For discussion on 14 May 2019

Legislative Council Panel on Food Safety and Environmental Hygiene

Proposed creation of two directorate posts in the Food and Environmental Hygiene Department for planning and implementation of municipal facility projects

Purpose

This paper seeks Members' support for the proposal to create two directorate posts in the Food and Environmental Hygiene Department (FEHD), namely, a permanent Administrative Officer Staff Grade C (AOSGC) (D2) post to take forward measures on market modernisation and development of new public markets, and a supernumerary post of Senior Principal Executive Officer (SPEO) (D2) for a period of three years with immediate effect upon the approval of the Finance Committee, to strengthen the planning and management of municipal infrastructure projects.

Background

2. At present, the FEHD manages a large number of municipal infrastructures, including 98 wet markets and cooked food markets, 12 hawker bazaars, 799 public toilets, 1 045 refuse collection points (RCP)¹, 10 cemeteries, 8 columbaria, 6 crematoria and 12 gardens of remembrance. As many of these facilities were constructed some time ago, their designs and conditions may need to be renewed to fully meet the contemporary aspirations of the community.

3. In recent years, the FEHD has been gradually improving the municipal infrastructures it manages and, depending on the circumstances, planning and building new facilities to cater for the needs of the community. As mentioned in the previous two Policy Addresses, the Government will build sizable public markets in individual areas and study the need and feasibility of providing new public markets in districts where relevant facilities are alleged to be insufficient. The Government will also review and improve the facilities and management of existing markets. We have

 $^{^{\}rm 1}$ Including 159 permanent off-street RCPs, 13 temporary RCPs and 873 village-type RCPs

announced that public markets would be built in Tin Shui Wai, Tung Chung Town Centre and New Town Extension, Tseung Kwan O, Kwu Tung North New Development Area (NDA) and Hung Shui Kiu NDA, and that \$2 billion was earmarked for the implementation of the Market Modernisation Programme (MMP) to enhance the hardware of existing public markets.

- 4. Besides, the Government has indicated that it will continue to promote the district-based columbarium development scheme to increase the supply of public niches. As promulgated in the 2019-20 Budget, the Government will allocate additional resources of over \$600 million to commence refurbishment or face-lifting works for about 240 public toilets managed by the FEHD in phases in the coming five years (i.e. 2019-20 to 2023-24). The projects will also improve toilet facilities and enhance their cleanliness and hygiene.
- 5. Under the existing establishment of the FEHD, the Deputy Director (Administration and Development) (DD(A&D)) (D3) is responsible for leading three Assistant Directors (ADs), including the Assistant Director (Administration) (AD(A)) (SPEO), Assistant Director (Grade Management and Development) (AD(GMD)) (Assistant Director of Municipal Services) and Assistant Director (Market Special Duties) ² (AD(MSD)) (AOSGC) (all ranked at D2 level), and other officers of different grades and ranks to perform various tasks. These tasks include the planning and management of works projects of municipal infrastructure, review on public markets, policies on public cemeteries, columbarium and crematoria, human resources of the department, grade management, information technology and financial management, and public education and publicity.
- 6. To cope with the workload arising from new and ongoing initiatives, there is a pressing need for the FEHD to augment its directorate support for the planning and development of works projects of municipal infrastructure. The current and proposed organisation charts of the FEHD are at **Annex 1** and **Annex 2** respectively.

Justification

(I) Proposed creation of a permanent AOSGC post

7. The FEHD has embarked on a reform with a view to enhancing the operating environment of public markets. In addition to the review and

² The creation of this five-year post was approved by the Finance Committee of the Legislative Council in January 2018.

improvement of the existing management mode, the FEHD is proceeding full steam ahead with the refurbishment and improvement works of varying scales in the existing public markets covered by the MMP; implementation of new public market projects; and review and consolidation of existing markets. At present, the above tasks are followed up by a dedicated team led by Having considered the complicated and ever-expanding AD(MSD). portfolio, a dedicated directorate officer is required to focus on the work relating to the MMP and new public markets, so as to ensure that the fundamental overhaul, refurbishment and minor improvement works of existing markets as well as the new public market projects can be carried out We propose to create a permanent AOSGC post, timely and smoothly. designated as Assistant Director (Market Development) (AD(MD)), and reshuffle the duties of AD(MSD) (see paragraphs 23 and 24 below) to take forward the MMP and development of new public markets in a holistic manner.

(1) Market Modernisation Programme

- 8. The FEHD is taking forward the 10-year MMP. Under the preliminary assessment of existing markets, 20 markets have been assessed to have the potential for giving priority for inclusion in the MMP. After gathering views from the Subcommittee on Issues Relating to Public Markets under the Legislative Council Panel on Food Safety and Environmental Hygiene, we propose that, in the first phase of the MMP, a fundamental overhaul for four markets and refurbishment and minor improvement works for at least another three will be taken forward.
- 9. The pioneering project of the MMP will be the overhaul of Aberdeen Market. We are actively liaising with the tenants of the market and other stakeholders with a view to reaching a consensus on the way forward as soon as possible. The overhaul arrangements for Aberdeen Market will set a model for similar projects in the future. After the details of the Aberdeen Market project are finalised, we will kick-start other first phase projects progressively from 2019 onwards.
- 10. The MMP is a long-term and ongoing task. When the \$2 billion funding earmarked is nearly fully committed and the projects are completed progressively with the expected results achieved, we hope to include more public markets into the MMP if resources permits. Continuous manpower and resources support will be needed for the gradual upgrading of the standards of existing public markets to that of modern markets. The AD(MD) will be responsible for improving and maintaining the operating environment of public markets on a sustainable basis.

(2) New public market projects

- 11. In the 2017 Policy Agenda, the Government pledged to study the need and feasibility of providing new public markets in districts where relevant facilities are alleged to be insufficient. The FEHD will consider the provision of new public markets on a case-by-case basis. Factors taken into account by the Government include demographic mix, community needs, provision of both public and private market facilities nearby and number of fresh provision retail outlets in the vicinity. The actual situation of individual districts and the views of stakeholders will also be considered during the process. As of today, we have announced our plan to build two new public markets in Tin Shui Wai and Tung Chung Town Centre, and also initially identified suitable sites for public markets in the east of the Tung Chung New Town Extension Area and the southwest of Hung Shui Kiu NDA. Moreover, we are looking for locations in Tseung Kwan O and Kwu Tung North NDA to build new markets.
- 12. These projects are at different stages of planning. Some are located in the NDAs which are still under development. Therefore, directorate support is of utmost importance in planning new markets, engaging stakeholders, finalising design options and taking forward the projects. The proposed AD(MD) will oversee the implementation and management of these projects, and maintain high-level communication and coordination with relevant departments to ensure that the projects can be completed on schedule and the public will have more choices in purchasing fresh food.
- 13. In order to optimise the use of limited land resources, the Government is actively promoting the implementation of the "single site, multiple use" model in the developments on Government land. A close liaison among various policy bureaux, departments and stakeholders is required to confirm the technical feasibility of the works projects, coordinate all parties concerned and enlist support from relevant stakeholders within the shortest possible time. The active participation of the holder of the proposed AOSGC post will help find the most suitable solutions to the various problems encountered and ensure early completion of the works projects.

(3) Ongoing review of the design standards

14. To meet the community's expectations on the design and quality of the hardware of the municipal infrastructure, we have to keep abreast of the times. In addition to conducting management reform, we also have to make sure that the design and standards of such hardware can keep up with the changing retail environment, needs and shopping habits of the public. The proposed AD(MD) will lead a dedicated team to review the design standards

of public markets from time to time, so as to ensure that the increasing expectations of the public towards public markets will be met and a competitive operating environment will be maintained.

15. To improve the services of public markets, the FEHD will launch a series of works projects related to the development of new markets and market modernisation. We propose to set up a dedicated team to be headed by the AD(MD) to deliver the tasks. The holder of the proposed post will lead the team to oversee all market-related works projects and provide high-level policy directions. He will report to the DD(A&D). The proposed job description of the AD(MD) is at **Annex 3**.

(II) Proposed creation of a supernumerary post of Senior Principal Executive Officer

16. To ensure that improvements to the existing municipal infrastructures and provision of new ones, including the development of public columbarium, new public markets, the MMP, improvement to public toilets and RCPs, are carried out as soon as practicable, it is necessary to strengthen the directorate support of the FEHD to coordinate the delivery of the works projects. In addition to the abovementioned AOSGC post to be responsible for market development, we propose to create a supernumerary post of SPEO, designated as Assistant Director (Planning) (AD(P)), for a period of three years with immediate effect upon the approval of the Finance Committee, to help establish models for development and improvement works concerning municipal infrastructures for smooth and timely completion of these projects.

(1) Public funeral facilities

17. At present, it is a mammoth task to plan and develop columbarium facilities under the district-based columbarium development scheme. The construction works of three large-scale columbarium projects under the scheme, the Tsang Tsui project in Tuen Mun, the Wo Hop Shek Cemetery project in Fanling and the Cape Collinson Road project in Chai Wan, are in progress. The columbarium projects in other districts are at the stages of planning and detailed design. Given the complexity of the columbarium projects being planned and the various steps to be taken (such as conducting feasibility studies, consulting stakeholders, applying for land use rezoning and seeking funding approval), it is necessary to provide the FEHD with dedicated directorate leadership and inputs for laying a foundation in the coming few years for the planning, implementation and coordination of the district-based columbarium development scheme.

18. Moreover, the proposed AD(P) will follow up on the development/reconstruction of existing crematoria, gardens of remembrance and facilities for disposal of the remains of abortuses of less than 24 weeks' gestation, as well as the conversion of suitable premises into temporary storage facilities for displaced ashes.

(2) <u>Public Toilet Refurbishment Programme</u>

19. As promulgated by the 2019-20 Budget, the Government will additional resources of over \$600 million to commence refurbishment or face-lifting works for about 240 public toilets managed by the FEHD in phases in the coming five years to improve hardware design and enhance their cleanliness and hygiene. In doing so, if circumstances permit, we will also improve the working environment of toilets with toilet attendant by including attendant rooms or improving the facilities of the attendant rooms, providing senior-friendly facilities, accessible unisex toilets and The proposed AD(P) will be responsible for overseeing, universal toilets. coordinating and monitoring the progress to establish a model for timely completion of the works and effective use of the funding. The proposed post will also assist in the high-level liaison with the Architectural Services Department on the implementation of the Enhanced Public Toilet Refurbishment Programme.

(3) Better planning and coordination of capital works projects

- 20. Apart from the above works, the FEHD has also been carrying out reprovisioning or improvement works for its municipal infrastructures such as RCPs, depots, etc.. In view of the extensive planning and coordination involved in the capital works projects and minor works projects, we propose that a new planning division to be headed at the directorate level by the AD(P) to be created in the FEHD and consolidate the manpower currently deployed for implementing these works projects (including those staff members in the Administration Division and Grade Management and Development Division), in order to roll out the various municipal infrastructure works projects concurrently in the coming few years.
- 21. Given that there are many municipal infrastructure under the FEHD management that needs to be improved, we have to review how to speed up the implementation of municipal infrastructure works projects. The AD(P) will study various ways, including streamlining the planning and implementation of works projects, with a view to implementing the various works projects as soon as possible and setting a model for reference for other works in future.

22. We expect that it will take several years to handle various planning and technical issues and develop prototypes for the municipal infrastructure development works for smooth and timely implementation of these kinds of projects, and address the pressure exerted on the FEHD by the overlapped works schedules. Therefore, we propose to create the post for three years. The holder of the post will report to the DD(A&D). We will review the situation before the expiry of the proposed tenure of the post and consider whether it will be necessary to apply for an extension. The proposed job description of the AD(P) is at **Annex 4**.

(III) Reshuffling of duties

- 23. The work mentioned in paragraphs 7-15 above are currently followed up by a dedicated team headed by the AD(MSD) (proposed to be retitled as Assistant Director (Market Review) (AD(MR))). The five-year duration of the AD(MR) post will expire in January 2023. It would be more appropriate for the holder of the proposed permanent post of AD(MD) to take forward the MMP and new public market projects, so as to provide continuous directorate support for such projects.
- 24. After reshuffling the duties, the AD(MR) will continue to implement the management reform of public markets, which will complement the improvement of markets' hardware facilities. The FEHD reported the work progress to the Subcommittee on Issues Relating to Public Markets under the Panel on Food Safety and Environmental Hygiene in November 2018. dedicated team has drawn up initial directions for matters concerning the new running models, including the rental policy, rental adjustment mechanism, cost recovery, stall tenancy renewal, trade mix and daily management. review is ongoing and the FEHD will offer preliminary views on various management measures to meet the overall interests of the community. AD(MR) will also continue to examine the usage and development potential of existing public markets, with a view to formulating appropriate development plans³ for achieving the policy objectives of optimising land uses, benefitting the public and promoting district development. words, the AD(MR) will be mainly responsible for conducting a comprehensive review of the existing FEHD markets, proposing and implementing various management reform initiatives, as well as examining and consolidating existing markets to optimise land uses, while the proposed AD(MD) will be responsible for developing new public markets and taking forward the MMP projects concerning the existing public markets. revised job description of the AD(MR) is at Annex 5.

³ For those markets of low utilisation, we will consider change of their land use or redevelopment so as to release space for provision of community facilities.

- 25. We also suggest that the responsibilities of the AD(A) and AD(GMD) should be refined to tie in with the proposed consolidation of manpower in the FEHD as set out in paragraph 20
 - (a) The AD(A) will continue to oversee the human resource management functions⁴ and administrative support services. We propose that the AD(A) should also undertake the management of the information technology functions, which are currently performed by staff directly supervised by the DD(A&D). The proposal will help alleviate the DD(A&D)'s additional workload resulting from the new measures and ensure sufficient and necessary directorate supervision of the FEHD's information technology functions.
 - (b) With the approval of the proposed AD(P) post, the planning and development of the public columbarium projects will be taken up by the AD(P). The arrangement would allow the AD(GMD) to focus more on the work related to policies on and operation of public cemeteries, columbarium and crematoria, management of the Environmental Hygiene grades⁵ (including postings, successions, performance management, human resources management strategy, training and development, etc.) and quality assurance.

The revised job descriptions for the posts of AD(A) and AD(GMD) are at **Annex 6** and **Annex 7** respectively.

Non-directorate support

26. We will provide non-directorate support to the proposed posts by redeploying staff and increasing staff establishment. The proposed AOSGC and SPEO posts will each be supported by a team of non-directorate staff. The supporting team of the proposed AOSGC post will comprise staff in the Administrative Officer, Health Inspector and secretarial grades, while the proposed SPEO post will be supported by a team comprising those in the Executive Officer, Health Inspector, secretarial and clerical grades.

Including the Health Inspector grade, Hawker Control Officer grade and Foreman grade, etc., which cover a total of 5 100 posts.

⁴ Including recruitments, appointments, promotion, conditions of service, discipline, establishment control, staff relations/welfare, etc.

Alternatives considered

27. We have critically examined whether the duties of the two proposed directorate posts could be absorbed by the existing ADs of the FEHD. Having regard to their portfolio and heavy workload, we consider it not feasible for the existing ADs to absorb any such additional work without compromising the delivery of their existing duties. The details of the work schedule of the existing relevant ADs are at **Annex 8**.

Financial implications

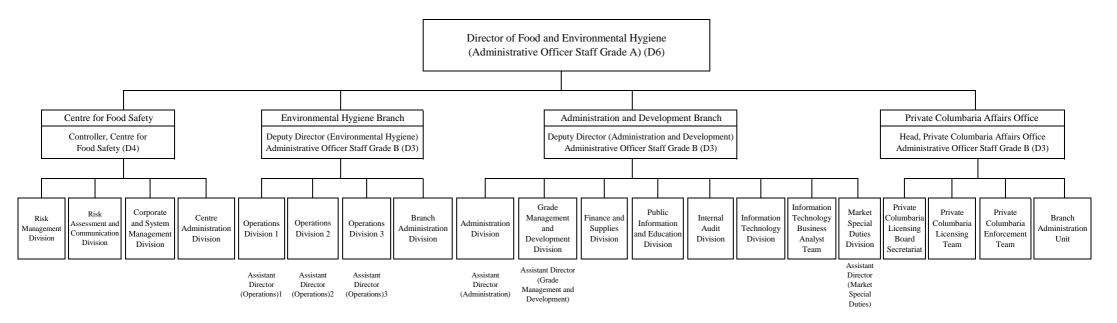
- 28. The proposed creation of the two directorate posts will incur an additional notional annual salary cost at mid-point of \$4,359,600. The additional full annual average staff cost, including salaries and staff on-cost, is about \$5,990,000.
- 29. The FEHD has included sufficient provisions in the 2019-20 draft Estimates to meet the costs of the staffing proposal and will reflect the resources required in the Estimates of subsequent years.

Advice sought

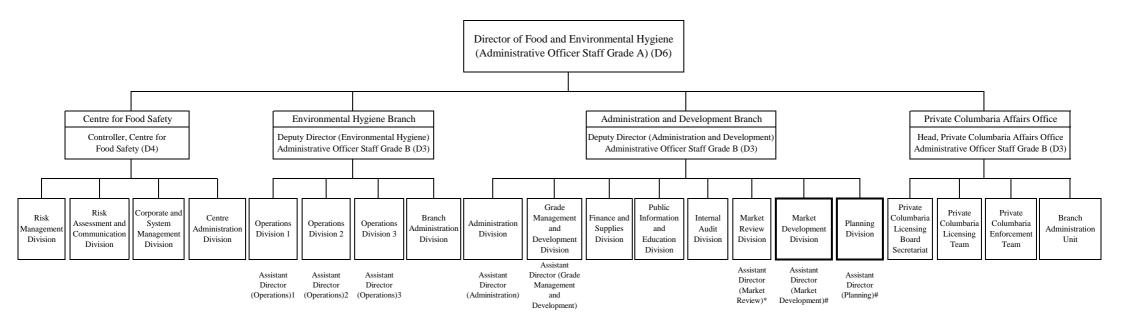
30. Members are invited to provide views on the proposed creation of the permanent AOSGC post and the supernumerary SPEO post. Subject to Members' support, we plan to submit the proposal to the Establishment Subcommittee and the Finance Committee for approval later this year.

Food and Health Bureau Food and Environmental Hygiene Department May 2019

Existing Organisation Chart of Food and Environmental Hygiene Department



Proposed Organisation Chart of Food and Environmental Hygiene Department



[#] Proposed new post

^{*} Proposed post to be retitled

Job Description of the proposed Assistant Director (Market Development)

Rank : Administrative Officer Staff Grade C (D2)

Responsible to: Deputy Director (Administration and Development)

- 1. To assist in identifying suitable existing public markets for inclusion in the Market Modernisation Programme (MMP) and formulate fundamental overhaul or refurbishment and minor improvement works projects for such markets, and to oversee the preliminary planning, technical feasibility studies, detailed design, funding arrangement, implementation of works and other associated works of such projects;
- 2. To assess the merits of proposals for new public markets and identify suitable sites for developing new public markets, and conduct preliminary studies where necessary;
- 3. To take forward new market projects and oversee the preliminary planning, technical feasibility studies, detailed design, funding arrangement, implementation of works and other associated works of such projects;
- 4. To co-ordinate with relevant departments, consult stakeholders, and seek support of the Legislative Council and District Councils concerned in relation to the arrangements for the MMP and new public market projects;
- 5. To oversee improvement works regarding minor equipment (such as replacement of aged lifts and escalators) for existing markets to ensure their smooth day-to-day operation; and
- 6. To review and enhance the design standards for public market stalls for selling different types of fresh food products and ancillary facilities to better serve the needs of the public and to achieve business viability.

Job Description of the proposed Assistant Director (Planning)

Rank: Senior Principal Executive Officer (D2)

Responsible to: Deputy Director (Administration and Development)

- 1. To research and establish models for the planning and co-ordination of the capital works and minor building works projects relating to food and environmental hygiene facilities, including provision or reprovisioning of public funeral facilities, refuse collection points, public toilets, depots, food control facilities, etc.;
- 2. To co-ordinate with different bureaux and departments and consolidate their views on provision or reprovisioning of food and environmental hygiene facilities, while closely communicating with relevant sections in the Department to improve the workflow to ensure that the design of the works projects meets the operational needs, and to work out suitable solutions to tackle the problems encountered when implementing the projects;
- 3. To plan for, implement and co-ordinate various works relating to public funeral facilities to lay down the foundation to ensure timely completion and cost-effectiveness of the works;
- 4. To coordinate and monitor the progress of various works under the public toilet refurbishment programme and assist in the high-level interdepartmental coordination in order to establish a prototype to ensure timely completion and cost-effectiveness of the works;
- 5. To explore ways to improve the procedures of implementing works at the Food and Environmental Hygiene Department and to establish models for various types of works so as to shorten the lead time for completing works projects; and
- 6. To assist the Department in reviewing and formulating planning policies, standards and guidelines on provision of food and environmental hygiene facilities, which would meet the public aspirations on the provision of municipal infrastructure facilities.

Revised Job Description of Assistant Director (Market Review)

Rank : Administrative Officer Staff Grade C (D2)

Responsible to: Deputy Director (Administration and Development)

- 1. To take forward a comprehensive review of the management of public markets, including stall tenancy renewal, trade mix, daily management, market management consultative mechanism and cooperation with relevant stakeholders, etc.;
- 2. To conduct an overall review of the existing mechanism related to rents with reference to the positioning of FEHD public markets and to formulate proposals for rental determination and adjustment and recovering of operational expenses and rates, etc.;
- 3. To comprehensively review the usage and development potential of existing public markets, to formulate overall strategies and implementation plans for consolidation and closure of under-utilised public markets and to oversee the implementation of individual consolidation and closure projects;
- 4. To review and formulate enhanced strategies for the enforcement of tenancy terms and law enforcement, and related matters;
- 5. To formulate strategies and draw up timetables for consulting relevant stakeholders including market tenants, trade associations and the Legislative Council on the above review exercises and to oversee the stakeholder engagement process;
- 6. To draw up specific plans and timetables for the implementation of concrete measures on the enhancement of the modes of operation and management of public markets, and to oversee and review the implementation of the improvement measures for public market management at the initial stage; and
- 7. To formulate strategies and implementation plans for enhancing marketing and promotion of public markets.

Revised Job Description of Assistant Director (Administration)

Rank: Senior Principal Executive Officer (D2)

Responsible to: Deputy Director (Administration and Development)

- 1. To direct and supervise personnel management functions, including recruitments, appointments, promotions, conditions of service, staff discipline, establishment control, staff relations/welfare, organisational reviews, etc;
- 2. To direct and supervise administrative support services, including office accommodation, departmental quarters, occupational health management, uniforms, green management, tree management, records management, contracting out electrical and mechanical services, enquiry hotlines, access to information, protection of personal data, translation services, etc;
- 3. To direct and supervise the Pest Control Advisory Section;
- 4. To oversee the departmental mechanism for dealing with staff complaints and complaints received from the public;
- 5. To oversee the management of the Transport Section and monitor the operation and relocation projects of various vehicle depots;
- 6. To oversee the Information Technology (IT) Section and the IT Business Analyst Team; and
- 7. To be the head of General Grades staff in the Department.

Revised Job Description of Assistant Director (Grade Management and Development)

Rank : Assistant Director of Municipal Services (D2)

Responsible to: Deputy Director (Administration and Development)

- 1. To formulate and implement a comprehensive Human Resources Management strategy for all environmental hygiene grades (including Health Inspectorate, Supervisory and Hawker Control Officer grades) and to oversee the Grade Management Section which handles the grade management and development (including posting, succession and performance management) of staff of these grades;
- 2. To devise training programmes for staff of the environmental hygiene grades and to oversee the work of the departmental training school;
- 3. To oversee the Management Services, Survey and Statistics Section which conducts surveys and value for money studies in support of the work of the Department;
- 4. To oversee outsourcing services, including street cleansing, refuse collection, pest control and security guard services as well as the public funeral parlour, etc.;
- 5. To oversee the quality assurance of environmental hygiene services; and
- 6. To formulate and review the policies, procedures and standards on cemeteries, columbaria and crematoria services and to oversee the management and operation of public cemeteries, columbaria and crematoria.

Annex 8

Major Duties and Responsibilities of the Existing Relevant Assistant Directors of Food and Environmental Hygiene Department

Assistant Director (Operations)1

- Overall command of district environmental hygiene operations and facilities in the Central/Western, Eastern, Islands, Southern and Wan Chai Districts, including market management, refuse collection, street cleansing, public toilets, hawker control, inspection of licensed premises and law enforcement
- Management of centralised functions for the five districts including the Prosecution and Licensing Office, Duty Room and Hawker Control Task Force
- Regular review and planning of the provision of environmental hygiene services and facilities for the five districts
- Formulation, promulgation and review of procedures, standards and strategies on licensing, prosecution, environmental hygiene and licensing enforcement matters
- Overseeing the provision of support services to Liquor Licensing Board on liquor licensing matters
- Processing of applications for review to the Licensing Appeals Board (LIAB) and the Municipal Services Appeals Board (MSAB) as appropriate in respect of licensing matters of food and non-food premises

Assistant Director (Operations)2

- Overall command of district environmental hygiene operations and facilities in the Kowloon City, Kwun Tong, Mong Kok, Sham Shui Po, Wong Tai Sin and Yau Tsim Districts, including market management, refuse collection, street cleansing, public toilets, hawker control, inspection of licensed premises and law enforcement
- Management of centralised functions for the six districts including the Prosecution and Licensing Office, Duty Room and Hawker Control Task Force

- Regular review and planning of the provision of environmental hygiene services and facilities for the six districts
- Formulation, promulgation and review of procedures, standards and strategies on hawker management
- Provision of enforcement strategies and instructions in respect of daily management of markets for all districts
- Processing of applications for review to the LIAB and the MSAB as appropriate in respect of hawker and market matters

Assistant Director (Operations)3

- Overall command of district environmental hygiene operations and facilities in the Kwai Tsing, North, Sai Kung, Sha Tin, Tai Po, Tsuen Wan, Tuen Mun and Yuen Long Districts, including market management, refuse collection, street cleansing, public toilets, hawker control, inspection of licensed premises and law enforcement
- Management of centralised functions for the eight districts including Prosecution and Licensing Office, Duty Room, Mechanised Cleansing Services Unit and Hawker Control Task Force
- Regular review and planning of the provision of environmental hygiene services and facilities for the eight districts
- Formulation, promulgation and review of procedures, standards and strategies on public cleansing, waste collection (including planning and supporting work to tie in with the implementation of the Municipal Solid Waste Charging Scheme) and pest control services
- Management and operation of the Intelligence Unit
- ➤ Branch Safety Officer and contribution in bringing about improvement to health and safety at work of staff
- Formulation and review of procedures and standards on slaughtering activities and overseeing of slaughterhouses operations including meat inspection services
- Coordination of influenza/coronavirus disease related matters including coordination of cross division operations