

For discussion  
on 12 November 2012

**Legislative Council  
Panel on Education**

**Creation of a Permanent Chief Maintenance Surveyor Post  
in the Planning, Infrastructure and School Places Allocation Branch  
of the Education Bureau**

**Purpose**

This paper seeks Members' views on the proposal to create a permanent Chief Maintenance Surveyor (CMS) (D1) post in the Planning, Infrastructure and School Places Allocation Branch under the Education Bureau (EDB) with effect from 1 April 2013 to oversee the School Premises Maintenance (SPM) Section in carrying out school maintenance and renovation projects. The main objectives are to cope with the increasing school maintenance and renovation works in terms of both number and complexity, and to strengthen the supervision of works consultants and contractors in response to recommendations made by the Independent Commission Against Corruption (ICAC) following their study<sup>1</sup> on 'Administration of Maintenance Projects of \$2 million or below for Non-Estate Aided Schools'<sup>2</sup> (the ICAC study).

**Background**

*Administration of non-estate aided school maintenance projects*

2. Following the re-engineering of the Architectural Services

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<sup>1</sup> It is ICAC's prevailing practice to approach works departments or the works section in non-works departments / bureaux to review their procedures and practices for administration of works projects. The main target is to minimize the possible risk of corruption from daily administration of maintenance term contracts.

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

Department (ArchSD) in 2001 under which ArchSD devolved their subvented works to the respective bureaux/departments which managed the funds of the works concerned, the responsibility of administrating maintenance projects for non-estate aided schools costing \$2 million or below was subsequently transferred from ArchSD to EDB in 2009. Based on an estimated project value of \$350 million per year, EDB set up the SPM Section led by a Senior Maintenance Surveyor (SMS) under the supervision of the Principal Assistant Secretary of the Infrastructure and Research Support Division (PAS(IRS)). The SMS is supported by 18 professional and technical staff seconded from ArchSD and the Electrical and Mechanical Services Department (EMSD) and three staff from the Education Officer (Administration) grade and the general grade, to oversee two architectural term consultants, two quantity surveying consultants and two maintenance term contractors to deliver major repairs (MR) and emergency repairs (ER) works (with value at or below \$2 million each) for 644 non-estate aided schools. At present, other than the 22 in-house staff in the SPM Section, 21 residential site staff (RSS) employed by the external architectural term consultants are deployed to supervise the maintenance term contractors and conduct quality assurance checking on maintenance works. The existing organization structure of the SPM Section and the roles of different teams are at **Annex A**.

*Study on the 'Administration of maintenance projects of \$2 million or below for non-estate aided schools'*

3. In 2011, ICAC conducted a study on 'Administration of Maintenance Projects of \$2 million or below for Non-Estate Aided Schools' and identified a number of areas for improvements which require enhancement of the SPM Section's existing manpower resources. The study focused on consultant supervision, quality assurance of maintenance services and submission of documents. Based on the study, ICAC recommended that EDB should, inter alia, strengthen the existing practice on site checks and quality assurance audits, and vetting of document submission from consultants to avoid possible chance of corruption.

## **Justifications for creation of a permanent CMS post**

### *Additional workload arising from school maintenance projects*

4. Since EDB took over the maintenance works for non-estate aided schools of value at \$2 million or below in 2009, the actual works value of ER and MR projects conducted has risen by 25% from \$579 million in 2009-10 to \$723 million in 2011-12 with a corresponding increase in the number of projects by over 10% from 3 216 in the 2009-10 school year to 3 622 in the 2011-12 school year. The increase is mainly due to aging school premises, increasing awareness of schools on the importance of regular maintenance, and need for compliance with the latest statutory requirements on Barrier Free Access (BFA) for students with disabilities or with special educational needs. This calls for a corresponding enhancement in the in-house supervisory manpower of the SPM Section, the establishment of which has remained unchanged since 2009. With a pattern of 6% annual increase of caseload of both MR and ER projects in the past three years, it is expected that the caseload will reach 4 558 in the 2015-16.

5. In addition to MR and ER projects, the SPM Section has also taken up over 24 renovation projects<sup>3</sup> with project value ranging from \$5.6 million to \$20.6 million to facilitate reprovisioning or expansion of existing schools to improve their learning and teaching environment and pursue policy initiatives such as the New Senior Secondary curriculum and the addition of classrooms in light of the increasing demand for primary school places in the North District. Moreover, it is anticipated that the SPM Section will continue to be increasingly involved in administering works projects for the pursuit of various education policy objectives and initiatives, such as provision of barrier free access facilities to non-estate aided schools for the implementation of inclusive education. Indeed, EDB has undertaken at a meeting of the Subcommittee on Improving BFA And Facilities for Persons with Disabilities under the Legislative Council Panel on Welfare Services in May 2012 to process more lift installation applications as far as possible.

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<sup>3</sup> The 24 renovation projects mainly comprise three categories of works: (a) lift installation projects; (b) improvement projects to rural schools to provide additional primary school classrooms; and (c) renovation of vacant school premises.

6. Since its establishment in 2009 and ArchSD's withdrawal from some of their technical advisory role, e.g. for Direct Subsidy Schools, the SPM Section has been gradually providing more and more technical advisory service to cope with increasing demand for such services from schools and other branches within EDB, and to pursue EDB's new initiatives which require alteration works of school premises, e.g. the central lunch portioning initiative, green roof projects and providing barrier free access facilities to non-estate aided schools. Different from MR projects which are more routine in nature, these projects require extra efforts from the SPM Section to work out tailor-made designs with the relevant divisions and the procedures involved such as procurement are also more complicated.

*Supervision of works consultants and contractors in response to ICAC study*

7. In the ICAC study, it is stated that the SPM Section's vetting / checking procedures and supervision of consultants have to be strengthened and the EDB's existing professional and technical expertise in maintenance works may not be sufficient to ensure the effective delivery of the maintenance responsibilities with the minimal opportunity for corruption. Among the recommendations made, those which require additional manpower resources are -

- (a) to assign more in-house staff instead of RSS commissioned by the architectural term consultants to supervise the consultancy works to ensure objectivity of the supervision and avoid possible conflicts of interest resulting from the RSS being employees of the architectural term consultants supervising the works of their employers;
- (b) to ensure comprehensive assessment of the performance of the service providers in all repairs projects through collecting feedback directly (instead of by RSS) from the schools on the performance of both the consultants and contractors in the execution of MR and ER projects;

- (c) to avoid substantial excess of anticipated contract value by spreading out the workload more evenly to four maintenance term contracts instead of the current two and adopting continual monitoring to ensure more accurate project estimates;
- (d) to oversee audit checking on the submission of Quality Site Supervision Plan of all maintenance projects involving safety critical site activities through staff at higher rank; and
- (e) to require architectural term consultants to conduct joint inspection with the schools within a specified time limit after the completion of works, and provide justifications for prolonged delay. Where the handover inspection is outstanding, staff of the SPM Section should be assigned to conduct random checks on the projects.

8. To follow up with the ICAC study, enhanced supervision is required from more senior officers of the SPM Section for vetting and processing of the procurement of separate works contracts/quotations as well as analysis of the feedback from the schools and formulating improvement measures. An additional professional officer at directorate level is imminently needed to monitor the enhanced supervisory services delivered by the in-house staff of the section and those by works consultants with respect to existing and forthcoming caseloads and to review and approve works orders received.

*The need for strengthening professional supervision at directorate level*

9. At present, the SPM Section is headed by a SMS and comprises seven teams led by three Maintenance Surveyors (MSs), two Building Services Engineers (BSEs), one Quantity Surveyor (QS) and one Education Officer (Administration) to oversee two architectural term consultants, two quantity surveying consultants and two maintenance term contractors to deliver MR and ER works (with value at or below \$2 million) for 644 non-estate aided schools. The SMS is supervised by PAS(IRS), who is a non-professional. There is currently no professional post at the directorate level in the SPM Section.

10. The current set-up of the SPM Section has hindered the team from performing a number of administrative duties and approving authorities which can only be performed by a directorate officer. Due to the growing caseloads with increasing project values and tight works schedule, the SPM Section has a genuine need for the leadership of a higher level officer with professional background to coordinate the administrative and supervisory work with growing complexity and amount. Hence, we propose creating a permanent CMS post as the head of the SPM Section to supervise the operation of the professional teams and to review the supervisory services delivered by the works consultants. Various daily duties and professional functions such as endorsement of performance appraisal reports on consultants and contractors, clearance of tender documents for projects at value exceeding the authority of a senior professional, small adjustment of approved project estimates, acceptance of discretionary non-scheduled works items, certification of a services order exceeding designated ambit of a senior professional, etc. can be undertaken more effectively by this D1 professional officer rather than PAS(IRS). In addition, the involvement of CMS will be extremely important for planning, coordinating and delivering support strategies and measures, including cross-disciplinary collaboration among professional and technical teams and other educational counterparts.

11. The proposed job description of the permanent CMS post, to be designated as Chief Maintenance Surveyor (School Premises Maintenance), is at **Annex B**. The proposed CMS post will be put under the supervision of PAS(IRS) and supported by a team of non-directorate staff providing consultant/contractor management and overseeing procurement and implementation of projects. The organization chart of EDB after creation of the proposed CMS post is at **Annex C**.

*Comparison with the organization of other works departments*

12. It is worth noting that the works teams in various non-works departments, such as the Office of the Licensing Authority and the Works Section of the Home Affairs Department, are led by a chief professional officer at directorate level with the support of professional, technical and administrative staff. As a comparison, the existing workload of the SPM Section, in terms of the nature and complexity of works types,

financial commitment and expenditure together with impact on public safety, is more or less about one-fourth of the works value undertaken by the Property Services Branch of ArchSD which is led by a professional Assistant Director underpinned by three CMSs.

### **Non-directorate Support**

13. In view of the progressively increasing workload as detailed in paragraphs 4 to 6 above and the recommendations of the ICAC study to enhance the supervision on the architectural consultants, we are also planning to set up two additional teams of non-directorate staff, headed by one MS and one QS respectively. The main objective is to share out the heavy workload and to better monitor the architectural consultants as well as the actual maintenance works projects and other ad-hoc renovation projects.

14. Following the setting up of the two additional teams, the proposed CMS post will be supported by nine teams headed by four MSs, together with other technical staff seconded from ArchSD and EMSD which are headed by two BSEs and two Qs respectively. There will be four newly created non-directorate posts comprising one BSE (which will replace the existing one appointed through the services agreement of Electrical and Mechanical Services Trading Fund), one Building Services Inspector, one Senior Survey Officer and one Survey Officer. The new organization chart of the SPM Section showing these staffing proposals is at **Annex D**.

### **Alternatives Considered**

15. At present, the SPM Section is led by one SMS under the supervision of PAS(IRS) who is an Administrative Officer Staff Grade C. Given the increasing complexity and scale of school maintenance projects, we consider the existing arrangement undesirable due to a lack of professional supervisory input at the directorate level. On the other hand, filling the post of PAS(IRS) by a professional on premises maintenance is not practicable given that PAS(IRS) is now overseeing a range of education policies and work, including international schools, allocation and disposal of vacant school premises and school sites, school

building projects, school maintenance, school improvement projects and statistical support. The wide portfolio of PAS(IRS) requires management and administrative skills much wider than those of a professional trained on maintenance surveying. In view of the lack of senior expertise in EDB for school maintenance works, there is no alternative better than the creation of the proposed post.

### **Financial Implications**

16. The proposed creation of the permanent CMS post will bring about an additional notional annual mid-point salary of \$1,428,600. The full annual average staff cost of the proposal, including salaries and staff on-cost, is \$2,175,000. The additional notional annual mid-point salary and the full annual average staff cost of all four new non-directorate posts detailed in the above paragraph 14 are \$1,860,450 and \$3,123,000 respectively.

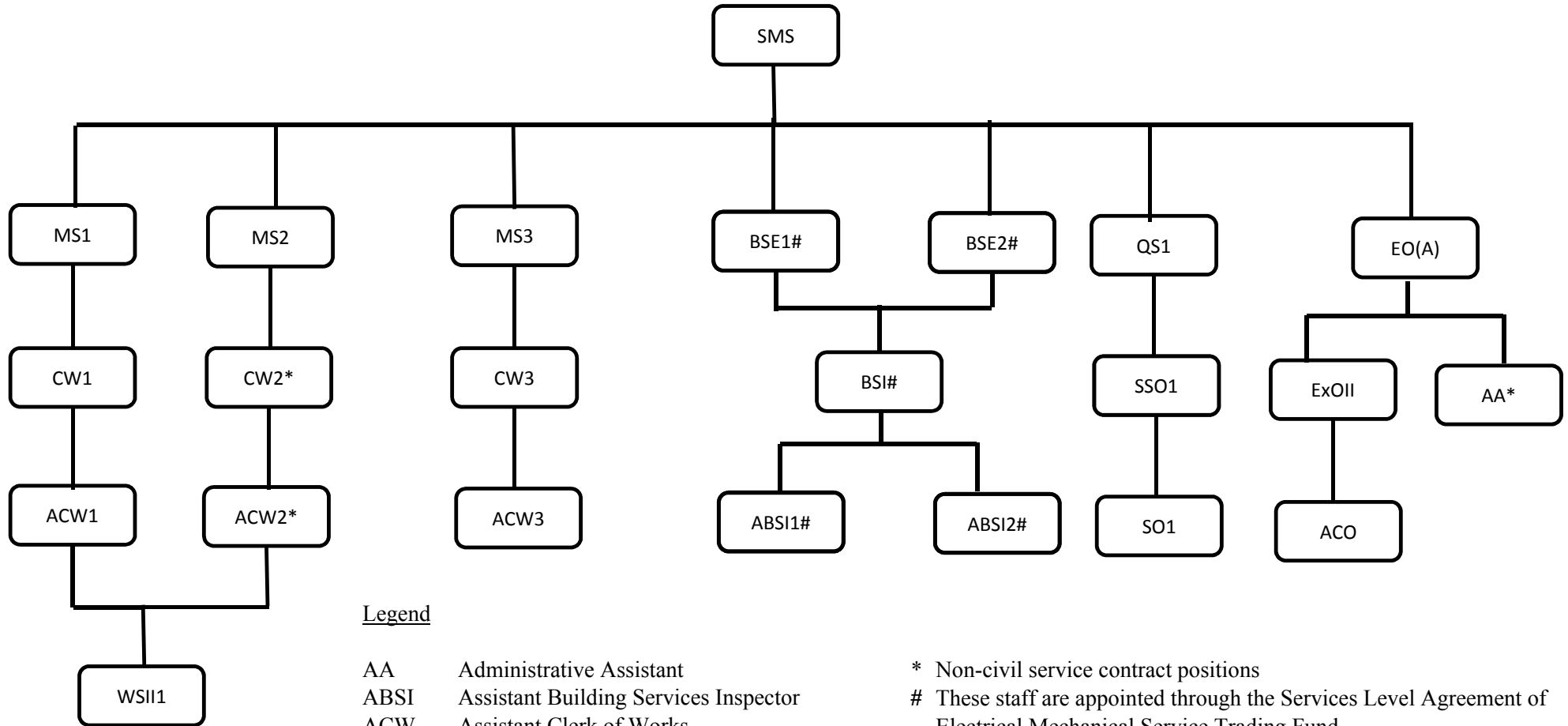
### **Advice Sought**

17. Members are invited to comment on the proposal. Subject to Members' support, we intend to make a submission to the Establishment Subcommittee of the Finance Committee on 5 December 2012.

**Education Bureau**  
**November 2012**



**Organization Chart of the School Premises Maintenance Section  
(Position as at 1 November 2012)**



Legend

- AA Administrative Assistant
- ABSI Assistant Building Services Inspector
- ACW Assistant Clerk of Works
- ACO Assistant Clerical Officer
- BSE Building Services Engineer
- BSI Building Services Inspector
- CW Clerk of Works
- EO(A) Education Officer (Administration)
- ExOII Executive Officer II
- MS Maintenance Surveyor
- QS Quantity Surveyor
- SMS Senior Maintenance Surveyor
- SO Survey Officer
- SSO Senior Survey Officer
- WSII Works Supervisor II

- \* Non-civil service contract positions
- # These staff are appointed through the Services Level Agreement of Electrical Mechanical Service Trading Fund

**The Main Roles of Teams under  
the School Premises Maintenance Section**

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

<b>Building Services Engineer 1</b>	Wch, I, HKE, C&W, S, TW, KwT, TM, YL, TP (303 non-estate aided schools)	<ul style="list-style-type: none"> <li>• perform consultant/contractor management and oversee the performance of consultants/contractors in the implementation of project on building services works;</li> <li>• assist the SMS in overseeing the proper procurement of projects through project team and consultants/contractors;</li> <li>• perform quality control of work and oversee compliance with government procedures;</li> <li>• liaise with concerned school sponsoring bodies;</li> <li>• monitor and certify payment applications submitted by consultants/contractors;</li> <li>• assist the SMS in the appointment of consultants/contractors;</li> <li>• vet works programme, cash flow estimation and tender/contract documents submitted by consultants; and</li> <li>• provide advice on maintenance issues</li> </ul>
<b>Building Services Engineer 2</b>	TW, KwT, TM, YL, TP, N, ST, SSP, SK (341 non-estate aided schools)	<ul style="list-style-type: none"> <li>• ditto</li> </ul>
<b>Quantity Surveyor</b>	All districts	<ul style="list-style-type: none"> <li>• oversee the performance of out-sourced quantity surveying consultancy in implementation of projects with a focus on tender and contract documents, payments and contractual issues;</li> <li>• countercheck contract rates and certify payments claimed by term consultant/maintenance term contractor;</li> <li>• assist the SMS in contract management and tender preparation</li> </ul>

<b>Education Officer</b>	All districts	<ul style="list-style-type: none"> <li>• monitor project spending for subvented schools premises;</li> <li>• monitor cash flow of works related to Dangerous Hillside Orders served to subvented schools; administer the Slope Improvement Loan Scheme for private schools;</li> <li>• liaise with Regional Education Offices and Finance Division on self-delivered maintenance works.</li> <li>• oversee general administrative matters</li> <li>• handle finance and supplies matters of the Section</li> </ul>
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Legend

CW – Central & Western

HKE – Hong Kong East

I – Islands

KC – Kowloon City

KwT - Kwai Tsing

KT – Kwun Tong

N – North

S – Southern

SK – Sai Kung

SSP – Sham Shui Po

ST - Sha Tin

TM - Tuen Mun

TP – Tai Po

TW – Tsuen Wan

Wch- Wan Chai

WTS – Wong Tai Sin

YL – Yuen Long

YTM – Yau Tsim Mong

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

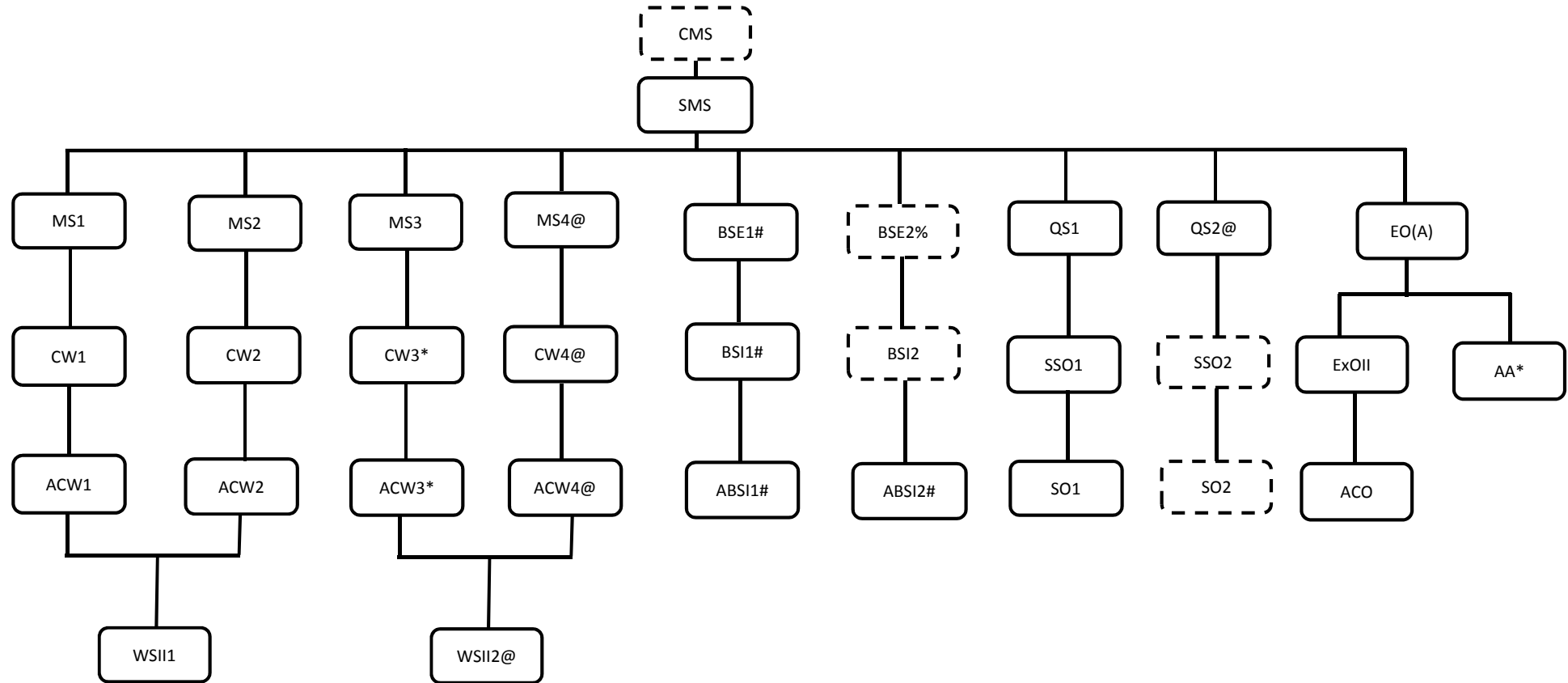
**Rank** : Chief Maintenance Surveyor (D1)

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

**Main Duties and Responsibilities:**

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





Legend

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