

**For discussion
on 25 April 2016**

**Legislative Council
Panel on Administration of Justice and Legal Services**

**Renovation works for the West Wing of the former Central Government Offices
for office use by the Department of Justice and law-related organisations**

PURPOSE

This paper aims to brief Members on the proposed renovation works for the West Wing of the former Central Government Offices (former CGO) for use by the Department of Justice (DoJ) and law-related organisations (LROs).

PROPOSAL

2. As announced in the 2009-10 Policy Address, the former CGO Main and East Wings would be preserved for use by DoJ after the relocation of the bureaux to the new Central Government Complex at Tamar. The renovation works for the two Wings have been completed, and certain divisions or units of DoJ¹ have already been relocated to the two Wings.

3. The Government decided in December 2012 to adopt a re-use plan for the West Wing, under which the main body of the West Wing would be preserved and renewed for use by DoJ to accommodate its remaining offices that cannot be relocated to the Main and East Wings, as well as for use by LROs. This arrangement, together with a separate project concerning the former French Mission Building (FMB)², will on the

¹ The relevant offices include :

- (i) the Secretary for Justice's Office;
- (ii) the International Law Division;
- (iii) the Law Drafting Division;
- (iv) the Legal Policy Division;
- (v) some offices of the Civil Division; and
- (vi) some offices of the Administration and Development Division.

The Prosecutions Division still remains in the Queensway Government Offices.

² As announced in January 2014, DoJ would also take over the former FMB to provide space for use by LROs, on top of the space in the former CGO West Wing, after completion of necessary procedures. It would enable the former CGO and the former FMB to form a "Legal Hub". DoJ is taking forward the preparatory work for the renovation of the former FMB under a separate project, and will brief the Panel on the arrangement and the works required when details are available.

one hand provide an opportunity for DoJ to integrate all its divisions in the former CGO which can have the effect of enhancing operational efficiency, and on the other hand, implement the concept of “Legal Hub” with the presence of LROs.

THE PROJECT

Justifications

4. The Government’s decision to allocate the Main, East and West Wings for the use by DoJ, among others, demonstrates the emphasis it places on the rule of law and legal services. Under the original plan, DoJ’s offices which cannot be relocated to the Main and East Wings would continue to stay in the Queensway Government Offices (QGO) and outstation offices in the vicinity of Admiralty, which is not conducive to the department’s operation. The re-use plan of the West Wing enables all the relevant offices to be integrated in the three Wings to achieve overall operational and service efficiency. Offices of DoJ accommodated in buildings in the vicinity of Admiralty (including government-owned and leased properties) can then be released by phases for use by other government departments or be deleased to achieve rental saving³. Moreover, the provision of space in the West Wing (and the former FMB⁴) for use by LROs is conducive to achieving the policy objective of enhancing Hong Kong’s position as a hub for international legal and dispute resolution services in the Asia-Pacific region as stated in the Chief Executive’s 2013, 2014 and 2015 Policy Addresses as well as the Financial Secretary’s 2014 Budget Speech.

Space Provision for DoJ and LROs

5. The net operational floor area (NOFA) of the West Wing⁵ is about 12 900 square metres (m²). We will certainly make full and best use of the building. Under

³ Prior to the relocation to the former CGO Main and East Wings (Phase 1), DoJ occupied about 2 500 m² of rented offices in the vicinity of Admiralty. Upon relocation of some rented offices to the former CGO Main and East Wings as well as the QGO under Phase 1, rented office of about 1 800 m² (at an annual rental of about \$16 million) has already been released for use by the private sector (about 1 350 m² in Admiralty Centre and United Centre) or other government departments (about 450 m² in part of the rented offices in Harcourt House) to achieve rental saving. The remaining rented office will be released after the relocation to the former CGO West Wing (Phase 2) and more rental saving will be achieved.

⁴ See footnote 2 above.

⁵ NOFA is the floor area actually allocated to the users of a building for carrying out the intended activities. Unlike the construction floor area which takes into account all areas within the building structure envelope, NOFA does not include areas for such facilities (if any) as toilets, bathrooms and shower rooms, lift lobbies, stair halls, public or shared corridors, stairwells, escalators and lift shafts, pipe or services ducts, barrier-free access facilities, gender mainstreaming facilities, refuse chutes and refuse rooms, balconies, verandas, open decks and flat roofs, parking spaces, loading and unloading areas and mechanical plant rooms, etc. The NOFA of the West Wing is based on information in record drawings and the final figure will be subject to verification on site.

the current plan, the carpark area of 6/F and the space at 7/F to 13/F (amounting to about 9 900 m²) will be for use by DoJ and office area of 1/F to 6/F (amounting to about 3 000 m²) will be for use by LROs. The segregation of floors for DoJ and LROs will facilitate security and building management as well as enhance the independent image of LROs. For DoJ offices, we plan to relocate to the West Wing the remaining offices in the QGO and in the vicinity of Admiralty, mainly the Prosecutions Division as well as remaining offices of the Civil Division and the Administration and Development Division. Out of 9 900 m² for use by DoJ, about 7 600 m² will be occupied by existing offices to be relocated from the QGO and outstation offices in the vicinity of Admiralty and about 2 300 m² is to cater for existing shortfall in provision⁶.

6. As regards the space for use by LROs, as set out in the paper on provision of accommodation support for LROs in the former CGO West Wing and the former FMB submitted to the Panel in July 2014 (LC Paper No. CB(4)939/13-14(04)), the intention is that an area of about 4 500 m² (about 3 300 m² in West Wing plus about 1 200 m² in the former FMB) would be provided for accommodating LROs and that a two-stage approach will be adopted :

- (a) to set aside about 3 500 m² (Stage 1); and
- (b) to set aside a further area of about 1 000 m² for the purpose of accommodating other suitable LROs at a later stage (Stage 2).

We will take forward the implementation of the idea of the “Legal Hub” with regard to the relevant considerations including the needs of LROs⁷ which are to be housed in the Legal Hub and DoJ’s own need for space.

⁶ Since DoJ moved to the QGO in 1986, the department has been taking up increasing workload, and hence additional manpower resources were required. However, the increase in the provision of accommodation could not meet the increase in space demand and thus officers are working in a congested environment. In planning the relocation project, efforts have been made to re-organise the offices and review the space requirement based on the prevailing space standards of the Government to ensure that sufficient space can be made available to the department to meet its accommodation need and to address shortfall. Taking into account the Main Wing, East Wing and West Wing in the former CGO as a whole, the overall area available is about 24 070 m² (11 170 m² in the Main and East Wings plus 12 900 m² in the West Wing), out of which about 17 300 m² (9 700 m² in the Main and East Wings plus 7 600 m² in the West Wing) is to be occupied by offices in QGO and outstation offices before relocation, about 3 300 m² (1 000 m² in the Main and East Wings plus 2 300 m² in the West Wing) to meet shortfall, about 3 000 m² (in the West Wing) for use by LROs and about 500 m² (in the Main and East Wings) for preserving features with heritage value and existing facilities which have now been put to gainful use.

⁷ A “Committee on Provision of Space in the Legal Hub”, chaired by the Secretary for Justice with non-official members from relevant sectors, has been set up to consider matters relating to the provision of space to LROs in the Legal Hub. A total of 25 applications have been received and the applications are under processing.

The Proposed Works Project

7. In view of the historical significance of the West Wing (which was built in 1959), we have taken steps to minimise the impact on or alteration to the original building in planning the works project for the building. A site and location plan is at **Enclosure 1** and artist's impressions for the project are at **Enclosure 2**. The works in respect of the West Wing are broadly divided into four parts as set out in the following paragraphs, and are in line with the heritage impact assessment (HIA) report prepared for the project⁸ (see paragraphs 12 to 15 below).

(a) Conservation works

8. The objective of the conservation works is to preserve, repair and reinstate the character defining elements of the building with minimum intervention. The works include :

- (i) to preserve and restore external elevations and original finishes as appropriate. General repairs will be carried out on cracked or debonding finishes, spalled concrete and waterproof membranes, etc;
- (ii) to refurbish, alter and/or replace the steel windows as appropriate, to match the original profile and geometry and to enhance energy efficiency, acoustic and weatherproof performance;
- (iii) to remove the marble cladding on the elevation of the main entrance on the ground floor facing Queen's Road Central and restore to the original design intent in 1959;
- (iv) to preserve, refurbish and repair the existing projecting balconies and stairs between 5/F and 7/F (including the finishes and character of the open metal railings); and
- (v) to preserve the existing internal staircases, involving repairs and refinishing the terrazzo dado panels and timber railings.

(b) Restoration works

9. Restoration works include the demolition of obsolete facilities that are inconsistent with the proposed use and/or project objectives and reinstatement of the original design intent of the building. The details are as follows :

⁸ The heritage impact assessment for the West Wing project was conducted by the architectural practice Purcell, which has conducted heritage impact assessments locally and in overseas countries.

(i) *Enclosures to the original covered plaza design on 7/F*

The previous dental clinic enclosures and some plant rooms, which were later additions, are proposed to be demolished to reinstate the original covered plaza design with some greenery features on 7/F as far as practicable.

(ii) *Additional lift tower, lobby and covered carport at the east end of 7/F*

The lift tower, lobby and covered carport at the east end of 7/F, which were later additions in 1998, currently restrict the north-south views between the Main Wing and the West Wing. It is proposed to demolish these structures, and the original external finishes will be repaired as necessary to restore the original design intent in 1959.

(iii) *Exposed building services*

The exposed building facilities on the roof surface will be removed and a new air-conditioning plant will be placed on the top of the main lift core. All replacement pipes etc. will be tidied up and covered to reduce visual impact. The exposed building services that have been added to the surface of the building facing the public areas and streets will be removed and relocated in a less conspicuous manner.

(c) Conversion works

10. Works in this aspect mainly involve conversion works to meet statutory requirements, operational needs and current day standards to facilitate future office use by DoJ and LROs. The relevant details are as follows :

(i) *Compliance with statutory requirements*

- to provide a new fire escape stair at the centre of the long block to comply with maximum travel distances and allowable separation between stairs;
- to build a new fire escape stair and fireman's lift adjacent to the main lift core to comply with relevant prevailing requirements; and
- to alter the external access ramp at the ground floor main entrance to comply with barrier-free access requirements;

(ii) *Enhancement works to lift service*

- to provide a new fireman's lift at the east side of the lift core adjacent to the single existing lift;

- to construct two new lifts to serve the floors of the LROs; and
- to upgrade the lifts at the west end of the building and extend these lifts to serve 13/F for barrier-free access compliance and operational convenience;

(iii) *Improvement works to the roof*

- to provide a green roof with non-reflective solar panels to enhance greenery space and improve building environment. The new design will preserve the flat roof setting and will not impose excessive loading to the roof surface; and
- to provide enclosure at the existing deck at the west end of the building on 13/F for rain and solar protection to users.

(d) Enhancements for site planning and public access to the open compound

11. In line with the proposals in the HIA report for the project (see paragraphs 12 to 15 below), the following conversion works are to be done so as to enhance site planning and public access to the open compound at level of Lower Albert Road (i.e. at 7/F level of the West Wing) :

- to provide a new two-way vehicle ramp to 6/F carpark and access to the former FMB and St. John's Cathedral, to facilitate improved safety and an efficient two-way traffic route through the site that allows the open compound to be made more amenable to pedestrian use;
- to replace the existing tarmacadam surfacing at the open space and covered plaza on 7/F with granite pavers, which are more friendly to pedestrian use;
- to construct one new passenger lift to allow a separate and independent means of access by the public (including disabled persons) to the open space at 7/F level from the ground floor facing Queen's Road Central; and
- to renovate part of the original canteen on 7/F to provide a publicly-accessible corridor to connect the new public lift to 7/F and, subject to further study, the corridor is proposed to provide space for display of items with heritage value for public interpretation.

Heritage Implications

12. The West Wing (together with the Main Wing and East Wing) of the former CGO were accorded Grade 1 status by the Antiquities Advisory Board on 17 December

2012. In light of the historical significance of the West Wing, a HIA was carried out on the West Wing project. The HIA concluded that the proposed works to convert West Wing into offices of DoJ and LROs is feasible by proper conservation of the building. It was proposed in the HIA report that the following key character defining elements with heritage value be preserved, repaired or reinstated as far as possible with minimum intervention (photos showing the features concerned are set out in **Enclosure 3**) :

- (a) the original design of all elevations, including the exposed white concrete frame design, the finely dressed granite cladding surfaces, granite rubble plinth and the universal design of steel frame windows and the entrance connecting to 1/F Banking Hall (former shroff office of the Treasury) at the end of the short block;
- (b) the projecting windows in the original canteen on 7/F;
- (c) the projecting balconies and stairs between 5/F and 7/F;
- (d) the external signage at the main entrance at Queen's Road Central;
- (e) the overall flat roof design with curved corner projecting main lift core and tapered upper elevation at Ice House Street;
- (f) the original main open staircase conjoined with the lift lobby at each floor level at the west end of the building;
- (g) the original fire escape staircase with old fittings and setting, terrazzo dado finishes and timber railings at the end of the short block; and
- (h) the beech hardwood doors and frames in some offices.

13. We will ensure that the renovation works will comply with the various requirements and proposals set out in the HIA report.

14. We will further study the recommendations of the HIA report and decide on the most appropriate arrangement for public interpretation in consultation with the Antiquities and Monument Office, including the use of the publicly-accessible corridor on 7/F (which will connect the new passenger lift for public access from ground floor to 7/F) for displaying items with heritage value for public interpretation.

15. In line with the recommendations of the HIA report for the West Wing project, the fence at the top of the escarpment within the West Wing site along Lower Albert Road will be lowered and the gate within the site will be replaced by drop-arm barriers for vehicular control. DoJ will work closely with the relevant departments on the design

of the fence in the West Wing site to tie in with those in the open compound between the West Wing and the Main Wing (which will be a separate public open space project) in a holistic manner.

FINANCIAL IMPLICATIONS

16. The estimated cost of the project is about \$1,078.9 million in money-of-the-day prices. We estimate that annual recurrent expenditure arising from the project to be in the region of \$39.5 million.

ENVIRONMENTAL IMPLICATIONS

17. The project is not a designated project under the Environmental Impact Assessment Ordinance (Cap. 499). It will not cause long term environmental impacts. We have included in the project estimates the cost to implement suitable mitigation measures to control short term environmental impacts. During the works, we will control noise, dust and site runoff nuisances to levels within established standards and guidelines through the implementation of mitigation measures as required.

18. At the planning and design stages, we have already considered measures to reduce the generation of construction waste where possible. In addition, we will require the contractor to reuse inert construction waste on site or in other suitable construction sites as far as possible in order to minimise the disposal of inert construction waste at public fill reception facilities⁹. We will encourage the contractor to maximise the use of recycled/recyclable inert construction waste, and the use of non-timber formwork to further reduce the generation of construction waste.

19. At the construction stage, we will require the contractor to submit for approval a plan setting out the waste management measures, which will include appropriate mitigation measures to avoid, reduce, reuse and recycle inert construction waste. We will ensure that the day-to-day operations on site comply with the approved plan. We will require the contractor to separate the inert portion from non-inert construction waste on site for disposal at appropriate facilities. We will control the disposal of inert construction waste and non-inert construction waste at public fill reception facilities and landfills respectively through a trip-ticket system.

⁹ Public fill reception facilities are specified in Schedule 4 to the Waste Disposal (Charges for Disposal of Construction Waste) Regulation (Cap. 354N). Disposal of inert construction waste in public fill reception facilities requires a licence to be issued by the Director of Civil Engineering and Development.

ENERGY CONSERVATION, GREEN AND RECYCLED FEATURES

20. This project will adopt various forms of energy efficient features and renewable energy technologies, in particular :

- (a) water-cooled chillers (evaporative cooling tower using fresh-water);
- (b) variable speed drive for chillers;
- (c) automatic demand control of supply air;
- (d) brushless direct current motor for fan coil units;
- (e) task lighting; and
- (f) photovoltaic system.

21. Apart from the energy efficient measures set out above, the project will also include green features, such as greening on rooftop for environmental benefits, and the provision of a rainwater harvesting system for landscape irrigation.

LAND ACQUISITION

22. The project does not require any land acquisition.

PUBLIC CONSULTATION

23. The Antiquities Advisory Board discussed the HIA report in respect of the West Wing and endorsed the report at its meeting on 4 March 2015.

24. We consulted the Central and Western District Council on 21 May 2015 about the proposed project. District Council members had no in-principle objection to the project.

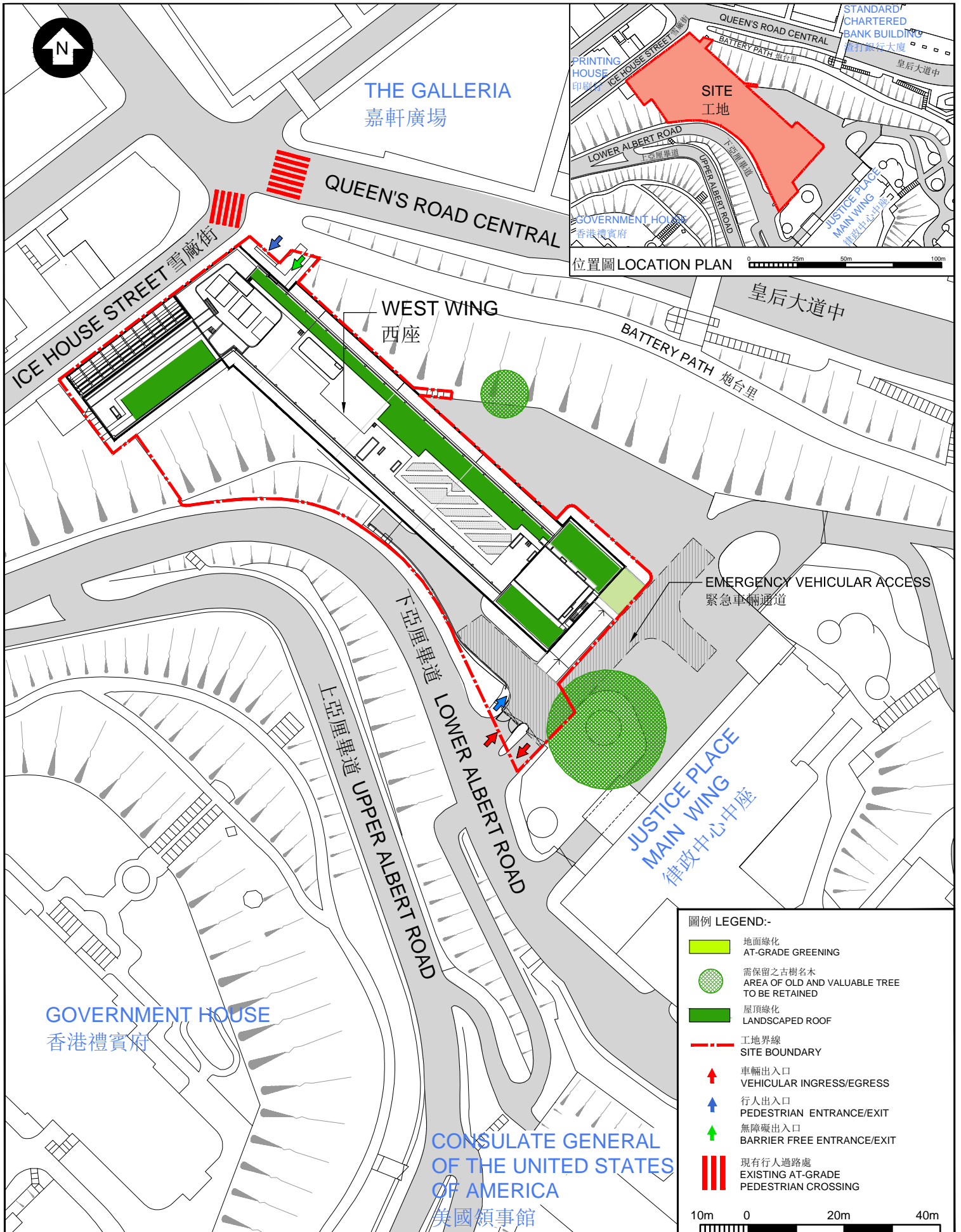
PROJECT PROGRAMME

25. Subject to Members' views, we plan to submit the funding application to the Public Works Subcommittee for consideration and the Finance Committee for funding approval within this legislative session. Subject to funding approval by the Legislative Council within this legislative session, we anticipate that the renovation works will commence in the fourth quarter of 2016 for completion by the fourth quarter of 2018.

ADVICE SOUGHT

26. Members are invited to support the proposed works.

Department of Justice
April 2016

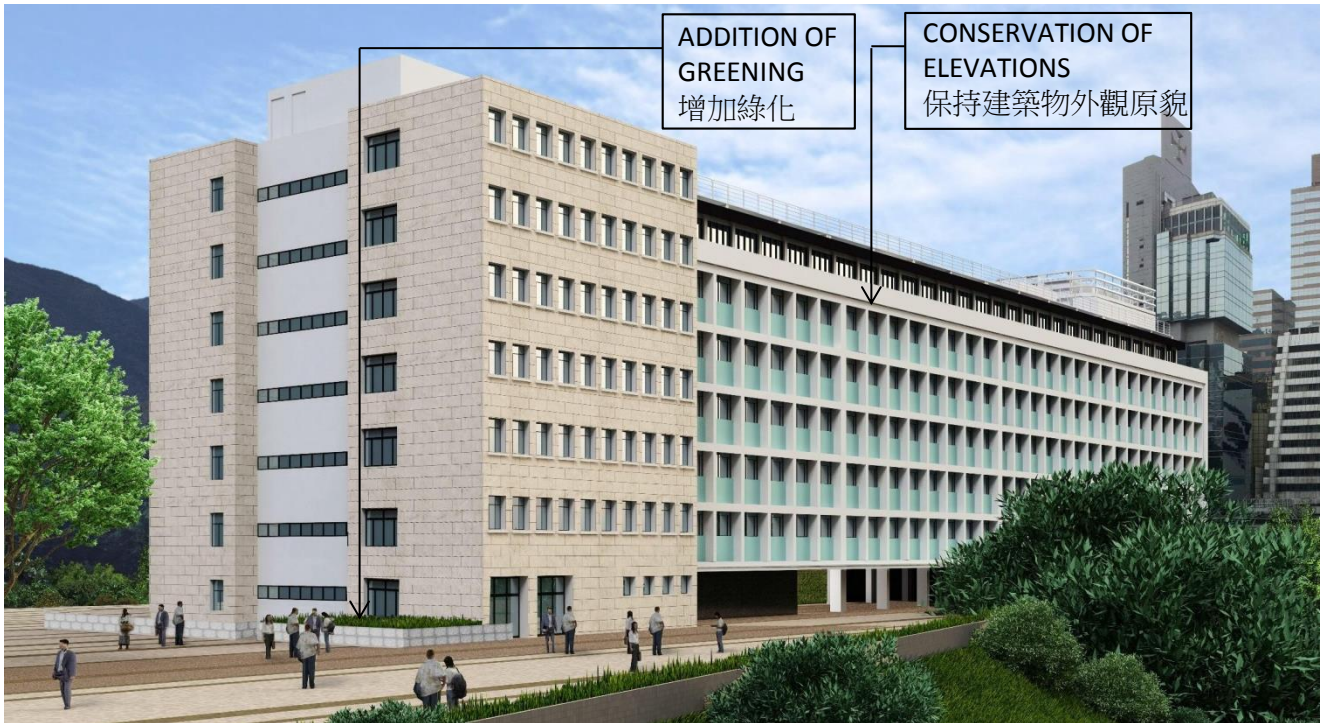


工地平面圖
SITE PLAN

118KA
前中區政府合署西座翻新工程以作律政司及法律相關組織辦公室用途
RENOVATION WORKS FOR THE WEST WING OF THE FORMER CENTRAL GOVERNMENT OFFICES FOR OFFICE USE BY THE DEPARTMENT OF JUSTICE AND LAW-RELATED ORGANISATIONS



ARCHITECTURAL SERVICES DEPARTMENT 建築署



從炮台里望向建築物的構思圖
VIEW OF THE BUILDING FROM BATTERY PATH (ARTIST'S IMPRESSION)



從皇后大道中鳥瞰建築物的構思圖
BIRD'S EYE VIEW OF THE BUILDING FROM QUEEN'S ROAD CENTRAL (ARTIST'S IMPRESSION)

構思圖
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FEATURES WITH HERITAGE VALUE TO BE PRESERVED

保育項目

- (a) The original design of all elevations
所有立面的原設計



- (b) The projecting windows in the original canteen on 7/F
7樓原來食堂位置凸出的窗戶



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FEATURES WITH HERITAGE VALUE TO BE PRESERVED

保育項目

- (c) The projecting balconies and stairs between 5/F and 7/F
5樓至7樓之間的凸出陽台和樓梯



- (d) The external signage at the main entrance at Queen's Road Central
皇后大道中入口外面的建築物名稱標示牌



- (e) The overall flat roof design with curved corner projecting main lift core and tapered upper elevation at Ice House Street
建築物整體突顯主升降機槽的平頂圓角設計，以及雪廠街建築上層的漸窄立面



保育項目
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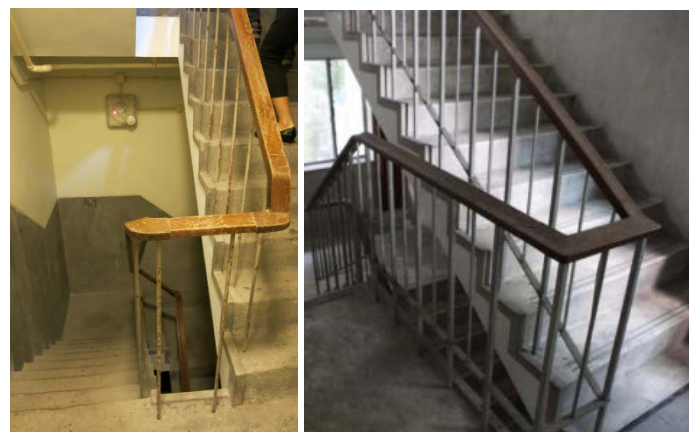
FEATURES WITH HERITAGE VALUE TO BE PRESERVED

保育項目

- (f) The original main open staircase conjoined with the lift lobby at each floor level at the west end of the building
位於大樓西端連接各樓層升降機大堂的原有主開放式樓梯



- (g) The original fire escape staircase with old fittings and setting, terrazzo dado finishes and timber railings at the end of the short block
位於短翼末端原有的走火樓梯，包括其舊式配件及環境、水磨石牆裙及木欄桿



- (h) The beech hardwood doors and frames in some offices
位於部分辦公室的硬櫟木門及門框



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