ITEM FOR PUBLIC WORKS SUBCOMMITTEE OF FINANCE COMMITTEE

HEAD 708 – CAPITAL SUBVENTIONS AND MAJOR SYSTEMS AND EQUIPMENT

1QW – Revitalisation Scheme - Conversion of Old Tai O Police Station into Tai O Heritage Hotel

Members are invited to recommend to Finance Committee the upgrading of **1QW**, entitled "Revitalisation Scheme - Conversion of Old Tai O Police Station into Tai O Heritage Hotel" to Category A at an estimated cost of \$66.7 million in money-of-the-day prices.

PROBLEM

Old Tai O Police Station (the Police Station) would be converted into a boutique hotel (the Project) by a selected non-profit-making organisation (NPO) under the Revitalising Historic Buildings Through Partnership Scheme (Revitalisation Scheme). The selected NPO (i.e. Hong Kong Heritage Conservation Foundation Limited (HCF)) needs to carry out the main works of conversion of the Police Station at Government cost.

PROPOSAL

2. The Commissioner for Heritage, with the support of the Secretary for Development and on the advice of the Director of Architectural Services, proposes to upgrade the remaining part of **1QW** to Category A at an estimated cost of \$66.7 million in money-of-the-day (MOD) prices for the selected NPO to carry out the main works for the Project.

/PROJECT

PROJECT SCOPE AND NATURE

3. The scope of works under **1QW** comprises the conversion of the Police Station into a boutique hotel for accommodating the following facilities –

- (a) nine suites;
- (b) a café/restaurant;
- (c) a library;
- (d) an exhibition area; and
- (e) other ancillary facilities.

4. The site plan is at Enclosure 1. A perspective of the proposed boutique hotel is at Enclosure 2. Floor plans are at Enclosures 3 to 5 and the elevations are at Enclosures 6. We plan to commence construction works in January 2010 for completion by June 2011 and commence operation of the boutique hotel in the third quarter of 2011.

JUSTIFICATION

Policy Objective of Adaptive Re-Use of Historic Buildings

5. In February 2008, we invited NPOs with charitable status under section 88 of the Inland Revenue Ordinance to apply for adaptive re-use of selected government-owned historic buildings in the form of social enterprise (SE) under the Revitalisation Scheme. The Scheme aims to achieve the dual objectives that historic buildings will be preserved and at the same time be made available for use in the best interest of the community. Details of the Revitalisation Scheme were set out in the Legislative Council (LegCo) Paper No. CB(2)637/07-08(03) dated 20 December 2007.

6. Following a vigorous and competitive process, and upon the advice of an Advisory Committee comprising experts from various fields, we selected six NPO projects under Batch I of the Revitalisation Scheme and reported the selection results to Members vide LegCo Paper No. CB(1)816/08-09(03). During discussions

/at

at the Panel meeting on 24 February 2009, Members noted that the selected NPOs would in fact become "agents of heritage conservation" for Government as they would not hold title to the land/building; their SEs would operate on these Government-owned historic buildings on a tenancy basis. Moreover, the performance of their SEs would be closely monitored through the terms of service/tenancy agreements to ensure that the level of service and provision of public access stated in their proposals were fully complied with. For Old Tai O Police Station, the successful applicant, HCF, proposes to convert the Police Station into the Tai O Heritage Hotel. Details on the selection of the Project are at Enclosure 7.

7. As provided for under the Revitalisation Scheme, selected NPOs would, subject to LegCo Public Works Subcommittee (PWSC) / Finance Committee (FC)'s approval, be given a capital grant to meet the cost of renovation. We have accordingly devised the procedures for delivery of capital works under the Revitalisation Scheme. They are explained at Enclosure 8. In general, capital works of the Scheme will be delivered under Head 708 of the Capital Works Reserve Fund in the form of a capital subvention. These capital works will be monitored in the same way as other subvented projects funded under Head 708.

Preservation of Building with Historic and Architectural Values

8. The Police Station was built in 1902 to reinforce the police presence on Lantau Island. After various developments over the years, it was eventually closed in December 1996 and has been left vacant since then. The Police Station has been deteriorating and, hence, it requires maintenance from time to time.

9. The Police Station, comprising two separate blocks, is considered to be an excellent example of the typical "colonial-style" police station of the period. In recognition of the historical significance and architectural merit of the Police Station, the Antiquities Advisory Board (AAB) accorded Grade 3 status to the Building in 1988. The AAB is currently considering the Antiquities and Monuments Office (AMO)'s recommendation to upgrade the Building to Grade 2. Therefore, the Project will help preserve this valuable building of historic and architectural significance.

The Benefits of the Project

10. The Project will generate the following benefits –

- (a) the boutique hotel will become an iconic tourist attraction and a unique cultural landmark. It will serve as a tourist centre for hotel guests and day visitors. To enable the public to appreciate this beautiful historic building, free public access will be given to its outdoor areas, library, exhibition area and gift shop. Other areas including unoccupied guest rooms and all public areas of the hotel will be opened during daily guided tours and on open days. This will attract visitors to the Police Station and bring to it a new lease of life;
- (b) HCF will operate the boutique hotel as a SE, develop new programmes or cultural workshops with local operators and residents as necessary, and assist in promoting eco-tours. HCF will also co-operate with local participants to launch a quarterly event, the Tai O Food Expo, aiming at making it a signature cultural event in Tai O. To further involve the local community and to ensure that operation of the hotel and activities organized are indeed welcomed by the public, HCF has set up a committee to advise on the implementation of the project. Apart from members of the Tai O Rural Committee and the Islands District Council, the advisory committee also comprises experts in the fields of historical and cultural research, heritage conservation, environmental protection and eco-tourism, etc.; and
- (c) the Project aims to achieve synergy with the concept plan for overall improvement of Tai O through the creation of jobs and injection of new economic activities. The concept plan is being prepared by Government based on the design concepts collected through the Design Competition for the Revitalisation of Tai O. The purpose is to conserve the cultural heritage and natural environment of Tai O and at the same time enhance its appeal to tourists and the local economy. Implementation of the concept plan is targeted to commence in 2010 in phases for completion in 2013.

FINANCIAL IMPLICATIONS

11. We estimate the main works of the Project to be \$66.7 million in MOD prices (see paragraph 14 below), made up as follows –

/(a)

\$ million

(a)	Demolition and site clearance		5.4	
(b)	Building		18.9	
(c)	Building services		10.1	
(d)	Drainage		0.6	
(e)	External works		3.4	
(f)	Provision of an inclined lift ¹		8.3	
(g)	Furniture and equipment		5.1	
(h)	 Consultants' fees (i) tender assessment, contract administration (ii) management of resident 	2.4 0.1	2.5	
	site staff	0.1		
(i)	Remuneration of resident site staff		2.2	
(j)	Contingencies		5.7	
	Sub-total		62.2	(in September 2008 prices)
(k)	Provision for price adjustment		4.5	2000 prices)
	Total		66.7	(in MOD prices)

HCF will engage consultants (including heritage conservation consultants and specialist consultants) to undertake tender assessment, contract administration and site supervision of the Project. A detailed breakdown of the estimates for consultants' fees and resident site staff costs by man-months is at Enclosure 9.

/12.

¹ An inclined lift will be provided as a barrier-free access from Shek Tsai Po Street to the hotel (see Enclosure 3).

12. We are continuing with the pre-contract consultancy and minor investigation for the project, the findings of which will enable us to tender the conversion works in September 2009. This will have the benefits of early start of the works, so as to sustain the momentum of our ongoing efforts in revitalising historic buildings; create the much-needed jobs; and bring vitality to Tai O in tandem with the overall improvement plan for Tai O.

13. The total construction floor area (CFA) of 1QW is 1 136 m². The estimated construction unit cost, represented by the building and building services costs, is \$25,528 per m² of CFA in September 2008 prices. We consider the unit cost reasonable as the works involve the preservation and adaptive reuse of a historic building built in early 20th century which is now in dilapidated condition. The estimated cost reflects the necessity to comply with the fitting-out requirements of converting a historic building into a boutique hotel, the modern day requirements under the Buildings Ordinance and the heritage conservation requirements, and to make allowance for construction difficulties anticipated for this remote site. Also, as we have limited as-built records of this building as in the case of many historic buildings, the estimated cost has made provision to cover additional works in resolving site problems discovered during the construction stage.

14.	Subject to approval, HCF will phase expenditure as follows –

Year	\$ million (Sept 2008)	Price adjustment factor	\$ million (MOD)
2009 - 10	3.7	1.03500	3.8
2010 - 11	14.2	1.05570	15.0
2011 - 12	35.5	1.07681	38.2
2012 – 13	4.4	1.09835	4.8
2013 - 14	4.4	1.12032	4.9
	62.2		66.7

/15.

15. We have derived the MOD estimate on the basis of Government's latest forecast of trend rate of change in the prices of the public sector building and construction output for the period 2009 to 2014. HCF will award the contract on a lump-sum basis because the scope is clearly defined in advance. The contract will provide for price fluctuation to reflect market fluctuations in labour and material costs.

16. HCF is responsible for future maintenance of the historic building and the site at their own cost with the exception of the undisturbed slopes (i.e slopes not affected by the conversion works) and the structural repairs of the historic building, which are to be borne by Government. We estimate that the annual recurrent expenditure for the maintenance of slopes and structural repair works upon completion of the Project is \$208,000.

PUBLIC CONSULTATION

17. HCF briefed the Tai O Rural Committee and the Islands District Council on the Project on 4 September 2008 and 6 April 2009 respectively and Members were supportive of the Project.

18. AAB was consulted at its meeting held on 15 April 2009 on the Heritage Impact Assessment (HIA) Report and Members were supportive of the Project.

19. We consulted the LegCo Panel on Development on 28 April 2009 and Members were supportive of the Project.

ENVIRONMENTAL IMPLICATIONS

20. The Project is a not a designated project under the Environmental Impact Assessment Ordinance (Cap. 499). The Project will not cause long term environmental impact. HCF has included in the project estimates the cost to implement suitable mitigation measures to control short term environmental impacts.

/21.

21. During construction, HCF 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 include the use of silencers, mufflers, acoustic lining or shields for noisy construction activities, frequent cleaning and watering of the site, and provision of wheel-washing facilities.

22. HCF has considered measures in the planning and design stages to reduce the generation of construction waste where possible. These measures include the use of metal site hoardings and signboards, and retention of the existing structures and materials. In addition, HCF will require the contractor to reuse inert construction waste on site (e.g. excavated soil) or in other suitable construction sites as far as possible, in order to minimize the disposal of inert construction waste to public fill reception facilities². HCF will encourage the contractor to maximize the use of recycled or recyclable inert construction waste, as well as the use of non-timber formwork to further minimize the generation of construction waste.

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

24. HCF estimates that the project will generate in total about 1 140 tonnes of construction waste. Of these, HCF will reuse about 228 tonnes (20.0%) of inert construction waste on site and deliver 684 tonnes (60.0%) of inert construction waste to public fill reception facilities for subsequent reuse. In addition, HCF will dispose of 228 tonnes (20.0%) of non-inert construction waste at landfills. The total cost for accommodating construction waste at public fill reception facilities and landfill sites is estimated to be \$47,000 for this project (based on a unit cost of \$27/tonne for disposal at public fill reception facilities and $$125/tonne^3$ at landfills).

/ENERGY

² Public fill reception facilities are specified in Schedule 4 of the Waste Disposal (Charges for Disposal of Construction Waste) Regulation. Disposal of inert construction waste in public fill reception facilities requires a licence issued by the Director of Civil Engineering and Development.

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 is likely to be more expensive) when the existing ones are filled.

ENERGY CONSERVATION MEASURES

25. This project will adopt various forms of energy efficient features, including –

- (a) variable refrigerant volume air-conditioning units with heat recovery for domestic hot water heating;
- (b) T5 energy efficient fluorescent tubes with electronic ballast and lighting control by occupancy sensors and daylight sensors; and
- (c) automatic on-off switching of lighting and ventilation fan inside lifts.

26. For green features, we will provide lawn area on rooftop and landscape greening for environmental and amenity benefits.

27. The total estimated additional cost for adoption of the above features is around \$1.2 million (including \$0.4 million for energy efficiency features), which has been included in the cost estimate for this project. The energy efficient features will achieve 7.0% energy savings in the annual energy consumption with a payback period at about eight to nine years.

LAND ACQUISITION

28. The project does not require land acquisition.

HERITAGE IMPLICATIONS

29. As required under prevailing requirements, this project is subject to a HIA. The HIA report in the form of a Conservation Management Plan was considered by the AMO of the Leisure and Cultural Services Department, who had no objection to the report. HCF also consulted the AAB at its meeting on 15 April 2009. Members were supportive of the proposal. HCF will ensure that the construction works, mitigation measures, future maintenance and interpretation to be carried out will comply with the requirements stipulated in the HIA report.

/BACKGROUND

BACKGROUND INFORMATION

30. We upgraded **1QW** to Category B in March 2009. Part of **1QW** was upgraded to Category A in April 2009 at an estimated cost of \$2.43 million in MOD prices for HCF to carry out the pre-contract consultancies (which included detailed architectural, heritage conservation, structural, geotechnical, building services and landscape design, quantity surveying services and tender documentation) and minor investigation for **1QW** prior to the conversion of the Police Station.

31. The Project will involve removal of about ten trees, including one dead tree to be felled, eight trees to be transplanted elsewhere and one tree to be replanted within the project site. The tree removal is required mainly for the provision of building services facilities at the back of building to cater for the new usage. All trees to be removed are not important trees⁴. We will incorporate a planting proposal as part of the project, including estimated quantities of ten tree, 50 shrubs and 50 annuals.

32. We estimate that the project will create about 96 jobs (comprising four professional/technical staff and 92 labourers), providing a total employment of 1 565 man-months.

Development Bureau June 2009

An "important tree" refers to trees in the Register of Old and Valuable Trees, or any other trees that meet one or more of the following criteria –

⁽a) trees of over 100 years old or above;

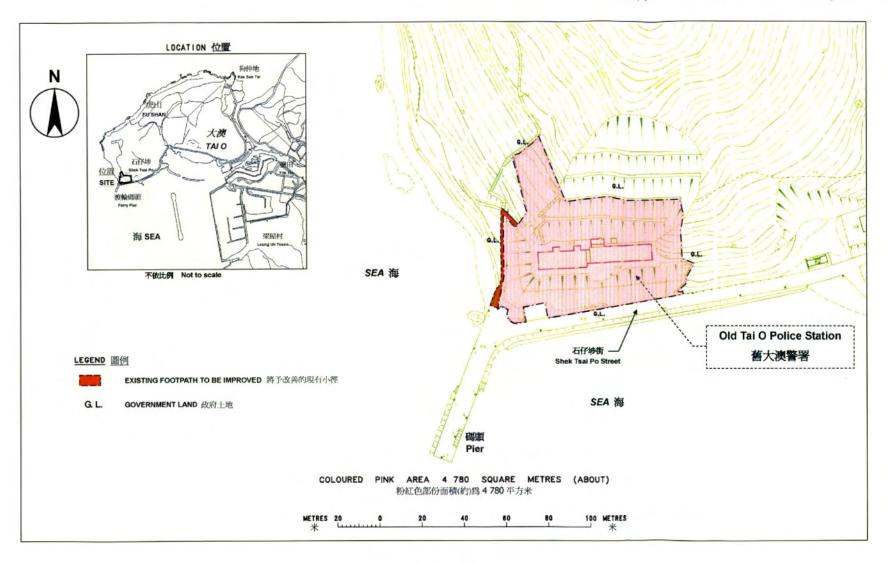
⁽b) trees of cultural, historical or memorable significance e.g. Fung Shui tree, tree as landmark of monastery or heritage monument, and trees in memory of an important person or event;

⁽c) trees of precious or rare species;

⁽d) trees of outstanding form (taking account of overall tree sizes, shape and any special features) e.g. trees with curtain like aerial roots, trees growing in unusual habitat; or

⁽e) trees with trunk diameter equal or exceeding 1.0 metre (measured at 1.3 metre above ground level), or with height/canopy spread equal or exceeding 25 m.

附件1 Enclosure 1 to PWSC(2009-10)63



SITE PLAN工地位置圖

1QW - REVITALISATION SCHEME – CONVERSION OF OLD TAI O POLICE STATION INTO TAI O HERITAGE HOTEL

1QW - 活化計劃 - 改建舊大澳警署為大澳文物酒店

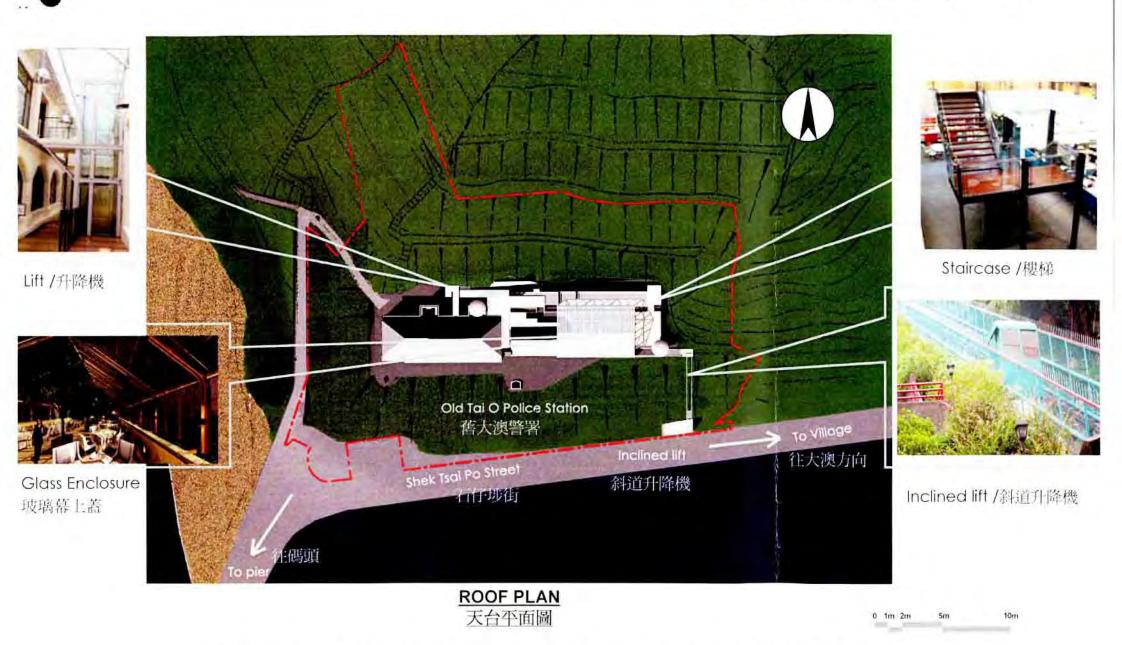
附件 2 Enclosure 2 to PWSC(2009-10)63



<u>PERSPECTIVE OF TAI O HERITAGE HOTEL</u> 大澳文物酒店透視圖

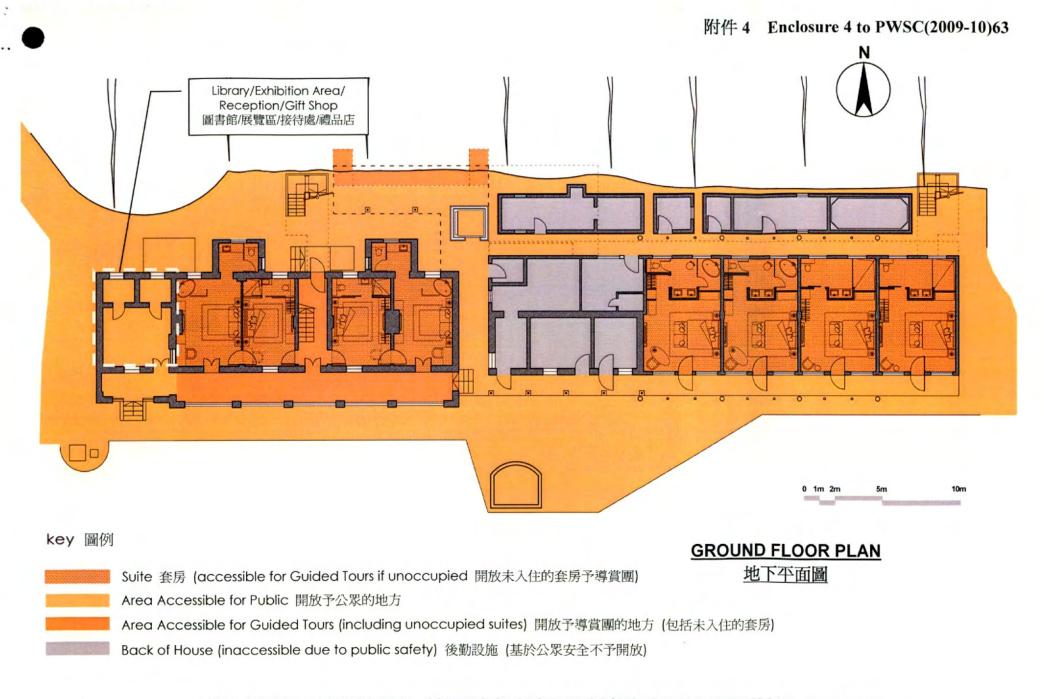
1QW - REVITALISATION SCHEME – CONVERSION OF OLD TAI O POLICE STATION INTO TAI O HERITAGE HOTEL

1QW · 活化計劃 - 改建舊大澳警署為大澳文物酒店



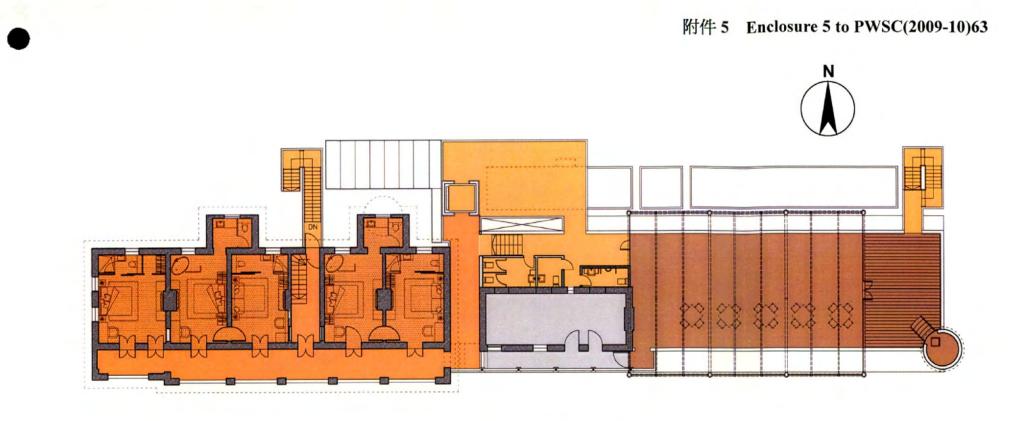
1QW - REVITALISATION SCHEME - CONVERSION OF OLD TAI O POLICE STATION INTO TAI O HERITAGE HOTEL

1QW·活化計劃 - 改建舊大澳警署為大澳文物酒店



1QW - REVITALISATION SCHEME - CONVERSION OF OLD TAI O POLICE STATION INTO TAI O HERITAGE HOTEL

1QW·活化計劃 - 改建舊大澳警署為大澳文物酒店



<u>FIRST FLOOR PLAN</u> <u>一樓平面圖</u>

0 1m 2m 5m 10m

key 圖例

Suite 套房 (accessible for Guided Tours if unoccupied 開放未入住的套房予導賞團)

Area Accessible for Public 開放予公眾的地方

Area Accessible for Guided Tours (including unoccupied suites) 開放予導賞團的地方 (包括未入住的套房)

Back of House (inaccessible due to public safety) 後勤設施 (基於公眾安全不予開放)

Café / Restaurant (viewable through glass enclosure) 茶座 / 餐廳 (可透視玻璃幕上蓋)

1QW - REVITALISATION SCHEME - CONVERSION OF OLD TAI O POLICE STATION INTO TAI O HERITAGE HOTEL

1QW · 活化計劃 - 改建舊大澳警署為大澳文物酒店



<u>ELEVATIONS</u> 立視圖

0 1m 2m 5m 10m

1QW - REVITALISATION SCHEME – CONVERSION OF OLD TAI O POLICE STATION INTO TAI O HERITAGE HOTEL

1QW · 活化計劃 - 改建舊大澳警署為大澳文物酒店

Details of Assessment of Old Tai O Police Station

Selected Applicant: Hong Kong Heritage Conservation Foundation Limited (HCF)

I. Basic Information on the Historic Building and No. of Applications Received

Old Tai O Police Station

- > Address: Shek Tsai Po Street, Tai O, Lantau Island
- \succ <u>Gross Floor Area</u>: 1 000 m²
- > <u>Year Built</u>: 1902
- ➢ <u>Grading</u>: Grade III
- > <u>Possible Uses</u>: Boutique hotel, café, museum, eco-tourism
- > <u>Total No. of Applications Received</u>: 5
- > <u>No. of Applications Entering 2nd Round</u>: 2

II. Basic Information on Selected Project - Conversion of Old Tai O Police Station into Tai O Heritage Hotel

- > <u>Scope and Benefits</u>:
 - Transforms the building into a themed boutique hotel with colonial-style architecture and 9 suites in beautiful rural seaside. The fishing village setting offers a unique natural environment and hospitality experience.
 - Promotes Tai O as an eco-tourist destination with high cultural, historical and environmental values.
 - Engages the local community in the revitalisation of historic buildings and provides employment opportunities to local residents.

/<u>Capital</u>

- > <u>Capital Cost</u>: Around 64.9 million¹
- > <u>Government Subsidy Required for Social Enterprise Operation</u>: Nil
- > <u>Anticipated Breakeven² Time</u>: End of Year 1
- Job Creation: 103 jobs³ during renovation period and 10 full-time and 10 part-time jobs for local residents upon project commissioning
- Estimated Flow of People: Around 61 000 headcounts per year for the first three years.
- > <u>Anticipated Renovation Period</u>: Around 18 months
- > <u>Anticipated Project Commissioning Time</u>: End of 2011

III. Reasons for Selecting the Project

Overall:

- Very good ratings on the following four aspects: reflection of historical value and significance, heritage preservation, social enterprise operation and financial viability and good rating on other considerations.
- On other considerations, although the selected applicant is a new non-profit-making organisation (NPO) established in December 2007, it aims to protect heritage buildings and promote the conservation and appreciation of heritage and historic places. Its directors also have rich experience in the design and management of many heritage building conservation and revitalisation projects in Singapore.

/Individual

¹ \$64.9 million in September 2008 prices is the initial rough cost estimate in HCF's application.

² Breakeven here refers to the operation cost of the social enterprise only and excludes the capital costs of the conversion works.

³ The figure is derived from the initial rough cost estimate during the application stage. With the latest cost estimate, job creation is 103 jobs including seven jobs for carrying out the pre-contract consultancies and minor investigation, and 96 jobs for the main works of the conversion.

Individual Aspects:

Reflection of Historical Value and Significance

- Highly captures architectural quality and offers innovative ways to conserve, recover and capitalise the cultural significance of the building while retaining the highest degree of authenticity.
- > Confident that upon commissioning, the project can establish the building as a unique landmark in the district.
- Establishes a publicly accessible heritage library/museum and an exhibition area displaying the history of the building and Tai O, and arranges eco-tours to the heritage sites in the vicinity.

Heritage Preservation

- Shows extremely thorough understanding of the site and conservation guidelines, and successfully strikes a balance between its historic merits and modern-day requirements.
- Quality of submission is high. The project consultant was responsible for the revitalisation project of Bethanie in Pokfulam which won a UNESCO Heritage Award in 2008.
- > Creates an iconic tourist attraction.
- Provides quality space for the hotel by retaining the deck in the rear portion of the building.

Social Enterprise Operation

- Has a positive effect on the long-term Government revitalisation plans for Tai O and brings vitality to the local economy.
- Promotes and synergises heritage and environmental conservation as well as tourism.
- > Helps preserve Tai O's unique cultural traditions.
- > Engages the local community, through tour guide training and language programmes targetting at local or nearby residents.

/Financial

Financial Viability

- > Anticipated Breakeven Time: End of Year 1
- > Detailed and sound justifications are provided on anticipated patronage and financial projections.

Other Considerations

- A new NPO (HCF) established in December 2007 which aims to protect and maintain heritage buildings, and promote the conservation and appreciation of heritage and historic places, and their importance in our community.
- Members of the Board of Directors have rich experience in the design and management of many heritage building conservation and revitalisation projects in Singapore, including Fullerton Hotel & Resorts, Far East Square, Fullerton Waterboat House, Albert Court Hotel, Clifford Pier, The Fullerton Bay Hotel, One Fullerton and The Customs House.
- It is noted that the NPO is related to a business enterprise in Hong Kong. This will be a case to demonstrate tripartite co-operation among Government, business and the community in promoting social enterprise.

Enclosure 8 to PWSC(2009-10)63

Delivery of Capital Works under the Revitalising Historic Buildings Through Partnership Scheme (Revitalisation Scheme)

Capital works of the Revitalisation Scheme will be delivered under Head 708 with Government providing capital subvention to the selected non-profit-making organisations (NPOs) in implementing conversion works to historic buildings. Details are as follows –

(a)	Policy Bureau:	Development Bureau
(b)	Works Agent:	The selected NPO
(c)	Technical Adviser of Government:	Architectural Services Department
(d)	Funding Application:	Funding application will be submitted to Finance Committee (FC) or approving authorities with delegated power from FC for approval.
		Government will also be responsible for expenditure on pre-contract works (e.g. site survey, heritage impact assessment, preparation of detailed design, etc.) and the funding requirement will be submitted to FC or approving authorities with delegated power from FC for approval.
(e)	Appointment of Consultants and Contractors:	The selected NPO will appoint consultants and contractors from Government approved lists through established guidelines similarly to those adopted for other subvented projects.
(f)	Monitoring:	The selected NPO will submit regular progress reports to Government. The latter will carry out site inspections / hold progress review

meetings with the NPO as necessary.

1QW - Revitalisation Scheme - Conversion of Old Tai O Police Station into Tai O Heritage Hotel

Breakdown of estimates for consultants' fees and residential site staff costs (in September 2008 prices)^(Note 1)

(a)	Consultants' staff costs for		Estimated man-months	Average MPS* Salary Point	Multiplier (Note 1)	Estimated Fee (\$ million)
(4)	tender assessment and	Professional	12	38	2.0	1.4
	contract administration	Technical	24	14	2.0	1.0
					Sub-total	2.4
(b)	Resident site staff costs	Professional	6	38	1.6	0.6
	(Note 2)	Technical	54	14	1.6	1.7
					Sub-total	2.3
	Comprising -					
	(i) Consultants' fees for management of resident site staff					0.1
	(ii) Remuneration of resident site staff					2.2
	resident site staff				Total	4.7

* MPS = Master Pay Scale

Notes

- 1. A multiplier of 2.0 is applied to the average MPS point to estimate the full staff costs including the consultants' overheads and profits, as the staff will be employed in the consultants' offices. A multiplier of 1.6 is applied to the average MPS point to arrive at the full staff costs for resident site staff supplied by the consultant. (As at 1 April 2008, MPS point 38 = \$60,535 per month and MPS point 14 = \$19,835 per month)
- 2. The figures given above are based on estimates prepared by HCF and agreed by the Commissioner for Heritage. Director of Architectural Services has examined the figures and considered them acceptable. For consultants' fees, HCF will only know the actual man-months and actual fees when they have selected the consultants through the usual competitive bidding system. For resident site staff costs, HCF will only know the actual costs after completion of the construction works.