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Panel on Development

Meeting on 22 July 2013

**Background brief on the planning and engineering study for
the Hung Shui Kiu new development area**

Purpose

This paper sets out the background to the Administration's planning and engineering study for the Hung Shui Kiu new development area and a brief account of the views and concerns expressed by Members since the 2010-2011 legislative session on the study.

Background

2. The Planning and Development Study on North West New Territories ("NWNT Study"), commissioned in 1998 and completed in 2003, identified Hung Shui Kiu ("HSK") as a suitable new development area ("NDA") to cater for the long-term development needs of Hong Kong. In view of the slower growth of the population, the proposal was shelved pending a comprehensive review of the need for strategic development areas in the "Hong Kong 2030: Planning Vision and Strategy" ("the HK2030 Study")¹. The HK2030 Study recommended proceeding with the North East New Territories ("NENT") NDAs and the HSK NDA to address the long-term housing demand and provide employment opportunities. In his 2007-2008 Policy Address, the Chief Executive ("CE") announced the

¹ The HK2030 Study which was completed in 2007 updates the territorial development strategy for Hong Kong with a view to recommending a spatial development pattern to respond to various social, economic and environmental needs in the next 20 to 30 years.

planning for the HSK NDA as one of the 10 major infrastructure projects for economic growth.

The planning and engineering study

3. The Administration briefed the Panel on Development ("the Panel") in January 2011 on its proposal to carry out the planning and engineering study for the HSK NDA ("the P&E Study"). On the recommendation of the Public Works Subcommittee ("PWSC"), the Finance Committee ("FC") approved a relevant funding proposal at an estimated cost of \$70.4 million in April 2011.

4. The P&E Study, commenced in August 2011 and scheduled for completion by 2014, will formulate sustainable and feasible planning and development proposals for the HSK NDA. A location plan showing the study area² of the proposed HSK NDA is at **Appendix I**. According to the Administration, the final boundary of the NDA will be confirmed in the P&E Study. The Study includes, inter alia, preparation of the Preliminary Outline Development Plan ("PODP"), the Recommended Outline Development Plan and the Recommended Layout Plans. The key issues such as public aspiration for a better quality living environment with low carbon living; land requirements for public and private housing, commerce and industries including port back-up and open storage uses; employment opportunities; transport linkages with other parts of the territory; implementation strategies etc., set out at **Appendix II**, will be addressed in the P&E Study. To engage the public in planning the HSK NDA, the project includes a three-stage community engagement exercise. The Stage 1 community engagement was conducted from November 2010 to February 2012 for the public to provide inputs for preparing the PODP.³

Development schedule

5. In discussing the P&E Study, members generally showed support for the HSK NDA project. Some members were however concerned about the long lead time required for implementing the entire development project, and enquired when the first lot of land would be made available in

² According to the Administration, the tentative location of the HSK NDA under the P&E Study covers an area of about 790 hectares.

³ According to the Administration, in order to collect public views on the key issues for the P&E Study as early as possible, the Stage 1 community engagement was commenced in advance of the Study. It was conducted in two rounds -- first round from November 2010 to January 2011; second round from December 2011 to February 2012.

the NDA for housing development. As advised by the Administration, the P&E Study would take about 30 months to three years to complete, to be followed by a statutory plan-making process and procedures for land resumption and clearance. Some members cautioned that the community engagement exercises might impede the progress of the project. They urged the Administration to compress the project timeframe and consider implementing the proposed development in phases.

6. The Administration responded that it was necessary to undertake the P&E Study to look into the planning circumstances, which had changed a lot since the completion of the NWNT Study in 2003. The timetable for the P&E Study was tight but the Administration would strive to expedite the process as far as possible, without compromising the quality of the P&E Study and the thoroughness of the community engagement exercises. Time would also be needed for seeking funding approvals, land resumption and clearance, detailed designs of individual works projects etc. While ascertaining that the first package of site formation and engineering works would be commenced in 2019 at the earliest, the Administration assured members that it would explore the feasibility of advancing the engineering works for those sites with less complicated land and re-housing issues to meet the public's aspiration for early implementation of the NDA.

Design and planning considerations

7. When considering the funding proposal for the P&E Study in April 2011, some FC members urged the Administration to learn from the lessons of the Tin Shui Wai development and ensure the provision of sufficient local employment opportunities and community services such as hospital, community centres, public libraries etc. Some other members held the view that the Administration should set aside more land for the development of high value-added industries conducive to the sustained development of the local economy and consider relocating part of the Government bureaux/departments to the proposed HSK NDA to vitalize the area. There were suggestions that the Administration should earmark a site for petrol cum liquefied petroleum gas filling stations in the proposed NDA, and provide a municipal market near Tin Shui Wai to serve the residents of both areas.

8. The Administration assured members that in carrying out the P&E Study, it would take into account the economic development and employment opportunities in the proposed HSK NDA as well as the need of community facilities based on the projected population. Efforts would be made to facilitate provision of commercial activities at the street level in

the NDA such that residents would not need to rely solely on shopping centres for their daily necessities. While retail and entertainment facilities mainly meeting the need of the future population would be provided in the planning of the proposed NDA, land would also be provided in the area for the development of high value-added industries.

Provision of transport facilities

9. Some PWSC members were concerned about the accessibility of the proposed HSK NDA. There were suggestions that the construction of the Northern Link should be commenced early so as to provide connection with the West Rail Line to facilitate the development of HSK. Taking into consideration that the proposed HSK NDA was a basin surrounded by hills and air pollution could not be easily dispersed, some members enquired whether consideration would be given to develop environmental-friendly transportation facilities in the area.

10. The Administration replied that transport would be one of the foci of the P&E Study and the plan was to make the proposed NDA railway-accessible. The Study would provide inputs to the review and update of the Railway Development Strategy 2000 and take into account the recommendations of the review on the construction of the Northern Link. To reduce carbon emission in the proposed NDA, consideration would be given to the provision of cycle tracks as well as the deployment of electric cars and a light rail network. Planning and technical assessments on the environmental, traffic and air ventilation impacts of the recommended proposals would be thoroughly carried out in the process of the P&E Study.

Land resumption and clearance

11. Panel members were concerned about the practical difficulties in carrying out land resumption in the proposed HSK NDA. There were suggestions for the P&E Study to cover an assessment on public reaction to land resumption. Noting that about 64% of the land in the proposed NDA was privately-owned, some members cast doubt on whether the Administration could complete the related land resumption and clearance on schedule.

12. In response, the Administration advised that small house applications within the village zones in the prevailing Outline Zoning Plans would not be affected by the P&E Study. The extent of land acquisition required for the implementation of the proposed NDA project had yet to be

studied. The Administration assured members that the P&E Study would carefully examine the social and economic implications of any land resumption and clearance exercise arising from the development of the NDA and would not under-estimate the challenges in the implementation of the project.

13. At the briefing by the Secretary for Development on the relevant policy initiatives in the CE's 2013 Policy Address to the Panel on 22 January 2013, a member queried whether the Administration's resumption of land from private developers or individual land owners in NENT and HSK would violate Articles 6 and 105 of the Basic Law, which were about protection of private property rights. He stressed that in developing land, the Administration had to abide by the Basic Law and the law of Hong Kong. In response, the Administration asserted that it would act according to the law and, when in doubt, would seek legal advice.

Recent Developments

14. In his 2013 Policy Address, CE announced that following NENT NDAs, the HSK NDA would be the next major development project for increasing long-term land supply. According to preliminary assessments, the HSK NDA project could provide over 400 hectares of developable land. CE has stated that the Administration will step up its efforts in formulating a PODP for embarking on the next stage of public engagement.

15. The Administration will brief the Panel at its meeting on 22 July 2013 on the Stage 2 community engagement exercise of the P&E Study and the PODP for the HSK NDA.

Relevant papers

16. A list of relevant papers is shown at **Appendix III**.

洪水橋新發展區規劃及工程研究 ——
規劃及工程研究區位置圖

Planning and engineering study for Hung Shui Kiu new development area --
Location plan of the P&E Study area



資料來源： 規劃署及土木工程拓展署有關"洪水橋新發展區規劃及工程研究"的網站
(http://www.pland.gov.hk/pland_en/p_study/prog_s/hsk_nda/index_b5.html)

Source: The Planning Department's and the Civil Engineering and Development Department's website for "the Planning and Engineering Study for Hung Shui Kiu new development area"
(http://www.pland.gov.hk/pland_en/p_study/prog_s/hsk_nda/index_e.html)

Key issues relating to the planning, design and implementation of the Hung Shui Kiu new development area

Some key issues relating to the planning, design and implementation of the Hung Shui Kiu new development area ("HSK NDA") are set out in the Administration's paper for the meeting of the Panel on Development on 25 January 2011⁴ as follows:

Strategic Role of the HSK NDA

- (a) Being close to the Hong Kong-Shenzhen boundary, the NDA has been identified in the HK2030 Study as having potential for meeting strategic land use requirements such as special industries. With the increasing economic integration between Hong Kong and Shenzhen, and noting the positioning of Qianhai development as a Hong Kong-Guangdong modern service industry innovation and co-operation exemplary zone, we will seek major stakeholders' views on the development opportunities taking advantage of the strategic location of the HSK NDA.

Quality Living Environment

- (b) Development Intensity and Population Capacity -- the HK2030 Study assumes that the HSK NDA could accommodate a population of 160,000. To meet the rising public aspiration for lower density development and quality living environment on the one hand and to capitalize on the planned railway infrastructure (Please see paragraph (g) below) and increase housing land supply on the other hand, the optimal development intensity in the NDA will need to be assessed critically.
- (c) Low Carbon Eco-city -- there is public expectation that newly planned areas should be more environmentally friendly in terms of low carbon emission, resources saving, good urban design, greening as well as heritage and ecological conservation. We will examine innovative and pragmatic measures according to the principle of sustainable development to address these public expectations.

⁴ Source: LC Paper No. CB1100/10-11(05)
(<http://www.legco.gov.hk/yr10-11/english/panels/dev/papers/dev0125cb1-1100-5-e.pdf>)

Harmonious Community

- (d) Balanced Housing Mix - the appropriate proportion of public rental housing and private housing in the NDA will be assessed prudently for the development of balanced communities.
- (e) Having regard to past experience of our new towns, we need to ensure that supporting community facilities and services would be provided in a timely manner to serve future residents of the NDA. The local concerns on the integration of new development with existing settlements will also be duly considered in the planning of the NDA. We will engage academics, sociologists and practitioners in community services in the study process to provide expert advice on the social aspects of the NDA development.

Provision of Employment Opportunities

- (f) In addition to the population-related economic/social facilities such as local retail, services and community facilities, other commercial/business/industrial developments will also be planned. These will generate employment opportunities for the residents within the NDA as well as the existing nearby new towns.

Efficient and Environmentally-friendly Transport Link

- (g) To enhance the mobility of future residents, we will emphasise on provision of efficient and environmentally-friendly transport linkages with other parts of the territory in the planning of NDA. Reservation has already been made for the West Rail Hung Shui Kiu Station. We will also take into account the findings of the Railway Development Strategy (RDS-2) Review which is scheduled to commence in the second quarter of 2011 in considering the feasibility and timing for implementation of the HSK Station and other railway infrastructures. Apart from railway, other environmentally-friendly public transport facilities will also be explored to offer residents choices of transport mode for commuting within the NDA and to other parts of the territory, including the main urban areas.

Port Back-up and Open Storage Uses

- (h) Port back-up and open storage uses proliferate in the study area. We will review the land demand for such uses in the area and tackle the environmental and traffic problems arising from incompatible use through comprehensive planning.

Implementation

- (i) The NDA covers mainly private land amidst scattered villages, some of which are occupied by non-recognized village settlements, domestic squatters or various forms of business undertakings. Whilst land resumption and clearance will be inevitable in taking forward the NDA development, the social and economic disruptions created have to be carefully managed.

Appendix III

Planning and engineering study for the Hung Shui Kiu new development area

List of relevant papers

Council/Committee	Date of meeting	Paper
Panel on Development	25 January 2011	Administration's paper on "PWP Item No. 733CL -- Review studies on Hung Shui Kiu new development area: consultants' fee and site investigation" (LC Paper No. CB(1)1100/10-11(05)) http://www.legco.gov.hk/yr10-11/english/panels/dev/papers/dev0125cb1-1100-5-e.pdf Minutes of meeting (LC Paper No. CB(1)1669/10-11) http://www.legco.gov.hk/yr10-11/english/panels/dev/minutes/dev20110125.pdf
Public Works Subcommittee	9 February 2011	Administration's paper on "733CL -- Review studies on Hung Shui Kiu new development area -- consultants' fees and site investigation (LC Paper No. PWSC(2010-11)37) http://www.legco.gov.hk/yr10-11/english/fc/pwsc/papers/p10-37e.pdf Administration's follow-up response to the meeting of 9 February 2011 on "733CL -- Review studies on Hung Shui Kiu new development area -- consultants' fees and site investigation" (LC Paper No. PWSC51/10-11) http://www.legco.gov.hk/yr10-11/english/fc/pwsc/papers/pwsc0209pwsc-51-e.pdf Minutes of meeting (LC Paper No. PWSC54/10-11) http://www.legco.gov.hk/yr10-11/english/fc/pwsc/minutes/pwsc20110209.pdf

Council/Committee	Date of meeting	Paper
Finance Committee	15 April 2011	Minutes of meeting (LC Paper No. FC118/10-11) http://www.legco.gov.hk/yr10-11/english/fc/fc/minutes/fc20110415.pdf Supplementary information on "733CL -- Review studies on Hung Shui Kiu new development area -- consultation fees and site investigation" (LC Paper No. FC111/10-11) http://www.legco.gov.hk/yr10-11/english/fc/papers/fc0415fc-111-e.pdf
Panel on Development	22 January 2013	Administration's paper on "2013 Policy Address -- Policy Initiatives of Development Bureau" (LC Paper No. CB(1)428/12-13(03)) http://www.legco.gov.hk/yr12-13/english/panels/dev/papers/dev0122cb1-428-3-e.pdf Minutes of meeting (LC Paper No. CB(1)735/12-13) http://www.legco.gov.hk/yr12-13/english/panels/dev/minutes/dev20130122.pdf