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Panel on Health Services

Background brief prepared by the Legislative Council Secretariat for the meeting on 19 March 2018

Five hospital projects under 10-year Hospital Development Plan

Purpose

This paper provides background information on the five hospital projects under the 10-year Hospital Development Plan ("the Development Plan"), namely establishment of a new acute hospital at Kai Tak Development Area ("KTDA"), phase one redevelopment of Grantham Hospital, redevelopment of Kwong Wah Hospital ("KW Hospital"), redevelopment of Our Lady of Maryknoll Hospital ("OLM Hospital") and phase one redevelopment of Queen Mary Hospital ("QM Hospital"), and summarizes the concerns of the members of the Panel on Health Services ("the Panel") on these hospital projects.

Background

The Development Plan

2. It was announced in the 2016 Policy Address that the Government had worked with the Hospital Authority ("HA") to devise a long-term public hospital development plan in order to facilitate timely commencement, progression and completion of major public hospital development projects for meeting future service needs. A dedicated provision of \$200 billion was earmarked for the implementation of the Development Plan in the next 10 years. The Development Plan covers (a) construction of a new acute public hospital at KTDA; (b) redevelopment or expansion of 11 existing public hospitals; (c) construction of three new Community Health Centres; and (d) construction of one new Supporting Services Centre. The projects would provide, among others, some 5 000 additional public hospital beds, over 90 new operating theatres, as well as around 2 800 000 additional annual capacity of specialist outpatient clinic ("SOPC") attendances and 430 000 additional annual capacity of general outpatient clinic attendances. A summary of the projects covered under the Development Plan is in **Appendix I**. The gists of those projects seeking

funding approval in the 2017-2018 legislative session are summarized in the following paragraphs.

Establishment of a new acute hospital at KTDA

3. The establishment of a new acute hospital at KTDA was proposed, among others, for meeting the projected demand for healthcare services from the population in KTDA and the service demand arising from the growing and ageing population of Wong Tai Sin, Kowloon City, Kwun Tong and Yau Tsim Mong districts. The facilities covered under the new hospital, which is located in the Kowloon Central ("KC") Cluster, include (a) 2 400 inpatient and day beds and associated medical and supporting facilities; (b) 37 operating theatres; (c) a neuroscience centre; (d) an oncology centre; (e) SOPCs with a capacity of 1 410 000 annual outpatient clinic attendance; (f) a community health centre; (g) oral maxillofacial surgery and dental unit; and (h) helipad.

Redevelopment of the Grantham Hospital

4. Opened in 1957, the Grantham Hospital which belongs to the Hong Kong West ("HKW") Cluster is a major tertiary referral centre specializing in comprehensive medical treatment for adult heart and lung diseases. It also provides geriatric medicine and palliative medicine services. The redeveloped Hospital will be positioned as an academic health science centre with the provision of a premier cancer centre providing services for the HKW Cluster and possibly the whole of Hong Kong Island. It will also house teaching and research facilities focusing on clinical and translational research. The whole phase one redevelopment project comprises the demolition of existing buildings of the Grantham Hospital for the construction of three new hospital blocks and link bridges, landscaping and road works.

Redevelopment of KW Hospital

5. Established in 1911, KW Hospital is a major acute hospital offering a comprehensive range of acute care services to population of Sham Shui Po, Kwai Tsing, Tsuen Wan and North Lantau districts. The hospital currently belongs to the KC Cluster.¹ The redevelopment of KW Hospital was announced in the 2012-2013 Budget Speech to address its inadequate space provision, outdated building services installation and inadequate service capacity to meet the increasing service demand. The whole redevelopment project includes decanting works, demolition of some existing buildings, phased construction of a new hospital complex, alternation and addition works to Tung

¹ HA has regrouped Wong Tai Sin ("WTS") district and Mong Kok area from the Kowloon West ("KW") Cluster to the KC Cluster since 1 December 2016. The re-grouping involved, among others, KW Hospital.

Wah Group of Hospitals Tsui Tsin Tong Out-patient Building, protection works for Tung Wah Museum as well as landscaping and road works.

Redevelopment of OLM Hospital

6. Founded by the Maryknoll Sisters in 1961, the Our Lady of Maryknoll Hospital ("OLM Hospital") became one of the public hospitals under the governance of HA in 1991. The Hospital focuses on total care for the physical, social, psychological and spiritual needs of its inpatients, outpatients and ambulatory patients. It is currently geographically located in the KC Cluster.² According to the Administration, the redevelopment project comprises demolition of the existing North and East wings for construction of a new hospital block as well as refurbishment of the existing Outpatient Department Building.

Redevelopment of QM Hospital

7. Established in 1937, QM Hospital is a major acute hospital in the HKW Cluster serving the population in the Central and Western and Southern Districts. It also serves as the teaching hospital of the Li Ka Shing Faculty of Medicine of The University of Hong Kong. According to the Administration, the redevelopment project aims to turn QM Hospital into a modern medical centre. To address its infrastructural problems such as outdated design, space shortage and limited accessibility, the redevelopment project will provide additional space and larger floor plates to meet operational needs, complement service developments and at the same time promote integrated medical research and education. The redevelopment project will be carried out in phases. The proposed scope of phase one redevelopment comprises (a) demolition of some hospital buildings; (b) site formation works; and (c) the subsequent design and construction of a new block and associated works.

Deliberations of the Panel

8. The Panel discussed the establishment of a new acute hospital at KTDA as well as the redevelopment of KW Hospital, OLM Hospital and QM Hospital at various meetings. The deliberations and concerns of members are summarized in the following paragraphs.

Establishment of a new acute hospital at KTDA

9. Members were supportive of the construction of the new acute hospital in KTDA, which would play a leading role providing a comprehensive range of

² HA has regrouped WTS district and Mong Kok area from the KW Cluster to the KC Cluster since 1 December 2016. The re-grouping involved, among others, OLM Hospital.

services in the KC Cluster and provide the central administrative functions of the KC Cluster. However, some members were concerned about the high estimated capital cost of the hospital which amounted to \$50 billion. The Administration advised that the calculation of the estimated cost of the project was based on, among others, the construction floor area of the hospital which was more than 400 000 square meters and the rate of construction inflation.

10. On the role of the new acute hospital, members were advised that similar to the role played by the QM Hospital in the Hong Kong region and the Prince of Wales Hospital in the New Territories region, the new acute hospital would provide not only cluster-based comprehensive range of services for the catchment population of the KC Cluster, but also quaternary services for patients of the Kowloon region. The emergency and acute medical needs of the population in the Kowloon region, in particular that of Wong Tai Sin district, would also be met by the new acute hospital. In addition, the Obstetrics and Gynaecology Department of the hospital would play a complementary role to support the adjacent Hong Kong Children's Hospital ("Children's Hospital"), which was being developed. Question was raised as to whether HA would re-organize its neuroscience services upon the setting up of a neuroscience centre under the new acute hospital. The Administration advised that the key functions of the neuroscience centre were to, among others, develop and promote new treatment that entailed advanced technology support, and provide a platform for research and professional training.

11. Some members were concerned about the accessibility of the new acute hospital. They were advised that a link bridge would be constructed to connect the two sites of the new acute hospital and the Children's Hospital. There would also be service subways connecting the Children's Hospital and the two sites of the new acute hospital to support the operation of the two hospitals. There was a view that there should be adequate public transport facilities, such as buses and public light buses, to facilities accessibility of the new acute hospital. The traffic impact assessment for the hospital site should also cover the proposed elevated monorail system under the proposed Environmentally Friendly Linkage System for Kowloon East.

Redevelopment of KW Hospital

12. Members noted that there would be multi-fold increase in the total floor area of the ambulatory care centre and a nearly 20% increase in the area for inpatient accommodation of the redeveloped KW Hospital. Question was raised about whether the services provided by the redeveloped KW Hospital, in particular the enhancement to ambulatory services and inpatient services to be brought about by the increase in floor area, could meet the future healthcare demand arising from the possible demographic change of the relevant districts. Members also noted that the redeveloped KW Hospital would accommodate

reprovisioned facilities for enhanced Chinese and Western medicine hospital services, with initial focus on the provision of outpatient service with conjoined consultations by Chinese and Western medicine practitioners, and a Chinese and Western medicine shared ward with more than 50 beds. Some members were of the view that the proposal of providing the above Chinese medicine services by Tung Wah Group of Hospitals on a self-financing basis ran contrary to the Administration's policy of fostering the development of Chinese medicine. In their view, HA should provide these services as part of its standard services.

13. The Administration advised that the estimation on the demand for healthcare services at KW Hospital would take into account the factor of cross-cluster service utilization, the demographic profiles of the residents of the catchment areas and the population projections. As the future model of care was to switch from inpatient care to ambulatory care, the redeveloped KW Hospital would provide one-stop multi-disciplinary services to patients with non-acute conditions at an ambulatory care centre. Inpatient beds currently being used by patients receiving ambulatory care would then become available for inpatient admission at the redeveloped KW Hospital. In gist, the patient services of KW Hospital would be enhanced through the provision of additional space for patient bed cubicles for bed-side clinical care activities and infection control; 350 additional day beds at the ambulatory care centre; additional facilities including eight procedural rooms for diagnostic and radiology services; 10 additional operating theatres and associated supported facilities; and 255 600 additional annual specialist outpatient attendance.

14. Members noted with concern that most of the services of the Queen Elizabeth Hospital ("QE Hospital"), including the Accident and Emergency ("A&E") service, would be relocated to the new acute hospital in KTDA upon its establishment. Members were concerned about how the redeveloped KW Hospital could meet the increase in A&E service demand arising from the above relocation, and the future use of the vacated site of QE Hospital.

15. The Administration advised that HA had formulated the Clinical Services Plan for the KC Cluster in 2016 which set out the guiding principles, models of care, clinical strategies and role delineation of hospitals for the KC Cluster. KW Hospital would continue to serve as an acute hospital to provide emergency care and elective services of general specialties with focus on ambulatory care services. Both KW Hospital and QE Hospital would continue to review and adjust as appropriate its service capacity having regard to the service demand. Members were also advised that HA planned to develop the vacated site of QE Hospital into a major ambulatory centre. The detailed planning for the redevelopment would be worked out at a later stage. It was expected that the ambulatory centre would partner with KW Hospital and the Kowloon Hospital to serve the catchment population of the KC Cluster, and provide territory-wide day services to patients.

16. There were suggestions that during the redevelopment period, clinical services of KW Hospital should be reprovisioned to other hospitals located in the KW Cluster. HA should also consider renting a premises to address the space shortage problem for storage and locating temporary hospital beds. HA assured members that KW Hospital would remain functional at all times during its in-situ redevelopment. HA had made appropriate decanting arrangements to remain essential clinical services on-site and arrangement to store less frequently used materials at premises outside KW Hospital. On the suggestion of arranging mobile outpatient clinics to alleviate the pressure of the A&E Department of KW Hospital during the redevelopment period, HA advised that A&E services of KW Hospital would not be affected under its phase one redevelopment. Separately, the physical location of KW Hospital rendered the provision of a mobile clinic near to the hospital infeasible.

17. Members were concerned that the whole redevelopment of KW Hospital would require a construction period of 107 months (i.e. 27 months more than the original schedule of 80 months as estimated at the technical feasibility stage) for completion in 2025. They requested the Administration and HA to expedite the completion of the whole project. The Administration and HA explained that additional construction period was required as there was a 35% increase in the total construction floor area of the new hospital complex of KW Hospital for enhanced patient services after a review of the design. More time was also needed in order to comply with the requirements of the Heritage Impact Assessment to mitigate the impacts of the redevelopment on the Tung Wah Museum. While the required completion time of the whole redevelopment project could hardly be shortened given that the project scale would be similar to that of constructing two new hospitals, HA would endeavour to complete the project according to the schedule.

Redevelopment of OLM Hospital

18. Members noted that the role of OLM Hospital would be reviewed taking into consideration the establishment of the new acute hospital at KTDA. There was a view that OLM Hospital should be redeveloped into a general hospital so as to better serve the healthcare needs of the residents in WTS district.

19. The Administration advised that the review would take the services currently provided by the Wu York Yu General Out-patient Clinic located nearby into account. OLM Hospital was planned to be redeveloped as a non-acute community hospital with focus on ambulatory care services, with a planned capacity of around 250 inpatient and day beds in total. The redeveloped OLM Hospital would partner with the new acute hospital to provide appropriate medical services for the community, including WTS district.

Redevelopment of QM Hospital

20. Given the limited accessibility of QM Hospital and that its A&E Department could only be accessed through a single, narrow two-lane road, concern was raised as to whether the relocation of A&E Department to the proposed new hospital block would enhance its accessibility. According to the Administration, there would be a second vehicular access route to QM Hospital from Pokfulam Road via a ramp through the lower levels of the proposed new hospital block, in order to bring ambulances to a podium where the future A&E Department would be housed.

21. Noting that the whole phase one redevelopment project took around nine years to complete (i.e. from 2014 to 2023), members called on the Administration to expedite its implementation and ensure that the redevelopment works would not affect A&E services, clinical services and the professional clinical training provided by QM Hospital. The Administration advised that the inpatient and clinical services of QM Hospital, including A&E services would not be affected by the proposed preparatory works of the redevelopment project. HA would also maintain close communication with the medical school of The University of Hong Kong to ensure that the redevelopment would cause minimal disruption to QM Hospital's provision of clinical training.

22. There was a view that additional space should be provided for under the redevelopment project for future expansion of QM Hospital. The Administration advised that in the future, the new hospital block would accommodate a number of existing clinical departments. The use of the space so vacated would be considered closer to the time of relocation after taking into account the prevailing healthcare service needs.

Recent developments

Establishment of the new acute hospital at KTDA

23. FC approved in July 2017 an amount of \$769.3 million in money-of-the-day ("MOD") prices for the carrying out of the preparatory works for the development of the new acute hospital at KTDA. According to the Administration, subject to the funding approval by FC, the proposed foundation, excavation and lateral support and basement excavation works for the new acute hospital would be commenced in the third quarter of 2018 for completion in the second quarter of 2021.

Redevelopment of KW Hospital

24. FC approved in April 2016 an amount of \$654.8 million in MOD prices for the carrying out of part of the main works (i.e. demolition, foundation works, and excavation and lateral support works) for phase one redevelopment of KW Hospital. According to the Administration, subject to the funding approval by FC, the substructure and associated works for phase one redevelopment of KW Hospital (which comprise construction of the first phase of a new hospital complex; provision of associated external and landscaping works; and consultancy services for contract administration and site supervision) would be commenced in the fourth quarter of 2018 for completion in the second quarter of 2021.

Redevelopment of Grantham Hospital and OLM Hospital

25. According to the Administration, subject to the funding approval by FC, the preparatory works of the phase one redevelopment of Grantham Hospital and the redevelopment of OLM Hospital would both be commenced in the second quarter of 2018 for respective completion in the second quarter of 2022 and the second quarter of 2020.

Redevelopment of QM Hospital

26. FC approved in July 2014 an amount of \$1,592.8 million in MOD prices for the preparatory works for the phase one redevelopment of QM Hospital. According to the Administration, subject to the funding approval by FC, the main works of the phase one redevelopment project, which involve demolition works and design and construction of a new block, would be commenced in the third quarter of 2018 for completion in the third quarter of 2024.

Relevant papers

27. A list of the relevant papers on the Legislative Council website is in **Appendix II**.

Summary of projects under the 10-year Hospital Development Plan

Hospital cluster	Proposed projects	Estimated additional provisions ¹			
		Beds	Operating theatres	Annual capacity of specialist outpatient clinic attendances	Annual capacity of general outpatient clinic attendances
Hong Kong West	Redevelopment of Grantham Hospital (phase 1)	-	3	-	-
	Redevelopment of Queen Mary Hospital (phase 1) - main works	-	14	-	-
Sub-total		-	17	-	-
Kowloon Central ²	Redevelopment of Our Lady of Maryknoll Hospital	16	-	75 900	20 800
	New Acute Hospital at Kai Tak Development Area	2 400	37	1 410 000	-
	Redevelopment of Kwong Wah Hospital - main works	350	10	255 600	-
	Community Health Centre ("CHC") at ex-Mong Kok market site	-	-	-	88 000
Sub-total		2 766	47	1 741 500	108 800
Kowloon East	Expansion of Haven of Hope Hospital	160	-	-	-
	Expansion of United Christian Hospital - main works (superstructure and remaining works)	560	5	681 800	-
Sub-total		720	5	681 800	-
Kowloon West	Redevelopment of Kwai Chung Hospital (phase 1)	80	-	254 000	-
	Redevelopment of Kwai Chung Hospital (phases 2 & 3)				
	Expansion of Lai King Building in Princess Margaret Hospital	400	-	-	-
	CHC in Shek Kip Mei	-	-	-	154 000
Sub-total		480	-	254 500	154 000

Hospital cluster	Proposed projects	Estimated additional provisions ¹			
		Beds	Operating theatres	Annual capacity of specialist outpatient clinic attendances	Annual capacity of general outpatient clinic attendances
New Territories East	Redevelopment of Prince of Wales Hospital (phase 2) (stage 1)	450	16	-	-
	Expansion of North District Hospital	600	-	180 000	-
	Development of a CHC in North District	-	-	-	176 000
Sub-total		1 050	16	180 000	176 000
New Territories West	Extension of operating theatre block for Tuen Mun Hospital	-	9	-	-
	Hospital Authority Supporting Services Centre at Tin Shui Wai	-	-	-	-
Sub-total		-	9	-	-
Total		5 016	94	2 857 800	438 800

Note

1. Actual deliverables of individual projects may be adjusted in the future subject to detailed planning and design.
2. Wong Tai Sin District and Mong Kok area, including Our Lady of Maryknoll Hospital and Kwong Wah Hospital, have been re-delineated from Kowloon West Cluster to Kowloon Central Cluster since 1 December 2016.

Source: *The Administration's written replies to Members' written questions in examining the Estimates of Expenditure 2017-2018*

**Relevant papers on the five hospital projects under
10-year Hospital Development Plan**

Committee	Date of meeting	Paper
Panel on Health Services	11.6.2012 (Item III)	Agenda Minutes CB(2)55/12-13(01)
	15.7.2013 (Item II)	Agenda Minutes CB(2)2162/14-15(01)
	17.2.2014 (Item III)	Agenda Minutes
	18.1.2016 (Item V)	Agenda Minutes
	15.2.2016 (Item IV)	Agenda Minutes
	15.5.2017 (Item IV)	Agenda Minutes CB(2)1589/16-17(01)