

**For discussion on
8 December 2014**

**LEGISLATIVE COUNCIL
PANEL ON WELFARE SERVICES**

**Setting up of an Integrated Rehabilitation Services Complex
at the site of ex-Siu Lam Hospital, Tuen Mun**

Purpose

This paper briefs Members on the Government's proposal to construct an Integrated Rehabilitation Services Complex (IRSC) at the site of ex-Siu Lam Hospital in Tuen Mun (ex-Siu Lam) with the financial provision to be met from the Lotteries Fund (LF)¹.

Residential Care, Day Training and Vocational Rehabilitation Services

2. The overall objective of our rehabilitation policy is to support the full integration of persons with disabilities into society. To this end, the Government provides a series of rehabilitation services seeking to assist persons with disabilities to develop their physical, mental and social capabilities to the fullest possible extent and to promote their integration into the community.

3. For persons with disabilities who cannot live independently or cannot be adequately cared for by their families, the Government has taken measures to meet their residential care needs, to improve their quality of life and to help them develop independent living skills.

¹ LF is established for the purpose of financing social welfare services. It is primarily used to finance the capital expenditure of welfare projects and provide one-off grants to experimental projects with limited duration. Subject to certain conditions, authority to approve grants from LF has been delegated to the Director of Social Welfare (DSW), acting on the advice of the Lotteries Fund Advisory Committee.

4. The Government has been continuously increasing the provision of subsidised residential care places. As at end-October 2014, there were 12 608 subsidised residential care places for persons with disabilities² (including the 365 places purchased under the Bought Place Scheme for Private Residential Care Homes for Persons with Disabilities), representing an increase of about 97% since 1997.

5. Apart from residential care services, the Social Welfare Department (SWD) also strives to make available training and support to persons with disabilities with a view to assisting them to develop their potential, enabling them to continue to live independently at home and preparing them for full integration into the community, as well as enhancing their working capacity and opportunities of participating in open employment. As at end-October 2014, there were 17 054 day training and vocational rehabilitation places in the territory for persons with disabilities in need.

6. For the provision of day and residential services for persons with disabilities, SWD adopts an integrated service mode as far as possible. Operational experience reveals that the accommodation of various day and residential services within an IRSC will, on the one hand, facilitate service integration and shared use of common support facilities; and, on the other hand, enable the provision of one-stop day and residential services for persons with disabilities thereby enhancing the continuum of care and training for service users.

7. The Government will continue to actively identify suitable premises for setting up rehabilitation facilities to meet the existing and future demands. On an ongoing basis, SWD maintains close contact with relevant government departments including the Lands Department, Planning Department and Housing Department, with a view to reserving sites in new development or re-development projects as far as practicable

² The Government provides various types of subsidised residential care services to meet the diversified residential needs of persons with disabilities at different stages of their lives. These services include (a) Hostel for Severely Mentally Handicapped Persons; (b) Hostel for Moderately Mentally Handicapped Persons; (c) Supported Hostel; (d) Care and Attention Home for Severely Disabled Persons; (e) Hostel for Severely Physically Handicapped Persons; (f) Long Stay Care Home; (g) Halfway House; (h) Care and Attention Home for the Aged Blind; (i) Small Group Home for Mildly Mentally Handicapped Children/Integrated Small Group Home; (j) Residential Special Child Care Centre; and (k) Integrated Vocational Training Centre (Residential Service)

for setting up rehabilitation service facilities. SWD will continue bidding for vacant premises in government buildings and vacant school premises and actively identifying vacant public housing units for conversion for the provision of rehabilitation services. Additional places will also be provided through redevelopment or expansion on the sites owned by non-governmental organisations (NGOs), particularly those under the Special Scheme on Privately Owned Sites for Welfare Uses³.

The Proposed Redevelopment Plan of ex-Siu Lam

8. The proposed redevelopment of the ex-Siu Lam for provision of rehabilitation services has been included as one of the initiatives in the Chief Executive's 2013 Policy Address for increasing the supply of subvented day and residential care places for persons with disabilities. SWD proposes to make use of the site of the ex-Siu Lam for setting up an IRSC to provide 1 700 additional places for residential care, day training and vocational rehabilitation services. There has been a substantial demand for the services of Long Stay Care Home⁴, Care and Attention Home for Severely Disabled Persons⁵, Hostel for Severely Mentally Handicapped Persons⁶, Hostel for Moderately Mentally Handicapped Persons⁷, Hostel for Severely Physically Handicapped Persons⁸, Day Activity Centre⁹ and Integrated Vocational Rehabilitation Services Centre¹⁰.

³ The Special Scheme on Privately Owned Sites for Welfare Uses, through more flexible use of the Lotteries Fund and provision of targeted assistance during the planning or development process, encourages social welfare organisations to make better use of their land and to provide diversified subvented and self-financing facilities, in particular elderly and rehabilitation service facilities, through in-situ expansion or development.

⁴ It provides residential care for chronic mental patients who are in stable or controlled medical and mental conditions and require no active medical treatment but some nursing care.

⁵ It provides home living for persons with severe intellectual or physical disabilities who are in need for nursing and intensive personal care.

⁶ It provides home living for persons with severe intellectual disabilities who lack basic self-care skills and require assistance in personal and nursing care.

⁷ It provides home living for persons with moderate intellectual disabilities who are capable of basic self-care but lack adequate daily living skills to live independently in the community.

⁸ It provides home living for persons with severe physical disabilities, with or without intellectual disabilities, who lack self-care skills and require assistance in personal and nursing care.

⁹ It provides day care and training in daily living skills and simple work skills for persons with severe intellectual disabilities, which enable them to become more independent in their daily lives, and prepare them for better integration into the community or for transition to other forms of care services.

¹⁰ It provides persons with disabilities with one-stop integrated and seamless vocational rehabilitation services specially designed to accommodate the limitations arising from their disabilities. The work training will enable them to develop the social and economic potential, achieve upward mobility in

9. The integrated service mode in the new complex will facilitate service integration and shared use of common amenity facilities (landscaped roofs), and enable the provision of one-stop day and residential services for service users thereby enhancing the continuum of care and training for the target users of the services. Upon completion of the project, it will increase the provision for the proposed services for persons with disabilities and strengthen follow-up rehabilitation services for ex-mentally ill persons, in line with the prevailing welfare policies.

The Redevelopment Proposal

10. The site of ex-Siu Lam is situated at Hong Fai Road, 16½ Milestone, Castle Peak Road, Tai Lam, Tuen Mun. A location map is at **Annex A**. The site has a gross site area of about 30 800 square metres (sq m) and is zoned “Government, Institution or Community” in the So Kwun Wat Outline Zoning Plan No. S/TM-SKW/11 in respect of which the use for “Social Welfare Facility” is permitted. Currently, there are inter-connected buildings on the upper platform which were mainly used for hospital services providing 350 beds when Siu Lam Hospital was in operation. Other isolated blocks are scattered in the low hill slopes of the subject site and inter-connected by stairways. These blocks are comparatively smaller in size and were previously used as offices and staff quarters. The buildings have been vacated upon the relocation of Siu Lam Hospital to Castle Peak Hospital since April 2012.

11. To cope with the increasing welfare service demands for residential and day rehabilitation services, SWD applied to the Lands Department for the Permanent Government Land Allocation (PGLA) of the site for constructing a stand-alone IRSC to provide residential and day rehabilitation services for persons with disabilities and chronic mental patients with stable and controlled mental conditions. The PGLA application was discussed at the Tuen Mun District Lands Conference in October 2012, at which approval for the proposed PGLA of the subject site was given in principle to DSW for the proposed setting up of an IRSC subject to the feasibility and related studies by SWD to help finalise the engineering conditions governing the PGLA and refine the site boundary for formal approval for the PGLA.

12. Instead of carrying out conversion works in respect of the existing hospital buildings on the site, we see a need to go for a wholesale redevelopment of the site. Most of the existing buildings on the site have a history of more than 40 years except a detached extension block built in 1990s, and some of the facilities are dilapidated. There are extensive leakage/seepage problems in the buildings. The capacity of its existing reinforced concrete structures and foundations is considered insufficient to support any additional floors as required for the proposed welfare facilities through conversion. Besides, these buildings are isolated and scattered on the hill slopes with no lift facilities. They are connected only by external narrow stairways, which fall short of the contemporary barrier-free requirements. The building blocks are also comparatively small in size with 2 to 4 storeys only. With a plot ratio of 0.3, the hospital provided about 350 beds when it was in operation. In contemplating the use of the site for provision of the welfare facilities, the Planning Department advised SWD to consider on the basis of a reference plot ratio of 1.39 and a building height of four storeys (excluding basement). Such development scale could not be achieved through mere conversion of the existing buildings. Instead, for a sustainable development and better utilisation of the site to augment the provision of the much needed rehabilitation services, it is necessary to redevelop the site.

13. A consultant has been engaged by SWD to conduct the feasibility and related studies¹¹ with a view to assessing the technical viability of setting up the proposed IRSC on the subject site with regard to the major site-specific development issues as identified by departments concerned based on a feasible preliminary design and preparing a project cost estimate. On the basis of the feasibility and related studies carried out by the consultant, it is confirmed that prima facie, the subject redevelopment project is technically feasible. The welfare facilities proposed for incorporation upon redevelopment of the subject site are as follows –

¹¹ The cost of the technical feasibility study is met by a grant of \$8 million from the Lotteries Fund approved under delegated authority of the Financial Secretary.

Facility	Capacity
<i>Residential care services</i>	
(a) Long Stay Care Home	400
(b) Care and Attention Home for Severely Disabled Persons	200
(c) Hostel for Severely Mentally Handicapped Persons	400
(d) Hostel for Severely Physically Handicapped Persons	75
(e) Hostel for Moderately Mentally Handicapped Persons	75
<i>Subtotal:</i>	<i>1 150</i>
 <i>Day training services</i>	
(f) Integrated Vocational Rehabilitation Services Centre	150
(g) Day Activity Centre	400
<i>Subtotal:</i>	<i>550</i>
 Total:	 1 700

14. According to the preliminary design worked out by the consultant, the proposed welfare facilities as set out in paragraph 13 above (i.e. including 1 150 residential care places and 550 day training places for persons with disabilities or chronic mental patients) will be provided in two four-storey building blocks on two level platforms, at a proposed net operational floor area of 20 260 sq m and gross floor area of 39 070 sq m. There will be a lift tower in between two building blocks for access to all floors of the blocks. Both upper and lower platforms will be served by their own emergency vehicular accesses and will be provided with internal traffic facilities with parking spaces as well as loading and unloading bays to meet the operational need. Centre bus service will be arranged to provide support for service users, visitors and staff for ensuring minimum traffic impact on the surrounding area upon commencement of the services. The new building blocks will be served by sufficient passenger, service and fireman's lift facilities and supported by necessary fire services installations, electrical and mechanical facilities and utilities. The conceptual sectional diagram and visual perspective views of the proposed IRSC as worked out by the consultant for the feasibility and related studies are provided at **Annex B**.

15. Upon funding allocation in the first quarter of 2015, the building works (including demolition of the existing buildings) are envisaged for commencement in 2016 and completion by the first quarter of 2019. SWD will invite NGOs to submit project proposals for the new services to be provided in the proposed IRSC during the building works stage with a view to speeding up the fitting-out works upon completion of the building works.

Funding Arrangement

Capital cost

16. Under section 6(4) of the Government Lotteries Ordinance (Cap. 334), the Financial Secretary has the authority to approve payments from LF to finance the development of social welfare services. The costs for designing, constructing and fitting out a stand-alone IRSC in the subject site of the ex-Siu Lam will be funded by LF. In October 2014, the Lotteries Fund Advisory Committee endorsed an LF grant of **\$1,853.6 million** to meet the costs of design, construction and fitting-out works of the proposed redevelopment of ex-Siu Lam into an IRSC. The breakdown of the project cost is set out at **Annex C**. The cost estimate is considered comparable to those for similar government projects. Nearing the time of the construction completion, SWD will seek funding under LF for the procurement of furniture and equipment items in accordance with the established practice.

Recurrent financial implications

17. As an administrative practice, we will seek the approval of the Finance Committee for the LF project which will give rise to additional recurrent financial implications exceeding \$10 million per annum. The estimated full-year recurrent funding requirement for the operation of the proposed rehabilitation services in the IRSC, including personal emoluments, other charges, reimbursement of rates and government rent and after netting off income from service users' fees, is **\$263.15 million**. The necessary recurrent provision will be included in the draft Estimates of the relevant years.

Public Consultation

18. The Social Services Committee (SCC) of Tuen Mun District Council was briefed on the redevelopment project in July 2012 and supported the proposal. Moreover, after further consultation with residents living near the site, the concerns raised by the SCC on environment, traffic impact and management of proposed services have been addressed in the feasibility and related studies. The SCC was then advised on the findings of the studies at its meeting held on 11 November 2014 and expressed continued support for the project. SWD will sustain efforts in liaising with nearby residents to advise them of the findings of the feasibility and related studies and in maintaining communication with local stakeholders on the progress of the project as appropriate.

Environmental Implications

19. The project is a designated project under the Environmental Impact Assessment (EIA) Ordinance (Cap. 499) because a clinical waste incinerator is identified in an existing block. An EIA report will be prepared and the required control measures will be implemented to meet the requirements under the Ordinance.

20. During construction, noise, dust and site run-off nuisances will be controlled to be within the established standards and guidelines through the implementation of mitigation measures in the relevant contract. These include the use of silencers, mufflers, acoustic linings or shields, and the building of barrier walls for noisy construction activities, frequent cleaning and watering of the site, and the provision of wheel-washing facilities.

21. At the planning and design stages, measures to reduce the generation of construction waste where possible will be considered. In addition, the contractor will be required to reuse inert construction waste (e.g. use of excavated materials for filling within the site) 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 facilities. The contractor will be encouraged 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.

22. With the required buffer distance away from the surrounding road or highways of the subject site, no adverse air quality impact on the development is anticipated due to vehicular emission. The traffic noise impact assessment also reveals no adverse traffic noise impact. Appropriate measures would nevertheless be incorporated into the building design to mitigate possible noise nuisances, such as acoustic windows and architectural fins.

23. In the light of the findings of the traffic impact assessment conducted under the feasibility and related studies, it is confirmed that there would be minimal traffic and pedestrian impact generated by the proposed services on the existing roads in the vicinity.

Energy Conservation, Green and Recycled Features

24. Provision is allowed in the budget for the adoption of energy efficient features, renewable energy technologies, and green and recycled features.

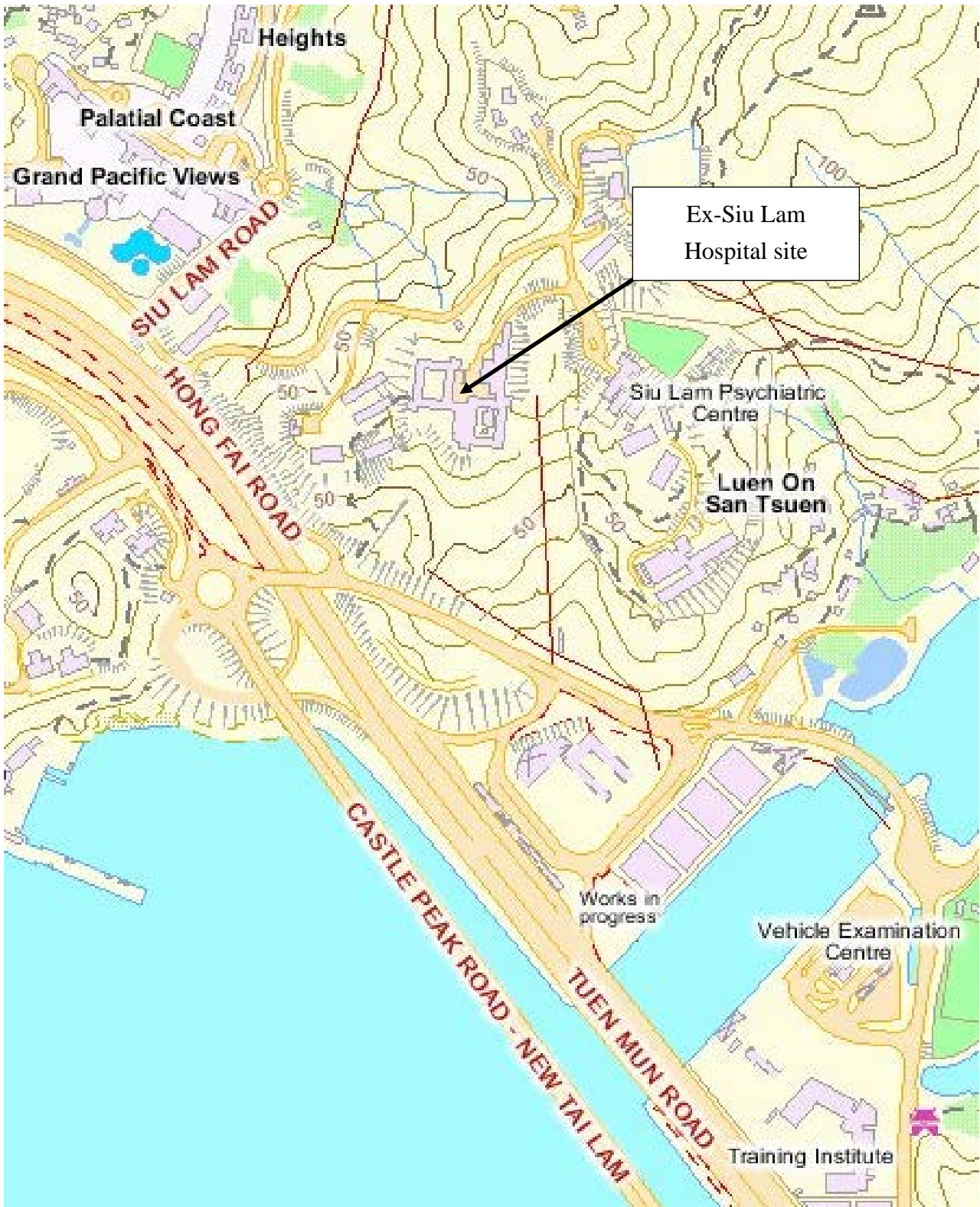
25. For greening features, landscape will be provided on part of the roof terraces and ground level for environmental and amenity benefits.

Advice Sought

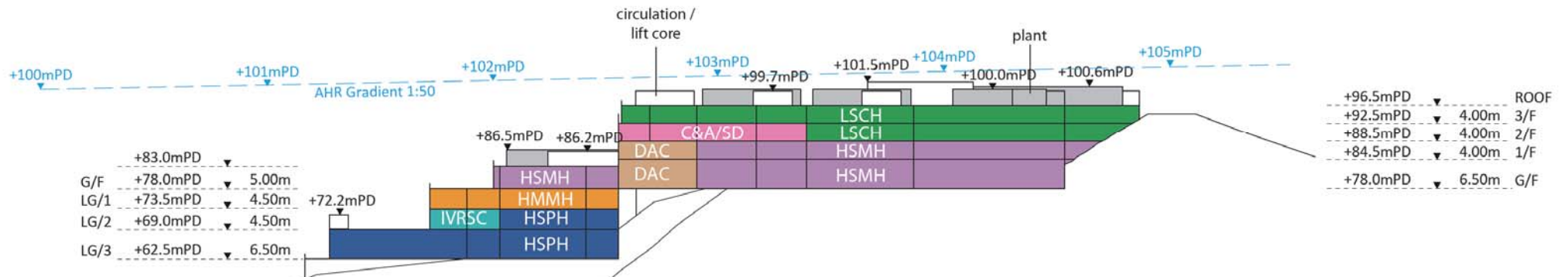
26. Members' views are welcome on the proposal to construct an IRSC at the site of ex-Siu Lam Hospital.

**Labour and Welfare Bureau
Social Welfare Department
December 2014**

Location Map of ex-Siu Lam Hospital site
Hong Fai Road, 16 1/2 Milestone, Castle Peak Road, Tai Lam, Tuen Mun

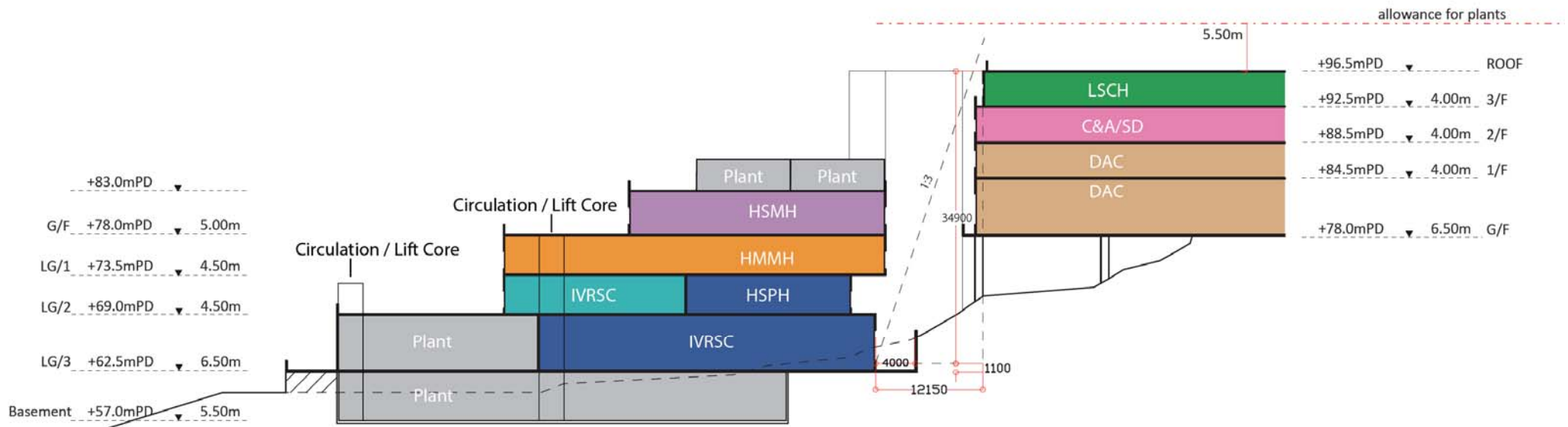


Conceptual Sectional Diagram



Legend:

- Residential Services
- a) 400-place Long Stay Care Home (LSCH)
 - b) 200-place Care & Attention Home for Severely Disabled Persons (C&A/SD)
 - c) 400-place Hostel for Severely Mentally Handicapped Persons (HSMH)
 - d) 75-place Hostel for Severely Physically Handicapped Persons (HSPH)
 - e) 75-place Hostel for Moderately Mentally Handicapped Persons (HMMH)
- Day Services
- f) 400-place Day Activity Centre (DAC)
 - g) 150-place Integrated Vocational Rehabilitation Services Centre (IVRSC)



Legend:

Residential Services

- a) 400-place Long Stay Care Home (LSCH)
- b) 200-place Care & Attention Home for Severely Disabled Persons (C&A/SD)
- c) 400-place Hostel for Severely Mentally Handicapped Persons (HSMH)
- d) 75-place Hostel for Severely Physically Handicapped Persons (HSPH)
- e) 75-place Hostel for Moderately Mentally Handicapped Persons (HMMH)

Day Services

- f) 400-place Day Activity Centre (DAC)
- g) 150-place Integrated Vocational Rehabilitation Services Centre (IVRSC)

Visual Perspective View





**Project Cost Estimate
for the proposed ex-Siu Lam Redevelopment Project**

Item	\$ million
A. Site works and demolition	89.7
B. Basement construction	49.3
C. Piling	62.1
D. Building	421.9
E. Building services	123.6
F. External works, drainage and landscaping	169.3
G. Fitting-out works	303.6
H. Provision of sustainable design	24.4
<i>(Items A to H) Sub-total</i>	1,243.9
I. Consultants fees	109.4
J. Remuneration of resident site staff	27.4
K. Contingencies	124.4
<i>(Items A to K) Sub-total</i>	1,505.1 <i>(Sept 2014 prices)</i>
L. Provision for price adjustment	348.5
Total	1,853.6 <i>(MOD prices)</i>