



Research Office  
Legislative Council Secretariat



## Information Note

# Planning and development of peripheral areas of high-speed railway stations in Hong Kong, Guangzhou and Shanghai

IN07/18-19

## 1. Introduction

1.1 Upon its commissioning on 23 September 2018, the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link ("XRL") significantly reduces the journey time between Hong Kong and various destinations such as Guangzhou.<sup>1</sup> At the regional level, XRL will speed up the integration of the Guangdong-Hong Kong-Macao Greater Bay Area and connect Hong Kong with over 40 destinations of the national high-speed railway ("HSR") network, reinforcing Hong Kong's role as a gateway to China. At the local level, it is expected that XRL will not only bring more visitors and business opportunities to Hong Kong as a whole, but also may drive the development of the peripheral area of the terminus. To maximize the economic benefits from HSR projects, overseas places usually take into account the planning and use of the peripheral areas of the rail stations when developing the projects, with a view that it may stimulate urban renewal or new town developments in those areas, thereby injecting new impetus to urban economic development.

1.2 At the request of Hon TSE Wai-chuen, the Research Office has studied the urban planning measures to promote development of peripheral areas of HSR stations and as proposed selected the Guangzhou South Railway Station ("Guangzhou South Station") of XRL and Shanghai Hongqiao Railway Station of the Beijing-Shanghai High-Speed Railway for further study. Currently, China has the most extensive and fastest-growing HSR network in the world, and Guangzhou and Shanghai are among the four most important railway hubs in the country (the other two are Beijing and Wuhan). To

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<sup>1</sup> XRL has a total length of 142 km, of which the Hong Kong Section is about 26 km. It takes approximately 48 minutes to travel from the Guangzhou South Station to West Kowloon Station via five stops including Humen in Dongguan, Shenzhen North and Futian in Shenzhen.

optimize the economic benefits brought by HSR, both places have taken advantage of the development opportunities and devised comprehensive long-term development plans for the peripheral areas of HSR stations. For example, the area around the Guangzhou South Station has been planned as the core business district ("CBD") of the Pan-Pearl River Delta, while the peripheral area of the Hongqiao Railway Station has emerged as the trade and business centre of the Yangtze River Delta and the national convention and exhibition hub.

## **2. Planning and development of the peripheral area of the XRL terminus in Hong Kong**

2.1 The development of XRL in Hong Kong can trace back to 2001 when the then Chief Executive proposed in the Policy Address a plan to build an express railway from Hung Hom to Shenzhen with a view to connecting the Shenzhen-Guangzhou express line planned in the Mainland at that time. In 2002, the Government and the State Development Planning Commission reached a consensus in Beijing to study the construction of a cross-boundary express railway connecting Guangzhou, Shenzhen and Hong Kong. Both parties, together with the Ministry of Railways (國家鐵道部), formed The Joint Expert Group on Guangzhou-Shenzhen-Hong Kong Express Rail Link.<sup>2</sup> In 2004, the State Council considered and approved the "Medium and Long-term Railway Network Plan" to build a passenger line operating at over 200 km/h based on the "Four Verticals and Four Horizontals" layout, including the Guangzhou-Shenzhen inter-city passenger services. The feasibility study jointly conducted by both sides was completed in March 2005. In the same year, the Kowloon-Canton Railway Corporation submitted the feasibility study report of the XRL Hong Kong Section to the Government, which listed the Dedicated Corridor Option ("DCO") and Shared Corridor Option ("SCO"), with West Kowloon as the proposed terminus location in both options. In August 2007, the Government announced its decision to adopt DCO instead of SCO, in order to tie in with the latest planning in the Mainland.<sup>3</sup> In 2008, the XRL scheme was gazetted and funding for the XRL project was approved by the Legislative Council in January 2010.

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<sup>2</sup> See 中央政策組 (2011).

<sup>3</sup> See Transport and Housing Bureau (2008).

## Site selection

2.2 According to the records of the Town Planning Board, the Government had considered the alternative proposal of building the XRL terminus at the interchange at Kam Sheung Road, Yuen Long, during the preliminary planning stage. This option was however not further pursued due to the site's inaccessibility from the city centre and the lack of main road connections.<sup>4</sup> The Government explained that the advantages of West Kowloon as the site of the terminus lied in the site's central location of the city and its easy access, enabling a coverage of 2.1 million resident population and 1.7 million working population within a 5 km radius from the West Kowloon Station ("WKS").<sup>5</sup> As WKS is located next to the Airport Express Kowloon Station and the Austin Station of the Kowloon Southern Link, visitors arriving at WKS can reach Hong Kong's central business districts, such as Central and Tsim Sha Tsui, by rail within 15 minutes. Moreover, the adjacent West Kowloon Cultural District ("WKCD") under construction and XRL is mutually complementary to each other. However, there were views that West Kowloon was not the best location for the terminus. These views cited not only WKS's distant location from the majority of population in the New Territories, but also the lack of space for development in WKS's vicinity which might render WKS failing to become a stimulant for further development in the wider area. In addition, upon completion of WKS, land prices and rent in the nearby areas will also be further pushed up, which is not conducive to the competitiveness of business activities in the areas.<sup>6</sup>

## District planning of the peripheral area of the terminus

2.3 The waterfront site in West Kowloon has a total of 340 hectares of land available for development, mostly from reclamation between the mid-1990s to 2003. Designated as a comprehensive development area in the outline zoning plan, the current WKS site occupies a ground floor area of 5.88 hectares. Apart from developing the XRL terminus at the site, (including facilities such as underground platforms of the terminus), the topside development can provide up to 294 000 m<sup>2</sup> of space for high-grade office and

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<sup>4</sup> See 城市規劃委員會 (2009).

<sup>5</sup> The area within the 5 km radius is bounded by Kowloon Tong to its north, Island North to its south and Kai Tak to its east. Based on the available information, the Government did not explain how the 5 km radius was delineated.

<sup>6</sup> See 《高鐵西九龍站方案 - 一個輸給福田和錦上路的方案》.

commercial and retail use.<sup>7</sup> To the west of WKS is another comprehensive development area with a size of 13.45 hectares (i.e. the existing Kowloon Station topside and peripheral developments). Two smaller plots of land near the Austin Station to the east of WKS have been planned and developed for residential use. To the south lies the 40-hectare WKCD, where the Xiqu Centre, one of the WKCD's performance facilities, was commissioned in December 2018 (**Figure 1**).

**Figure 1 – The peripheral area of West Kowloon Station**



Source of base map: 地政署地理資訊地圖.

<sup>7</sup> In the "Hong Kong 2030: Planning Vision and Strategy", the Planning Department states that the South West Kowloon has the potential to be developed into a high-grade office cluster. A commercial site with an area of 5.88 hectares on top of WKS has already been included in the 2018-2019 Land Sale Programme.

2.4 However, unlike the practice of some major cities in the Mainland or overseas places, Hong Kong has not replanned the station peripheral areas in the course of HSR development, besides planning the future topside commercial development of WKS mentioned in paragraph 2.3 above. Therefore, there has not been any major replanning for the outer areas surrounding WKS, i.e. areas to the south and north of Jordan Road, and the areas are still mainly zoned for residential and commercial uses. At present, residential buildings in the region are mostly old single-block or Chinese tenement buildings aged 48 years on average. The area closest to WKS, i.e. within about 300 m to 800 m to the east of the terminus, is about 29 hectares in size, with a population of some 50 000 (Figure 1).<sup>8</sup> Seemingly, the developments in the West Kowloon reclamation area have not brought much change to the old districts nearby.

### Current Development

2.5 Since the commissioning of the XRL Hong Kong Section, the average daily patronage has increased from around 45 600 passengers in the first week of operation to around 50 000 passengers by mid-December 2018, but still falling short of the original forecast of 80 100 passengers. However, it appears that the developments associated with WKS have already affected the rental levels and uses of properties in some places of the district. It is reported that in recent years the rents of some residential properties have gone up by over 40% while shop rents have risen by 20% to 100%. The increased visitor arrivals brought about by XRL have also attracted new tenants operating restaurants in the district, and led to the conversion of some residential properties into guesthouses. All these changes are market-driven.<sup>9</sup>

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<sup>8</sup> See 2016 年中期人口統計.

<sup>9</sup> See 《高鐵周邊物業一放即搶等升值》 and 《高鐵載客來 佐敦重現光彩》. Moreover, based on the estimation of the Rating and Valuation Department, the average rateable value of private residential properties in the Yau Tsim Mong District surged by 27.6% from 2013 to 2018, slightly higher than the corresponding figure for residential properties in Hong Kong by a margin of 0.4 percentage point; the average rateable value of offices also soared 25.3%, which was 0.6 percentage point above the figure for offices throughout the territory, and was 4.7 percentage points higher than that of the Central and Western District.

2.6 When the funding proposal for the XRL Hong Kong Section was scrutinized in the Legislative Council in 2009-2010, some Members were concerned about the impact of XRL construction on the renewal of old districts in West Kowloon.<sup>10</sup> In May 2017, the Urban Renewal Authority announced the commencement of a two-year "Yau Mong District Planning Study" for the formulation of the Master Renewal Concept Plan as well as the related institutional and implementation strategy. The study covers a total area of 212 hectares with about 3 350 buildings, some of which are located in areas surrounding WKS, i.e. old districts to the north of Jordan Road (Figure 1 and **Appendix I**). Eight to nine districts under the study have reportedly been selected for in-depth feasibility study in relation to various redevelopment proposals. Public consultation would be conducted upon completion of the study.<sup>11</sup>

### **3. Global trend in planning and developing peripheral areas of high-speed railway stations**

3.1 HSR is developing rapidly worldwide. As at January 2019, the global length of HSR in operation reaches 46 483 km in total, while 11 987 km of HSR lines are under construction and another 10 217 km are being planned. Among the HSR lines in operation globally, 67% are in China, and the rest are mainly located in Japan and places in Europe (such as France and Spain). Besides China, countries with relatively more HSR lines under construction include Turkey, Iran, Japan, Austria, Spain, the United States and the United Kingdom.<sup>12</sup>

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<sup>10</sup> See 立法會財務委員會 (2010).

<sup>11</sup> See 市區重建局 (2017).

<sup>12</sup> See International union of railways (2019).

3.2 HSR provides stable, convenient and relatively inexpensive short and medium-haul passenger services. As such, it is often expected that the development of HSR will boost the overall economy in the region and facilitate more balanced development among cities. Meanwhile, many cities will leverage on opportunities brought by HSR development to increase their economic competitiveness through planning and development of peripheral areas<sup>13</sup> of stations.<sup>14</sup> In relation to the above, some studies have defined the positioning of peripheral developments based on the location of stations. **For HSR stations located in suburbs, the positioning could be defined as "new urban commercial district developments radiating from the stations"**. Such a model of development appeared to be rather prevalent in China in the past, as in the case of the Guangzhou South Station discussed in part 4. **As for HSR stations located in city centres or on the fringe of traditional commercial centres, in addition to boosting the development of core districts, the stations could be positioned as a driver for "urban revitalization"**, which means revitalizing the older districts in the vicinity.<sup>15</sup> This approach is also common in Europe, with examples like the St Pancras station, the London terminus of the Channel

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<sup>13</sup> There is no specific definition for the peripheral area of a station. A scholar divides the peripheral area of a station into three development zones: the primary development zone within 5 to 10 minutes' reach of the station; the secondary development zone within 15 minutes' reach; and the tertiary development zone more than 15 minutes' travel time away. Some other scholars define this in terms of actual distance and propose to set the area as within the 500 m radius of a station, while there are also views that planning for peripheral developments of stations should cover the area within a 800 m radius from platforms. The Mainland authorities take the view that peripheral developments should first be confined to within a 2 000 m radius. See Mineta Transportation Institute (2017), Priemus (2006), SPUR (2011) and 國家發展和改革委員會 (2018).

<sup>14</sup> A study describes this kind of peripheral developments as Train Station Area Development, drawing reference from over 100 cases of peripheral developments of stations in Europe, and has identified four categories based on the objectives of development, namely Station Renaissance Projects primarily concerning the redevelopment of stations; Transport Development Projects involving the improvement of intermodality and accessibility; Urban Development Projects focusing on land and properties development; and Strategic Integrated Mega-Projects comprising the elements of the above three categories. See Peters and Novy (2012).

<sup>15</sup> See Hall (2009) and 洪世健及姚超 (2016).

Tunnel Rail Link,<sup>16</sup> and the Lyon Part-Dieu station, the southern terminus of the Paris-Lyon TGV.<sup>17</sup>

3.3 There are views that the mere existence of a HSR station does not suffice to bring about economic growth and improve the urban structure of a city, and it also requires a set of complementary strategies on planning, management and promotion.<sup>18</sup> The key to success of development also lies in a number of factors, including the city's unique economic development and geographical conditions.<sup>19</sup> In gist, the following elements are generally considered conducive to the development of station peripheral areas:

- (a) **Strong intermodal connectivity:** Successful station peripheral developments of HSR relies on sufficient and diversified traffic connections which enable visitors to seamlessly and conveniently transfer to and from destinations within the city or the region, or even connect with overseas cities via adjacent airports. Stations with high intermodal connectivity can not only attract HSR passenger flows but also foster the development of station peripheral areas;<sup>20</sup>
- (b) **Developable land:** Depending on the location of stations, the availability of land in the peripheral areas for development is also vital. In some cases, development mostly relies on brownfield sites near the stations, such as abandoned railway sites, or the development of farmland. Building up land reserve for future development will help increase the value of adjoining lands;<sup>21</sup>

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<sup>16</sup> Urban revitalization of the peripheral areas was among the objectives of the station planning and development as early as in 1990 when the alignment of Channel Tunnel Rail Link was under planning in the United Kingdom. The areas neighbouring the St Pancras station and the adjoining King's Cross station are now developed into a new growth district for culture and leisure, commercial centre and residential purposes.

<sup>17</sup> The station is the southern terminus of Paris-Lyon TGV, the first HSR in Europe (commissioned in 1981). The district is currently regarded as the most important commercial district besides Paris. The authorities rolled out a redevelopment plan in 2009 for better development of the Part-Dieu district.

<sup>18</sup> See Urena, Benegas and Mohino (2017).

<sup>19</sup> See Mohino, Loukaitou-Sideris and Urena (2014) and Mineta Transportation Institute (2017).

<sup>20</sup> See Mohino, Loukaitou-Sideris and Urena (2014).

<sup>21</sup> See Mineta Transportation Institute (2017) and SPUR (2011).

- (c) **Mixed land uses with high density:** Peripheral developments of stations should focus on mixed land uses with high density instead of a single land use (such as real estate). Mixed land uses will attract a greater diversity of economic activities and visitors, thereby better reaping the benefits of HSR;<sup>22</sup> and
- (d) **Forward-looking long-term planning and implementation agency:** A master plan should be formulated for the development of station peripheral areas, and planning objectives and specific schemes should be put in place as far as practicable before the completion of HSR lines. Moreover, the above tasks should be coordinated and implemented by a designated agency with a phased approach over an extended period of time.<sup>23</sup>

3.4 In view of the rapid expansion of the HSR network in the country, the Mainland authorities have become increasingly concerned about the model of developing station peripheral areas in recent years. In 2018, agencies such as the National Development and Reform Commission published jointly with the China Railway Corporation in 2018 the **"Guiding opinions on promoting rational development of peripheral areas of HSR stations"** ("Guiding Opinions")(推進高鐵站周邊區域合理開發建設的指導意見). The Guiding Opinions state that, by taking advantage of the favourable conditions created by HSR, certain places have actively developed the areas surrounding HSR stations in recent years, and achieved some success. However, overall speaking, "the development of peripheral areas of HSR stations in the country is still in the initial stage", and "various HSR stations have, to various extents, encountered a number of problems in connection with peripheral developments, such as excessive development in the early stage, over-ambitious functional positioning, relatively homogeneous development approach and incomprehensive supporting facilities". Despite the massive development scale in the areas surrounding HSR stations in the two big cities of Guangzhou and Shanghai, the Guiding Opinions consider that medium and small cities "should not overestimate the role of HSR as a driving force" and the peripheral developments of HSR stations in major cities should initially be

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<sup>22</sup> See Jong (2009).

<sup>23</sup> The development of St Pancras station/King's Cross station has spanned over 20 years and is still underway. After the commissioning of the TGV in 1981, a new planning scheme was introduced in the Part-Dieu district in Lyon, France, in 2009.

limited to an area within 2 km from stations (about 1 250 hectares in size), but space could be reserved as appropriate for future development.<sup>24</sup>

#### **4. Planning and development of the peripheral area of Guangzhou South Railway Station**

4.1 Located in northwestern Panyu District, i.e. the south of Shibi of Zhongcun (鐘村鎮石壁村) in the Panyu District of the Guangzhou City, the Guangzhou South Station is strategically located in the centre of the most developed region in the Pearl River Delta (**Figure 2**).<sup>25</sup> To some 17 km north of the station is the urban centre of the Guangzhou City with a population of 14 million, while the city centre of Foshan with a population of 7.5 million lies about 18 km to the west, and the Shiqiao area of Panyu District is situated about 8 km to the south. Hence, the station needs to rely on other forms of transport, such as inter-city rails, metro and public buses to connect it with neighbouring places.<sup>26</sup> The Guangzhou South Station currently serves as the northern terminus of XRL, the southern terminus of other four HSR lines linking other cities in the country (i.e. Beijing-Guangzhou, Nanning-Guangzhou and Guiyang-Guangzhou railways and Guangzhou-Zhuhai inter-city railway) and the departure or arrival station of numerous inter-city railways between Guangdong and other cities, with a scope of services covering one-third of the population of the whole country. In the initial planning stage, Mainland authorities such as the Ministry of Railways and the Guangdong provincial and Guangzhou municipal authorities had considered other locations, including Shiqiao (市橋), Dashi (大石), Shibi of Zhongcun and Lijiao in Haizhu District (海珠瀝滘). Among these sites, Shibi had the advantage of having a flat terrain well suited for developing a major passenger terminus. Moreover, as the area was mainly used for farming at that time, there were not many built

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<sup>24</sup> See 國家發展和改革委員會 (2018).

<sup>25</sup> Apart from the Guangzhou South Station, there are also other stations in the Guangzhou City, namely the Guangzhou Station in the central district, the Guangzhou East Station in the Tianhe District and the Guangzhou North Station in the Huadu District. According to the Guangzhou Comprehensive Transportation Hub Plan (2018-2035)(廣州綜合交通樞紐總體規劃(2018-2035)), XRL will be extended to the central district in Guangzhou. While the Guangzhou Municipal Government endorsed the plan in principle at the general meeting held in November 2018, the specific line alignment is yet to be studied.

<sup>26</sup> Currently, the station is connected by Line 2 of the Guangzhou Metro to Guangzhou city centre (around 45 minutes to Yuexiu District) and Line 7 to Guangzhou University City; construction of Line 2 of the Foshan Metro to Foshan and Lines 18 and 20 of the Guangzhou Metro is in progress.

residential premises, which would mean lower costs on clearance and compensation, etc.<sup>27</sup> Construction started in late 2004 and the station was commissioned in 2010.<sup>28</sup> In 2018, the average daily passenger throughput of the station was 446 000, almost 16 times higher than the figure of 27 000 in 2010.

**Figure 2 – Distance between Guangzhou South Station and major towns and cities in the region**



### Positioning of the peripheral area of Guangzhou South Station

4.2 The planning of the peripheral area of the Guangzhou South Station had been revised several times, coupled with amendments to its positioning and planning structures, to keep in line with the macroeconomic strategies of the country and respective development targets set by the provinces and cities

<sup>27</sup> See 中國交通技術網 (2012).

<sup>28</sup> The total investment of the Guangzhou South Station amounted to RMB13 billion (HK\$15 billion) and the total gross floor area was approximately 615 000 m<sup>2</sup> with 28 train platforms.

at that time.<sup>29</sup> In **2005**, during the early construction stage of the station, **the area surrounding the Guangzhou South Station was positioned as a passenger hub in the Pearl River Delta** under the Regional Plan for the New Guangzhou Passenger Terminus (廣州鐵路新客站地區規劃). The Urban Design of the Area surrounding the Guangzhou South Station (廣州南站地區城市設計) in **2010** designated the area as the third economic growth zone in Guangzhou after the Old City District (廣州老城區) and Zhujiang New Town (珠江新城), and was planned as **an integrated transportation hub in Southern China with "a cluster of modern service industries oriented towards business, trade and commerce"**. Later on, in line with the approach of "extending the south and connecting the west" (南拓西聯) under the Urban Functions Layout Plan (城市功能佈局規劃) of the Guangzhou City, the Detailed Plan for Enhancement and Control of Urban Design for the Core Area around Guangzhou South Station (廣州南站地區核心區城市設計優化及控制性詳細規劃) was endorsed in November **2013** to further change the positioning of the area to **a commercial hub of Southern China**. In 2015, the Central Government rolled out the "One Belt One Road" initiative and the Guangdong-Hong Kong-Macao Greater Bay Area development strategy, while the Guangzhou South Station was chosen as the venue for the Pan-Pearl River Delta ("PPRD") Forum.<sup>30</sup> Against this backdrop, the Guangzhou authorities modified the planning again in January **2016** to define the area surrounding the station as **a Central Business District (CBD) in PPRD**, with a view to developing the area into a **showcase district for HSR economy under "One Belt One Road"** that features the integration of "a PPRD cooperation platform, a gateway to the hub in Southern China and a new integrated business district".<sup>31</sup>

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<sup>29</sup> According to the Guangzhou-Foshan Urban Integration Plan (2009-2020)(廣佛同城化規劃(2009-2020年)), the Guangzhou South Station district is a major development area which integrates various functional districts in the proximity to promote development of modern services industries, such as modern trade and commerce, logistics and leisure and recreation; the district will also be developed into a regional logistics hub, trade and commerce centre and a "showcase and business exchange platform" for Guangzhou, Foshan and even the entire province.

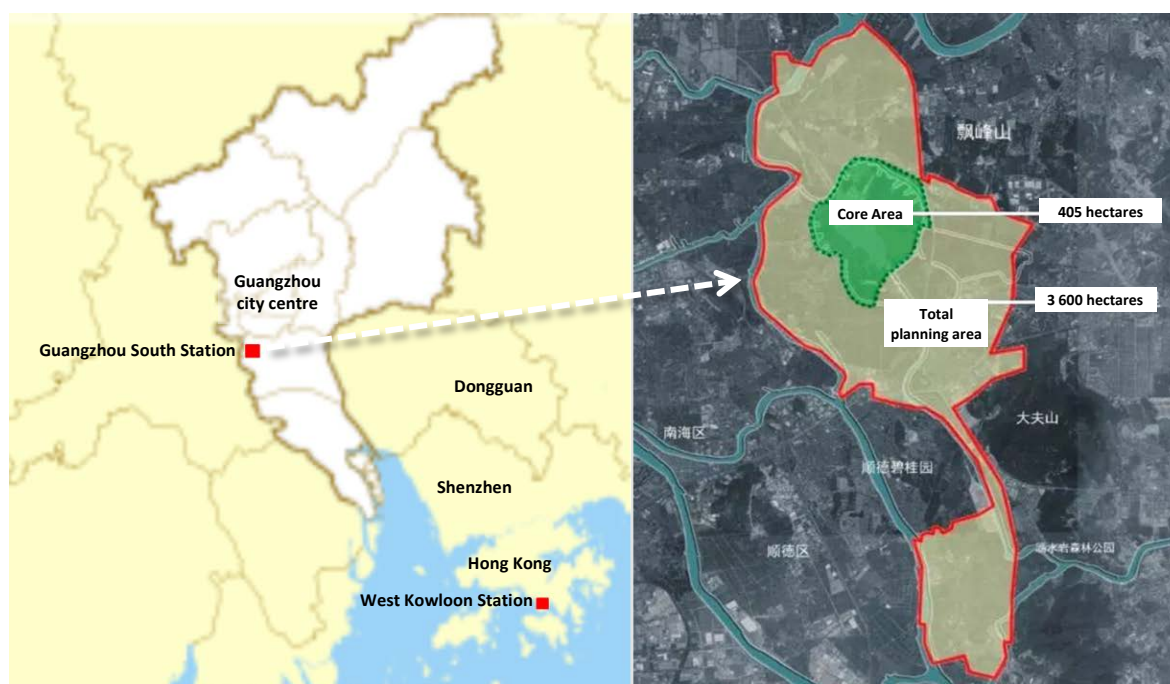
<sup>30</sup> "PPRD Forum" refers to the "Pan-Pearl River Delta Regional Co-operation and Development Forum and Trade Fair" with the participation of nine provinces.

<sup>31</sup> See 《戰略地位再升級 廣州南站蓄力爆發》, 《廣州南站周邊地區規劃修編獲通過, 多項措施確保南站周邊交通提升》 and 《廣州南站商務區著力打造"一帶一路"高鐵經濟示範區》.

## Development plan for the peripheral area

4.3 According to the approved development plan for the Guangzhou South Station district published most recently, there is an ample supply of land for development in the peripheral area. The total planning area (i.e. the so-called peripheral development region) is 3 600 hectares, about 75% of the size of the Kowloon Peninsula. With extended geographical coverage, the so-called peripheral coordination region will cover another 6 100 hectares of land. According to the latest planning proposal, the size of the Guangzhou South Station Core Area is approximately 405 hectares<sup>32</sup> (**Figure 3** and **Appendix II**), of which 60 hectares of land is occupied by the station building and other adjoining ancillary transport facilities. **Land use in the Core Area is business-oriented** with a total gross floor area of 8 040 000 m<sup>2</sup>.<sup>33</sup> It is estimated that the area will have a resident population of up to 218 000 and a working population of 304 000.<sup>34</sup>

**Figure 3 – Location and planning coverage of Guangzhou South Station**



Source of base map: 廣州市人民政府.

<sup>32</sup> The latest planning area of the Core Area is based on the pre-approval notice in relation to the enhanced planning proposal for the peripheral area of the Guangzhou South Station (南站周邊地區規劃深化方案的批前公告) published by the authorities in December 2018.

<sup>33</sup> It is about 50 hectares smaller, compared to the planned size of 450 hectares in 2013 when the planned size was 450 hectares, but the total gross floor area has increased by 1.5 million m<sup>2</sup>.

<sup>34</sup> Based on the planning in 2013.

4.4 The planning framework for the peripheral area comprises "one core, two axes, three rings and six zones". As stated in the 2016 planning amendment, "one core" means "a core business and trade services district centred on the transportation hub of Guangzhou South Station"; "two axes" means "main axes of the city radiating from the Guangzhou South Station as the core"; "three rings" comprise "landscape, ecology and recreation ring, the Lingnan cultural vibrancy ring and the public services ring"; and "six zones" comprises the core trade and business zone, reserved development zone for PPRD, Eastern recreation and sports services zone, Shibi commerce, trade and logistics zone, showcase zone for industrial upgrading and Shawan comprehensive development zone. It is reported that to tie in with the new economic drive emphasized by the Guangzhou City, the development direction of industries in the Guangzhou South Station district covers the promotion of (a) major industries such as convention and exhibition services, headquarters economy and circulation services; (b) ancillary industries such as travel and leisure, high-end residential and business services; (c) fundamental industries such as high-end manufacturing and lifestyle services; and (d) the "IAB industries" mentioned recently in the planning framework, such as intelligent recreation and sports, next generation information technology, artificial intelligence, biomedicine and health.<sup>35</sup>

#### Supporting measures for peripheral developments

4.5 Despite the favourable geographical location, comprehensive planning of the peripheral area as mentioned above and the increasing passenger throughput since its commissioning in 2009, the development progress of the Guangzhou South Station periphery has become a subject of concerns which are related to three aspects: (a) changing positioning for industries and slow progress in business district development as only eight out of the 30 sites available for development during the National 12<sup>th</sup> Five-Year Plan period (i.e. 2011 to 2015) were sold, less than one-third of the planning target; (b) relatively weak organization and coordination owing to a large number of participating departments and the fragmentation of responsibilities among municipalities and districts; and (c) slippages in the provision of

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<sup>35</sup> According to the pre-approval notice in relation to the enhanced planning proposal for the peripheral area of the Guangzhou South Station (南站周邊地區規劃深化方案的批前公告) published by the authorities in December 2018, the surrounding areas will be categorized into seven "sections" space (組團) for comprehensive development, covering more than 3 100 hectares of land in total. See 廣州市國土資源和規劃委員會 (2018).

ancillary public transport services, making it difficult and inconvenient for travellers to transfer to other destinations in the neighbouring areas.<sup>36</sup>

4.6 In view of the above concerns, the Guangzhou City authorities endorsed the Revised Plan for the Peripheral Area of the Guangzhou South Station (廣州南站周邊地區規劃修編) in September 2018 to enhance peripheral developments of the station on various fronts, fully taking into account actual circumstances and future development needs. Below are some of the new and past enhanced measures adopted:

- (a) **Enhancing accessibility of the station:** Plans are formulated to build four additional highways to connect the station with the city centre, expedite the construction of metro and inter-city railways and introduce various improvement measures to tackle issues relating to ancillary public transportation;<sup>37</sup>
- (b) **Accelerating development of the area:** Efforts were taken to speed up land resumption, increase land reserves and properly rehouse existing residents. As for the urban renewal area comprising clusters of old villages and factories in the peripheral areas, the relevant authorities will also provide guidelines on the rejuvenation initiatives for the urban areas surrounding the station;
- (c) **Vigorously promoting business and investment:** Panyu authorities have also worked vigorously to promote business and investment for the core business district of the station's peripheral area. It has set up jointly with the business sector the Joint Investment Promotion Centre of the Headquarters Economic Base for the New Operation Modes Relating to the Business District of the Guangzhou South Station (廣州南站商務區新業態總部經濟基地聯合招商中心) in January 2018. Hong Kong companies are among the targets for business promotion; and

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<sup>36</sup> See 中國人民政治協商會議廣州市委員會 (2016).

<sup>37</sup> By means of these new initiatives and measures, the authorities expect to achieve planning targets such as having 80% of passengers using public transportation and enabling them to transfer within 10 minutes.

- (d) **Strengthening administration and management of the station district:** In accordance with the planning, the Administrative Committee of the Guangzhou South Station District (廣州南站地區管委會) would, in collaboration with the transport planning authorities of the Guangzhou City and rail companies, study the setting up of an "unified operation" mechanism to enhance the management efficiency.

## 5. Planning and development of peripheral area of Shanghai Hongqiao Railway Station

5.1 The Shanghai Hongqiao Railway Station is a suburban station located 18 kilometres west of the Old City District of Shanghai downtown (**Figure 4**).<sup>38</sup> In 2006, the municipal government approved the construction of the Shanghai Hongqiao Railway Station. The works commenced in July 2008 and the station was commissioned on 1 July 2010. Currently, the Hongqiao Railway Station serves as the terminus of four HSR lines, including the Beijing-Shanghai HSR.<sup>39</sup> It is also the most important and largest passenger railway hub in the Eastern China, handling about 300 000 passengers a day at its peak.<sup>40</sup> It takes only 45 minutes and 67 minutes to commute from Hongqiao Central Business District (虹橋商務區) ("Hongqiao CBD") to Hangzhou and Nanjing respectively. Originally, Qibao Town (七寶鎮), which is located south of Hongqiao, was selected as the site for the HSR station. Subsequently, the expansion plan for the Hongqiao Airport was revised which enabled the release of a site of 700 hectares in size for the development of the Shanghai Hongqiao Integrated Transportation Hub adjoining to the airport terminal.<sup>41</sup>

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<sup>38</sup> Shanghai has a land area of 620 000 hectares (of which 260 000 hectares are urban land) and a permanent population of 23 million.

<sup>39</sup> They are Beijing-Shanghai HSR, Shanghai-Wuhan-Chengdu HSR, Shanghai-Kunming HSR and Shanghai-Hangzhou-Ningbo Passenger Dedicated Line. Among them, the Beijing-Shanghai HSR was reported to have a passenger throughput of 80 million in 2014.

<sup>40</sup> According to a press report dated 3 October 2018 on the Shanghai channel of Xinhuanet, 300 000 passengers departed from or arrived at the Hongqiao Railway Station on 1 October.

<sup>41</sup> The land was released because the original expansion project for the construction of a west runway was revised to move the proposed runway eastward and reduce the runway distance from over 1 000 metres to around 300 metres.

**Figure 4 – Distance between Shanghai Hongqiao Railway Station and Old City District of Shanghai downtown**



#### Positioning of the peripheral area of Shanghai Hongqiao Railway Station

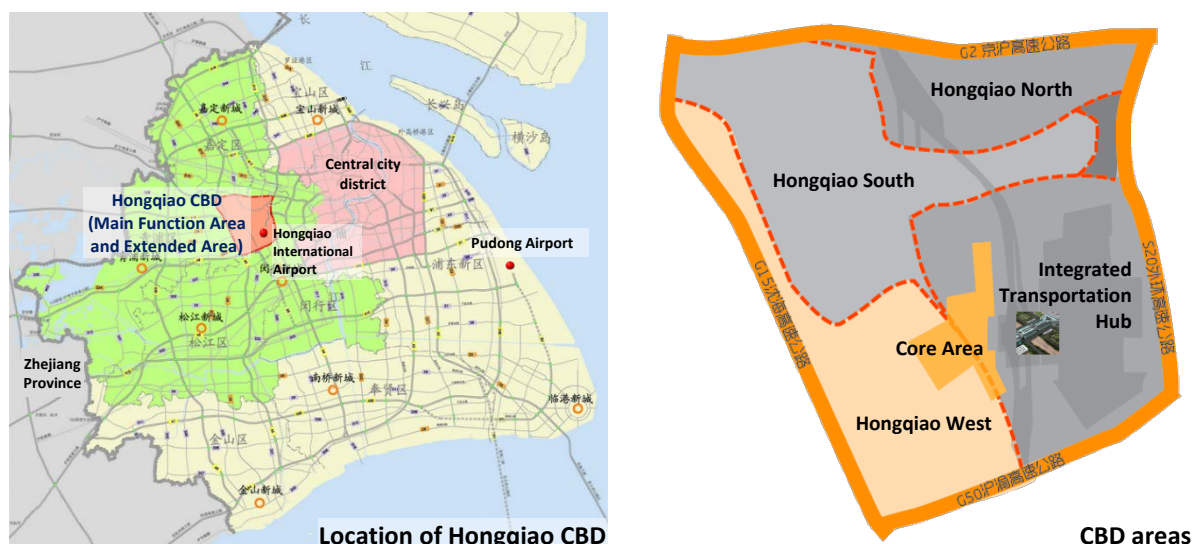
5.2 The Shanghai Hongqiao Railway Station is also a major component of the Shanghai Hongqiao Integrated Transportation Hub ("the Hub") in Shanghai. With a strong intermodal connectivity, the Hub is a transport infrastructure not commonly seen in the Mainland that integrates local, regional and international transport facilities, with multiple transport modes including civil aviation, high-speed railway, inter-city railway, long-distance coaches, public road transport and taxis. In 2018, the Hub handled 400 million passengers, or an average of about 1.1 million passengers per day. Since the Hub is situated in the suburbs, adequate and reliable transport services connecting to the inner city are required.<sup>42</sup>

5.3 The Hongqiao Railway Station/Hongqiao Integrated Transportation Hub is surrounded by Hongqiao CBD (**Figure 5**), which covers four western districts of Shanghai (i.e. Changning、Minhang、Jiading and Qingpu). The Shanghai Municipal Government decided in 2009 that Hongqiao CBD be developed into the third economic growth zone in Shanghai after the central Old City District (上海中心城區) and the Pudong district, and also a business cluster serving the Yangtze River Delta ("YRD") region as well as the whole country. Given its proximity to Jiangsu and Zhejiang Provinces, Hongqiao CBD

<sup>42</sup> The Hongqiao Railway Station is currently serviced by three Shanghai Metro Lines (Lines 2, 10 and 17), two of which are connected to the downtown.

serves as an integrated transportation hub, and the "1.5-hour economic circle" that radiates from it can cover all major cities within the YRD region.

**Figure 5 – Location and planning coverage of Hongqiao CBD (see Appendix III for details)**



Source: 上海市人民政府.

5.4 According to the **12<sup>th</sup> Five-Year Plan** (2011-2015) of Shanghai Hongqiao CBD, the CBD will be developed under six planning concepts, i.e. **"Trade Platform"**, **"Commercial Community"**, **"Smart Hongqiao"**, **"Low Carbon Practice Area"** and **"Urban Complex"** to facilitate Shanghai's industrial upgrading and urban layout adjustments, and provide support for the development of the peripheral areas. The objective is to develop "a modern service industry cluster in Shanghai; a new platform for Shanghai's international trade centre; a gathering place for domestic and foreign company headquarters and trading institutions; a high-end business service hub serving the YRD region, the Yangtze River basin as well as the whole country; a Smart Hongqiao based on the new-generation information technology; and a low-carbon business demonstration zone" by 2020.<sup>43</sup>

<sup>43</sup> This also reflects the strategic positioning of Shanghai. HU Jintao, former General Secretary of the Communist Party of China(前中共總書記胡錦濤), proposed during the national "Two Sessions" in 2006 that Shanghai needed to achieve "Four Leads" (i.e. taking the lead in transforming the mode of economic growth, in raising its own innovative ability, in promoting reform and opening-up and in building a socialist harmonious society) and forge ahead with the construction of "Four Centres" (i.e. an international economic centre, an international finance centre, an international trading centre and an international shipping centre).

5.5 It is stated in the **13<sup>th</sup> Five-Year Plan** (2016-2020) for the development of Shanghai Hongqiao CBD that in order to serve the strategic development needs of the country and the Shanghai City, including those of the Belt and Road Initiative and the Yangtze River Economic Belt, Hongqiao CBD will further focus on three key development areas, i.e. "**big transportation, big exhibitions and big business**"(大交通、大會展、大商務), so as to establish itself as a **high-end comprehensive business district** integrating the functions of transportation, conventions and exhibitions and business, and gradually become a first-class business district in the world<sup>44</sup> (See **Appendix IV** – Major targets for economic and social development of Hongqiao CBD during the 13<sup>th</sup> Five-Year Plan period).

#### Development plan for the peripheral area

5.6 Hongqiao CBD has a total planning area of some 8 600 hectares (slightly larger than Hong Kong Island) (Figure 5). There used to be some developments within the Major Function Area, especially near the Hongqiao Railway Station/Hongqiao Integrated Transportation Hub. In the past, such land was used for residential buildings among others. Many migrant workers resided in those buildings, and they were estimated to account for about half of the population in the area.<sup>45</sup> There are also some old manufacturing industries (such as clothing industry) and high-end information and communication technology manufacturing industries in the area. Due to the presence of these old developments, in planning and developing the CBD, considerations have to be given to changing some land uses and making good use of vacant land and existing buildings.<sup>46</sup>

5.7 Hongqiao CBD is divided into the Major Function Area (2 700 hectares) and the Extended Area (5 900 hectares). The Major Function Area covers the **Hongqiao Integrated Transportation Hub** and the **Core Area** (including the National Exhibition and Convention Center (國家會展中心))

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<sup>44</sup> See 《虹橋商務區發展"十三五"規劃》.

<sup>45</sup> According to the 12<sup>th</sup> Five-Year Plan of Shanghai Hongqiao CBD, by the end of 2010, the major communities and townships covered in Hongqiao CBD had a total permanent population of about 790 000, while the CBD would have a permanent population of about 450 000.

<sup>46</sup> Demolition, relocation, reserves, planning and development in relation to such land are under the purview of dedicated agencies set up by the municipal government and carried out according to the Procedures of Shanghai Municipality on the Administration of Shanghai Hongqiao CBD (《上海市虹橋商務區管理辦法》). See Dai and Vries (2017) and 上海申虹投資發展有限公司(2018).

("NECC") located outside the Major Function Area). The **Core Area**, which covers an area of 470 hectares, has been a key development zone recently and serves primarily to house **business offices**. According to the 13<sup>th</sup> Five-Year Plan of Shanghai Hongqiao CBD, the Core Area will focus on attracting corporate headquarters, functional trade organizations, investment institutions and other kinds of supporting enterprises.<sup>47</sup> By 2020, the Major Function Area is expected to have a working population of 650 000 and a permanent population of about 500 000. There are four key areas aside from the Major Function Area. Each of them has its own planned development objectives, including:

- (a) **Hongqiao East:** Planned to be built into the world's leading **aviation service industry innovation pilot area** to promote cluster development of the aviation service sector, aviation-related organizations and other elements of the aviation industry, with a target to become an international aviation hub and a base that houses the headquarters of global aviation enterprises;
- (b) **Hongqiao South:** Planned to be built into a boutique residential area supported by **medical, education and cultural** facilities as well as an international innovation and entrepreneurship zone;
- (c) **Hongqiao West:** Planned to be built into a **high-end residential** area featuring a rich **cultural ambience**, as well as a core district for establishing Shanghai as an international exhibition capital; and
- (d) **Hongqiao North:** Planned to be built into a vibrant and high-quality **integrated support** area, as well as a pilot zone for "Four New Economy" and innovative start-ups.<sup>48</sup>

5.8 There are many key development projects in Hongqiao CBD, such as NECC. NECC is located west of the Core Area and connected with the Hongqiao HSR Station and the Hongqiao Airport via the city's Metro Line. It was jointly developed by the Ministry of Commerce (商務部) and the

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<sup>47</sup> The Core Area of Hongqiao CBD provides a construction floor area of 3.37 million m<sup>2</sup> above ground, and around 2.6 million m<sup>2</sup> below ground.

<sup>48</sup> "Four New Economy" refers to "new technology, new industry, new business and new model".

Shanghai Municipal Government (上海市人民政府), and has a construction floor area of 1.27 million m<sup>2</sup> above ground (approximately 13 times larger than the total area of the Hong Kong Convention and Exhibition Centre in Wan Chai). It consists of multi-functional spaces for exhibitions, conventions, offices, business and hotel establishments, with 500 000 m<sup>2</sup> dedicated to exhibitions, making it one of the world's largest convention and exhibition complexes. After its completion in October 2014, NECC went into full operation in 2015. A notable exhibition held there recently was the China International Import Expo.

5.9 Another landmark project is the Shanghai New Hongqiao International Medical Center, which is a key initiative of ministry-municipality cooperation between the National Health and Family Planning Commission (now known as the National Health Commission) and the Shanghai Municipal Government. It will be developed into a healthcare services cluster, offering a mix of medical, teaching, research, health care, rehabilitation, and tourism services meeting international standards.<sup>49</sup> With a total planning area of about 100 hectares, the Medical Center enjoys favourable geographical advantages as it is accessible from 16 cities, 55 medium-sized cities and more than 1 000 small towns in the YRD region covering a population of 300 million, within a 3-hour journey to and from the Hub.

### Supporting measures for peripheral developments

5.10 Although the Shanghai Hongqiao HSR Station/Transportation Hub was completed slightly later than the Guangzhou South Station, the development of its peripheral area (i.e. Hongqiao CBD) seems to be smoother than those developments surrounding the Guangzhou South Station. A case in point is that all the 31 lots in the Core Area had been assigned and construction at those lots had commenced in 2014, with a planned total

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<sup>49</sup> In June 2017, the New Hongqiao Park was identified by five ministries and commissions (including the National Health and Family Planning Commission) as one of the first batch of 13 (national) health tourism demonstration bases. The National Development and Reform Commission, the National Health and Family Planning Commission, the China National Tourism Administration, the Ministry of Finance and the State Administration of Traditional Chinese Medicine will provide more encouragement and guidance for the Medical Center project through the implementation of the "trial and practice" policy in terms of the import of drugs, instruments and equipment and technology introduction into the bases, etc. Geared towards "market-oriented, high-end, internationalized and centralized development", the Medical Center aims to develop a "high-end integrated healthcare services platform that sets foot in Shanghai, covers the YRD and serves the whole country".

investment of RMB91.5 billion (HK\$115.2 billion).<sup>50</sup> It was reported that as at August 2017, a cumulative total of 344 buildings had been completed in **Hongqiao CBD**. In the **Core Area**, out of the 5.82 million m<sup>2</sup> commercial building development under 31 private investment projects, 3.1 million m<sup>2</sup> have been completed, representing 53% of the total construction floor area. Currently, more than 2 500 companies have set up their operations in the Major Function Area, among which about 40% are in the Core Area. Such development progress may be due to the stable and persistent planning orientation and objectives of Hongqiao CBD. Other major complementary measures include:

- (a) **Setting up dedicated agencies:** On the management and execution front, the Hongqiao CBD development is coordinated and implemented in accordance with the Procedures on the Administration of Hongqiao Central Business District (《虹橋商務區管理辦法》); and there were dedicated agencies, including the development and construction headquarters set up under the commandership of the Vice Mayor<sup>51</sup> and the Administration Committee of Hongqiao Central Business District ("the Administration Committee").<sup>52</sup> Such an arrangement strengthens the coordination among the different departments concerned, and even among different localities;

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<sup>50</sup> According to the 12<sup>th</sup> Five-Year Plan of Hongqiao CBD, the authorities adopt the policy of "circulation of rural collectively-owned developed land and centralized house sites displacement" that allows collectively-owned developed land in rural area to be transferred and sold on the market, and offers urban housing to the former rural residents in exchange for their eviction, so as to provide space for Hongqiao CBD's development.

<sup>51</sup> Shanghai Rainbow Investment Corporation is a diverse investment and development company at the municipal level which is set up with the approval of the Municipal Government. It is responsible for the organization and coordination, planning and design, construction works administration, demolition, and the planning and development of the land reserve and peripheral areas in connection with the development and construction of the Hongqiao Integrated Transportation Hub.

<sup>52</sup> The Administration Committee of Shanghai Hongqiao Central Business District is the agency of the Shanghai Municipal People's Government. It performs a series of duties in accordance with the Procedures on the Administration of Hongqiao Central Business District, including participating in the drawing-up of the regional planning of Hongqiao CBD, coordinating the management of transport facilities within the Hongqiao Hub, guiding relevant units to carry out the initial development of land and the construction of infrastructures, promoting the investment environment and the perfection of public services, attracting investment, and pushing forward the development of the modern service industry.

- (b) **Setting up a special development fund:** As regards funding, the Shanghai Municipality has set up a special development fund for Hongqiao CBD to support business development as well as the development, construction and management in various aspects such as transportation. The special development fund is funded by the Municipal and the District Governments. Its budget for 2016-2020 is RMB1.2 billion (around HK\$1.4 billion);<sup>53</sup> and
- (c) **Formulating three-year action plans:** The Administration Committee has also formulated different three-year action plans covering aspects such as public transport support, business support for the Core Area, and renovation and transformation on the periphery of the Core Area. Among them, the Administration Committee issued in conjunction with the Minhang District Government in May 2014 the "Supportive Opinions on Supporting the Construction of Commercial Auxiliary Facilities for Hongqiao Central Business District" (《關於支援虹橋商務區商業配套建設的扶持意見》) to support operators providing auxiliary services within the Core Area through the provision of rent subsidies and operation awards under the special development fund.<sup>54</sup>

5.11 While the CBD development at the periphery of the Hongqiao HSR Station seems to have achieved satisfactory results, it still faces many challenges ahead. One challenge is the growing pressure on the external, inter-regional and internal transport networks of the district brought by the faster development of the Core Area as well as the commissioning of NECC. Apart from that, the varying pace of development of land reserves in different zones have also affected the construction and planning of some public service facilities. There also exists an incongruence between the environment of the Core Area and its surrounding areas (e.g. old villages).<sup>55</sup>

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<sup>53</sup> The procedures on the use and administration of the special development fund are developed separately by the Shanghai Municipal Development and Reform Commission and the financial units in conjunction with the Administration Committee of Shanghai Hongqiao Central Business District.

<sup>54</sup> The initiative lasted until end-2017.

<sup>55</sup> Besides, the competition between Hongqiao CBD and other surrounding areas pursuing large-scale developments has become more intense due to their similar positioning. See 《虹橋商務區發展"十三五"規劃》.

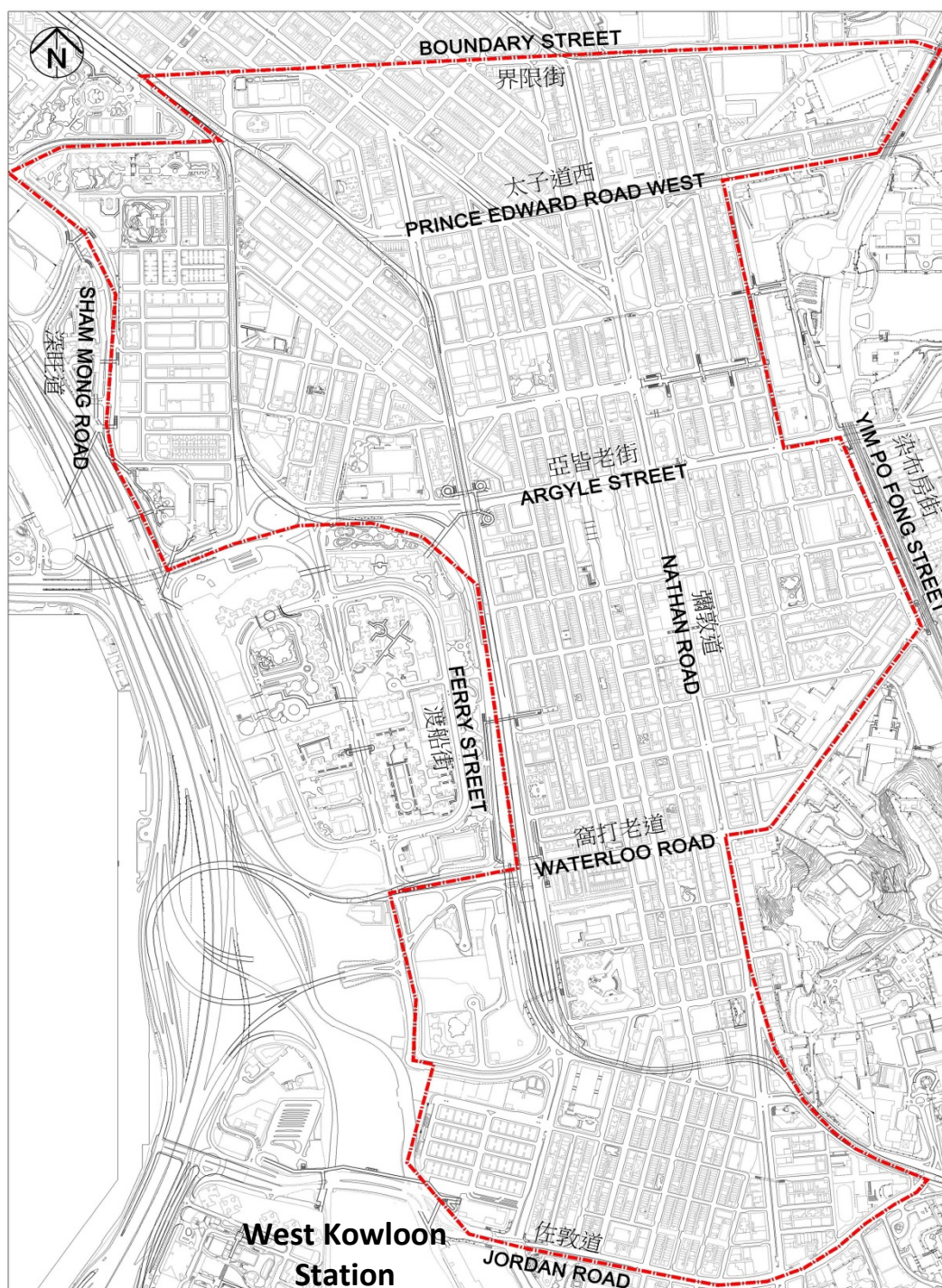
## **6. Concluding remarks**

6.1 As seen from the above, it has been the practice of many overseas cities to carry out re-planning and development for the peripheral areas of HSR stations in parallel with HSR development to facilitate urban renewal or nurture new economic growth zones. However, Hong Kong seems to lack long-term planning for the peripheral area of the West Kowloon Station in its XRL development. It may be due to the geographical constraints of the XRL terminus and the limited supply of land in the surrounding area for development. Nevertheless, the study being conducted by the Urban Renewal Authority on the redevelopment of the old districts in West Kowloon may open up new opportunities for maximizing the economic benefits of XRL.

6.2 As illustrated by the Guangzhou South Station and the Shanghai Hongqiao Station, which are among the most important HSR developments in the Mainland, the overall planning strategy for the two stations has been forward-looking and on a higher scale level. Long-term development targets are set for the primary and secondary areas. At the same time, the area in the closest proximity to the HSR station is designated as a core area for commerce and trade development and supplemented by other ancillary services to provide support for the working population in the area. The areas outside the core area are developed according to their respective positioning and land uses.

6.3 For the Guangzhou South Station, its peripheral planning was re-positioned several times in response to changes in the macroeconomic strategies. Recently, the authorities have endorsed the revised planning, which includes the implementation of a series of accessibility enhancement measures and the provision of working guidelines on kick-starting urban renewal initiatives in the cities surrounding the Guangzhou South Station. For the Shanghai Hongqiao Railway Station, the authorities have formulated different three-year action plans for the development of complementary business and public transport facilities, etc., in the Core Area. There are a number of key development projects, including NECC which has been in operation, for the business zones surrounding the station. The development of the business zones is notably undertaken by dedicated agencies to strengthen project management and coordination.

# Coverage of the Yau Mong District Planning Study by the Urban Renewal Authority



Source: 市區重建局網頁.

## Detailed Plan for the peripheral area of the Guangzhou South Station

## Plan endorsed in 2011



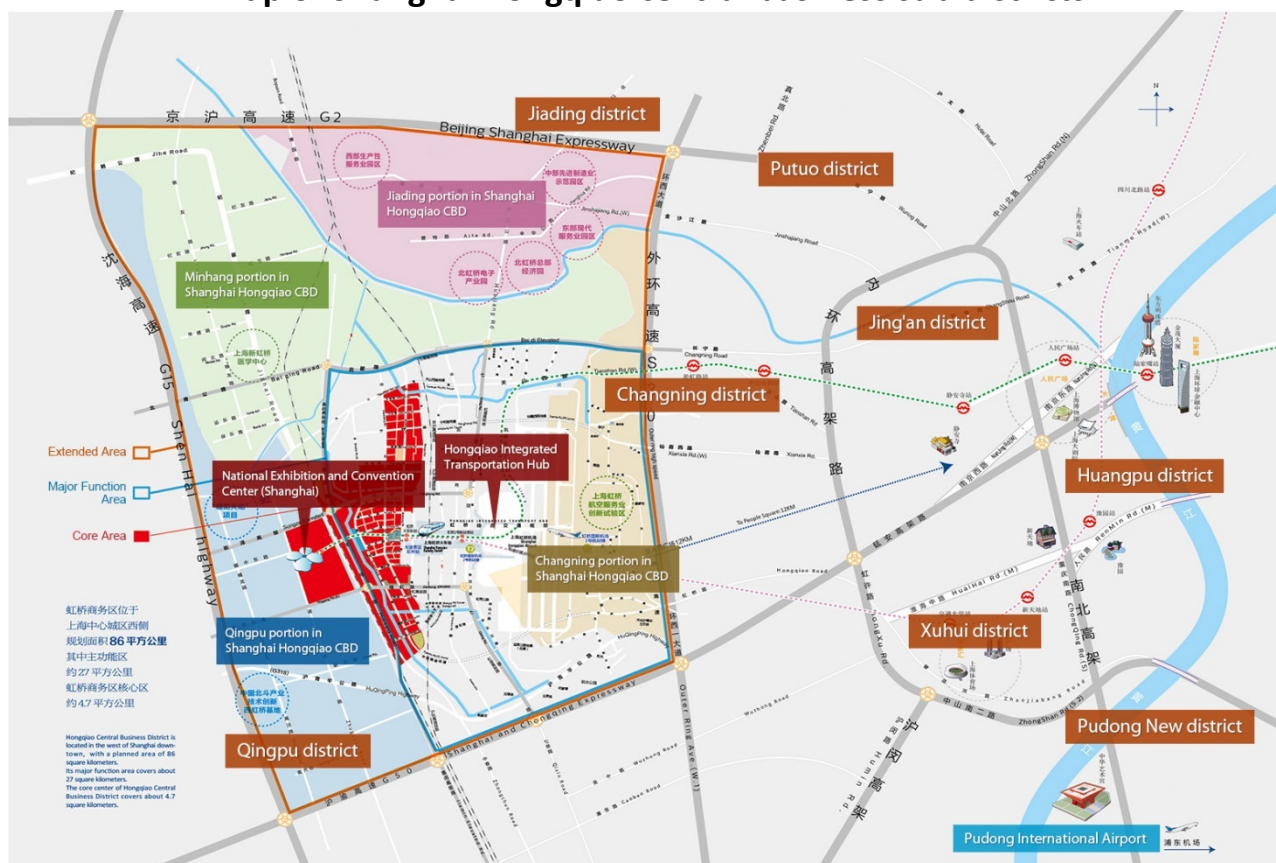
## Enhanced planning proposal in late 2018



Source: 廣州市人民政府.

## Planning of Shanghai Hongqiao Central Business District

Map of Shanghai Hongqiao central business sub-districts



Artist impression/overview of the West Hongqiao planning



Source: Website of "西虹桥".

**Major targets for economic and social development of  
Hongqiao Central Business District during the 13<sup>th</sup> Five-Year Plan period**

Category	Serial no.	Target subject	2020 target
City and industry Integration	1	Total number of jobs	about 650 000
	2	Total construction floor area (above ground) of the Core Area	3.37 million m <sup>2</sup>
	3	Total construction floor area (below ground) of the Core Area	2.6 million m <sup>2</sup>
	4	Perfection of facilities supporting people's life in the Major Function Area	15-minute sports and fitness circle
			15-minute medical and health circle
			15-minute recreation and entertainment circle
			15-minute cultural activities circle
Business support	5	Per-capita area of public cultural facilities	0.18 m <sup>2</sup>
	6	Planned road area ratio	18.8%
	7	Density of road network	4.25 km/km <sup>2</sup>
	8	New public car parks in the Major Function Area	construction of a new batch of public car parks
	9	WiFi coverage in key public regions and public space	complete coverage
Ecological civilization	10	Proportion of new buildings in the Major Function attaining star levels under the green building standard	above one-star level: 100%
			above two-star level: 60%
			above three-star level: 30%
	11	Proportion of new buildings in the Extended Area for expansion attaining star levels under the green building standard	above one-star level: 100%
			above two-star level: 50%
	12	Proportion of major commercial buildings covered by the low-carbon monitoring platform	100% in Core Area
			50% in Major Function Area
	13	Total greening area in the Major Function Area	399 hectares
	14	Implementation of the requirement on the land area used for greening within the 8 600-hectare area	1 200 hectares

## Appendix IV (cont'd)

### Major targets for economic and social development of Hongqiao Central Business District during the 13<sup>th</sup> Five-Year Plan period

Category	Serial no.	Target subject	2020 target
Economic and social development	15	Annual GDP	about RMB120 billion
	16	Value-added of the service sector	RMB84 billion
	17	Number of the world's top 500 enterprises attracted to set up operations	more than 20 (cumulative)
	18	Number of headquarters operations set up by enterprises of various descriptions	more than 100
	19	Nurturing of large-scale convention and exhibition ("C&E") events with international significance	more than 5 events
	20	Nurturing of medium and small-scale C&E events with professional focus	more than 30 events
	21	Number of world-renowned C&E enterprises/groups attracted to set up operations	more than 5
	22	Number of renowned national C&E enterprises developed	more than 20
	23	Total exhibition area of the National Exhibition and Convention Center	above 7 million m <sup>2</sup>
	24	Proportion of C&E events held at the National Exhibition and Convention Center covering an area larger than 100 000 m <sup>2</sup>	above 67%
	25	Daily average passenger throughput of Hongqiao Integrated Transportation Hub	above 1.1 million passengers throughput
	26	Annual total passenger throughput of Hongqiao Integrated Transportation Hub	above 400 million passengers throughput

Source: 虹橋商務區"十三五"規劃.

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