ITEM FOR ESTABLISHMENT SUBCOMMITTEE OF FINANCE COMMITTEE

HEAD 159 – GOVERNMENT SECRETARIAT:
DEVELOPMENT BUREAU (WORKS BRANCH)

HEAD 25 - ARCHITECTURAL SERVICES DEPARTMENT

Subhead 000 Operational expenses

Members are invited to recommend to Finance Committee the following proposals to facilitate the creation of the new Greening, Landscape and Tree Management Section under Head 159 – Government Secretariat: Development Bureau (Works Branch) –

(a) the creation of the following new grades and ranks –

Head of Greening, Landscape and Tree Management Section (D2) (\$122,700 - \$130,300)

Head of Tree Management Office (D1) (\$103,400 - \$109,700);

- (b) the creation of the following permanent posts
 - 1 Head of Greening, Landscape and Tree Management Section(D2) (\$122,700 - \$130,300)
 - 1 Head of Tree Management Office (D1) (\$103,400 \$109,700)

1 Chief Landscape Architect (D1) (\$103,400 - \$109,700)

to be offset by the deletion of the following permanent post under Head 25 – Architectural Services Department –

1 Chief Landscape Architect (D1) (\$103,400 - \$109,700); and

(c) an increase in the ceiling placed on the total notional annual mid-point salary value of all non-directorate posts in the permanent establishment of Head 159 from \$90,414,000 by \$11,489,220 to \$101,903,220 in 2009-10.

PROBLEM

There is a need to set up a new Greening, Landscape and Tree Management (GLTM) Section in the Development Bureau (DEVB) to implement the improvement measures recommended by the Chief Secretary for Administration (CS)'s Task Force on Tree Management (the Task Force) and to facilitate the adoption of a holistic approach to greening, landscape and tree management within the Government.

PROPOSAL

- 2. We propose to
 - (a) create a permanent post in the new grade and rank of Head of Greening, Landscape and Tree Management Section (H/GLTMS) (D2) to be designated as Principal Assistant Secretary (Greening, Landscape and Tree Management) (PAS(GLTM)). He/she will oversee the new dedicated GLTM Section to be set up in the Works Branch of DEVB;
 - (b) create a permanent post in the new grade and rank of Head of Tree Management Office (D1) to be designated as Head of Tree Management Office (H/TMO) to provide support to PAS(GLTM)

on the formulation, implementation and monitoring of the policy on tree management. He/she will also head a new dedicated Tree Management Office to be set up under the GLTM Section;

- (c) create a permanent post of Chief Landscape Architect (CLA) (D1) to be designated as Head of Greening and Landscape Office (H/GLO) to support PAS(GLTM) on the formulation, implementation and monitoring of policy on greening and landscape planning. He/she will also head a new dedicated Greening and Landscape Office to be set up under the GLTM Section. The new post will be offset by the deletion of a permanent CLA post in the Architectural Services Department (ArchSD); and
- (d) increase the establishment ceiling placed on the total notional annual mid-point salary (NAMS) value of all non-directorate posts in the permanent establishment of Head 159 from \$90,414,000 by \$11,489,220 to \$101,903,220 in 2009-10.

JUSTIFICATION

Need for a New Strategic Approach to Greening, Landscape and Tree Management

- 3. DEVB is responsible for coordinating efforts within Government on greening and overseeing the implementation of Government's major greening programmes. However, until the publication of the "Report of the Task Force on Tree Management People, Trees, Harmony" (the Task Force's Report) in June 2009, it did not have a policy mandate on various aspects of tree management such as promulgating standards and best practices to executive departments, addressing safety concerns, developing professional and technical expertise, or public education. The responsibility for preserving and maintaining trees is assumed by relevant departments under an "integrated approach" where tree management is part and parcel of the duty of the department which uses and manages the particular piece of land or facility on which a tree stands, without a lead policy bureau.
- 4. While reaffirming the merit of the "integrated approach" to tree maintenance and management, the Task Force's Report identified a lack of steer or central coordination at the strategic level which impedes the overall effectiveness of Government's efforts in this regard. To address the identified shortcoming, the Task Force recommended putting tree management in the overall context of Government's broader greening and landscape policy and the establishment of a new GLTM Section in DEVB to be supported by a new Tree Management Office and a new Greening and Landscape Office.

Proposed Establishment of a New Tree Management Office

5. As a central authority and a provider of expertise in tree management, the Tree Management Office will give policy steer on tree management matters to the executive departments. It will be a focal point for coordinating departmental efforts and liaison with external parties. It will also tackle cross-departmental issues and deal with complex cases involving problematic trees that cannot be adequately dealt with at the departmental level. Pursuant to the recommendations of the Task Force, the new Tree Management Office will assume the following responsibilities –

- implementation of a risk management approach to tree (a) management – to better protect public safety, Government will enhance its tree management efforts by more effective risk management. The Tree Management Office will develop a new tree risk assessment system to assist executive departments in identifying those areas which will pose significant risks to members of the public in the event of a tree failure and those trees in a risk-prone area which may be of critical importance/problematic. With this new tool, Government will be able to build up a consolidated database of critically important/problematic trees over time, closely monitor their conditions, record information systematically and take appropriate preventive or mitigation measures. The data collected will be analysed and will provide useful insight into common causes of tree failures locally as well as the effectiveness of alternative preventive/ mitigation measures. Government will thus be empowered to better manage the risks of tree failures and reduce the adverse consequences of tree failures. The Tree Management Office will spearhead the introduction of the new risk management approach across the executive departments. It will refine the detailed design of the risk management system and the tree database in the light of experience gained. It will also closely monitor and analyse the information collected on problematic trees and tree failures to identify improvements to prevailing guidelines and practices;
- (b) formulation and promulgation of standards, guidelines, best practices and toolkits related to tree management the new Tree Management Office will, after reviewing disparate guidelines, practices and procedures promulgated over the years on a range of tree-related topics at the central and departmental levels, develop a comprehensive set of standards and requirements governing all aspects of tree management (e.g. nutrient and water management for plant growth, tree pruning and felling, mature tree transplanting, control of plant pests and diseases, diagnosis of plant disorder, remedial measures for trees in poor conditions, proper use of equipment, tree care during construction works, safety of tree

workers, etc.). This will ensure a consistent approach across the executive departments, promote sharing of expertise and, where justified, allow for flexibility to cater for the specific circumstances of individual departments. Under the holistic approach advocated by the Task Force, the Tree Management Office will liaise closely with the new Greening and Landscape Office to ensure that factors critical to the long-term sustainability of urban greenery (e.g. identification of suitable planting sites, choice of plant species, quality control of new plants to be installed, soil and irrigation arrangement, etc.) are given due consideration early in the planning and urban design process;

- capacity building through manpower development and research (c) the Tree Management Office will formulate a manpower development strategy to ensure that through local/overseas training and continuous professional development, Government is equipped with sufficient qualified staff at the managerial, supervisory and frontline levels for the competent discharge of the full spectrum of tree management responsibilities. The new Office will be assisted by a Training Committee in taking forward this task. Apart from enhancing training provision for Government employees, the Tree Management Office will liaise with local training providers and tertiary education institutions with a view to upgrading the training opportunities available to the private sector. In addition, the Tree Management Office will, either on its own or in collaboration with external research bodies, conduct research on urban greenery issues with particular reference to local conditions (e.g. evaluation of suitable tree species for urban growth, study on alternative plant growth medium, etc.). The research findings will be disseminated through seminars, forums as well as the websites of DEVB and relevant departments to raise the standard of tree management, both within and outside Government, in Hong Kong. Where appropriate, the advice of an Expert Panel² on tree management, comprising both local and non-local experts, will be sought on both policy and operational aspects of tree management;
- (d) enhancement of public complaint handling mechanism and emergency response arrangement the Tree Management Office will enhance the existing mechanism for handling complaints via the "1823" hotline to ensure that complaints are assigned to the responsible department under the "integrated approach" in a timely

/manner

¹ The Training Committee, comprising representatives from relevant bureaux and departments, will be responsible for planning staff training in a comprehensive and strategic manner having regard to the operational requirements of the departments in discharging their tree management duties.

² The Expert Panel, comprising local and non-local experts and stakeholders on tree management, will provide advice to Government on various aspects of tree management, including but not limited to handling of complex cases.

manner, case progress is closely monitored and the complainant is kept updated in the process. Complex cases that cut across the remits of different departments and/or involving a careful balance of technical and policy considerations (e.g. public safety, the well-being of the tree concerned, financial cost to the community, development needs in the interest of the community, diverse interests of different stakeholders, respect for private property rights, etc.) will receive attention at the central level. An efficient emergency response mechanism will also be put in place to enhance protection of public safety; and

- (e) enhancement of public education and community involvement the community plays a significant role in helping to preserve and maintain trees in Hong Kong. The Tree Management Office will mount a variety of community outreach programmes and public engagement initiatives (e.g. recruitment of Green Ambassadors, launch of a District Tree Care Volunteers Scheme, seminars for Owners' Corporations and property management companies, school talks, etc.) to foster an attitude of care for trees across the territory and to appeal to private owners to take proper care of trees within their private lots for the benefit and safety of their residents and visitors. It will also seek to instil proper values and attitude towards protecting the environment (including protection of trees as part of the natural environment) among students through the school curriculum in partnership with the Education Bureau.
- 6. Continuous improvement on the tree management regime in Hong Kong is a long-term goal. Successful implementation of the risk management approach and concrete results in the various areas of work mentioned in paragraph 5 above require coordinated efforts from the Tree Management Office and the executive departments on a sustained basis. Reference can be made to the experience of the Geotechnical Engineering Office in the Civil Engineering and Development Department in improving slope safety, which has been adopting a mode of operation similar to that of tree management being proposed, since its establishment in 1970s.

Proposed Establishment of a New Greening and Landscape Office

7. The new Greening and Landscape Office will be responsible for central coordination of Government's greening and landscape planning and design efforts. With proactive efforts in recent years in maximising greening opportunities in the territory, we have notably enhanced the quality of our living environment. In the past five years, about 55 million plants, including trees, shrubs and annuals, were planted. Faced with spatial limitation in the built-up

areas, the focus of further greening initiatives will shift from "quantity" to "quality". We will also seek to increase opportunities for the provision of greenery by early involvement in the feasibility, planning and design stages of proposed developments and urban redevelopment. The new Greening and Landscape Office will assume the following responsibilities –

- (a) formulation and promulgation of standards and best practices – to inform and guide the greening and landscape planning/design efforts of various government departments, the new Greening and Landscape Office will consolidate and improve the existing guidelines, standards and practices promulgated at the central and departmental levels. A central set of standards and requirements governing all aspects of greening and landscape planning/design (e.g. landscape design guidelines and manuals, landscape treatment of different types of land use, incorporation of ecological principles into urban greenery infrastructure to enhance biodiversity and of the environment, quality management of landscape contractors and consultants, etc.) will be developed in support of the increasing emphasis on quality greening. It will keep the standards and guidelines under constant review, taking account of local and overseas experience, and seek continuous improvements. The Greening and Landscape Office will work closely with the new Tree Management Office to ensure a smooth interface between greening and vegetation management as well as the sustained development of a greener environment locally;
- (b) upholding the quality of landscape works and services -Government undertakes a wide variety of capital works projects that would benefit from quality landscape service (e.g. roads and highways, parks and open spaces, slopes, drainage and waterworks, new government buildings, etc). The new Greening and Landscape Office will serve as a gatekeeper to ensure the provision of quality landscape input in the planning and design stages of these projects as well as large-scale developments (e.g. Kai Tak Development). Through promoting a holistic approach that balances engineering, ecological and aesthetic concerns, costs consideration, maintenance requirements and the functional needs of the new facility, the Greening and Landscape Office will help develop landscape designs that are not only visually pleasing, but also fully integrated with the planned land use. The advice of a Design Panel³ on greening and landscape, comprising both local and non-local experts, will be

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The Design Panel will comprise local and non-local experts and stakeholders on landscape planning and design. The Design Panel will provide advice on landscape and greening proposals for strategic projects from the landscape planning and design angle, with a view to maximising the greening opportunity and achieving high landscape quality for the projects.

sought on important projects where external advice will be beneficial. In addition, the Greening and Landscape Office will at a strategic level oversee the formulation and implementation of the Greening Master Plans by Civil Engineering and Development Department so as to ensure that the extensive greening work carried out under these Greening Master Plans is of a good standard and complements other greening initiatives at the district level. The Greening and Landscape Office will also study the use of new greening techniques such as rooftop greening and vertical greening, identify the enabling factors for their wider adoption locally, and promote these techniques in both public sector and private sector projects;

- promotion of greening through active involvement in the land use (c) planning and urban design process - the implementation of the Greening Master Plans has hitherto focused on short-term measures (which conform to the district layout and pose no direct conflict to existing land use or traffic arrangements and can be implemented within one or two years). The Greening and Landscape Office will develop a strategic plan for implementing the medium-term (which are to be implemented in association with other public sector projects or which require private sector participation) and long-term (which depict the ultimate greening vision for the district and include proposals such as tree corridors along major roads that can only be achieved in conjunction with urban renewal) measures under the Greening Master Plans. To this end, the Greening and Landscape Office will engage the key partners for cooperation and design a mechanism that will efficiently keep track of target public/private sector projects affected by the greening proposals under the Greening Master Plans. It will also work with the Planning Department, the Urban Renewal Authority and other stakeholders to explore opportunities for greening and landscape planning at an early stage of the urban land use planning process and the conceptualisation of urban renewal plans. In addition, the Greening and Landscape Office will closely liaise with the Planning Department and the Lands Department on the provision of early landscape advisory input in the processing of Landscape Master Plans or landscape proposals submitted for large-scale private development projects;
- (d) collaboration with external parties in implementing greening measures success in achieving a greener Hong Kong not only requires Government's initiatives, but also relies on support from the private sector and quasi-government organisations. The new

/Greening

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The Greening Master Plans define comprehensively the greening framework for individual districts. Each master plan comprises short-term, medium-term and long-term measures.

Greening and Landscape Office will work in collaboration with external parties (such as the Urban Renewal Authority and private development agencies) to encourage more greening in their new developments and urban regeneration projects in furtherance of the long-term vision under the Greening Master Plans. Public-private sector partnership has reaped noticeable results in creating quality urban space, as demonstrated by the Sheung Wan Revitalisation Scheme and the streetscape improvement works in Pedder Street, Des Voeux Road and Hollywood Road. The Greening and Landscape Office will continue to maximise such collaboration opportunities; and

- (e) *public education and community involvement* to raise public awareness and encourage community involvement in greening, the new Greening and Landscape Office and the Tree Management Office will launch a variety of community outreach programmes and public engagement initiatives (e.g. community planting activities, conferences/seminars for stakeholders, etc.). In the process, we will liaise closely with the professional institutes (such as the Hong Kong Institute of Planners and the Hong Kong Institute of Architects) as well as other relevant bodies such as education institutions and non-governmental organisations.
- 8. Good landscape planning and extensive greening contribute to a quality environment for living, business and tourism. Government is committed to continuous improvement to the quality of our urban environment. The sustained effort of the Greening and Landscape Office in taking forward the range of tasks outlined in paragraph 7 above is critical to the realisation of this goal.

A New Greening, Landscape and Tree Management Section in DEVB

9. The new Tree Management Office and the new Greening and Landscape Office will shoulder a broad spectrum of responsibilities in pursuit of Government's greening policy. Each with its focus and priority tasks, the two offices will work in close cooperation to channel relevant expertise into the sustainable development of a greener environment for Hong Kong. Many of the issues handled by the two offices are inter-related. For instance, the quality of landscape design will depend heavily on the choice of plant species, which will in turn affect the ease of vegetation maintenance. Holistic consideration of these inter-related issues will be facilitated institutionally by putting the two new offices under the new GLTM Section to be set up in the Works Branch of DEVB. Under the overall steer of PAS(GLTM) and with the support of the two new Offices, the

new GLTM Section will be well-placed to ensure seamless integration in the formulation and implementation of policies and initiatives on greening, landscape and tree management in accordance with the new, holistic approach recommended by the Task Force's Report. The proposed structure of the GLTM Section is at Enclosure 1. The existing and the proposed organisation charts of Works Branch of DEVB are at Enclosures 2 and 3.

Encl. 1 Encls. 2&3

Need for Additional Staff at Directorate Level

PAS(GLTM) post

- 10. PAS(GLTM) will oversee the new GLTM Section, carrying responsibilities of considerable breadth and depth. Championing a new, strategic policy direction that aims for sustainability in the development of a greener urban environment for Hong Kong, PAS(GLTM) will spearhead the formulation of a new policy regime for tree management that embraces recommended practices for new planting, through to proper maintenance of existing vegetation and the handling of complex cases involving a careful balance of diverse considerations. In parallel and in furtherance of a quality-oriented greening policy, PAS(GLTM) will seek new greening opportunities through early involvement in the land use planning and urban design processes as well as the planning and design stages for major capital works projects and large-scale comprehensive new development/ urban renewal initiatives. Through PAS(GLTM), policy-making for greening, landscape planning/design and tree management will be fully integrated. We consider it appropriate to pitch the new PAS(GLTM) post at D2 level for the following reasons
 - (a) policies on tree management as well as the policy interface between landscape planning/greening and land use planning are hitherto relatively under-developed, but have become a distinct policy area falling under the overall policy responsibility of DEVB. In view of significant policy input required of the post, it would be appropriate to pitch it at D2 level, similar to the Commissioner for Heritage (C for H) post (D2) in Works Branch of DEVB and the PAS (D2) post in the Planning and Lands Branch of DEVB undertaking harbourfront enhancement initiatives;
 - (b) the implementation of the holistic approach advocated by the Task Force's Report requires strong leadership from the post-holder on a day-to-day basis to foster full collaboration between the Tree Management Office and Greening and Landscape Office;
 - (c) the development and implementation of greening, landscape and tree management policies involves a careful balance of diverse considerations and will only be successful if these policy considerations are taken on board at an early stage in the land use

planning and urban design processes as well as in the planning and design stages for major capital works projects and large-scale comprehensive new development and urban renewal initiatives. The effective discharge of these new responsibilities involves extensive consultation both within Government and with external agencies. An officer of a sufficiently senior level is required to engage the stakeholders and to enlist their cooperation. In a policy bureau setting, a PAS (D2) is the appropriate level to undertake such complex duties involving coordination with other policy regimes and ironing out differences as well as engagement of stakeholders and enlisting their support;

- (d) from time to time, Government may encounter highly complex cases concerning the preservation or removal of particular tree(s), which require difficult decisions involving the balance of a wide range of policy considerations ranging from the health and value of the trees concerned, the financial cost of preserving the trees, the development needs in the interest of the community, the interest of different sectors of the community, respect for private property rights, etc. There is a need for a sufficiently senior officer to deal with these cases so as to ensure that decisions are made in the best interest of the community;
- (e) the GLTM Section will service the Expert Panel on tree preservation and the Design Panel on greening and landscape which will comprise local and non-local experts of relevant disciplines. An officer at a sufficiently senior level will be required to chair these panels to steer the discussions; and
- (f) a dedicated officer with the requisite expertise and authority will demonstrate to the community at large that the Government is fully committed to the continued enhancement of the quality of our urban environment through quality greening initiatives.

Encl. 4 The job description of the proposed PAS(GLTM) post is at Enclosure 4.

- 11. The performance of the duties and responsibilities of the PAS(GLTM) post requires a broad policy vision that cuts across different disciplines and an appreciation of the numerous challenges to sustainable greening efforts in a developed urban setting. The post-holder should also possess a high level of analytical and organisational capability. The post should be filled by a professional meeting the following criteria
 - (a) academic background a relevant degree (e.g. degree in Arboriculture, Landscape Architecture, Architecture, Town Planning, etc.), preferably with postgraduate qualification;

(b) trade qualification – relevant recognised professional qualifications; and

- (c) relevant experience experience in policy formulation and acquaintance with frontline operation on greening, landscape planning and design as well as tree management work, etc.
- 12. We have carefully considered whether there is any existing grade and rank within the civil service that can meet the above requirements. Due to the new and unique tasks to be handled by PAS(GLTM) post and the diverse expertise required which is not necessarily confined to existing civil service grades, we intend to reach out to a wider pool of candidates by tapping also talents outside Government as appropriate. We propose to create a new grade and rank of Head of Greening, Landscape and Tree Management Section. To expedite the recruitment process, we intend to conduct an in-service recruitment exercise in parallel with external recruitment.

H/TMO post

- 13. We propose that the new Tree Management Office should be led by a D1 officer to be designated as H/TMO. The post-holder will provide specialist input to the full spectrum of responsibilities related to tree management as explained in paragraph 5 above. As the principal adviser within Government on tree management matters, H/TMO will provide critical support to PAS(GLTM) in the formulation and effective implementation of a holistic tree management policy across departments. He will also reach out to the community in fostering a culture of care for trees. Extensive coordination and liaison will be involved in carrying out these tasks, and the post-holder needs to establish himself as the central authority in this field. The introduction of a risk management approach to tree management, the compilation of standards and best practices and the nurturing of a quality work force for tree management will lay down a solid foundation for enhanced vegetation management in Hong Kong. The job description of the proposed H/TMO post is at Enclosure 5.
- Encl. 5
- 14. We consider it appropriate to pitch the H/TMO post at D1 to reflect the involvement of the post-holder in overall policy formulation, standard-setting and strategic planning work related to tree management. Having regard to the nature and level of the responsibility to be assumed by the post-holder, ranking the post at the senior professional level will fall short of the job requirement.
- 15. To ensure effective discharge of these responsibilities, the H/TMO post should be filled by a tree management expert meeting the following criteria –

(a) academic background – a relevant degree (e.g. degree in Arboriculture, Biology, Botany, Forestry, Landscape Architecture, etc.), preferably with post-graduate qualification;

- (b) trade qualification relevant recognised professional qualifications (e.g. those awarded by the International Society on Arboriculture, Arboricultural Association of the United Kingdom, European Arboricultural Council, National Arborists Association of Australia, etc. or equivalent); and
- (c) relevant experience strong background on arboriculture and acquaintance with frontline operation on tree work.

The professional expertise required is of a degree that is not currently available among existing grades within Government. We therefore propose to create a new grade and rank of Head of Tree Management Office. We intend to conduct an inservice recruitment exercise in parallel with open recruitment in order to access a wider pool of candidates for recruitment and expedite the recruitment process.

H/GLO post

Encl. 6

- We propose that the new Greening and Landscape Office should be led by a D1 officer to be designated as H/GLO. The post-holder will provide specialist input to the responsibilities related to greening and landscape planning/design set out in paragraph 7 above. He will provide critical support to PAS(GLTM) in achieving a quality-oriented approach to greening in Hong Kong and the implementation of a new regime that facilitates early consideration of landscape planning issues in the land use planning and urban design processes. The job description of the proposed H/GLO post is at Enclosure 6.
- 17. We propose the creation of a new post of CLA (D1) to head the new Greening and Landscape Office. Having regard to the involvement of the postholder in overall policy formulation, standard-setting and strategic planning work in greening and landscape planning, ranking the post at the senior professional level will not be sufficient. There is currently a CLA post in ArchSD for providing professional landscape architectural input in public works projects, supporting formulation of relevant standards and serving as a focal point for coordination among departments and parties concerned on landscape planning and greening. The post-holder is already engaged in strategic issues such as setting of standards, upholding of quality, research into new greening techniques, etc. To support the pursuit of a holistic approach to greening and landscape planning under the steer of the new GLTM Section in Works Branch, we consider it appropriate to redeploy the CLA post to oversee the Greening and Landscape Office. The redeployed post to be designated as H/GLO will report to PAS(GLTM).

Changes in the Non-directorate Establishment

18. The GLTM Section and the two offices under it will be supported by the following staff –

- (a) Tree Management Office 12 supporting staff which are all new posts, including 10 civil service posts, namely three Assistant Secretaries (ASs), five Tree Management Officers, one Senior Field Officer and one Field Officer I as well as two arborists on non-civil service contract terms;
- (b) Greening and Landscape Office three supporting staff, of which two are existing AS posts redeployed from ArchSD or within Works Branch and one new AS post; and
- (c) administrative support staff for the GLTM Section six staff including one Senior Executive Officer, one Executive Officer II, one Personal Secretary I, one Clerical Officer and two Assistant Clerical Officers, which are all new posts.
- 19. There is currently no Arborist grade in the Administration. The Task Force has examined the situation and recommends no change to the existing grade structure at the non-directorate level for the time being. To enable us to assess the long-term need for a dedicated Arborist grade and to allow Government to tap on outside specialists in arboriculture, we will engage arborists on non-civil service contract staff terms in the first instance. They will assist in the implementation of a risk management approach to tree management, handling of problematic tree cases including carrying out on-site inspections as necessary, formulation of standards and guidelines, implementing public education and community involvement measures, etc. by providing arboricultural technical advice. We will review the situation in three years' time.

Alternatives Considered

Encl. 7

20. Currently, apart from Permanent Secretary for Development (Works) (PS(W)), Deputy Secretary (Works)1 (DS(W)1) and Principal Assistant Secretary (Works)1 (PAS(W)1), who handle greening matters among their other duties, there are only two dedicated non-directorate officers with coordinating responsibility for greening. The existing job descriptions of PS(W), DS(W)1 and PAS(W)1 are set out at Enclosure 7.

21. The adoption of a holistic approach, as recommended by the Task Force, sets a new strategic direction for Government's efforts in greening, landscape and tree management. Full realisation of the benefits of this new approach, which will be evident in a greener and more sustainable urban environment for the enjoyment of the entire community, would require not only close coordination of the departments involved in these areas of work, but more importantly a lead party to drive its promotion and effective implementation. Policy input at the bureau level would be substantial, and a significant level of directorate input in DEVB is required for coordinating cross-departmental efforts, mobilising resources, as well as liaison with agents and organisations outside Government. The existing level of manpower resources in Works Branch is far from adequate for taking forward the recommendations of the Task Force on a sustained basis. Without reinforcement in staff resources in Works Branch at both directorate and non-directorate levels, it would not be possible to deliver the desired outcome.

- 22. We have critically examined whether the other existing directorate staff in Works Branch have spare capacity to absorb the duties of the proposed posts. As they are already fully committed to their existing workload, it is operationally not possible for them to take up a whole range of new duties which are highly demanding. With the commencement of various major infrastructure projects, such as Kai Tak Development which are strategic to Hong Kong's economic development, the workload of Works Branch is expected to further increase in the coming years.
- 23. Policy responsibility for greening currently accounts for only a minor part of PAS(W)1's portfolio. With the proposed transfer of this responsibility to the new PAS(GLTM) post, PAS(W)1 can relieve PAS(W)4 of duties related to manpower supply in the construction sector so that the latter could devote more attention to his other priority work areas (such as promotion of professional services of the construction industry, public works procurement policies, management of contractors and consultants and vetting of submissions for various tender boards), as well as the mounting workload arising from Sichuan Reconstruction which has hitherto been absorbed by Works Branch without additional manpower support at the directorate level. For the other directorate officers at D2 level within the Works Branch, they are also fully occupied with their existing duties and do not have any spare capacity to absorb the duties of the proposed new posts. C for H is currently undertaking a wide range of initiatives on heritage conservation, including the "Conserving Central" initiative announced in the 2009-10 Policy Address. PAS(W)2 is heavily engaged with infrastructure coordination, in particular the projects on Kai Tak

Development and the Liantang/Heung Yuen Wai Boundary Control Point. PAS(W)3 is heavily engaged in the formulation of policies on a wide range of works-related subjects such as construction safety, lift and escalator safety, environmental management, green building and energy efficiency and flood prevention.

Reflecting the changes to their duties consequent to the creation of the proposed directorate posts, the revised job descriptions of the affected directorate posts (i.e. PS(W), DS(W)1, PAS(W)1 and PAS(W)4) in Works Branch) are at Enclosure 8.

FINANCIAL IMPLICATIONS

25. The proposed net creation of two additional directorate posts will require an additional notional annual salary cost at mid-point of \$2,794,800 as follows –

	Rank	NAMS (\$)	No. of post		
	Creation of permanent directorate posts				
	<i>Head 159 – GS: DEVB(WB)</i>				
	H/GLTMS (D2)	1,518,000	+1		
	H/TMO (D1)	1,276,800	+1		
	CLA (D1)	1,276,800	+1		
Less	s Deletion of permanent directorate post				
	Head 25 – ArchSD				
	CLA (D1)	-1,276,800	-1		
		2,794,800	+2		
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The additional full annual average staff cost⁵, including salaries and on-cost, is estimated to be around \$4,536,300.

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Encl. 8

The additional full annual average staff costs, including salaries and on-cost, are calculated on the following basis –

⁽a) the staff costs of the H/GLTMS and H/TMO posts are based on those of Government Architect and Chief Architect respectively; and

⁽b) the staff costs of the AS and Tree Management Officer posts are based on those of Senior Landscape Architect and Senior Leisure Services Manager respectively. Some of the posts can be filled by officers in the Landscape Architect, Forestry Officer or Leisure Services Manager grades. For estimate purposes, the staff costs of the Senior Landscape Architect and Senior Leisure Services Manager ranks, which are the highest amongst others, are adopted.

PAS(GLTM), H/TMO and H/GLO will be underpinned by a total of 21 supporting staff at non-directorate level. Out of the 21 posts, 17 posts will be new civil service posts. The total additional notional annual salary cost at mid-point for these 17 new non-directorate civil service posts will be \$11,489,220 and the full annual average staff cost, including salaries and on-cost, will be within \$16,435,400. We propose to increase the ceiling placed on the NAMS value of all non-directorate posts in the permanent establishment of Head 159 – DEVB (Works Branch) from \$90,414,000 by \$11,489,200 to \$101,903,220 in 2009-10. In addition, two non-civil service contract staff will be employed for providing technical support on arboriculture and the new tree risk assessment arrangement. The staff costs involved are around \$1,518,000.

27. We have earmarked sufficient provision to meet the cost of this proposal in 2009-10. The annual provision to be required will be included in the 2010-11 draft Estimates.

PUBLIC CONSULTATION

- 28. We distributed the Task Force's Report to Members of the Legislative Council (LegCo) immediately upon its release on 29 June 2009. The recommendations in the Report were discussed at a debate on the motion for the adjournment of LegCo held on 8 July 2009. We briefed the LegCo Panel on Development on 28 July 2009 on the recommendations of the Report and sought Members' views on the way forward, in particular the proposed creation of a D2 post and a D1 post in Works Branch of DEVB to take up new responsibilities concerning greening, landscape and tree management.
- On the staffing proposals, some Members enquired about the delineation of responsibilities between the new GLTM Section in Works Branch of DEVB and the executive departments, the justifications for pitching the directorate posts at the respective ranks as well as the professional qualifications required for the proposed new directorate posts. Members also enquired about measures to ensure that the same standards would be applied for tree risk assessments carried out by different departments, and that adequate staffing resources and training would be provided at the departmental level for implementing the new tree risk assessment arrangements. The Administration's response, with additional justifications, has been incorporated into this paper.
- 30. Some Members also raised concern about the adequacy of existing legislation on tree protection. We explained that after careful consideration, the Task Force considered that there was no need to introduce any legislative change at this stage. Instead, efforts should be channelled to the implementation of the

recommended administrative improvement measures, and Government would keep the matter under review having regard to the operational experience of the improvement measures. Notwithstanding these comments, the LegCo Panel on Development did not raise objection for DEVB to make a submission to the Establishment Subcommittee.

BACKGROUND

- 31. To address particular concerns about the public safety aspects of tree management expressed by the Coroner's Court relating to a fatal tree collapse case in Stanley and the Jury's specific recommendations, a Task Force under the chairmanship of the CS and comprising representatives from relevant bureaux and departments was established in March 2009 to examine a range of issues regarding tree management in Hong Kong. The Task Force's Report published on 29 June 2009 put forward a total of 16 recommendations under the following guiding considerations
 - (a) trees can age and die. Their potential to fall may put life and property at risk. We need to manage trees so as to keep risks within acceptable limits;
 - (b) in tree management, there is a need for a proper balance of relevant considerations (e.g. importance of tree preservation versus financial cost to Government or the community, development needs in the public interest, interests of different sectors of the community and respect for private property rights) to facilitate decision-making in the best interest of the community; and
 - (c) to tackle tree safety and to ensure that trees planted will be sustainable, we should put tree management and maintenance in the overall context of our greening and landscape policy with proper regard to all relevant issues such as appropriate planning, proper identification of planting locations, suitable design and careful selection of species.
- 32. The Report recommended that DEVB should take up the overall policy responsibility for greening, landscape and tree management. It further recommended the establishment of a new GLTM Section, comprising a new Tree Management Office and a new Greening and Landscape Office, to steer the implementation of a holistic approach to greening, landscape and tree management within Government.

33. To facilitate early implementation of the Task Force's recommendations and to pave way for the setting up of the new GLTM Section, we have created a supernumerary Administrative Officer Staff Grade C post (D2) for a period of not more than six months starting from 1 September 2009 to undertake the following tasks which are mainly administrative in nature –

- (a) set up the Tree Management Office and the Greening and Landscape Office, including preparing for the recruitment exercises for posts, identifying suitable officers from different departments to fill vacant posts in the new offices;
- (b) assess the resource requirements of departments for implementing the recommendations of the Task Force and acquire the necessary resources under the established mechanism;
- (c) identify suitable personalities for appointment to the Expert Panel, the Design Panel and the Training Committee; and
- (d) undertake preparatory work to implement various recommendations of the Task Force, e.g. in relation to tree risk assessment arrangements, staff training, public education and community involvement, etc.

ESTABLISHMENT CHANGES

34. The establishment changes in Works Branch of DEVB for the last two years are as follows –

Establishment		Number o	Number of posts		
(Note)	Existing (as at 1 October 2009)	As at 1 April 2009	As at 1 April 2008	As at 1 April 2007	
A	20+(1)#	20	19	20	
В	64	62	54	52	
С	110	110	108	117	
Total	194+(1)	192	181*	189	

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
- () supernumerary directorate post created under the delegated authority for six months from 1 September 2009 to 28 February 2010
- # as at 1 October 2009, there is no unfilled directorate post in Works Branch of DEVB
- * the decrease is mainly due to the transfer of posts to other bureaux upon the reorganisation of the Government Secretariat with effect from 1 July 2007

CIVIL SERVICE BUREAU COMMENTS

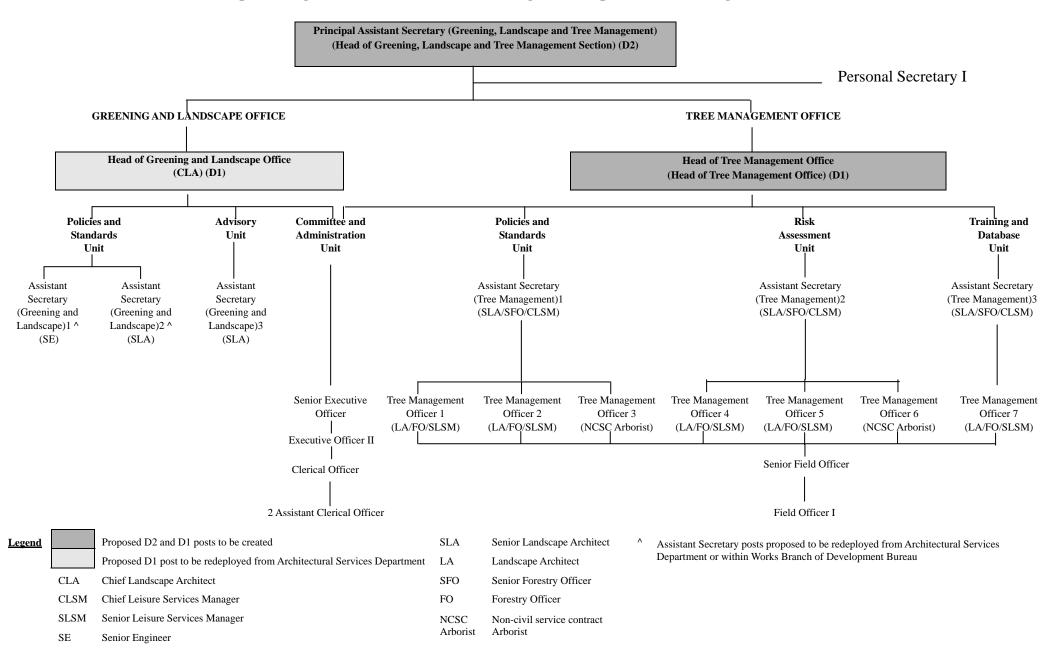
35. The Civil Service Bureau supports the proposed creation of the two new grades and ranks and the three directorate posts in DEVB, to be offset by the deletion of one directorate post, for the formulation, implementation and monitoring of policy on greening, landscape and tree management. The grading and ranking of the proposed posts are considered appropriate having regard to the level and scope of their responsibilities.

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

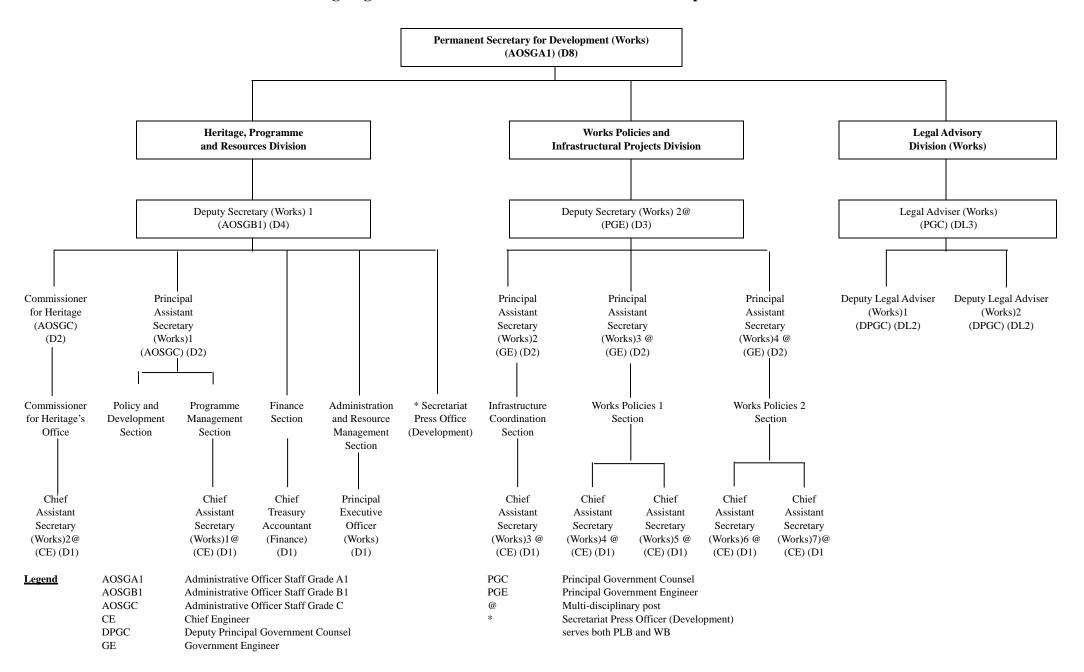
36. The Standing Committee on Directorate Salaries and Conditions of Service has advised that the grading proposed for the posts would be appropriate if the proposal was to be implemented.

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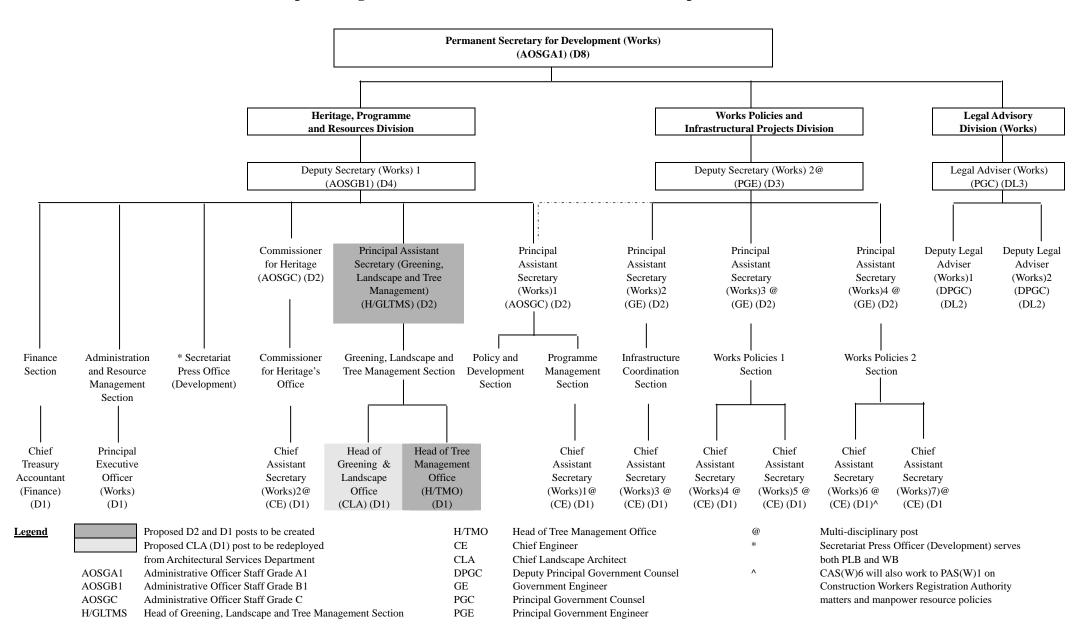
Proposed Organisation Chart for the Greening, Landscape and Tree Management Section



Existing Organisation Chart of the Works Branch of Development Bureau



Proposed Organisation Chart of the Works Branch of Development Bureau



Proposed Job Description Principal Assistant Secretary (Greening, Landscape and Tree Management)

Rank: Head of Greening, Landscape and Tree Management Section

(D2)

Responsible to: Deputy Secretary for Development (Works)1 (DS(W)1)

Main Duties and Responsibilities -

- 1. To assist DS(W)1 in formulating policies and strategies on greening, landscape and tree management to ensure seamless integration from landscape design and planting in the upstream to vegetation maintenance in the downstream.
- 2. To oversee the work of the Greening and Landscape Office, including implementation of the annual greening programme in Government; overseeing the overall formulation and implementation of Greening Master Plans; research on new greening and landscape policies, practices and technologies; and development of standards and guidelines on greening, landscape planning and design.
- 3. To oversee the work of the Tree Management Office, including development of standards and guidelines on vegetation management; tree risk assessment arrangements; development of database system and research on new vegetation management policies, practices and technologies.
- 4. To oversee the coordination of greening, landscape and tree management matters and set up protocol of liaison with relevant bureaux and departments, and to deal with cross-bureaux and cross-departmental issues.
- 5. To serve as the focal point of contact on greening, landscape and tree management matters both locally and overseas.
- 6. To oversee community involvement and public education programmes; and handling of enquiries, complaints and suggestions from the public and media on greening, landscape and tree management matters.
- 7. To oversee the operation of the Expert Panel on vegetation management and the Design Panel on greening and landscape; and to serve as the Chairman of the Expert Panel on vegetation management and the Design Panel on greening and landscape.
- 8. To serve as the Chairman of the Training Committee that formulates strategic plan on capacity building for vegetation management.

Proposed Job Description Head of Tree Management Office

Rank: Head of Tree Management Office (D1)

Responsible to: Principal Assistant Secretary (Greening, Landscape and

Tree Management) (PAS(GLTM))

Main Duties and Responsibilities -

- 1. To assist PAS(GLTM) in the formulation of policies and strategies on tree management.
- 2. To ensure effective implementation of the "integrated approach" to vegetation management by defining the scope of vegetation management work of executive departments; promulgating standards, guidelines and best practices at the central level; coordinating inter-departmental efforts; and resolving issues when such arise.
- 3. To provide expert advice as well as act as the authority to departments in handling complex cases.
- 4. To monitor the development, implementation and review, as appropriate, of tree risk assessment arrangements for departments to follow.
- 5. To monitor the setting up of a systematic database for the purpose of tree management as well as the administration and housekeeping of the database.
- 6. To lead research into vegetation management policies, practices and technologies.
- 7. To liaise with government bureaux/departments, academia, non-governmental organisations and other relevant parties on vegetation management matters, including identifying possible areas and measures for improvement.
- 8. To assist in handling matters relating to community involvement, public education, complaint handling and emergency response arrangement on vegetation management.

Proposed Job Description Head of Greening and Landscape Office

Rank : Chief Landscape Architect (D1)

Responsible to: Principal Assistant Secretary (Greening, Landscape and

Tree Management) (PAS(GLTM))

Main Duties and Responsibilities –

- 1. To assist PAS(GLTM) in the formulation of policies and strategies on greening and landscape planning/design.
- 2. To oversee the annual greening programme in Government as well as formulation and implementation of Greening Master Plans, including the development of a strategic plan to pursue the medium-term and long-term measures of GMPs.
- 3. To provide landscape advisory input in the planning and development process of the large-scale Government and private projects to ensure quality landscape environment.
- 4. To draw up standards and guidelines on greening and landscape planning/design at the central level and to oversee their formulation at the departmental level.
- 5. To lead research into greening and landscape policies, practices and technologies.
- 6. To uphold the overall quality of landscape architectural service delivered by Landscape Architects in Government through monitoring the provision of landscape input in the various stages of Government works projects and assisting in the management of the Landscape Architects grade.
- 7. To oversee the provision of secretarial support to the Design Panel on greening and landscape planning/design and the Steering Committee on Greening.
- 8. To liaise with government bureaux/departments, academia, non-governmental organisations and other relevant parties on landscape planning and greening matters, including identifying possible areas and measures for improvement.
- 9. To assist in handling matters relating to community involvement, public education, public relations and complaint handling on greening and landscape planning/design matters.

Existing Job Description Permanent Secretary for Development (Works)

Rank : Administrative Officer Staff Grade A1 (D8)

Responsible to: Secretary for Development (SDEV)

Main Duties and Responsibilities -

- 1. To assist SDEV in formulating policies in regard to slope safety, flood prevention, water supply, greening and the delivery of the Public Works Programme; and to ensure the efficient implementation of such policies.
- 2. To assist SDEV in securing support of the public and LegCo; and in dealing with LegCo businesses.
- 3. To housekeep Architectural Services Department, Civil Engineering and Development Department, Drainage Services Department, Electrical and Mechanical Services Department and Water Supplies Department.
- 4. To provide strategic input to directorate succession planning and leadership development in respect of Works Group of Departments and to steer and implement re-organisation plans where necessary.
- 5. To serve as Controlling Officer for resources allocated to Works Branch and to ensure their proper deployment.
- 6. To oversee liaison with the construction industry, in particular in regard to cooperation with the Construction Industry Council and the Construction Workers Registration Authority.
- 7. To explore opportunities for cooperation between stakeholders of the local construction industry and their Mainland counterparts and to promote local professional services outside Hong Kong.
- 8. To assist SDEV in formulating policies in regard to development-related heritage conservation so as to enable a close interface between development and heritage conservation.
- 9. To manage staff resources in the bureau.

Existing Job Description Deputy Secretary for Development (Works) 1

Rank : Administrative Officer Staff Grade B1 (D4)

Responsible to: Permanent Secretary for Development (Works) (PS(W))

Main Duties and Responsibilities -

- 1. To assist PS(W) in the formulation of policies on heritage conservation, devise new initiatives on heritage conservation, oversee the work of the Commissioner for Heritage's Office as well as provide policy support and guidance to the Antiquities and Monuments Office of the Leisure and Cultural Services Department.
- 2. To assist PS(W) in overseeing the implementation of the Public Works Programme by reviewing and updating procedures and practices; as well as monitoring the overall spending on public works projects.
- 3. To oversee the provision of support to and liaison with the statutory Construction Industry Council (CIC), in particular in regard to the amalgamation of the Construction Industry Training Authority with CIC.
- 4. To draw up an overall strategy on greening and oversee its implementation.
- 5. To oversee branch administration, resource planning, media relations and publicity matters as well as financial management of bureau resources.
- 6. To monitor the overall financial management, manpower and public relations matters of the Works Group of Departments.

Existing Job Description Principal Assistant Secretary for Development (Works) 1

Rank : Administrative Officer Staff Grade C (D2)

Responsible to: Deputy Secretary for Development (Works) 1 (DS(W)1)

Main Duties and Responsibilities -

- 1. To liaise and provide support to the operation of the statutory Construction Industry Council.
- 2. To assist DS(W)1 in handling matters relating to the implementation of the recommendations of the Report of the Construction Industry Review Committee.
- 3. To provide support to the Construction Industry Training Board (CITB) upon its formation and act as a coordinator between CITB and Government.
- 4. To assist DS(W)1 in overseeing the implementation of the Public Works Programme by reviewing and updating procedures and practices.
- 5. To monitor the overall spending on public works projects.
- 6. To assist in formulating an overall strategy on greening and overseeing its implementation. To provide secretarial support to Steering Committee on Greening.
- 7. To act as the overall coordinator within the Works Branch (e.g. in the preparation of the Policy Address, Budget, Estimates, etc.) as well as be responsible for handling cross-bureaux/departmental matters.

Revised Job Description Permanent Secretary for Development (Works)

Rank : Administrative Officer Staff Grade A1 (D8)

Responsible to: Secretary for Development (SDEV)

Main Duties and Responsibilities -

- 1. To assist SDEV in formulating policies in regard to slope safety, flood prevention, water supply, greening, landscape, tree management and the delivery of the Public Works Programme; and to ensure the efficient implementation of such policies.
- 2. To assist SDEV in securing support of the public and LegCo; and in dealing with LegCo businesses.
- 3. To housekeep Architectural Services Department, Civil Engineering and Development Department, Drainage Services Department, Electrical and Mechanical Services Department and Water Supplies Department.
- 4. To provide strategic input to directorate succession planning and leadership development in respect of Works group of Departments and to steer and implement re-organisation plans where necessary.
- 5. To serve as Controlling Officer for resources allocated to Works Branch and to ensure their proper deployment.
- 6. To oversee liaison with the construction industry, in particular in regard to cooperation with the Construction Industry Council and the Construction Workers Registration Authority.
- 7. To explore opportunities for cooperation between stakeholders of the local construction industry and their Mainland counterparts and to promote local professional services outside Hong Kong.
- 8. To assist SDEV in formulating policies in regard to development-related heritage conservation so as to enable a close interface between development and heritage conservation.
- 9. To manage staff resources in the bureau.
- 10. To oversee the implementation of post-quake reconstruction work in Sichuan from the Development Bureau's angle.

Revised Job Description Deputy Secretary for Development (Works) 1

Rank : Administrative Officer Staff Grade B1 (D4)

Responsible to: Permanent Secretary for Development (Works) (PS(W))

Main Duties and Responsibilities -

- 1. To assist PS(W) in the formulation of policies on heritage conservation, devise new initiatives on heritage conservation, oversee the work of the Commissioner for Heritage's Office as well as provide policy support and guidance to the Antiquities and Monuments Office of the Leisure and Cultural Services Department.
- 2. To assist PS(W) in overseeing the implementation of the Public Works Programme by reviewing and updating procedures and practices; as well as monitoring the overall spending on public works projects.
- 3. To oversee the provision of support to and liaison with the statutory Construction Industry Council (CIC), in particular in regard to the amalgamation of the Construction Industry Training Authority with CIC.
- 4. To oversee the formulation of policy and strategy on greening, landscape and tree management.
- 5. To oversee branch administration, resource planning, media relations and publicity matters as well as financial management of bureau resources.
- 6. To monitor the overall financial management, manpower and public relations matters of the Works Group of Departments.

Revised Job Description Principal Assistant Secretary for Development (Works) 1

Rank : Administrative Officer Staff Grade C (D2)

Responsible to: Deputy Secretary for Development (Works) 1 (DS(W)1)

(in respect of all items except 3 and 4 below)

Deputy Secretary for Development (Works) 2 (DS(W)2)

(in respect of items 3 and 4 below)

Main Duties and Responsibilities -

- 1. To liaise and provide support to the operation of the statutory Construction Industry Council (CIC) and to act as the focal point of liaison between the Administration and CIC.
- 2. To assist DS(W)1 in handling matters relating to the implementation of the recommendations of the Report of the Construction Industry Review Committee.
- 3. To assist the Construction Workers Registration Authority in implementing the remaining phase of the Construction Workers Registration Ordinance including providing support to its committees and coordination with relevant bureaux/departments, training institutes and other stakeholders^{Note}.
- 4. To assist in formulating and implementing manpower resource policies including liaison with the relevant bureaux/departments and training institutes as well as education and training of staff in professional and technical grades in the Works Group of Departments^{Note}.
- 5. To assist DS(W)1 in overseeing the implementation of the Public Works Programme by reviewing and updating procedures and practices.
- 6. To monitor the overall spending on public works projects.
- 7. To act as the overall coordinator within the Works Branch (e.g. in the preparation of the Policy Address, Budget, Estimates, etc.) as well as be responsible for handling cross-bureaux/departmental matters.

Note Items 3 and 4 above are transferred from Principal Assistant Secretary (Works)4 upon redistribution of duties among the existing Principal Assistant Secretary posts in WB.

Revised Job Description Principal Assistant Secretary for Development (Works) 4

Rank: Government Engineer (D2), Multi-disciplinary

Responsible to: Deputy Secretary for Development (Works) 2 (DS(W)2)

Main Duties and Responsibilities -

- 1. To assist in implementing post-quake reconstruction work in Sichuan including project and funding management; technical audit coordination; and providing technical support to other policy bureaux.
- 2. To assist in handling matters relating to Mainland/Hong Kong Closer Economic Partnership Arrangement consultations/implementation including mutual recognition of professional qualifications, and World Trade Organisation negotiation and other multilateral/bilateral trade negotiations in connection with the construction industry.
- 3. To assist in formulating and implementing strategies to promote local professional services in the Mainland and overseas construction and engineering related markets.
- 4. To assist in formulating and implementing policies on procurement practices in relation to project planning, design, tendering, contract administration and site supervision.
- 5. To assist in formulating and implementing policies on management of contractors and consultants including administration and performance monitoring.
- 6. To assist in vetting submissions to the Central Tender Board, Engineering and Associated Consultants Selection Board and Architectural and Associated Consultants Selection Board.
- 7. To assist in housekeeping the Architectural Services Department and the Electrical and Mechanical Services Department.