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Panel on Development

Meeting on 8 November 2016

**Updated background brief on the planning and engineering study for
the Hung Shui Kiu New Development Area**

Purpose

This paper sets out background information on the Administration's planning and engineering study ("the P&E Study") for the Hung Shui Kiu ("HSK") New Development Area ("NDA") and summarizes the views and concerns expressed by Members on the subject at the meetings of the Panel on Development ("DEV Panel"), the Public Works Subcommittee ("PWSC") and the Finance Committee ("FC") since the 2010-2011 legislative session.

Background

2. The Planning and Development Study on North West New Territories, commissioned in 1997 and completed in 2003, identified HSK as a suitable NDA to cater for the long-term development needs of Hong Kong. In view of the slower growth of the population, the proposal was shelved pending a comprehensive review of the need for strategic development areas to be covered by the "Hong Kong 2030: Planning Vision and Strategy" ("the HK2030 Study").¹ Subsequently, the HK2030 Study recommended proceeding with the

¹ The HK2030 Study, which was completed in 2007, updated the territorial development strategy for Hong Kong with a view to recommending a spatial development pattern in response to various social, economic and environmental needs in the next 20 to 30 years. As set out in the 2015 Policy Address, the Administration would update "the Hong Kong 2030 Study" to examine the strategies and feasible options for overall spatial planning and land and infrastructure development for Hong Kong beyond 2030. The update, known as "Hong Kong 2030+: Towards a Planning Vision and Strategy Transcending 2030" would provide an updated spatial planning framework and broad directions for planning and land and infrastructure development beyond 2030.

North East New Territories NDAs and HSK NDA to address the long-term housing demand and provide employment opportunities. The North East New Territories NDAs project and the HSK NDA project were among the 10 major infrastructure projects announced in the 2007-2008 Policy Address.

The planning and engineering study

3. The Administration briefed DEV Panel in January 2011 on its proposal to carry out the P&E Study for HSK NDA. On the recommendation of PWSC, FC approved the relevant funding proposal at an estimated cost of \$70.4 million in April 2011.

Three-stage community engagement

4. The P&E Study, commenced in 2011, aimed at formulating sustainable and feasible planning and development proposals for HSK NDA. To engage the public in planning the proposed NDA, the P&E Study includes a three-stage community engagement ("ComE") exercise. The Stage 1 and Stage 2 ComE exercises for the proposed NDA were conducted in November 2010 and July 2013 respectively.² During the Stage 2 ComE, the Administration sought public views on the Preliminary Outline Development Plan ("PODP") for HSK NDA.³ Taking into consideration the public views collected, the Administration presented the Recommended Outline Development Plan ("RODP") for HSK NDA (in **Appendix I**) during the Stage 3 ComE (conducted from 17 June to mid-September 2015) for public consultation.

Recommended Outline Development Plan

5. The Administration briefed DEV Panel on RODP of HSK NDA in July 2015. A comparison of the key development parameters of HSK NDA proposed under PODP and RODP are summarized as follows:⁴

² The Stage 1 ComE was conducted in two rounds: the first round from November 2010 to January 2011; the second round from December 2011 to February 2012. The Administration briefed DEV Panel on both the Stage 1 and Stage 2 ComE exercises when the exercises were being conducted.

³ Details about the PODP for HSK NDA are in [LC Paper No. CB\(1\)1543/12-13\(03\)](#).

⁴ Sources: LC Papers Nos. [CB\(1\)1543/12-13\(03\)](#) and [CB\(1\)987/14-15\(07\)](#)

	PODP (presented in July 2013)	RODP (presented in June 2015)
Total NDA area (hectare ("ha"))	826	714
Development area (ha)	446	442 ⁽¹⁾
Total population	218 000 (including population from existing and committed developments)	215 000
No. of new flats	About 60 000	About 60 100
Housing mix	Public ⁽²⁾ 51%: Private 49% Public 69%: Private 31% (together with Tin Shui Wai)	
Employment opportunities	About 100 000	About 150 000
Plot ratio ("PR")	3.5 - 8	Maximum domestic PR: 6 Maximum non-domestic PR: 9.5

Notes:

(1) The development area refers to the area with planned new developments and infrastructure on RODP. This excludes areas that are already occupied by existing developments/roads which will be retained in future and areas that will be kept intact such as those zoned or to be zoned "Green Belt", "River Channel", etc.

(2) This includes Public Rental Housing and Home Ownership Scheme units.

6. The major planning proposals for HSK NDA under RODP are in **Appendix II**.

Major views and concerns expressed by Members

7. The proposed HSK NDA project ("the proposed development project") was discussed at a number of meetings of DEV Panel, PWSC and FC from 2011 to 2015. The major views and concerns expressed by Members at the aforesaid meetings are summarized in the ensuing paragraphs.

Impact of the proposed development on existing residents and business operations

8. Some Members have expressed concern over the possible adverse impact of the proposed development project on the existing residents, farmers and business operators in the area, in particular the residents of the five non-indigenous villages to be cleared to make way for the project. Members called on the Administration to ensure that the parties affected by the project would be no worse off. Some Members suggested that the Administration should work out a clear agricultural rehabilitation policy for affected farmers.

9. The Administration explained that only about 7 ha of active farmland would be affected by the proposed development project and the Administration would assist the affected farmers through the special agricultural rehabilitation scheme with priority assistance in matching them with owners of the idled farmlands nearby.

10. Noting that the existing brownfield operations (port back-up, open storage services, workshops etc.) in HSK made up an integral part of the local economy and contributed to local employment, some Members were concerned about the impact of the proposed development project on the brownfield operators. Some other Members expressed doubt on the feasibility of the Administration's proposal to accommodate the existing brownfield operations to be affected by the proposed development project in multi-storey buildings.

11. The Administration advised that consolidating the existing brownfield operations in HSK was a major challenge for the implementation of the HSK NDA project. The operations currently occupied an area of 190 ha out of the total area of 714 ha of the proposed NDA. The Administration would carry out a questionnaire survey to collect information on the existing brownfield operations within the proposed NDA, including their operational requirements, and would commission studies on the accommodation of the brownfield operations. To ensure a seamless relocation of the existing brownfield operations in HSK, the Administration planned to relocate the first batch of the businesses affected to temporary sites until the completion of the proposed multi-storey buildings.

Provision of employment opportunities

12. While some Members expressed doubt on whether the proposed development project would support the economic development of the Pearl River Delta region or cater for the needs of Hong Kong people, some Members welcomed the proposal of developing HSK NDA in view of the large number of

job opportunities that would be generated in future for the residents of, not only the NDA, but also Tin Shui Wai and Tuen Mun.

13. The Administration advised that HSK NDA would be able to generate a full spectrum of job opportunities, ranging from high-skilled to general-skilled, requiring different professional training and educational attainments, to cater for the employment needs of the working population. Among the job opportunities to be created (74 000 in the commercial sector, 60 000 in special industries and 16 000 in community services), a significant portion would require general skills only and be suitable for the grassroot working population.

Connectivity

14. Some Members were concerned about the accessibility of HSK NDA and the capacity of the West Rail Line ("WRL") to cope with the new population in the proposed NDA. To alleviate the anticipated overloading problem of the railway service in the North West New Territories ("NWNT"), some Members opined that it was necessary to develop a new harbour-crossing railway to connect Hong Kong Island and NWNT via the proposed artificial islands in the central waters.

15. The Administration replied that planning and technical assessments on the environmental, traffic and air ventilation impacts of the recommended proposals had been thoroughly carried out in the process of the P&E Study. According to the latest Railway Development Strategy 2014, it was suggested that a new HSK Station be developed on WRL between the existing Tin Shui Wai Station and Siu Hong Station.⁵ To tie in with the first population intake of HSK NDA, it was recommended that the new station be commissioned between 2021 and 2024, subject to the technical and financial studies as well as public consultation at the detailed planning stage.

16. As regards the carrying capacity of WRL, the Administration advised that WRL trains would gradually be changed from 7-car to 8-car and the hourly train frequency at each direction would increase from 20 to 28. As a result, the carrying capacity of WRL would increase by 60%. The Administration considered that the carrying capacity of WRL would be sufficient to meet the anticipated passenger demand arising from the development of HSK in the future. Further, the Administration would seek resources in due course to study the long-term development of a rail-based transport system in NWNT beyond 2031. The study would explore the feasibility of upgrading the existing railway and developing new railway routes, including a new harbour-crossing

⁵ Source: [The Railway Development Strategy 2014](#)

railway to connect Hong Kong Island and NWNT via the proposed artificial islands in the central waters.

Provision of community facilities and retail space

17. Some Members urged the Administration to learn from the lessons of the development of Tin Shui Wai and ensure the timely provision of sufficient community services such as a hospital, community centres, leisure facilities, etc., in HSK NDA. The Administration assured Members that in carrying out the P&E Study, it would take into account residents' needs for community facilities based on the projected population. Apart from shopping centres, street shops and local retailing services would be provided in each residential neighbourhood to meet the needs of local daily life. Shopping streets would also be designated to promote street vibrancy.

Implementation approach

18. Some Members had strong reservation on the Administration's proposal of adopting the Enhanced Conventional New Town Approach ("ECNTA") for the proposed development project. Unlike the Conventional New Town Approach, which the Administration had adopted in the past to resume and clear all the private land planned for new town development, ECNTA would allow private landowners to apply for in-situ land exchange. Some Members considered that ECNTA would encourage land consolidation by developers and would cause public suspicion of the government colluding with the business sector. Some Members opined that ECNTA was a land development approach tilted towards landowners and developers because the affected households/farmers would only receive small amount of compensation from the landowners/developers.

19. According to the Administration, ECNTA aimed at ensuring the timely implementation of a new town or NDA development, expediting the progress where possible by allowing private landowners to apply for private development on their land, while safeguarding that occupants of such private land would be offered comparable monetary compensation as those offered by the Government for land resumption and clearance. The Administration assured Members that it would take into account public views collected during Stage 3 ComE before deciding on the implementation approach.

Development schedule

20. Some Members expressed concern about the long delivery time required for completing the entire development project, and enquired when the first lot of

land would be made available in the proposed NDA for housing development. They urged the Administration to compress the project timeframe and consider implementing the proposed development in phases.

21. The Administration replied that it was necessary to undertake the P&E Study to look into the planning circumstances; thereafter, to undergo the statutory procedures in preparing the Outline Zoning Plans. Time would also be needed for land resumption, clearance and re-housing for affected inhabitants. The public views received during Stage 3 ComE would be taken into account in refining RODP before finalizing the P&E Study's recommendations and commencing the detailed design for the development project. The statutory Environmental Impact Assessment would be completed and the statutory town plan would thereafter be prepared in late-2016 with a view to having the first population intake in 2024.

Latest development

22. On 5 September 2016, the Planning Department and the Civil Engineering and Development Department announced the Revised RODP for HSK NDA.⁶

23. At the meeting of DEV Panel to be held on 8 November 2016, the Administration will brief members on the Revised RODP of HSK NDA.

Relevant papers

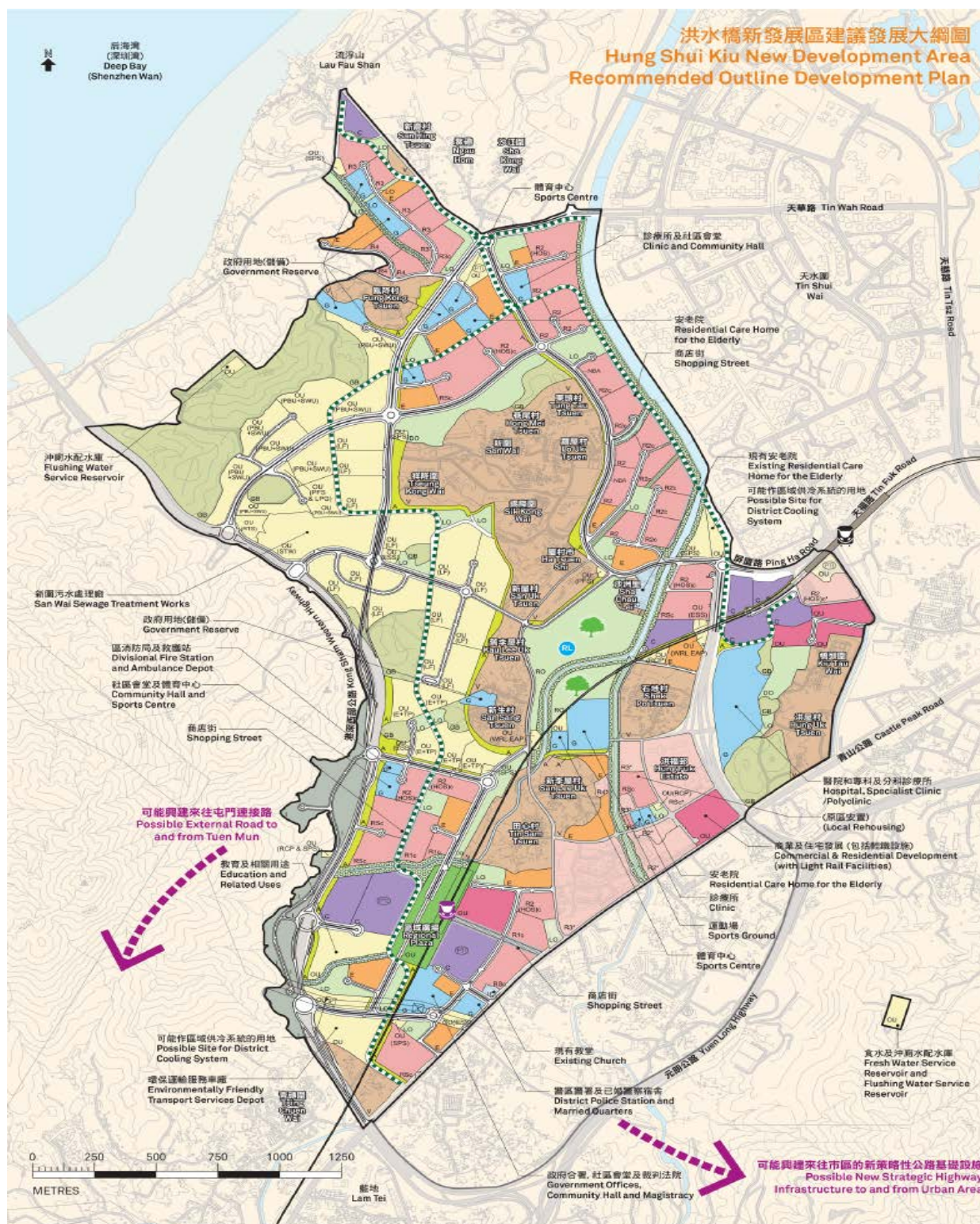
24. A list of relevant papers with their hyperlinks is in **Appendix III**.

Council Business Division 1
Legislative Council Secretariat
1 November 2016

⁶ Source: [Press release](#) on "Hung Shui Kiu New Development Area Revised Recommended Outline Development Plan announced"

洪水橋新發展區建議發展大綱圖

The Recommended Outline Development Plan of the Hung Shui Kiu New Development Area



資料來源：[立法會CB\(1\)987/14-15\(07\)號文件](#)
Source：[LC Paper No. CB\(1\)987/14-15\(07\)](#)

Major planning proposals for the Hung Shui Kiu New Development Area under the Recommended Outline Development Plan

The Recommended Outline Development Plan has the following key features:

Positioning of the New Development Area

- (a) The Hung Shui Kiu ("HSK") New Development Area ("the NDA") will be the next generation new town for Hong Kong. Being strategically located in the North West New Territories ("NWNT"), it is positioned as a "Regional Economic and Civic Hub" for the NWNT apart from being a major source of housing land supply in Hong Kong in the medium to long term. According to the land use proposals under the Recommended Outline Development Plan, the number of employment opportunities has increased to about 150 000 through a mix of commercial, business, industrial, community and government land uses. This would help to address the over-concentration of commercial activities and employment opportunities in the main urban areas, boost the vibrancy of local communities, meet the shortfall of jobs in Tin Shui Wai ("TSW"), as well as ease congestion at the commuting corridors between the New Territories and the urban areas.

Fostering economic vibrancy

- (b) The development intensity of the commercial sites at the proposed HSK Station and the existing West Rail TSW Station has been increased to reinforce their respective functions as "Regional Economic and Civic Hub" and "District Commercial Node". The proposed commercial development around the two stations would generate a total gross floor area of about 1 939 000 square metres for office, retail and hotel uses. This would help relieve the already congested town centres of nearby Yuen Long and Tuen Mun new towns. In each individual residential neighbourhood, street shops and local retailing services will be provided to meet the residents' daily necessities and enhance street vibrancy.
- (c) The proposed uses in "Logistics, Enterprise and Technology Quarter" at the north-western part of the NDA has been restructured. This area will become another major employment cluster in the NDA. About 37 hectares ("ha") of land are reserved for high value-added modern

logistics and 9 ha are reserved for uses such as innovation and technology, testing and certification, data centre and other related business and non-polluting industrial activities. Moreover, an industrial zone of 13 ha in area is proposed at the western fringe of the NDA.

- (d) About 24 ha of land at the northern fringe of the NDA are reserved for port back-up, storage and workshop uses. This area may accommodate some of the existing brownfield operations affected by the NDA project through the possible development of multi-storey industrial compounds or other land-efficient means. New roads will be provided to directly connect this area to Kong Sham Western Highway so as to minimize movements of heavy vehicular traffic within the NDA.

Social mix and community facilities

- (e) The NDA will provide about 60 100 new flats, with about half for public housing. Suitable sites will be reserved to facilitate local rehousing of eligible households affected by the NDA project. The proposed public/private housing mix in the NDA will help to redress the existing imbalance of public/private housing in the TSW New Town. Taking both the NDA and the TSW new town together, the public/private housing mix is estimated to be 69:31.
- (f) The planning for the NDA is people-oriented. The requirements of the surrounding areas including TSW have been taken into account in the provision of Government, Institution and Community facilities. The NDA will provide a wide range of social and community facilities including hospital, clinics, magistracy, community halls, educational facilities, residential care homes for the elderly, and sports and recreation facilities.

Enhancing the transport network to improve accessibility

- (g) The proposed HSK Station will help to enhance the accessibility of the NDA. The progressive enhancement of the West Rail service through enhancement of the signalling system and addition of train compartments in the years ahead will generally be able to meet the demand of NDA and other new developments in the NWNT region.

- (h) For sustainable development of the NDA, one of the key planning concepts is to minimize traffic generation. The provision of diversified employment opportunities within the NDA will facilitate local employment, thus helping to reduce demand of external traffic. Moreover, possible new strategic highways connecting the NDA with the Tuen Mun New Town and with the urban area will be planned to cope with the anticipated traffic growth in the NWNT region in the long term.
- (i) A Green Transit Corridor ("GTC") would be introduced in the NDA to provide rapid intra-district transport service. GTC will include a rail-based or road-based environmentally friendly transport services, pedestrian walkways and cycle tracks to provide feeder services to connect the residential clusters with the "Logistics, Enterprise and Technology Quarter", rail stations and key community facilities to minimize vehicular traffic and carbon emission.
- (j) New primary and district distributors to facilitate east-west and north-south movements within the NDA will be provided to enhance the internal connectivity of the NDA. A comprehensive local road networks, cycle tracks, pedestrian walkways and pedestrian streets will also be provided to facilitate internal vehicular and pedestrian movements.

Creating a green city

- (k) The NDA will be a green city adopting a sustainable and energy saving strategy in respect of town planning, urban design, transportation and green infrastructure to achieve efficiency, carbon emission reduction and sustainable living. Major population, economic activities and community facilities will be concentrated within walking distance of mass transit and public transport nodes. Green mobility is promoted within the NDA through the introduction of GTC and a comprehensive cycling and pedestrian network. To promote sustainable use of water, the Administration will explore reusing treated sewage effluent and harvested rainwater for non-potable purposes such as toilet flushing and irrigation within the NDA.
- (l) To enrich the NDA as a green city, the Administration will actively pursue a series of other green initiatives including the provision of community green station for environmental education and collection of recyclables from the local community; revitalization of existing river channel system to enhance the channel ecological system; and

promotion of energy efficient buildings and installations. The Administration will also explore the use of district cooling system for non-domestic developments, and the establishment of an information and communication technology platform to coordinate different city functions for enhancing city management and convenience of residents and businesses.

Source: [LC Paper No. CB\(1\)987/14-15\(07\)](#)

**Planning and engineering study for
the Hung Shui Kiu New Development Area**

List of relevant papers

Council/Committee	Date of meeting	Paper
Panel on Development	25 January 2011	<p>Administration's paper on "PWP Item No. 733CL — Review Studies on Hung Shui Kiu New Development Area: Consultants' Fee and Site Investigation" [LC Paper No. CB(1)1100/10-11(05)]</p> <p>Minutes of meeting [LC Paper No. CB(1)1669/10-11]</p>
Public Works Subcommittee	9 February 2011	<p>Administration's paper on "Head 707 — New Towns and Urban Area Development 733CL — Review Studies on Hung Shui Kiu New Development Area — Consultants' Fees and Site Investigation" [LC Paper No. PWSC(2010-11)37]</p> <p>Administration's follow-up paper [LC Paper No. PWSC51/10-11]</p> <p>Minutes of meeting [LC Paper No. PWSC54/10-11]</p>
Finance Committee	15 April 2011	<p>Administration's paper on "Recommendations of the Public Works Subcommittee made on 9 February 2011" [LC Paper No. FCR(2011-12)2]</p> <p>Administration's follow-up paper [LC Paper No. FC111/10-11]</p> <p>Minutes of meeting at 3:00 pm [LC Paper No. FC118/10-11]</p>

Council/Committee	Date of meeting	Paper
Panel on Development	22 October 2013	<p>Administration's paper on "Hung Shui Kiu New Development Area Planning and Engineering Study — Preliminary Outline Development Plan and Stage Two Community Engagement" [LC Paper No. CB(1)1543/12-13(03)]</p> <p>Minutes of meeting [LC Paper No. CB(1)352/13-14]</p>
Panel on Development	16 November 2013	<p>Minutes of special meeting [LC Paper No. CB(1)926/13-14]</p>
Panel on Development	27 January 2015	<p>Administration's paper on "Increasing Land Supply" [LC Paper No. CB(1)407/14-15(01)]</p>
Finance Committee special meeting	1 April 2015	<p>Administration's replies to Members' Initial Written Questions — Reply Serial Nos. DEVB(PL)027 and DEVB(PL)214</p>
Panel on Development	22 July 2015	<p>Administration's paper on "Hung Shui Kiu New Development Area Planning and Engineering Study — Recommended Outline Development Plan and Stage 3 Community Engagement" [LC Paper No. CB(1)987/14-15(07)]</p> <p>Administration's follow-up paper [LC Paper No. CB(1)1238/14-15(01)]</p> <p>Minutes of meeting [LC Paper No. CB(1)1250/14-15]</p>
Panel on Development	9 October 2015	<p>Minutes of special meeting [LC Paper No. CB(1)207/15-16]</p>
Panel on Development	26 January 2016	<p>Administration's paper on "Initiatives of Development Bureau in the 2016 Policy Address and Policy Agenda" [LC Paper No. CB(1)452/15-16(03)]</p>