

A. Government's Role in Private Sector Investment

Question

Given the Government's operations in the securities market, the granting of development right for the Cyberport to Pacific Century Group without going through a proper tendering process and its recent agreement with The Walt Disney Company on the development of the Hong Kong Disneyland (HKD), the Government should draw up or make known policy guidelines on the circumstances under which the Government would take part in private sector investment.

Government's Response

In October this year we have provided Members with an information paper on our ground rules for handling private sector initiatives. A copy is attached.

在本年十月我們已向議員提供了一份資料文件，列明政府對私營機構措施給予特別考慮的基本原則。現謹附上該份文件。

Ground Rules for Special Consideration of Private Sector Initiatives

As a general rule, bureaux and departments will continue to consider and process proposed projects initiated by the private sector in accordance with approved government policies and procedures. They will continue to follow an open, fair and competitive bidding process for the disposal of land and the procurement of goods and services. Any departure from the norm must be fully justified on a case-by-case basis, having regard to the merits of the specific proposal.

2. As it is not possible to anticipate all the probable circumstances that may justify a departure from the norm, some ground rules – not intended to be exhaustive – are set out below to assist bureaux and departments in the examination of individual proposals as and when they arise :

- (a) the extent to which the proposed initiative complies with approved government policies and/or assists to meet pre-determined policy objectives;
- (b) the assessed economic and other benefits of the proposed initiative;
- (c) the strategic importance or otherwise of the proposed initiative (e.g. how “foot-loose” is the proposed project, can it be located elsewhere instead of Hong Kong, is it sought after by other economies, etc.) and the proponent’s stance to an open and competitive bidding exercise;
- (d) the “proprietary” nature, if any, of the proposed initiative, including originality of concept, ownership of intellectual property rights, and other exclusivity considerations;
- (e) the time-sensitiveness of the proposed initiative, e.g.

would the assessed economic and other benefits be substantially varied as a result of the time required to undertake an open and competitive bidding exercise;

- (f) the proponent's ability to bring the proposed initiative to fruition, e.g. is it the only entity in the market with the capacity and expertise to deliver the proposed initiative within a specific timeframe (particularly if the proposal is time-sensitive); and
- (g) the level of interest in the local and overseas markets, e.g. the number of players with the requisite expertise and capacity to implement the proposed initiative.

3. Subject to the particulars of individual cases and having regard to the above ground rules, bureaux and departments may make a recommendation to the relevant decision-making body to :

- (a) enter into exclusive negotiations with the proponent; or
- (b) seek expressions of interest on the proposed initiative to determine whether to mount an open or restricted bidding exercise, or to embark upon exclusive negotiations with the original project proponent; or
- (c) follow the normal open and competitive bidding process.

對私營機構措施給予特別考慮的基本原則

一般來說，各局及各部門會繼續按照經核准的政府政策和程序，考慮和審理私營機構提出的計劃。他們會繼續以公開、公平及競爭性的投標方式批售土地和採購貨品及服務。如要偏離這準則，則須按有關建議的實際情況，就個別計劃提出充分理由支持。

2. 由於我們無法預測所有可能支持偏離這準則的情況，因此下文只列出一些（而非詳盡無遺的）基本原則，以便協助各局及各部門在有需要時，研究個別建議：

- (a) 建議措施是否符合已核准的政府政策及/或有助貫徹預定的施政方針；
- (b) 建議措施估計的經濟及其他利益；
- (c) 建議措施是否有重大策略意義（例如建議計劃的特殊性、能否在香港以外的地方進行、其他經濟體系是否也想進行有關計劃等），以及建議者對公開競投所採取的態度；
- (d) 建議措施的“專有”性質，包括有關概念的原創性、知識產權權利的所有權及其他專有權方面的考慮因素；
- (e) 建議措施的時間敏感度，例如估計的經濟及其他利益會否因公開競投需時而大受影響；
- (f) 建議者落實建議措施的能力，例如建議者是不是市場上唯一有能力和專門知識可在特定時內（特別是如果有關建議的時間性是很重要的）落實建議措施的機構；以及
- (g) 本地及海外市場對建議感興趣的程度，例如具有推行建議措施所需專業知識和能力的市場人士數目。

3. 根據個別計劃的詳情，並在考慮上述基本原則後，各局和部門可向有關的決策機構提出建議，以便：

- (a) 與建議者進行單獨磋商；或
- (b) 查詢其他私營機構對建議措施是否有興趣，以決定進行公開還是局限性投標，或與原來的計劃建議者展開單獨磋商；或
- (c) 依循正常的公開競投程序辦理。

香港特別行政區政府總部

一九九九年十月

B. Government's Assessment of the Economic Benefits of the HKD Project

Question

Professor Kwong Kai-sun queries some of the assumptions adopted in the Government's assessment of the economic benefits of the HKD project. Doubts have been expressed in respect of a number of assumptions. Some Members also query whether the estimate of 5.2 million attendees for HKD in its first year of operation is too optimistic, given that attendees of Tokyo Disneyland reach 10 million only in 2005 (which is more than 10 years after operation in 1983).

Government's Response

In the light of the comments by Professor Kwong Kai-sun on the levels of some of the assumptions, two further test scenarios have been examined for the robustness of the results of the economic evaluation as presented in the main assessment paper. These are depicted below.

I. Test scenario whereby the various key projections and parameters are scaled down further by around 20% from the levels adopted in Scenario F

The key assumptions adopted in Scenario F and in this test scenario are shown below :

	<u>Scenario F</u>	<u>Test scenario whereby the key assumptions are scaled down further by 20%</u>
Projected average annual growth rate of base tourists (2005-2020)	3.3%	2.6%
Ratio of induced tourists to base tourists (%)	8.8-11.8	8
Market penetration rate (%)		
Local residents	15-19	13

Base tourists	12	10
Induced tourists	100	100
Visits per guest ratio		
Local residents	1.35	1
Base tourists	1.17	1
Induced tourists	1.15	1
Additional length of stay for base tourists (nights)	0.2	0.16
Spending per visit by local attendee (\$)	680	540
Crowding-out effect on spending by local residents (%)	50	60

The key economic viability indicators derived for Scenario F and this test scenario are summarised below:

	<i>As compared to :</i>	
	<u>Scenarios F</u>	<u>Test scenario whereby the key assumptions are scaled down further by 20%</u>
Net economic benefit in present value over 40 years (in terms of the cumulative value added contribution to GDP)	\$80 billion	\$48 billion
Economic rate of return in real terms	16.9%	12.9%
Benefit/cost ratio in present value terms	4.9	3.3
Economic pay-back period in years from opening (i.e. when the cumulated economic benefits just offset the total economic cost)	7	10

II. Test scenario whereby attendance and/or additional spending by tourists and local residents are only half of the levels in Scenario F

In this test scenario, the attendance and/or additional spending by tourists and local residents are assumed to be reduced, for whatever reasons, to only half of the levels in Scenario F. The key economic viability indicators derived for Scenario F and this test scenario are summarised below:

	<u>Scenarios F</u>	<i>As compared to :</i> Test scenario whereby attendance and/or additional spending is reduced further by 50%
Net economic benefit in present value over 40 years (in terms of the cumulative value added contribution to GDP)	\$80 billion	\$30 billion
Economic rate of return in real terms	16.9%	9.9%
Benefit/cost ratio in present value terms	4.9	2.4
Economic pay-back period in years from opening (i.e. when the cumulated economic benefits just offset the total economic cost)	7	14

Observations

The above results show that even with such heavy scaling down from the already rather conservative projections and parameters adopted in Scenario F, the HKD project would remain viable economically. Thus the results of our economic evaluation on the project are robust to significant downside in the assumptions that some commentators may suggest.

On the other hand, we are also aware of the views from some other commentators who consider that the assumptions under the Base Case are reasonable, and from still some other commentators who regard the assumptions even under the Base Case, let alone Scenario F, as conservative. The Government considers that the Base Case along with its underlying assumptions provides a prudent and reasonable basis for assessing the project, and will continue to adhere to it. The key economic viability indicators derived for the Base Case are reproduced below :

	<u>Base Case</u>
Net economic benefit in present value over 40 years (in terms of the cumulative value added contribution to GDP)	\$148 billion
Economic rate of return in real terms	25.0%
Benefit/cost ratio in present value terms	8.1
Economic pay-back period in years from opening (i.e. when the cumulated economic benefits just offset the total economic cost)	5

Our response to Professor Kwong's detailed comments on the levels of the assumptions is in the *Annex*.

Annex

**Response to Professor Kwong Kai-sun's
detailed comments on the levels of the assumptions**

<i>Professor Kwong's comment</i>	<i>Response</i>
(i) Attendance projection may be subject to downturn, due to economic recession, Disney attractions losing appeal, or competition from other recreational facilities in South China	A tapering growth profile for attendance is already assumed. The projected average growth rate is way below historical growth. Visitor arrivals to Hong Kong were depressed by the Asian financial turmoil but are picking up significantly this year. Disney can be expected to continue to adapt their attractions to changing consumer tastes and market setting, as it has been doing successfully over the past years.
(ii) Market penetration rate for base tourists is too high, as many of the visitors to Hong Kong are repeat visitors	Business visitors, who more likely are repeat visitors to Hong Kong, are already taken aside as they are assumed to have no contribution to the economic benefits stemming from HKD. For vacation visitors, particularly those on short-haul from within East Asia, the repeat attendance frequency corresponding to the market penetration rate is not deemed excessive.
(iii) Induced tourist ratio assumption is too simplistic	The kind of elaborate analysis suggested, as Professor Kwong admits, is impossible to carry out at this stage. On present indications, particularly having regard to the social affinity and communication links between Hong Kong and South China, the induced tourist ratio is not deemed excessive.
(iv) Projected growth in base tourists is too optimistic	The strong potential for outbound travel from the Mainland, given the sheer size and rising income level of its population, should not be under-rated. Same can be

said for the developing economies in Southeast Asia.

- (v) Tourist spending assumption too simplistic, and likely to be too high

True that the proportion of attendance by children will be significant. Yet HKD precisely has the merit of filling a significant gap in the market for inbound tourism in Hong Kong, in respect of catering for children. In the nature of infrequent visit, spending by visitors, together with children, may not necessarily be meagre.
- (vi) Secondary value added in relation to the primary value added brought about by the theme park is too high

The respective assumption is empirically based in respect of the tourism sector in Hong Kong. The comprehensive consultancy study completed earlier by the Hong Kong Tourist Association on tourism strategy for Hong Kong, i.e. the Vistour Study, also used such.
- (vii) Visits per guest ratio being higher than 1 is unclear

This assumption is taken having regard to the experience in Disney theme parks elsewhere. The visits per guest ratio, together with the market penetration rate, serves to convert local resident and foreign visitor numbers into attendance at the theme park, and hence these two parameters have to be viewed in conjunction. Together, the assumptions adopted take into account, on the one hand, the infrequent visit nature, and on the other hand, the likelihood that some attendees may be more enthusiastic than others.
- (viii) There will be benefit to Hong Kong's tourism anyway if the entry restrictions on Mainland visitors are further relaxed, even without the Disney theme park in Hong Kong

HKD may be seen as catalytic to the further relaxation. Moreover, we need a wider span of attractions for inducing more and more Mainland visitors to come to Hong Kong over time.

C. Training of Labour Force to Cope With the HKD Project

Question

A member expresses concern about whether adequate and sufficient training is available to prepare our labour force to benefit from the HKD project.

Government's Response

Once a more detailed breakdown of the additional jobs required by timeframe, job nature, qualifications and skills required is drawn up, we would conduct a detailed assessment of the manpower training needs in consultation with the relevant industries and training bodies. Take the example of the construction industry, we have set up the Working Group on Training and Retraining for the Construction Industry, involving both the industry and training bodies, to coordinate manpower requirement assessment and discuss how our training efforts could be adjusted to meet requirements. It should also be noted that the Hong Kong International Theme Parks Limited and the management company will also provide special training programmes for the theme park recruits.

當一個按需求時間、工作性質、學歷及技巧分類的詳細新增工作分類準備就緒後，我們會作一個詳盡的人力訓練需求研究，並諮詢有關的業界及培訓機構。以建造業為例，我們成立了建造業訓練及再培訓工作小組，成員包括業界及培訓機構的代表，以協調人力需求評估及討論如何調整培訓工作以應付需求。這裏亦需指出香港主題公園公司及樂園管理公司會提供特別培訓課程予樂園所招募的人手。

D. Measures to Promote Mainland Tourists Visiting Hong Kong

Question

Some representatives of local travel agents express concern that currently in-bound tours from the Mainland are organised only by a few Mainland travel agents designated by the Mainland authorities. They hope that the market could be liberalised to further expand the potential of attracting more Mainland tourists to Hong Kong.

Government's Response

With close liaison with the Immigration Department, the Mainland authorities operate the Group Tour Scheme. We understand that the need to have designated travel agencies under the Scheme is to ensure that only those travel agencies which have good reputation and business ethics, and are willing to co-operate with the authorities concerned to prevent immigration abuses are engaged in the Scheme.

In the regular review of the Scheme last year, the number of such designated travel agencies was increased from three to four.

Since there are still five years to go before the opening of the Hong Kong Disneyland, whether and if so how the number of designated travel agencies for the Group Tour Scheme should be changed will be looked into in our regular review of the Scheme.

「香港遊」計劃由內地當局管理，他們在這方面與入境事務處保持緊密聯系。據我們所知，計劃需要設有指定旅行社，是要確保只有具良好信譽和商業道德，而又樂意與有關當局合作防止入境安排被濫用的旅行社，才可以參與計劃。

有關方面去年在定期覆檢這項計劃時，把這些指定旅行社由三間增至四間。

由於香港迪士尼樂園仍有五年才開幕，「香港遊」指定旅行社的數目是否需要改變及應怎樣改變，會在計劃的定期檢討中予以研究。

E. Environmental Impact Assessment/ Sustainability Impact Assessment

Question

Some environmental groups have pointed out that the HKD project is not in line with the principle of sustainable development and suggest that a “Sustainability Impact Assessment” on the project be conducted before taking a decision. They also suggest that a compensation and donation plan should be drawn up to compensate the ecological, environmental and social loss arising from the HKD project. Details are set out in the submission from the Conservancy Association.

Government’s Response

Sustainability Impact Assessment (SIA), in essence, is the study of the economic, social and environmental impacts of a development project or policy proposal to facilitate the making of a balanced decision. The aim is to avoid achieving socio-economic benefits at the expense of the environment, or vice-versa.

The on-going Study on Sustainable Development for the 21st Century has proposed a computer-based tool, called CASET (Computer-Aided Sustainability Evaluation Tool), to help the undertaking of SIAs. The recommendations of the Study including the conceptual design of CASET are currently undergoing public consultation. In parallel, a prototype CASET is being developed by the study consultants but is not yet ready for general application. According to the 1999 Policy Address (Policy Objectives Volume II p.244), the policy target is to require by 2001 all major policy and strategic initiatives to undertake SIA before recommendations for decisions are made.

CASET will provide a structured and hence more consistent means of examining the range of economic, social and environmental issues associated with major development or policy proposals. Whilst the tool is being developed, however, it does not imply such issues are not considered and taken into account in current decision making. The following information relating to the HKD project clearly illustrates that

its economic, social and environmental implications have been duly considered before the decision to proceed with the project has been made.

Economic Implications

Information on the economic assessment of developing HKD has been set out in documents already circulated to Members. The economic benefits have been assessed to be very significant, as follows:

	Indicator	Phase I Base Case
(a)	Net economic benefit in present value over 40 years	\$148 billion
(b)	Economic rate of return in real terms	25%
(c)	Benefit/Cost ratio	8.1/1
(d)	Additional employment created directly or indirectly	18,400
	- on opening (around 2005)	35,800
	- on buildout (around 2020)	

Social Impact

There are no inhabitants within the site proposed for the HKD project.

In adjacent areas there are two recognised and three non-recognised villages (respectively at Fa Peng, Pa Tau Kwu, Wan Tuk, Sze Pak and Tso Wan). Except in Tso Wan where there are only five residents, all other villages are deserted and uninhabited. The village of Tso Wan is located at about 2km to the northeast of the HKD site, separated by a ridge and situated in a secluded valley. It will not be affected by the development of HKD.

We note that some people have commented on the possible ‘wider social impacts’ of the HKD project, such as the impact on local lifestyle. Any such wider social impacts would be difficult to assess, and any such assessment would tend to be highly subjective.

Non-Quantifiable Socio-Economic Benefits

The HKD project is also expected to bring about the following non-quantifiable socio-economic benefits:

- (a) set new quality standards for the service sector;
- (b) showcase the best of cutting-edge technology;
- (c) enrich the quality of life for Hong Kong people;
- (d) enhance the international image of Hong Kong;
- (e) provide an added resource and leadership presence to Hong Kong’s expanding service sector in terms of employee training and development; and
- (f) help set new standards for environmental practices and raise environmental awareness.

Environmental Impact

The HKD project will be located on a reclamation site at Penny’s Bay which had been subject to detailed Environmental Impact Assessment (EIA) studies for a container port development including the reclamation works and associated infrastructure. The EIA reports were endorsed by the Advisory Council on the Environment (ACE) and are now placed in the EIA Ordinance Register accessible by the public.

An environmental review of the reclamation works for the HKD project was undertaken as part of the on-going Northshore Lantau Development Feasibility Study. The review revealed that less

environmental impacts were anticipated when compared with the previously endorsed EIA reports. The review report was presented to the ACE on 27.9.1999.

To further address the environmental implications of the land use changes, an initial environmental assessment is being undertaken as part of the Northshore Lantau Development Feasibility Study. The initial assessment covers the project itself and associated infrastructure and includes all the relevant environmental and ecological aspects. The preliminary results indicate that, prime facie, there should not be any insurmountable environmental problems associated with the project.

The various environmental issues that may arise during the construction and operation of the project will be addressed in a detailed EIA study as required by the EIA Ordinance.

The next section sets out further details on the various environmental aspects of the HKD project.

Conclusion

In summary, the HKD project will bring significant economic benefits to Hong Kong, have little if any impact on existing local residents and should be environmentally acceptable. It would have passed the test on SIA if the test had been formally developed.

可持續發展影響評估的主旨，是研究一項發展計劃或政策建議對經濟、社會及環境的影響，以便當局在平衡各方面因素後，才作出決定。這項評估的目的，是避免因社會經濟利益而犧牲環境質素，反之亦然。

現正進行的「香港二十一世紀可持續發展研究」已建議發展

一套電腦輔助工具，稱為「電腦輔助可持續發展評審工具」(下稱「評審工具」)，以協助當局進行可持續發展影響評估。當局現正就這項研究所提出的建議，包括評審工具的設計構思，徵詢公眾的意見。與此同時，負責這項研究的顧問公司現正制訂評審工具的原型，因仍未備妥，故未能普遍應用。一九九九年施政報告(施政方針卷二第 246 頁)所訂的政策目標，是在二零零一年起要求所有重要政策及策略性措施均須先接受「可持續發展影響評估」，然後才提交當局就有關決策作出建議。

日後當局展開重要的發展計劃或提出政策建議時，評審工具可提供一個有系統及連貫一致的方法，以探討各種有關的經濟、社會及環境問題。雖然這套工具現仍在制訂中，但這並非表示，在現行的決策過程中，沒有把這些因素納入考慮。下文列出有關香港迪士尼樂園計劃(迪士尼計劃)的資料，清楚顯示當局在決定推展計劃之前，已充分考慮這項計劃對經濟、社會及環境的影響。

對經濟的影響

有關發展迪士尼計劃的經濟評估資料，已在較早前傳閱給各位議員的文件上列明。經濟評估顯示這項計劃可帶來龐大經濟效益

，從下列數字便可見一斑：

	第一期
<u>指 標</u>	<u>基 準 預 測</u>
(a) 以現值計算未來 40 年的 經濟效益淨額	1,480 億元
(b) 以實質計算的經濟回報率	25%
(c) 效益與成本比率	8.1/1
(d) 直接及間接創造的就業機會	
- 啟用時（約二零零五年）	18,400
- 全部落成（約二零二零年）	35,800

對社會的影響

在擬發展迪士尼計劃的整幅土地上，現時並無民居。

在鄰近地區，有兩條認可鄉村及三條非認可鄉村（即位於花坪、扒頭鼓、灣篤、四白及草灣）。除了在草灣內只有 5 名居民外，其他鄉村皆已荒廢，無人居住。草灣村距離迪士尼發展用地東北面約兩公里，位於一個偏僻的山谷內，由一座山脈分隔，因此不會受

到迪士尼計劃所影響。

有人評論迪士尼計劃可能會為香港社會帶來廣闊的影響，例如改變本地居民的生活方式。然而，這些社會影響是難以評估的，而任何評估都可能流於主觀。

不可量化的社會經濟效益

迪士尼計劃預計可帶來下列不可量化的社會經濟效益：

- (a) 為服務業訂立新的質素標準；
- (b) 展示尖端科技；
- (c) 使本港市民的生活更多姿多采；
- (d) 提高香港的國際形象；
- (e) 透過僱員培訓及發展，為香港不斷擴展的服務業提供額外資源，並帶領服務業的發展；
- (f) 有助訂立環境措施的新標準，加強市民的

環保意識。

對環境的影響

迪士尼計劃位於竹篙灣填海區，當局已就這個地點原擬進行的貨櫃港口發展（包括填海工程及相關的基礎設施）進行一項詳細的環境影響評估研究。環境影響評估報告已獲環境諮詢委員會批准，現正收錄在環境影響評估條例所規定的記錄冊內，可供公眾查閱。

其後，當局曾就迪士尼計劃所需的填海工程進行一項環境評審，作為現正進行的大嶼山北岸發展可行性研究的一部分。評審結果顯示，若與先前獲批准的環境影響評估報告相比，這項計劃對環境所構成的影響反而較小。評審報告已於一九九九年九月二十七日提交環境諮詢委員會省覽。

為進一步解決土地用途轉變所帶來的環境問題，當局現正進行一項初步環境評估，是大嶼山北岸發展可行性研究的其中部分。初步評估的涵蓋範圍，包括計劃本身、相關的基礎設施，以及所有有關的環境及生態事宜。初步結果顯示，根據現有資料，這項計劃不會構成無法解決的環境問題。

這項計劃在施工及運作期間或會帶來的各種環境問題，會在環境影響評估條例規定的環境影響評估研究內，進行詳細分析。

下一部分進一步詳述迪士尼計劃各項有關環境方面的事宜。

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結語

總括而言，迪士尼計劃可為香港帶來重大的經濟效益，而且亦符合環境標準。對現有居民而言，即使帶來影響，也只屬輕微。如果可持續發展影響評估的測試現時可正式應用的話，這項計劃定可通過測試。

Question

Some environmental groups express the view that the Government has not comprehensively evaluated the hidden costs of the HKD project due to its impact on the environment. They suggest that the Government should conduct a full EIA study on the HKD project before taking a decision. The points to be addressed in the EIA study have been listed in the written submission of the Friends of the Earth.

Government's Response

The HKD development will be located on a reclamation site at Penny's Bay. The area was previously earmarked for Container Terminals 10 and 11 and other port related uses. In 1993, a formal EIA

report was completed for Lantau Port and Western Harbour Development and endorsed by the then Environmental Pollution Advisory Committee.

The environmental impacts of the reclamation works in Penny's Bay were further assessed in 1994 and 1995 in three formal EIA reports for Lantau Port Development, and these EIA reports were endorsed in 1995 by ACE with conditions.

The conditions imposed by the ACE have been followed up in the design of the reclamation works. The EIA reports have been placed in some public reference libraries, the LegCo Secretariat's library, and the Public Register set up under the EIA Ordinance (EIAO) for public access to the information.

The EIA reports completed so far show that with proper mitigation measures, the environmental impacts of the reclamation works can be controlled to meet the relevant environmental criteria.

Since then the Agriculture and Fisheries Department commissioned a study on Chinese White Dolphins from April 1996 to April 1998. The Civil Engineering Department (CED) has also completed another marine mammal survey in 1996. Both studies indicate that the areas to be reclaimed for the HKD development were not part of the core habitat for the dolphins in Hong Kong.

To address the environmental implications of the land use changes since 1995, an EIA study by CED has been going on for more than a year under the EIAO for the Northshore Lantau Development covering Siu Ho Wan, Yam O, Tsing Chau Tsai Headland and Penny's Bay, to address the cumulative environmental impacts of the latest development proposals and update the findings of the previous EIAs. The EIA report will be exhibited for the public and the ACE to comment before deciding on the approval of the EIA report. Environmental permits are required for the reclamation works.

In addition, the HKD development in Penny's Bay is a Designated Project under the EIAO. It will be strictly controlled under the EIAO and other environmental legislation. A project profile has

already been exhibited since November 4 in relevant district offices, the Environmental Resources Centres, and the EIAO website (www.info.gov.hk/epd/eia) for the public to comment.

An EIA report for HKD and the associated developments is to be completed under the EIAO to further assess the environmental issues, including the waste management issues, the fireworks and other operational issues. The EIA report will be exhibited for the public and the ACE to comment, before deciding on the approval of the EIA report. An Environmental Permit is required for the construction and operation of HKD.

The environmental impacts of the HKD Development will be strictly controlled under the EIAO and other environmental legislation. The public and ACE will have the chance to comment on the latest EIA reports which will be exhibited in publicly accessible locations and the EIAO website.

The extent of the reclamation works for HKD in Penny's Bay and the associated developments is less than that for the previous Lantau Port and related developments. Based on the current proposal, CED has completed an Environmental Review of the reclamation works in Penny's Bay against the previously completed EIA reports and any latest EIA findings. The findings of the Environmental Review were presented to the ACE on 27 September 1999. The Review concluded that the environmental impacts of the reclamation works are likely to be less than those arising from the Lantau Port, as a result of the reduction in the size of reclamation, and the elimination of the breakwater and the approach channel, and can be controlled through the adoption of adequate mitigation measures.

Based on the findings of the many studies conducted so far, there is no indication of any insurmountable environmental issues in connection with the HKD development at Penny's Bay and the associated developments, and there are measures available to control the environmental impacts. Detailed EIAs are being conducted under the EIAO to confirm the findings of the previous EIAs, establish the conditions for the design, construction and operation of HKD and the

associated developments, and define all necessary mitigation measures including ecological compensation measures. The recommended measures in the EIA are enforceable under the EIAO through the conditions of the environmental permits.

迪士尼計劃位於竹篙灣填海區，該片土地為以前劃作興建十號和十一號貨櫃碼頭及其他港口有關用地之用。當局在一九九三年為大嶼山港口及西部海港發展擬備一份正式的環評報告，並獲得前環境污染問題諮詢委員會通過。

有關竹篙灣填海工程的環境影響分別在一九九四年及一九九五年進一步評定，分載於大嶼山港口發展的三份正式環評報告內，而這幾份環評報告亦於一九九五年獲環境問題諮詢委員會有條件地通過。

環境問題諮詢委員會所設訂的條件，已納入有關填海工程的設計內，以作跟進。相關的環評報告亦已存放在部分公共參考圖書館、立法會秘書處圖書館，以及根據環評條例而訂立的公開登記冊辦事處內，可供公眾人士查閱。

根據已完成的環評報告結果，在採取適當的緩解措施之後，有關填海工程的環境影響可以受到抑控，從而符合各項相關的環境指標。

在一九九六年四月至一九九八年四月期間，漁農處曾進行有關中華白海豚的研究。土木工程署也曾於一九九六年完成另一項有關海洋哺乳動物的調查。這兩項研究都顯示為迪士尼計劃而須填海的地點，並非本港海豚主要棲息範圍。

為處理一九九五年以來土地用途更改所引起的環境影響問題，土木工程署根據環評條例的規定，就大嶼山北岸發展(包括小蠔灣、陰澳、青洲仔角及竹篙灣)進行環評研究。這些研究已進行了一年多，目的在處理各項近期發展建議所帶來的整體環境影響，並更新以往環評所得出的結果。環評報告將會先公開給市民及環境問題諮詢委員會評論，其批准才會被考慮。同時，進行填海工程必須先申領環境許可證。

此外，根據環評條例，迪士尼計劃屬指定工程項目，受環評條例及其他各項環保法例嚴格規管。有關的工程項目簡介自十一月四日起已在各有關民政事務處和環境資源中心展示，亦已載入環評條例的網頁(www.info.gov.hk/epd/eia)，供市民評論。

迪士尼計劃及相關發展的環評報告將會根據環評條例製備，以進一步評估各有關環境問題，包括廢物管理、煙花及其他營運事宜。環評報告將會先公開給市民及環境問題諮詢委員會評論，其批准才會被考慮。建造及營辦迪士尼計劃須申領環境許可證。

迪士尼計劃的環境影響，受環評條例及其他各項環保法例所嚴格規管。公眾人士和環境問題諮詢委員會均有機會就最新的環評報告發展意見，因為這些報告會存放在可供市民查閱的地點，並載入環評條例網頁內。

竹篙灣迪士尼計劃及相關發展項目的填海工程規模，較先前的大嶼山港口及相關發展項目的規模為小。按照現在的建議，土木工程署參照了先前完成的環境影響評估報告及所有最新的環評結果，完成了竹篙灣填海工程的環境評審。環境評審的結果，已於一九九九年九月二十七日提交環境問題諮詢委員會。評審的結論是，由於填海規模縮小，又不需興建防波堤和進港航道，而且影響可以透過實施足夠的緩解措施加以控制，所以填海工程的環境影響可能較大嶼山港口發展所造成的影響為小。

按照到目前為止進行的多項研究的結果，擬在竹篙灣進行的迪士尼計劃及相關的發展項目，不會造成任何不可克服的環境問題，而環境影響也可採取措施加以控制。當局現正根據環評條例的規定進行詳細的環境影響評估，以確定先前進行的環評結果，為主題公園及相關的發展項目的設計、建造及營運訂立條件，並且界定各項必需的緩解措施，包括生態補償措施。環評所建議的措施，可以根據環評條例，透過環境許可證的條件強制執行。

Question

In the absence of a comprehensive EIA on the HKD project, a member also queries whether it is premature for the Administration to put forward the related funding proposals to the Finance Committee and its subcommittees for consideration.

Government's Response

As stated in the preceding paragraphs, the Government has already completed three EIAs in connection with the two container terminals development in Penny's Bay previously planned. Notwithstanding this, with the change in our planning intention for the area, a comprehensive EIA on the whole of the proposed development in North East Lantau is currently being undertaken which assesses not just the environmental acceptability of the individual elements of the developments but also their cumulative impacts. Moreover, for the purpose of the HKD project, the Government has already started the EIA process by inviting public's comments on the project profile of the EIA

of the theme park and related elements.

Given that the proposed HKD is likely to be environmentally more acceptable than the container port development, and recognising the tremendous economic benefit to the economy of Hong Kong if the HKD project is to go ahead early, we feel that it would be desirable to seek approval from the Finance Committee and its sub-committee as soon as possible to enable the early completion of the theme park. After all, the various construction works will not be able to start without first successfully obtaining the necessary Environmental Permits from the Environmental Protection Department, the issuance of which will be contingent upon the completion of the EIA to the satisfaction of the Director of Environmental Protection.

正如上文所述，政府已就原先計劃在竹篙灣發展兩個貨櫃碼頭一事，完成了三項環境影響評估研究。雖然如此，有鑑於該區的規劃意向的改變，我們現正就大嶼山東北的整體擬議發展進行一項全面的環境影響評估。該項研究不單會評估有關發展中個別項目對環境的影響是否可予接受，亦會評估由此產生的累計影響。再者，為配合迪士尼計劃的發展，政府亦已開始了環境影響評估程序，邀請公眾就主題公園及有關項目的環境影響評估研究概要提出意見。

由於建議的迪士尼計劃應較貨櫃碼頭發展在環境影響上更可接受，及有見盡早啓用香港迪士尼樂園對香港經濟帶來的龐大經濟得益，我們認為盡早要求立法會財務委員會及其下的小

組委員會審批，以便迪士尼計劃能盡早完成是適當的。無論如何，各項有關工程在未從環保署成功取得環境許可証之前是不能動工的。而該等許可証只會在環境影響評估報告得到環保署署長滿意後才會簽發。

F. Agreement Reached Between the Government and The Walt Disney Company

Question

Will the Administration provide a copy of the Project Agreement reached between the Government and The Walt Disney Company for the development of the HKD?

Government's Response

Due to the need to respect commercial confidentiality, we are not able to provide Members with a copy of the Project Agreement. Nevertheless, the key aspects of the Agreement have been conveyed to the Council via the various papers provided by the Administration. We believe this is a more effective way of disseminating the information as it provides a comprehensive analysis of the issues rather than simply providing a precis of legal language.

由於商業保密的需要，我們並未能把與迪士尼公司的協議文本提供予議員們。但是，政府已把該協議的主要方面透過各文件提供予立法會議。相對於只提供滿載法律用語的撮要，現時的安排由

於會提供有關範籌的全面分析，我們相信這是更有效的資料發放形式。

G. Employment Creation

Question

Apart from the employment figures as set out in Annexes 8-10 of the full assessment paper on Building a Disney Theme Park in Hong Kong, will the Administration give a detailed breakdown of the additional jobs referred to by job nature, job location, academic qualifications and technical skill required?

Government's Response

Based on the employment structure of the relevant economic activities, the broad occupational distribution of employment stemming directly and indirectly from the operation of HKD is estimated as follows :

<u>Broad occupation category</u>	<u>Phase I Opening</u> (number)		
	<u>Direct employment on-site[#]</u>	<u>Direct Employment Off-site</u>	<u>Indirect employment</u>
Managers and administrators, professionals and associate professionals	300	1 040	2 200
Clerks, service workers and shop sales workers	3 350	4 180	2 450
Craft and related workers, plant and machine operators and assemblers	200	330	1 550
Elementary occupations	350	1 050	1 400
Total	4 200	6 600	7 600

<u>Broad occupation category</u>	<u>Phase I Build-out</u> (number)		
	<u>Direct employment on-site[#]</u>	<u>Direct Employment Off-site</u>	<u>Indirect employment</u>
Managers and administrators, professionals and associate professionals	460	2 280	4 280
Clerks, service workers and shop sales workers	5 090	9 240	4 790
Craft and related workers, plant and machine operators and assemblers	300	730	2 990
Elementary occupations	620	2 280	2 740
Total	6 470	14 530	14 800

Notes : (#) Occupation distribution as estimated by Walt Disney.

The precise levels of educational attainment or academic qualifications required for these jobs will be for the respective employers to stipulate on recruitment, but may be broadly inferred from the descriptions of the above occupation categories.

As to the total of 16 000 man-years of construction employment likely to be created during the land formation and infrastructure construction and the erection of superstructure and facilities for Phase I of HKD, it is crudely reckoned that around 12 000 man-years are related to on-site jobs (mainly skilled, semi-skilled and unskilled workers at site) and around 4 000 man-years are related to off-site jobs (such as professionals and associate professionals, and administrative and other support staff for the construction work). A more detailed breakdown by job categories can only be made available when detailed planning for the various specific construction projects takes shape.

根據相關的經濟活動的就業結構，按主要職業類別劃分，主題公園運作所直接及間接創造的就業機會估計如下：

	<u>第一期開幕</u> (數目)		
	<u>直接創造的 主題公園內 就業機會[#]</u>	<u>直接創造的 非主題公園內 就業機會</u>	<u>間接創造的 就業機會</u>
經理及行政人員、專業人員及 輔助專業人員	300	1 040	2 200
文員、服務工作及商店銷售人員	3 350	4 180	2 450
工藝及有關人員、機台和 機器操作員及裝配員	200	330	1 550
非技術人員	350	1 050	1 400
總數	4 200	6 600	7 600
	<u>第一期全面擴展</u> (數目)		
	<u>直接創造的 主題公園內 就業機會[#]</u>	<u>直接創造的 非主題公園內 就業機會[#]</u>	<u>間接創造的 就業機會</u>
經理及行政人員、專業人員及 輔助專業人員	460	2 280	4 280
文員、服務工作及商店銷售人員	5 090	9 240	4 790
工藝及有關人員、機台和 機器操作員及裝配員	300	730	2 990
非技術人員	620	2 280	2 740
總數	6 470	14 530	14 800

註： (#) 職業分佈為和路迪尼的估計。

這些職位所要求的教育程度或學述資格是由有關僱主在招聘時列明，不過，亦可從以上職業類別的描述概括地推算出來。

至於香港迪士尼樂園在第一期的設施建築期間及有關的填海及其他基建工程所創造的 16 000 以工作年計算的職位，當中大約 12 000 工作年是與建築地盤工作有關（主要是技述、半技述及非技述的地盤工人）。另外，大約 4 000 工作年是與地盤以外的工作有關（比如建築業內的專業及輔助專業人士和行政及相關的支援人員）。當這些建築工程進入詳細規劃階段，我們才可以提供較詳細的職業分類資料。

**香港迪士尼樂園計劃的經濟評估
補充資料**

我們在聽取鄭啓新教授對部分假設數字的意見後，再設定另外兩個情況作為測試，以研究評估文件正文所載述經濟評估結果的穩健程度。研究結果闡述如下。

I. 測試情況：情況 F 各主要預測和參數進一步調低約 20%

2. 情況 F 及本測試情況採用的主要假設如下：

	<u>情況 F</u>	<u>主要假設進一步 調低 20%的測試情況</u>
預計基本遊客平均每年增長率 (二零零五至二零二零年)	3.3%	2.6%
專程遊客與基本遊客比率(%)	8.8-11.8	8
市場滲透率(%)		
本地居民	15-19	13
基本遊客	12	10
專程遊客	100	100
每名入場人士的入場次數		
本地居民	1.35	1
基本遊客	1.17	1
專程遊客	1.15	1
基本遊客額外留港時間(晚數)	0.2	0.16
本地居民每次入場的消費(元)	680	540
本地居民在消費上的抵銷效應(%)	50	60

從情況 F 和本測試情況得出的主要經濟可行性指標撮述如下：

	<u>情況 F</u>	<u>比較： 主要假設進一步 調低 20%的測試情況</u>
以現值計算未來 40 年的經濟效益淨額（以對本地生產總值的累積增值額計算）	800 億元	480 億元
以實質計算的經濟回報率	16.9%	12.9%
以現值計算的效益與成本比率	4.9	3.3
開幕後的經濟還本期（年計）（即經濟效益累積額剛抵銷經濟成本總額）	7	10

II. 測試情況：遊客和本地居民的入場人數及／或額外消費額僅及情況 F 所預測的一半

3. 本測試情況假設遊客和本地居民的入場人數及／或額外消費額，不論原因為何，減至僅及情況 F 所預測的一半。從情況 F 及本測試情況得出的主要經濟可行性指標撮述如下：

	<u>情況 F</u>	<u>比較： 入場人數及／或 額外消費進一步 減少 50%的測試情況</u>
以現值計算未來 40 年的經濟效益淨額（以對本地生產總值的累積增值額計算）	800 億元	300 億元
以實質計算的經濟回報率	16.9%	9.9%
以現值計算的效益與成本比率	4.9	2.4
開幕後的經濟還本期（年計）（即經濟效益累積額剛抵銷經濟成本總額）	7	14

觀察結果

4. 上述結果顯示，就算把情況 F 本來已頗為保守的預測數字及參數大幅調低，香港迪士尼計劃仍屬經濟上可行。因此，縱使我們根據部分意見，假設情況極壞，這項計劃的經濟評估結果仍屬穩健。

5. 另一方面，我們亦注意到有其他意見，認為基準預測的假設合理，也有部分意見認為即使是基準預測的假設，仍相當保守，更遑論情況 F 的假設。政府認為基準預測及其假設，為評估迪士尼計劃的工作提供審慎和合理的基礎、並會繼續採用基準預測。從基準預測所得出的主要經濟可行性指標再次撮述如下：

	<u>基準預測</u>
以現值計算未來 40 年的經濟效益淨額(以對本地生產總值的累積增值額計算)	1,480 億元
以實質計算的經濟回報率	25.0%
以現值計算的效益與成本比率	8.1
開幕後的經濟還本期(年計)(即經濟效益累積額剛抵銷經濟成本總額)	5

6. 我們就鄭教授對假設數字的詳細意見所作的回應列於附件。

政府總部
財經事務局
經濟分析部
一九九九年十一月十三日

對鄭啓新教授就各項假設數字
所提詳細意見的回應

鄭教授的意見

回應

- | | | |
|-------|--|---|
| (i) | 預計的入場人數可能受其他因素影響而減少，例如經濟衰退、迪士尼概念失去吸引力、又或華南地區其他遊樂設施構成競爭 | 我們已假設入場人數的增長會逐漸放緩，預計的平均增長率遠低於過往的增長速度。雖然抵港旅客人數受亞洲金融風暴影響而下降，但今年正大幅回升。我們相信迪士尼公司會不斷作出改變，迎合消費者的喜好和日新月異的市場環境。多年來，迪士尼公司在這方面一直相當成功。 |
| (ii) | 基本遊客的市場滲透率過高，因為訪港旅客大部分為重訪旅客 | 商務旅客較可能是重訪旅客，我們已假設他們不會對主題公園帶來經濟效益。至於度假旅客，特別是來港短程旅遊的東亞旅客，重複入場次數相對市場滲透率應不屬過高。 |
| (iii) | 專程遊客比例的假設過於簡單化 | 鄭教授也同意，現階段不可能進行建議的詳盡分析。根據現有資料顯示，特別是考慮到香港與華南地區關係密切、通訊便捷，專程遊客比例不算過分高估。 |
| (iv) | 對基本遊客增長的預測過於樂觀 | 鑑於內地人口數目龐大，人民入息水平不斷提高，當地人外遊潛力之大，不容低估。東南亞發展中經濟體系的情況亦相若。 |

- (v) 遊客消費額的假設過於簡單化，而且可能被高估
- 在入場人士中以兒童的數目確然會相當大。香港迪士尼樂園正可彌補訪港旅遊業未能迎合兒童需要這個不足之處。由於遊客並非經常到港旅遊，因此遊客加上兒童的消費額不一定會少。
- (vi) 興建主題公園所帶來的連帶增值額，相對基本增值額，數字偏高
- 我們是根據本港旅遊業的實際情況得出有關的假設。香港旅遊協會較早前，就本港旅遊業的策略完成全面的顧問研究，即香港的旅客及旅遊業研究，也是採用這個方法。
- (vii) 每名入場人士的入場次數多過一次的假設有欠清晰
- 這個假設是在考慮其他迪士尼主題公園的經驗後作出。我們以每名入場人士的入場次數，加上市場滲透率把本地居民及外地遊客的人數轉化為主題公園的入場人數，因此，這兩個參數須一併考慮。綜合這兩個假設，一方面既顧及部分入場人士不會經常遊覽主題公園，另一方面，亦考慮到有些人可能會較其他人熱衷於到主題公園遊覽。
- (viii) 即使香港沒有迪士尼主題公園，進一步放寬內地旅客入境的限制總會有利本港的旅遊業
- 香港迪士尼樂園可說是促使進一步放寬限制的催化劑。此外，我們必須有多元化的旅遊景點，才可不斷吸引更多內地旅客來港。