

LEGISLATIVE COUNCIL BRIEF

CONSERVATION AND REVITALISATION OF THE CENTRAL POLICE STATION COMPOUND THE HONG KONG JOCKEY CLUB'S REVISED DESIGN

INTRODUCTION

At the meeting of the Executive Council on 6 July 2010, the Council ADVISED and the Chief Executive ORDERED that -

- (a) Government should accept the Hong Kong Jockey Club (HKJC)'s revised conceptual design and the following corresponding adjustments to the facilities to be accommodated in the Central Police Station (CPS) Compound -
 - (i) omission of an auditorium and a black-box theatre and inclusion of space for small-scale recitals and experimental theatre in various locations in the CPS Compound;
 - (ii) inclusion of adapted and new purpose-built gallery space and arts support functions to form a medium-sized contemporary visual arts centre; and
 - (iii) provision of extensive interpretative and educational facilities distributed throughout the site in lieu of a law and order museum; and
- (b) Government and the Hong Kong Jockey Club Charities Trust (HKJCCT) should enter into a Memorandum of Understanding (MOU) to define the mode, terms and conditions of cooperation during the project implementation and operation stages.

2. Based on the endorsed conceptual design, the HKJC's consultants have further developed the design of the project as described and presented at **Annex A**.

JUSTIFICATIONS

Review of Architectural Design Proposed Previously

3. Following the announcement on 15 July 2008 that Government would enter into a partnership with the HKJC to take forward the conservation and revitalisation of the CPS Compound, the HKJC has been working with its design consultants and conservation architects⁽¹⁾ to develop a revised design for the project that respects the heritage value of the site, takes account of public views and concerns, complies with the building height restriction⁽²⁾ and is financially sustainable.

4. The HKJC recognises the organic development of the area surrounding the CPS Compound as a contemporary arts area and noted the current lack of facilities for contemporary arts in Hong Kong. The HKJC has arrived at a vision to create a contemporary arts hub with an international reputation on the CPS site. A medium-sized venue with professional facilities and exhibition programmes for contemporary arts is envisaged. At the same time, the CPS Compound can play an important part in developing and nurturing existing small arts/cultural organisations by providing affordable space within the site.

5. In response to the public views that more effort should be devoted to researching the history, heritage and architectural significance of the CPS Compound and how this important heritage site should be best preserved, the HKJC has commissioned Purcell Miller Tritton, a renowned firm of British conservation architects, to undertake a thorough study on the CPS Compound and prepare a detailed Conservation Management Plan (CMP), which establishes an understanding of the site and the buildings thereon in the context of the locality and the history of Hong Kong. The CMP recommends policies and guidelines for the preservation of the significant heritage buildings and identifies the potential for removal of non-historic structures.

6. Taking into consideration the public views and concerns about the design of new structures and the CMP's recommendations, the HKJC has

Notes (1) The HKJC has lined up an impressive team of consultants to work on the project. The team comprises a wide spectrum of local and overseas experts and professionals including design consultants (Herzog et de Meuron), conservation architects (Purcell Miller Tritton), executive architects (Rocco Design Architects), concept structural engineers, town planners, together with specialist consultants in the areas of environment, sustainability, traffic management, tree management, historical interpretation, culture, building surveying, property leasing, quantity surveying and public relations.

(2) On 7 May 2010, as part of its on-going effort in reviewing various Outline Zoning Plans (OZPs) and setting building height restrictions to provide better planning control, the Town Planning Board exhibited amendments to the draft Sai Ying Pun and Sheung Wan OZP No. S/H3/24 whereby building height restrictions of 60 to 80 mPD are imposed on different areas in the CPS Compound.

come up with a revised design for the project. This revised design includes the addition of the Old Bailey Wing to house gallery spaces and the Arbutnot Wing to house a multi-purpose venue and central plant. The new structures will comply with the 80mPD building height restriction stipulated in the draft Sai Ying Pun and Sheung Wan Outline Zoning Plan (OZP) No. S/H3/24. However, as the project involves new structures within the site, planning permission from the Town Planning Board (TPB) under section 16 of the Town Planning Ordinance is still required.

Adjustments to Facility Provision

7. The HKJC originally proposed in July 2008 to provide a law and order museum and the following arts/cultural facilities in the CPS Compound

-

- (a) an auditorium (350 seats);
- (b) a black-box theatre (350 seats);
- (c) a gallery/lecture hall; and
- (d) a gallery/exhibition space.

8. As a result of the above-mentioned adjustments to the height and the bulk of the new structures, and taking account of discussions with the local arts community, the HKJC will reconfigure the arts and cultural facilities to be accommodated in the CPS Compound as follows -

- (a) a medium-sized contemporary art space;
- (b) various arts support facilities (e.g. lecture room, archive and white box galleries); and
- (c) a multi-purpose space (approx. 300 sq.m.) for educational and performing arts use.

9. Interpretative spaces (e.g. Police Commissioner's room, cells in the Central Magistracy, Police Inspectors Quarters, etc.) will be provided throughout the heritage buildings as a means of relaying the history and context of the site in preference to establishing a standalone law and order museum.

Updated Implementation Timetable and Budget

10. The HKJC estimates that construction works will take no more than four years from the TPB's approval for the project. The HKJC has committed to working within the project budget of HK\$1.8 billion. The HKJC has

commenced to carry out various impact assessments, such as Environmental Impact Assessment and Traffic Impact Assessment, and will continue to liaise with the Antiquities and Monuments Office and various stakeholders.

Memorandum of Understanding

11. Government and the HKJCCT, the vehicle through which the HKJC's charitable donations are distributed and administered, will enter into an MOU to set out the mode, terms and conditions of cooperation during the project implementation and operation stages. The key elements of the MOU are set out below -

- (a) The HKJCCT will set up a special project company to undertake the project;
- (b) Government will enter into a tenancy agreement with the project company at nominal rent for an initial term of not less than ten years from the date of the first occupation permit or temporary occupation permit and a further term of ten years subject to mutual agreement;
- (c) The HKJCCT will fund all the revitalisation works and all operational deficits during the term of the tenancy agreement until the operation of the CPS Compound is financially self-sustainable;
- (d) The HKJCCT will use any surplus income arising from the operation of the CPS Compound for heritage conservation in Hong Kong;
- (e) The HKJCCT will be responsible for applying for and obtaining all necessary approvals for taking forward the project. If any major approval is still outstanding or any judicial review or related action in respect of any major approval is pending as at the date falling on the expiry of three years from the date of the MOU, the HKJCCT will be entitled to withdraw from the project; and
- (f) Government will endeavour to provide administrative support and assistance in relation to the application for approvals for the revitalisation works. For the avoidance of doubt, such provision of administrative support and assistance shall not prejudice the exercise of discretion, statutory or otherwise, by the authorities from which any such approvals are sought.

IMPLICATIONS OF THE PROJECT

B 12. The project is in conformity with the Basic Law, including the provisions concerning human rights, and has no productivity implications. The financial and civil service, economic, environmental, traffic and planning and sustainability implications are at **Annex B**.

BACKGROUND

Heritage value of the CPS Compound

C 13. The CPS Compound (existing layout at **Annex C**) comprises three groups of buildings, namely the CPS, the former Central Magistracy and the Victoria Prison. They were declared as monuments under the Antiquities and Monuments Ordinance (Cap. 53) in 1995. The Antiquities Advisory Board recommended classifying a number of structures, including F Hall on the upper platform, as non-historic items in 2004.

Partnership between Government and HKJC

14. Government's acceptance in principle of the HKJC's proposal for revitalising the CPS Compound was announced in the 2007-08 Policy Address on 10 October 2007⁽³⁾. Subsequently, the HKJC conducted a six-month public engagement exercise from October 2007 to April 2008 to engage stakeholders through various channels and activities. During the public engagement exercise, the proposed new structure to house various performance and arts venues as well as its height and design attracted considerable discussion and quite diverse views. While some welcomed the conceptual design, others considered it too overwhelming and not in harmony with the surrounding environment.

15. In July 2008⁽⁴⁾, Government entered into a partnership with the HKJC to take forward the project with the objective of achieving both conservation and revitalisation of this highly important heritage site and taking the opportunity to showcase in Hong Kong how new and sustainable uses can be integrated creatively into a historic site whilst preserving its overall historic and architectural significance.

Notes (3) Details are set out in Legislative Council Brief of October 2007 on "Adaptive Re-use of the Central Police Station Compound: The Hong Kong Jockey Club's Proposal".

(4) Details are set out in Legislative Council Brief of July 2008 on "Conservation and Revitalisation of the Central Police Station Compound: The Hong Kong Jockey Club's Proposal".

ENQUIRIES

16. Enquiries may be directed to Mrs. Laura ARON, Commissioner for Heritage of the Development Bureau at 2848 2104.

Development Bureau
October 2010

LEGISLATIVE COUNCIL BRIEF

CONSERVATION AND REVITALISATION OF THE CENTRAL POLICE STATION COMPOUND THE HONG KONG JOCKEY CLUB'S REVISED DESIGN

ANNEXES

- | | |
|---------|---|
| Annex A | Conservation and Revitalisation of the Central Police Station Compound - Revised Design |
| Annex B | Implications of Hong Kong Jockey Club's Revised Design |
| Annex C | Existing Layout of the Central Police Station Compound |

**Conservation and Revitalisation of the Central Police Station Compound
Revised Design**

BACKGROUND

Contemporary art needs in Hong Kong

The Hong Kong Jockey Club (HKJC) recognizes that contemporary art plays an increasingly recognised and important role in the development of Hong Kong as a vibrant “World City”. There is an urgent need for increased support for contemporary art, including the necessity to establish an independent, high-quality, professionally operated, medium-sized contemporary art space.

2. The adaptive re-use of the Central Police Station (CPS) Compound as a contemporary art hub presents many exciting and unique possibilities. The central location of the CPS Compound in a neighborhood, associated with the organic development of a wide range of arts activities, from the Fringe Club to the numerous galleries and shops along Hollywood Road, makes it a natural hub for contemporary art. Furthermore, contemporary art has been used to revitalize heritage sites in many parts of the world. Therefore, designating the CPS Compound as a contemporary art hub could not only breathe new life into this unique heritage site, but also provide the much-needed space and visibility for the future development of contemporary art in Hong Kong.

REVISED DESIGN

Contemporary arts hub

3. Recognising the organic development of the area surrounding the CPS as a contemporary arts area and noting the current lack of facilities for contemporary arts in Hong Kong, the HKJC has embraced a vision to create a contemporary arts hub with an international reputation on the CPS site. A medium-sized venue with professional facilities and exhibition programmes for contemporary arts is envisaged. At the same time, the CPS can play an important part in developing and nurturing existing smaller arts/cultural organizations by providing affordable space within the site.

4. Due to the architectural limitations of most of the buildings on the site, the possibility of a new building or creative, even significant, renovation of an existing building that respects the integrity of the site should be explored in order to accommodate a medium-size art space.

Heritage guidelines and principles

5. In response to the public views that more effort should be devoted to researching the history, heritage and architectural significance of the CPS Compound and how these should be best preserved, the HKJC commissioned Purcell Miller Tritton, a renowned firm of British conservation architects, to undertake a thorough study on the CPS Compound and prepare a Conservation Management Plan (CMP), which establishes an understanding of the site and the buildings in the context of the locality and the history of Hong Kong. The CMP recommends policies and guidelines for the preservation of the significant historic buildings and identifies the potential for removal of non-historic structures.

6. The conservation approach has been to find a balance between the restoration of the historic buildings and an acceptable level of intervention when upgrading these buildings for appropriate and viable new uses. The guiding principle is that interventions to the highly significant areas and buildings should be avoided or minimized, and the principle of reversibility should be respected. The methods of repair and alteration will be based on the use of authentic materials and techniques specific to the buildings. The repair works to existing buildings will bring about the refurbishment of the buildings into a good condition requiring only routine repair and maintenance over the next fifty years or so.

7. The conservation, refurbishment, and development of the heritage site and buildings will follow the requirements as set out by the Antiquities Authority and the relevant statutory processes.

Space for interpretation facilities

8. In addition to being an important and vibrant contemporary arts hub, the revitalization must focus on the history of the site and its role in the development of Hong Kong's police, prison and judicial system. The project must reveal the significance of the site, demonstrate its cultural associations and respect the collective memories of previous occupants, visitors and those

living in the neighborhood.

Design of the buildings

9. The new building structures will be revised to be more modest, compatible in scale and yet distinct. It is considered that these new structures will help to reinforce the theme of the Project and add dimension and extra arts-related uses within the site. The schematic design of the new buildings is attached.

Adaptive re-use in existing buildings

10. The aim of the Project is to bring most buildings on the site back into beneficial use while some buildings and spaces within these buildings will be retained in their existing state for general interpretation of their architectural and historical features. The general experience is that, with very few exceptions, buildings need to have a new use to ensure their long term future. This inevitably means that alterations must be made to make the buildings safe and to comply with current building codes.

11. The range of uses chosen (cafes, shops, restaurants, education and interpretation spaces) attempts to balance the need for the site to be financially sustainable and vibrant with the need to find spaces to interpret the historic site to visitors. There are interpretation spaces in every significant building and two blocks of prison cells will be left untouched.

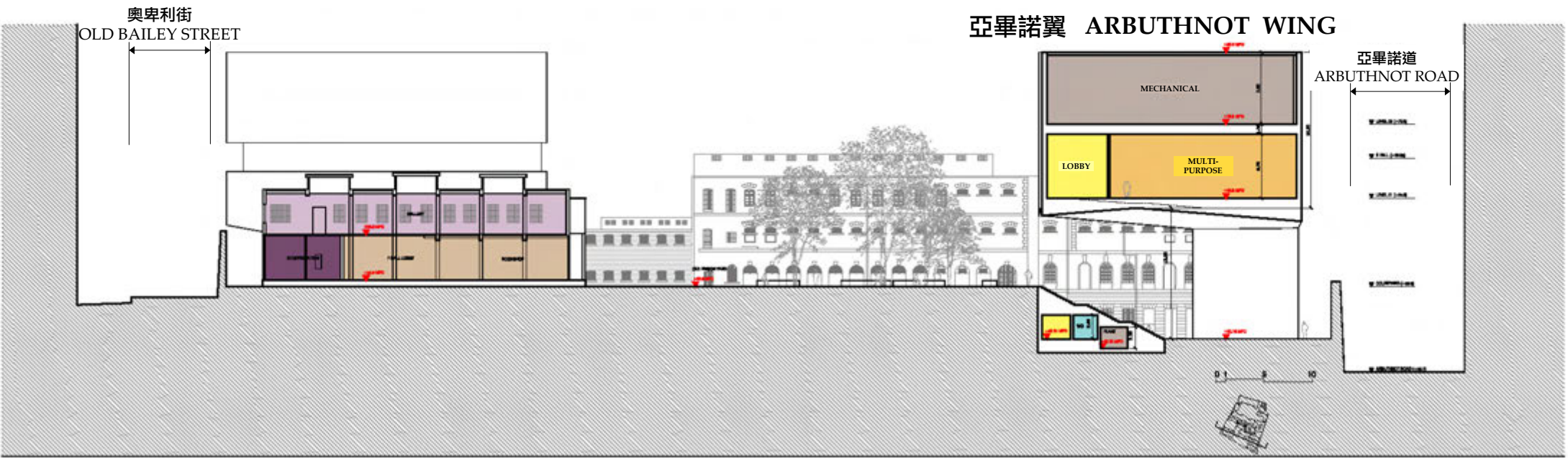
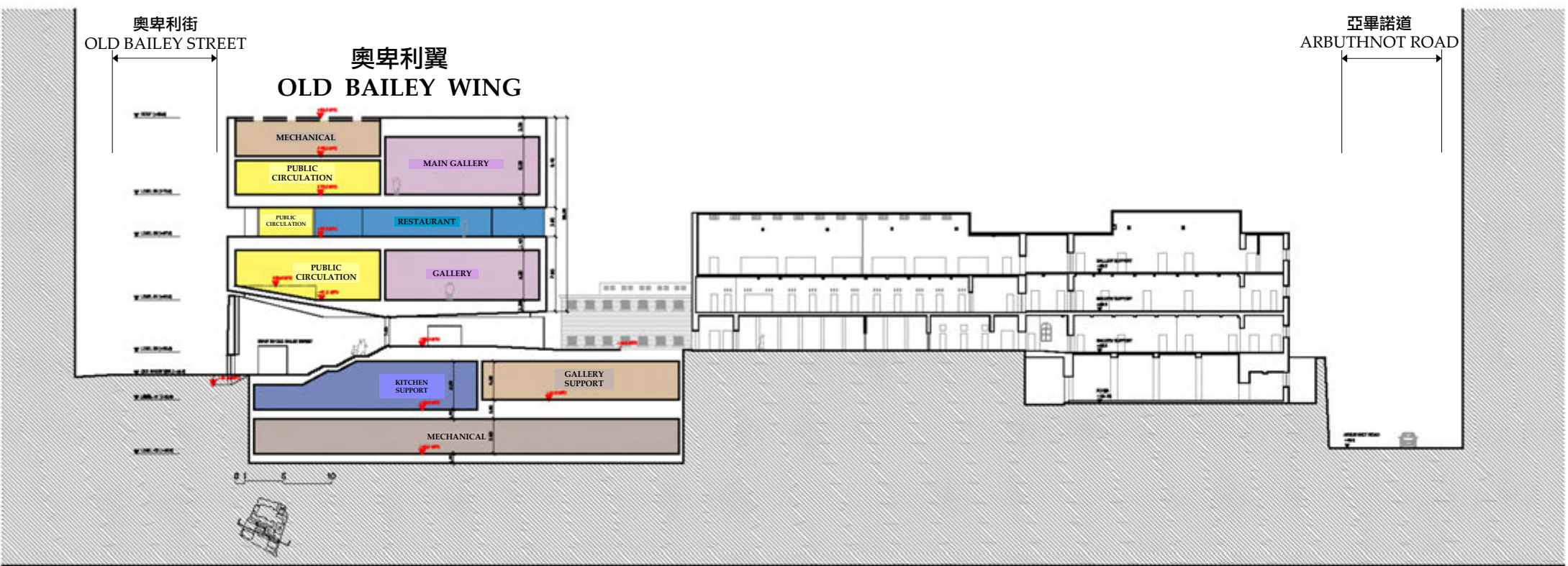
Development Bureau
October 2010

亞畢諾翼
ARBUTHNOT WING

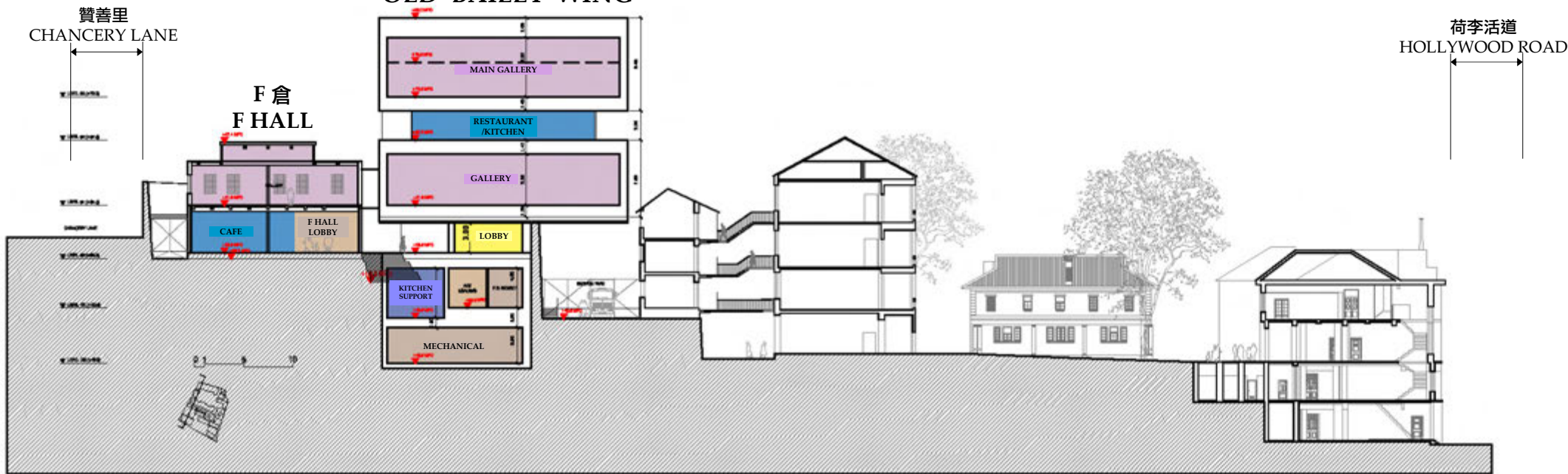
奧卑利翼
OLD BAILEY WING

北面景觀 NORTH VIEW





奧卑利翼 OLD BAILEY WING



亞畢諾翼 ARBUTHNOT WING



Implications of the Hong Kong Jockey Club's Revised Design

Financial and Civil Service Implications

The Hong Kong Jockey Club (HKJC) will make a donation-in-kind to Government in the form of a capital investment for the renovation and development of the Central Police Station (CPS) Compound within a budget of HK\$1.8 billion. No capital funding is required from Government. For future management and maintenance, the Hong Kong Jockey Club Charities Trust will set up a limited company to oversee the day-to-day operation of the revitalised CPS Compound and fund the recurrent deficit until it is self-sustainable. During construction and operation, the Administration will liaise closely with the HKJC to ensure that the renovation and construction works fully comply with all heritage conservation and environmental requirements set by relevant bureaux/departments. All liaison and monitoring work required of the Development Bureau and other bureaux/departments will be absorbed by existing resources. There will be no financial implications for Government.

Economic Implications

2. The revitalised CPS Compound will attract people's flow, add vibrancy to the Central area, and generate business opportunities for the retail and dining facilities nearby. It will also broaden Hong Kong's offer in tourism attractions, particularly in cultural heritage tourism.

Environmental Implications

3. This project is a Designated Project under the Environmental Impact Assessment (EIA) Ordinance, and will have to follow the statutory EIA procedures to determine the environmental acceptability of the project, and meet the requirements of the EIA Ordinance and its Technical Memorandum, including consultation with the public and the Advisory Council on the Environment. An environmental permit (EP) under the EIA Ordinance is required for the construction and operation of the project. The HKJC will have to follow the requirements of the EIA Ordinance and seek an EP before commencing works.

Traffic and Planning Implications

4. Compared with the previous scheme, there are no dedicated performance venues in this revised scheme that would generate a peak demand to the local transport network. Any impact can be minimised by providing no on-site parking, a direct connection to the Mid-Levels escalator and improved neighbourhood pedestrian facilities. A detailed traffic impact assessment will be conducted by the HKJC to assess whether the impact of

the final design is acceptable.

5. Since the HKJC's proposal involves new structures, planning permission from the Town Planning Board will be required. Any proposed uses within the site not in compliance with the Notes of the "Other Specified Uses" annotated "Historical Site Preserved for Cultural, Recreational and Commercial Uses" on the draft Sai Ying Pun and Sheung Wan Outline Zoning Plan covering the site also require planning permission under section 16 of the Town Planning Ordinance.

Sustainability Implications

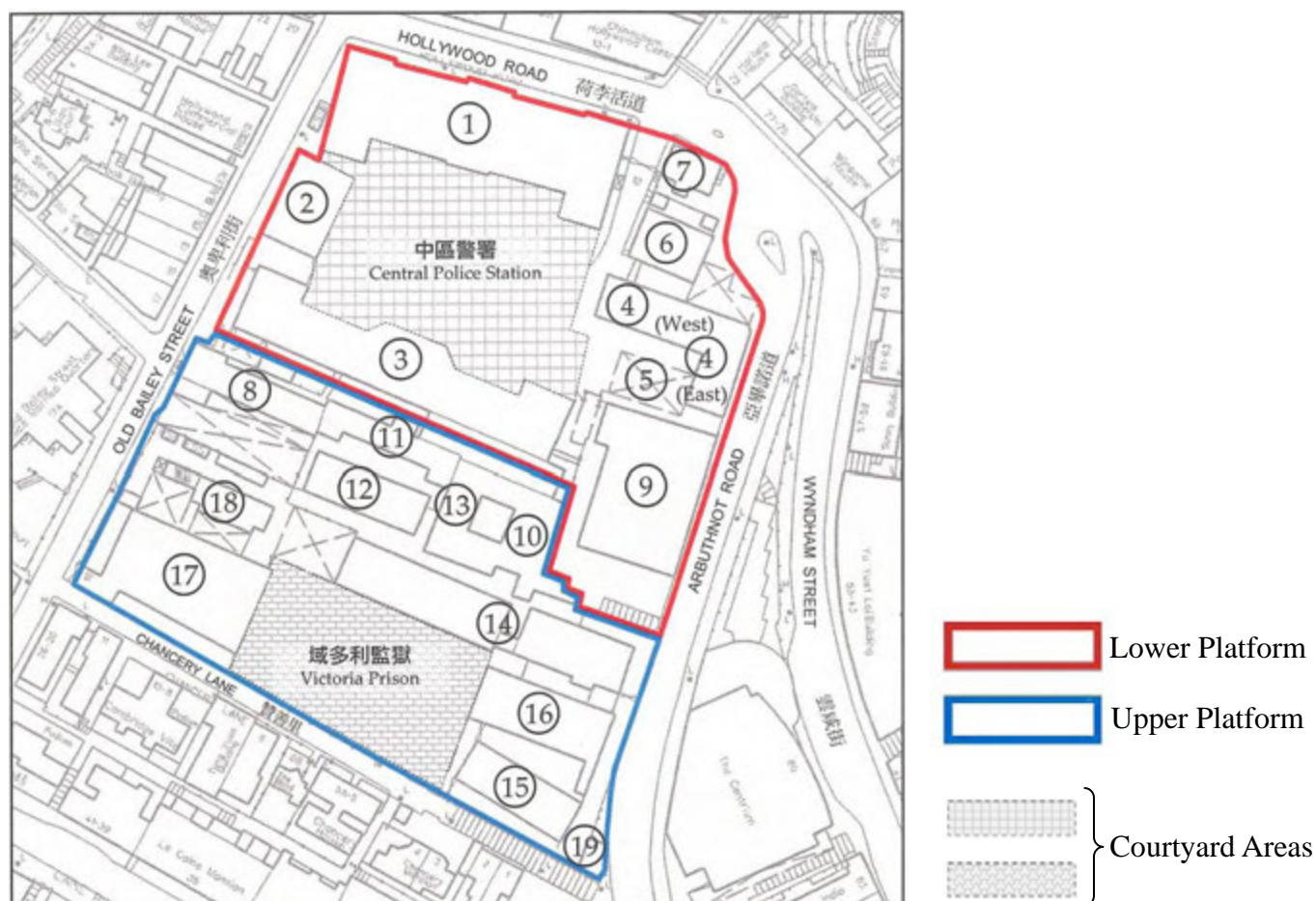
6. The preliminary assessment indicates that the revitalised CPS Compound will create synergy with nearby attractions, including Dr Sun Yat-sen Museum and Historical Trail, Man Mo Temple, SoHo, Lan Kwai Fong, Hollywood Road, etc., and create a heritage tourism cluster. The cluster will help diversify the tourism products offered by Hong Kong, enhance tourists' experience, generate business opportunities for nearby retail and dining facilities, thus contributing positively to the economic development of Hong Kong. In addition, the cluster will become an ideal spot for family visitors and students to appreciate our historical and architectural assets as well as the heritage of Hong Kong. It will provide a new node for public enjoyment and enhance social attachment to this heritage site.

7. Implementation of the project will inevitably have environmental implications. The height and bulk of the new structures have been suitably reduced to address public concerns. The sustainability assessment has identified other potential environmental issues, such as noise impact during the construction phase, cultural heritage impact during both the construction and operation phases, as well as sewage and waste impacts during the operation phase. These impacts will be studied in greater detail in the relevant environmental study. The revised design will only proceed if the assessment findings confirm that the environmental impacts are acceptable.

8. The revitalised CPS Compound will provide more cultural venues for arts and cultural groups to stage performances or exhibitions. This is in line with the sustainability principle of enhancing the vibrancy of Hong Kong's recreational opportunities and leisure activities.

9. Finally, the revitalisation model of this project will set a good example of collaborative partnership with non-profit making organisations in adaptive re-use of Government-owned historic buildings, and contribute to sustainable conservation of important historical and heritage sites in Hong Kong.

Existing Layout of the Central Police Station Compound



Central Police Station

1. Police Headquarters Block
2. Armoury (also known as "Stable Block")
3. Barrack Block
4. (East) Deputy Superintendent's House (also known as "A Dormitory Block" or "Block A")
4. (West) Married Inspectors' Quarters (also known as "B Dormitory Block" or "Block B")
5. * Garage
6. Married Sergeants' Quarters (also known "C Dormitory Block" or "Block C")
7. Single Inspectors' Quarters (also known "D Dormitory Block" or "Block D")
8. Ablutions Block (also known as "Sanitary Block")

Central Magistracy

9. Central Magistracy

Victoria Prison

10. Superintendent's House (also known as "C Hall (East Wing)")
11. A Hall
12. B Hall
13. C Hall (also known as "C Hall (West Wing)")
14. D Hall, East and West Wings
15. E Hall
16. * The Laundry Yard
17. F Hall
18. * General Office
19. Bauhinia House (also known as "Watch Tower")

* : Post-war Structures