

ITEM FOR PUBLIC WORKS SUBCOMMITTEE OF FINANCE COMMITTEE

HEAD 703 - BUILDINGS

Law and Order – Correctional services

73LC – Reprovisioning of Victoria Prison at Lai Chi Kok old staff married quarters site

Members are invited to recommend to Finance Committee the upgrading of 73LC to Category A at an estimated cost of \$229.4 million in money-of-the-day prices for the reprovisioning of Victoria Prison at the old staff married quarters at the Lai Chi Kok Reception Centre.

PROBLEM

We need to reprovision the Victoria Prison (VP) currently located in the Central Police Station (CPS) Compound (i.e. the Central Police Station, Victoria Prison and the former Central Magistracy) in Central to the old staff married quarters of the Lai Chi Kok Reception Centre (LCKRC) at Butterfly Valley Road, Lai Chi Kok (LCK) to release the CPS Compound for the development of a heritage tourism attraction. We also need to address the severe overcrowding problem in female prisons.

PROPOSAL

2. The Director of Architectural Services (D Arch S), with the support of the Secretary for Security, proposes to upgrade 73LC to Category A at an

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estimated cost of \$229.4 million in money-of-the-day (MOD) prices for the reprovisioning of VP from its present location to the LCK old staff married quarters of LCKRC.

PROJECT SCOPE AND NATURE

3. The project site, comprising the old staff married quarters of LCKRC at Butterfly Valley Road and an adjacent site of the former Kowloon Motor Bus (KMB) depot, is about 8 800 square metres (m²) in size. The scope of 73LC comprises –

- (a) conversion of the existing six blocks of the LCK old staff married quarters into a temporary female prison (with a construction floor area (CFA) of about 13 460 m²) to provide 650 penal places with the following facilities –
 - (i) **Block 1 (seven storeys)** – a main gatelodge, administration and central control offices, a visitor's unit and storage areas;
 - (ii) **Block 2 (seven storeys)** – a sick bay, hospital wards and classrooms;
 - (iii) **Block 3 (ten storeys)** – workshops and a laundry room;
 - (iv) **Block 4 (four storeys)** – a kitchen, dining rooms and indoor and outdoor recreation areas;
 - (v) **Block 5 (11 storeys) and Block 6 (12 storeys)** – dormitory accommodation, segregation unit, communal showers and a library; and
- (b) construction of temporary buildings (with a CFA of about 3 156 m²) at the former KMB bus depot site to reprovision the existing operational facilities currently located in the old staff married quarters and to provide support facilities for the temporary female prison, which include –
 - (i) Escort and Support Group Office, Transport Pool Office, staff relations and welfare unit offices, barracks and storage areas;
 - (ii) open parking spaces for operational vehicles; and

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- (iii) a combined visitor registration unit for both the temporary female prison and the existing LCKRC (located adjacent to the project site).

A site plan is at Enclosure 1. We plan to start the construction works in March 2004 for completion in October 2005.

JUSTIFICATION

4. The Victoria Prison, built in 1842, is a declared monument with historic value and is part of the CPS Compound. To showcase Hong Kong's unique cultural heritage to local residents and overseas visitors, the Government is taking forward a proposal to develop the CPS Compound into a heritage tourism facility. Details of the proposal are set out in a Legislative Council Brief issued by the Economic Development and Labour Bureau on 25 April 2003 (LC Paper No. CB(1)1495/02-03(01)). Subject to the decommissioning of VP and proper reprovisioning of its 438 penal places elsewhere, the VP site can be released for the proposed development.

5. Permanent reprovisioning of VP can be achieved by developing the proposed mid-sized prison complex in Hei Ling Chau which is scheduled for 2013, subject to feasibility study and funding approval. To meet the move-out schedule by end 2005, it is necessary to temporarily reprovision VP to meet the shortfall of penal places from 2005 to 2013.

6. Separately, in the last two years, there has been a serious upsurge of admission into the female prisons, which recorded an average occupancy rate ranging from 152% to 266%. The average occupancy rate of all female prisons in 2002 was 170% (average 2 305 prisoners), with the highest average rate of 238% recorded in the Tai Lam Centre for Women. It is forecast that the high admission rate of female prisoners will sustain. This problem must also be tackled before completion of the proposed mid-sized prison complex scheduled for 2013. Therefore, instead of a strict like-for-like reprovisioning plan for 438 places, we would take the opportunity to make the full, most cost-effective use of the existing superstructures of the old quarters to provide 650 places (an addition of 212 places), with a view to alleviating the overcrowding problem in female prisons.

7. The proposed conversion has the following advantages –

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Planning Consideration

- (a) The old staff married quarters is part of the whole LCKRC. The former KMB bus depot also falls within Government land and is adjacent to the existing penal institution. The proposed conversion should not affect the surrounding land uses.

Cost Consideration

- (b) The proposed conversion can make the best use of the existing superstructures of the old staff married quarters to provide some 650 penal places in a cost-effective manner.

Site Availability

- (c) The old staff married quarters and the former KMB bus depot site have already been vacated and are ready for immediate redevelopment.

Timing Consideration

- (d) There is a need to decommission VP within a very tight time frame. The overcrowding problem in female prisons is very serious and requires prompt interim solution before completion of the proposed mid-sized prison complex. As the proposed site is readily available with no rezoning requirement and the superstructures are already in place, development time can be shortened to meet our needs.

FINANCIAL IMPLICATIONS

8. We estimate the capital cost of 73LC to be \$229.4 million in MOD prices (see paragraph 9 below), made up as follows –

	\$ million
(a) Site works	3.6
(b) Piling and foundations	4.1

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	\$ million	
(c) Building	87.3	
(i) conversion works	68.7	
(ii) temporary support buildings	18.6	
(d) Building services	71.9	
(i) conversion works	62.5	
(ii) temporary support buildings	9.4	
(e) Drainage and external works	28.1	
(f) Furniture and equipment ¹	30.1	
(g) Consultants' fees for quantity surveying services	2.1	
(h) Contingencies	19.5	
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Sub-total	246.7	(in September 2002 prices)
(i) Provision for price adjustment	(17.3)	
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Total	229.4	(in MOD prices)
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A breakdown of the estimate for consultants' fees by man-months is at Enclosure 2. The CFA of 73LC is about 16 616 m², including 13 460 m² for the conversion works for the female prison and 3 156 m² for the support buildings. The estimated construction unit costs of the conversion works and the support buildings, represented by building and building services costs, are \$9,747 per m² of CFA and \$8,872 per m² of CFA respectively in September 2002 prices.

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¹ The estimated cost of furniture and equipment is an indicative figure based on items required in similar correctional institutions as well as electrical gates and CCTVs for common areas/corridors and passage gates.

9. Subject to approval, we will phase the expenditure as follows -

Year	\$ million (Sep 2002)	Price adjustment factor	\$ million (MOD)
2003 - 04	0.1	0.94300	0.1
2004 - 05	40.0	0.93003	37.2
2005 - 06	120.0	0.93003	111.6
2006 - 07	54.0	0.93003	50.2
2007 - 08	32.6	0.93003	30.3
	246.7		229.4

10. We derived the MOD estimates on the basis of the Government's latest forecast of trend labour and construction prices for the period 2003 to 2008. We will tender the project as a design-and-build contract. We intend to award the contract on a fixed-price lump-sum basis because we can clearly define the scope of works in advance, leaving little room for uncertainty.

11. No additional annual recurrent expenditure is required for this project.

PUBLIC CONSULTATION

12. We consulted the Sham Shui Po District Council on the project on 11 March 2003. Members of the Council supported the project.

13. We briefed the Legislative Council Panel on Security and Panel on Economic Services on the proposal to develop the CPS Compound into a heritage tourism attraction and to re-provision facilities for the existing users (including the current project) at a joint meeting on 28 April 2003. Panel Members generally supported the proposal.

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ENVIRONMENTAL IMPLICATIONS

14. The project is not designated under the Environmental Impact Assessment Ordinance. It will have no adverse environmental impacts. Nevertheless, we have engaged a consultant to carry out a survey on the presence of asbestos containing materials (ACM) and will submit an Asbestos Investigation Report under the Air Pollution Control Ordinance (APCO). If ACM is present, it will be removed and disposed of prior to the commencement of construction works in accordance with the APCO and Waste Disposal Ordinance.

15. During construction, we will control noise, dust and site run-off nuisances to within established standards and guidelines through the implementation of mitigation measures in the relevant contracts. These measures include the use of silencers, mufflers, acoustic lining or shields for noisy construction activities, frequent cleaning and watering of the site, and the provision of wheel-washing facilities.

16. At the planning and design stages, we have considered measures to reduce the generation of construction and demolition (C&D) materials. We have introduced more prefabricated building elements into the project design to reduce temporary formwork and construction waste. These include dry-wall partitioning and proprietary fittings and fixtures. We will use suitable excavated materials for filling within the site to minimise off-site disposal. In addition, we will require the contractor to use metal site hoardings and signboards so that these materials can be recycled or reused in other projects.

17. We will require the contractor to submit a waste management plan (WMP) for approval. The WMP will include appropriate mitigation measures to avoid, reduce, reuse and recycle C&D materials. We will ensure that the day-to-day operations on site comply with the approved WMP. We will control the disposal of public fill and C&D waste to designated public filling facilities and landfills respectively through a trip-ticket system. The contractor will be required to separate public fill from C&D waste for disposal at appropriate facilities. We will record the disposal, reuse and recycling of C&D materials for monitoring purposes. We estimate that the project will generate about 5 700 cubic metres (m³) of C&D materials. Of these, we will reuse about 900 m³ (15.8%) on site, 3 900

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m³ (68.4%) as fill in public filling areas², and dispose of 900 m³ (15.8%) at landfills. The notional cost of accommodating C&D waste at landfill sites is estimated to be \$112,500 for this project (based on a notional unit cost³ of \$125/m³).

LAND ACQUISITION

18. The project does not require land acquisition.

BACKGROUND INFORMATION

19. The CPS Compound is now occupied by the Hong Kong Police (HKP), Correctional Services Department (CSD) and Immigration Department (ImmD). To facilitate the redevelopment of the CPS Compound into a heritage tourism attraction, all existing users have agreed in principle to move out of the site by 2005, subject to proper reprovisioning of the existing facilities beforehand. Apart from CSD, HKP and ImmD also have plans to reprovision their existing facilities. Details can be found in an Information Paper issued on 24 April 2003 (LC Paper No. CB(1)1495/02-03(02)).

20. We upgraded 73LC to Category B in December 2002. We engaged consultants to carry out a risk assessment on the liquefied petroleum gas installation at the LCKRC compound and a Town Gas off-take adjacent to the project site, a building survey and an asbestos survey in February 2003, a Preliminary Environmental Review (PER) in March 2003, and quantity surveying in April 2003 at a total cost of \$2 million. We charged this amount to block allocation **Subhead 3100GX** "Project feasibility studies, minor investigations and consultants' fees for items in Category D of the Public Works Programme". The consultants have completed the risk assessment, building survey, asbestos survey and PER, and the quantity surveying is in progress.

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² A public filling area is a designated part of a development project that accepts public fill for reclamation purposes. Disposal of public fill in a public filling area requires a licence issued by the Director of Civil Engineering.

³ This estimate has taken into account the cost for developing, operating and restoring the landfills after they are filled and the aftercare required. It does not include the land opportunity cost for existing landfill sites (which is estimated at \$90/m³), nor the cost to provide new landfills (which are likely to be more expensive) when the existing ones are filled. The notional cost estimate is for reference only and does not form part of this project estimate.

21. We estimate that the proposed works under 73LC will create some 215 jobs, comprising ten professional staff, 20 technical staff and 185 labourers, totalling 3 850 man-months.

Security Bureau
May 2003

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old staff married quarters site**

Breakdown of the estimate for consultants' fees

Consultants' staff costs		Estimated man- months	Average MPS* salary point	Multiplier	Estimated fee (\$ million)
Quantity surveying services (Note 1)	Professional	-	-	-	1.5
	Technical	-	-	-	0.6
Total consultants' staff costs					<u>2.1</u>

*MPS = Master Pay Scale

Note

- The consultants' staff cost for quantity surveying services is calculated in accordance with the existing consultancy agreement for the provision of quantity surveying services at post-contract stage. The post-contract stage of the assignment will only be executed subject to Finance Committee's approval to upgrade 73LC to Category A.