

For information  
on 9 July 2002

**LEGISLATIVE COUNCIL PANEL  
ON PLANNING, LANDS AND WORKS**

**Prison Development at Hei Ling Chau –  
Feasibility Study and Preliminary Site Investigation for  
Land Formation and Infrastructure Works**

**Purpose**

This paper informs Members of our proposal to carry out a feasibility study (FS) and preliminary site investigation (SI) for land formation and infrastructure works for a proposed prison development at Hei Ling Chau.

**Background**

2. It has been proposed that a new prison complex together with essential facilities be constructed at Hei Ling Chau. A plan showing the site and possible engineering options for the development is at **Enclosure I**. The scope of land formation and infrastructure works for the prison development comprises:

- (a) Formation of land for the prison development of 7,220 penal places and associated facilities;
- (b) Construction of seawalls and reclamation works using public fill;
- (c) Provision of transport facilities for the development, including piers, roads and a fixed crossing connecting Hei Ling Chau and Lantau Island; and
- (d) Provision of drainage, sewerage, water supply and related utility service to the development.

3. The new prison complex will co-locate all the existing penal institution facilities now located in the urban areas of Hong Kong Island and

Kowloon and all existing remand facilities to Hei Ling Chau. After the commissioning of the new prison and facilities, the total penal capacity under CSD will reach 13,860. Not only will the current overcrowding problem, which will persist until that time, be resolved, but also the forecast growth of the penal population until 2015 will be met.

4. In view of the scale and engineering significance of the development, FS and preliminary SI are needed to explore various engineering options for the project and to conduct detailed impact assessments for a selected option.

### **Scope and Nature of the FS and SI**

5. We propose to carry out the following:

(a) A feasibility study, including the following:

- (i) A preliminary engineering feasibility study on various options of seawalls and reclamation design and construction, and that of the fixed crossing and approach road;
- (ii) A preliminary planning and land matters study;
- (iii) A preliminary environmental impact assessment (EIA) on various engineering options including, but not limited to, assessments to determine the impacts on culture & heritage, landscape & visual quality, the ecology, water, air and noise;
- (iv) Subject to satisfactory results of the above preliminary studies and assessments, a detailed feasibility study and impact assessments of the selected scheme, including the following:
  - an environmental impact assessment;
  - a planning and land matters study;
  - an engineering feasibility study;
  - a drainage and sewerage study;
  - a traffic impact assessment;

- a marine traffic impact assessment;
  - a geotechnical and natural terrain hazard study;
  - a water supply impact assessment;
  - a cultural heritage impact assessment and archaeological investigation;
- (v) A sustainability assessment;
- (vi) Preliminary design and cost estimates;
- (vii) Implementation strategy, programmes, risk assessment; and
- (viii) Value Management Study.
- (b) Preliminary site investigation works including a geophysical survey and laboratory testing.

6. The FS will be carried out by consultants while the SI will be carried out under a separate contract or using term contract of the Geotechnical Engineering Office (GEO) of the Civil Engineering Department.

### **Justification**

7. The Correctional Services Department (CSD) currently operates a total of 24 penal institutions with a designated capacity of some 11,000. They are located at various parts of the territory – seven on Hong Kong Island, one in urban Kowloon and 16 in the New Territories, including six on Lantau and three on Hei Ling Chau. Many of the penal institutions are old, converted from buildings previously used for other purposes, and lacking in modern-day facilities. The outdated or non-purpose built design of some of the existing institutions has been the source of complaints, particularly about the poor environment and sub-standard facilities, and has caused operational and security problems to the CSD.

8. As a more pressing issue, CSD has been suffering from the problem of prison overcrowding over the past decade. The penal population reached a record high of some 14,200 in November 1996 with an overall occupancy rate of 140%. Overcrowding not only creates difficulties to prison

management in maintaining good order and discipline within the prison, but also creates tension among inmates, making it difficult for prison staff to administer rehabilitation programmes effectively to prepare inmates for reintegration into society.

9. As at 7 June 2002, the penal population stood at 12,659 representing an occupancy rate of about 115%. Overcrowding is most serious in the maximum security prisons, remand facilities and female prisons, which were operating at an average occupancy rates of 134%, 149% and 192% respectively. The penal population is expected to continue to grow and may reach 13,800 by 2015 (and 15,000 by 2024).

10. In order to solve the overcrowding problem in the existing penal facilities in Hong Kong, it has been proposed that the penal facilities on Hong Kong Island and Urban Kowloon and all existing remand facilities, together with an additional 2,600 penal places, be co-located on Hei Ling Chau under a prison development plan.

11. The co-located prison complex will be able to achieve a significant economy of scale. Substantial savings in operation and manpower costs can be realized. For example, only 700 additional staff would be required to cover the net increase of 2,600 penal places, instead of 1,100 which would otherwise be required under the conventional institution-by-institution approach, representing an annual saving of \$125 million in recurrent costs.

12. The purpose-built prison complex together with modern facilities will also greatly enhance prison management and enable the efficient and effective running of rehabilitation programmes, to the benefit of the inmates and eventually to the benefit of society as a whole.

13. The new facility will also enable the existing penal sites on Hong Kong Island and in urban Kowloon to be released for alternative development.

14. A territorial locational search for the prison complex was undertaken based on a set of criteria (refer to Enclosure II). Two possible site options at Hei Ling Chau and Kong Nga Po were identified for further consideration. Since Hei Ling Chau has less potential for alternative development in the long run from an overall planning point of view, we have

selected Hei Ling Chau for further pursuit.

15. The security and related issues of the project have already been thoroughly discussed at the Security Panel. We have addressed Members' concerns by reducing the number of penal places to be provided from 15,000 to 7,220.

16. To provide the land formation and infrastructure for the prison development, we need to conduct the FS and carry out preliminary SI works.

### **Financial Implications**

17. The capital cost for the prison development is about HK\$16 billion.

18. We estimate that cost of the FS and preliminary SI to be \$52.15 million in money-of-the-day (MOD) prices, made up as follows:

	\$ million	
(a) Consultants' fee for the FS	25.00	
(b) Site investigation works	23.00	
(c) Contingencies	5.00	
	<u>53.00</u>	(in Sep 2001 prices)
(d) Provision for price adjustment	<u>(0.85)</u>	
	<u>52.15</u>	(in MOD prices)

19. We have derived the MOD estimates on the basis of the Government's latest forecast of trend labour and construction prices for the period 2002 to 2005.

20. Subject to the approval of the PWSC and FC, we will award the consultancy assignment on a lump sum fee basis with provision for inflation adjustment. This is the standard form of agreement for a service of this type. The preliminary SI will be carried out under a separate remeasurement contract or using the Geotechnical Engineering Office term contract.

21. The FS and preliminary SI will not have recurrent financial consequences.

## **Public Consultation**

22. We will undertake public consultation at an early stage of the FS and also during the detailed impact assessments. In particular, the public can participate in the statutory EIA study in accordance with the EIA Ordinance to comment on the EIA project profile and the EIA report. We will consult the Advisory Council on the Environment and the District Council upon completion of the EIA accordingly.

## **Environmental Implications**

23. The FS and preliminary SI will not have adverse long-term environmental impacts. The SI works will cause insignificant disturbance to the ground or the seabed and will not generate construction and demolition materials (C&DM). We will carry out a statutory EIA study to look into the environmental acceptability of the project and mitigation measures required.

## **Way Forward**

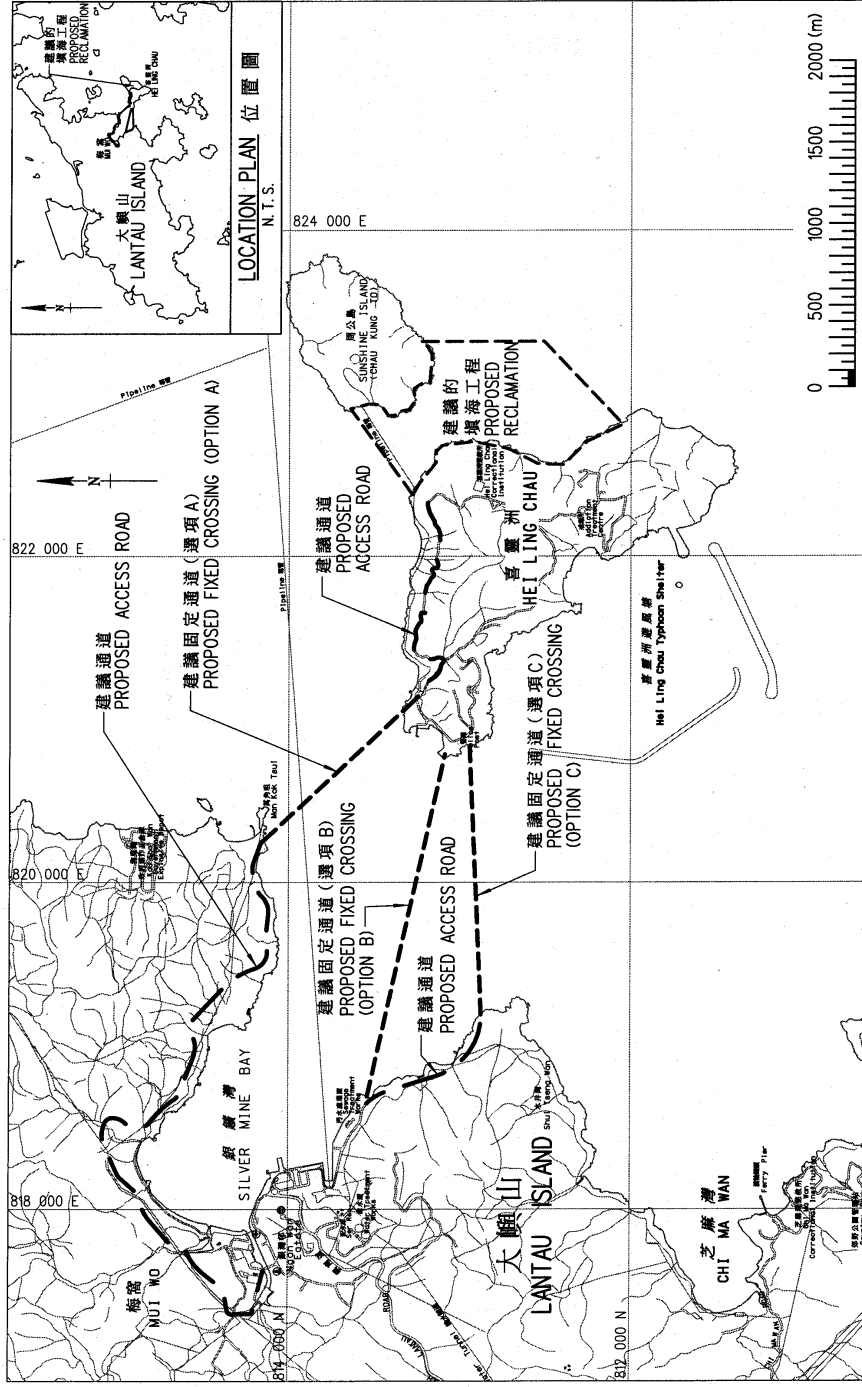
24. We plan to seek the Public Works Sub-Committee's endorsement for funding support in October 2002.

25. We plan to start the feasibility study and preliminary site investigation by end 2002 for completion in 2004.

Security Bureau

July 2002

Enclosure I



LOCATION PLAN 位置圖  
N.T.S.



CIVIL ENGINEERING DEPARTMENT 香港  
HONG KONG 土木工程署

PRISON DEVELOPMENT AT HEI LING CHAU - FEASIBILITY STUDY AND SITE INVESTIGATION FOR LAND FORMATION AND INFRASTRUCTURE WORKS  
喜靈洲監獄發展 - 為土地平整和基礎建設而進行的可行性研究及地盤勘测工作

**Broad Location Search Criteria**

1. Level land as far as possible to minimize cut and fill and allow a contiguous development.
2. Avoid private land as far as possible
3. Avoid villages, burial and fung shui grounds as far as possible.
4. Avoid Ramsar Site\* and as far as possible, wetland and ecological sites.
5. Avoid Sites of Special Scientific Interest and, as far as possible, sites of conservation importance, including archaeological sites.
6. Avoid Country Parks and proposed Country Parks that are at advanced stage of planning.
7. Avoid developed areas and agreed new development areas and be as far away as possible from planned and potential development areas.
8. Preferably land-based. If not possible, then island with fixed crossing.

\* “Wetland of International Importance” as listed under the Convention on Wetlands of International Importance (the Ramsar Convention).