

立法會 *Legislative Council*

LC Paper No. CB(1)532/18-19(06)

Ref. : CB1/PL/HG

Panel on Housing

Meeting on 12 February 2019

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

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 of the Panel on Housing ("the Panel") on the subject.

Background

2. In early 2006, the Hong Kong Housing Authority ("HA") launched a five-year TMS to proactively inspect the in-flat conditions of the rental units in PRH estates and Tenants Purchase Scheme estates aged 10 years or above, and to provide comprehensive repair services. 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, comprising proactive identification of maintenance problems, prompt response to tenants' requests and enhanced publicity and education.

3. In-flat Inspection Ambassadors ("IIAs") have been recruited by HA to carry out inspections in PRH flats, arrange one-stop repair services, and 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 with the aid of a Personal Digital Assistant supported by a computer system, which records maintenance items immediately. The computer system features a Maintenance History Database

which facilitates IIAs 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 period 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. In view of the positive response to the first five-year period, 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.

5. During the second five-year period of TMS (commenced in early 2011), HA had successfully completed TMS in 120 estates involving about 376 000 PRH flats. About 170 000 works orders were issued and completed. The third five-year period commenced immediately after the completion of the second five-year period in early 2016, and as at end-February 2017, TMS has been successfully rolled out in 25 estates involving some 38 000 flats.

TMS inspection frequency

6. 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. 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

7. To support TMS, a TMS hotline has been set up to improve efficiency in handling tenants' enquiries, complaints, requests for repair works and inspection appointments. The hotline is handled by designated Public Relations Officers. In 2016-2017, the hotline system handled some 9 800 inspection appointments and 69 000 enquiries.

Customer satisfaction survey

8. 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. During the second five-year period of TMS, the consultant has interviewed some 4 600 households which had received maintenance services. The survey results indicated that the overall satisfaction rate was maintained at around 80%.

Public relations and education

9. To maintain good communication with tenants and to provide appropriate education, HA set up Mobile Maintenance Education Booths in all estates where TMS will soon be carried out. Information about the operation of TMS, as well as repair and maintenance knowledge will be introduced through specially designed display panels and pamphlet.

Disturbance mitigation

10. 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 contractors have 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

11. The progress of implementation of TMS has been discussed by the Panel at its meetings regularly, with the last time being 11 July 2017.

Monitoring of contractors' performance

12. Members enquired about the mechanism in place to monitor the performance of TMS contractors and the measures/penalties that could be imposed by HA on under-performing contractors.

13. The Administration advised that HA required contractors to provide standard mock-up as an acceptance benchmark before commencement of each type of works. Surprise checks would be conducted on contractors' workmanship from time to time. When evaluating tenders for and awarding district term maintenance contracts that covered maintenance services under

TMS, HA would consider both the past performance and the tender price of contractors. Under HA's contractor list management, HA would allot tendering opportunities to eligible contractors with reference to the contractors' past performance scores. Contractors with lower performance scores would be allotted fewer or even no tendering opportunities. If a contractor scored less than 60 points in any of the first five quarters after the commencement of a district term maintenance contract, or scored below an average of 65 points during those five quarters, the relevant contract term would be shortened from three to two years.¹

Effectiveness of the scheme

14. According to the audit in the in-flat maintenance of PRH units conducted by the Audit Commission in 2016,² of the 133 PRH flats chosen for inspection by the surprise check teams from February 2014 to March 2016, unsatisfactory repair works were found in 118 flats, and on average, about three items of repair works in each of these 118 flats required replacement/rectification works. Taking note of such findings of the Audit Commission, members enquired whether the findings had revealed that there was room for improvement in implementing TMS.

15. The Administration advised that among the 2 800 work items of the 133 units, the surprise check teams had found 385 (around 14%) work items unsatisfactory. Despite this, most of these unsatisfactory items were minor defects that met the functional requirements and required only minor rectifications such as unsatisfactory finishes.

Tenants' views on the scheme

16. Noting that according to the results of the customer satisfaction surveys conducted by the consultant commissioned by HA during the second five-year period of TMS, the overall satisfaction rate of TMS was about 80%, members enquired about the reasons for dissatisfaction of the remaining 20% households.

17. The Administration advised that from the first quarter of 2013 to the first quarter of 2016, the consultant interviewed some 4 600 households that received maintenance services under TMS. Less than 3% of the respondents were dissatisfied/very dissatisfied with TMS, and among them, around 40%

¹ LC Paper No. CB(1)1452/16-17(01)

² The Audit Commission conducted an audit in the in-flat maintenance of PRH units in 2016, the scope of which includes the implementation of TMS, and submitted an Audit Report (i.e. [Report No. 67](#)) to the Public Accounts Committee ("PAC") in the same year. PAC published its [supplemental report](#) in April 2017, which set out among others its comments regarding TMS.

considered that the attitude of maintenance workers or their ability to explain the works procedures should be improved, whereas others found the workmanship of the maintenance unsatisfactory or were dissatisfied that the scope of TMS covered only HD's fixture and fittings. HD would continue to consider the survey findings and implement efficient contractor management with the view to improving the quality and effectiveness of TMS.

18. On tenants' dissatisfaction with TMS stemming from the contractors' failure to adhere to the scheduled appointment and the need to make different appointments for different specialized trade of works, Members enquired about the improvement measures that had been taken by HA. The Administration advised that the contractors' performance in delivering services would affect their performance score, which was one of the considerations in awarding HA's contracts. To minimize inconvenience to tenants, HA had requested contractors to make arrangements for all workers to carry out the repair works in one-go as far as practicable. Appropriate measures would also be introduced to refine the visit arrangement and the appointment service of TMS, such as scheduling appointments for non-office hours, in order to facilitate more tenants to participate in TMS.

Latest developments

19. The Administration submitted to the Panel a paper on TMS in April 2018 (LC Paper No. [CB\(1\)848/17-18\(01\)](#)) which provided information on TMS up to the end of March 2018.

20. The Administration will brief members on the latest progress of TMS at the Panel meeting on 12 February 2019.

Relevant papers

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

Total Maintenance Scheme

List of relevant papers

Committee	Date of meeting	Paper
Panel on Housing	15 April 2013	<p>Administration's paper on "Progress of Total Maintenance Scheme" (LC Paper No. CB(1)826/12-13(03))</p> <p>Minutes of meeting (LC Paper No. CB(1)1638/12-13)</p>
Panel on Housing	3 June 2014	<p>Administration's paper on "Progress of Total Maintenance Scheme" (LC Paper No. CB(1)1516/13-14(07))</p> <p>Minutes of meeting (LC Paper No. CB(1)192/14-15)</p>
Panel on Housing	22 July 2015	<p>Minutes of special meeting (LC Paper No. CB(1)1245/14-15)</p> <p>Administration's supplementary information (LC Paper No. CB(1)1215/14-15(01))</p>
Panel on Housing	6 June 2016	<p>Administration's paper on "Progress of Total Maintenance Scheme" (LC Paper No. CB(1)988/15-16(03))</p> <p>Minutes of meeting (LC Paper No. CB(1)1146/15-16)</p> <p>Administration's supplementary information (LC Paper No. CB(1)1137/15-16(01))</p>
Panel on Housing	11 July 2017	<p>Administration's paper on "Progress of Total Maintenance Scheme" (LC Paper No. CB(1)1005/16-17(01))</p> <p>Minutes of special meeting (LC Paper No. CB(1)1425/16-17)</p>

Committee	Date of meeting	Paper
		Administration's supplementary information (paragraphs 21 to 27) (LC Paper No. CB(1)1452/16-17(01))