

立法會 *Legislative Council*

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Panel on Housing

Meeting on 28 April 2020

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. Under TMS, HA proactively inspects the in-flat conditions and provides comprehensive repair services for PRH units¹ aged 10 years or above. 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 maintenance education. For less complicated cases, minor repairs are arranged by IIAs on the spot. For more complicated cases, IIAs will issue works orders to maintenance contractors for follow up actions. The maintenance history will be recorded in the computer system to facilitate professional staff of the Housing Department ("HD") to conduct research, analysis, and budget preparation.

¹ Including PRH units under Tenants Purchase Scheme and Buy or Rent Option.

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. 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 completed TMS in 120 estates involving about 376 000 PRH flats. The third five-year period commenced immediately after the completion of the second five-year period in early 2016 and will end in 2021. As at end-November 2018, HA has completed TMS in 40 estates, involving around 157 000 units. HA will continue to implement TMS in PRH units of the remaining estates.

6. From the rolling out of TMS to the end of November 2018, HA has completed about 583 000 works orders. For estates where TMS has been completed, the overall access rate for in-flat inspections maintains at about 80%.

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. 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, requests for repair works and inspection appointments. The hotline is handled by designated Public Relations Officers. From April to November 2018, tenants have arranged through the hotline around 5 300 appointments for inspection. The hotline has also handled some 91 800 enquiries.

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. In the survey conducted during the period from July 2017 to May 2018, the consultants interviewed around 2 000 tenants who had received services under TMS. Results of the survey indicated that the overall satisfaction rate of TMS was about 80%.

Public relations and education

10. To maintain good communication with tenants and to provide appropriate education, HA set up Mobile Maintenance Education Booths in 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. To encourage tenants to participate in inspections and repairs, HA has enhanced the publicity of TMS since September 2018. Apart from the publicity efforts mentioned above, HA further promotes TMS through various channels, including electronic media, Estate Newsletters, delivery of promotional materials to tenants' mailboxes, etc.

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 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

12. The progress of implementation of TMS has been discussed by the Panel at its meetings regularly, with the last time being 12 February 2019.

Quality of contractors' works

13. 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 HA's 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 expressed concern about the monitoring and inspection of contractors' works under TMS.

14. The Administration advised that HA attached much importance to the repair and maintenance services and strictly enforced the contract requirements in order to enhance the quality of works by contractors. HA would closely monitor the performance of the contractors, including the conduct of routine inspections, surprise checks and regular assessments. If irregularities were found, whether in materials or workmanship, HA would instruct the contractors to rectify the situation in accordance with the contractual requirements immediately until the required standards were met. HA would also step up the site checks, in particular for works by contractors with persistent unsatisfactory performance. If the unsatisfactory performance persisted, HA would issue warning letters according to individual circumstances, and reflect the situation in regular contract reviewing meetings. The Administration explained that of the 385 unsatisfactory items found by the HA's surprise check teams as mentioned in the audit conducted in 2016, most were minor defects that met the functional requirements and required only minor rectifications, such as unsatisfactory finishes.

Tendering arrangements

15. On the questions about the tendering arrangements for contracts under TMS and the tender assessment criteria, the Administration advised that TMS was included in the work scope under the District Term Maintenance Contracts ("DTC"). HA had put in place established procurement policies to manage its contractors through list management. Under the Preferential Tendering Opportunities arrangement, eligible contractors would be invited to submit bids for DTC based on their past performance scores. Contractors with lower scores would be given less or even zero tendering opportunity. HA's tender evaluation covered assessments on technical, financial, performance, workload

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.

and contractual aspects. To encourage contractors to improve their performance, the DTC tender evaluation also adopted the Preferential Tender Award System, which used a 75:25 score weighting between tender price and non-price elements. Non-price elements included 17% performance score and 8% corporate score³ to assess the performance and capability of contractors systematically.⁴

Access for in-flat inspections

16. Members were concerned about the number of cases where PRH units were inaccessible for inspection under TMS. In view that the overall access rate for in-flat inspections in PRH estates where HA had completed TMS was about 80%, members questioned about the effectiveness of the implementation of the scheme.

17. The Administration advised that TMS was a regular programme to provide in-flat inspections and repair services. Under the scheme, HA provided appropriate repair service to all inspected flats as necessary. Between April 2016 and September 2019, HA had completed TMS in 54 estates with around 170 000 flats (about 83% of the total flat number of 206 000) inspected. HA had carried out instant repair works for more than 99% inspected flats and would continue to follow up on those flats involving repair works of higher complexity. For the remaining flats inaccessible for inspection, HA would continue to improve the visit arrangement and appointment services, including redeploying resources in next inspection cycle for making appointments at night, etc., to enable more tenants to participate in the scheme. If tenants had day-to-day repair needs, HA would follow up immediately through RIMS.⁵

Participation of tenants in inspections and repairs

18. Members enquired whether to encourage elderly tenants to participate in TMS, HA would stipulate in the contracts between HA and TMS contractors that after completion of the TMS works in a PRH unit, the contractor was required to provide cleansing and assist the tenant in moving the furniture to its original position. The Administration advised that to reduce nuisances brought to tenants by TMS works, HA had required TMS contractors to provide enhanced protection for the furniture and floor in PRH units, such as the use of

³ The corporate score has taken into consideration the contractor's past conviction record, serious accident record and performance under the wage monitoring system.

⁴ LC Paper No. [CB\(1\)358/19-20\(01\)](#)

⁵ LC Paper No. [CB\(1\)358/19-20\(01\)](#)

dust screens and tarpaulin sheets, etc. For spalling/tiling repair works, the contractors would carry out cleansing after the completion of works. For households with elderly or disabled members, HA had required contractors to assist the tenants in moving their furniture before and after the works.

19. In view that tenants' dissatisfaction with TMS might stem from 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 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.⁶

Scope of services under the scheme

20. Some members opined that HA should adopt a flexible approach in considering whether an item requiring repair should be dealt with under TMS. On the question of whether HD had provided services to repair windows and window glasses of the PRH units which were found damaged in the aftermath of super typhoon "Mangkhut" in 2018, the Administration advised that in response to the aftermath of the typhoon, HD had discretionarily arranged replacement of broken window panes glass free of charge for needy tenants if they had not replaced or modified the original windows provided.⁷

Latest development

21. The Administration will brief members on the latest progress of TMS at the Panel meeting on 28 April 2020.

Relevant papers

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

Council Business Division 1
Legislative Council Secretariat
24 April 2020

⁶ LC Paper No. [CB\(1\)1425/16-17](#)

⁷ LC Paper No. [CB\(1\)358/19-20\(01\)](#)

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)) |
| Panel on Housing | 12 February 2019 | Administration's paper on "Progress of Total Maintenance Scheme" (LC Paper No. CB(1)532/18-19(05)) Minutes of meeting (LC Paper No. CB(1)971/18-19) Administration's supplementary information (LC Paper No. CB(1)358/19-20(01)) |