# 立法會 Legislative Council

LC Paper No. CB(4)954/14-15(04)

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## **Panel on Transport**

# Subcommittee on Matters Relating to Railways Meeting on 19 May 2015

# Updated background brief on the construction of the Shatin to Central Link

#### **Purpose**

This paper provides updated background information on the construction of the Shatin to Central Link ("SCL"). It also summarizes the major views and concerns expressed by the Legislative Council ("LegCo") Members during previous discussions on this project.

# **Background**

2. SCL, with a total length of 17 kilometres, consists of two sections –

# (a) <u>Tai Wai to Hung Hom Section</u>:

This is the extension of Ma On Shan Line from Tai Wai to Hung Hom, via Southeast Kowloon and connects to the West Rail Line. It will increase the Shatin-Kowloon rail capacity and provide railway service to the new developments in Southeast Kowloon; and

# (b) Hung Hom to Admiralty Section:

This is an extension of the existing East Rail Line ("ERL") from Hung Hom across the Harbour to Hong Kong Island. It can interchange with Tai Wai to Hung Hom Section at

Hung Hom. It will increase the cross-harbour rail capacity and enhance the connectivity between the New Territories and Hong Kong Island.

The proposed alignment plan is at **Appendix I**.

- 3. In March 2008, the Executive Council decided to proceed with the implementation of SCL project using the "concession approach". Under this approach, the Administration is responsible for the construction costs of SCL whilst the MTR Corporation Limited ("MTRCL") is entrusted with the planning and design of the project. Upon completion of the construction, MTRCL will be granted a service concession for the operation of the railway line while the Administration will receive a service concession payment annually.
- The Finance Committee ("FC") approved the funding for the 4. design and site investigation works of SCL in May 2008. Also, FC approved the funding of about \$695 million, including \$152.6 million in July 2010 and \$541.6 million in June 2011 for the construction of protection works in Wan Chai Development Phase II and for SCL tunnel at Causeway Bay Typhoon Shelter respectively. The Administration had carried out the preliminary design in parallel with public consultation for SCL since late 2008. SCL scheme was subsequently gazetted on 26 November 2010 and the statutory consultation process also Taking into consideration public commenced. Administration gazetted amendments to the scheme on 15 July and 11 November 2011 respectively.
- 5. The Administration submitted the following funding applications to FC in February 2011 for approval
  - (a) the construction of the advance railway works of SCL at the Admiralty Station and Ho Man Tin Station (at an estimated cost of \$6,254.9 million in money-of-the-day ("MOD") prices); and
  - (b) the construction of the advance non-railway works of SCL (at an estimated cost of \$1,448.2 million in MOD prices).

The funding applications were approved by FC at its meeting on 18 February 2011.

- 6. Besides, the Administration further submitted the following funding applications to FC for approval
  - (a) SCL construction of railway works remaining works (at an estimated cost of \$65,433.3 million in MOD prices); and
  - (b) SCL construction of non-railway works remaining works (at an estimated cost of \$5,983.1 million in MOD prices).

The funding applications were approved by FC at its meeting on 11 May 2012. The estimated construction cost for the entire SCL project is about \$79,800 million in MOD prices<sup>1</sup>.

#### **Delay of SCL project**

The main construction works of SCL project commenced in 7. According to the agreement for entrusting construction, the target 2012. commissioning date for the Tai Wai to Hung Hom Section is December 2018 while the target commissioning date for the Hung Hom to Admiralty Section is December 2020. According to the information provided by the Administration in March 2015, the Highways Department ("HyD") estimates that the Tai Wai to Hung Hom Section of SCL may have a delay of at least 11 months arising from the archaeological work, archaeological discoveries and conservation options for archaeological features at To Kwa Wan Station. HyD will co-ordinate and oversee the construction of SCL so that MTRCL would recover some of the delay to the Tai Wai to Hung Hom Section, with a view to commissioning the Tai Wai to Hung Hom Section in 2019 as far as possible. For the Hung Hom to Admiralty Section, the commissioning date will very likely be deferred to 2021 to allow flexibility for the topside development of the convention centre at Exhibition Station, and to cater for the reclamation works under Wan Chai Development Phase II as well as the tunnel works of Central-Wan Chai Bypass.

# Latest cost to complete SCL project

8. As at the end of January 2015, MTRCL has estimated that there

Source: The Administration's paper entitled "Progress update of the construction of the Shatin to Central Link (as at 31 December 2014)" issued in March 2015 [LC Paper No. CB(4)596/14-15(01)]

will be an additional cost of at least \$4.1 billion for the Tai Wai to Hung Hom Section of SCL. The eventual implication is subject to the final assessment of MTRCL and the scrutiny of HyD. As the archeological works at To Kwa Wan Station will incur delay and additional expenditure, and the contingency of SCL project does not cover the extended archeological works as well as the construction costs arising from the archeological findings, the current contingency will not be sufficient to meet the expenditure. The Transport and Housing Bureau will therefore work with the Development Bureau in due course to seek additional funding from LegCo in order to proceed with the works.

## Major concerns expressed by LegCo Members

9. Members have expressed views on SCL project in the Third, Fourth and Fifth LegCos. Their major concerns on this subject are summarized in the ensuing paragraphs.

#### Archaeological features discovered at To Kwa Wan Station

10. Members at the Subcommittee on Matters Relating to Railways ("the Subcommittee") meetings on 4 July and 24 November 2014 noted that archaeological features were discovered at To Kwa Wan Station. They expressed concern about the arrangements for the monuments and antiques unearthed from SCL construction sites. They also enquired whether the Administration and MTRCL would set up an independent archaeological expert group to ensure impartiality in coming up with a scheme to protect the monuments and antiques; and which party would be the decision maker to finalize the arrangement. Also, they opined that preservation conservation proposals should facilitate archaeological finds for future display. Besides, some members suggested renaming To Kwa Wan Station as "Sung Wong Toi Station" or "Sacred Hill Station" and setting up a museum to display monuments and antiques unearthed in the course of construction of SCL.

# Delay in the implementation of SCL project

11. At the Subcommittee meetings in December 2010, March 2012 as well as the meeting of the Public Works Subcommittee ("PWSC") of FC in April 2012, members expressed grave concern about the delay of the implementation of Tai Wai to Hung Hom Section and Hung Hom to Admiralty Section, which were originally scheduled for completion in

2015 and 2019 respectively. They also urged the Administration to advance the completion date of SCL project. Besides, a Member on 6 July 2011 shared similar concern and therefore raised a Council question enquiring whether the Administration had assessed the impact of each year of delay in the commissioning of SCL on the crowdedness of ERL, the Ma On Shan Line and the two major interchange stations, namely Tai Wai Station and Kowloon Tong Station.

12. At the Subcommittee meetings on 4 July and 24 November 2014, members noted that there was a cumulative delay of at least 11 months for Tai Wai to Hung Hom Section arising from archaeological discovery. Members expressed worry that archaeological work and manpower shortage problem would further delay the construction progress of SCL. As such, they urged the Administration to formulate measures to alleviate the heavy traffic flows anticipated in busy areas such as Tsim Sha Tsui before the commissioning of Hung Hom to Admiralty Section. They also suggested that the Administration should arrange the commissioning of SCL by phases, similar to the backup plan to skip Sai Ying Pun Station of the West Island Line.

#### Possible cost overrun

- 13. At the Subcommittee meetings in November and December 2010, January 2011 and March 2012, members in general expressed grave concern over the upsurge in SCL project cost. The Administration and MTRCL explained that the upsurge in project estimate from \$38.17 billion (in April 2007 prices) to over \$60 billion according to the latest estimate was attributed to the significant increase in construction material prices, changes made to the design upon incorporating public's views, and the need to cope with various technical requirements. Some members viewed that the construction works of SCL should commence as soon as possible, otherwise the inflated prices of construction materials would further increase the construction cost. At PWSC meeting on 18 April 2012, a member urged the Administration to put in place effective cost control measures in view of the huge investment involved.
- 14. Members at the Subcommittee meeting on 24 November 2014 expressed concern about the extra cost arising from archaeological work. They enquired whether the Administration or MTRCL should be responsible for the cost overrun. Besides, they also asked if the Administration planned to seek additional funding from LegCo for SCL project.

#### Manpower situation

15. Members at the Subcommittee meeting on 4 July 2014 expressed grave concern about labour shortage problem for the construction works in SCL project because shortage of labour might further delay the construction progress. In this connection, members urged the Administration to formulate remedial measures, such as application for labour importation, to ease the problem. Also, they suggested that relevant bureaux should jointly discuss and review the construction industry's delivery capacity to implement the five railway projects simultaneously. In December 2014, the Administration provided supplementary information<sup>2</sup> updating the Subcommittee that there was a shortfall of 1 521 construction workers for SCL project.

#### Design of train cars

16. Members at the Subcommittee meetings on 4 November 2010, 7 January 2011, 23 March and 30 March 2012, and 22 November 2013 expressed worry that the train capacity would be reduced after the replacement of 12-car trains with 9-car trains for ERL. In response, MTRCL advised that if 9-car trains instead of the existing 12-car trains were used, the train frequency would be increased from about three minutes to about two minutes. As 27 trains would be operated in an hour, the carrying capacity of ERL would not be affected.

#### Station facilities

17. At the Subcommittee meetings in March 2008 and March 2012, and PWSC meeting in April 2012, members were concerned about provision of station facilities, such as platform screen doors or automatic platform gates, toilet facilities, lifts and escalators, barrier-free access facilities and digital broadcasting systems. In response, MTRCL explained that to cater for the needs of persons with disabilities or special needs, facilities, like tactile guide paths, tactile station layout maps with audible device and escalator audible warning signals, would be provided at SCL stations. Other facilities of the new railway lines would also be enhanced, including ticket machines, public toilets, as well as platform screen doors or automatic platform gates.

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<sup>&</sup>lt;sup>2</sup> Source: The Administration's supplementary information paper on the number of construction personnel short for each of the five new railway projects under construction [LC Paper No. CB(4)307/14-15(01)] issued in December 2014

#### Display of art in stations

18. Members at the Subcommittee meetings on 2 March and 23 March 2012 as well as PWSC meeting on 18 April 2012 expressed concern about station design of SCL. They urged the Administration and MTRCL to make reference to some overseas infrastructural projects to set aside a proportion of public areas in SCL stations for display of art. On 4 January 2013, MTRCL informed the Subcommittee members that the MTR Station Art Programme was implemented for new railway projects, SCL included. Artwork to be displayed at stations along SCL would adopt the principles to strengthen community engagement and provide a more pleasant journey for passengers. The Subcommittee expressed appreciation of MTRCL's goodwill to promote art and to enhance the space inside railway stations. Regarding the display of art pieces, some members considered that MTRCL should formulate a policy to replenish or replace the art pieces on display. Some members also considered that MTRCL should provide a less commercial environment inside stations by reducing the number of advertising light boxes at MTR stations to give more space for display of art pieces.

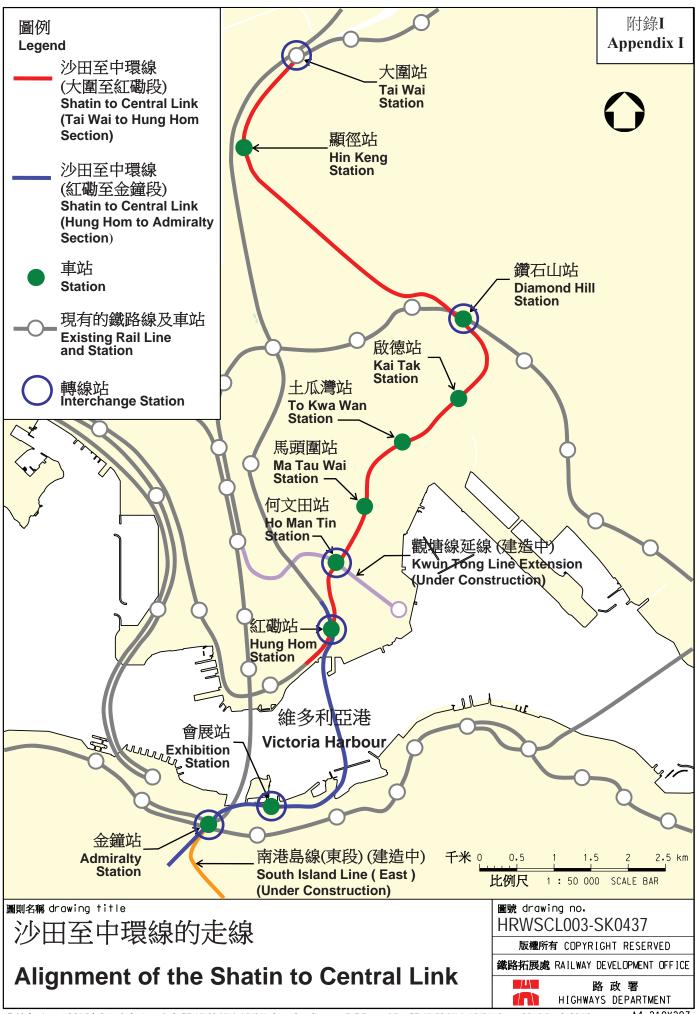
### **Latest developments**

19. The Administration plans to update the Subcommittee members on the progress of the construction of SCL at the meeting to be held on 19 May 2015.

## **Relevant papers**

20. A list of relevant papers is at **Appendix II**.

Council Business Division 4
<u>Legislative Council Secretariat</u>
13 May 2015



# Appendix II

# **Shatin to Central Link**

# List of relevant papers

Date of meeting	Committee	Minutes/Paper	LC Paper No.
16.7.2007	Subcommittee on Matters Relating to Railways	Administration's paper on progress of Shatin to Central Link Project	CB(1)2058/06-07(01)  http://www.legco.gov.hk/yr06-07/e nglish/panels/tp/tp_rdp/papers/tp_r dp0716cb1-2058-1-e.pdf
		Minutes	CB(1)2454/06-07  http://www.legco.gov.hk/yr06-07/e nglish/panels/tp/tp_rdp/minutes/rd 070716.pdf
27.3.2008	Subcommittee on Matters Relating to Railways	Legislative Council Brief on Shatin to Central Link and MTR Kwun Tong Line Extension  Administration's paper on funding application for the design of the Shatin to Central Link  Minutes	http://www.legco.gov.hk/yr07-08/e nglish/panels/tp/tp_rdp/papers/tp_r dp-thbtcr10101699-e.pdf  CB(1)1036/07-08(03)  http://www.legco.gov.hk/yr07-08/e nglish/panels/tp/tp_rdp/papers/tp_r dp0327cb1-1036-3-e.pdf  CB(1)1374/07-08  http://www.legco.gov.hk/yr07-08/e nglish/panels/tp/tp_rdp/minutes/rd 080327.pdf

Date of meeting	Committee	Minutes/Paper	LC Paper No.
11.3.2009	Council meeting	Hon Starry LEE raised a question on the impact of infrastructural projects in To Kwa Wan and Ma Tau Kok districts	http://www.info.gov.hk/gia/genera 1/200903/11/P200903110149.htm
31.3.2009	Subcommittee on Matters Relating to Railways	Administration's paper on progress of Shatin to Central Link Project  Minutes	CB(1)1137/08-09(05)  http://www.legco.gov.hk/yr08-09/e nglish/panels/tp/tp_rdp/papers/tp_r dp0331cb1-1137-5-e.pdf  CB(1)1544/08-09
		Williutes	http://www.legco.gov.hk/yr08-09/e nglish/panels/tp/tp_rdp/minutes/rd p20090331.pdf
28.10.2009	Council meeting	Hon James TO raised a question on the construction of Shatin to Central Link railway in the Kai Tak Development Area	http://www.info.gov.hk/gia/general/200910/28/P200910280123.htm
18.11.2009	Council meeting	Hon Mrs Regina IP raised a question on the temporary supporting facilities of Shatin to Central Link	http://www.info.gov.hk/gia/general/200911/18/P200911180197.htm

Date of meeting	Committee	Minutes/Paper	LC Paper No.
20.1.2010	Council meeting	Hon Starry LEE raised a question on the temporary works area of Shatin to Central Link	http://www.info.gov.hk/gia/general/201001/20/P201001200116.htm
4.6.2010	Subcommittee on Matters Relating to Railways	Administration's paper on funding application — protection works for Shatin to Central Link in Wan Chai Development Phase II	CB(1)2088/09-10(02)  http://www.legco.gov.hk/yr09-10/e nglish/panels/tp/tp_rdp/papers/tp_r dp0604cb1-2088-2-e.pdf
		Minutes	CB(1)2844/09-10  http://www.legco.gov.hk/yr09-10/e nglish/panels/tp/tp_rdp/minutes/rd p20100604.pdf
4.11.2010	Subcommittee on Matters Relating to Railways	Administration's paper on progress of Shatin to Central Link Project	CB(1)277/10-11(01)  http://www.legco.gov.hk/yr10-11/e nglish/panels/tp/tp_rdp/papers/tp_r dp1104cb1-277-1-e.pdf
		Minutes	CB(1)1068/10-11  http://www.legco.gov.hk/yr10-11/e nglish/panels/tp/tp_rdp/minutes/rd p20101104.pdf
6.12.2010	Subcommittee on Matters Relating to Railways	Administration's  paper on funding application — advance works for Shatin to Central Link	CB(1)603/10-11(01)  http://www.legco.gov.hk/yr10-11/e nglish/panels/tp/tp_rdp/papers/tp_r dp1206cb1-603-1-e.pdf

Date of meeting	Committee	Minutes/Paper	LC Paper No.
		Minutes	CB(1)1161/10-11 <a href="http://www.legco.gov.hk/yr10-11/e">http://www.legco.gov.hk/yr10-11/e</a> <a href="mailto:nglish/panels/tp/tp_rdp/minutes/rd">nglish/panels/tp/tp_rdp/minutes/rd</a> <a href="mailto:p20101206.pdf">p20101206.pdf</a>
7.1.2011	Subcommittee on Matters Relating to Railways	Administration's supplementary information paper on funding application – advance works for Shatin to Central Link	CB(1)987/10-11(01)  http://www.legco.gov.hk/yr10-11/e nglish/panels/tp/tp_rdp/papers/tp_r dp0107cb1-987-1-e.pdf
		Minutes	CB(1)1547/10-11 <a href="http://www.legco.gov.hk/yr10-11/e">http://www.legco.gov.hk/yr10-11/e</a> <a href="mailto:nglish/panels/tp/tp_rdp/minutes/rd">nglish/panels/tp/tp_rdp/minutes/rd</a> <a href="mailto:p20110107.pdf">p20110107.pdf</a>
18.5.2011	Council meeting	Hon Starry LEE raised a question on the impact on various railway projects due to recent court judgement on environmental impact assessment	http://www.info.gov.hk/gia/general/201105/18/P201105180192.htm
6.7.2011	Council meeting	Hon CHAN Hak-kan raised a question on the programme for Shatin to Central Link project	http://www.info.gov.hk/gia/general/201107/06/P201107060194.htm

Date of meeting	Committee	Minutes/Paper	LC Paper No.	
2.3.2012		on Matters paper on pro- Relating to the Shat	Administration's paper on progress of the Shatin to Central Link	CB(1)1154/11-12(03) <a href="http://www.legco.gov.hk/yr11-12/e">http://www.legco.gov.hk/yr11-12/e</a> <a href="mailto:nglish/panels/tp/tp_rdp/papers/tp_r">nglish/panels/tp/tp_rdp/papers/tp_r</a> <a href="mailto:dp0302cb1-1154-3-e.pdf">dp0302cb1-1154-3-e.pdf</a>
		Administration's supplementary information paper on Shatin to Central Link – Progress report (follow-up paper)	CB(1)1340/11-12(01)  http://www.legco.gov.hk/yr11-12/ english/panels/tp/tp_rdp/papers/tp _rdp0302cb1-1340-1-e.pdf	
		Minutes	CB(1)1772/11-12  http://www.legco.gov.hk/yr11-12/ english/panels/tp/tp_rdp/minutes/r dp20120302.pdf	
23.3.2012	Subcommittee on Matters Relating to Railways	Administration's paper on Shatin to Central Link – Funding Application for the Main Works	CB(1)1326/11-12(01)  http://www.legco.gov.hk/yr11-12/ english/panels/tp/tp_rdp/papers/tp _rdp0323cb1-1326-1-e.pdf	
		Administration's supplementary information paper on Shatin to Central Link – Progress report (follow-up paper)	CB(1)1340/11-12(01)  http://www.legco.gov.hk/yr11-12/ english/panels/tp/tp_rdp/papers/tp _rdp0302cb1-1340-1-e.pdf	
		Minutes	CB(1)2479/11-12  http://www.legco.gov.hk/yr11-12/ english/panels/tp/tp_rdp/minutes/r dp20120323.pdf	

Date of meeting	Committee	Minutes/Paper	LC Paper No.
30.3.2012	Subcommittee on Matters Relating to Railways	Legislative Council Brief: Shatin to Central Link – authorization of scheme following receipt of objections	THB(T)CR 10/1016/99  http://www.legco.gov.hk/yr11-12/ english/panels/tp/tp_rdp/papers/tp _rdp0330-thbtcr10101699-e.pdf
		Administration's supplementary information paper on issues raised by the Subcommittee at its meeting on 23 March 2012	CB(1)1434/11-12(01) <a href="http://www.legco.gov.hk/yr11-12/">http://www.legco.gov.hk/yr11-12/</a> <a href="english/panels/tp/tp_rdp/papers/tp_rdp0330cb1-1434-1-e.pdf">http://www.legco.gov.hk/yr11-12/</a> <a href="english/panels/tp/tp_rdp/papers/tp_rdp0330cb1-1434-1-e.pdf">english/panels/tp/tp_rdp/papers/tp_rdp0330cb1-1434-1-e.pdf</a>
		Minutes	CB(1)2480/11-12  http://www.legco.gov.hk/yr11-12/ english/panels/tp/tp_rdp/minutes/r dp20120330.pdf
18.4.2012	Public Works Subcommittee	Administration's paper on "61TR – Shatin to Central Link – construction of railway works – remaining works"	PWSC(2012-13)1 <a href="http://www.legco.gov.hk/yr11-12/">http://www.legco.gov.hk/yr11-12/</a> <a href="english/fc/pwsc/papers/p12-01e.pd">english/fc/pwsc/papers/p12-01e.pd</a> <a href="mailto:f">f</a>
		Administration's paper on "62TR – Shatin to Central Link – construction of non-railway works – remaining works"	PWSC(2012-13)2  http://www.legco.gov.hk/yr11-12/ english/fc/pwsc/papers/p12-02e.pd f

Date of meeting	Committee	Minutes/Paper	LC Paper No.
		Minutes	PWSC57/11-12  http://www.legco.gov.hk/yr11-12/ english/fc/pwsc/minutes/pwsc201 20418.pdf
11.5.2012	Finance Committee	Minutes	FC183/11-12  http://www.legco.gov.hk/yr11-12/ english/fc/fc/minutes/fc20120511. pdf
21.5.2014	Council Meeting	Hon CHAN Hak-kan raised a question on monuments and antiques unearthed at railway construction Sites	http://www.info.gov.hk/gia/genera 1/201405/21/P201405210429.htm
4.6.2014	Council Meeting	Dr Hon CHIANG Lai-wan raised a question on construction works of Shatin to Central Link	http://www.info.gov.hk/gia/genera 1/201406/04/P201406040323.htm
18.6.2014	Council Meeting	Hon Christopher CHUNG raised a question on Antiquities and monuments excavated from works site of MTR Shatin to Central Link	http://www.info.gov.hk/gia/genera 1/201406/18/P201406180605.htm

Date of meeting	Committee	Minutes/Paper	LC Paper No.
4.7.2014	Subcommittee on Matters Relating to Railways	Administration's paper on progress update of the construction of the Shatin to Central Link	CB(1)1722/13-14(03)  http://www.legco.gov.hk/yr13-14/ english/panels/tp/tp_rdp/papers/tp _rdp0704cb1-1722-3-e.pdf
		Administration's supplementary information paper on the number of construction personnel short for each of the five new railway projects under construction (follow-up paper)	CB(4)307/14-15(01)  http://www.legco.gov.hk/yr13-14/ english/panels/tp/tp_rdp/papers/tp _rdp0704cb4-307-1-e.pdf
		Minutes	CB(1)139/14-15 <a href="http://www.legco.gov.hk/yr13-14/">http://www.legco.gov.hk/yr13-14/</a> <a href="english/panels/tp/tp_rdp/minutes/rdp20140704.pdf">english/panels/tp/tp_rdp/minutes/rdp20140704.pdf</a>
24.11.2014	Subcommittee on Matters Relating to Railways	Administration's paper on progress update of the Shatin to Central Link, South Island Line (East) and Kwun Tong Line Extension	CB(1)260/14-15(03)  http://www.legco.gov.hk/yr14-15/ english/panels/tp/tp_rdp/papers/tp _rdp20141124cb1-260-3-e.pdf

Date of meeting	Committee	Minutes/Paper	LC Paper No.
		Administration's paper on archaeological features discovered at To Kwa Wan Station of the Shatin to Central Link and their proposed preliminary conservation and interpretation plans	CB(1)273/14-15(01)  http://www.legco.gov.hk/yr14-15/ chinese/panels/tp/tp_rdp/papers/tp _rdp20141124cb1-273-1-ec.pdf
		Administration's supplementary information paper on the construction of the Shatin to Central Link (follow-up paper)	CB(4)227/14-15(01)  http://www.legco.gov.hk/yr14-15/ english/panels/tp/tp_rdp/papers/tp rdp20141124cb4-227-1-e.pdf
		Minutes	CB(4)491/14-15 <a href="http://www.legco.gov.hk/yr14-15/">http://www.legco.gov.hk/yr14-15/</a> <a href="english/panels/tp/tp_rdp/minutes/rdp20141124.pdf">english/panels/tp/tp_rdp/minutes/rdp20141124.pdf</a>
3.12.2014	Council Meeting	Dr Hon LAM Tai-fai raised a question on cost overruns and delay of major infrastructure projects	http://www.info.gov.hk/gia/genera 1/201412/03/P201412030932.htmt

Date of meeting	Committee	Minutes/Paper	LC Paper No.
17.12.2014	Council Meeting	Hon James TO raised a question on archaeological excavation at To Kwa Wan Station of Shatin to Central Link	http://www.info.gov.hk/gia/genera 1/201412/17/P201412170465.htm
6.3.2015	Subcommittee on Matters Relating to Railways	Progress update of the construction of the Shatin to Central Link (as at 31 December 2014)	CB(4)596/14-15(01)  http://www.legco.gov.hk/yr14-15/ english/panels/tp/tp_rdp/papers/tp _rdpcb4-596-1-e.pdf

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