

立法會
Legislative Council

LC Paper No. CB(1)2012/13-14(02)

Ref. : CB1/PS/1/12

Panel on Transport

Subcommittee on Matters Relating to Railways
Special meeting on 29 September 2014

Background brief on railway development strategy

Purpose

This paper recaps the activities of the Stage 1 and Stage 2 public engagement exercises of the Review and Update of the Railway Development Strategy 2000 conducted by the Administration from April 2012 to May 2013. It also summarizes the major views and concerns expressed by Members during previous discussions relevant to this subject.

Background

Railway Development Strategy 2000

2. According to the information provided by the Administration¹, Railway Development Strategy 2000 ("RDS 2000") was announced in May 2000. It maps out the railway network expansion plan for Hong Kong up to the year 2016, so as to tie in with the overall development in Hong Kong, to meet the daily traffic need of the public, as well as to reinforce the sustainable transport policy of making railways as the backbone of the passenger transport system, providing Hong Kong citizens with convenient and safe public transport services at reasonable prices.

3. RDS 2000 recommended six priority railway schemes. Out of these projects, the Kowloon Southern Link was commissioned in 2009. The other five railway projects recommended by RDS 2000, i.e. the Guangzhou-Shenzhen-Hong Kong Express Rail Link (Hong Kong

¹ Source: The Administration's paper on "Review and Update of the Railway Development Strategy 2000" in November 2010 [LC Paper No. CB(1)256/10-11(03)]

Section), West Island line, South Island line (East), Kwun Tong Line Extension and Shatin to Central Link, are being implemented in full swing.

Review and Update of Railway Development Strategy 2000

4. In March 2011, the Administration² commissioned a consultant to conduct a study for the Review and Update of RDS 2000, with a view to updating the long-term railway development blueprint for Hong Kong's future. The study reviewed the railway schemes identified in RDS 2000 which were not yet implemented and other railway proposals suggested by the Administration or members of the public.

5. According to the Administration³, the consultant commissioned by the Administration conducted the study in two stages. Stage 1 included assessing the ideas of *major regional railway corridors* serving the New Territories to satisfy transport demand for future key development areas and infrastructures, as well as conducting public consultation. In Stage 2, the consultants would optimize and modify the relevant ideas and schemes in view of the public opinions gathered. They would also assess potential bottleneck locations in the future railway network. They would then propose *local enhancement schemes*, in particular those for railway services in the urban area (including constructing parallel lines, extensions or spur lines, adding new stations etc), and conduct the Stage 2 public consultation to further optimize the overall railway development blueprint.

6. The Stage 1 public engagement exercise commenced in April and lasted until July 2012. It featured conceptual schemes of the following *three major regional railway corridors* for public consultation⁴:

- ✧ *Hong Kong-Shenzhen Western Express Line ("WEL")*: It comprises three components, i.e. Airport Rail Link; Cross-boundary Spur Line between Hung Shui Kiu and Qianhai; and Domestic Spur Line between Tuen Mun and Siu Ho Wan;
- ✧ *Northern Link ("NOL")*: Depending on the major role to be played by NOL, the consultants advised that NOL, which would provide interchange with the West Rail Line near Kam Tin to run north to serve Au Tau, Ngau Tam Mei and San Tin,

² Source: The Administration's press release on "Our Future Railway Stage 2 public engagement exercise launched" in February 2013

³ Source: The Administration's press release on "Our Future Railway Stage 1 public engagement exercise launched" in April 2012

⁴ Source: The Administration's Stage 1 public engagement consultation document (http://www.ourfuturerailway.hk/doc/RDS2U_PE1_consultation_document_Eng.pdf)

could be connected to the Lok Ma Chau Spur Line either at Kwu Tung or Lok Ma Chau. If NOL is positioned to mainly serve the new development areas and divert the East Rail Line traffic, then to cater for cross-boundary transport needs, it is more appropriate for NOL to connect to the Lok Ma Chau Spur Line at Kwu Tung. If NOL is to facilitate passengers from the western New Territories to travel to and from the boundary, it would be more convenient for NOL to connect to Lok Ma Chau of the Lok Ma Chau Spur Line; and

- ✧ *Coastal Railway between Tuen Mun and Tsuen Wan (Tuen Mun to Tsuen Wan Link) ("TMTWL")*: In 2011, the Task Group on the Construction of Railway between Tuen Mun and Tsuen Wan formed by the Tuen Mun District Council and Tsuen Wan District Council published the Study on the Construction of Railway along Castle Peak Road Corridor between Tuen Mun and Tsuen Wan Final Report. The Report considered that TMTWL would be a more direct railway option between Tuen Man and Tsuen Wan, with five intermediate stations at Bayview, Sham Tseng East, Tsing Lung Tau, So Kwun Wat and Sam Shing.

The preliminary conceptual schemes of the three major regional railway corridors are in **Appendices I, II and III**.

7. The Stage 2 public engagement exercise which was conducted from February to May 2013 featured concepts of seven local enhancement schemes, including parallel lines, extensions, spur lines and new stations of the existing railway lines. The seven local enhancement schemes were:

- (1) North Island Line;
- (2) Siu Sai Wan Line;
- (3) South Island Line (West) ("SIL(W)");
- (4) Tuen Mun South Extension;
- (5) Hung Shui Kiu Station;
- (6) Tung Chung West Extension; and
- (7) Kwu Tung Station.

The preliminary conceptual scheme of the local enhancement schemes is in **Appendix IV**.

8. Upon completion of the Stage 2 public engagement exercise, the consultant would optimize the planning for major regional railway corridors and local enhancement schemes, based on the views collected at

both stages of the exercise. The entire study was expected to be finished in 2013. The Administration would consider the consultant's final recommendations in the light of the development progress of new development areas and explore the way forward for different railway projects with a view to reporting the results to the public in 2014.

Major concerns raised by the Legislative Council Members

9. Members have expressed views on the Review and Update of RDS 2000 at the Council meetings of October and December 2013; the Finance Committee ("FC") meetings in April 2014; the Panel on Transport ("the Panel") meetings in January 2013 and January 2014; and the Subcommittee on Matters Relating to Railways ("the Subcommittee") meetings in May 2012, March and May 2013. The Subcommittee also invited deputations to express their views on the Review and Update of RDS 2000 as part of the public engagement exercise. The major views and concerns of Members on this subject are summarized in the ensuing paragraphs.

Stage 1 public engagement exercise – three major regional railway corridors

Hong Kong-Shenzhen Western Express Line

10. The Subcommittee members suggested that implementation of WEL and related highway planning should be taken forward at the same time. Besides, the planning of WEL should take into consideration the relevant high construction cost, availability of co-location of boundary control facilities and patronage forecast. They also showed concern whether the Airport Authority Hong Kong was aware of the conceptual scheme of WEL in taking forward the proposal of building the third runway.

Northern Link

11. Members at the Subcommittee meeting suggested that the Administration should actively explore NOL as it had long been awaited by the public. The Subcommittee urged the Administration to draw up an implementation timetable for NOL and include an extension line from Kwu Tung to Ping Che/Ta Kwu Ling into the scheme. Besides, at the Panel meeting in January 2014, members passed a motion, urging the Administration to expeditiously implement the construction of NOL as well as provide a station in the Fanling North New Development Area.

Furthermore, when examining the estimates of expenditure 2014-15 in April 2014, some FC members showed concern whether the Administration had any plan to take forward the construction of NOL and relevant expenditures involved. If not, they urged the Administration to explain the reasons for that.

Coastal Railway between Tuen Mun and Tsuen Wan

12. The Subcommittee expressed support for the proposed TMTWL and believed that it would boost the residential population along the alignment. Nevertheless, a member at the Panel meeting noted that in the Stage 1 public engagement exercise, photomontages of the Coastal Railway between TMTWL and its railway station were shown in the consultation document whereas no similar photomontages were shown for the remaining two railway corridors. He expressed that the photomontage depicting a giant viaduct adjacent to residential blocks gave very negative impression and might mislead and adversely affect the public's views about the development of TMTWL.

Stage 2 public engagement exercise – seven local enhancement schemes

North Island Line

13. Whilst the Subcommittee generally welcomed the development of the North Island Line, it raised concerns about the alignment design of the route. Besides, some members expressed worry that excessive resources might be spent in less populated areas such as those near the Hong Kong Convention and Exhibition Centre and Tamar on North Hong Kong. On the alignment design, two proposals namely, the "Interchange"⁵ and the "Swap"⁶ Schemes were put forward by the Administration for public consultation. In considering that the "Swap" Scheme would divide the existing Island Line into two separate sections which would discourage residents on Hong Kong Island to take the MTR due to interchange reason, members preferred the "Interchange" Scheme, which would retain the integrity of the existing Island Line.

Siu Sai Wan Line

14. The Subcommittee members in general welcomed the development

⁵ "Interchange" Scheme: merely extending the underground section of the Tung Chung Line and Tseung Kwan O Line for interchange midway along the northshore of the Hong Kong Island.

⁶ "Swap" Scheme: extending the Tung Chung Line and Tseung Kwan O Line in tunnels, and realigning the existing Island Line by dividing it into two separate sections.

of the Siu Sai Wan Line while views on the "Extension"⁷, "Bifurcation"⁸ and "Feeder"⁹ Schemes as proposed by the Administration were divergent. Some members preferred the "Extension" Scheme as it would allow the provision of a more smooth and flexible service with a lesser impact on train frequency. However, some members were concerned about the technical difficulties associated with the "Extension" Scheme as certain buildings near the existing Chai Wan Station or along the alignment would have to be demolished. Some members took the view that as the "Bifurcation" Scheme would probably involve reclamation, it might be worthwhile to further pursue the "Feeder" Scheme which would be built in the form of viaduct.

South Island Line (West)

15. At the Subcommittee meeting, some members opined that the Administration should first develop the railway service from Aberdeen to Wah Fu in view of the technical difficulties in Pokfulam area and the divergent views of residents there. Members in general supported the development of SIL(W), in particular the section from Aberdeen to Wah Fu and suggested that SIL(E) under construction be extended to cover Aberdeen, Wah Fu, Wah Kwai and Queen Mary Hospital. However, some members had doubts over the capacity of SIL(E) to cater for the passenger flow from SIL(W) because even without the Aberdeen Section, the average train loading of the section from Wong Chuk Hang Station to Ocean Park Station of SIL(E) might reach 60% or above during morning peak hours in 2031, and therefore SIL(E) might not be able to accommodate the extra passenger load brought by the Aberdeen Section. It was suggested that the capacity of both SIL(E) and SIL(W) should be reviewed together by the Administration in developing railway service for residents in the district.

16. At the Panel meeting in January 2014, members showed concern whether SIL(W) and the future redevelopment of Wah Fu Estate projects would be implemented in parallel. They also enquired whether a station would be provided in Aberdeen district to cater for the transport demand particularly at Tin Wan if the Administration was going to implement SIL(W). In light of the anticipated huge increase in population in Wah Fu Estate, members expressed concern whether the Administration would consider ultimately connecting SIL(W) to West Island Line.

⁷ "Extension" Scheme: a direct extension of the Island Line from Chai Wan Station to Siu Sai Wan.

⁸ "Bifurcation" Scheme: bifurcating the Island Line in the Eastern District to Siu Sai Wan.

⁹ "Feeder" Scheme: the construction of a dedicated medium capacity railway system for Siu Sai Wan to connect Heng Fa Chuen Station.

Tuen Mun South Extension

17. Some members at a Subcommittee meeting opined that in view of the pressing transport needs of residents in the southern part of Tuen Mun, the Tuen Mun South Extension should be accorded higher priority for development. It was also suggested that in order to facilitate residents in Tuen Mun South who had to ride the Light Rail or bus to reach Tuen Mun Station of the West Rail, an automated people mover system should be constructed as a supplementary transport means. Other members also suggested that with the growing population in Tuen Mun, the West Rail Line might become overloaded with the addition of the Tuen Mun South Extension.

Hung Shui Kiu Station

18. The Subcommittee members indicated their support to the proposed Hung Shui Kiu Station, taking into account the population intake in the surrounding public housing estates, and the resultant transport needs of residents nearby.

Kwu Tung Station

19. At a Subcommittee meeting, some members were of the view that to achieve better social and economic benefits, development of the Kwu Tung Station should be closely coordinated with the study of NOL, one of the major regional railway corridors under study. It was suggested that new towns and railway projects could be simultaneously developed and that railway development should be forward-looking enough to drive new town development.

Tung Chung West Extension

20. At a Subcommittee meeting, some members shared the views that the Tung Chung residents were very much in need of the Tung Chung West Extension to meet their transport needs. Since a total of more than 10 000 persons were expected to move to Tung Chung's new public housing estates in around 2018, the development of the Tung Chung West Extension should commence as soon as practicable.

Overall railway development

21. At the Council meeting of 11 December 2013, Members passed a motion on enhancing the railway service in the Northwest New Territories.

They urged the Administration to, for the purpose of dovetailing with the existing and future development needs and after completing the relevant public consultation, expeditiously implement the planning work for the Tuen Mun South Extension and the Hung Shui Kiu Station, and conduct comprehensive studies and public consultation on the development plans for NOL, WEL, TMTWL and the extension of the Light Rail line to Tuen Mun Area 54, so as to cope with the demand of the residents in the Northwest New Territories for the railway service. Besides, they also urged the Administration based on the local enhancement schemes mentioned in the Stage 2 public engagement exercise to construct the North Island Line, Siu Sai Wan Line and SIL(W) etc., so as to improve the connection of the Northwest New Territories with other regions. The wording of the motion is in **Appendix V**.

Recent developments

22. The Administration will brief members on the latest status of railway development at the Subcommittee meeting to be held on 29 September 2014.

Relevant papers

23. A list of relevant papers is in **Appendix VI**.

Council Business Division 1
Legislative Council Secretariat
19 September 2014

Preliminary conceptual scheme of the Hong Kong-Shenzhen Western Express Line



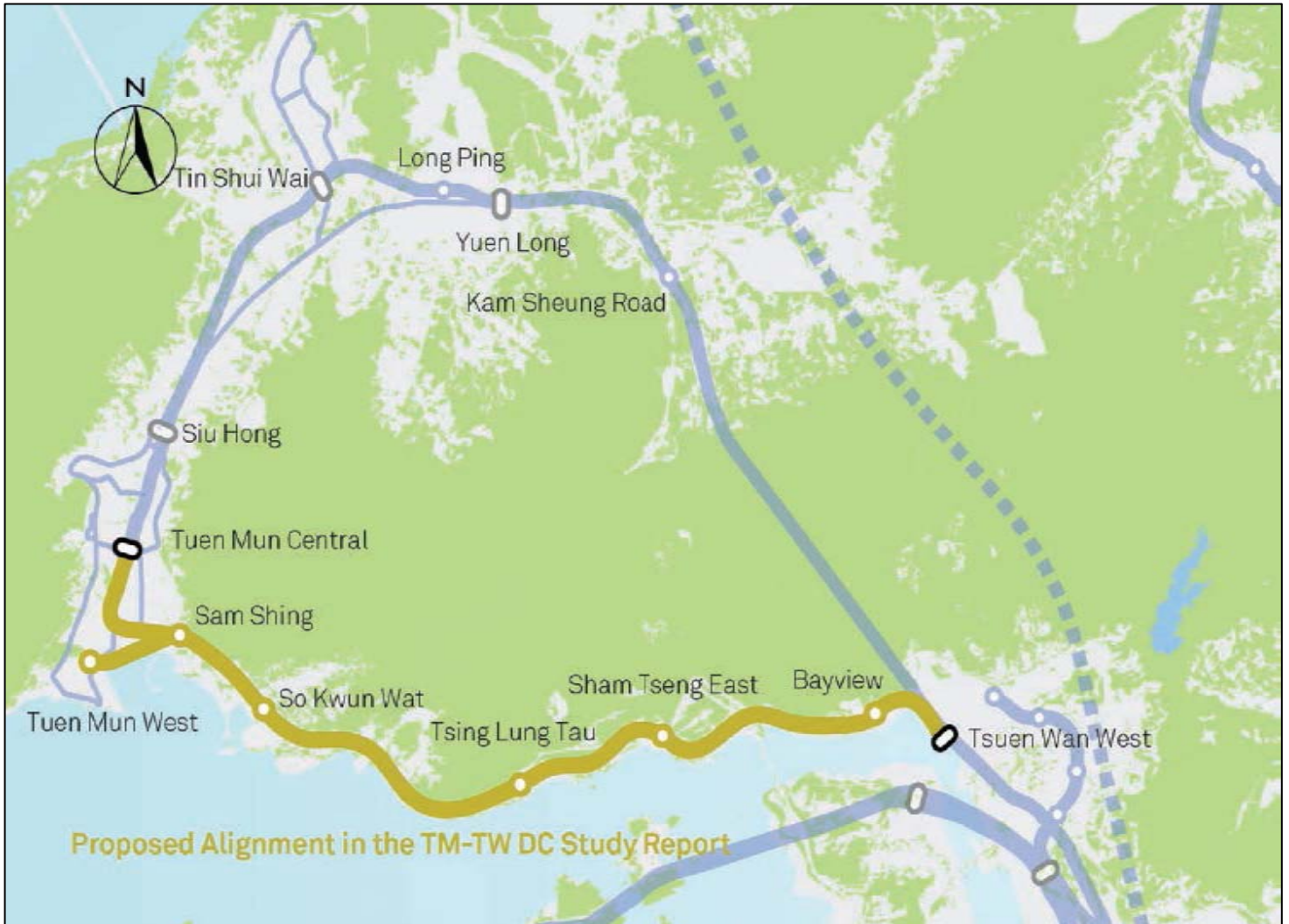
Source: Administration's paper on "Our Future Railway: Review and Update of the 'Railway Development Strategy 2000' Stage 1 Public Engagement - Consultation Document"

Preliminary conceptual scheme of the Northern Link



Source: Administration's paper on "Our Future Railway: Review and Update of the 'Railway Development Strategy 2000' Stage 1 Public Engagement - Consultation Document"

**Preliminary conceptual scheme of
the Coastal Railway between Tuen Mun and Tsuen Wan
(Tuen Mun to Tsuen Wan Link)**



Source: Administration's paper on "Our Future Railway: Review and Update of the 'Railway Development Strategy 2000' Stage 1 Public Engagement - Consultation Document"

Local enhancement schemes proposed in the Stage 2 public engagement exercise



Source: Administration's paper on "Our Future Railway" Stage 2 public engagement exercise in February 2013 [LC Paper No. CB(1)595/12-13(03)]

(Translation)

Motion on
“Enhancing the railway service in the Northwest New Territories”
moved by Hon LEUNG Che-cheung
at the Council meeting of 11 December 2013

Motion as amended by Dr Hon KWOK Ka-ki, Ir Dr Hon LO Wai-kwok,
Hon Frankie YICK, Hon SIN Chung-kai and Hon Albert CHAN

That, in the consultation document entitled ‘Our Future Railway’ Stage 2 public engagement exercise released in February this year, the Government put forward local railway enhancement schemes such as the Tuen Mun South Extension and the Hung Shui Kiu Station, etc. to integrate into the existing railway network and dovetail with the development plan for the Hung Shui Kiu New Development Area; the population in the Northwest New Territories increases rapidly, and many residents in the district need to work across districts and thus rely heavily on the existing railway and transport link for commuting to and from urban areas; in this connection, this Council urges the Government to, for the purpose of dovetailing with the existing and future development needs and after completing the relevant public consultation, expeditiously implement the planning work for the Tuen Mun South Extension and the Hung Shui Kiu Station, and conduct comprehensive studies and public consultation on the development plans for the Northern Link, the Hong Kong-Shenzhen Western Express Line, the Coastal Railway between Tuen Mun and Tsuen Wan and the extension of the Light Rail line to Tuen Mun Area 54, so as to cope with the demand of the residents in the Northwest New Territories for the railway service; the Government should also request the MTR Corporation Limited to expeditiously adopt effective measures to comprehensively improve the existing West Rail and Light Rail services, including reducing fare, increasing service frequencies, increasing and procuring more train cars, improving station facilities, improving the ‘Monthly Pass Extra’ scheme, and enhancing the Light Rail system and other connecting transportation arrangements, etc.; at the same time, the Government should, by comprehensively considering factors such as Hong Kong’s long-term population development trends, land and housing supplies and overall urban infrastructure planning etc., and based on the findings of the public consultation on ‘Our Future Railway’, expeditiously review and formulate Hong Kong’s long-term railway development blueprint, and implement the planning concerned in a practical and orderly manner, so as to ensure Hong Kong’s sustainable development; the Government should also expeditiously launch the Fourth Comprehensive Transport Study to enable the expansion of railway network to dovetail with the clear positioning of various modes of public transport, so as to provide people with more comprehensive

transport network support; this Council also urges the Government based on the local enhancement schemes mentioned in the 'Our Future Railway' Stage 2 public engagement exercise to construct the North Island Line, Siu Sai Wan Line and South Island Line (West) etc., so as to improve the connection of the Northwest New Territories with other regions; this Council also urges the Government to expeditiously construct a railway between Tuen Mun and Chek Lap Kok, so that every 50 000 to 80 000 people in New Territories West may use one large-scale railway station, thus bringing the ratio of railway stations to population in New Territories West on a par with that in urban areas, and introduce bus interchange services at all large MTR stations and the entrances and exits of major highways, tunnels and flyovers.

Panel on Transport
Subcommittee on Matters Relating to Railways

List of relevant papers on railway development strategy strategy

Date of meeting	Committee	Minutes/Paper	LC Paper No.
4.11.2010	Subcommittee on Matters Relating to Railways	Administration's paper on review and update of the Railway Development Strategy 2000	LC Paper No. CB(1)256/10-11(03) http://www.legco.gov.hk/y r10-11/english/panels/tp/tp_rdp/papers/tp_rdp1104cb1-256-3-e.pdf
		Minutes	LC Paper No. CB(1)1068/10-11 http://www.legco.gov.hk/y r10-11/english/panels/tp/tp_rdp/minutes/rdp20101104.pdf
14.1.2011	Finance Committee	Head 60 – Highways Department; Subhead 700 General non-recurrent; New Item "Review and Update of the Railway Development Strategy 2000"	FCR(2010-11)53 http://www.legco.gov.hk/y r10-11/english/fc/fc/papers/f10-53e.pdf
		Minutes	LC Paper No. FC116/10-11 http://www.legco.gov.hk/y r10-11/english/fc/fc/minutes/fc20110114.pdf

Date of meeting	Committee	Minutes/Paper	LC Paper No.
22.5.2012	Subcommittee on Matters Relating to Railways	Administration's paper on "Our Future Railway Stage 1 Public Engagement exercise"	LC Paper No. CB(1)1832/11-12(02) http://www.legco.gov.hk/yr11-12/english/panels/tp/tp_rdp/papers/tp_rdp0522cb1-1832-2-e.pdf
		Minutes	LC Paper No. CB(1)2542/11-12 http://www.legco.gov.hk/yr11-12/english/panels/tp/tp_rdp/minutes/rdp20120522.pdf
7.11.2012	Council meeting	Hon Christopher CHUNG Shu-kun raised a question on study on the construction of the MTR Siu Sai Wan extension	http://www.info.gov.hk/gi/general/201211/07/P201211070229.htm
18.1.2013	Panel on Transport	Administration's paper on transport-related policy initiatives of the Transport and Housing Bureau under the 2013 Policy Address	LC Paper No. CB(1)409/12-13(03) http://www.legco.gov.hk/yr12-13/english/panels/tp/papers/tp0118cb1-409-3-e.pdf
		Minutes	LC Paper No. CB(1)839/12-13 http://www.legco.gov.hk/yr12-13/english/panels/tp/minutes/tp20130118.pdf

Date of meeting	Committee	Minutes/Paper	LC Paper No.
1.3.2013 3.5.2013	Subcommittee on Matters Relating to Railways	Administration's paper on "Our Future Railway" Stage 2 Public Engagement Exercise	LC Paper No. CB(1)595/12-13(03) http://www.legco.gov.hk/yr12-13/english/panels/tp/tp_rdp/papers/tp_rdp0301cb1-595-3-e.pdf
		Minutes	LC Paper No. CB(1)1060/12-13 http://www.legco.gov.hk/yr12-13/english/panels/tp/tp_rdp/minutes/rdp20130301.pdf LC Paper No. CB(1)628/13-14 http://www.legco.gov.hk/yr12-13/english/panels/tp/tp_rdp/minutes/rdp20130503.pdf
30.10.2013	Council meeting	Dr Hon Elizabeth QUAT raised a question on railway development plans	http://www.info.gov.hk/gi/general/201310/30/P201310290548.htm
11.12.2013	Council meeting	Minutes	LC Paper No. CB(3) 343/13-14 http://www.legco.gov.hk/yr13-14/english/counmtg/minutes/cm20131211.pdf

Date of meeting	Committee	Minutes/Paper	LC Paper No.
17.1.2014	Panel on Transport	Administration's paper on transport-related policy initiatives of the Transport and Housing Bureau under the 2014 Policy Address	LC Paper No. CB(1)702/13-14(05) http://www.legco.gov.hk/yr13-14/english/panels/tp/papers/tp0117cb1-702-5-e.pdf
		Minutes	LC Paper No. CB(1)1105/13-14 http://www.legco.gov.hk/yr13-14/english/panels/tp/minutes/tp20140117.pdf
3.4.2014	Finance Committee	Replies to initial written questions raised by Finance Committee Members in examining the Estimates of Expenditure 2014-15 (Session No.: 15) <i>(Question serial numbers: 0396, 2298, 2644, 3362, 4132, 4133, 5565, 5627, 5628, 5631 and 6456)</i>	http://www.legco.gov.hk/yr13-14/english/fc/fc/w_q/thb-t-e.pdf