

CHAPTER 7

Home Affairs Department

<p>Implementation of minor works projects by the Home Affairs Department</p>

**Audit Commission
Hong Kong
23 October 2006**

This audit review was carried out under a set of guidelines tabled in the Provisional Legislative Council by the Chairman of the Public Accounts Committee on 11 February 1998. The guidelines were agreed between the Public Accounts Committee and the Director of Audit and accepted by the Government of the Hong Kong Special Administrative Region.

Report No. 47 of the Director of Audit contains 11 Chapters which are available on our website at <http://www.aud.gov.hk>.

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IMPLEMENTATION OF MINOR WORKS PROJECTS BY THE HOME AFFAIRS DEPARTMENT

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PART 1: INTRODUCTION

1.1 This PART describes the background to the audit and outlines its objectives and scope.

Background

1.2 The Home Affairs Department (HAD) carries out minor works projects under three works programmes in the rural and urban districts (Note 1) to upgrade the infrastructure and improve the amenities, hygiene conditions and living environment of the districts. The three works programmes are:

- (a) the Rural Planning and Improvement Strategy (RPIS) Minor Works Programme;
- (b) the Rural Public Works (RPW) Programme; and
- (c) the Urban Minor Works (UMW) Programme.

RPIS Minor Works Programme

1.3 In 1989, the Government introduced a 10-year RPIS programme of infrastructure development and environmental improvement in the rural areas of the New Territories. In November 1994, the HAD took over from the then Territory Development Department the responsibility for the RPIS Minor Works Programme (Note 2) which had a budget of \$1.6 billion under the Capital Works Reserve Fund (CWRF). The Programme covered minor works projects costing not more than \$15 million each for the building and improvement of piers, footpaths, van tracks, bridges, village-expansion areas, flood-protection systems and drainage systems. The Director of Home Affairs has the delegated authority to approve the expenditure of individual minor works projects subject to the financial limit of \$15 million.

Note 1: *There are nine urban districts and nine rural districts. The nine urban districts are: Central and Western, Eastern, Southern, Wan Chai, Kowloon City, Kwun Tong, Sham Shui Po, Wong Tai Sin and Yau Tsim Mong districts. The nine rural districts are: Islands, Kwai Tsing, North, Sai Kung, Sha Tin, Tai Po, Tsuen Wan, Tuen Mun and Yuen Long districts.*

Note 2: *Before 1994, the RPIS had another programme named Major Works Programme, covering projects costing more than \$15 million each. This programme was subsumed into the Public Works Programme in 1994 and the major projects were carried out as regular capital works projects under the Capital Works Reserve Fund.*

1.4 The RPIS Minor Works Programme was targeted for completion by 1999-2000. As of March 2000, there were projects still under construction or planning which the HAD had to follow through. As at 31 March 2006, the progress of the RPIS Minor Works Programme was as follows:

- (a) 3,014 projects had been completed at a total cost of \$1,771 million;
- (b) 9 projects were under construction at an estimated cost of \$92 million; and
- (c) 21 projects were under planning at an estimated cost of \$212 million.

RPW Programme

1.5 As the RPIS Minor Works Programme was targeted for completion by 1999-2000, in 1999, the Government introduced the RPW Programme to continue the work of upgrading the infrastructure and improving the living environment of the rural areas in the New Territories. The RPW Programme is funded by an annual provision (\$130 million in 2006-07) from a CWRP block vote. The Director of Home Affairs has been delegated the authority to approve an RPW project costing not more than \$10 million. The Permanent Secretary for Home Affairs can approve an RPW project costing up to \$15 million. From 1999-2000 to 2005-06, the HAD completed 1,038 RPW projects at a total cost of \$778 million.

UMW Programme

1.6 In 2000, the Government introduced the UMW Programme to implement district-based minor works projects to improve local facilities, the environment and hygiene conditions of the urban areas. The UMW Programme is funded by an annual provision (\$30 million in 2006-07) from a CWRP block vote. The HAD and the Home Affairs Bureau's authority for approving projects under the UMW Programme is similar to that under the RPW Programme mentioned in paragraph 1.5. From 2000-01 to 2005-06, the HAD completed 382 UMW projects at a total cost of \$269 million.

Administrative structure for minor works projects

1.7 The HAD has introduced a two-tier administrative structure for implementing minor works projects under the three works programmes, comprising:

- (a) ***District Working Groups.*** There are 18 District Working Groups, one for each district. Since 2003, each District Working Group has been chaired by the Chairman or a member of the District Council, with members comprising the

pertinent District Officer, local leaders and representatives from relevant government departments. The 9 District Working Groups in the rural districts are responsible for considering and prioritising project proposals from local residents under the RPW Programme (previously under the RPIS Minor Works Programme — Note 3). The District Working Groups also endorse the funding for project proposals. The 9 District Working Groups in the urban districts carry out similar functions under the UMW Programme; and

- (b) ***Steering Committees.*** The Steering Committees are chaired by the Director of Home Affairs, with members comprising the chairmen of the pertinent District Working Groups and representatives from related government departments. The RPW Steering Committee (previously the RPIS Minor Works Steering Committee — see Note 3 in (a)) is responsible for approving the annual works programme submitted by District Working Groups in the rural districts, and for overseeing their implementation. The UMW Steering Committee carries out similar functions under the UMW Programme.

1.8 To supplement its in-house staff resources, the HAD has engaged consultants to undertake the design and supervision of works for some of the projects under the three works programmes.

Proposed changes under the District Council Review

1.9 In April 2006, the Government issued a document named “Review on the Role, Functions and Composition of District Councils”. The Government launched a consultation to seek public views on proposals to enhance the administration in districts through strengthening the work of District Councils. Among the proposals, the Government proposed to create a dedicated CWRP block vote with an annual provision of \$300 million for minor works and building works relating to district facilities such as community halls, libraries and swimming pools. This proposed works programme would not cover minor works in the rural areas of the New Territories, which would be covered by the RPW Programme. Under the proposal:

- (a) the UMW Programme would be subsumed into the proposed works programme for district facilities; and
- (b) the funding arrangements under the RPW Programme would remain unchanged.

Note 3: *Since April 2000, the management of the outstanding projects under the RPIS Minor Works Programme has been subsumed into that of the RPW Programme.*

Director of Audit's Report on RPIS Minor Works Programme

1.10 In Chapter 7 of the Director of Audit's Report No. 38 of March 2002, the Audit Commission (Audit) conducted a review of the implementation of the RPIS Minor Works Programme. Audit made a number of recommendations on the management of the programme, including the assessment of the financial capability of contractors and the award of consultancies and works contracts. The HAD agreed with the audit recommendations and took action to implement them.

Audit review

1.11 In view of the ongoing nature of the HAD minor works programmes, Audit has recently conducted another review on the programmes and selected 31 minor works projects for review. The objectives are to review the economy, efficiency and effectiveness of the HAD's implementation of the projects. The 31 projects include:

- (a) 17 projects under the RPIS Minor Works Programme with a total estimated cost of \$122 million;
- (b) 10 RPW projects with a total estimated cost of \$37 million; and
- (c) 4 UMW projects with a total estimated cost of \$18 million.

1.12 After examining the 31 projects, Audit found that there were areas for improvement in the administration of the following 4 projects:

- (a) construction of a footpath on Peng Chau (see PART 2);
- (b) improvement to a pier in Sham Tseng (see PART 3);
- (c) construction of a pier on Lamma Island (see PART 4); and
- (d) construction of a footpath on Lamma Island (see PART 5).

1.13 The above 4 minor works projects were part of the 25 minor works projects included in Package 3 of the RPIS Minor Works Programme (consisting of 7 packages). In July 1996, the HAD employed a consultant (Consultant A) to undertake the design and supervision of works for projects under Package 3 of the Programme. The 4 projects were completed between 2000 and 2005.

General Response from the Administration

1.14 The **Director of Home Affairs** agrees with the audit recommendations. She has said that the HAD has taken steps to implement them.

Acknowledgement

1.15 Audit would like to acknowledge with gratitude the full cooperation of the staff of the HAD, the Civil Engineering and Development Department (CEDD), the Marine Department (MD), the Food and Environmental Hygiene Department (FEHD) and the Transport Department during the course of the review.

PART 2: CONSTRUCTION OF A FOOTPATH ON PENG CHAU

2.1 This PART examines the HAD's implementation of a minor works project for constructing a footpath along the north coast of the island of Peng Chau.

Approval for the project

2.2 In November 1995, the Islands District Working Group endorsed a proposal for constructing a footpath along the north coast of Peng Chau. It was stated in the proposal that:

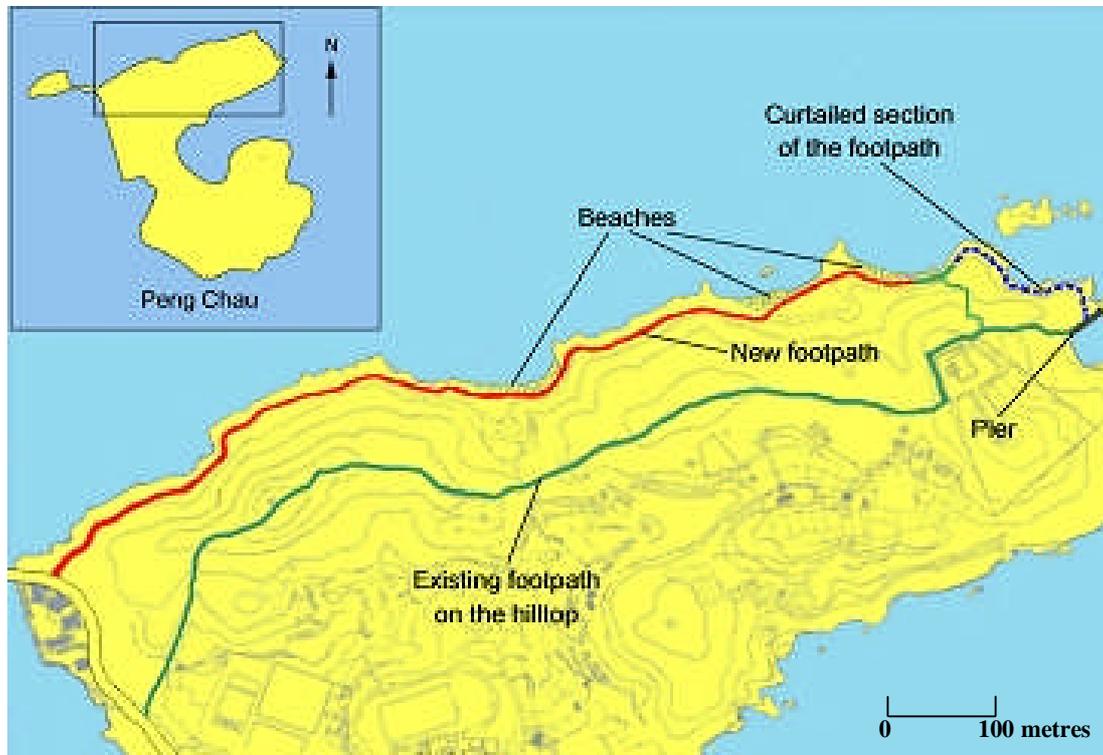
- (a) the purpose of constructing the footpath was to provide a direct access to three beaches and a pier along the north coast of Peng Chau;
- (b) the proposed footpath would be 1.2-kilometre long and 2-metre wide; and
- (c) the estimated cost of the project was \$2 million.

2.3 The Steering Committee subsequently included this minor works project in a package of 65 projects under the 1998-99 Programme of the RPIS Minor Works Programme. In February 1998, the Finance Committee of the Legislative Council (LegCo) approved a lump-sum provision of \$206 million for this package of 65 projects.

Implementation of the project

2.4 In June 1999, the HAD awarded a contract to a contractor (Contractor A) for the works of seven projects, including this footpath (see Figure 1). The contract price of the footpath was \$4.3 million. The works for the footpath commenced in June 1999 and was targeted for completion in June 2000.

Figure 1
Footpath project on Peng Chau



Source: HAD records

- 2.5 In September 1999, Contractor A:
- (a) advised Consultant A that it was not practical to construct the footpath according to the alignment on the contract drawings; and
 - (b) requested the consultant to carry out an urgent review of the alignment.

Footpath deviated from contract design

- 2.6 In October 1999, the HAD conducted a site inspection with Consultant A and found that Contractor A:
- (a) had not followed the contract design in excavation works;
 - (b) had constructed 600 metres of footpath, with 50% of the alignment deviating from the contract design; and

- (c) in the course of constructing the footpath, had formed some potentially unstable slopes.

2.7 In January 2000, the HAD asked Consultant A to expedite action to liaise with Contractor A, with a view to resolving the issues (see para. 2.6). In February 2000, in order to make the best use of the formed track and to avoid new excavations, the HAD and the consultant agreed with the contractor that the footpath would be accepted on the condition that the contractor would carry out rectification works to the affected areas and slopes.

Forfeiture and re-letting of works contract

2.8 In April 2000, Consultant A issued a notice of corrective action to Contractor A, pointing out that he had failed to carry out the works with due diligence and requesting him to improve his performance. In February 2001, the HAD forfeited the contract and re-entered the site. Up to that time, the HAD had paid \$1.02 million to the contractor for the works completed.

2.9 In October 2001, the HAD appointed another consultant (Consultant B) to review the footpath formed by Contractor A, redesign the footpath and propose landscaping works. In December 2001, Consultant B completed the review and informed the HAD that:

- (a) the alignment of the partly completed footpath deviated significantly from the original alignment. Due to the potentially unstable slopes formed by the contractor, extensive slope stabilisation works would be required;
- (b) the footpath formed by the contractor was substandard and a substantial portion of the footpath had to be rebuilt (Note 4);
- (c) the most economic option was to adopt the footpath formed by the contractor and carry out necessary remedial works; and
- (d) as there was an existing footpath on the hilltop providing access to the pier, the last section (200 metres) of the new footpath at the eastern end was not required. As a result, the length of the new footpath would be reduced, from 1.2 kilometres to 1 kilometre.

Note 4: *The HAD did not make payment for this portion of the footpath.*

Consultant B proposed a revised design of the footpath, based on the alignment formed by Contractor A. He recommended using concrete of a higher quality in constructing the footpath. The HAD accepted the recommendations because the revised design would minimise remedial and abortive works.

2.10 In December 2001, Contractor A went into liquidation. In December 2002, the HAD:

- (a) awarded a contract to another contractor (Contractor B) in the sum of \$8.6 million for completing the footpath based on the revised design; and
- (b) took over the supervision of the new contract by using its in-house resources.

In March 2005, the footpath was completed (see Photograph 1) at a total cost of \$10.2 million. This sum included the fees paid to Consultants A and B, and the amounts paid to Contractors A and B.

Photograph 1

A section of the new footpath on Peng Chau



Source: Photograph taken by Audit in May 2006

Audit observations

Need to strengthen works monitoring

2.11 The footpath was completed in March 2005, four years and nine months after the original target completion date of June 2000. Furthermore, the project cost was \$10.2 million, which was 510% of the original estimate of \$2 million (see para. 2.2(c)). According to the HAD, the delay and cost increase were mainly due to the failure of Contractor A to carry out the works diligently, which subsequently led to the forfeiture of the contract (see para. 2.8).

2.12 In October 1999, four months after the works commenced, the HAD first noticed during a site inspection that Contractor A had not followed the contract design in carrying out excavation works. While the HAD had appointed Consultant A to supervise the works of the project, Audit considered that the HAD was responsible for ensuring that the project would be carried out according to the contract design, and completed on time and within budget. **The HAD should have strengthened its monitoring role in project implementation.**

Need to strengthen financial monitoring of project

2.13 The Steering Committee is responsible for approving annual works programmes and monitoring the progress of works projects. In November 1995, the Islands District Working Group endorsed the footpath project proposal at an estimated cost of \$2 million. During the implementation of the project between June 1999 and March 2005, the HAD submitted progress reports to the Islands District Working Group (quarterly reports) and the Steering Committee (half-yearly reports) to keep them informed of the progress of the project. Audit examination revealed that the progress reports:

- (a) only showed the updated project estimate but did not show the original one of \$2 million; and
- (b) did not give reasons for the significant cost increase of the footpath project.

2.14 In August/September 2006, the HAD informed Audit that:

- (a) the \$2 million was only a rough estimate at the inception stage without considering the site conditions;
- (b) in June 1998, the project cost was revised to \$8.5 million after the completion of the project design. The revision was necessary, taking into account the site conditions and the consultancy fees for the design and supervision of the revised works; and
- (c) the cost increase from \$8.5 million to \$10.2 million was due to the need to engage Consultant B and to carry out additional geotechnical works and environmentally friendly measures.

2.15 The final cost was 510% of the original estimate for the project. In order to improve the monitoring of the progress of works projects, **Audit considers that the HAD should have kept the District Working Group and the Steering Committee informed of the significant cost increase.**

Need to provide important and relevant information in project proposal

2.16 As stated in the project proposal, the purpose of constructing the footpath was to provide access to three beaches and a pier (see para. 2.2(a)). During a field inspection in May 2006, Audit had the following observations:

- (a) ***Condition of the beaches.*** The three beaches were unattended and covered with debris (see Photograph 1 in para. 2.10);
- (b) ***Condition of the pier.*** The pier was in a dilapidated state (see Photograph 2); and
- (c) ***Alternative access.*** There was an existing footpath on the hilltop in the area providing access to the pier (see Figure 1 in para. 2.4), and to two of the three beaches.

Photograph 2

The dilapidated pier



Source: Photograph taken by Audit in May 2006

2.17 Audit noted that, in February and March 2001, a green group (Green Group A) raised a complaint over the justifications for constructing the new footpath as there was a hilltop path running parallel to the new one (see Figure 1 in para. 2.4). In reply, the HAD said that:

- (a) there was no proper access along the north coast and it was dangerous to walk along the coast;
- (b) in addition to providing access to the pier, the new footpath would provide a panoramic sea view and access to a few beaches and landmarks;
- (c) the existing footpath served a separate function by providing access to the villages on the hilltop and the graves in the area; and
- (d) members of the then Islands District Board supported the footpath project as it would provide better access and also promote tourism on Peng Chau.

2.18 In August 2006, the HAD informed Audit that, in 2001, the Peng Chau Rural Committee had been informed of the information mentioned in paragraph 2.17.

2.19 **Audit considers that the information mentioned in paragraphs 2.16 and 2.17 was relevant and significant, and should have been included in the project proposal for the consideration of the District Working Group and the Steering Committee.**

Need to make works projects environmentally friendly

2.20 In March 2001, another green group (Green Group B) expressed concern over footpaths built under the RPIS by the HAD. This green group opined that:

- (a) the footpaths built by the HAD were not environmentally friendly. They were over-designed with excessive concrete and railings, and created a significant blight on the scenic environment; and
- (b) in particular, the Peng Chau footpath project was damaging to the natural landscape.

2.21 In response to Green Group B's concern, the Home Affairs Bureau said that:

- (a) the HAD should pay due regard to preserving the natural beauty of the countryside in carrying out works projects; and
- (b) RPIS minor works projects should be environmentally friendly and there was considerable room for improvement in this regard.

2.22 In August 2006, the HAD informed Audit that, after discussing with the Peng Chau Rural Committee and Green Group B, the HAD took the following actions in the project:

- (a) replacing the plain grey concrete by the more natural light-brown coloured concrete;
- (b) planting trees and shrubs along sides of the footpath; and
- (c) using a new environmentally friendly product for constructing some slopes.

2.23 **Audit considers that the HAD should take into account the environmental impact when carrying out minor works projects.**

Audit recommendations

2.24 **Audit has recommended that the Director of Home Affairs should:**

- (a) **take measures to strengthen the HAD monitoring of the implementation of minor works projects with a view to ensuring that they are completed on time and within budget (see para. 2.12);**
- (b) **strengthen measures to monitor the work of consultants to ensure that:**
 - (i) **contractors are properly supervised to carry out the works in accordance with approved designs; and**
 - (ii) **early action is taken to rectify defective works, if any (see para. 2.12);**
- (c) **keep the District Working Groups and Steering Committees informed of any significant project cost increase and the reasons thereof (see para. 2.15);**
- (d) **in submitting project proposals for the consideration of the District Working Groups and the Steering Committees, provide full, relevant and significant information, such as:**
 - (i) **the expected utilisation of facilities to be built under the projects; and**
 - (ii) **the availability of similar facilities in the nearby areas (see para. 2.19); and**
- (e) **take into account the environmental impact when carrying out minor works projects, with a view to ensuring that they are environmentally friendly (see para. 2.23).**

Response from the Administration

2.25 **The Director of Home Affairs agrees with the audit recommendations in paragraph 2.24. She has said that:**

- (a) the HAD is cautious of the need to exercise due diligence in closely monitoring the implementation of minor works projects. For projects supervised by HAD staff, the performance of the contractors is closely monitored. If the contractors are found to have performed poorly, they will be considered for downgrading or even deletion from the HAD lists of approved contractors. Since 2004, the HAD has further strengthened the monitoring by holding monthly meetings with the staff responsible for projects to monitor the planning, works progress and the expenditure to ensure that they comply with the requirements. More frequent meetings will be held if the circumstances warrant;
- (b) in the case of consultant-led projects, the HAD has implemented the audit recommendation included in Director of Audit's Report No. 38 of March 2002 on avoiding to award too many projects to any consultant concurrently (in the present case, 25 projects were awarded to Consultant A — see para. 1.13). This audit recommendation would ensure that the consultants are able to effectively supervise the contractors in the construction works. The HAD has also followed guidelines promulgated by the Environment, Transport and Works Bureau on the management of consultants. The HAD will continue to closely monitor the performance of consultants in accordance with the Government's standard practice;
- (c) the HAD provides regular progress reports to the District Working Groups and Steering Committees on the progress, project estimate and anticipated completion date of individual projects for members' reference. To improve the mechanism, the HAD will consider revising the format of the progress report to show both the original and the revised estimated cost of a project, and to apprise members of any projects having significant cost increases with reasons. For projects such as footpaths, access roads and piers, the HAD will also consider providing information on the expected utilisation of the facilities and the availability of similar facilities in the vicinity for members' reference; and
- (d) the HAD has issued guidelines to its works staff to remind them to implement works projects in a more environmentally friendly manner and in harmony with the surrounding environment as far as possible. The HAD will continue to remind its works staff to observe these guidelines.

PART 3: IMPROVEMENT TO A PIER IN SHAM TSENG

3.1 This PART examines the HAD's implementation of a minor works project for improving a pier at Anglers' Beach, Sham Tseng.

Approval for the project

3.2 In November 1995, the Tsuen Wan District Working Group endorsed a proposal to carry out works to improve the Sham Tseng Pier (hereinafter referred to as the old pier) at Anglers' Beach. It was stated in the proposal that:

- (a) there was an increasing demand for marine traffic at the pier for:
 - (i) the licensed kaito service (ferry service using small motorised boats) between Sham Tseng and Ma Wan; and
 - (ii) transporting workers to Chek Lap Kok and North Lantau;
- (b) the capacity of the pier could not cope with the number of vessels berthing at the pier during morning and evening rush hours;
- (c) improvement works were required to increase the berthing capacity of the pier by adding a platform (14 metres by 8 metres) to the end of the pier head; and
- (d) the estimated cost of the project was \$0.5 million.

3.3 The Steering Committee subsequently included this minor works project in a package of 38 projects under the 1996-97 Programme of the RPIS Minor Works Programme. In March 1996, the Finance Committee of LegCo approved a lump-sum provision of \$230 million for this package of 38 projects.

Change in scope of the project

3.4 In September 1996, the MD advised the HAD that the proposed improvement works would require the closure of the pier for about one year. During consultation, the kaito operator using the pier and the Ma Wan Rural Committee suggested that a temporary pier should be provided during the closure of the pier. In February 1997, the Tsuen Wan District Working Group endorsed a proposal to change the project scope from improvement works to the old pier to constructing a new pier at an estimated cost of \$4 million.

3.5 During the design of the new pier, the HAD revised the project estimate to \$9.2 million in April 1998, and to \$12.3 million in June 1999. During the period, the HAD forwarded the design documents to the MD and CEDD for comments. In July 2000, the construction works commenced. In March 2002, the works were completed at a cost of \$11 million. The new pier was named “Pier at Anglers’ Beach” (hereinafter referred to as the new pier), and was constructed with a 60-metre walkway and a pier head of 325 square metres with three berths. It is located about 100 metres to the east of the old pier (see Photograph 3).

Photograph 3

Two piers at Anglers’ Beach, Sham Tseng



Source: Photograph taken by Audit in April 2006

Shallow water depth around the new pier

3.6 Soon after the completion of the new pier, in May 2002, the kaito operator providing the licensed kaito service between Ma Wan and Sham Tseng refused to use it. He continued to use the old pier, saying that the shallow water around the new pier was not suitable for berthing. In June 2002, based on the results of a sounding survey (Note 5) conducted by the contractor of the project (Contractor C), the HAD noted that:

Note 5: A sounding survey is a survey for measuring water depth using the echo sounding technique.

- (a) the minimum water depth around the new pier was only 1.35 metres (Note 6), which was shallower than the design minimum water depth of 2.09 metres; and
- (b) as such, the water depth was too shallow for safe navigation and berthing of large kaitos.

3.7 In July 2002, the HAD instructed Contractor C to perform dredging around the pier head of the new pier. After the dredging works, the kaito operator still refused to use it, saying that the water was not deep enough. He continued to use the old pier until the kaito service ceased in May 2005.

3.8 In September 2002, after further examination, the HAD found that a large area of the seabed around the new pier should also be dredged for kaito berthing. In September 2002, the HAD requested the CEDD to carry out an investigation and the necessary dredging.

3.9 In March 2003, after carrying out a sounding survey and a study of the geographical features of the surrounding area, the CEDD advised the HAD that:

- (a) the siltation near the pier was expected to be high. The seabed of the new pier and its approach area could be easily silted up; and
- (b) regular dredging to maintain an acceptable water depth would be required. In order to make allowance for siltation, a dredging depth deeper than the design minimum water depth of 2.09 metres would be required.

3.10 In April 2003, the CEDD proposed that:

- (a) the dredging depth should be set at 3.0 metres; and
- (b) in order to avoid damage to the pier foundation due to the dredging operation, the area within 12 metres of the pier head would not be dredged.

Note 6: *The minimum water depth is the distance between the lowest tide level and the seabed. (In technical terms, it is expressed as certain metres below Chart Datum — a reference level determined according to the lowest tide level in Hong Kong harbour. For example, a minimum water depth of 1.35 metres is expressed as 1.35 metres below Chart Datum, or -1.35 mCD.)*

In May 2003, the HAD agreed with the CEDD's proposal. In February 2004, the dredging works were completed at a cost of \$0.4 million. In March 2004, the new pier was open for public use, two years after its completion.

3.11 In March 2004, to ensure marine traffic safety, the HAD requested the MD to carry out sounding surveys to monitor the water depth around the new pier at six-month intervals. Up to June 2006, the MD had carried out four such sounding surveys. In the first two sounding surveys conducted in August 2004 and February 2005, the MD found no signs of siltation. In the third sounding survey conducted in August 2005, the MD:

- (a) found that there were signs of siltation at the western side of the pier;
- (b) informed the HAD of the survey results; and
- (c) asked to be informed of any plan or action to be taken.

3.12 In April 2006, the MD conducted the fourth sounding survey. Audit noted from the MD's survey results (see Appendix A) that:

- (a) the minimum water depth of a substantial part of the area around the pier head was less than 3.0 metres, indicating that siltation occurred after the dredging works in February 2004 (see para. 3.10); and
- (b) the minimum water depth of some seabed areas around the pier head was less than 2.0 metres, causing concern about the safety of navigation and berthing at the pier (see para. 3.6(b)).

3.13 In July 2006, Audit informed the HAD, the CEDD and the MD of the audit observations in paragraph 3.12.

Audit observations

Need to ensure safe navigation and berthing at new pier

3.14 In view of the MD's April 2006 survey results, Audit considers that the HAD needs to, in consultation with the CEDD and MD, take remedial measures to ensure safe navigation and berthing of vessels at the new pier.

Need to pay attention to water depth in new pier project

3.15 After noting the shallow water depth around the new pier in May 2002, the HAD consulted the CEDD and the MD on the causes of the problem. In its review, the HAD found the following deficiencies in the original design:

- (a) ***Location not suitable for pier construction.*** The HAD found the location not suitable for pier construction because:
 - (i) the original minimum water depth level around the pier location was only 1.05 metres, which was 1 metre shallower than the design minimum depth of 2.09 metres; and
 - (ii) although the dredging works could lower the seabed level to the design depth, the seabed would be covered again by sedimentation after some time; and

- (b) ***High siltation not identified during planning.*** In March 2003, the CEDD informed the HAD that:
 - (i) due to the intrusion of land (Note 7) and a nullah nearby, the siltation rate near the new pier was expected to be high;
 - (ii) most of the sediments flowing out from the nullah were likely to be deposited at the seabed near the new pier;
 - (iii) as the new pier was prone to be silted up, regular dredging to maintain an acceptable water depth would be required; and
 - (iv) if a pier were to be built at that location, the pier head had to be extended further from the coastline by about 20 to 30 metres to reach deeper water. This would help minimise the effect of siltation.

3.16 **In view of the findings in paragraph 3.15, Audit considers that, when designing a new pier in future, the HAD should ensure that the selected location is suitable for constructing it for the purpose intended.**

Note 7: *This referred to a piece of reclaimed land near the new pier.*

Need to take into account expected pier utilisation

- 3.17 During the planning for this project in 1995, the HAD said that:
- (a) many workers needed to travel from the old pier to the construction sites on Lantau Island; and
 - (b) the capacity of the old pier could not cope with the high demand for ferry and kaito services (see para. 3.2(a)).

3.18 Audit noted that, when the pier was completed in March 2002, the demand for ferry and kaito services in Sham Tseng had already diminished significantly. This was due to:

- (a) the completion of the major infrastructure projects on Lantau Island — hence fewer workers would travel to the construction sites there; and
- (b) the opening of the Lantau Link in May 1997 providing road transport between Lantau Island and the urban area.

Furthermore, since December 2002, a private developer on Ma Wan (Note 8) has been providing bus services (from Ma Wan to Tsing Yi and Kwai Fong) and ferry services (from Ma Wan to Central and Tsuen Wan). These services further reduced the patronage of the kaito service between Sham Tseng and Ma Wan. In May 2005, the kaito service ceased. Since then, there had been no licensed ferry or kaito services operating at the two piers at Anglers' Beach.

3.19 **Audit considers that the HAD should have taken into account the factors in paragraph 3.18 in proposing the new pier project.**

Need to review future maintenance

3.20 The old pier was built in 1962. In June 2001, the CEDD (which is the maintenance department for public piers) advised the HAD that this pier:

Note 8: *The developer was required to provide the transport services under an agreement with the Government in June 1997 concerning the development of Ma Wan.*

- (a) had severely deteriorated and was approaching the end of its design life; and
- (b) was beyond economic repair and strong justifications were required for continuing its maintenance.

3.21 In July 2001, the HAD replied to the CEDD that:

- (a) whether the new pier could replace the old one would require an assessment of the demand for berthing services in the area; and
- (b) under the scope of the project for constructing the new pier:
 - (i) there was no plan to demolish the old pier; and
 - (ii) there was no funding arrangement for the demolition.

3.22 In October 2003, the HAD requested the CEDD to continue maintaining the old pier for two years until the new pier could properly serve its functions, before taking action to demolish it. In early 2004, the CEDD informed the HAD that:

- (a) the old pier was over 40 years old and was beyond economic repair;
- (b) as a temporary maintenance measure, the pier was supported by steel beams to maintain its structural stability;
- (c) there would be safety hazards to continue using the old pier;
- (d) further maintenance would be very costly; and
- (e) demolition of the old pier should be carried out when the new pier could serve its functions.

3.23 Audit noted that, in the four years from 2001-02 to 2004-05, the CEDD incurred \$320,000 in maintaining the old pier. In June 2005, the CEDD estimated that repairs costing \$360,000 would be required to ensure the safety and stability of the old pier, if it were to continue in service. **Audit considers that the HAD should, in consultation with the relevant departments, critically review the need to maintain both piers at Anglers' Beach.**

Need to strengthen project financial monitoring

3.24 The cost of the pier project increased from \$0.5 million in November 1995 to \$11 million upon the completion of the project in March 2002. Audit noted that, similar to the audit observations in paragraphs 2.13 and 2.15, the HAD did not account for the cost increase in the progress reports submitted to the District Working Group and the Steering Committee. **Audit considers that the HAD should make improvement in this area by implementing the audit recommendation in paragraph 2.24(c).**

Audit recommendations

3.25 **Audit has recommended that the Director of Home Affairs should:**

- (a) **with a view to ensuring safe navigation and berthing at the new pier at Anglers' Beach, in consultation with the Director of Civil Engineering and Development and the Director of Marine:**
 - (i) **take remedial measures, such as examining whether routine dredging works are needed, to achieve the required minimum water depth around the pier; and**
 - (ii) **formulate a long-term plan for maintaining the required minimum water depth around the pier (see para. 3.14);**
- (b) **during the design of a pier:**
 - (i) **conduct an assessment of the water depth and siltation at the proposed site (see para. 3.16); and**
 - (ii) **take appropriate action, such as seeking expert advice from the MD and the CEDD, to ensure that the selected site is suitable (see para. 3.16);**
- (c) **in consultation with the Commissioner for Transport, critically assess the justifications for constructing a new pier, taking into account:**
 - (i) **anticipated future traffic which would use the pier; and**
 - (ii) **other planned transport services in the area (see para. 3.19); and**
- (d) **in consultation with the Director of Civil Engineering and Development and the Commissioner for Transport, review the need to maintain both piers at Anglers' Beach (see para. 3.23).**

Response from the Administration

3.26 The **Director of Home Affairs** agrees with the audit recommendations in paragraph 3.25. She has said that:

- (a) the HAD, CEDD and MD have critically reviewed the case and a meeting was held on 31 August 2006. The kaito service using the old pier had ceased operation in 2005. Since then, no licensed ferries have used the facility. Hence, the MD and CEDD have advised that the current seabed level could meet the present traffic need of sampan-type vessels, and no remedial measures are necessary at this stage. Notwithstanding this, the HAD will coordinate with the parties concerned to continue monitoring the situation. The MD will continue to monitor the water depth in the area. The CEDD will carry out maintenance dredging if found necessary (based on survey results of the MD) to ensure safe navigation and berthing at the new pier; and
- (b) the HAD will continue to seek expert advice from the CEDD and the MD in the planning and design stage of proposed pier projects. The HAD will ensure that the selected location is suitable for constructing a pier, and that the issues of water depth and siltation are suitably addressed before implementing such a project. The HAD will also consult relevant departments in assessing the justifications for constructing new piers, taking into account the future demand for ferry and kaito services as well as the other planned transport services in the areas.

3.27 The **Director of Civil Engineering and Development** has said that, regarding the review of the need to maintain two piers at Anglers' Beach, the CEDD will provide the necessary information to the HAD and the Transport Department for their consideration.

3.28 The **Commissioner for Transport** agrees with the audit recommendations in paragraph 3.25(c) and (d). He has said that:

- (a) in planning new public piers in future, the HAD should seek and consider the views and comments of other relevant departments, such as the CEDD and the MD; and
- (b) in reviewing the need to maintain two piers at Anglers' Beach, the HAD should take into account the views and comments of the MD and the Tsuen Wan District Office, particularly when the demolition of the old pier is considered.

PART 4: CONSTRUCTION OF A PIER ON LAMMA ISLAND

4.1 This PART examines the HAD's implementation of a minor works project for constructing a pier at Shek Pai Wan, Lamma Island.

Shek Pai Wan

4.2 Shek Pai Wan is a bay with a sandy beach located on the south-eastern part of Lamma Island (see Photograph 4). It is connected by a trail to Sok Kwu Wan and by a footpath to Mo Tat Wan. There are two licensed ferry services at Sok Kwu Wan, namely between Sok Kwu Wan and the Central District, and between Sok Kwu Wan and Aberdeen via Mo Tat Wan. There are two villages at Shek Pai Wan, namely Tung O and Yung Shue Ha.

Photograph 4

Shek Pai Wan, Lamma Island



Source: Photograph taken by Audit in June 2006

Approval for the project

4.3 In March 1995, the Islands District Working Group endorsed a proposal for constructing a public pier at Shek Pai Wan. It was stated in the proposal that:

- (a) there was no public pier at Shek Pai Wan;
- (b) local villagers requested a public pier for berthing of kaitos; and
- (c) the estimated cost of the proposed pier was \$8 million.

4.4 The Steering Committee subsequently included this minor works project in a package of 56 projects under the 1997-98 Programme of the RPIS Minor Works Programme. In March 1997, the Finance Committee of LegCo approved a lump-sum provision of \$120.7 million for this package of 56 projects.

4.5 In the project documents prepared by the HAD in December 1996, it was stated that:

- (a) Shek Pai Wan had a sandy seabed with large boulders near the location of the proposed pier;
- (b) there were extensive submerged rock strata in the area. Water was shallow for a large part of the seabed around the proposed pier; and
- (c) the proposal was to build a 150-metre pier across the large boulders at the centre of the bay to facilitate marine access (see Figure 2).

Figure 2

Pier and footpath projects at Shek Pai Wan



Source: HAD records

Change in scope of the project

4.6 In February 1997, the HAD sought the MD's consent for conducting a site investigation at the seabed of Shek Pai Wan. In giving consent, the MD advised the HAD that:

- (a) **the site for the proposed pier was covered with submerged rocks in shallow water; and**
- (b) **from the navigation safety point of view, it would be hazardous to navigate at Shek Pai Wan to approach the proposed pier.**

4.7 In view of the MD's advice, in October 1997, after considering other locations for the pier, the HAD:

- (a) decided to change the scope of the project from a pier to a loading and unloading platform (hereinafter referred to as a loading platform) for refuse collection; and
- (b) considered that the proposed loading platform would benefit the then Regional Services Department's (RSD — Note 9) refuse collection work, because the RSD staff were using small motorised sampans to go ashore on the beach to collect refuse at Shek Pai Wan.

4.8 Under the revised design of the project, the loading platform consisted of a 30-square-metre platform and a 30-metre walkway. In February 1999, the MD advised the HAD that:

- (a) the loading platform was not safe for public mooring or berthing;
- (b) the platform should only be used by designated refuse-collection vessels; and
- (c) a warning sign should be posted on the loading platform.

4.9 In July 2000, the construction works commenced. In January 2002, the loading platform was completed at a cost of \$4.6 million (see Photograph 5) with a warning sign (see Photograph 6) installed.

Note 9: *The then RSD and the then Urban Services Department were re-organised to form the FEHD and Leisure and Cultural Services Department on 1 January 2000. The refuse collection function of the RSD was taken over by the FEHD.*

Photograph 5

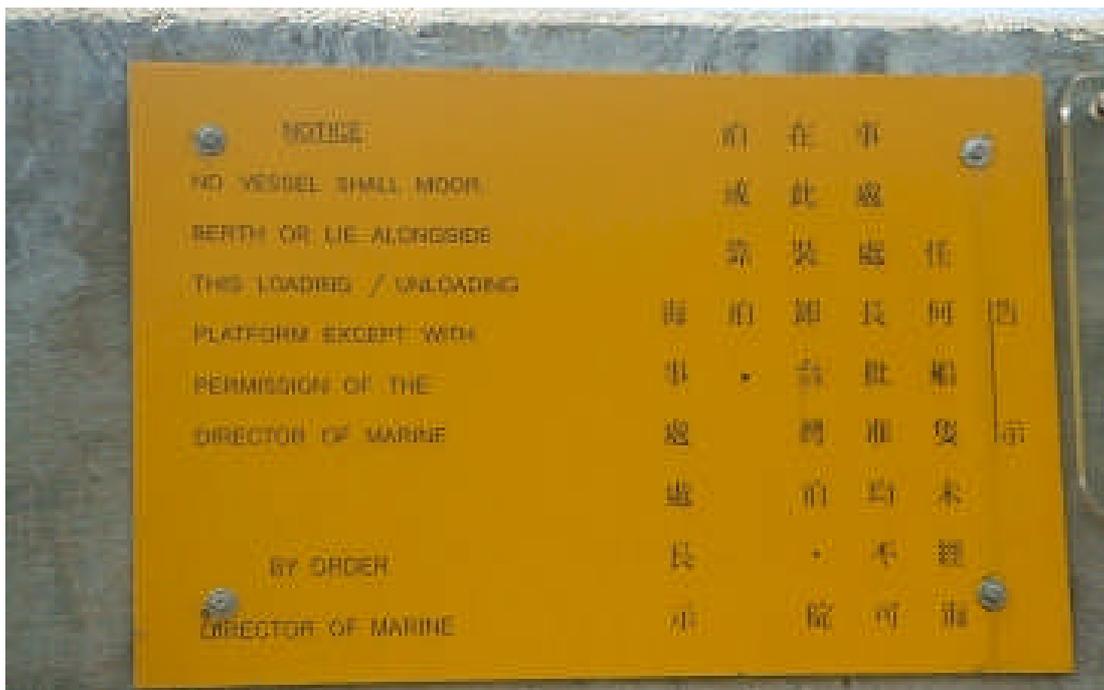
Loading platform at Shek Pai Wan



Source: Photograph taken by Audit in June 2006

Photograph 6

Warning sign posted on the loading platform



Source: Photograph taken by Audit in June 2006

Audit observations

Need to critically assess site constraints

4.10 As stated in the project documents prepared in December 1996, Shek Pai Wan is a shallow bay with a sandy seabed, large boulders and extensive submerged rock strata. Such site constraints should have been known at the time of proposing the public pier between 1995 and 1996 (see para. 4.5). Subsequent to the MD's advice in February 1997 that it was hazardous to navigate at Shek Pai Wan, the HAD still decided to build a loading platform instead of a public pier. **Audit considered that there was room for improvement in this regard.**

Need to provide full justifications in project proposal

4.11 In the project proposal of March 1995, it was stated that there was no public pier at Shek Pai Wan and the local villagers had requested one for kaito berthing. However, Audit noted that the HAD did not provide the following information in the proposal submitted to the District Working Group and the Steering Committee for consideration:

- (a) the estimated number of users of the proposed pier; and
- (b) the likelihood of a kaito service using the proposed pier.

4.12 Audit has found out that, according to the Census and Statistics Department (C&SD):

- (a) based on the 1991 Population Census, there were only 8 people living in the two villages at Shek Pai Wan, namely Tung O and Yung Shue Ha;
- (b) based on the 1996 Population By-Census, there were only 14 people living in the two villages; and
- (c) based on the 2001 Population Census, there were only 11 people living in the two villages.

Given the small population at Shek Pai Wan, Audit considers it doubtful whether a kaito service would have been provided, even if a pier had been constructed.

Need to seek user department's confirmation of need

4.13 Before the construction of the loading platform, the RSD staff used small motorised sampans to go ashore on the beach to collect refuse at Shek Pai Wan. In December 1997, the HAD informed the RSD that the loading platform would facilitate refuse collection without the need for RSD sampans to go ashore. As far as Audit could ascertain, the RSD did not reply to the HAD.

4.14 *Audit's field inspection.* At present, the FEHD is responsible for refuse collection (see Note 9 in para. 4.7(b)). The FEHD carries out refuse collection at Shek Pai Wan on a weekly basis. On 20 June 2006, with the assistance of the FEHD staff, Audit conducted a field inspection to observe the refuse collection at Shek Pai Wan. Audit observed that:

- (a) a refuse-collection vessel was used for the purpose;
- (b) because of the shallow water near the beach, a small motorised sampan was launched from the refuse-collection vessel;
- (c) the sampan went ashore at different points on the beach to collect bagged refuse (see Photograph 7); and
- (d) the FEHD staff did not use the loading platform for refuse collection.

Photograph 7

Refuse collection at Shek Pai Wan



Source: Photograph taken by Audit in June 2006

4.15 The FEHD refuse-collection staff informed Audit that:

- (a) they did not use the loading platform at Shek Pai Wan for refuse collection because they found it not convenient to do so;
- (b) they preferred using a sampan going ashore on the beach to using the loading platform for refuse collection; and
- (c) they adopted this practice at other bays, such as Mo Tat Wan, on Lamma Island even when a pier was provided.

4.16 **Based on the audit findings in paragraphs 4.13 to 4.15, Audit considers it questionable whether there was a need for providing the loading platform for refuse collection at Shek Pai Wan. Audit considers that there is a need for a review in this matter.**

Need to re-classify the loading platform

4.17 According to the MD, the loading platform was not safe for public use and should only be used for refuse collection. There is a sign (see Photograph 6 in para. 4.9) posted at the loading platform with this warning:

“No vessel shall moor, berth or lie alongside this loading/unloading platform except with permission of the Director of Marine.”

Up to July 2006, the MD had not received any application for permission to berth at the loading platform.

4.18 However, this loading platform was classified as a public pier in the CEDD’s inventory of piers (Note 10). **Audit considers that the loading platform should not be so classified.**

Audit recommendations

4.19 **Audit has recommended that the Director of Home Affairs should:**

- (a) **when submitting a minor works project for approval, critically assess the site constraints which would affect the viability of the project (see para. 4.10);**
- (b) **provide full justifications for a project proposal by disclosing:**
 - (i) **the target population to be served by the proposed facility (e.g. a pier — see para. 4.11(a)); and**
 - (ii) **for pier construction, the likelihood of a kaito or ferry service using the pier (see para. 4.11(b)); and**
- (c) **seek the user department’s confirmation of its operational needs for a proposed facility, if it is constructed solely for that department’s use (see para. 4.13).**

Note 10: *The CEDD’s inventory of piers comprises three categories, namely government piers, public piers and ferry piers.*

4.20 **Audit has also recommended that the Director of Food and Environmental Hygiene should, in consultation with the Director of Home Affairs, review whether the loading platform is required for refuse collection by the FEHD (see para. 4.16).**

4.21 **Audit has also recommended that the Director of Civil Engineering and Development should delete the loading platform at Shek Pai Wan from the CEDD's inventory of public piers (see para. 4.18).**

Response from the Administration

4.22 The **Director of Home Affairs** agrees with the audit recommendations in paragraph 4.19. She has said that:

- (a) at present, the HAD has a mechanism requiring the conduct of a feasibility study of a proposed project (including studying the site constraints) before seeking funding approval for its implementation;
- (b) the HAD will include in future project proposals information on the estimated population in the vicinity of the proposed facility. In the case of a pier project, the HAD will consult the Transport Department on the likelihood of a kaito or ferry service using the pier;
- (c) apart from this isolated incident, the HAD has not constructed other landing facilities solely for the use of a government department. Unless strongly justified, the HAD does not intend to construct future facilities under the RPW programme solely for the use of a particular government department; and
- (d) the HAD will review the future use and management of the loading platform at Shek Pai Wan in collaboration with the relevant parties.

4.23 Regarding the audit recommendation in paragraph 4.20, the **Director of Food and Environmental Hygiene** has said that:

- (a) the FEHD now deploys a cleansing contractor to clean up the beach and the adjacent area at Shek Pai Wan and to collect refuse on a weekly basis;
- (b) from the operational point of view and having regard to the shallow water and tidal condition of Shek Pak Wan, experience over the years has proved that it is very convenient to land a small boat ashore to collect the bagged refuse; and

- (c) therefore, the loading platform is not required for refuse collection.

4.24 The **Director of Civil Engineering and Development** agrees with the audit recommendation in paragraph 4.21. He has said that:

- (a) the CEDD has consulted the Transport Department, which is the management department for public piers, on the subject; and
- (b) on the understanding that the loading platform is not for public use, the CEDD has deleted it from the inventory of public piers.

PART 5: CONSTRUCTION OF A FOOTPATH ON LAMMA ISLAND

5.1 This PART examines the HAD's implementation of a minor works project for constructing an elevated footpath at Shek Pai Wan, Lamma Island.

Approval for the project

5.2 In November 1995, the Islands District Working Group endorsed a proposal for constructing an elevated footpath between Tung O and Yung Shue Ha at Shek Pai Wan, Lamma Island. It was stated in the proposal that:

- (a) the purpose of constructing the footpath was to provide access between Tung O and Yung Shue Ha. Without the footpath, villagers had to walk across a sandy beach to commute between the two villages. This was inconvenient and dangerous, especially at high tides;
- (b) the footpath would be connected to a proposed pier for kaito berthing at Shek Pai Wan (see para. 4.3);
- (c) the proposed footpath would be 450 metres long and 1.8 metres wide; and
- (d) the estimated cost of the footpath was \$4.5 million.

5.3 The Steering Committee subsequently included this minor works project in a package of 56 projects under the 1997-98 Programme of the RPIS Minor Works Programme (see para. 4.4).

Implementation of the project

5.4 In March 1999, a contractor (Contractor D) commenced the works. During a typhoon in October 1999, the footpath foundation was severely damaged by strong waves. The HAD's review of the damage revealed that:

- (a) the footpath design had not taken into account the impact of waves on its foundation; and

- (b) as the footpath was constructed near a beach and very close to the sea, the foundation design was not strong enough to withstand the waves during a typhoon or at high tides.

In the light of the findings, the HAD implemented measures to strengthen the footpath foundation and installed protection structures.

Change in footpath alignment

5.5 In November 1999, Contractor D found underground electricity cables and watermains along the footpath alignment. After reviewing the situation, the HAD revised the alignment to keep the footpath away from the underground cables and watermains. The footpath project was completed in September 2000 at a cost of \$7.1 million (see Photograph 8).

Photograph 8

Footpath at Shek Pai Wan



Source: Photograph taken by Audit in June 2006

Audit observations

Need to provide full justifications for footpath project

5.6 In the project proposal, it was stated that the purpose of constructing the footpath was to provide access between Tung O and Yung Shue Ha. Similar to the pier project in paragraph 4.11, Audit noted that the HAD did not disclose in the project proposal its estimate of the number of users of the footpath. The small population of the two villages concerned is available from the C&SD (see para. 4.12). **Audit considers that improvement in this area can be made by implementing the audit recommendation in paragraph 4.19(b).**

Need to provide important and relevant information in project proposal

5.7 As shown in Figure 2 in paragraph 4.5, there is an existing footpath on the hillside providing access between the two villages. Audit considers that this was important and relevant information, which should have been disclosed in the project proposal for the consideration of the District Working Group and the Steering Committee. **Audit considers that improvement in this area can be made by implementing the audit recommendation in paragraph 2.24(d)(ii).**

Need to review project when a significant justification no longer existed

5.8 In the project proposal, one of the justifications for the footpath was to provide access to a proposed pier to be constructed at Shek Pai Wan for kaito berthing (see para. 5.2(b)). However, in October 1997, the HAD decided to construct a loading platform instead of a public pier (see para. 4.7). As a result of the significant change in the scope of the pier project, the need for a footpath for kaito users no longer existed. At that time, the footpath project was in its design stage (the works only commenced in March 1999). **Audit considers that the HAD should have reviewed the need for the footpath project when a significant justification for building it no longer existed.**

Need to consider wave impact and underground utilities in footpath project

5.9 During the construction of the footpath, in October 1999, the HAD found that the footpath design had not taken into account the impact of waves on its foundation (see para. 5.4). In November 1999, underground electricity cables and watermains were found along the footpath alignment, causing a need to revise the footpath alignment (see para. 5.5). The project was completed at a cost of \$7.1 million, 158% of the original estimate of \$4.5 million. **Audit considered that there was room for improvement in this area.**

Need to maintain the condition of the footpath

5.10 The footpath was built for use by pedestrians and emergency vehicles (see para. 5.12(c)). However, during an audit field inspection on 20 June 2006, Audit found that there were thick sand deposits on some parts of the footpath. Such sand deposits covered the drainage channel and significantly narrowed the path width (see Photograph 9).

Photograph 9

Footpath partly covered with sand



Source: Photograph taken by Audit in June 2006

5.11 The sand deposits were brought to the footpath from the beach by strong wind or sea waves. Because of the re-alignment of the footpath closer to the beach (to avoid damaging the underground electricity cables and watermains — see para. 5.5), sand could easily cover the footpath. **In order that the footpath will be safe and convenient for use by pedestrians and emergency vehicles, Audit considers that the HAD needs to take remedial measures.**

Need to provide reliable population information

5.12 In October 1999, during the construction of the footpath, in response to a letter from a member of the public complaining about the visual and ecological impact of the footpath, the HAD said that:

- (a) the footpath would not only serve the villagers of Tung O and Yung Shue Ha, but would also be connected to a proposed loading platform to be constructed at Shek Pai Wan;
- (b) the footpath would serve the users better than the existing one which was built on the rocky hilltop. The new footpath was in general welcomed by the locals;
- (c) the footpath was 1.8-metre wide which would allow 1.4-metre wide miniature-type fire engines and ambulances to use it as emergency vehicular access; and
- (d) according to the information provided by the village representatives, there were 200 villagers living in Tung O and 300 in Yung Shue Ha.

5.13 As shown in paragraph 4.12, based on the C&SD's census results, there were only between 8 and 14 people living in the two villages in between 1991 and 2001. **Audit considered that there was scope for improvement in this area.**

Audit recommendations

5.14 **Audit has recommended that the Director of Home Affairs should:**

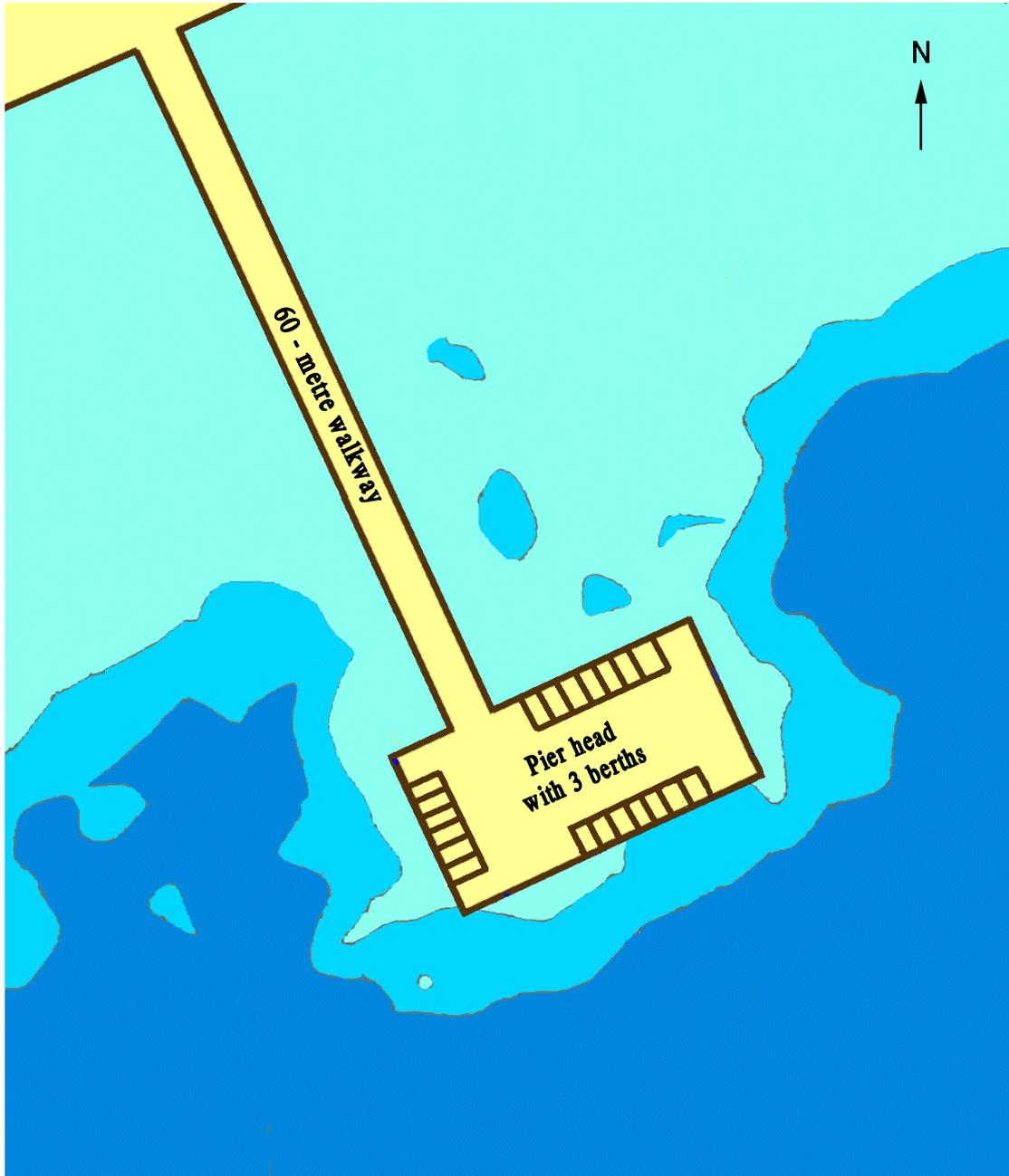
- (a) **conduct a review of the need for a minor works project when a significant justification for it no longer exists (see para. 5.8);**
- (b) **take into account existing underground utilities or the impact of waves in designing a footpath project, especially if the footpath is near the sea (see para. 5.9);**
- (c) **take measures to ensure that the footpath at Shek Pai Wan is cleared of sand deposits for safe passage of pedestrians and emergency vehicles (see para. 5.11); and**
- (d) **provide the public with reliable population information by consulting the C&SD (see para. 5.13).**

Response from the Administration

5.15 The **Director of Home Affairs** agrees with the audit recommendations in paragraph 5.14. She has said that:

- (a) under the current practice, the HAD will re-examine the justification for a project before giving funding approval for its implementation;
- (b) the HAD has procedures in place to ascertain the presence and alignment of any existing underground utilities in a project site during the planning, design and construction of the project. The HAD will closely monitor projects undertaken by consultants to ensure that the wave impact and underground utilities are taken into account in the designs if the alignment is near beaches or over underground utilities; and
- (c) the Islands District Office will take prompt action to remove the sand from the footpath to ensure public safety.

Sounding survey results around the new pier in Sham Tseng



- Legend:
-  Area with minimum water depth less than 2 metres
 -  Area with minimum water depth between 2 metres and 3 metres
 -  Area with minimum water depth more than 3 metres

Source: MD records

Acronyms and abbreviations

Audit	Audit Commission
C&SD	Census and Statistics Department
CEDD	Civil Engineering and Development Department
CWRF	Capital Works Reserve Fund
FEHD	Food and Environmental Hygiene Department
HAD	Home Affairs Department
LegCo	Legislative Council
MD	Marine Department
RPIS	Rural Planning and Improvement Strategy
RPW	Rural Public Works
RSD	Regional Services Department
UMW	Urban Minor Works