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Legislative Council

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Panel on Development

Meeting on 28 October 2014

Updated background brief on Tung Chung New Town Extension Study

Purpose

This paper provides background information on the Tung Chung New Town Extension Study ("the Tung Chung Study") and summarizes the views and concerns expressed by Members on the subject at the meetings of the Legislative Council and its committees since 2011.

Background

2. According to the Revised Concept Plan for Lantau¹ formulated in 2007, Tung Chung in North Lantau is to be developed into a comprehensively planned new town for a total population of 220 000 with corresponding local and regional community facilities. Other than housing, the Plan placed emphasis on tourism, economic infrastructure and nature conservation. Currently, in the adjoining areas of Tung Chung, there are several large-scale infrastructure projects in progress or in the pipeline, such as the Hong Kong-Zhuhai-Macao Bridge, the Tuen Mun-Chek Lap Kok Link and the three-runway system being planned for the Airport. According to the Administration, given the strategic location of Tung Chung, these projects would bring about the "bridgehead economy" benefits and there are potentials to develop Tung Chung into an attractive regional shopping and tourism node. Against this background and as part of the efforts to increase housing land supply, the

¹ The Concept Plan can be downloaded at the following hyperlink:
http://www.pland.gov.hk/pland_en/lantau/en/revised/index.html

Administration proposed at the meeting of the Panel on Development ("DEV Panel") on 24 May 2011 to conduct a planning and engineering study² ("the Tung Chung Study") to establish the scope and ascertain the feasibility of the remaining development in Tung Chung. The study area covered by the Tung Chung Study is in **Appendix I**.

The Tung Chung New Town Extension Study

3. The Tung Chung Study was jointly commissioned by the Civil Engineering and Development Department ("CEDD") and the Planning Department ("PlanD") in January 2012. Its overall objective was to explore the development potential and opportunities of Tung Chung and its adjacent areas with a view to recommending a preferred development scheme for the continued development of Tung Chung New Town to meet the territorial long-term housing, social, economic and environmental needs. The Administration aimed, through the Tung Chung Study, to further increase land supply to meet housing and other development needs, enhance community facilities and provide more job opportunities in the area.

4. As advised by the Administration, the remaining development in Tung Chung, if it is to be proceeded with, will likely be located at Tung Chung East and West by reclamation. The scale and feasibility of reclamation and the development proposals will be decided upon in the light of the findings of the Environmental Impact Assessment ("EIA") and the outcome of the Tung Chung Study. To facilitate the participation of various stakeholders in the community during the formulation of the development proposals and the associated EIA, a comprehensive three-stage public engagement ("PE") programme has been planned.

5. With the endorsement of the Public Works Subcommittee ("PWSC"), the Finance Committee approved on 8 July 2011 a funding proposal at an estimated cost of \$44 million in money-of-the-day prices for conducting the Tung Chung Study, which commenced in January 2012 and was scheduled for completion by 2015.

² This planning and engineering study was proposed to the Panel on Development on 24 May 2011 under PWP Item No. 7712CL. In June 2012, when the Administration launched the Stage 1 Public Engagement for the study, it was renamed "the Tung Chung New Town Extension Study". In this paper, the study is referred to as "the Tung Chung Study".

Stage 1 and Stage 2 public engagement

6. The Administration launched a two-month Stage 1 PE for the Tung Chung Study on 12 June 2012, which aimed at soliciting views and ideas from key stakeholders and the public on the planning objectives/principles, opportunities/constraints and key issues relating to the further development of Tung Chung New Town. The PE exercise ended on 12 August 2012.

7. The Administration further conducted a two-month Stage 2 PE for the Study on 21 May 2013. The Stage 2 PE aimed at presenting to the public the initial land use options³ formulated on the basis of the views received during the Stage 1 PE, facilitating stakeholders' understanding of and comparing the pros and cons of these options, and seeking broad consensus on the planning direction, scale and area of development for subsequent formulation of the Outline Development Plan ("ODP") at a later stage of the Study. The Administration provided an information paper (LC Paper No. CB(1)1077/12-13(07)) on the Stage 2 PE exercise to the Panel. A comparison of the initial land use options is detailed in **Appendix II**. The PE exercise ended on 21 July 2013.

Major views and concerns expressed by Members

8. The proposal for conducting the Tung Chung Study was discussed at the meetings of DEV Panel and PWSC on 24 May and 14 June 2011 respectively. In May 2013, the Administration briefed DEV Panel on the latest progress of the Study and the Stage 2 PE. At the Council meeting of 6 February 2013, a motion on "Developing a new North Lantau" was passed and the Administration was urged to, among others, expeditiously develop Tung Chung West and restrict the building height and density in Tung Chung new development areas to avoid the emergence of screen-like buildings and the heat island effect. Another motion, on "Promoting the Economic Development of Lok Ma Chau and Lantau Island", was passed at the Council meeting of 8 January 2014. One of the measures proposed in the motion was "to expeditiously develop Tung Chung West". The wordings of the two motions are in **Appendix III**. The major concerns and views expressed by Members at the aforesaid meetings are summarized in the ensuing paragraphs.

³ Two themes of initial land use options, namely "Livable Town" and "Economic Vibrancy" were proposed for Tung Chung East, while the option of "Development and Conservation -- A Balance" was proposed for Tung Chung West.

Timeframe for the Tung Chung New Town Extension Study

9. Some Members have expressed concerns about the long timeframe of 30 months for the completion of the Tung Chung Study. The Administration advised that in view of the need to conduct PE exercises and to undergo the statutory EIA process, the Study would take a longer time to complete. The Administration would consider according priority to the development of Tung Chung East for meeting the long-term housing needs of the community if this was feasible.

Overall planning for Tung Chung

10. Some Members suggested that the Administration should set up a committee to oversee the planning and development of Lantau. There were also views that the Administration should address the on-going concerns of Tung Chung residents, including those about connectivity and local job opportunities, and the queries about the impact of the operation of the proposed Lantau Logistics Park on the existing communities in Tung Chung New Town and future residents in the proposed extension areas⁴.

11. The Administration advised that it would consider the best way for taking forward the various development projects in Lantau in a coordinated manner in due course⁵. In planning the Tung Chung New Town extension, the Development Bureau and PlanD would coordinate with other relevant bureaux/departments to ensure adequate provision of community, transportation and recreational facilities to meet the needs of the future residents.

Housing Developments in Tung Chung

12. During the Stage 2 PE exercise, the Administration proposed that the new housing developments in Tung Chung East and Tung Chung West would adopt a public-to-private housing ratio of 40:60 with a view to attaining a balanced housing mix for the overall new town development. Some Members cautioned that over-concentration of any type of housing in an area might create social and economic problems and queried the appropriateness of the proposed ratio. There were also views that the Administration should first consult the local District Council on a

⁴ The Administration subsequently provided supplementary information on the proposed Lantau Logistics Park (LC Paper No. CB(1)1323/12-13(01)) to DEV Panel.

⁵ In January 2014, the Chief Executive announced in his Policy Address that a Lantau Development Advisory Committee would be established to prepare the economic and social development strategy for Lantau.

development proposal before discussing it at the Legislative Council and it should follow a population policy in formulating housing developments.

Connectivity for Tung Chung

13. Some Members opined that the Administration should ensure that adequate transport infrastructure, including a railway network, would be provided in the new extension areas. There were also concerns about whether the provision of new MTR stations and MTR extension in Tung Chung would be implemented if the proposed reclamation at Tung Chung West was eventually found unacceptable during the EIA process. The Administration advised that two new MTR stations had been proposed in Tung Chung East and Tung Chung West respectively in the initial land use options to cater for the needs of the future population of the new extension areas and enhance the connectivity of Tung Chung to other parts of Hong Kong. The Administration would also take into account the development of North Lantau when conducting traffic impact assessments for the new extension areas. It further advised that, given the latest planned population for the public rental housing development in Area 39 of Tung Chung and the need of the existing residents of Yat Tung Estate, as well as the development planned for Tung Chung West, the proposed Tung Chung West Station had its merits and would not necessarily hinge on the EIA of the proposed reclamation works.

14. In response to Members' views that the Administration might promote cycle tourism in Tung Chung and encourage the use of the bicycle as a major means of transportation within Tung Chung, the Administration advised that it would carefully plan the cycle track network when formulating the ODP.

Employment opportunities in Tung Chung

15. At different meetings of DEV Panel in 2013, Panel members reiterated their concerns about the employment opportunities for the new population in the Tung Chung New Town extension areas. Some members suggested that high-technology industries be developed in the extension areas to attract middle-class professionals to move in. The Administration was also urged to introduce measures to boost the number of job opportunities in Tung Chung. The Administration advised that under the initial land use options, local shopping and retail facilities would be provided to bring in economic activities and generate job opportunities.

Environmental impact

16. On the impact of the development and/or reclamation in Tung Chung on the natural habitat and the local environment, Members called on the Administration to ensure that no damage would be done to the ecological habitat at the basin and estuary of Tung Chung River during the process of development. They stressed that the principle of co-existence of nature conservation and development should be adopted in the development of the areas along Tung Chung River. Members also suggested that the EIA should cover air pollution issues in Tung Chung and recommend measures to address related problems. Some Members expressed doubt on whether Tung Chung, well known for its air pollution problems, was a suitable place for further housing development. Some Members pointed out that mitigation measures should be worked out to alleviate the noise pollution in Tung Chung New Town caused by the movement of aircrafts.

17. The Administration advised that the Tung Chung Study would include a statutory EIA which would assess and address the impact of the development of the extension areas on the air quality and the ecological habitat in the study area. As for the noise impact, appropriate buffers would be provided for the new extension areas.

Recent Developments

18. PlanD and CEDD launched on 15 August 2014 the Stage 3 PE for the Tung Chung Study to gauge the public's views on the draft Recommended Outline Development Plans ("RODPs") for the Tung Chung New Town extension. The Stage 3 PE exercise will end on 31 October 2014. According to the Administration, public views and aspirations collected during the Stage 3 PE will be taken into consideration in refining the draft RODP. It is envisaged that the first population intake at the extension areas will take place in 2023 at the earliest.

19. The Administration will brief DEV Panel at its meeting on 28 October 2014 on the results of the Stage 2 PE and seek members' views on the draft RODP, as part of the Stage 3 PE.

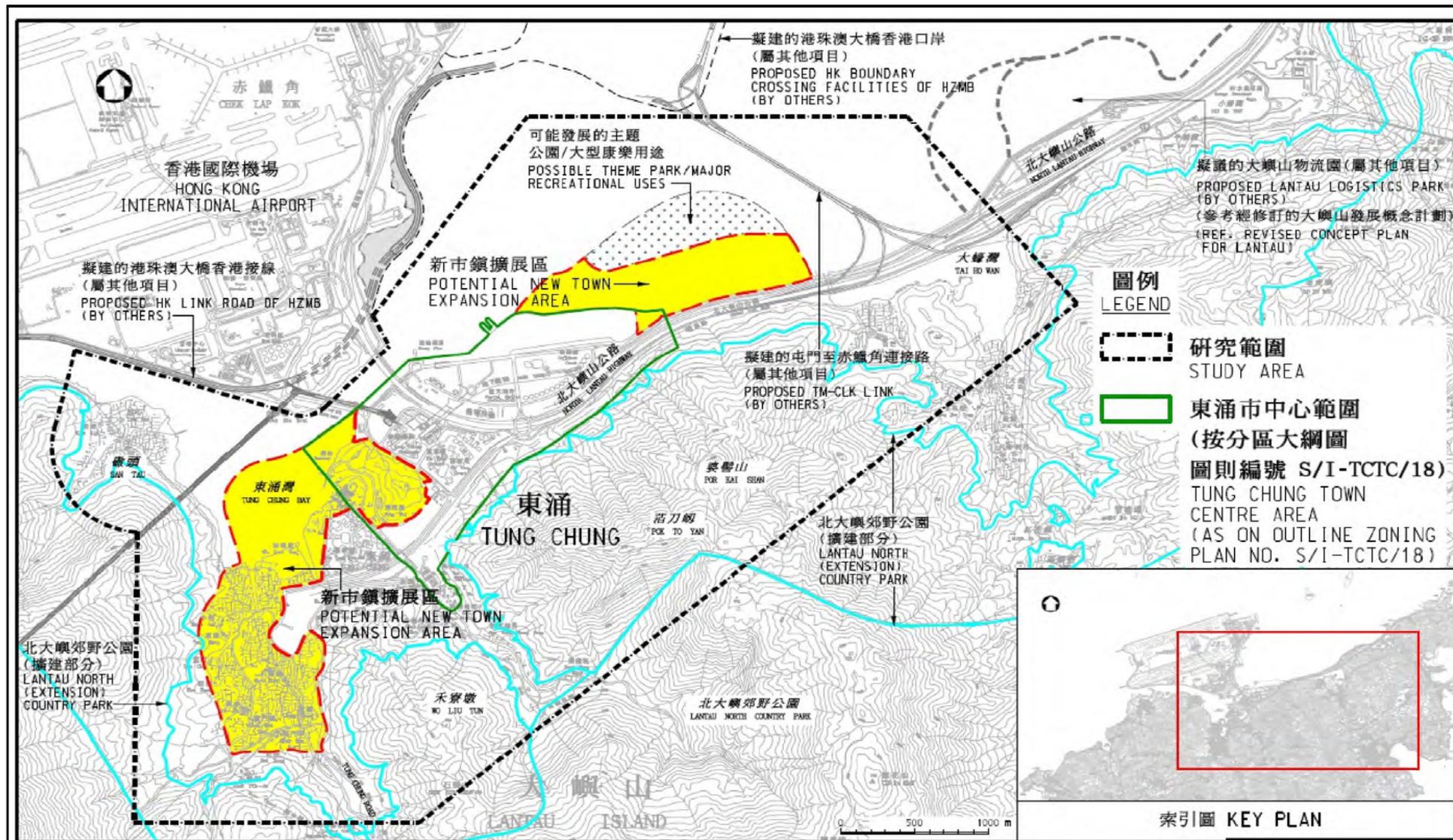
Relevant papers

20. A list of relevant papers is shown in **Appendix IV**.

Council Business Division 1
Legislative Council Secretariat
21 October 2014

東涌新市鎮擴展研究的研究範圍

Study Area of the Tung Chung New Town Extension Study



資料來源：政府當局就"東涌新市鎮擴展研究 —— 第二階段公眾參與"提交的文件(立法會CB(1)1077/12-13(07)號文件)
 Source: The Administration's paper on "Tung Chung New Town Extension Study -- Stage Two Public Engagement" (LC Paper No. CB(1)1077/12-13(07))

Tung Chung New Town Extension Study

Stage 2 Public Engagement

Comparison of initial land use options

The Administration has proposed two different initial land use options, namely "Livable Town" and "Economic Vibrancy", in Tung Chung East ("TCE"). The former and the latter would accommodate a population of about 111 000 (with 38 000 flats) and 95 000 (with 33 000 flats) respectively. "Livable Town" puts more emphasis on housing a larger population (about 16 000 people or 5 000 flats more than "Economic Vibrancy") at a higher development density. "Economic Vibrancy" puts more emphasis on promoting economic development with the provision of additional office and retail space. For Tung Chung West ("TCW"), the proposed option which strives for a balance between development and conservation would accommodate about 43 000 people (with 15 000 flats).

The proposed population, flat numbers and key development parameters of all the options are summarized in Tables 1 and 2:

Table 1 -- Summary of the Proposed Population and Flat Numbers and Key Development Parameters

Theme	Tung Chung East		Tung Chung West
	Livable Town	Economic Vibrancy	Development and Conservation -- A Balance
Proposed Population*	111 000	95 000	43 000
Proposed No. of Flat*	38 000	33 000	15 000
Commercial (ha)	7	15	2
Town Park (ha)	NA	NA	18
Domestic plot ratio ("PR")	3, 4, 5, 6	3, 4, 5	0.75, 1.5, 3, 5, 6
Non-domestic PR in "Metro Core Area**" in TCE	1	2.5	NA
Non-domestic PR in "Commercial" Areas	3	3	3

* The proposed population and flat numbers may need to be further refined taking account of the latest assumptions of average flat size and household size.

** "Metro Core Area" is intended for mixed residential and commercial uses at the development site near the proposed MTR station, thus optimising its development intensity and also capitalising on its convenient accessibility.

Table 2 -- Summary of the Total Population and Flat Production under Combination of Different Options

		TCE Theme 1 Livable Town (Population of 111 000) (Flat No. of 38 000)	TCE Theme 2 Economic Vibrancy (Population of 95 000) (Flat No. of 33 000)
TCW (Population of 43 000) (Flat No. of 15,000)	Proposed Population of TCE and TCW	154 000	138 000
	Proposed Flat No. of TCE and TCW	53 000	48 000
Total Population of Tung Chung New Town and the Proposed Extension Areas*		275 000	259 000

* The total population of the extended Tung Chung New Town includes the planned population for the existing Tung Chung New Town and the proposed population in TCE and TCW. The planned population for the existing Tung Chung New Town is about 121,000. The proposed population may need to be further refined taking account of the latest assumptions of average flat size and household size.

Source: *The Administration's paper on "Tung Chung New Town Extension Study -- Stage Two Public Engagement (LC Paper No. CB(1)1077/12-13(07))"*

Motion on "Developing a new North Lantau"

**Moved by Hon CHAN Han-pan
at the Council meeting of 6 February 2013**

The following motion, as amended by Hon Ronny TONG, Hon Tony TSE, Hon Alice MAK, Hon YIU Si-wing and Dr Hon KWOK Ka-ki, was passed --

That, Hong Kong develops rapidly, with North Lantau having been developed into an area with considerable development potential in tourism as well as convention and exhibition industries; as further planning for North Lantau is underway and a number of major infrastructure projects in North Lantau, including the Hong Kong-Zhuhai-Macao Bridge (HZMB), a new control point at HZMB, the Tuen Mun-Chek Lap Kok Link and a third runway at the airport, are in progress, and the Administration is conducting a Planning and Engineering Study on the Remaining Development in Tung Chung, this Council urges the Administration to extensively consult various sectors on the development of North Lantau, and under the principle of balancing conservation and development and through holistic planning, improve North Lantau's internal and external transport links, make good use of control point facilities to develop a "bridgehead economy", which should include studying the opening up of the SkyPier inside Chek Lap Kok Airport for use by non-airport passengers to enable tourists and local residents to travel by water to tourist attractions in Lantau Island and Tung Chung to promote district economy, so as to develop Tung Chung into a key area of tourism as well as convention and exhibition services, and a vibrant community with local characteristics which is good for living, doing business and leisure activities, and capitalize on the opportunities arising from the North Lantau development to actively implement a "local professions first" policy and create employment opportunities, so as to drive the economic development of Hong Kong; this Council also urges the Administration, when formulating planning proposals on the development of North Lantau, to involve actively not only the Development Bureau but also other relevant Policy Bureaux, including the Transport and Housing Bureau, the Home Affairs Bureau and the Environment Bureau, and to preserve valuable features of the district economy and culture and ensure their sustainable development; specific measures should include:

- (1) to expeditiously develop Tung Chung West, including constructing an extension of Tung Chung Line, setting up an MTR station for Yat Tung Estate, conducting a study on lowering the fares of the Tung Chung Line, and launching reasonably-priced monthly tickets on a zonal basis for the Tung Chung Line;
- (2) to study the development of "on-street economy", including setting up a Tung Chung bazaar or night market and implementing a local dual economy, so as to provide small business operators with development opportunities and residents with more diversified shopping choices;
- (3) to avoid monopoly by large consortia, and build more public markets managed by the Food and Environmental Hygiene Department to provide local small business operators with stalls at relatively low rents, and provide residents with inexpensive consumption choices to alleviate their burdens of the costs of living;
- (4) to abolish the toll for Lantau Link to increase residents' outbound mobility;
- (5) to set up training colleges and educational institutions which match the mode of local economic development;
- (6) to build coastal cycle tracks in North Lantau and provide bicycle ferry services to facilitate residents go by bicycle to and fro Sunny Bay, Park Island and Tsuen Wan, and develop green and low-carbon transport; and
- (7) to ensure sufficient healthcare personnel, so that the North Lantau Hospital due for completion soon can offer comprehensive healthcare services and come into operation as early as possible;

this Council also urges the Administration to allocate land for constructing large shopping areas with retail and wholesale functions, build more hotels, expedite the expansion of the Hong Kong Disneyland, perfect the support facilities of AsiaWorld-Expo and provide adequate parking spaces; besides, before developing new communities in Tung Chung and implementing concrete planning for increasing the population in North Lantau, the Administration must fully consult the residents to forge consensus, and implement the following measures:

- (8) to strictly restrict the building height and density in Tung Chung new development areas to avoid the emergence of screen-like buildings and the heat island effect, which affect Tung Chung residents' health;

- (9) to ensure that when the North Lantau Hospital commences service, its accident and emergency department can immediately operate round the clock, and it can provide comprehensive specialist out-patient and in-patient services;
- (10) to study the development of eco-tourism, opening-up of monuments and heritage trails, establishment of berths, and building of water sports centres and relevant commercial support facilities in North Lantau; and
- (11) to build a new standard outdoor sports ground in the Tung Chung area to provide residents with a sports venue.

**Motion on
"Promoting the economic development of Lok Ma Chau and Lantau Island"**

**Moved by Hon WONG Ting-kwong
at the Council meeting of 8 January 2014**

The following motion, as amended by Ir Dr Hon LO Wai-kwok, Dr Hon KWOK Ka-ki, Hon Alice MAK and Hon Charles Peter MOK, was passed --

That, with the gradual materialization of the Guangdong-Hong Kong-Macao "one-hour living circle", cross-boundary flows of people and goods are bound to increase further; in this connection, this Council urges the Government to expeditiously study the setting up of a business and shopping centre in Lok Ma Chau and, in the light of the impending completion of the Hong Kong-Zhuhai-Macao Bridge, set up an inter-departmental development committee to promptly formulate an overall development plan and perfect the infrastructure support for Lantau Island, so as to promote the development of diversified industries such as tourism, convention and exhibition, logistics and environmental protection, etc., including building more hotels and shopping malls on Lantau Island, so as to stimulate the economic development of the areas concerned, thereby creating diversified employment and business start-up opportunities; this Council also urges the Government to develop eco-tourism, open up monuments and heritage trails, build water sports centres, build more relevant commercial support facilities on Lantau Island, and set up flea markets, holiday bazaars and markets and cooked food centres managed by the Food and Environmental Hygiene Department, etc. in Tung Chung; the Government should also improve the external transport of Lantau Island, especially the bus services in Tung Chung West, and request the MTR Corporation Limited to reduce the fares of the Tung Chung Line and expeditiously build Tung Chung West Station; this Council also urges the Government to, with a "people-oriented" mindset and on the premise of balancing conservation and development, expeditiously plan for the development of Lok Ma Chau and Lantau Island to stimulate the economy; the relevant proposals include:

- (1) to develop 'on-street economy', including conducting studies on the setting up of night markets in Tung Chung and the establishment of markets with characteristics and traditional culture in suitable places of Lantau Island and Lok Ma Chau, so as to implement a dual economy, thereby providing small business operators with development opportunities and offering residents and tourists more diversified shopping choices;

- (2) to develop new industries such as research and development of new technology-intensive industries, cultural and creative industries and the environmental industry, etc., in Lantau Island and the Lok Ma Chau Loop, so as to create more positions at the middle and low levels for providing residents with various employment opportunities;
- (3) to conduct studies on the development of cycling tourism in Lantau Island and Lok Ma Chau, including expeditiously implementing the construction of coastal cycle tracks in North Lantau, extending the cycle track works connecting the Northwest and Northeast New Territories to Lok Ma Chau and providing bicycle ferry services from Lantau Island to Sunny Bay, Park Island and Tsuen Wan, etc., so as to enable both areas to develop green and low-carbon transport and green economies;
- (4) making reference to the model of 'holiday markets' in overseas countries, to promote bazaar culture and organic produce markets in both areas, so as to promote local fresh fisheries and agricultural products and facilitate the development of relevant industries;
- (5) to construct training colleges which match the mode of local economic development on the sites for developing higher education in the Lok Ma Chau Loop, so as to train more local talents to dovetail with Hong Kong's future economic development;
- (6) to expeditiously develop Tung Chung West, and expeditiously implementing the alignment and station points of the Northern Link mentioned in the 'Railway Development Strategy 2000', so as to provide transportation support for the development of both areas;
- (7) to open up the Sky Pier for use by inner harbour ferries, so as to increase Tung Chung's connection with other areas; and
- (8) to abolish the toll for Lantau Link and launch reasonably-priced monthly tickets on a zonal basis for the Tung Chung Line, so as to reduce the travelling expenses of Lantau Island residents and tourists;

this Council also urges the Government to, by making use of their cross-boundary advantages, reserve sites in Lok Ma Chau and Lantau Island for developing scientific research and data storage, and for building the relevant ancillary facilities, thereby enhancing Hong Kong's competitiveness.

Tung Chung New Town Extension Study

List of relevant papers

Date	Meeting/Event	References
24 May 2011	Panel on Development	<p>Administration's paper on PWP Item No. 7712CL -- Planning and engineering study on the remaining development in Tung Chung (LC Paper No. CB(1)2205/10-11(03))</p> <p>Minutes of meeting (LC Paper No. CB(1)265/11-12)</p>
14 June 2011	Public Works Subcommittee	<p>Administration's paper on 712CL -- Planning and engineering study on the remaining development in Tung Chung (LC Paper No. PWSC(2011-12)24)</p> <p>Minutes of meeting (LC Paper No. PWSC81/10-11)</p>
16 May 2012	Council meeting	<p>Hansard -- oral question (No. 6) on "measures to improve the economy and livelihood of residents of Tung Chung" (P. 9865 - P. 9876)</p>
28 June 2012	Panel on Development	<p>Administration's paper on Tung Chung New Town Development Extension Stage One Public Engagement (LC Paper No. CB(1)2207/11-12(10))</p> <p>Paper on Tung Chung New Town Development Extension prepared by the Legislative Council Secretariat (LC Paper No. CB(1)2207/11-12(11))</p>

Date	Meeting/Event	References
22 January 2013	Panel on Development	<p>Administration's paper on 2013 Policy Address -- Policy Initiatives of Development Bureau (LC Paper No. CB(1)428/12-13(03))</p> <p>Minutes of meeting (LC Paper No. CB(1)735/12-13)</p>
6 February 2013	Council meeting	<p>Hansard -- Motion debate on "developing a new North Lantau" (P. 6684 to P. 6785)</p> <p>Progress report on the motion</p>
28 May 2013	Panel on Development	<p>Administration's paper on Tung Chung New Town Extension Study -- Stage 2 Public Engagement (LC Paper No. CB(1)1077/12-13(07))</p> <p>Minutes of meeting (LC Paper No. CB(1)56/13-14)</p> <p>Administration's follow-up paper (LC Paper No. CB(1)1323/12-13(01))</p>
8 January 2014	Council meeting	<p>Hansard -- Motion debate on "promoting the economic development of Lok Ma Chau and Lantau Island" (P. 5344 to P. 5419)</p> <p>Progress report on the motion</p>
31 March to 4 April 2014	Special meetings of the Finance Committee	<p>Administration's replies to Members' initial written questions for the section on "Planning and Lands"</p>