

**Legislative Council
Panel on Home Affairs and Panel on Development
Joint Subcommittee to Monitor the Implementation of the
West Kowloon Cultural District Project**

Follow-up to meeting on 25 February 2013

(A) The approved Development Plan ("DP") of the West Kowloon Cultural District ("WKCD")

1. In respect of the approved DP and the key development parameters of WKCD, the Administration/the West Kowloon Cultural District Authority ("WKCDA") was requested to:

- (a) provide a three-dimensional plan showing the building height profile of future developments in WKCD;**

Please see attached the requested plan (**Annex 1**).

- (b) provide information on the measures/facilities to be put in place to enhance pedestrian accessibility to and within WKCD, as well as to improve the connectivity of WKCD with its neighbouring districts (in particular Yau Ma Tei and Jordan areas);**

Accessibility and connectivity are two of the seven Planning and Design Principles for the development of WKCD. "Vehicle-free" design concept has been adopted for the district and all servicing facilities will be put underground, creating a safe and leisure environment for pedestrians and enhancing the air quality at ground level. Most of the buildings in WKCD will be interconnected with a tree-shaded avenue running from the east to the west.

Pedestrian connections to the areas outside WKCD are primarily through the provision of grade-separated pedestrian deck, footbridges and subways. **Annex 2** shows the pedestrian connections with the adjoining developments and major public transport nodes. These connections will be completed progressively to dovetail with the commissioning of various arts and cultural venues. The proposed footbridge/subway connections are briefly described as follows -

- (i) Kowloon Park Bridge and China Ferry Terminal Bridge – Upon relocation of the existing Tsim Sha Tsui Fire Station Complex and subject to future demand and investigation on feasibility, a footbridge can be provided over Canton Road to link WKCD and Kowloon Park to facilitate pedestrian access to the Tsim Sha Tsui (TST) district, including MTR TST Station. The footbridge will be phased with an initial connection to China Ferry Terminal and public transport interchange within the terminal.
- (ii) Extension of Existing Austin Road Subway – The existing Austin Road pedestrian subway which is already connected to MTR Austin Station will be extended and improved, to connect to the basement of Xiqu Centre.
- (iii) Landscape Deck Connection – Subject to demand and justifications, a pedestrian connection will be formed by utilising the planned landscape deck for noise mitigation over Austin Road West to link up WKCD and MTR Austin Station.
- (iv) The Elements West Connection (ICC Bridge) – This footbridge over Austin Road West will connect the Artist Square of WKCD and retail zone of the Elements shopping mall.
- (v) Kowloon Station Connection (Anchorage Bridge) – This footbridge will link the northern tip of WKCD and the concourse of MTR Kowloon Station. It provides direct connection to the Elements shopping mall and linkage to the check-in area of the Airport Express Line.

The photomontages of the bridges are shown in **Annex 3**.

The Transport Department has recently completed a traffic study on the pedestrian links for the West Kowloon Development Area (WKDA) and its connections with surrounding districts. The study findings were presented to the Traffic and Transport Committee of Yau Tsim Mong District Council in November 2012. Below are the two preferred options of pedestrian links identified under the study –

- (i) Pedestrian Link 1 (WKDA – Jordan) – Subway along Jordan Road via Shanghai Street and Bowring Street
- (ii) Pedestrian Link 2 (WKDA – TST) – Using/Upgrading existing walkways within Kowloon Park

Annex 4 and **Annex 5** show the conceptual layouts of these two preferred options, which are being studied. The feasibility of these options can only be ascertained in the next stage of the study. As such, there is no firm programme at the current stage.

- (c) **explain whether the approved DP and the key development parameters could be amended and if so, the procedures required for making such applications; and**

In accordance with section 21 of the West Kowloon Cultural District Authority Ordinance, WKCDA is required to prepare a DP to lay out the land use(s) for WKCD and submit the DP to the Town Planning Board (TPB) for consideration. The DP was gazetted under the Town Planning Ordinance (TPO) in March 2012 and approved by the Chief Executive in Council in January 2013. Any subsequent amendments to the DP will be governed by the TPO.

To provide flexibility for future development needs, a standard provision is incorporated in the DP to allow applications for minor relaxation of maximum gross floor area (GFA) or building height restrictions under section 16 of the TPO. There is no quantifiable definition of minor relaxation and each application will be considered by TPB on its individual merits.

If a proposal significantly deviates from the DP, such as introducing a change in land use zoning or a major increase in development parameters, the application for the proposed amendments to the DP has to be made under section 12A of the TPO. Upon TPB's agreement to the section 12A application, the DP will be amended and gazetted under section 5 of the TPO for the public to make representations.

The planning application should be supported by relevant technical assessments to demonstrate that the proposal would not cause adverse impact on the environment, drainage, traffic, visual and landscape aspects etc.

- (d) **respond to a member's suggestion that the Administration/WKCDA should consider increasing the maximum plot ratio for the WKCD site, say, from 1.81 to 3, given the scarcity of land resources in Hong Kong and the**

calls of the arts and cultural sectors for providing more arts and cultural facilities in WKCD.

The development density and approach for WKCD are the outcome of consultations over a long period of time. Apart from the statutory public consultation conducted by the Government on the South West Kowloon Outline Zoning Plan, the WKCDA has also conducted a three-stage Public Engagement exercise on the overall planning of WKCD and eventually selected the “City Park” conceptual plan by Foster + Partners as the basis for the preparation of the DP for WKCD. The DP has undergone the statutory planning and public consultation process, which was completed in January this year. On the premise of prudent financial management, WKCDA aims to take forward the WKCD project as soon as possible, so as to create a world-class arts and cultural hub for the early benefit of the community.

Any substantial amendment to the DP at this stage may result in delay of the implementation timetable of the WKCD project. That said, similar to other outline zoning plans, a standard provision is incorporated in the DP for WKCD allowing application for minor relaxation of maximum GFA or building height restrictions under section 16 of the TPO. This provides flexibility for future development needs.

WKCDA has strived to maintain close communication with the arts and culture sector and to gauge stakeholders’ views on WKCD’s arts and cultural facilities through various means, with a view to striking a balance between different social and artistic demands. For instance, it is planned that Literary Arts Space for literary arts activities and programmes, Arts and Craft Studio, offices for arts-related uses and other ancillary facilities will be provided in WKCD. The detailed design and operation of these facilities will be further explored. WKCDA will continue to listen to stakeholders’ views in order to provide suitable arts and cultural spaces to encourage arts creation and to support local and visiting art groups.

2. Members noted from paragraph 12 of the Administration’s paper (LC Paper No. CB(2)658/12-13(01)) that WKCDA would commission a consultancy study to formulate an appropriate development approach to implement the integrated design as envisaged in the Conceptual Plan “City Park” designed by Foster + Partners. WKCDA was requested to:

- (a) provide information on the purposes of and timetable for the aforementioned consultancy study, as well as whether and how the public and the Legislative Council Members would be engaged in the study; and**

As F+P's design concept involves integration of land uses on top of an integrated basement infrastructure serving the whole district, the Integrated Development Consultancy Study being commissioned by WKCDA will formulate a plan for the implementation of the technical, legal, financing and interfacing requirements for the timely and effective execution of the integrated development design concepts of F+P. The Study will be completed around end of 2013.

On public engagement, WKCDA has carried out a three-stage Public Engagement exercise in preparing the DP. When the DP was gazetted under the TPO, the public made representations and comments on the DP, which were then considered by TPB before the DP was submitted to the Chief Executive in Council for approval. If planning approval is required from TPB in accordance with the statutory planning control imposed by the DP, such as residential development within WKCD, public comments will be solicited for TPB's consideration. Moreover, WKCDA will continue to engage the arts community and community groups concerned in various design and operation issues. The Integrated Development Consultancy is not by itself a planning or design study, but to explore effective means to implement the planning and design proposals already adopted. WKCDA will update LegCo and the public on the findings of the consultancy at a suitable juncture and engage them on any changes to the key development parameters for the WKCD project.

- (b) explain whether, and to what extent, the study would impact upon the current works projects being undertaken by WKCDA.**

WKCD's early development will start at the eastern (Xiqu Centre) and western ends (the Park), which are mostly stand-alone land parcels and can largely be implemented by making use of the existing infrastructure at Canton Road and Austin Road West. As aforementioned, based on F+P's design concept, land uses in WKCD will be integrated with each other on top of an integrated infrastructure basement. The arrangement and coordination for such integration is the subject of the Integrated Development

Consultancy. The findings of the consultancy will be useful in determining the way forward on implementing the central and later portion of WKCD involving the integrated infrastructure basement.

3. In respect of the development mix for WKCD, WKCDA was requested to:

- (a) provide information on how the type/mix of retail, dining and entertainment uses would be determined and whether preference would be given to small local operators; and**

The retail, dining and entertainment (RDE) facilities in WKCD not only promote the vibrancy of the area but also serve as an income source for the arts and cultural facilities that may not be financially sustainable by themselves. The financial aspect of the RDE facilities, including their types and mix, will be studied under the Integrated Development Consultancy, and an RDE strategy will be formulated to guide the design of those facilities and the future tenant mix.

WKCDA is mindful of the need to provide opportunities for local operators irrespective of their size. For example, under F+P's concept, there will be a Market Street designated for small and local retail operators next to Xiqu Centre as well as space for small-scale retail provisions in the Park and the promenade. These will be pursued in the detailed design of the retail space in WKCD.

- (b) advise on whether designated areas/facilities would be provided to local young budding artists and small-sized arts groups to stage performances in WKCD and if so, the relevant details.**

Among the 15 core performing arts venues planned in the Development Plan, seven have 400 seats or less. These venues are suitable for budding artists and smaller arts groups to stage performances. WKCDA also plans to provide an outdoor theatre, piazzas and performance spaces of different sizes in the Park and other open space to encourage free artistic expression. In the visual arts area, pavilions will be built for the presentation of smaller-scale exhibitions. In addition, floor areas of nearly 30,000m² at various locations are designated for arts education,

creation and rehearsal in response to the demand of local artists and arts groups.

4. The Administration/WKCDA was requested to respond to some members' concerns about air ventilation and air quality in WKCD, and a view that on-shore electricity supply should be provided for cruises berthing at the Ocean terminal so as to reduce emissions from the cruises which would affect the air quality in WKCD.

As mentioned above, most of the vehicular traffic in WKCD will be put underground for the provision of a safe, green and pedestrian-friendly environment at ground level for public enjoyment. The ventilation system at the basement will be carefully designed to deal with vehicle emissions inside with due consideration for air quality and comfort level. Exhaust vents of the ventilation system will be carefully positioned to avoid any adverse impact on pedestrians and air sensitive receivers.

Regarding the overall air quality in WKCD, the related impact study for the WKCD project has covered emissions from road traffic, ventilation buildings/shafts of railway lines and the Western Harbour Tunnel as well as marine vessels in the vicinity. The above impact assessment has factored in the current mode of operation of the Ocean Terminal, and indicates that the air quality in WKCD will comply with the requirements under the Environmental Impact Assessment Ordinance. As for the suggestion on the provision of on-shore electricity supply for cruises berthing at the Ocean terminal so as to reduce emissions from the cruises, its justifications, technical feasibility, funding and legal implications need further study. The air quality impact study for the WKCD project will be updated if there is any change to the mode of operation of the Ocean Terminal.

(B) Xiqu Centre Design Competition

1. Members noted that based on the chosen design, the estimated cost for the Xiqu Centre (Phase 1) and related facilities was about HK\$2.7 billion (at money-of-the-day prices). However, the cost estimate for the relevant parts of the Xiqu Centre in 2006 was HK\$1.3 billion. WKCDA was requested to:

- (a) provide detailed explanations for the substantial increase in the estimated cost, including the extent to which the cost**

increase was caused by construction cost escalation and/or a revision/enhancement of the project scope; and

The original project estimate for Xiqu Centre was \$1.3 billion in money-of-the-day prices (MOD) according to the Recommendations of the Consultative Committee on the Core Arts and Cultural Facilities of the West Kowloon Cultural District (CC Case), comprising both Phase 1 and Phase 2 of Xiqu Centre but without any design details for the project. The present estimate of \$2.7 billion (MOD) is based on the current scope of Xiqu Centre (Phase 1), which includes additional accommodation in response to public views, such as the arts education facilities and increased open space, plus the costs for car parking and RDE facilities. Hence, the current estimate of \$2.7 billion is not directly comparable to the original estimate of \$1.3 billion. As reflected by the upsurge of the Government's Building Works Tender Price Index (BWTPI) over the past six years, that is, from 751 in 2006 Q3 to 1467 in 2012 Q3 (increase by 95.3%), construction cost escalation is the major factor leading to the substantial increase in the project estimate.

(b) provide a breakdown of the latest cost estimate of \$2.7 billion and advise on whether and how the cost could be reduced.

Assuming that the construction cost escalation will continue from 2013 to 2016 with an annual rate of 6%, there will be a further increase of 21.1% on top of 95.3%, giving rise a total increase of 137% ($1.953 * 1.211 = 2.37$) as compared with the figure in 2006. The budget of \$2.7 billion is an estimated ceiling based on the current accommodation for Xiqu Centre (Phase 1), taking into account the projected magnitude of increase of the BWTPI of 237% from 2006 Q3 to 2016.

The estimated target budget of \$2,723M is made up of:

(1) Total construction cost	\$2,269M
(2) Fee, management cost and other project wide expenses	\$454M
Total:	\$2,723M

The sum of \$2,269M allowed for the total construction cost of Xiqu Centre (Phase 1) is the target budget and WKCDA, together with its design consultant and the quantity surveying consultant, will make every effort to adhere to this target budget. The detailed design of Xiqu Centre is being developed by the design

consultant. A more detailed breakdown of the updated cost estimate will be available when the detailed design is completed. Below are the measures undertaken by WKCDA in cost control:

- (i) During design stage – Rigorous value engineering and cost planning will be carried out to maximise the cost effectiveness of the final design of Xiqu Centre without compromising the quality of Xiqu Centre as envisaged by stakeholders, the public and the international community. WKCDA will make reference to the prevailing economic environment, market prices and independent quantity surveyor's assessments in managing the cost; and
- (ii) During construction stage – Stringent cost control and change management procedures will be implemented to ensure that the out-turn cost will not exceed the target budget as a result of unnecessary design changes.

2. WKCDA was requested to provide information on the financial arrangements considered/to be adopted to ensure completion of the planned facilities in WKCD within the approved upfront endowment of \$21.6 billion.

There have been significant changes in the scope of the WKCD project as compared with the CC Case back in 2006, which was not based on any master plan or design of individual facilities. Newly added features include the Park (as compared with open space), the integrated basement infrastructure with a public road and car parking facilities serving WKCD as a whole (as compared with the isolated and substantially fewer basement car parks and at-grade public roads), a district cooling system and other green initiatives, universal accessibility designs, information and communications technology initiatives, etc. These were not accounted for in the estimate for the upfront endowment.

In addition, the WKCD development spans over a long period of time, during which changes in economic conditions and other relevant factors may affect construction costs. There were significant changes in the economic climate in recent years and construction costs have been on the rise as many infrastructure projects are being undertaken in Hong Kong and the region. As a result, the cost escalation and investment return over the past few years deviate significantly from the long-term assumptions adopted in deriving the endowment.

WKCD A will proactively explore a combination of financial strategies with the aim to deliver the project as planned. These strategies include:

- (i) Designing to approved budgets
- (ii) Value engineering
 - Mitigate site constraints as much as practicable
 - Avoid unnecessary filling and earthworks as much as practicable depending on site conditions
 - Avoid over-provision and excessive safety factor in the design
 - Choose appropriate specifications and materials without compromising the functional requirements
- (iii) Exploring alternative procurement strategies (e.g. public-private-partnership)
- (iv) Seeking donation, sponsorship and funding through naming rights

3. As regards the design competition for the Xiqu Centre, the Administration/WKCD A was requested to:

- (a) advise on whether WKCD A had made known to the shortlisted design teams the estimated cost for the Xiqu Centre and related facilities in 2006 (i.e. HK\$1.3 billion);**

Before the launch of the Xiqu Centre design competition, WKCD A had reviewed the schedule of accommodation for the Xiqu Centre after extensive consultation with the public and stakeholders, and included additional arts education facilities of 2000 square metres and increased open space in the design brief.

According to the CC Case budget provided in the LegCo paper PWSC(2008-09)31 dated 18 June 2008 together with the associated Enclosures, an indicative cost estimate for the construction of the Xiqu Centre (Phases 1 and 2) was \$972 million in 2008 prices (Net Present Value), which excluded the costs for other ancillary facilities such as car park, RDE facilities and open space.

Although the estimate was based on a cost per area assessment without the benefit of any design and the scope of the facility has been adjusted over time, it was included in the competition documents for participants' reference. The participants were

asked to prepare their own cost estimate of the Xiqu Centre based on their proposed design, taking into consideration the vast cost escalation in Hong Kong since 2008.

- (b) **consider members’ suggestion to review the weighting of the assessment criteria to be adopted for the forthcoming design competitions for WKCD, given that the weighting of “cost aspect/value for money” in assessing the design competitions was only 10%; and**

The objectives of the Xiqu Centre design competition were to (i) select a design team which demonstrates that it would be able to work with the Client Team (including the stakeholders) best, and (ii) select a design that is interesting and original, reflecting the exciting and unique purpose of the building, aligns with the overall master plan and is buildable and cost effective.

Based on the above objectives, the following adjudication criteria were agreed by the reputable Jury Panel for the Xiqu Centre Design Competition and endorsed by the Board of WKCDA:

ARCHITECTURAL ASPECTS	40%
Innovation, Creativity, Aesthetics and Identity	25%
Harmonization with neighbourhood and master plan	15%
TECHNICAL ASPECTS	35%
Functionality, buildability, effectiveness, and compliance with statutory requirements	15%
Cost aspects / Value for Money	10%
Programme consideration	10%
SUSTAINABILITY DESIGN ASPECTS	5%
ABILITY TO WORK TOGETHER WITH CLIENT TEAM	20%
	100%

WKCDA notes members’ suggestion to revisit the criteria in future competitions. However, the following factors will need to be taken into consideration:

- (i) As deliverables submitted by the design teams during the competitions are only schematic designs, the cost estimate of the selected one is subject to further review when the

detailed design is completed; and

- (ii) There are many other criteria that are critical in the design competition assessment and cannot be under-estimated.
- (c) **provide information on the role and involvement of the Government in monitoring the conduct of the Xiqu Centre design competition and the measures adopted by WKCDA to contain the cost of the Xiqu Centre.**

The Government played a monitoring role through representation on the Xiqu Centre Steering Committee for Competition to Select Design/Design Consultant as well as on other Committees and the Board of WKCDA. It has been reminding WKCDA to achieve the objectives stipulated in the WKCDA Ordinance, upholding both financial sustainability and the building quality of various facilities.

WKCDA, together with its design consultant and the quantity surveying consultant, will make every effort to adhere to the target budget. Below are the measures undertaken by WKCDA in cost control:

- (i) During design stage – Rigorous value engineering and cost planning will be carried out to maximise the cost effectiveness of the final design of Xiqu Centre without compromising the quality of Xiqu Centre as envisaged by stakeholders, the public and the international community. WKCDA will make reference to the prevailing economic environment, market prices and independent quantity surveyor’s assessments in managing the cost;
- (ii) During construction stage – Stringent cost control and change management procedures will be implemented to ensure that the out-turn cost would not exceed the target budget as a result of unnecessary design changes.

4. WKCDA was requested to give an account of the background leading to its decision to adopt “Xiqu Centre” as the English name for “戲曲中心” and advise on whether the English name would be changed.

The term “Xiqu” has been used in both the artistic and academic fields for decades, representing a unique traditional Chinese art

form which should be differentiated from opera or theatre in the Western culture.

The Performing Arts and Tourism Advisory Group established under the Consultative Committee on the Core Arts and Cultural Facilities (CACF) of the West Kowloon Cultural District was established in April 2006 to collect public views regarding the CACF. In its report submitted to the Consultative Committee, the name “Xiqu Centre” was adopted for the proposed venue in WKCD for the art form concerned. WKCDA has been using “Xiqu Centre” as a working title since its establishment in 2008. With a professional attitude and an open mind, WKCDA will continue to listen to views from the public and stakeholders on this matter.

5. In connection with the future mode of operation of the Xiqu Centre, WKCDA was requested to advise on whether and how an artistic accountability system would be implemented.

In consultation with stakeholders, WKCDA plans to develop and confirm within this year the mode of governance for Xiqu Centre, which will define the artistic and administrative accountability in respect of the facility.

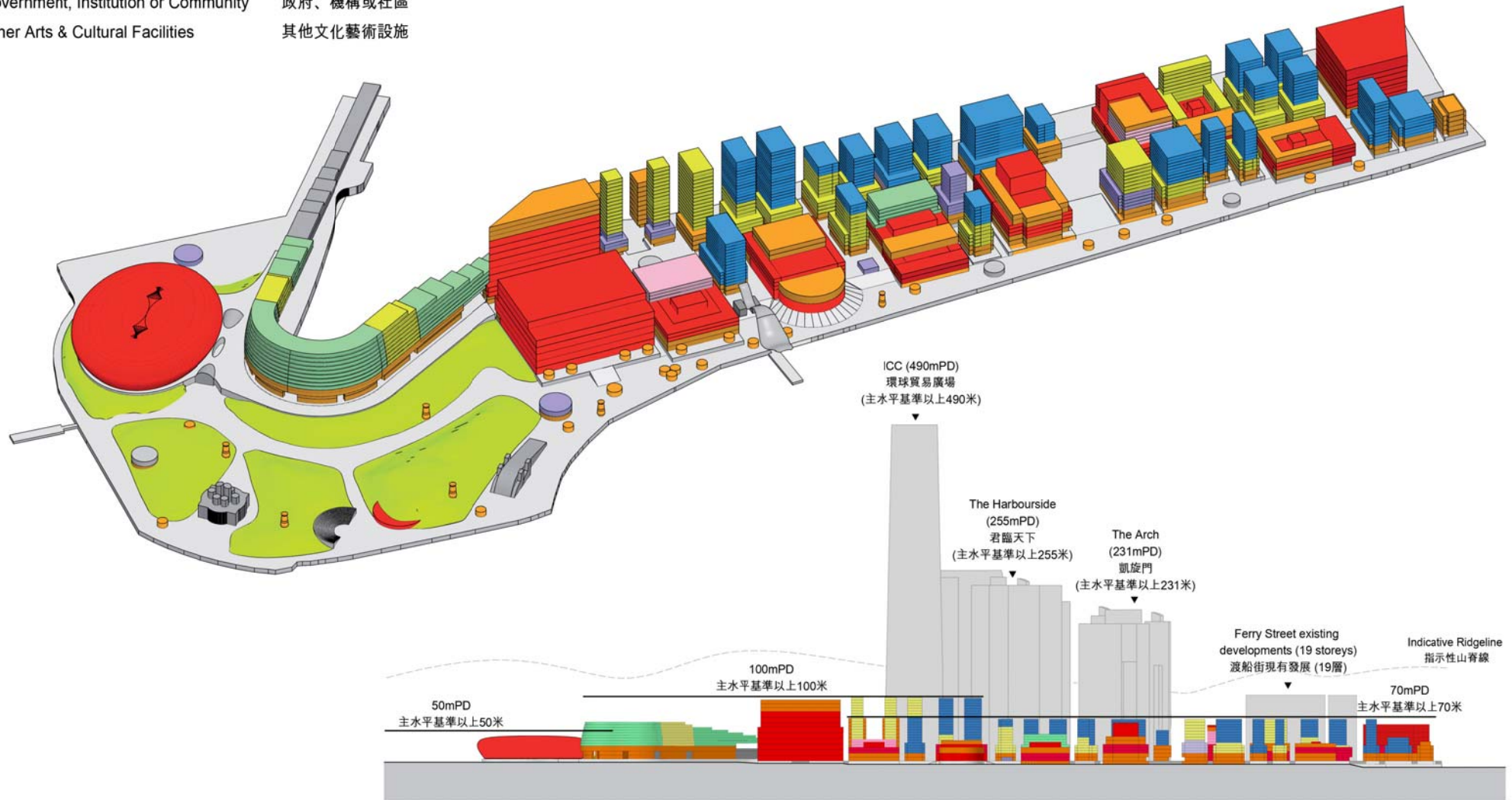
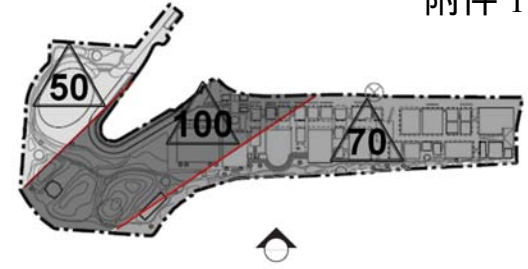
**Home Affairs Bureau
West Kowloon Cultural District Authority
April 2013**

OVERALL BUILDING HEIGHT PROFILE

整體的建築物高度輪廓

LEGEND 圖例

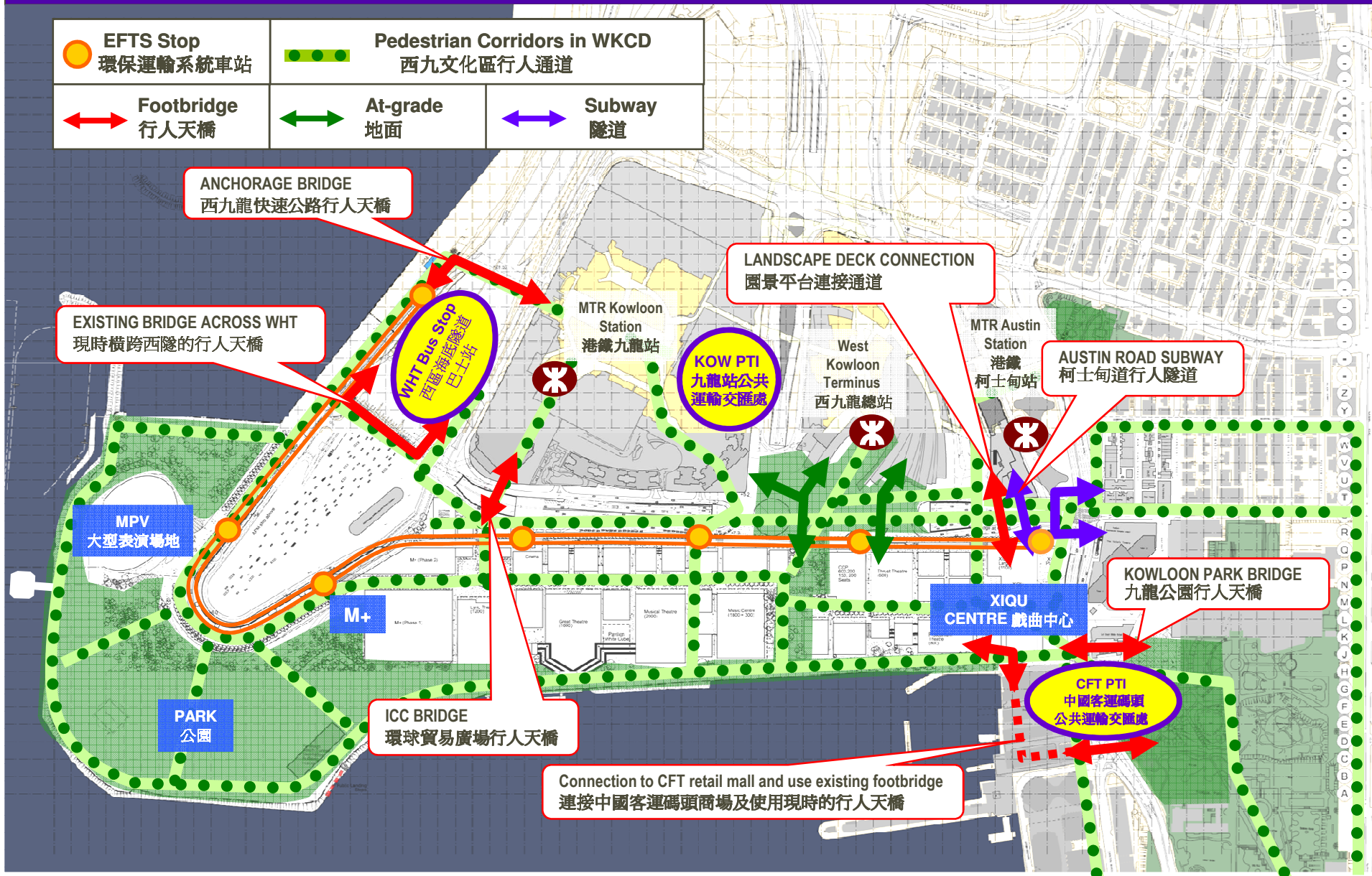
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|--|----------|
| ■ Core Arts and Cultural Facilities | 核心文化藝術設施 |
| ■ Retail / Dining / Entertainment | 零售、餐飲及娛樂 |
| ■ Residential | 住宅 |
| ■ Hotel | 酒店 |
| ■ Office | 辦公室 |
| ■ Government, Institution or Community | 政府、機構或社區 |
| ■ Other Arts & Cultural Facilities | 其他文化藝術設施 |



Pedestrian Connections 行人通道

Annex 2
附件2

 EFTS Stop 環保運輸系統車站	 Pedestrian Corridors in WKCD 西九文化區行人通道	
 Footbridge 行人天橋	 At-grade 地面	 Subway 隧道



Photomontage of Proposed Footbridges

建議的行人天橋合成照



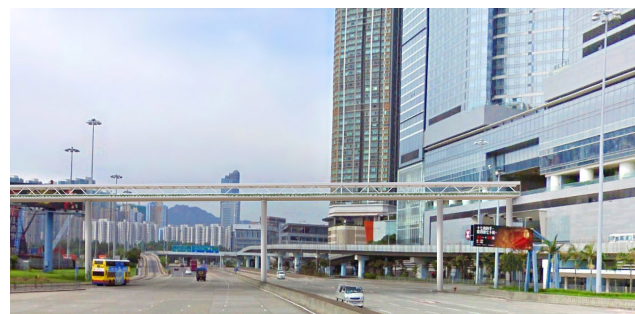
China Ferry Terminal Bridge
中國客運碼頭天橋



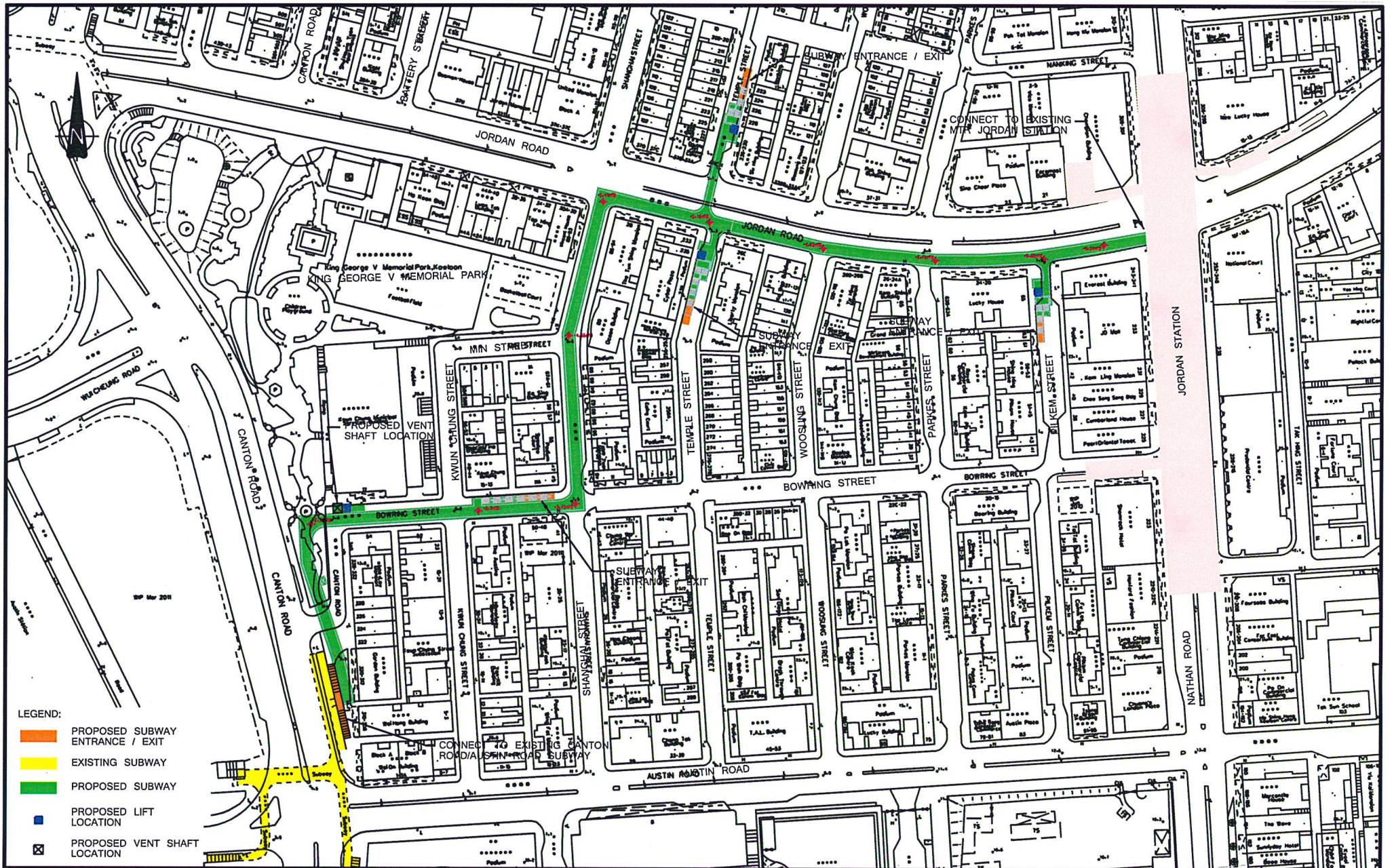
ICC Bridge
環球貿易廣場行人天橋



Kowloon Park Bridge
九龍公園行人天橋



Anchorage Bridge
西九龍快速公路行人天橋

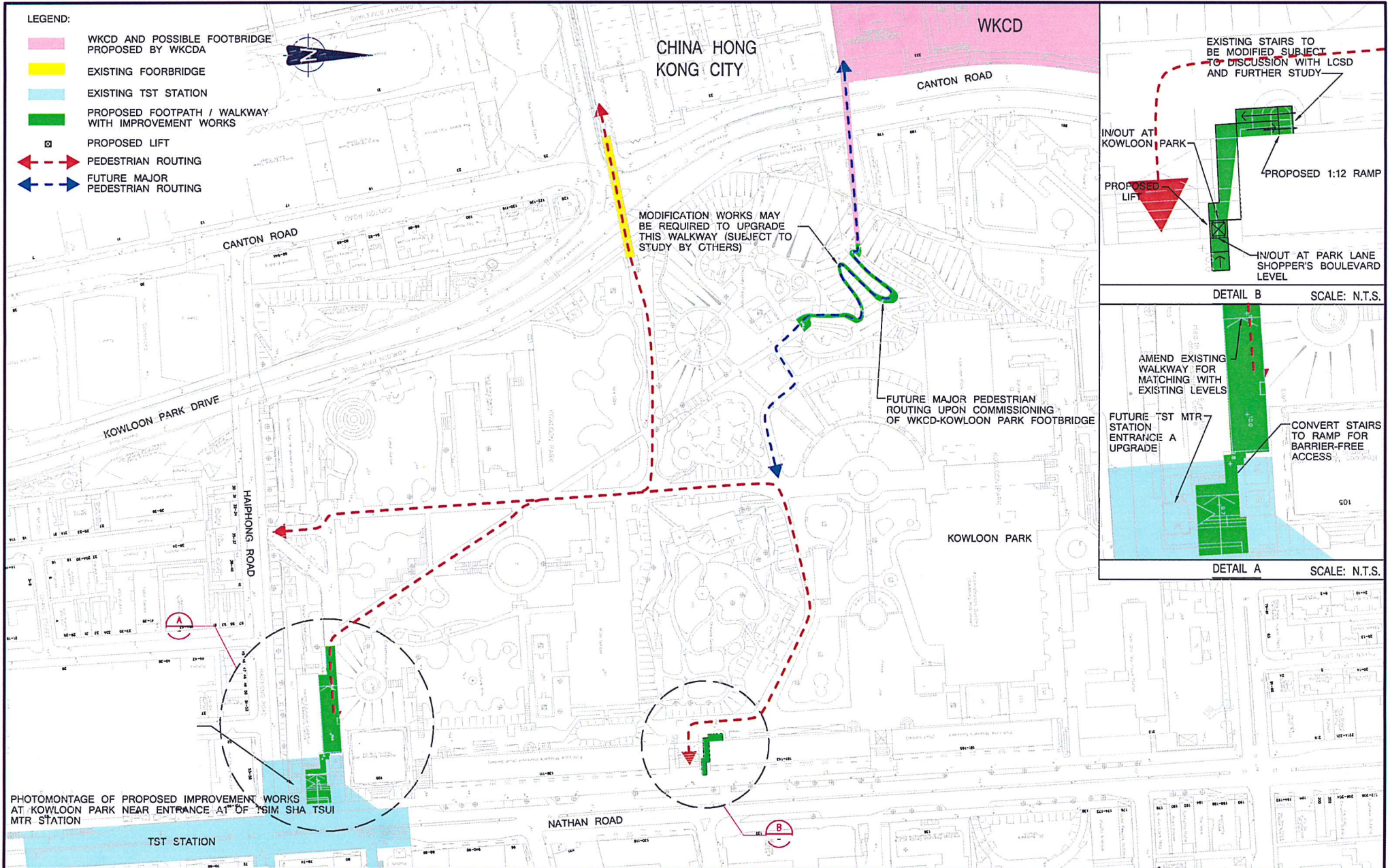


- LEGEND:
- PROPOSED SUBWAY ENTRANCE / EXIT
 - EXISTING SUBWAY
 - PROPOSED SUBWAY
 - PROPOSED LIFT LOCATION
 - PROPOSED VENT SHAFT LOCATION

Rev.	Description	Checked	Date

Project Title	
Drawing Title	

PREFERRED OPTION OF PEDESTRIAN LINK 1 - GENERAL PLAN					
Designed	HWL	Checked	TKM	Scale	1:1500(A3)
Date	JAN 2013	Drawing No.		Rev.	



				Project Title		Drawing Title	
						PREFERRED OPTION OF PEDESTRIAN LINK 2 - GENERAL PLAN	
Rev.	Description	Checked	Date	Designed	Checked	Scale	Date
				HWL	TKM	1:2000(A3)	MAR 2013
				Drawing No.		Rev.	