumerary posts to lapse on 12 March 2005
 Adv. - Advisory
 CA - Contract Advisory
 CE - Chief Engineer
 Div. - Division
 DPM - Deputy Project Manager
 E&M - Electrical & Mechanical
 GE - Government Engineer

GE/RD - Government Engineer/Railway Development
 MW - Major Works
 PGE - Principal Government Engineer
 Prog & CC - Programme & Cost Control
 RD - Railway Division
 RPD - Railway Planning Division
 TSD - Technical Services Division
 WRD - West Rail Division

Proposed Organisation Chart of Highways Department



Proposed Organisation Chart of Highways Department



Legend

- ^ - Supernumerary post to lapse on 1 May 2004
- # - Supernumerary posts to lapse on 12 March 2005
- Adv. - Advisory
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- DPM - Deputy Project Manager
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- GE/RD - Government Engineer/Railway Development
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- Prog & CC - Programme & Cost Control
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