

**立法會**  
**Legislative Council**

LC Paper No. CB(1)1272/16-17(01)

Ref. : CB1/PL/HG

**Panel on Housing**

**Meeting on 11 July 2017**

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

**Purpose**

This paper provides updated background information on the progress of the Total Maintenance Scheme ("TMS") for public rental housing ("PRH") estates, and provides a summary of the major views and concerns expressed by members when the subject was discussed by the Panel on Housing ("the Panel") in recent years.

**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. 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 by HA to carry out inspections in PRH flats, arrange one-stop repair services, and help promote the maintenance education. For the less complicated cases, minor repairs are arranged by IIAs on the spot. For the more complicated cases, works orders will be issued by 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

IAs in answering queries from tenants on maintenance, and professional works staff of the Housing Department ("HD") to conduct research, analysis and budget preparation.

### Progress of TMS

4. The first five-year cycle of TMS, involving 177 estates, and 605 000 PRH flats, was completed by the end of March 2011. About 344 300 works orders were issued and completed.

5. In view of the positive response to the first cycle, HA decided to implement TMS as a regular programme. To further enhance the maintenance services, HA adopted the TMS model in the implementation of the Responsive In-flat Maintenance Services ("RIMS") which has been progressively rolled out in PRH estates since 2008. RIMS was extended to all PRH estates in 2011.

6. The second five-year cycle of TMS was launched in 2011. As at end March 2016, TMS has been rolled out in 134 estates, among which inspection and repair services for 120 estates involving about 376 000 PRH flats and 170 000 works orders were completed.

### TMS inspection frequency

7. As at end of 2014, HA conducted a review on the inspection cycles of estates under TMS and adjusted the TMS inspection frequency, taking into account the maintenance needs of buildings in different age groups and tenants' views collected from the customer satisfaction survey. For estates aged between 10 and 30, inspection will be carried out every 10 years; and for estates over the age of 30, inspection will be carried out every five years.

### Maintenance hotline service

8. 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 handled by a dedicated Public Relations Officer. 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.

### Customer satisfaction survey

9. HA has commissioned an independent consultant to conduct surveys to collect tenants' views on the services delivered under TMS. During each quarter, tenants who have received the TMS service will be randomly selected on a pro-rata basis for a telephone customer survey. The survey covers the scope and workflow of IIAs, the standard of service, the workflow of the repair works, the satisfactory level on the in-flat repair works, tenants' awareness regarding their responsibility for the in-flat facilities, and tenants' expectation on TMS. According to the results of the surveys conducted in the period from 2011 to 2015, the overall satisfaction rate maintained at about 80%. For the first quarter of 2016, the overall satisfaction rate was 83%.

### Public relations and education

10. To enhance tenants' knowledge of TMS, HA holds briefings, seminars and workshops on TMS for various stakeholders, including members of the Estate Management Advisory Committees and contractors, etc., and the public. For estates where TMS will soon be carried out, Mobile Maintenance Education Booths will be set up to display the relevant information.

### Disturbance mitigation

11. To reduce inconvenience to tenants in carrying out TMS, HA requires the contractors to render assistance to the tenants in moving their furniture to facilitate inspection and repairs, particularly for households with elderly or disabled members. To mitigate nuisances during the progress of works, the contractor has also been required to provide enhanced protection by enclosing the works area and to take measures to protect the furniture and floor area.

### **Deliberations by the Panel on Housing**

12. The progress of implementation of TMS has been discussed by the Panel at its meetings regularly, with the last time being 6 June 2016.

### Performance of contractors

13. Some members were concerned how HA could prevent poor performance of works contractors under TMS. To ensure quality of works of contractors, members considered it necessary for HA to assess the performance of contractors. As to whether cost was the main consideration in awarding the

tender for TMS, the Administration advised that the past performance of the contractors would also be taken into account. Only contractors with proven track records would be allowed to tender for TMS works. Before commencement of the repair and maintenance works, HA would provide sample of the works to the contractors for reference to facilitate their compliance with the standard required. Spot checks would be made on the performance of contractors to ensure satisfactory completion of works.

14. Noting that upon the completion of works, PRH tenants would be asked by TMS contractors to sign on documents as an acknowledgement, some members suggested that to ensure the quality of works, HD should task IIAs to sign those documents. The Administration explained that the documents signed by tenants were proof that the works had been conducted so as to facilitate the Administration's release of works payment to the contractors. To monitor the quality of works, HD would conduct random site audits and questionnaire surveys to collect tenants' feedbacks.

#### Scope of TMS

15. Members in general considered that apart from in-flat inspection and repair services, HA should expand the scope of TMS to cover other items. Some members opined that as some tenants, particularly the elderly recipients of the Comprehensive Social Security Assistance ("CSSA"), might wish to seek the assistance of TMS contractors in performing works which were outside the scope of TMS, HA should make special arrangements with the Social Welfare Department ("SWD") to enable the contractors to carry out such works for the convenience of the elderly. There were also suggestions that TMS should include modification of PRH units to cater for tenants with special needs.

16. The Administration explained that the maintenance works under TMS involved in-flat services only. Tenants had to pay for the additional works requested by tenants and performed by TMS. Where necessary, SWD would be consulted to provide services to elderly tenants who were CSSA recipients. The Administration advised that HA had all along carried out appropriate modification works to PRH units of PRH tenants with special needs, in accordance with their needs and on the advice by medical officers, occupational therapists and physiotherapists. In the past three years (i.e. 2013-2014, 2014-2015 and 2015-2016), HA had completed some 6 500, 6 300 and 6 500 modification works of this kind in public housing estates under its management.

### Inconvenience caused by TMS

17. Some members relayed the dissatisfaction of tenants on the failure of TMS contractors to adhere to the scheduled appointments, and the disturbance caused by repairs works and the works carried out in adjacent units. They requested HD to coordinate the works among different contractors and sub-contractors with a view to mitigating the associated inconvenience and nuisances during the progress of works.

18. The Administration advised that although the overall customer satisfaction rate of TMS had been consistently maintained at 80%, HA would not be complacent and would continue to improve the standard of service. The tenants' dissatisfaction with the services under TMS mainly stemmed from the contractors' failure to adhere to the scheduled appointment, the need to make different appointments with workers of different specialized trades, as well as contractors' refusal to carry out extra works at tenants' requests. Efforts would be made to reduce inconvenience to tenants as far as possible when carrying out works under TMS.

### **Latest developments**

19. The Audit Commission conducted an audit in the in-flat maintenance of PRH units in 2016, the scope of which includes the implementation of the TMS. The Commission submitted an Audit Report to the Public Accounts Committee in the same year. The Public Accounts Committee also published its supplemental report in April 2017<sup>1</sup>, which set out among others the Committee's comments regarding TMS.

20. The Administration will brief the Panel on the latest progress of TMS at the Panel meeting on 11 July 2017. The Administration's paper on the subject has been submitted to the Panel in May 2017 (LC Paper No. [CB\(1\)1005/16-17\(01\)](#)), providing among others information on the progress of the third five-year cycle of TMS which commenced immediately after the completion of the second five-year cycle in early 2016.

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<sup>1</sup> [Supplemental Report](#) of the Public Accounts Committee on Report No. 67 of the Director of Audit on the results of value for money audits.

## **Relevant papers**

21. A list of relevant papers is set out in the **Appendix**.

Council Business Division 1  
Legislative Council Secretariat  
7 July 2017

## Total Maintenance Scheme

## List of relevant papers

Council/ Committee	Date of meeting	Paper
Panel on Housing	15 April 2013	Administration's paper on "Progress of Total Maintenance Scheme" (LC Paper No. <a href="#">CB(1)826/12-13(03)</a> )  Minutes of meeting (LC Paper No. <a href="#">CB(1)1638/12-13</a> )
Panel on Housing	3 June 2014	Administration's paper on "Progress of Total Maintenance Scheme" (LC Paper No. <a href="#">CB(1)1516/13-14(07)</a> )  Minutes of meeting (LC Paper No. <a href="#">CB(1)192/14-15</a> )
Panel on Housing	22 July 2015	Minutes of special meeting (LC Paper No. <a href="#">CB(1)1245/14-15</a> )  Administration's supplementary information (LC Paper No. <a href="#">CB(1)1215/14-15(01)</a> )
Panel on Housing	6 June 2016	Administration's paper on "Progress of Total Maintenance Scheme" (LC Paper No. <a href="#">CB(1)988/15-16(03)</a> )  Minutes of meeting (LC Paper No. <a href="#">CB(1)1146/15-16</a> )  Administration's supplementary information (LC Paper No. <a href="#">CB(1)1137/15-16(01)</a> )