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Panel on Housing

Meeting on 15 April 2013

**Updated background brief on "Total Maintenance Scheme"
prepared by the Legislative Council Secretariat**

Purpose

This paper sets out the development of the Total Maintenance Scheme ("TMS") for public rental housing ("PRH"), and gives a brief account of the views expressed by Members on the subject.

Background

2. In early 2006, the Hong Kong Housing Authority ("HA") launched a five-year TMS to proactively inspect flats in PRH estates and Tenants Purchase Scheme estates aged 10 years or above to determine the in-flat conditions and if necessary to provide comprehensive repair services for a range of problems. The objective of TMS is to provide customer-oriented maintenance services so as to meet the rising expectation of PRH tenants. The TMS adopts a three-pronged approach, which includes identifying maintenance problems proactively; responding to tenants' maintenance requests promptly and stepping up both promotional and educational programmes.

3. In-flat Inspection Ambassadors (IIAs) have been recruited to carry out the inspections in the PRH flats, arrange one-stop repair services, and help promote the maintenance education. For the less complicated cases, minor repairs are arranged by the IIAs on the spot. For the more complicated cases, works orders will be issued by the IIAs through a dedicated computer system which records maintenance items immediately via a Personal Digital Assistant. The computer system features a Maintenance History Database which facilitates the IIAs in answering queries from tenants on maintenance, and for HD's technical staff conducting research, analysis and budget preparation.

4. The first five-year cycle of the TMS was completed in March 2011 and had been well received by the tenants. On account of the success of the first cycle, HA has decided to implement TMS as a regular programme.

First cycle of TMS

5. As at end March 2011, the first five-year cycle of the TMS has been successfully implemented by HA in 177 estates, involving 605 400 PRH flats. Some 344 300 works orders were completed.

6. To support TMS, a TMS Hotline has been set up to improve efficiency in handling tenants' enquiries, complaints, and requests for repair works and inspection appointments. For each estate, the TMS Hotline concerned is manned by a dedicated Public Relations Officer ("PRO"). PROs can arrange for the PRH tenant's inspection appointment or follow up the repair works through the computer system. To enhance the standard of the service, the TMS Call centre has been providing voice mail-box service since March 2010 to record unattended calls after office hours or when the line is busy. Moreover, the service hours of the TMS Hotline on Saturdays have been extended since December 2010. For the first cycle of TMS, about 89 200 inspection appointments were arranged and about 369 200 enquiries were handled through the TMS Hotline system.

7. With a view to gauging the level of tenants' satisfaction towards the in-flat inspection and maintenance services, an independent consultant was commissioned to conduct surveys to collect tenants' views on the services delivered under TMS. The results showed consistently high customer satisfaction rates of over 80% throughout the first cycle of TMS.

Second cycle of TMS

8. The second five-year cycle of the TMS was launched in early 2011. As at end March 2012, the in-flat inspection programme has been rolled out in 28 estates, among which inspection and repair services for 14 estates involving about 25 300 PRH flats and about 8 700 works orders were completed (**Appendix I** refers). In comparison with the first cycle, there were fewer maintenance cases which require follow-up action.

9. With a view to gauging tenants' level of satisfaction towards the in-flat inspection and maintenance services under the second cycle of TMS, customer satisfaction surveys were conducted during the first six months of the second cycle of TMS. About 1 400 households in 12 estates who had received maintenance services under the scheme were interviewed (**Appendix II** refers).

A high customer satisfaction rate of around 80% was recorded.

Enhanced public relations and education

10. HA will step up promotion and education works in relation to TMS and will continue to hold briefings, seminars and workshops on TMS for a wide range of stakeholders, including members of the Estate Management Advisory Committees and contractors, etc. For estates where TMS will soon be carried out, Mobile Maintenance Education Booths will be set up to display the relevant information.

Deliberations by the Panel on Housing

11. The progress of implementation of TMS was discussed by the Panel at its meetings on 5 February 2007, 8 April 2008, 5 January 2009, 7 June 2010 and 4 June 2012.

12. While acknowledging that TMS was generally well received by tenants, some Panel members expressed concern on how HA could prevent the recurrence of problems encountered in previous maintenance schemes, such as disputes and poor performance of works contractors etc, under TMS. To ensure quality of works of outside contractors, these members considered it necessary for HA to assess the performance of contractors which should be taken into account in the next tender exercises. HA should also review the practice of awarding the contracts to the lowest bidder lest this would inevitably compromise the quality of works. To minimize the nuisance to the tenants during maintenance works, efforts should be made to coordinate the works among different contractors and sub-contractors with a view to completing the works in a flat within the same day. Temporary rehousing should be considered for residents affected by large-scale in-flat repairs/maintenance works. Transfer to other housing units should be provided for tenants whose flats were in extremely poor condition.

13. Given that there had been much contention on the nature of repairs and the party who should be held responsible for the repairs, some other members enquired about the criteria for determining which elements or service installations should be repaired or replaced. These members opined that HA should review the scope of TMS to include more items (such as sinks, metal gates, main/toilet doors and their frames) as standard fittings so that repair/maintenance works could be carried out on a regular basis rather than on a case-by-case basis at tenants' requests.

14. Panel members also raised questions on the adequacy of IIAs recruited under TMS to carry out in-flat inspections, cost implications associated with the development of computer systems for TMS, long lead time for minor repair works, inclusion of aged estates in TMS, and maintenance problems in Tenant Purchase Scheme estates with a mix of owners and tenants. They considered that HA should make use of TMS to promote greening and environmental protection initiatives, such as green rooftops and energy conservation, in PRH estates. Barrier-free access and appropriate facilities in common areas and inside individual flats should also be provided to cater for the needs of disabled and elderly residents. Facilities, such as ramps and railings, should be provided in estates with high proportion of elderly residents. Wherever possible, consideration should be given to providing lifts or escalators in some old estates.

15. At the Panel meeting on 4 June 2012, some Panel members expressed concern about the inconvenience and nuisances (such as noise and dust) brought by the repair works. They hoped that TMS could be enhanced to reduce the associated inconvenience and nuisances. Apart from in-flat inspection and repair services, consideration should be given to expanding the scope of TMS to cover amenities and facilities provided in PRH estates, particularly those older estates. Others enquired if arrangements could be made for the retention of fittings and finishes at the request of incoming tenants in an attempt to reduce wastage and ensure sustainability. Enquiry was also raised on whether consideration could be given to allowing TMS contractors to undertake repair works which fell outside the scope of TMS upon request by tenants who might prefer to make use of the services of TMS contractors rather than engaging separate contractors to carry out minor works, given the high labour cost.

Latest development

16. The Administration proposes to brief members on the latest progress of TMS at the Panel meeting on 15 April 2013.

Relevant papers

17. A list of relevant papers is in **Appendix III**.

28 Rolled-out Estates in 2nd TMS Cycle and the work progress
(as at end March 2012)

<u>Estate Name</u>	<u>Progress</u>
1. Mei Tung Estate	completed
2. Sai Wan Estate	completed
3. Fu Shan Estate	completed
4. Lung Tin Estate	completed
5. Lai Yiu Estate	completed
6. Sam Shing Estate	completed
7. Cheung Shan Estate	completed
8. Shui Pin Wai Estate	completed
9. Model Housing Estate	completed
10. Cheung Kwai Estate	completed
11. Upper Ngau Tau Kok Estate	completed
12. Sun Tin Wai Estate	completed
13. Kin Sang Estate	completed
14. Easeful Court	completed
15. Lai King Estate	In-progress
16. Tai Hing Estate	In-progress
17. Tai Yuen Estate	In-progress
18. Oi Man Estate	In-progress
19. Mei Lam Estate	In-progress
20. Shun Lee Estate	In-progress
21. Lei Muk Shue (II) Estate	In-progress
22. Choi Hung Estate	In-progress
23. On Ting Estate	In-progress
24. Lei Yue Mun Estate	In-progress
25. Hing Wah (II) Estate	In-progress
26. Chun Shek Estate	In-progress
27. Pak Tin Estate	In-progress
28. Yau Oi Estate	In-progress

12 Estates Conducted with Customer Satisfaction Survey during the first six months in 2nd TMS Cycle

Estate Name

1. Mei Tung Estate
2. Sai Wan Estate
3. Fu Shan Estate
4. Lai Yiu Estate
5. Sam Shing Estate
6. Cheung Shan Estate
7. Shui Pin Wai Estate
8. Model Housing Estate
9. Upper Ngau Tau Kok Estate
10. Sun Tin Wai Estate
11. Oi Man Estate
12. Hing Wah (II) Estate

Total Maintenance Scheme

List of relevant papers

Council/ Committee	Date of meeting	Paper
Panel on Housing	5 February 2007	<p>Administration's paper on "Total Maintenance Scheme for Public Housing Estates – Progress Report and Latest Development (January 2007)" (LC Paper No. CB(1)836/06-07(06)) http://www.legco.gov.hk/yr06-07/english/panels/hg/papers/hg0205cb1-836-6-e.pdf</p> <p>Minutes of meeting (LC Paper No. CB(1)1479/06-07) http://www.legco.gov.hk/yr06-07/english/panels/hg/minutes/hg070205.pdf</p>
Panel on Housing	8 April 2008	<p>Administration's paper on "Review of the Total Maintenance Scheme" (LC Paper No. CB(1)1161/07-08(03)) http://www.legco.gov.hk/yr07-08/english/panels/hg/papers/hg0408cb1-1161-3-e.pdf</p> <p>Minutes of meeting (LC Paper No. CB(1)2025/07-08) http://www.legco.gov.hk/yr07-08/english/panels/hg/minutes/hg080408.pdf</p>
Panel on Housing	5 January 2009	<p>Administration's paper on "Progress of Total Maintenance Scheme and Way Forward" (LC Paper No. CB(1)490/08-09(03)) http://www.legco.gov.hk/yr08-09/english/panels/hg/papers/hg0105cb1-490-3-e.pdf</p> <p>Minutes of meeting (LC Paper No. CB(1)893/08-09) http://www.legco.gov.hk/yr08-09/english/panels/hg/minutes/hg20090105.pdf</p>

Council/ Committee	Date of meeting	Paper
Panel on Housing	7 June 2010	<p>Administration's paper on "Progress of Total Maintenance Scheme" (LC Paper No. CB(1)2099/09-10(04)) http://www.legco.gov.hk/yr09-10/english/panels/hg/papers/hg0607cb1-2099-4-e.pdf</p> <p>Updated background brief on "Total Maintenance Scheme" prepared by the Legislative Council Secretariat (LC Paper No. CB(1)2099/09-10(05)) http://www.legco.gov.hk/yr09-10/english/panels/hg/papers/hg0607cb1-2099-5-e.pdf</p> <p>Minutes of meeting (LC Paper No. CB(1)2653/09-10) http://www.legco.gov.hk/yr09-10/english/panels/hg/minutes/hg20100607.pdf</p>
Panel on Housing	4 June 2012	<p>Administration's paper on "Progress of Total Maintenance Scheme" (LC Paper No. CB(1)2038/11-12(05)) http://www.legco.gov.hk/yr11-12/english/panels/hg/papers/hg0604cb1-2038-5-e.pdf</p> <p>Updated background brief on "Total Maintenance Scheme" prepared by the Legislative Council Secretariat (LC Paper No. CB(1)2038/11-12(06)) http://www.legco.gov.hk/yr11-12/english/panels/hg/papers/hg0604cb1-2038-6-e.pdf</p> <p>Minutes of meeting (LC Paper No. CB(1)2557/11-12) http://www.legco.gov.hk/yr11-12/english/panels/hg/minutes/hg20120604.pdf</p>