

**For discussion on
28 October 2008**

LEGISLATIVE COUNCIL PANEL ON DEVELOPMENT

Development of Liantang/Heung Yuen Wai Boundary Control Point

PURPOSE

This paper briefs Members on the development of Liantang/Heung Yuen Wai boundary control point (LT/HYW BCP).

BACKGROUND

2. On 27 May 2008, we briefed Members on the work of Hong Kong-Shenzhen (HK-SZ) Joint Task Force on Boundary District Development (港深邊界區發展聯合專責小組) (the JTF). Members were informed of the progress of two related planning studies on the proposed BCP at LT/HYW: the “SZ-HK Joint Preliminary Planning Study on Developing LT/HYW BCP” and the internal “Planning Study on LT/HYW BCP and Its Associated Connecting Roads in HK”.

3. Both studies were completed in June 2008. The HK Special Administrative Region Government (HKSARG) and the SZ Municipal People’s Government jointly announced the implementation of the new BCP after the second meeting of the JTF on 18 September 2008. Both sides will proceed with their detailed planning and design work with an aim to commence operation of the new BCP in 2018. A Working Group on Implementation of LT/HYW BCP (蓮塘/香園圍口岸工程實施工作小組) has been set up under the JTF to co-ordinate works of both sides. A LegCo brief summarizing the findings of the studies and scope of the new BCP development was issued on the announcement day (**Appendix 1**).

4. On the HK side, the development of LT/HYW BCP comprises the construction of a BCP with a footprint of about 18 hectares (including an integrated passenger clearance hall), a dual 2-lane trunk road of about 10 km in length, and improvement works to SZ River of about 4 km in length. The BCP development will affect private land and require resumption and resite of Chuk Yuen Village, an indigenous village in Ta Kwu Ling. To avoid land speculation, we could only launch the public consultation activities after the announcement of the BCP and completion of the pre-clearance survey at Chuk Yuen Village on 18 September 2008. Immediately after the announcement, we held a briefing to the affected villagers and concerned members of the North District Council and Rural

Committees (RC) to explain the details of the proposed development and Government policies and procedures for village removal resumption and clearance.

JUSTIFICATIONS

Long-term Strategic and Economic Development

5. Smooth and efficient people and cargo flows across the boundary are essential to support our sustained economic growth and promote further economic integration with the Mainland. The new BCP is of strategic importance to support our long-term economic growth. It is designed to enhance movements between HK and the eastern part of Guangdong (GD). Currently we need to rely on the two existing BCPs on the eastern side of the New Territories (NT) at Man Kam To (MKT) and Sha Tau Kok (STK), and all cross-boundary traffic have to negotiate through congested local roads before joining the highway system in the Mainland. The new BCP will have direct linkage with the GD highway network via the Eastern Corridor (東部過境通道) in SZ. Traffic could reach GD East or adjacent provinces such as Jiangxi and Fujian using Shenzhen-Huizhou (深惠高速) and Shenzhen-Shantou (深汕高速) Expressways with a much shorter journey time. At present, the journey to Longgang (龍崗) district in the eastern part of SZ after crossing into SZ takes more than 50 minutes (**Appendix 2**). With the new BCP, we can reach there within half an hour.

Meeting Future Cross-boundary Transport Service Demand

6. According to our forecast, there will be continuous growth in cross-boundary traffic in the long term. The results of the Cross-boundary Travel Survey 2007 released in September 2008 revealed that the average daily cross-boundary passenger trips have increased from about 383,000 in 2003 to 491,000 in 2007 (annual growth rate of about 6.4%) and the daily vehicle trips from 39,000 in 2003 to 44,700 in 2007 (annual growth rate of 3.5%). The share of passenger trips made by Mainland visitors increased quite significantly from 10.2% in 2003 to 15.6% in 2007. We also see a surge of cross-boundary students in recent years. There were 6,300 students crossing the boundary via various BCPs and Chung Ying Street in 2007, representing an increase of 28% when compared with 4,900 in the 2006 survey. If these trends continue, over one million cross-boundary passenger trips and around 70,000 vehicle trips will take place in 2020. Details of the 2007 survey are at http://www.pland.gov.hk/p_study/comp_s/index_e.html.

7. Besides, the HKSARG and the Central People's Government signed Supplement V to the Closer Economic Partnership Arrangement on 29 July 2008. As a further step to enhance HK-GD economic and

trade co-operation, the Governments of GD and HK will implement a total of 25 liberalisation and facilitation measures for early and pilot implementation in GD. On tourism, the coverage of "simplified entry arrangement for a period of 144 hours" will be extended to the whole of GD. Mainland-authorized HK travel enterprises will be allowed to organize group tours to HK for non-GD residents who have resided and worked in SZ for more than one year. There will also be closer tourism co-operation between HK and GD. These measures will enhance mobility of people between HK and GD and hence adding pressure on the demand for cross-boundary facilities.

8. The GD Provincial Government has been facilitating the relocation of traditional manufacturing enterprises in the Pearl River Delta Region to the western, northern and eastern parts of GD within the next five years. Shantou (汕頭), Shanwei (汕尾), Chaozhou (潮州) and Jieyang (揭陽) are receiving areas and industrial parks are under construction to absorb the affected enterprises. There are also major developments on the eastern part of SZ to greet the 26th Summer Universiade (世界大學生運動會) in 2011, which include the Dayun New Town (大運新城) and Pingshan New Town (坪山新城). All in all, we anticipate growing cross-boundary travel demand between GD East and HK.

9. Due to physical constraints, improvements to the existing MKT and STK BCPs could hardly meet the anticipated future demand in terms of capacity, convenience and level of comfort.

Optimizing Cross-boundary Traffic Distribution

10. The new BCP will improve the total handling capacity of the BCPs in the east and hence achieving the provision of more balanced cross-boundary services along the boundary (**Appendix 2**). The two existing BCPs at MKT and STK could only handle about 1% of the total cross-boundary passenger trips and 10% vehicle trips daily in 2030. With the addition of the new BCP, the shares of the three BCPs in the eastern side of NT on total cross-boundary passenger and vehicle trips could go up to 5% and 21% respectively. A more rational distribution of cross-boundary traffic can thus be achieved.

Facilitating Future Development in New Territories East (NTE)

11. The proposed connecting road will link up the BCP with Tolo Highway via Fanling Highway. It will also provide convenient access to the proposed Ping Che/Ta Kwu Ling New Development Area and thus enhance future development and improve the overall transport network in NTE. With the completion of the Widening of Tolo Highway/Fanling Highway between Island House Interchange at Tai Po and Fanling Stage 2 from Tai Hang to Wo Hop Shek Interchange in 2013, the capacity of Tolo

Highway will be considerably increased.

PUBLIC CONSULTATION

12. In addition to the briefing to locals as mentioned in paragraph 4, we separately consulted Heung Yee Kuk on 6 October 2008, Ta Kwu Ling RC on 8 October, North DC on 9 October, Fanling RC on 10 October, Tai Po RC on 11 October, Sha Tau Kok RC on 17 October and Sheung Shui RC on 22 October. We also plan to brief Tai Po DC on 4 November. Public views received generally indicated support to the BCP development and recognition of its strategic importance to the development of HK. Some local villagers are more concerned about the alignment of the connecting road and its impact on the adjacent area. The villagers affected by the proposed BCP and connecting road have expressed concern about land resumption, clearance, village removal and compensation arrangements.

13. The planning and environmental issues raised by the public will be addressed in the forthcoming Investigation and Preliminary Design (I&PD) Study for the BCP development to be commissioned by the Civil Engineering and Development Department. We will further consult villagers in various stages of the study. On the land issues, the Lands Department is responsible for handling village removal, land resumption and clearance matters arising from implementation of the BCP development and they have set up a dedicated team on village removal to liaise closely with the affected villagers of Chuk Yuen Village.

WAY FORWARD

14. We propose to seek endorsement from Public Works Sub-Committee in November 2008 to part upgrade the project to Category A for funding the I&PD study, at an estimated cost of \$88.7 million in money-of-the-day prices, with the following scope -

- (a) review of the proposed BCP layout and alignment of the proposed connecting road developed under the previous planning studies;
- (b) preliminary design of works required for the development of BCP;
- (c) impact assessments on environment, traffic, drainage, sewerage, geotechnical and other related aspects; and

(d) associated ground investigation and works supervision.

15. Subject to funding approval, we will commence the I&PD study in April 2009 for completion in December 2011. Members are invited to support our proposal for part upgrading the I&PD Study for consideration by the Public Works Subcommittee in November 2008.

ATTACHMENT

Appendix 1 Legislative Council Brief on Development of Liantang/Heung Yuen Wai Boundary Control Point

Appendix 2 Major Boundary Control Point Connecting Roads in Shenzhen

**Development Bureau
October 2008**

**For Information on
18 September 2008**

LEGISLATIVE COUNCIL BRIEF

**DEVELOPMENT OF LIANTANG/HEUNG YUEN WAI
BOUNDARY CONTROL POINT**

INTRODUCTION

At the meeting of the Executive Council on 24 June 2008, the Council ADVISED and the Chief Executive ORDERED that the development of a new Boundary Control Point (BCP) at Liantang/Heung Yuen Wai (LT/HYW) in the boundary of North-eastern New Territories **(Plan 1)** should be endorsed and detailed planning should proceed on the following basis:

- (a) the new BCP would adopt the separate-location model (兩地兩檢) but design of the control point facilities should maximise convenience to users;
- (b) the new BCP on Hong Kong (HK) side would require resumption of Chuk Yuen Village (竹園村);
- (c) the connecting road with the new BCP on HK side would adopt the preferred alignment leading to Tolo Highway in the eastern direction; and
- (d) the design and construction of the new BCP should be packaged with the improvement works of Liantang section of the Shenzhen (SZ) River.

JUSTIFICATIONS

The Proposal of Liantang/Heung Yuen Wai BCP

2. The Chief Secretary agreed with the SZ Mayor at their meeting on 23 February 2006 to set up a joint study group to consider the development of a new BCP at LT/HYW. As a result, both sides commissioned a joint Preliminary Planning Study on Developing LT/HYW

Control Point (the Joint Study) (深港興建蓮塘/香園圍口岸前期規劃研究) in December 2006 to examine the need, benefits and functions of the proposed BCP. Planning Department also commissioned a consultancy study in January 2007 to examine its land, planning, traffic and engineering implications and its associated connecting road within HK territory. Both studies have been completed.

3. At the first meeting of the HK-SZ Joint Task Force on Boundary District Development (港深邊界區發展聯合專責小組) (the Joint Task Force) on 10 March 2008, both HK and SZ Governments agreed to set up the "Working Group on Preliminary Planning of Control Point at LT/HYW" (蓮塘/香園圍口岸前期規劃工作小組) to expedite the related work. They supported in principle the recommendation of the Joint Study to further examine the proposed mode of operation by locating cross-boundary facilities separately in their respective jurisdiction, and agreed that the details and way forward of the proposal would be discussed at the second meeting in September 2008. At the second Joint Task Force meeting on 18 September, both sides agreed to proceed with the BCP project.

The Need and Benefits

4. With closer economic integration with the Mainland in particular the neighbouring cities and provinces, there is a need to further facilitate movement of people and goods across the boundary in the east. By connecting with the Eastern Corridor (東部過境通道)¹ in SZ, the new BCP will provide an efficient access to the eastern part of Guangdong Province (GD) and adjacent provinces via Shenzhen-Huizhou (深惠高速) and Shenzhen-Shantou Expressways (深汕高速) (**Plan 2**). This will significantly shorten the distance between HK/SZ and the eastern part of GD, Fujian (福建) and Jiangxi (江西) Provinces, and greatly facilitate future regional cooperation and development. It will also help extend the economic hinterland of HK and SZ and promote regional development. The proposed BCP has strategic significance for a closer integration of HK and SZ, which is in line with our policy to consolidate HK's status as a global city for sustained development in the future.

5. From the local perspective, improvement to existing Man Kam To (MKT) and Sha Tau Kok (STK) BCPs could hardly meet the current

¹ The proposed Eastern Corridor (東部過境通道) aims to realise the SZ Municipal Government's transport planning principle of "East in-East out" for goods vehicles. It is a dual 3-lane expressway, linking up the proposed BCP at LT/HYW with the existing Shenzhen-Huizhou Expressway (深惠高速) to Huizhou (惠州) and Shenzhen-Shantou Expressway (深汕高速) to Shantou (汕頭). Construction is scheduled for 2009-2010.

expectations of travelling convenience and comfort. Furthermore, the scope for comprehensive upgrading of these BCPs would be very limited due to various constraints. The proposed new BCP will satisfy the long term transport needs and help re-distribute the cross-boundary traffic amongst the crossings in the eastern part of the territory. This will alleviate the frequent traffic congestion at MKT BCP and provide room for improvement at MKT and STK BCPs. The resulting overall handling capacity and the quality of service of these BCPs (including LT/HYW, MKT and STK) would be greatly enhanced. It is estimated that by 2030, these three BCPs will handle about 5% of the total cross-boundary passenger flow and about 21% of the total vehicular flow, as compared to 1% and 10% respectively without the proposed BCP.

Function

6. The new BCP will serve cross-boundary goods vehicles (excluding those for fresh food, livestock and poultry, which would continue to use MKT BCP) and passengers travelling between HK and SZ East, Huizhou, the eastern part of GD, Jiangxi and Fujian. It is estimated to have about 20,600 vehicles and 30,700 passengers per day in 2030. Details of relevant facilities and operation hours will be examined in the implementation stage of the project.

Separate HK/SZ BCP Locations

7. After detailed examination, the Joint Study recommends to adopt the separate-location model for the HK and SZ BCPs. The co-location model (一地兩檢) is not pursued on the following grounds:

- (a) there is almost no distinct geographical separation between SZ and HK at the proposed BCP. The section of SZ River separating the two sides is very narrow, making the need for co-location not apparent;
- (b) through the provision of an integrated passenger hall, the separate-location model could achieve a similar level of convenience as the co-location model, as passengers need not walk a long distance to the other side within an integrated building, thus weakening the case for co-location; and
- (c) it is difficult to accommodate all the cross-boundary facilities of the BCP (a total area of about 35.7 hectares)

within either HK or SZ's own territories due to land constraints. On SZ side, unlike the SZ Bay Port area, Liantang is a built-up area with only 18.3 hectares of land available for the BCP development. On HK side, most of the land is under private ownership with the presence of indigenous villages and graves. The co-location model might otherwise require extensive land resumption, rendering implementation work very difficult and complicated.

BCP Layout

8. We have examined different layout options for the BCP. The adopted design provides a more compact and coherent BCP layout which would basically address all the environmental and operational problems (**Plan 3**). It also provides a larger separation between the BCP and the nearby villagers, thus resulting in less environmental nuisances, reduces the land requirement, and involves less vegetation clearance and slope cutting. Its compact layout will also make the operation of the BCP more efficient. The adopted design, however, requires resumption and resite of Chuk Yuen Village whose current location is the result of an earlier relocation after some serious floods in the 1970s. Unlike some other villages in the area, no cultural or historic heritage has been identified in Chuk Yuen Village. The number of indigenous villagers and current residents is relatively small².

9. We have separately embarked on a study to identify a site for village re-settlement, and will put forward alternative sites to the affected villagers and landowners for their consideration.

10. Subject to detailed investigation study, the proposed BCP would adopt a "2-storey concept" design, with a footprint of about 18 hectares on HK side. Facilities for goods vehicles and public transport interchange are all located at the ground level. The upper level, preliminarily estimated to be about 4.6 hectares (i.e. one-fourth of the size of the ground level footprint), will serve passengers as well as private cars and coaches. The distance between the passengers' immigration kiosks and customs checkpoints of the two sides will be minimized through an integrated passenger hall across the SZ River (**Plan 4**).

² According to the records of North District Office, there are 207 indigenous villagers and 166 non-indigenous villagers registered as electors for village representatives election in Chuk Yuen Village. However, in theory, other than these 373 registered voters, there could be other indigenous and non-indigenous villagers who have not registered as voters but may appear to claim that they are eligible for interests in the land resumption exercise.

11. The whole process of land acquisition, clearance and re-siting of Chuk Yuen Village would take at least 4.5 years.

New Connecting Road

12. A new dual-2 lane trunk road is required to connect the proposed BCP with other parts of the territory. We have considered a number of alignment options and their impacts on planning and land³, environment, transport, local community, and their performance in costs, programme and engineering. In view of various technical and environmental constraints in the area, we have adopted the road alignment in the eastern direction linking the new BCP with the Tolo Highway via Fanling Highway (**Plan 5**). This proposed connecting road is about 10 km in length, comprising 3 sections of tunnel (total length about 3.5 km). Detailed engineering feasibility study will be carried out to ascertain its alignment, technical details and implications.

Improvement Works to Shenzhen River (Liantang Section)

13. The BCP may bring about changes to the drainage and flood protection requirements of SZ River. It is thus necessary to mitigate the drainage impacts of the BCP by incorporating its requirement in the improvement works of the Liantang section of the SZ River. As the future alignment of the improved river will also affect the design and layout of the BCP, the river improvement works will be packaged with the proposed BCP development. A joint study with the SZ side to delineate the scope of improvement works and river alignment is required.

Implementation

14. The proposed BCP together with its connecting road and SZ River improvement (Liantang section) will be implemented in phases. Taking into account the requirement of 4.5 years for village resumption and resettlement and other statutory requirements⁴, the proposed BCP is expected to be operational in 2018.

³ It is estimated that about 337 agricultural lots, 22 house lots and 50 graves would be affected by the proposed road alignment. Resite of the affected house lots is envisaged.

⁴ Statutory requirements include those stipulated under the Lands Resumption Ordinance [Cap.124], Foreshore and Sea-bed (Reclamations) Ordinance [Cap.127], Roads (Works, Use and Compensation) Ordinance [Cap.370], and Environmental Impact Assessment Ordinance [Cap.499].

IMPLICATIONS OF THE PROPOSAL

15. The proposed BCP development is in conformity with the Basic Law, including the provisions concerning human rights. The environmental, sustainability, financial and civil service, and economic implications of the proposed BCP development are set out at **Annex**.

PUBLIC CONSULTATION

16. The concept of a new control point at LT/HYW to connect with the Eastern Corridor was put forward for public consultation under Stage 3 of the “Hong Kong 2030: Planning Vision and Strategy” Study in 2003. The Study recommended that further studies on the need and major issues of the BCP were required. Subsequently the public has been made aware of the progress of the planning studies on various public occasions.

17. Public consultation on the proposal will commence after announcement of the construction of the BCP. On the announcement day, appropriate actions will be taken to ‘freeze’ the on-site situations so as to safeguard Government’s commitment on land compensation and other possible entitlements arising from land resumption and clearance. Subject to funding approval by the LegCo, the Civil Engineering Development Department will commission a detailed engineering study (including preliminary design) for the project in the second quarter of 2009. Public views collected will be taken into consideration and concerns on environmental, landscape and traffic impacts, design of the BCP and connecting road, and facilities to be provided will be addressed in the study.

PUBLICITY

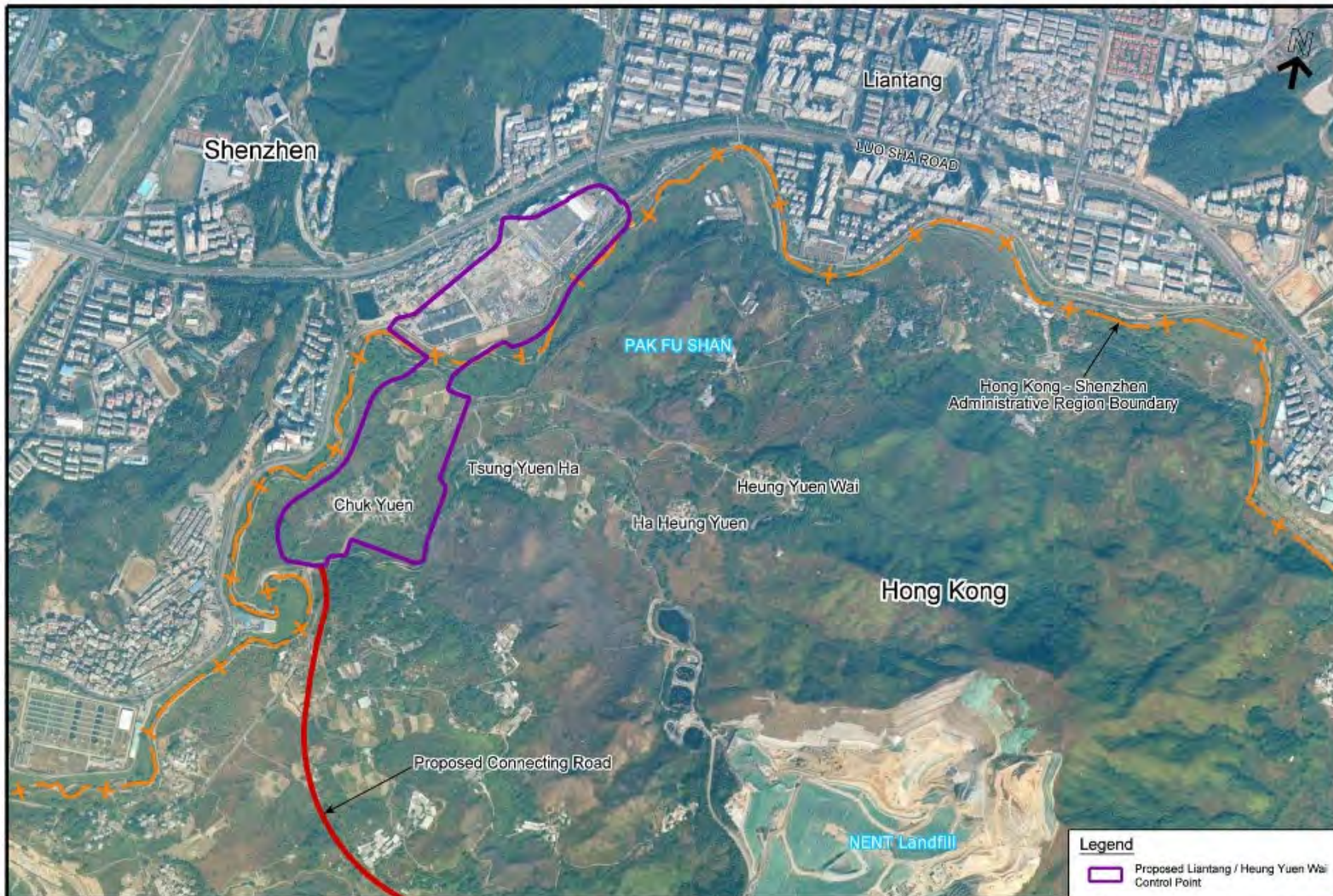
18. We have arranged to promulgate the decision to proceed with the proposal jointly by the co-Chairpersons of the Joint Task Force immediately after its second meeting on 18 September 2008. On the announcement day, we have arranged to provide a media stand-up to explain the details of the proposal, issue a press release and upload summary of the planning studies onto the Planning Department’s website for public’s views, assign a spokesman to answer public and media enquiries, distribute information flyers covering the planning concept and related project information to the affected villagers, and explain to the affected villagers and landowners the proposal including the village removal and compensation. A dedicated team from the Lands

Department (LandsD) will initiate contact with the affected villagers/landowners shortly after the announcement of the project and answer queries on matters relating to the village removal exercise. The dedicated team will request villagers to set up a Village Removal Committee (VRC) to represent them in negotiations on matters relating to the relocation of the existing village and on matters relating to compensation, etc. Meetings with VRC will be arranged by LandsD as soon as possible and sufficient time will be allowed for the removal and resite of Chuk Yuen Village. Briefings to the relevant Legislative Council Panels, Heung Yee Kuk and relevant District Councils and Rural Committees to apprise them of our consideration and concepts of the proposed development including the BCP layout, connecting road, related SZ River improvement and village resumption will be arranged shortly after the announcement.

ANNEX

Implications of the Proposal

**Development Bureau
18 September 2008**



Location and the Surrounding Environment of the
Proposed Liantang / Heung Yuen Wai Control Point



Liantang / Heung Yuen Wai Control Point and Eastern Corridor

PLANNING DEPARTMENT 規劃署



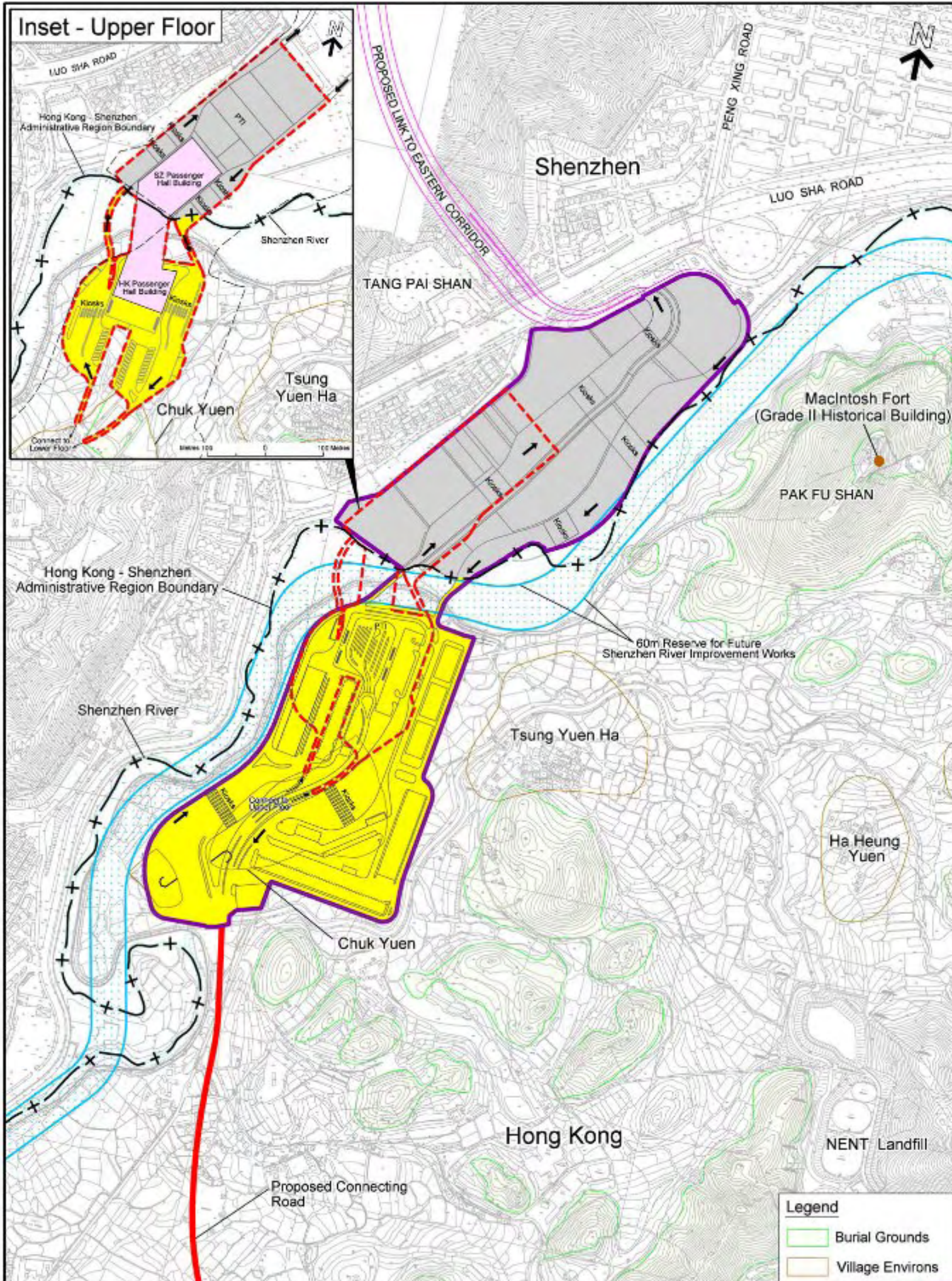
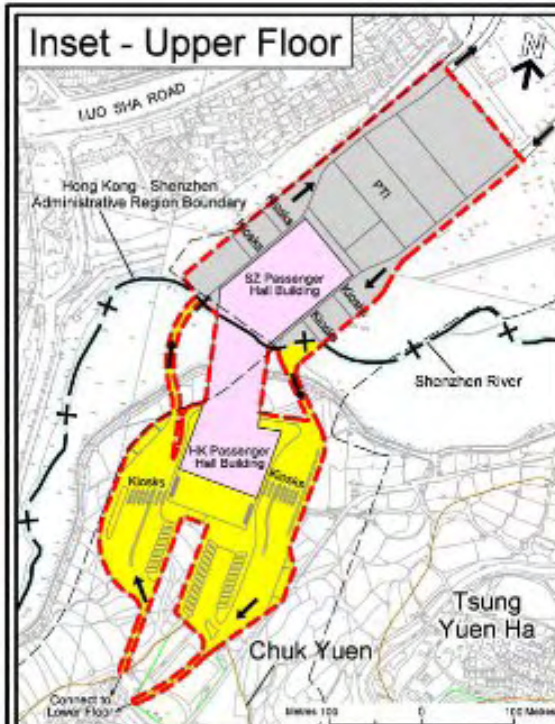
Plan No. 圖則編號: M/SP/06/032E_e

圖 PLAN

Date 日期: 02/09/2008

2

Inset - Upper Floor



Proposed Liantang / Heung Yuen Wai Control Point Layout and the Proposed River Improvement Reserve Area

Metres 0 100 200 300 400

Legend

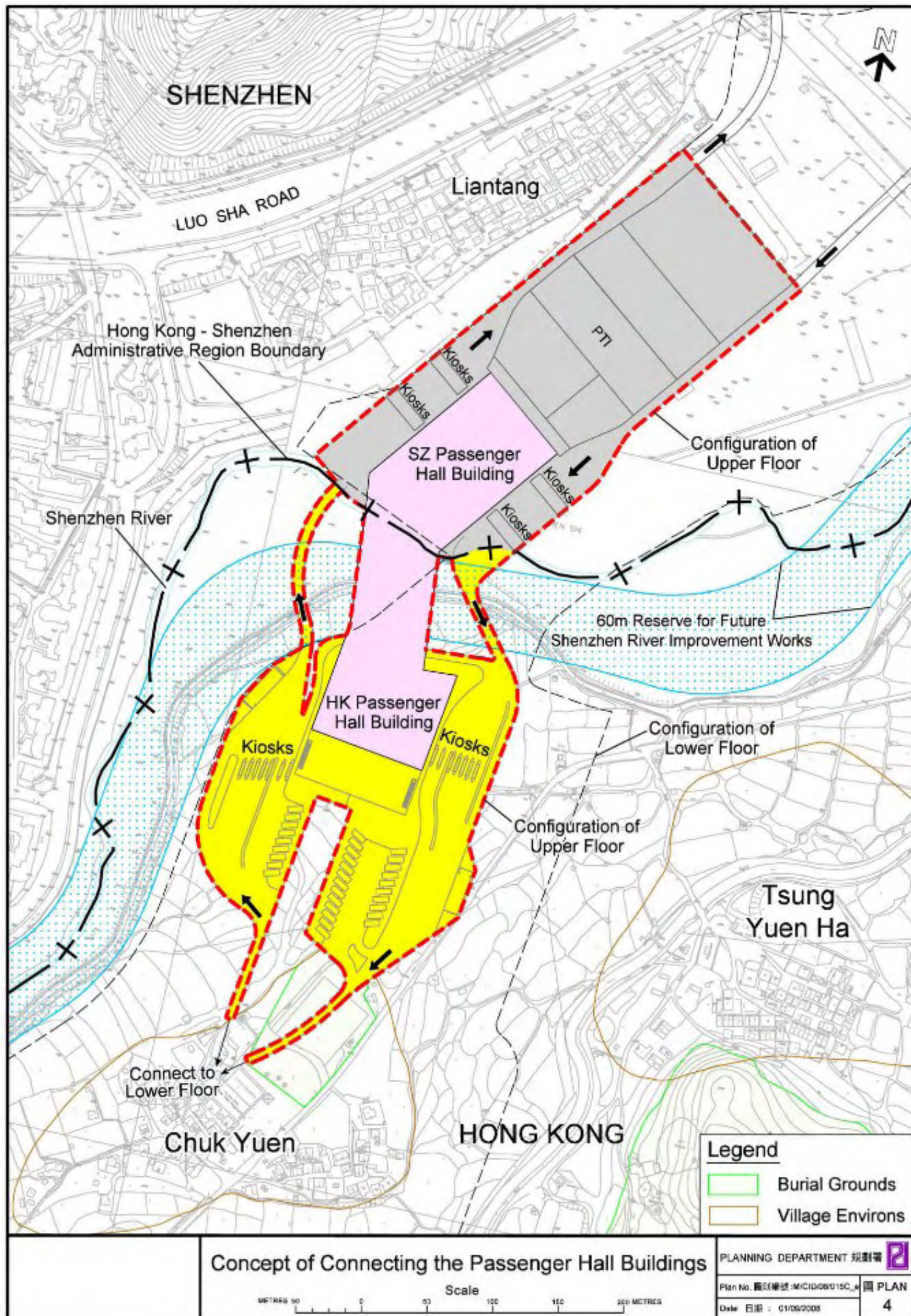
- Burial Grounds
- Village Environs

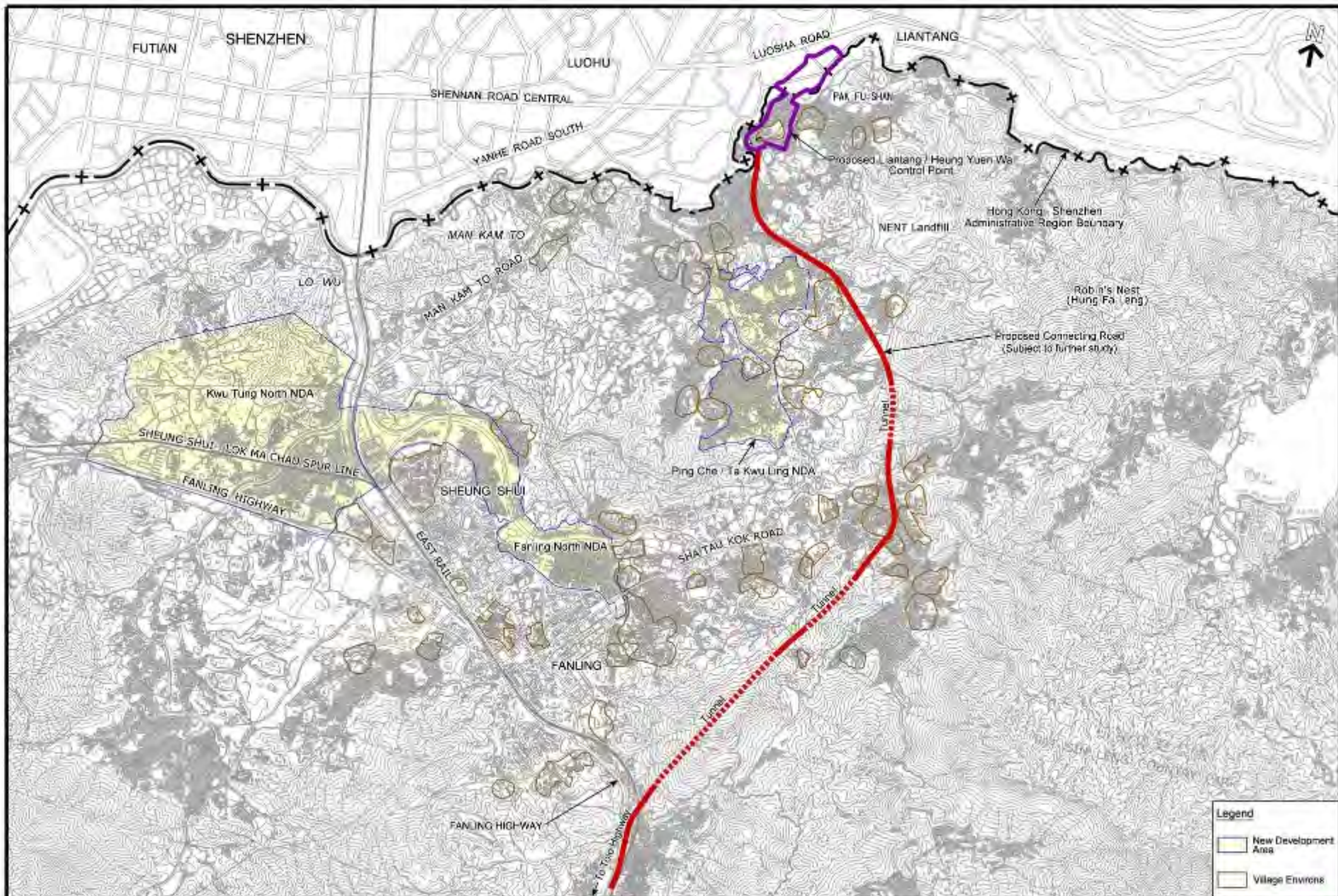
PLANNING DEPARTMENT 規劃署

Plan No. 圖則編號: M/CID/0110 PLAN

Date 日期: 01/09/2008

3





Proposed Alignment of the Connecting Road from the
Proposed Liantang / Heung Yuen Wai Control Point

PLANNING DEPARTMENT 規劃署

Plan No. 圖則編號: M/CID/08/000D_0 PLAN

Date 日期: 02/09/2008 5

Environmental, Sustainability, Financial and Civil Service, and Economic Implications of the Recommendation

Environmental Implications

A preliminary environmental assessment on ecology, cultural heritage, noise, vehicular emissions, waste management and water quality for the proposed development has been carried out for the proposed BCP and connecting road. Environmental impacts during construction stage have also been assessed. It concludes that with the implementation of effective control and mitigation measures, the environmental impacts of the proposed BCP and connecting road could be appropriately controlled to meet the established criteria. The proposed development including the BCP, connecting road and improvement works to SZ River will fulfil statutory and administrative requirements including the Environmental Impact Assessment Ordinance as part of the implementation process.

Sustainability Implications

2. According to the preliminary sustainability assessment, the proposed BCP development helps improve mobility and brings positive impacts to the economy. However, it would also cause changes to the existing rural landscape character and adverse impacts on environment, natural resources and cultural vibrancy. As the development will require clearance and resettlement of the whole Chuk Yuen Village, effects on the local community are also anticipated. Furthermore, with the development of BCP, price of housing and local services in the area may increase. The improvement in transportation network would also hasten community disintegration in the area.

3. The impacts resulted to the residents and the nearby communities should be properly considered and proper mitigation measures be arranged to avoid possible disturbance to the community as far as possible. Detailed sustainability assessment will be carried out at a later stage when the Government draws up concrete details of the proposal including the layout, connecting road and SZ River improvement works, taking into account comments received during the public consultation exercise.

Financial and Civil Service Implications

4. The total capital cost of the proposed development is estimated to be \$8.6 billion* (in September 2007 prices). The project is estimated to incur an additional cost of \$1 billion for land clearance. Funding has been earmarked for the project.

5. Bureaux and departments concerned will absorb the additional workload arising from the implementation of the proposal as far as possible. In particular, they are expected to meet the additional costs in relation to project delivery with their existing allocations. However, they may seek additional resource requirements in accordance with the established resource allocation procedures if necessary.

Economic Implications

6. The new cross boundary access will provide a direct and efficient access to the eastern part of GD and adjacent provinces like Jiangxi and Fujian by linking up HK with the SZ Eastern Corridor. The closer transport links will further extend economic hinterland of HK, boost local economy and promote regional development. The provision of a higher quality, comfortable and convenient access will also facilitate passengers' flows and foster social and economic integration between HK and SZ.

7. The new BCP will help re-distribute cross-boundary traffic among existing control points like MKT and STK BCPs, thus alleviating the traffic problems and enhancing the handling capacity and service quality of these BCPs.

8. Besides, construction of the connecting road will also enhance the overall transport network in the eastern part of New Territories, including in particular the New Development Areas in Kwu Tung North, Fanling North and Ping Che/Ta Kwu Ling, which have been earmarked in the Policy Address as one of the ten major infrastructure projects for economic growth.

* This includes \$6.1 billion for the capital costs for roads and civil works for the BCP, \$1.9 billion for capital works for BCP building and associated works, and \$0.6 billion for the SZ River improvement works.



深圳連接口岸的主要道路

MAJOR BOUNDARY CONTROL POINT CONNECTING ROADS IN SHENZHEN

