

活化再用中區警署建築群：  
香港賽馬會的建議

目的

本文件旨在就香港賽馬會（賽馬會）活化中區警署建築群的建議，尋求議員的意見。

背景

2. 鑑於市民大眾對文物保育日漸關注，加上政府在文物保育方面採取了新政策，故此繼續按原來計劃以公開招標方式，邀請私營機構修復和發展中區警署建築群為文物旅遊地點，並非理想做法。
3. 賽馬會提出建議，採用以保育為原則的方法來活化中區警署建築群。該會亦負責進行為期6個月（由2007年10月中至2008年4月中）的公眾參與工作。

賽馬會的建議

4. 賽馬會建議透過保存中區警署建築群現有的歷史建築，以及加建新建築物提供需求甚殷的藝術和文化場地，把中區警署建築群活化，使之成為提供藝術、文化、零售和餐飲設施的文物地點。為此，賽馬會承諾遵守康樂及文化事務署轄下古物古蹟辦事處所訂的保護文物規定。這些規定有部分包含三份有關文物保存的國際文獻（計有：《威尼斯憲章》、《布拉憲章》及《中國文物古蹟保護準則》）所載的原則。賽馬會估計，工程計劃的建設費用約為18億元，而活化後的中區警署建築群經過約3年的運作後，將可在財政上自給自足。有關建議的詳情，載於2007年10月11日當局發給立法會的一份參考資料摘要（載於附件）。

迄今的發展

5. 隨着2007年10月10日發表的2007-08年《施政報告》宣布了政府原則上接納賽馬會的建議後，賽馬會和政府當局在2007年10月11日舉辦聯合新聞發布會。會上，賽馬會解釋了有關建議的重點，並特別表明賽馬會樂意邀

請公眾參與推展有關計劃。政府當局亦提供了對該計劃的初步意見。

6. 自2007年10月10日起，政府當局便開始就文物保育的新措施，以及賽馬會的建議，向不同機構，例如古物諮詢委員會、立法會民政事務委員會、各專業學會等作簡報。由於中區警署建築群位於中西區，故政府當局和賽馬會在2007年10月29日為該區關注此事的人士／組織舉辦簡報會。獲邀出席者包括現任中西區區議員、2007年中西區區議會選舉候選人、區議會轄下各委員會的增選委員、中環及半山分區委員會委員、關注組織及鄰近商舖代表，共約有60人出席。此外，亦曾接受傳媒節目的訪問。

7. 為了邀請公眾參與，賽馬會已進行以下工作：

- (a) 在2007年10月18日安排了視像會議，讓當時身在日本的設計建築師赫佐格先生和德默隆先生接受香港傳媒訪問；
- (b) 在2007年12月10日舉行的文物保育研討會，並得到德默隆先生參與；
- (c) 與市民大眾、傳媒及有關各方會面；
- (d) 邀請各專業學會（例如香港建築師學會、香港工程師學會、香港測量師學會等）參與諮詢會；
- (e) 由2007年12月至2008年4月期間，在香港賽馬博物館舉行中區警署建築群計劃展覽，並展出設計的模型，向市民提供該項目的詳細資料；
- (f) 在各區舉辦巡迴展覽，包括在2008年2月16日至26日在香港大會堂舉行的展覽；以及
- (g) 邀請市民利用賽馬會有關中區警署建築群的專題網頁，提出意見和建議。

#### 各界已表達的意見

8. 各界已表達的意見包括以下各項：

- (a) 絕大多數人支持活化中區警署建築群的建議，以免建築群被棄置不用(以及歷史建築狀況惡化)；
- (b) 大部份人亦支持賽馬會負責推行此計劃並以禮物形式饋贈香港

市民：

- (c) 有人認為此為新舊共融的好例子；
- (d) 有人支持在建築群內提供文化藝術設施；
- (e) 有人認為在訂定建議時，必須就建築群進行歷史研究，以充分顧及該建築群的歷史意義，並決定應如何在最終成品反映其歷史意義；
- (f) 有人關注該計劃可能會對周圍造成不良之影響（例如交通及環境）；
- (g) 有人認為擬議的新建築物過高，可能會對周遭環境／居民帶來不良影響；
- (h) 有人認為應藉此機會在中區警署建築群內加設地方社區設施，例如表演場地、圖書館、法治博物館、警察報案中心等；
- (i) 有人希望本港的專業人士亦可參與推展這個工程項目；以及
- (j) 還有其他關注事項，包括擬議商業設施對附近商店的業務可能造成之影響；附近居民的私隱會否因為高大的標誌建築物而受到影響等。

9. 公眾參與階段將於2008年4月中完結，在此之前，賽馬會將繼續邀請公眾參與。例如，將在2008年3月15日至27日在沙田大會堂舉行巡迴展覽。此外，一個為中區警署建築群附近居民舉行的公開論壇，亦會由中西區民政事務處協助下舉行。

10. 賽馬會已表示，在進一步推展計劃時，會考慮各界在公眾參與階段提出的意見。

#### 徵詢意見

11. 我們非常歡迎議員就建議提出意見。

**發展局**

**2008年2月**

檔號：DEVB(CR)(W)1-150/76

## 立法會參考資料摘要

### 活化再利用中區警署建築群：

#### 香港賽馬會的建議

#### 引言

在二零零七年九月二十五的會議上，行政會議建議，行政長官指令－

- (a) 政府不應進行邀請私營機構修復和發展中區警署建築群為文物旅遊地點的計劃；以及
- (b) 政府應原則上接納香港賽馬會(賽馬會)發展中區警署建築群的建議，以便賽馬會可邀請公眾參與並展開詳細設計，制定包括下列主要方面的詳細計劃來推展有關建議－
  - (i) 賽馬會會以實物捐贈形式承擔中區警署建築群的翻新工程及發展的建設費用，並會撥款支付運作最初數年的經常虧損；
  - (ii) 修復後的中區警署建築群將由一間有限公司管理，該公司將在香港賽馬會慈善信託基金(信託基金)督導下營辦，並由一個文物諮詢委員會予以支援；以及
  - (iii) 該項建議將按照政府與賽馬會所簽訂的協議推行，而協議會開列有關條款和條件。

## 理據

A 2. 二零零四年年初，政府計劃透過公開招標方式，邀請私營機構保護、修復和發展中區警署建築群，使該建築群用址（現有平面圖載於附件 A）成為文物旅遊地點。二零零四年六月，當時的行政長官接獲代表何東及其他本地家族的團體，就中區警署建築群的用途構思提出的建議。根據該建議，政府應按私人協約方式，以象徵式地價批出該址予將為發展該址而成立的非牟利團體，以便把該址發展為一所具備相關設施的視覺藝術學院。

## 公眾的關注

3. 這項建議掀起了公眾對政府以招標方式處理該址的廣泛討論。關注重點如下：

- (a) 有人提出由非牟利團體而非商業或地產發展商來營運和管理中區警署建築群。在評審標書時，以非商業形式發展中區警署建築群的方案，應與以商業形式發展的方案獲同等的考慮；以及
- (b) 除了經濟及旅遊利益外，部分界別提出在評審標書時應更着重社區的利益，例如是否公開讓市民使用，以至是否與周圍環境融合和可否改善周圍環境。

## 賽馬會的建議方案

4. 賽馬會於二零零七年四月，向政府提交了一份概念建議，建議以實物捐贈形式承擔中區警署建築群的翻新工程及發展費用，並會支付最初數年預期會有營運虧損期間的管理及維修保養費用。捐款將以禮物形式餽贈香港市民，以慶祝香港特別行政區成立十周年。賽馬會的建議載列於下文第 5 至第 8 段。

### (A) 發展規範

5. 賽馬會建議下述主要發展規範－

#### (a) 歷史建築物與保護

修復、保護和發展中區警署建築群的歷史建築物，須符合古物古蹟辦事處所訂的保護文物規定。這些規定有部分包含三份有關文物保護的國際文獻（計有《威尼斯憲章》、《布拉憲章》及《中國文物古蹟保護準則》）所載的準則；

#### (b) 新的標誌建築物

為了在該址注入新活力，以提升其受公眾歡迎程度和使用程度，而鑑於該建築群現有的歷史建築物受到結構限制，賽馬會建議在原地提供更多空間，加設需求甚般的藝術和文化設施。該會進一步建議在上層平台範圍（唯一適宜進行建造工程的地方）建造一座標誌建築物，以達致這個目的。在這項概念建議下，各個方案的建築物高度有所不同，介乎大約 75 米至 200 米；以及

#### (c) 土地用途的混合

在賽馬會的概念建議中，重新發展後的中區警署建築群樓面總面積約為 25 200 平方米（包括新標誌建築物約 7 100 平方米），將撥作商業（佔 54%）及非商業（佔 46%）用途。商業用途的樓面總面積主要用作配合四周環境的零售及餐飲服務，而非商業用途的樓面總面積大部分（佔 90%）將用作藝術及文化設施。

### (B) 財政及架構安排

6. 賽馬會估計工程計劃的建設費用約為 18 億元。馬會亦估計重新發展後的中區警署建築群經過三年運作後，將可在財政上自給自足。賽馬會預備承擔建築群在運作最初數年估計在財政上仍未能自給自足的經常虧損。賽馬會亦表示願意把日後從該建築群所得的盈餘，投入本港的文物保護工作，例如支持日後或會成立的法定文物信託基金。

7. 至於發展模式，大體而言，該用地將交予但並非批予賽馬會，由賽馬會負責進行翻新和改建工程，亦負責建築群的管理和保養維修。重新發展後的中區警署建築群將會由一間有限公司管理，而該公司會在信託基金督導下營運。該公司將由董事局管理，成員為信託基金的信託人，並由信託基金主席出任董事局主席。賽馬會將另

行委任一個文物諮詢委員會，向董事局提供意見。文物諮詢委員會主席將由賽馬會主席擔任，成員則為對文物保護有專業知識的社會人士，尚有來自發展局、民政事務局、康樂及文化事務署轄下的古物古蹟辦事處、旅遊事務署及中西區區議會等的代表。

### (C) 預算時間表

8. 賽馬會建議在二零零七年內公布其建議的重點，以配合香港特區成立十周年慶典。然後，賽馬會擬用約六個月時間，徵詢中西區區議會、地區委員會、居民組織及文化藝術團體等有關各方的意見，並公布周知和訂定詳細設計。賽馬會將考慮公眾意見，對概念設計作出適當修訂，並會進行詳細的可行性評估，以確保項目符合所有法律上關於規劃、交通和環境的規定。

### 當局的初步評估

9. 當局歡迎賽馬會的建議，並大致認為該建議具創意而且可予跟進。賽馬會建議活化再利用中區警署建築群這個法定古蹟，符合我們的政策方向。而我們現時正制訂文物政策和工程措施，以謀求發展和文物保護兩者之間的平衡。這建議更可顯出政府與非牟利機構攜手合作保護歷史建築，並把歷史建築轉化為本地文化標記。

10. 賽馬會願意捐出大量款項支持這項目，而且顧及文物保護和讓公眾參與項目，大大提高建議的吸引力。我們亦認為建議有頗大機會得到公眾接受，值得作進一步研究。我們對賽馬會建議重點的意見載於下文。

### (A) 文物保護和推動旅遊業

11. 從文物保護政策角度來說，我們大致上支持賽馬會的建議。賽馬會在擬訂建議時，已表明會符合古物古蹟辦事處所訂的文物保護規定。此外，這項目可以用作示範如何活化再利用文物建築。由於項目會糅合文物、藝術、文化和商業設施及活動於一身，我們預期建議會對本港居民和遊客均有吸引力。重新發展的中區警署建築群會對附近的文物及旅遊點，包括孫中山紀念館及孫中山史蹟徑、文武廟、蘇豪、蘭桂芳、荷利活道等，提高協同效應，亦會使地區更具活力動感，並為鄰近的零售和飲食商號造就商機。上述各點合併一起，將有助使重新發展的中區警署建築群成為獨一無二的文物和文化地標，供社區享用。

## (B) 發展規範和技術可行性

12. 總體來說，我們認為賽馬會的建議具吸引力，而且值得跟進。不過，我們須更仔細審研某些範疇－

### (a) 交通考慮因素

當局充分考慮到中區警署建築群附近交通繁忙。賽馬會的初步交通影響評估指出，項目對附近道路的交通影響並非不能克服的，而且可訂定實際措施，包括把建築群內不同場地的節目開始和完結時間調節和分散，以及管制服務和送貨車輛，以減輕影響。待備妥詳細設計後，賽馬會會進行更詳細的技術可行性和交通影響評估，並訂定措施減少交通影響、改善該區的交通設施和行人流量。然後，政府會評估建議措施能否解決交通影響問題；

### (b) 環境考慮因素

賽馬會已就建議中的施工階段和運作階段的環境影響作初步評估。賽馬會日後落實建議時，會遵循法定程序進行環境影響評估，以確定項目的環境可接受性（包括擬建新建築物的視覺影響），並符合《環境影響評估條例》和有關技術備忘錄的規定；

### (c) 土地用途的混合

關於建議在中區加設小型表演藝術及文化場地一事，此舉可幫助解決市中心地區現時欠缺這些設施的問題，並符合分區計劃大綱圖的規劃原意。這些設施可以補足規劃中西九龍文娛藝術區的大型藝術文化設施。擬設餐飲設施將使建築群更形完備，而且為建築群提供重要收入來源，以期長遠達致財政上自給自足。建議的商業用途亦須符合分區計劃大綱圖的規定；以及

### (d) 新的標誌建築物

建議標誌建築物的高度會超出古物古蹟辦事處所訂的高度限制。在工程展開前，須先行尋求古物諮詢委員會的支持，並取得城市規劃委員會（城規會）的規劃許可。賽馬會亦會在即將舉行的區議會選舉後，在新一屆區議會運作時諮詢中西區



區議會。

### (C) 財務及架構安排

13. 賽馬會表示，中區警署建築群在未有穩定的客源前，最初三年營運期會有負現金流，但預計長遠來說，建築群的營運可以自給自足。賽馬會願意撥款應付營運初期的經常虧損，而往後如在不可預見的情況下虧損依然持續，賽馬會亦願意積極考慮繼續撥款應付。

### 建議的影響

14. 建議符合《基本法》，包括有關人權的條文，而且對生產力沒有影響。建議對財政和公務員、經濟、環境、規劃和可持續發展會有影響，詳情載於附件 B。

B

### 公眾諮詢

15. 賽馬會與政府即將為該會的概念建議作出聯合公布。在公布中，賽馬會將解釋建議的重點，並強調賽馬會願意讓公眾參與擬訂詳細設計。我們亦計劃諮詢有關的立法會事務委員會，並會向古物諮詢委員會和城規會簡報。由於現時的建議只屬概念設計，賽馬會計劃用六個月時間讓有關各方參與，以便擬訂詳細設計。我們將諮詢的有關各方包括區議會、附近的居民及商戶、文化及文物界的關注團體等等。

### 背景

16. 中區警署建築群由三組建築物組成，即中區警署、前中央裁判司署及域多利監獄。該建築群在一九九五年根據《古物及古蹟條例》列為法定古蹟。經檢討該建築群的文物保護指引後，古物諮詢委員會在二零零四年建議，把位於上層平台的 F 倉列為非歷史建築物。

17. 自十九世紀中葉至第二次世界大戰爆發期間，中區警署一直是本港執法機關的總部。該建築群內歷史最悠久的建築物，是建於一八六四年的營房大樓。

18. 中央裁判司署在一九一三年起動工興建，直至一九一四年竣工。該址前身原為相信在一八四七年興建的另一裁判司署，但其後被拆卸重

建成為中央裁判司署。中央裁判司署在一九七九年關閉。

19. 域多利監獄在一八四一年落成，是第一所以耐久物料建造的建築物。該建築群的大部分建築物在第二次世界大戰期間被炸毀。該監獄經修葺後於一九四六年重開。

20. 自二零零四年十二月以來，我們一直容許社區組織申請使用中區警署建築群，以舉行公眾活動。我們亦已調撥資源為建築群的歷史建築物進行必要的維修保養工作。

## 查詢

21. 如有查詢，請致電 2848 2045 與發展局首席助理秘書長(工務)2 黃銘滔先生聯絡。

發展局  
二零零七年十月

## 附件

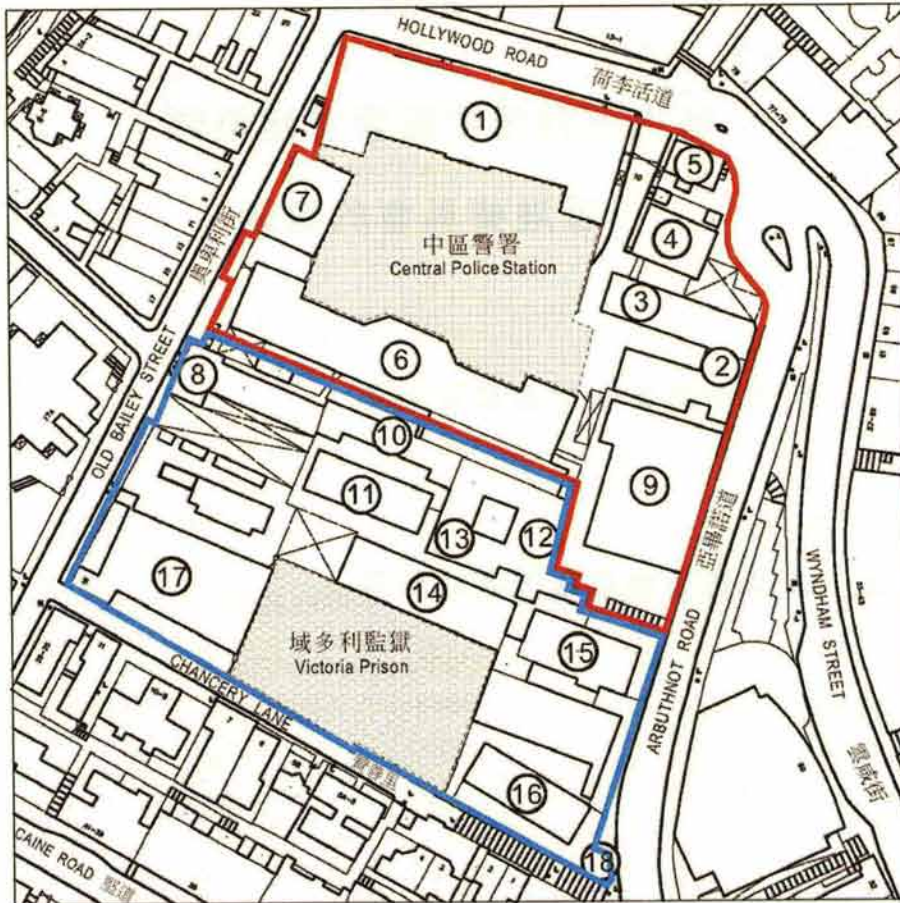
活化再利用中區警署建築群：

香港賽馬會的建議

附件 A 現有中區警署建築群平面圖

附件 B 香港賽馬會建議方案的影響



現有中區警署建築群平面圖



中區警署



- 1. 總部大樓
- 2. A 座
- 3. B 座
- 4. C 座
- 5. D 座
- 6. 營房大樓
- 7. 馬廄
- 8. 衛生樓

9. 前中央裁判司署

-  下層平台
-  上層平台

域多利監獄

- 10. A 倉
- 11. B 倉
- 12. C 倉 (東翼)
- 13. C 倉 (西翼)
- 14. D 倉 (西翼)
- 15. D 倉 (東翼)
- 16. E 倉
- 17. F 倉
- 18. 更樓 (紫荊樓)

-   } 露天廣場

## 香港賽馬會建議方案的影響

### 對財政和公務員的影響

賽馬會將向政府作實物捐贈，形式是作出資本投資，以翻新和發展中區警署建築群，價值估計為 18 億元。政府無須投入資本基金。至於日後的管理和維修保養，賽馬會將成立一間有限公司，負責督導重新發展後的建築群的日常運作，並撥款應付運作最初數年出現的經常虧損。在建造和營運期間，當局會與賽馬會保持緊密聯繫，確保翻新和建造工程完全符合古物古蹟辦事處及其他相關決策局／部門訂定的所有文物保護及環境規定。發展局及其他決策局／部門須進行的所有聯絡及監察工作，均會以現有資源應付，不會對政府的財政及公務員造成影響。

### 對經濟的影響

2. 賽馬會的建議方案將可吸引更多遊人，令中環區更加生氣蓬勃，為附近的零售和食肆設施帶來商機，同時亦可增加香港的旅遊景點，特別是文物旅遊景點。

### 對環境的影響

3. 賽馬會的建議方案屬《環境影響評估條例》（《環評條例》）的指定工程項目，必須遵循環境影響評估的法定程序，以決定工程項目的環境可接受性，並須符合《環評條例》和根據條例發出的技術備忘錄的規定，包括就環境事宜諮詢公眾及環境諮詢委員會。根據《環評條例》，有關工程項目必須取得環境許可證，才可予以建造和營運。賽馬會須遵守《環評條例》的規定，在施工前先行申領環境許可證。

### 對規劃的影響

4. 交通流量和人流及高峰效應（特別是當觀眾在差不多同一時間進入或離開表演場地時）是重要的實際關注。為了盡量減少對交通的影響，賽馬會曾就此進行初步交通影響評估，建議一些可行措施，例如把大部分表演安排在繁忙時間以後進行，並禁止在建築群

內停泊車輛（服務及緊急車輛除外）。賽馬會預期，由於在中區警署建築群的合理步行距離內設有地鐵站及其他公共交通設施，故大部分遊客均會利用公共交通工具或步行進出建築群。賽馬會將會進行詳細的交通影響評估，評定最終設計對交通造成的影響是否可以接受。

5. 由於賽馬會的建議方案涉及新建發展項目（即文件中提及的標誌建築物），須尋求城市規劃委員會的規劃許可。

## 對可持續發展的影響

6. 初步評估顯示，重新發展的中區警署建築群將可與附近的景點（包括孫中山紀念館及孫中山史蹟徑、文武廟、蘇豪、蘭桂坊、荷里活道等）產生協同效應，締造一個文物旅遊景點群。該景點群將可令香港的旅遊地方更多元化，豐富旅客的經驗，為附近的零售及食肆設施帶來商機，從而對香港的經濟發展帶來正面效應。此外，該景點群將成為家庭旅客及學生的理想旅遊點，讓他們欣賞我們的歷史和建築遺產，以及香港的文物，並提供一個與民共享的新旅遊區，同時增加市民對該文物旅遊景點的情感依附。

7. 要推行這個建議，難免會對環境造成影響。可持續發展評估已找出可能影響環境的問題，例如建造階段的噪音影響，以及營運階段所產生的污水、廢物和視覺影響。在進行相關環境研究時，會更深入研究這些影響。最終建議方案只會在評估結果確定有關影響屬可接納水平時，才會予以進行。在視覺上與歷史建築群保持和諧協調，非常重要。賽馬會計劃以約六個月時間讓有關各方參與，以便擬訂詳細設計。

8. 重新發展後的中區警署建築群將可為藝術和文化團體提供更多文化表演及展覽場地，而且符合可持續發展原則，擴大香港的康樂活動空間，舉辦更多康樂活動。

9. 最後，擬議的重新發展模式將可作為與非牟利機構合作，活化再利用政府擁有的歷史建築物的良好榜樣，並對具有重要價值的歷史及文物景點的可持續保護，作出貢獻。

— 完 —

**Adaptive Re-use of the Central Police Station Compound:  
The Hong Kong Jockey Club's Proposal**

**Purpose**

This paper aims to seek Members' views on the proposal of the Hong Kong Jockey Club (HKJC) for revitalising the Central Police Station (CPS) Compound.

**Background**

2. In view of the community's growing concerns over heritage conservation and in the light of Government's new heritage conservation policy, it is undesirable to continue with the original plan to invite the private sector through an open tender exercise to restore and develop the CPS Compound into a heritage tourism attraction.

3. HKJC has come up with a proposal to adopt a conservational approach in revitalising the CPS Compound. It also undertook to conduct a public engagement exercise for six months (i.e. from mid-October 2007 to mid-April 2008).

**HKJC's Proposal**

4. HKJC proposed to revitalise the CPS Compound into a heritage site, offering arts, cultural, retail and food and beverage facilities through the preservation of existing historical buildings and the addition of a new structure to provide for the much needed arts and cultural venues. In doing so, it has pledged to conform with the conservation requirements set by the Antiquities and Monuments Office (AMO) of Leisure and Cultural Services Department (LCSD). Parts of these requirements will include the principles contained in the three international standards of heritage preservation (viz. the Venice Charter, the Burra Charter and the Principles for the Conservation of Heritage

Sites in China). HKJC estimated that the capital cost of the project will amount to about \$1,800 million, and that the revitalised Compound will become financially self-sustainable after approximately three years of operation. The proposal is set out in detail in a brief the Administration issued to the Legislative Council on 11 October 2007 (copy at the **Annex**).

### **Development Hitherto**

5. Following announcement in the 2007-08 Policy Address on 10 October 2007 that Government has accepted in principle HKJC's proposal, HKJC and the Administration organized a joint press conference on 11 October 2007. At the press conference, HKJC explained the key elements of the proposal and highlighted its readiness to engage the public in taking the project forward. The Administration also provided its preliminary views on the project.

6. Since 10 October 2007, the Administration has provided briefings on the new initiatives on the heritage conservation front as well as HKJC's proposal to various bodies such as the Antiquities Advisory Board (AAB), the LegCo Panel on Home Affairs, professional institutes, etc. As the CPS Compound is located in the Central and Western District, a briefing for concerned personalities/organizations in the district was organized by the Administration and HKJC on 29 October 2007. Invitees included current Central and Western District Council (C&W DC) members, candidates for the 2007 C&W DC Election, co-opted members of various DC committees, Chung Wan and Mid-levels Area Committee members, concerned organizations and representatives of shops in the vicinity. A total of around 60 persons attended. Furthermore, interviews on media programmes have been conducted.

7. To engage the public, HKJC has undertaken the following:
- (a) organized a video conference on 18 October 2007 in which the design architects Mr Jacques Herzog and Mr Pierre de Meuron who were then in Japan were interviewed by the Hong Kong media;
  - (b) A symposium on heritage conservation on 10 December 2007 attended by Mr Pierre de Meuron;



- (c) Meetings for members of public, the media and parties concerned;
- (d) Engagement sessions with professional institutes such as Hong Kong Institute of Architects, Hong Kong Institution of Engineers, Hong Kong Institute of Surveyors, etc;
- (e) Exhibition with the aid of display models on the CPS Compound project from December 2007 to April 2008 at the Hong Kong Racing Museum to provide the community with detailed information on the project;
- (f) Roving exhibitions in various districts including the one at the Hong Kong City Hall from 16 to 26 February 2008; and
- (g) Inviting the public to express their views and suggestions via HKJC's dedicated website for the CPS Compound project.

### **Views Expressed**

8. Views expressed so far included the following:
- (a) The vast majority supported the proposal to revitalize the CPS Compound in order to prevent the Compound from lying idle (and with the conditions of historic buildings deteriorating);
  - (b) Most also supported HKJC for undertaking the project and presenting it as a gift to the people of Hong Kong;
  - (c) Some consider it a good example of blending of the new with the old;
  - (d) Some supported the provision of arts and cultural facilities in the Compound;
  - (e) In devising the proposal, some consider it important to conduct historical research on the Compound to give due regard to its history and to determine how this should be reflected in the final product;

- (f) Concern was expressed on possible adverse effects on the surrounding area (such as traffic and environmental);
- (g) Some felt that the proposed new structure was too tall and would have adverse impact on the environment/residents in the surrounding area;
- (h) Some opined that opportunity should be taken to include in the CPS Compound facilities for the community, e.g. performance venues, library, law and order museum, police reporting centre, etc.;
- (i) Some hoped that local professionals should also be involved in taking the project forward; and
- (j) There were also other concerns like the impact that the proposed commercial facilities might have on the businesses of shops nearby, whether the privacy of residents nearby would be affected by the tall iconic structure, etc.

9. Before the end of the public engagement exercise in mid-April 2008, HKJC will continue to engage the public. For instance, a roving exhibition will be held at the Sha Tin Town Hall from 15 to 27 March 2008. A public forum will also be arranged for residents in the vicinity of the CPS Compound with assistance from the Central and Western District Office.

10. HKJC has indicated that views expressed during the public engagement exercise would be taken into account in the further evolvement of the project.

### **Advice Sought**

12. Members' views on the proposal will be most welcomed.

**Development Bureau**  
**February 2008**

File Ref: DEVB(CR)(W)1-150/76

## **LEGISLATIVE COUNCIL BRIEF**

### **ADAPTIVE RE-USE OF THE CENTRAL POLICE STATION COMPOUND: THE HONG KONG JOCKEY CLUB'S PROPOSAL**

#### **INTRODUCTION**

At the meeting of the Executive Council on 25 September 2007, the Council ADVISED and the Chief Executive ORDERED that -

- (a) Government should not proceed with the approach of inviting the private sector to restore and develop the Central Police Station (CPS) Compound into a heritage tourism attraction; and
- (b) Government should accept in principle the proposal of the Hong Kong Jockey Club (HKJC) for developing the CPS Compound, with a view to taking it forward by commencing public engagement and detailed design to develop it into a detailed plan comprising the following key aspects -
  - (i) HKJC would bear the capital cost for the renovation and development of the CPS Compound by a donation-in-kind and fund the recurrent deficit for the initial years of operation;
  - (ii) the restored CPS Compound was to be managed by a limited company, operating under the direction of the HKJC Charities Trust (HKJCCT) and supported by a Heritage Advisory Committee; and
  - (iii) the proposal would be implemented under an agreement (or agreements) between the Government and HKJC setting out specific terms and conditions.

#### **JUSTIFICATIONS**

2. In early 2004, Government planned to invite the private sector through an open tender exercise to preserve, restore and develop the CPS Compound site (existing layout at Annex A) into a heritage tourism attraction. In June 2004, the then Chief Executive received a proposal

from a group representing the Ho-Tung and other local families on the conceptual use of the CPS Compound. Under that proposal, the Government should grant the site by private treaty at nominal premium to a non-profit making organisation to be set up for the development of the site into a visual arts academy with related facilities.

### **Public Concerns**

3. The proposal generated extensive public discussion over Government's approach to dispose of the site through a tender. The main concerns were –

- (a) there were calls for the CPS Compound to be run and managed by non-profit making organisations rather than by commercial or property developers. Non-commercial options for the development of the CPS Compound should be given equal consideration with the commercial options in the tender assessment; and
- (b) in addition to economic and tourism benefits, some quarters called for more emphasis on community interests in the tender assessment, such as public access as well as integration with and improvement to the surrounding areas.

### **HKJC's Proposal**

4. HKJC submitted a conceptual proposal to the Government in April 2007. It proposes a donation-in-kind to support the capital cost for renovation and development of the CPS Compound, as well as meeting the management and maintenance cost for the initial years during which the project is expected to be running into operational deficits. The donation will be presented as a gift to the people of Hong Kong to celebrate the 10<sup>th</sup> Anniversary of the establishment of the Hong Kong Special Administrative Region (HKSAR). The details of HKJC's proposal are set out in paragraphs 5 to 8 below.

#### **(A) Development Parameters**

5. HKJC proposes the following major development parameters -

##### **(a) Historic Buildings and Conservation**

The restoration, conservation and development of the historic buildings in the CPS Compound will conform with the conservation requirements set by the Antiquities and Monuments Office (AMO). Parts of these requirements include the principles contained in the three international standards of heritage conservation (viz. the Venice Charter, the Burra Charter

and the Principles for the Conservation of Heritage Sites in China);

**(b) New Iconic Structure**

In order to revitalise the site to increase its public appeal and accessibility, and given the structural constraints of existing historical buildings in the Compound, HKJC proposes to create additional space for in-situ arts and cultural facilities, which are very much in demand. HKJC further proposes to achieve this by constructing a new iconic structure on the upper platform area, which is the only suitable site to build. Under the conceptual proposal, there are various options with building height ranges between 75 m and 200 m approximately; and

**(c) Land Use Mix**

In HKJC's conceptual proposal, the total gross floor area (GFA) of the redeveloped CPS Compound is about 25,200 m<sup>2</sup> inclusive of the new iconic structure of about 7,100 m<sup>2</sup>, to be allocated between commercial (54%) and non-commercial (46%) uses. The commercial GFA will mainly be used for retail and catering activities which will be compatible with the surrounding environment, while the vast majority of the non-commercial GFA (90%) will be used for arts and cultural facilities.

**(B) Financial and Institutional Arrangements**

6. HKJC estimates that the capital cost of the project will amount to about \$1,800 million, and that the redeveloped CPS Compound will become financially self-sustainable after three years of operation. HKJC is prepared to fund the recurrent deficit for the initial years of operation when the Compound is expected not to be financially self-sustainable. HKJC has also indicated its willingness to plough back future surpluses arising from the Compound to heritage conservation work in Hong Kong, for example, to support a statutory Heritage Trust if one is to be set up in future.

7. As for the development mode, in general the site will be made available, but not granted, to HKJC which will undertake renovation and conversion works as well as be responsible for the management and maintenance of the Compound. The redeveloped CPS Compound will be managed by a limited company, operating under the direction of HKJCCT. This company will be managed under a Board of Directors, comprising trustees of HKJCCT, and will be chaired by the Chairman of HKJCCT. The Board will be advised separately by a Heritage Advisory Committee, to be appointed by HKJC. The Heritage Advisory Committee will be chaired by the Chairman of HKJC and comprise members from the community with particular expertise in heritage conservation, as well as

representatives from the Development Bureau, Home Affairs Bureau, Antiquities and Monuments Office of Leisure and Cultural Services Department, Tourism Commission, and Central and Western District Council etc.

### **(C) Expected Timing**

8. HKJC proposes to announce the key elements of its proposal within 2007 to tie in with the celebration of the 10<sup>th</sup> Anniversary of the establishment of HKSAR. After this, HKJC intends to take about six months to engage stakeholders like C&W DC, area committees, residents' associations and arts and cultural groups, inform the public and develop a detailed design. HKJC may suitably adjust its conceptual design taking into account public views. It will also conduct a detailed feasibility assessment to ensure that the project will comply with all statutory planning, traffic and environmental requirements.

### **The Administration's Preliminary Assessment**

9. The Administration welcomes HKJC's proposal and in general considers it innovative and pursuable. The proposed adaptive re-use of the CPS compound, a declared monument, is in line with the heritage policy and project initiatives we are formulating to strike a balance between development and heritage. Specifically, the proposal will be a valuable demonstration of partnership between Government and non-profit making organizations to conserve historic buildings and transform them into local cultural icons.

10. HKJC's willingness to support the project by a generous donation, taking due regard of heritage conservation considerations and implementing the project with public engagement, greatly enhances the attractiveness of its proposal. We also consider it has good potentials to gain public acceptance, and is worthwhile to pursue further. Our views on the key aspects of HJKC's proposal are spelt out in the following paragraphs.

### **(A) Heritage Conservation and Promotion of Tourism**

11. The proposal of HKJC should generally be supported from the heritage conservation policy angle. In developing the proposal, HKJC has pledged to conform with the conservation requirements set by AMO. Furthermore, it will provide a good example of adaptive re-use of heritage buildings. With a mix of heritage, arts, cultural and commercial facilities and activities, it is expected that the proposal will appeal to both local residents and tourists. The redeveloped CPS Compound will also enhance the synergy among nearby heritage and tourist attractions including Dr Sun Yat-sen Museum and Historical Trail, Man Mo Temple, SoHo, Lan Kwai Fong, Hollywood Road etc. It will also add vibrancy to the

area, and generate business opportunities for the neighbouring retail and dining facilities. All of these will integrate to help making the redeveloped CPS Compound a unique heritage and cultural landmark for the enjoyment of the community.

**(B) Development Parameters and Technical Feasibility**

12. In general, we consider HKJC's proposal attractive and worth pursuing. However, certain aspects need to be examined in greater detail –

**(a) Traffic Considerations**

The Administration is mindful of the busy traffic situation in the vicinity of the CPS Compound. HKJC's preliminary traffic impact assessment suggests that the traffic impact on the surrounding roads may not be insurmountable, and that practicable measures such as staggering the arrival and dispersal periods of events held at different venues within the Compound and regulating servicing and delivery vehicles can be devised to alleviate the impact. HKJC will conduct a more detailed technical feasibility and traffic impact assessment once the detailed design is available and will formulate measures to minimize traffic impact, improve transport facilities and enhance pedestrian flow in the area. The Government will then assess whether the proposed measures can address the possible traffic impact;

**(b) Environmental Considerations**

HKJC has conducted a preliminary environmental impact assessment of the proposal during construction and operational phases. In future, in pursuing the proposal, HKJC will follow the statutory procedures for an Environmental Impact Assessment (EIA) to determine the environmental acceptability (including the visual impact of the proposed new structure) of the project, and meet the requirements of the EIA Ordinance and its Technical Memorandum;

**(c) Land Use Mix**

The proposed provision of additional small-sized performing arts and cultural venues in Central will address the current shortage of such facilities in centrally-located areas and comply with the planning intention of the Outline Zoning Plan (OZP). They will complement the larger scale arts and cultural venues being planned in the West Kowloon Cultural District. The proposed food and beverage facilities would enrich the Compound and provide an essential source of income for the Compound to be financially self-sustainable in the longer term. The proposed

commercial uses should also comply with the requirements of the OZP; and

**(d) New Iconic Structure**

The height of the proposed iconic structure will exceed the height restriction set by AMO. Before the project can proceed, it will be necessary to seek the support of Antiquities Advisory Board (AAB) and obtain planning permission of Town Planning Board (TPB). HKJC will also consult the Central and Western District Council once the new District Council is in session after the coming elections.

**(C) Financial and Institutional Arrangements**

13. According to HKJC, there will be negative cashflow for the redeveloped CPS Compound for the initial three years of operation, before it can establish a stable clientele. It expects that the Compound will be able to operate on a self-sustainable basis in the long run. For the initial years of operation, HKJC is willing to fund the recurrent deficit. Thereafter, in the unforeseeable circumstances that the deficit still sustains, it will be willing to favourably consider continuing to fund the deficit.

**IMPLICATIONS OF THE PROPOSAL**

14. The proposal 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, planning and sustainability implications are at Annex B.

B

**PUBLIC CONSULTATION**

15. HKJC and Government will shortly make a joint announcement of the HKJC's conceptual proposal. In the announcement, HKJC will explain the key elements of the proposal and highlight its readiness to engage the public in developing a detailed design. We also plan to consult the relevant Legislative Council Panels, and brief AAB and TPB. As the current proposal is only a conceptual design, HKJC plans to take about six months to engage stakeholders in developing a detailed design. Stakeholders to be consulted will include the District Council, residents and commercial operators in the vicinity, interest groups in the cultural and heritage fields, etc, etc.

**BACKGROUND**

16. The CPS Compound comprises three groups of buildings, namely



the Central Police Station, the former Central Magistracy and Victoria Prison. They were declared as monuments under the Antiquities and Monuments Ordinance in 1995. After a review of the conservation guidelines for the CPS Compound, AAB recommended to classify F Hall in the upper platform area as a non-historic item in 2004.

17. Since the mid 19<sup>th</sup> century, the Central Police Station had served as the headquarters for law enforcement throughout the territory until World War II. The oldest structure within the Compound is a barrack block built in 1864.

18. The construction of the Central Magistracy commenced in 1913 and was completed in 1914. The site was originally occupied by another Magistracy which was probably erected in 1847 but was later demolished to make way for the Central Magistracy. The Central Magistracy was closed in 1979.

19. Built in 1841, the Victoria Prison was the first building constructed of durable materials. Most of the buildings within the Compound were damaged by bombing during the Second World War. The Prison was re-opened in 1946 after repairs.

20. We have been allowing community organisations to apply for use of the CPS Compound for holding public activities since December 2004. We have also redeployed resources for the essential maintenance of the historic buildings on the Compound.

### **ENQUIRIES**

21. Enquiries may be directed to Mr Wong Ming-to, Principal Assistant Secretary (Works)2 of Development Bureau on 2848 2045.

Development Bureau  
October 2007

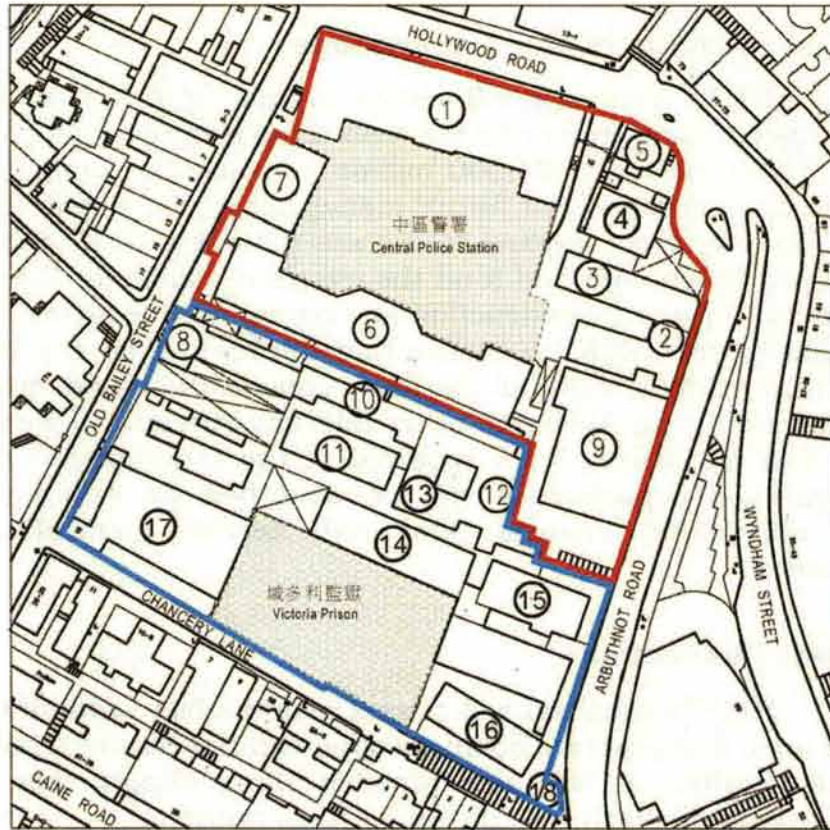
## **ANNEXES**

### **ADAPTIVE RE-USE OF THE CENTRAL POLICE STATION COMPOUND: THE HONG KONG JOCKEY CLUB'S PROPOSAL**

Annex A Existing Layout of the Central Police Station Compound

Annex B Implications of Hong Kong Jockey Club's Proposal

Existing Layout of the Central Police Station Compound



**Central Police Station**

- 1. Headquarters Block
- 2. Block A
- 3. Block B
- 4. Block C
- 5. Block D
- 6. Barrack Block
- 7. Stable Block
- 8. Sanitary Block

**Victoria Prison**

- 10. A Hall
- 11. B Hall
- 12. C Hall (East Wing)
- 13. C Hall (West Wing)
- 14. D Hall (West Wing)
- 15. D Hall (East Wing)
- 16. E Hall
- 17. F Hall
- 18. Watch Tower (Bauhinia House)

9. **Former Central Magistracy**



## **Implications of Hong Kong Jockey Club's Proposal**

### **Financial and Civil Service Implications**

HKJC will make a donation-in-kind to the Government in the form of a capital investment for the renovation and development of the CPS Compound estimated at \$1,800 million. No capital funding is required from the Government. For future management and maintenance, HKJC will set up a limited company to oversee the day-to-day operation of the redeveloped Compound and fund the recurrent deficit for the initial years of operation. During construction and operation, the Administration will liaise closely with HKJC to ensure that the renovation and construction works fully comply with all heritage conservation and environmental requirements set by AMO and other 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 and civil service implications for the Government.

### **Economic Implications**

2. HKJC's proposal 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. HKJC's proposal 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. HKJC will have to follow the requirements of the EIA Ordinance and seek an EP before commencing works.

### **Planning Implications**

4. The traffic and pedestrian flow as well as the bunching effect (especially when the audience goes to and leaves the performance venues at about the same time) are important practical concerns. In order to minimise the traffic impact, HKJC's preliminary traffic impact assessment has suggested some possible measures such as arranging most performances to start after the peak hours and prohibiting parking (except for service and emergency vehicles) in the Compound. HKJC expects that,

given that there are Mass Transit Railway stations and other public transport facilities located within reasonable walking distance, the majority of visitors would access the CPS Compound by public transport or on foot. A detailed traffic impact assessment will be conducted by HKJC to assess whether the impact of the final design is acceptable.

5. Since HKJC's proposal involves a new development (i.e. the iconic structure referred to in the paper), planning permission from TPB will be required.

### **Sustainability Implications**

6. The preliminary assessment indicates that the redeveloped 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 proposal will inevitably have environmental implications. The sustainability assessment has identified potential environmental issues, such as noise impact during the construction phase as well as sewerage, waste and visual impacts during the operation phase. These impacts will be studied in greater detail in the relevant environmental study. The final proposal will only proceed if the assessment findings confirm that the environmental impacts are acceptable. It is important to maintain a sense of visual harmony with the historic compound. HKJC plans to take about six months to engage stakeholders in developing a detailed design.

8. The redeveloped 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 proposed redevelopment model 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.

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