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Legislative Council

LC Paper No. CB(1)133/16-17(07)

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Panel on Development

Meeting on 22 November 2016

**Background brief on
the proposed establishment of a Lantau Development Office and
re-organization of the existing Development Offices of
the Civil Engineering and Development Department**

Purpose

This paper provides background information on a staffing proposal submitted by the Administration in February 2016 on establishing a Lantau Development Office ("LDO") within the Civil Engineering and Development Department ("CEDD") and re-organizing the existing Development Offices of the Department. It also summarizes the views and concerns expressed by Members on the proposal at the meetings of the Panel on Development ("DEV Panel") and the Establishment Subcommittee ("ESC") during the 2015-2016 legislative session.

Background

2. The Administration has been pursuing short-, medium- and long-term development plans in Lantau. These plans include the Tung Chung New Town Extension, topside development at the Hong Kong boundary crossing facilities island of the Hong Kong-Zhuhai-Macao Bridge, reclamation at Siu Ho Wan and Sunny Bay, revitalization of Tai O and Mui Wo, development of an East Lantau Metropolis in the central waters by way of construction of artificial islands, etc. In the 2016 Policy Address, the Chief Executive announced that a dedicated LDO would be established to take forward the planning and implementation of developments in Lantau.

Staffing proposal on the establishment of a Lantau Development Office and re-organization of the existing Development Offices of the Civil Engineering and Development Department

3. The Administration submitted a staffing proposal on the establishment of LDO within CEDD and re-organization of the existing Development Offices of CEDD to DEV Panel for deliberation at its meeting on 23 February 2016.¹

4. It was proposed that four supernumerary directorate posts (i.e. one Principal Government Engineer (D3), one Government Town Planner (D2) and two Chief Engineers (D1)) be created for operating LDO up to 31 March 2021. The 18 items of projects/proposals to be taken forward by LDO are in **Appendix I**. The proposed organization chart of LDO is in **Appendix II**.

5. Taking the opportunity of setting up LDO, the Administration also proposed re-organizing the existing Development Offices² of CEDD so as to rationalize the workload among Development Offices. Upon the proposed re-organization, there would be five Development Offices within CEDD, namely LDO, the East Development Office, the South Development Office, the West Development Office and the North Development Office.³ Accordingly, the staffing proposal included the re-deployment of three D3, five D2 and 13 D1 directorate posts within CEDD arising from the establishment of LDO and the re-organization of the existing Development Offices.

¹ Details of the proposal are in [LC Paper No. CB\(1\)559/15-16\(07\)](#).

² At present, there are four Development Offices within CEDD, which are the New Territories East Development Office, the New Territories West Development Office, the Kowloon Development Office, and the Hong Kong Island and Islands Development Office.

³ The boundary plan of the existing Development Offices is in **Appendix III**. The boundary plan of the Development Offices after the proposed re-organization is in **Appendix IV**.

6. In addition to the creation and re-deployment of the abovementioned directorate posts, the Administration also proposed enhancing the non-directorate staffing in the Development Bureau, CEDD and the Planning Department in support of the Lantau development initiatives by creating 50 non-directorate posts.

7. At the DEV Panel meeting on 23 February 2016, most members present did not support the staffing proposal. To address members' concerns, the Administration provided supplementary information on the proposal.⁴ DEV Panel revisited the proposal at the meeting on 26 April 2016 and eventually supported the submission of the proposal to ESC for consideration. After discussions at three meetings in June 2016, ESC agreed to recommend the proposal to the Finance Committee ("FC") for approval. The proposal was then included in the agenda of FC but was not reached at the last meeting of FC on 12 July 2016 in the 2015-2016 legislative session.

Major views and concerns expressed by Members

8. The major views and concerns expressed by Members when examining the staffing proposal at the aforesaid meetings are summarized in the ensuing paragraphs.

Justification for the establishment of a Lantau Development Office

9. Citing the successful experience of the Energizing Kowloon East Office in revitalizing Kowloon East, some Members considered that a dedicated LDO would facilitate the implementation of development projects in Lantau, and believed that the proposed LDO would conduct studies for the formulation of a development plan to address both development and conservation needs of Lantau. Meanwhile, some Members were concerned that the proposed LDO would not strive to conserve the natural environment of Lantau, given that the office would mainly be staffed by engineers.

10. The Administration explained that, with the establishment of LDO, human resources from various disciplines would be centralized under a multi-disciplinary office dedicated for implementing the development initiatives for Lantau. The setting up of LDO could enhance communication among staff members, and facilitate prompt and effective implementation of various tasks. The Administration stressed that such arrangements were

⁴ The information is in [LC Paper No. CB\(1\)798/15-16\(02\)](#).

similar to the past practice of setting up dedicated regional Development Offices for the development of new towns.

Proposed development strategy for Lantau

11. Some Members considered that as there were diverse views among the public on the development strategy for Lantau proposed by the Lantau Development Advisory Committee ("LanDAC"),⁵ it was not the right time to establish LDO. They were also worried that by establishing LDO, the Administration might implement development projects where public consensus had yet to be reached, or expedite the development of Lantau, causing irreversible damages to the environment of Lantau.

12. The Administration advised that LanDAC had proposed a development strategy covering different aspects, including land use, conservation, recreation and tourism development. A large number of public views on multiple aspects of the proposed development strategy had been received during the public engagement exercise conducted between January and April 2016. In view of the large amount of work to be carried out to follow up the proposed development strategy, there was an urgent need to have a dedicated and multi-disciplinary office to take forward the development and conservation work for Lantau. The Administration stressed that the proposal to establish LDO did not mean that proposed development projects in Lantau would be implemented immediately without public consultation.

Responsibilities of the proposed Lantau Development Office

13. Noting that the proposed LDO would have to arrange local events (e.g. music festivals and sports competitions), some Members expressed concern that the scope of responsibilities of LDO might be too wide. Other Members asked whether conducting public consultation on development projects would be one of the responsibilities of LDO given the importance to collect views from stakeholders on the development of Lantau.

14. The Administration explained that the involvement of LDO in organizing local events in Lantau would be necessary for engaging the community in planning the development of Lantau. The Administration also

⁵ LanDAC was established in January 2014 to advise the Administration on the development direction for Lantau. Chaired by the Secretary for Development, DAC comprises the LegCo Members, members of District Councils and representatives from various sectors of the community. LanDAC published its first-term work report "Space for All" in January 2016. The report was discussed by DEV Panel on 23 February 2016.

confirmed that LDO would be responsible for conducting public consultation on the proposed development projects in Lantau.

Staff expertise

15. Some Members opined that, in view of the anticipated increase in the demand for transport services arising from the proposed developments in Lantau, LDO should have a Chief Engineer possessing knowledge and expertise in railway development. Some suggested that directorate posts in the profession of environmental protection should be created for LDO.

16. The Administration explained that LDO would comprise professional staff of various disciplines, including engineers, town planners, surveyors and architects. As the development strategy for Lantau would place equal emphasis on development and conservation, the staff concerned would take into consideration the conservation needs in rolling out the development initiatives. Experienced engineers would also be engaged to study the feasibility of developing a light rail system in Lantau.

Alternatives to the proposal of setting up a Lantau Development Office

17. Some Members suggested that instead of establishing LDO, the Administration should strengthen the manpower for gauging public views on the development of Lantau and only implement those projects where public consensus had been reached. Some Members opined that the manpower of the existing Hong Kong Island and Islands Development Office of CEDD could be strengthened to undertake Lantau development projects without resorting to creating a dedicated LDO. Meanwhile, some other Members proposed setting up a separate office dedicated to the conservation of Lantau, or a "North Lantau Development Office" to confine the development projects to the northern part of Lantau, with a view to addressing environmental concerns over large-scale developments in the southern part of Lantau.

18. The Administration advised that given the heavy workload associated with the implementation of development projects in Lantau, it was impracticable to take forward Lantau development by only strengthening the manpower of the Hong Kong Island and Islands Development Office. Moreover, the Administration considered it inappropriate to establish a separate office outside LDO dedicated to conservation work or a "North Lantau Development Office", as the former would result in a cumbersome organizational structure and overlap of duties, whereas the latter went against the holistic approach for the planning of Lantau development.

Re-organization of the existing Development Offices

19. Some Members expressed concern that the titles of the re-organized Development Offices under the proposal could not reflect the district boundary of each Development Office. The Administration advised that the geographical boundaries of the four new Development Offices would be drawn up with reference to the boundaries of the District Council constituency areas. For instance, the East Development Office would be responsible for projects in the Sai Kung, Wong Tai Sin, Kwun Tong and Kowloon City Districts.

Latest development

20. At the meeting of DEV Panel to be held on 22 November 2016, the Administration will brief the Panel on a staffing proposal on establishing a Sustainable Lantau Office and re-organizing the existing Development Offices of CEDD.

Relevant papers

21. A list of relevant papers with their hyperlinks is in **Appendix V**.

Appendix I

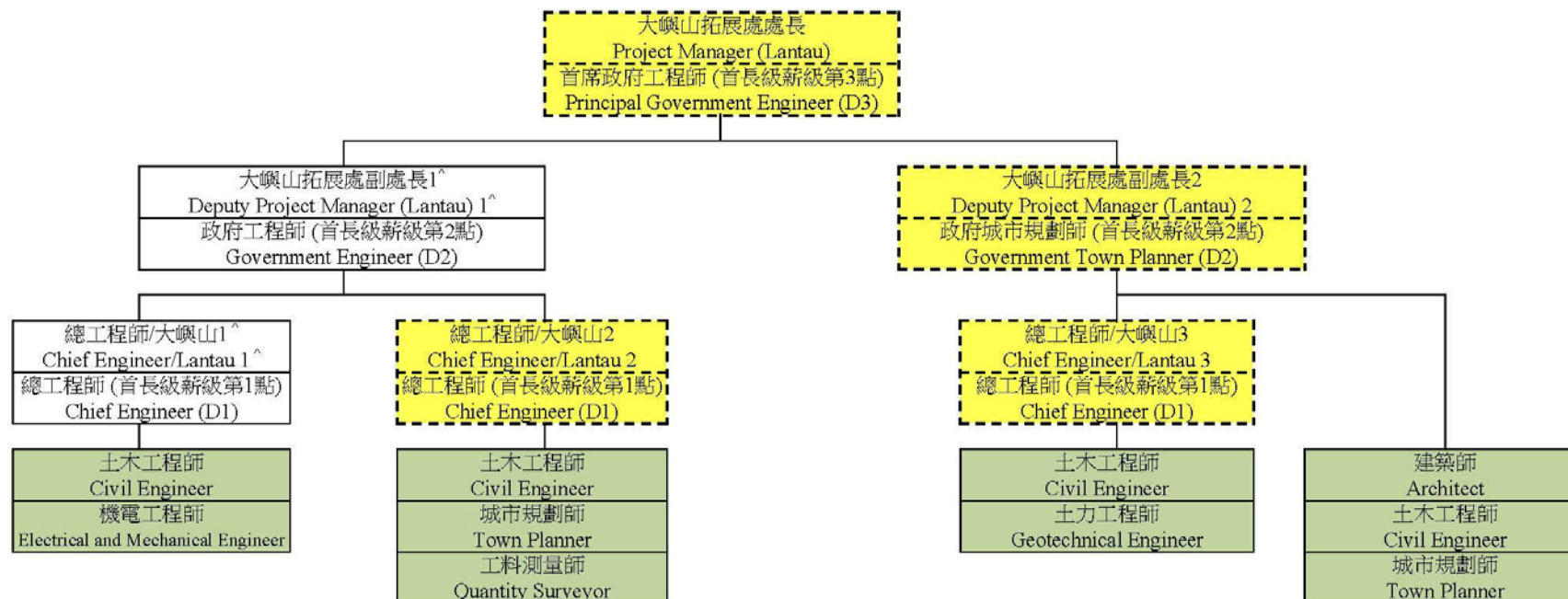
The projects and proposals to be taken forward by the proposed Lantau Development Office of the Civil Engineering and Development Department

1. Implementation of the Tung Chung New Town Extension;
2. Engineering Infrastructural Works for Housing Development in Area 54, Tung Chung;
3. Topside development at the Hong Kong boundary crossing facilities island of the Hong Kong-Zhuhai-Macao Bridge;
4. Sunny Bay reclamation;
5. Siu Ho Wan reclamation and development at adjoining area;
6. Strategic Studies for Artificial Islands in the Central Waters (i.e. the East Lantau Metropolis);
7. Improvement works at Mui Wo, Tai O and Ma Wan Chung;
8. Improvement and expansion of Mountain Bike Trail Networks in south Lantau;
9. Preliminary Feasibility Study of Cable Car System from Ngong Ping to Tai O, and Spa and Resort Development at Cheung Sha and Soko Islands;
10. Overall traffic and transport study for the developments in Lantau (recommended by the Lantau Development Advisory Committee);
11. Proposals of enhancing the conservation of Lantau and promoting better utilization of natural resources;
12. Project proposals recommended under the Development Bureau's study on recreation and tourism development strategy;
13. Provision of cycle track along northern shore of Lantau;
14. Local enhancement works in Lantau, such as improvement works to roads/village access, car parking facilities, hiking trails, etc.;

15. Proposals of supporting the social development of Lantau;
16. Public and stakeholder engagement to collect their views on the proposed development strategies for Lantau with a view to formulating a blueprint for developing Lantau;
17. Arrangement of or provision of support to local events in Lantau, e.g. music festival, sports competition, etc.; and
18. Development of ex-Lamma Quarry Area at Sok Kwu Wan.

Source: [LC Paper No. CB\(1\)559/15-16\(07\)](#)

擬議的土木工程拓展署*
Proposed Organisation Chart of the Lantau Development Office*
大嶼山拓展處組織圖
of Civil Engineering and Development Department



圖例 Legend

- 建議開設為期約5年至2021年3月31日的編外職位
Supernumerary posts proposed for creation for about 5 years up to 31.3.2021.
- 非首長級專業人員的職級
Grades of non-directorate professional staff.

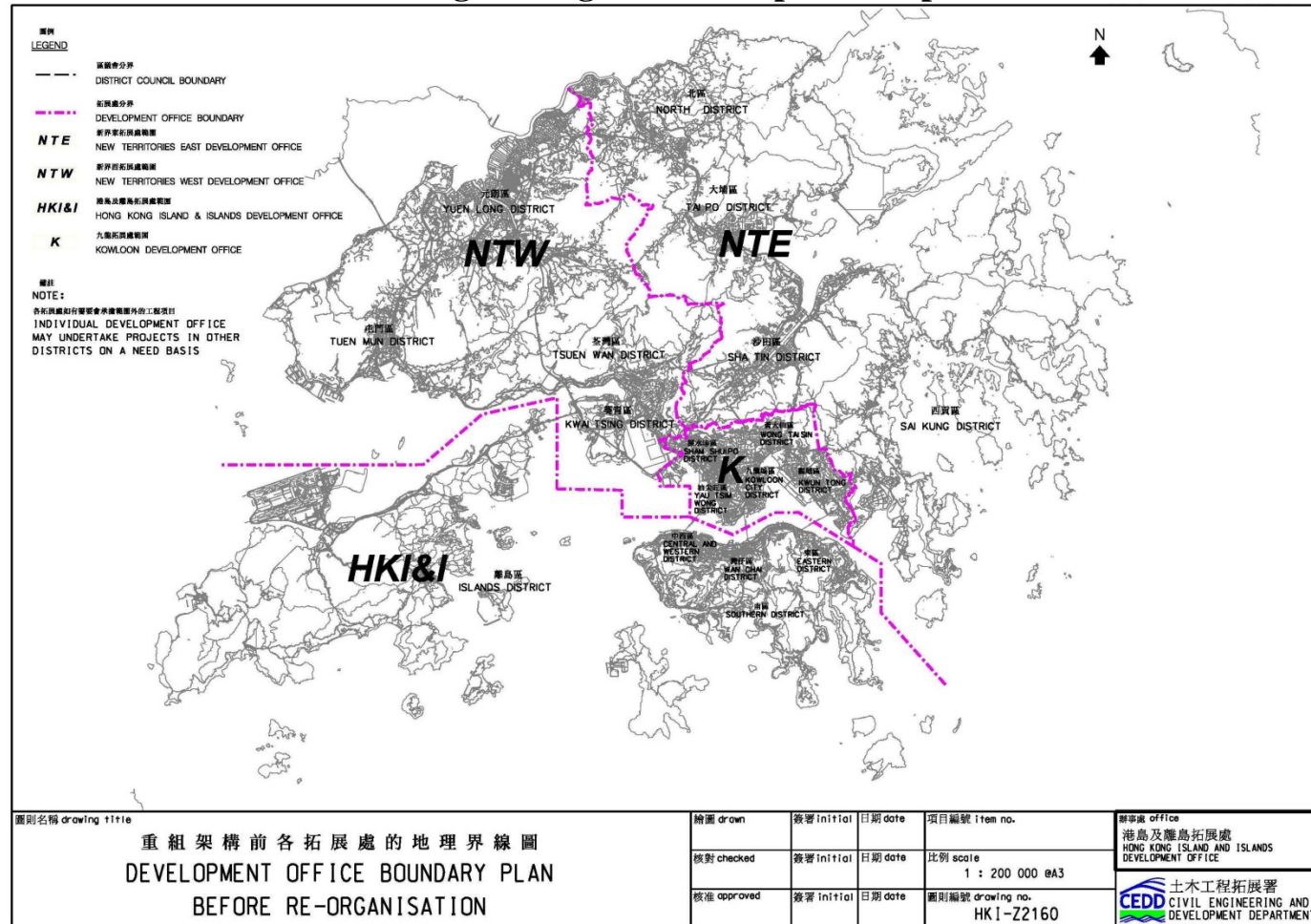
備註 Note

- * 大嶼山拓展處為一個由工程、規劃及其他專業人員組成的跨界別辦事處
Lantau Development Office is a multi-disciplinary office with engineering, planning and other professionals.
- ^ 從土木工程拓展署港島及離島拓展處調職而來的職位
Posts proposed to be redeployed from CEDD/HKI&I DevO.

資料來源：立法會CB(1)600/15-16(03)號文件

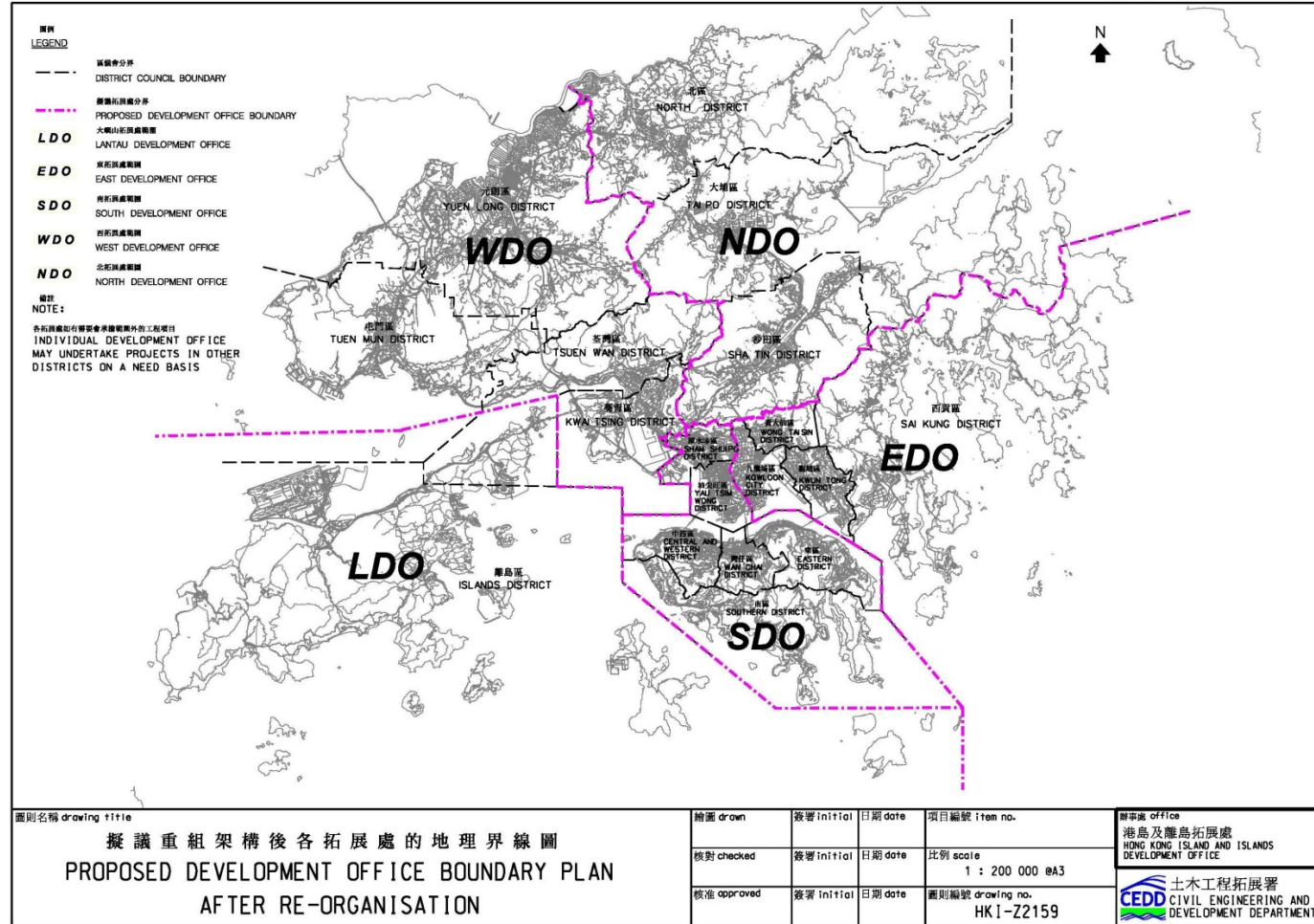
Source: [LC Paper No. CB\(1\)600/15-16\(03\)](#)

土木工程拓展署各現有拓展處的地理界線圖
Boundary Plan of the Existing Development Offices of
the Civil Engineering and Development Department



資料來源：[立法會CB\(1\)559/15-16\(07\)號文件](#)
Source: [LC Paper No. CB\(1\)559/15-16\(07\)](#)

擬議重組架構後土木工程拓展署各拓展處的地理界線圖
Boundary Plan of the Development Offices of
the Civil Engineering and Development Department after the Proposed Re-organization



資料來源：[立法會CB\(1\)559/15-16\(07\)號文件](#)
Source: [LC Paper No. CB\(1\)559/15-16\(07\)](#)

Proposed establishment of a Lantau Development Office and re-organization of the existing Development Offices of the Civil Engineering and Development Department

List of relevant papers

Council/Committee	Date of meeting	Paper
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> <p>Minutes of policy briefing cum meeting [LC Paper No. CB(1)812/15-16]</p>
Panel on Development	23 February 2016	<p>Administration's paper on "Creation and Redeployment of Directorate Posts in Civil Engineering and Development Department (CEDD) and Planning Department (PlanD)" [LC Paper No. CB(1)559/15-16(07)]</p> <p>Minutes of meeting [LC Paper No. CB(1)931/15-16]</p>
Panel on Development	26 April 2016	<p>Administration's paper on "Staffing Proposal on the Establishment of the Lantau Development Office and the Re-organisation of Existing Development Offices of Civil Engineering and Development Department" [LC Paper No. CB(1)798/15-16(02)]</p> <p>Minutes of meeting [LC Paper No. CB(1)1148/15-16]</p>

Council/Committee	Date of meeting	Paper
Establishment Subcommittee	8 June 2016 14 June 2016 21 June 2016	Administration's paper on "Head 33 — Civil Engineering and Development Department Subhead 000 Operational Expenses" [LC Paper No. EC(2016-17)11] Minutes of meeting on 8 June 2016 [LC Paper No. ESC131/15-16] Minutes of meeting on 14 June 2016 [LC Paper No. ESC137/15-16] Minutes of meeting on 21 June 2016 [LC Paper No. ESC140/15-16]