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Panel on Development

Meeting on 22 April 2014

**Background brief on
proposed near shore reclamation at Sunny Bay**

Purpose

This paper provides background information on the proposed near shore reclamation at Sunny Bay, Lantau as well as summarizes the views and concerns expressed by members during past discussions on the subject at the meetings of the Panel on Development ("DEV Panel").

Background

2. Initiatives to increase land supply were introduced under the 2010-2011 and 2011-2012 Policy Addresses to meet the strong housing demands from members of the public. When revealing such initiatives under the 2010-2011 Policy Address¹, the then Chief Executive ("CE") announced that in order to generate more land in the long run, the Administration would consult the public on the proposals of reclamation on an appropriate scale outside Victoria Harbour and developing caverns and underground space. Under the 2011-2012 Policy Address, one of the six measures² identified for expanding land resources was to explore the option of reclamation on an appropriate scale outside Victoria Harbour.

¹ The initiatives to increase land supply under the 2010-2011 Policy Address included rezoning about 30 hectares of land for residential use, fine-tuning land supply arrangements, speeding up infrastructure construction at the Kai Tak Development Area, setting up a Steering Committee on Housing Land Supply, etc.

² The other measures were: use of rock caverns to re-provision existing public facilities, release of industrial land for non-industrial use, use of green belt sites, review of "Government, Institution or Community" sites and conversion of agricultural land.

Study on Enhancing Land Supply Strategy -- Reclamation outside Victoria Harbour and Rock Cavern Development

3. At the meeting of DEV Panel on 24 May 2011, the Administration briefed members on its plan to commission a consultancy study on enhancing land supply strategy to identify potential reclamation sites outside Victoria Harbour and suitable existing facilities for relocating to rock caverns, and to conduct relevant technical studies. In conjunction with the technical studies, a two-stage public engagement ("PE") exercise would be conducted to initiate public discussions with a view to gauging the public's views on reclamation and rock cavern development.

Stage one public engagement -- guiding principles and site selection criteria

4. The Stage 1 PE, of which the objective was to solicit views on the feasible ways for increasing land supply, the guiding principles and the site selection criteria for reclamation and relocating public facilities to caverns, was launched on 10 November 2011 and ended on 31 March 2012. A list of 25 possible reclamation sites had been shortlisted for public consultation. The proposed guiding principles and the site selection criteria for reclamation are given in **Appendix I**. According to the Administration, the results of the Stage 1 PE showed that the respondents generally agreed on the initial site selection criteria for reclamation with the impact on the local community and the environment being the most important ones³.

5. In his 2013 Policy Address, CE announced that in order to respond more flexibly to the society's needs for lands, the Administration would develop new land extensively and build up an abundant land reserve that could meet the future demand in a timely manner. The Administration would consider various long-term measures, including reclamation on an appropriate scale outside Victoria Harbour. The five potential near shore reclamation sites identified were Lung Kwu Tan, Ma Liu Shui, Siu Ho Wan and Sunny Bay at Lantau North, as well as Tsing Yi Southwest. Reclamation at these sites would provide a total of about 600 hectares of land.

Stage two public engagement -- views on reclamation at the five potential sites

6. At the DEV Panel meeting on 23 April 2013, members were briefed about the Stage 2 PE which was launched on 21 March 2013. The objective

³ Source: The Administration paper on "Enhancing Land Supply Strategy: Reclamation outside Victoria Harbour and Rock Cavern Development - Stage 2 Public Engagement" (LC Paper No. CB(1)862/12-13(08))

of the PE exercise was to seek views on reclamation at the five potential sites as mentioned in paragraph 5 above and three proposed cavern development sites. The DEV Panel subsequently received public views on reclamation outside Victoria Harbour and rock cavern development on 1 June 2013. More than 120 individuals/deputations attended the meeting to express their views.

Views and concerns of members on reclamation

Creating new land through reclamation

7. Members had mixed views on increasing land supply through reclamation. Some members expressed support for reclamation using surplus public fill so as to reduce the transportation costs and the nuisance to the public in the disposal process. Other members were of the view that, given Hong Kong had low birth rates in recent years, the need for vast areas of new land was in doubt. The Administration should first formulate a population policy before determining the amount of land needed for the future population. Some members were concerned that reclamation to create new land would take a long time to address the housing problem and should only be a last resort to provide land given the environmental impact.

8. The Administration advised that it had almost stopped reclamation in the past decade. The consequence was that the land reserve had dropped to a low level and housing land supply was insufficient. To address the acute housing problem, the Administration had adopted a six-pronged approach to increasing land supply⁴. Each of these options had its impact on the environment to different extents and had its limitations. Adoption of all six approaches would be necessary to balance the overall interests of Hong Kong and to attain sustainable development. The proposal of reclamation outside Victoria Harbour aimed to build up an abundant land reserve in Hong Kong to meet future demand in a timely manner.

Land use of the potential site at Sunny Bay

9. Some members expressed concern about the future land use of the proposed reclamation sites as some sites such as those at Sunny Bay and Siu Ho Wan would not be suitable for housing development. As such, they queried whether the proposed reclamation could increase housing supply to relieve the housing shortage problem. The Administration explained that the

⁴ The six approaches are re-zoning, resumption, redevelopment, reclamation, rock cavern development and re-use of ex-quarry sites.

future reclaimed land at Sunny Bay and Siu Ho Wan could be used for accommodating facilities relocated from urban areas, thereby releasing land in urban areas for housing and other purposes.

Environmental impact of reclamation at Sunny Bay

10. Some members were of the view that reclamation would have a significant adverse and irreversible impact on the natural habitat and the Administration should first consider other sources of land supply. They also expressed concern about the possible impact of the reclamation at North Lantau, namely the proposed Sunny Bay and Siu Ho Wan sites, on the livelihood of the fishermen and the habitat of Chinese White Dolphins. They pointed out that a lot of major infrastructure projects were under construction/planning in the western waters near Lantau and the cumulative effect would have a significant impact on the water quality in the area.

11. The Administration advised that it would conduct a cumulative Environmental Impact Assessment to study the impact of reclamation on the western waters. The Administration would also explore the feasibility of building eco-shorelines at the proposed reclamation sites so that the marine resources could be rehabilitated and enhanced on completion of the reclamation works. On the possible impact on the fishermen, the Administration had consulted their views on the reclamation proposals. The five potential reclamation sites proposed in Stage 2 PE were at some distance away from the fish culture zones. It would continue to communicate closely with the fishermen when detailed feasibility studies and technical assessments on the potential sites were conducted.

12. As regards the impact of reclamation works on Chinese White Dolphins, the Administration explained that the five potential reclamation sites were not Chinese White Dolphins hotspots, as revealed by a survey from 2010-2012. In May 2013, the Administration had commissioned two overseas experts to conduct a survey on the activities of Chinese White Dolphins at three potential sites, i.e. Sunny Bay, Lung Kwu Tan and Siu Ho Wan, for six months. Taking into account the findings of this survey, detailed feasibility studies and technical assessments, the Administration would decide whether reclamation at these sites was feasible; and if so, the extent of reclamation.

Latest development

13. In his 2014 Policy Address, CE announced that the Administration intended to conduct a planning and engineering study on the reclamation at

Sunny Bay. At the briefing by the Secretary for Development on 28 January 2014, members were informed that the Stage 2 Public Engagement Report had been uploaded to the website of the Civil Engineering and Development Department under "Enhancing Land Supply Strategy"⁵. The results revealed that land reserve, residential development (in particular public rental housing), recreational or leisure facilities, commercial uses, tourism-related facilities, logistic facilities, etc. were the major supported land uses.

14. The Administration will seek the DEV Panel's support for upgrading PWP Item No. 751CL (Planning and engineering study on Sunny Bay Reclamation) to Category A at the meeting on 22 April 2014.

Relevant papers

15. A list of relevant papers with their hyperlinks is in **Appendix II**.

Council Business Division 1
Legislative Council Secretariat
11 April 2014

⁵ URL - <http://www.landsupply.hk/preview/reportPES2.php?lang=eng>

**Enhancing Land Supply Strategy:
Reclamation outside Victoria Harbour and Rock Cavern Development --
Stage 1 Public Engagement**

**Guiding principles for developing the site selection criteria
and the initial site selection criteria
for reclamation outside Victoria Harbour**

Guiding Principles	Initial site selection criteria
Social harmony and benefits	<ul style="list-style-type: none">• Impact on local community• Site location and accessibility• Meeting local needs
Enhanced environmental performance	<ul style="list-style-type: none">• Environmental impacts• Environmental benefits
Economic efficiency and practicality	<ul style="list-style-type: none">• Planning flexibility• Engineering feasibility• Cost effectiveness

Source: The Administration's paper on "Enhancing Land Supply Strategy: Reclamation outside Victoria Harbour and Rock Cavern Development -- Stage 1 Public Engagement" (LC Paper No. CB(1)323/11-12(01))

Proposed near shore reclamation at Sunny Bay

List of relevant papers

Date	Meeting/Event	References
24 May 2011	Panel on Development ("DEV Panel")	<p>Administration's paper on increasing land supply by reclamation and rock cavern development (LC Paper No. CB(1)2205/10-11(05)) http://www.legco.gov.hk/yr10-11/english/panels/dev/papers/dev0524cb1-2205-5-e.pdf</p> <p>Administration's paper on findings of the study on the enhanced use of underground space in Hong Kong (LC Paper No. CB(1)2205/10-11(06)) http://www.legco.gov.hk/yr10-11/english/panels/dev/papers/dev0524cb1-2205-6-e.pdf</p> <p>Minutes of meeting (LC Paper No. CB(1)265/11-12) http://www.legco.gov.hk/yr10-11/english/panels/dev/minutes/dev20110524.pdf</p>
10 March 2012	DEV Panel	<p>Administration's paper on "Enhancing Land Supply Strategy: Reclamation outside Victoria Harbour and Rock Cavern Development -- Stage 1 Public Engagement" (LC Paper No. CB(1)323/11-12(01)) http://www.legco.gov.hk/yr11-12/english/panels/dev/papers/devcb1-323-1-e.pdf</p> <p>Paper on increasing land supply through reclamation outside Victoria Harbour and rock cavern development prepared by the Legislative Council Secretariat (Background brief) (LC Paper No. CB(1)1218/11-12(01)) http://www.legco.gov.hk/yr11-12/english/panels/dev/papers/dev0310cb1-1218-1-e.pdf</p>

Date	Meeting/Event	References
		<p>Minutes of meeting (LC Paper No. CB(1)2632/11-12) http://www.legco.gov.hk/yr11-12/english/panels/dev/minutes/dev20120310.pdf</p>
22 January 2013	DEV Panel	<p>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</p> <p>Address by the Chief Executive at the Legislative Council meeting on 16 January 2013 -- "Seek Change, Maintain Stability, Serve the People with Pragmatism" http://www.legco.gov.hk/yr12-13/english/panels/1213policy-e.pdf</p> <p>Minutes of meeting (LC Paper No. CB(1)735/12-13) http://www.legco.gov.hk/yr12-13/english/panels/dev/minutes/dev20130122.pdf</p>
23 April 2013	DEV Panel	<p>Administration's paper on "Enhancing Land Supply Strategy: Reclamation outside Victoria Harbour and Rock Cavern Development -- Stage 2 Public Engagement" (LC Paper No. CB(1)862/12-13(08)) http://www.legco.gov.hk/yr12-13/english/panels/dev/papers/dev0423cb1-862-8-e.pdf</p> <p>Paper on increasing land supply through reclamation outside Victoria Harbour and rock cavern development prepared by the Legislative Council Secretariat (Updated background brief) (LC Paper No. CB(1)862/12-13(09)) http://www.legco.gov.hk/yr12-13/english/panels/dev/papers/dev0423cb1-862-9-e.pdf</p>

Date	Meeting/Event	References
		Minutes of meeting (LC Paper No. CB(1)1787/12-13) http://www.legco.gov.hk/yr12-13/english/panels/dev/minutes/dev20130423.pdf
1 June 2013	DEV Panel	Minutes of meeting (LC Paper No. CB(1)559/13-14) http://www.legco.gov.hk/yr12-13/english/panels/dev/minutes/dev20130601.pdf
28 January 2014	DEV Panel	Administration's paper on initiatives of Development Bureau in the 2014 Policy Address and Policy Agenda (LC Paper No. CB(1)741/13-14(03)) http://www.legco.gov.hk/yr13-14/english/panels/dev/papers/dev0128cb1-741-3-e.pdf Address by the Chief Executive at the Legislative Council meeting on 15 January 2014 -- "Support the Needy, Let Youth Flourish, Unleash Hong Kong's Potential" http://www.legco.gov.hk/yr13-14/english/panels/1314policy-e.pdf