STUDY ON THE DEVELOPMENT OPPORTUNITIES OF THE FORMER MARINE POLICE HEADQUARTERS SITE IN TSIM SHA TSUI

Executive Summary

May 2001
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The former Marine Police Headquarters (the Study Site) in Tsim Sha Tsui has an area of about 1.1 ha. It is bounded by Kowloon Park Drive, Salisbury Road and Canton Road and abuts the commercial site at No. 1 Peking Road. It is zoned "Comprehensive Development Area" ("CDA") on the draft Tsim Sha Tsui Outline Zoning Plan No. S/K1/12.

Most of the Study Site was declared as monument under the Antiquities and Monuments Ordinance. Since the relocation of the Marine Police Headquarters in late 1996, the site has been vastly vacant. To identify the development opportunities of the Site, the present Study was commissioned by Planning Department in conjunction with Government Property Agency in late 1999.

The overall objective of the Study is to formulate a development scheme and implementation strategy that:

- Preserves the declared historical buildings,
- Optimises the development potential of the Site for an attractive tourist visiting spot, and
- Is financially viable to attract private sector participation

The Study comprises two main stages:

- Stage 1 – Baseline Review, Development Option Generation, Evaluation and Selection
- Stage 2 – Technical Assessments, Development Scheme Consolidation and Implementation Strategy Formulation

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Content
MAJOR OPPORTUNITIES AND CONSTRAINTS

In the analysis of the potential of the Study Site, the following major opportunities and constraints have been identified:

- Located in an established tourist and cultural area, the Study Site has potential for uses ranging from museums, information centre, retail, hotel to arts and cultural venue.

- The Study Site comprises a number of one to three-storey historical buildings such as the Former Marine Police Main Building, the Signal Tower and the Former Fire Station. Conservation and adaptive reuse of these buildings to retain their historical flavour should be explored.

- While the potential to utilise the airspace exists, the integrity and visual quality of the monument will be a major concern.

- The Study Site sits mostly on a platform of 10m, underneath which are some disjointed and partly back-filled tunnels. Preservation of part of the tunnels is desirable. The rest of the under-platform area can be used to optimise the development potential of the Site.

- Under-platform development is constrained by the possible Kowloon Southern Link railway reserve to generally at-grade level.

- In terms of design and amenity, tree cluster preservation, a vehicle free platform environment and enhanced pedestrian linkages to the platform are essential.

- Loading/unloading and fire safety provisions, as well as adequate geotechnical enhancement are required.
Based on the findings of the site review, five conceptual development options have been generated, each based on a particular theme:

**Museum Focused Option (MFO)**

The main theme is to create a tranquil museum cluster by conversion of the existing historical buildings. Maximum heritage and open space preservation is attained.

**Boutique Hotel Focused Option (BHFO)**

A heritage boutique hotel of 40 rooms is planned in the Marine Police Main Building and on the platform. Small scale museums and retail are also provided.

**Arts and Culture Focused Option (ACFO)**

The main theme is to create a focused cluster of arts and cultural uses, including a cultural village, Chinese Cuisine Promotion Centre, performance venue and festival market on and underneath the platform.

**Urban Marketplace Focused Option (UMFO)**

A mix of retail, festival market, refreshment outlets, Chinese Cuisine Promotion Centre and cultural venues are provided to create an eventful contemporary market on and underneath the platform.

**Enhanced Commercial Focused Option (ECFO)**

A 22-storey hotel is proposed to overhang the Marine Police Main Building to enhance the development potential of the Site, with retail as the second main component.

Except for the Enhanced Commercial Focused Option, which has a plot ratio of about 6, the plot ratio of all other options is below 1.
Evaluation and Consolidation

A systematic evaluation was undertaken and each of the five options was identified to have its own strengths and shortcomings:

<table>
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<th>Evaluation Aspect</th>
<th>Performance</th>
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<tr>
<td>文物保存 Cultural Heritage Conservation</td>
<td>博物馆方案及精品酒店方案佔优 MFO &amp; BHFO outperform others</td>
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<td>旅遊吸引力與土地用途之間的配合 Tourism Significance &amp; Land Use Complementarity</td>
<td>藝術文化方案及城市市集方案佔优 ACFO &amp; UMFO outperform others</td>
</tr>
<tr>
<td>財務可行性 Financial Viability</td>
<td>城市市集方案及商業發展方案佔優 UMFO and ECFO outperform others</td>
</tr>
<tr>
<td>交通、環境及工程影響 Traffic, Environmental &amp; Engineering Performance</td>
<td>各方案大致類同 No significant variation</td>
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Upon further deliberation and initial consultation with the Antiquities Advisory Board, a hybrid option was consolidated, which seeks to balance the three main objectives of heritage conservation, tourism attractiveness and financial viability.
### 推薦發展方案

推薦發展方案旨在於研究地盤營建一個多姿多采、把零售與文化市集融為一體的區聚點，主要特色計有:

- 保存研究地盤的歷史風貌、建築物、工藝及部分地道系統
- 配合適當的修葺，重新運用歷史建築物，並利用現有平台下的發展潛力，作一系列旅遊及文化用途：
- 中華廚藝推廣中心，當中包括廚藝樂園及以水警為主題的餐廳
- 將報時塔改建成時間博物館，重溫昔日報時球升降的情境
- 主題及一般商舖及食肆

研究地盤主要發展參數如下:

<table>
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<tr>
<th>建議用途</th>
<th>建築面積 GFA</th>
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<tr>
<td>商舖及食肆 Retail and Refreshment</td>
<td>6,350 平方米 (m²)</td>
</tr>
<tr>
<td>中華廚藝推廣中心 Chinese Cuisine Promotion Centre</td>
<td>2,350 平方米 (m²)</td>
</tr>
<tr>
<td>時間博物館 Time Museum</td>
<td>250 平方米 (m²)*</td>
</tr>
<tr>
<td>戶外文化/市集用途 Outdoor Cultural/Marketplace Uses</td>
<td>視乎節日活動性質而定</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>合計</strong></td>
</tr>
<tr>
<td>地盤面積 Site Area</td>
<td>11,000 平方米 (m²)</td>
</tr>
<tr>
<td>總建築面積 Total GFA</td>
<td>8,750 平方米 (m²)</td>
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<td>地積比率 Plot Ratio</td>
<td>0.8</td>
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*包括佔 200 平方米的戶外展覽場地

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### RECOMMENDED DEVELOPMENT OPTION

**Recommended Development Option**

The main theme of the Recommended Development Option is to create a cheerful hub of retail and cultural market on the Study Site. Its main features are as follows:

- Conservation of the historical setting, buildings, artefacts and part of the tunnel system of the Site.
- Provision of a mix of tourist and cultural uses by allowing adaptive reuse of the historical buildings and utilisation of the potential underneath the existing platform.
- Provision of a Chinese Cuisine Promotion Centre, including fun kitchen and a Marine Police themed restaurant.
- Provision of a Time Museum at Signal Tower, where the early practice of hoisting and dropping of a time ball is to be resumed.
- Provision of both themed and general retail and dining facilities.

*incl. 200m² outdoor exhibition area
RECOMMENDED DEVELOPMENT OPTION

- No additional development on the platform and restoration of an open lawn in front of the Marine Police Main Building to preserve the setting, to give prominence to the Main Building and for public enjoyment.
- Access improvement (including pavement widening and enhanced entrance to the platform) and provision of loading/unloading spaces (underneath the platform) according to Hong Kong Planning Standards and Guidelines.
- Preservation of the "urban forest" ambience of the Site and enhancement of development edges by retail provision and landscaping.
Preview Technical Assessments were conducted, which showed that the Recommended Development Option was feasible in traffic, environmental, geotechnical engineering and financial terms. Nevertheless as these assessments are only conducted on the basis of the limited information currently available, detailed site investigation and assessment would be required upon implementation.

Traffic and Transportation Aspect

- Traffic impact assessment indicates that the Recommended Development Option will induce minimal traffic impact on the nearby road network.
- Access arrangement for the development is feasible and basic requirements for provision of transport facilities can be met.
- The proposed enhancement of pedestrian linkages with the surrounding will be desirable.

Preliminary Environmental Aspect

- Environmental impact assessment shows that noise problem and ecological impact will be insignificant.
- Potential air quality impact, heritage impact, visual impact and landscape impact can be mitigated.
- Impact on water quality and solid waste impact during construction phase can also be mitigated.
**Technical Assessments**

**Geotechnical Engineering Aspect**

- Geotechnical engineering study reveals that stabilisation of the slopes and the existing historical structures is required.
- Basement construction in the southern portion of the site above street level is feasible.
- Care should be exercised to avoid infringing upon the railway reserve or affecting the stability of the existing historical buildings.
- Detailed site investigation is required.

**Financial Aspect**

- According to the 2000 price index, the financial assessment shows that the gross development value of the Recommended Development Option is in the order of HK$810 million to HK$930 million (depending on whether the Chinese Cuisine Promotion Centre pays commercial rent).
- The construction cost of the development is estimated at HK$344 million. The Chinese Cuisine Promotion Centre and Time Museum are assumed to be responsible for their respective future maintenance costs.
- Based on a profit margin of 25% of the total development cost, the development profit of the development will be approximately HK$162 million to HK$186 million, and its land value will be around HK$141 million to HK$207 million (depending on whether the Chinese Cuisine Promotion Centre pays commercial rent).
- Financial assessment indicates that the development is viable though its viability is subject to adverse changes in the market condition.
Planning Brief

A planning brief which sets out the planning framework and guides the future developer in preparing the development proposal for the Site would be necessary. The contents of the planning brief should include the following:

Major Development Parameters and Design Requirements

- Framework stipulating the maximum permissible commercial GFA, and the need to provide accommodation for a Chinese Cuisine Promotion Centre and a Time Museum, to reflect the Recommended Development Option
- Requirement to provide as much open space as possible
- Urban design guidelines setting out the need to preserve principal views, recreate the “front lawn” on the platform and to enliven the development edges
- Landscaping requirements including tree preservation, replanting and landscaping of slopes
IMPLEMENTATION

Heritage Conservation Requirements

- the preservation of all historical buildings and structures within the Site, except for the Welfare Handicraft Shop, which may be removed to suit the overall design needs, in consultation with the Antiquities and Monuments Office

- the ban on any additional permanent structure on the platform

- the preservation of parts of the existing tunnels, where feasible, for conversion into possible tourist highlights

- the documentation (photographic/cartographic) of the tunnels and salvaging of the tunnel materials as far as possible

- the preservation of all historical artefacts within the declared monument. Any necessary modifications to the internal partitioning of the monument buildings to suit their adaptive re-use are subject to approval under the Antiquities and Monuments Ordinance
 IMPLEMENTATION

Technical Requirements
- Traffic and transport requirements including no vehicular access to the platform level, vehicular access restricted to eastern side of the Site, provision of adequate ancillary transport facilities except for on-site parking, pavement widening and examination of improved pedestrian linkages to surrounding developments.
- Geotechnical and engineering requirements including stabilisation of slopes and historical structures, as well as restrictions on the depth of the development to avoid infringement on the possible railway reserve.

Statutory Requirements
- The need for the development proposal to meet various statutory requirements including:
  - Town Planning Ordinance (TPO) (as the Site is zoned "CDA")
  - Antiquities and Monuments Ordinance (AMO) (as the Site is mostly declared as a monument)
  - Environmental Impact Assessment Ordinance (ESG) (the development will be a Designated Project should major works be involved)
  - Buildings Ordinance (BO)
Site Disposal

- A range of mechanisms to implement the Recommended Development Option on the Site have been explored, namely:
  - Government maintaining ownership
  - Transfer of plot ratio/development right
  - Auction
  - Tender
  - Private treaty grant following an open design competition

- The tender approach is considered to strike a good balance among the various requirements, including the need for design consideration, financial implications and the objective of opening the monument to the public as soon as possible.

- Under the tender approach, the Government will prepare a tender document incorporating requirements of the planning brief and setting out the requirements and the scoring system for the bidders. Weighting adjustment may be provided in the assessment to encourage sensitive design in addition to bidding price.

- To speed up the process, the Study recommends as part of the tender submission an independent submission on the proposed preservation, alteration and addition works for the monument. The advice of the Antiquities Advisory Board on the acceptability of the independent submission would be taken as a prerequisite for further consideration of the proposal in the tendering process.
執行

執行程序

執行程序分為兩個主要階段：

■ 招標前的階段將涉及：
  ■ 政府擬備招標文件
  ■ 遼交及考慮標書(包括遼交獨立建議書供古物諮詢委員會考慮)

■ 招標後的階段將涉及：
  ■ 法定申請(《城市規劃條例》、《環境影響評估條例》、《古物及古蹟條例》及《建築物條例》)
  ■ 土地勘察、詳細設計及提交建築圖則
  ■ 土力及建築工程

Implementation

Implementation Process

The implementation process will comprise two main phases:

■ **The pre-tendering phase will involve:**
  ■ the preparation of tender document by the Government
  ■ tender submission and consideration (including independent submission to and consideration by the Antiquities Advisory Board)

■ **The post-tendering phase will involve:**
  ■ statutory submission (TPO, EIAO, AMO & BO)
  ■ ground investigation, detailed design and building plan submission
  ■ geotechnical and construction works

未來工作

要為研究地盤重注生命力，保存古蹟、吸引遊客及確保財務上可行會是當中三個主要目標。

本研究採用一個匯聚零售與文化發展為一體的計劃來達致上述目標，並建議盡快邀請私人機構參與發展，從而早日開放這片現時少有人到的地方，讓公眾人士一同享用。

WAY FORWARD

Heritage conservation, tourism attractiveness enhancement and financial viability are the three main objectives in the rejuvenation of the Study Site.

The present Study has addressed the above objectives by adopting a mixed retail-cultural development scheme. It is recommended that on the basis of the findings of this Study, the private sector should be invited to develop the Site without delay so that the once secluded site could be open for public enjoyment as soon as possible.