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運輸及房屋局
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余女士 :

有關西區公眾貨物裝卸區的使用及運作事宜

謝謝你於 1 月 27 日致函運輸及房屋局。於 2015 年 11 月 3 日就西區公眾貨物裝卸區的使用及運作事宜舉行的個案會議上，政府告知議員海事處正就公眾貨物裝卸區(“裝卸區”)的運作和管理事宜進行檢討(“檢討”)。該檢討經已完成。應議員要求，政府現書面告知秘書處檢討結果。

裝卸區為香港港口設施中重要一環，對香港經濟及社會一直有所貢獻，至今仍肩負重要功能，故有需要維持其運作。各個裝卸區因其不同的地理位置而發揮著不同的功能，例如：昂船洲裝卸區由於鄰近葵青貨櫃碼頭，主要用於處理貨櫃；柴灣裝卸區主要用於廢紙回收；而西區裝卸區則主要用作運送貨物往來離島和澳門，及運送大型建築預製組件和散裝貨物至香港島，亦是全港食油的主要輸入點，故此裝卸區的運作十分重要。

香港地少人多，政府一直致力平衡經濟活動與休憩用地供應，從而改善市民生活質素。港鐵公司在 2014 年 12 月 31 日交還三個曾用作港鐵西港島線臨時卸泥工地的西區裝卸區停泊位（即總長 172 米的 1 號、2 號和 3 號停泊位）。政府應中西區居民及區議會要求，將該三個停泊位凍結，以在檢討中全盤考慮其用途。考慮到西區裝卸區未來的實際運作需要和西區居民的訴求，政府根據檢討結果建議釋放該三個停泊位，以作其他適當用途。檢討詳情列於夾附的資料文件。

運輸及房屋局局長

(孫志強  代行)

(連附件)

2016 年 2 月 15 日

副本送（以電郵傳送）

立法會經濟發展事務委員會秘書處	(經辦人：陳向紅女士)
發展局局長	(經辦人：朱浩先生)
商務及經濟發展局局長	(經辦人：李湘原先生)
海事處處長	(經辦人：卓訓璘先生)
規劃署署長	(經辦人：謝佩強先生)
民政事務總署署長	(經辦人：林冰冰女士)

Information Note

Review on Public Cargo Working Areas

Introduction

At the case conference on the use and operation of Western District Public Cargo Working Area held on 3 November 2015, Members requested the Government to brief them on the outcome of the Review on Public Cargo Working Areas (“Review”) when ready. This paper sets out the key findings of the Review and its recommendations on the future land use of Public Cargo Working Areas (“PCWAs”).

Background

2. Since 1974, Marine Department (“MD”) has established the PCWAs and been regulating their use according to the Port Control (Cargo Working Areas) Ordinance (Cap. 81) and its subsidiary legislation. PCWAs have all along been an integral part of Hong Kong Port (“HKP”)¹ and have made substantial contributions to the economic and social development of Hong Kong. MD enters into Berth Licence Agreements (“BLAs”) with PCWA operators. As the current five-year BLAs of all PCWAs will expire on 31 July 2016, MD will launch a fresh tendering exercise to lease out the berths. MD set up a Task Force (“TF”) in March 2014 to review the operation and management of PCWAs.

3. There are six PCWAs in Hong Kong, namely, Chai Wan PCWA (“CWPCWA”), Western District PCWA (“WDPCWA”), New Yaumatei PCWA (“NYPCWA”), Stonecutters Island PCWA (“SIPCWA”), Rambler Channel PCWA (“RCPCWA”) and Tuen Mun PCWA (“TMPCWA”).

The Importance of PCWAs

4. The Review shows that PCWA operation continues to serve important economic and social functions for Hong Kong, as follows —

¹ HKP comprises various port facilities including Kwai Tsing Container Terminals, River Trade Terminal at Tuen Mun West, six PCWAs, mid-stream operations, anchorages and private wharves.

- (a) PCWAs handle a sizeable amount of cargo (about 7.2 million tonnes, which include about 0.6 million twenty-foot equivalent units (“TEUs”) of containerised cargoes constituting about 3% of the overall container throughput of HKP in 2014). Cargoes handled at PCWAs are for local consumption as well as trans-shipment. The five major cargo types handled at PCWAs are containers (35% of total weight of cargo handled), sand and aggregate (17%), waste paper (12%), cement (11%) and construction materials (8%);
- (b) PCWA operation plays a complementary role to the cargo handling industry and provides essential support to HKP by offering a low-cost alternative for shippers and port users, i.e. mid-stream operation which involves loading and unloading cargoes to and from barges;
- (c) PCWAs are essential for cargo transport to outlying islands, recycling trade, transportation of construction materials and non-containerised cargoes;
- (d) data collected from the trade reveal that the transportation cost of cargoes by barges at PCWAs is much lower than that by trucks. For example, the average cost of transporting a 20-foot and a 40-foot containerised cargo by barges at PCWAs to or from the Western Pearl River Delta region are respectively about 46% and 18% lower than those by trucks. Hence, PCWA operation helps to maintain HKP’s competitiveness;
- (e) PCWAs support small and medium enterprise (“SME”) operation in the marine cargo handling as well as the logistics trades. PCWA operators are mostly SMEs² with a long history in the marine cargo handling industry, including some engaging in the recycling industry; and
- (f) PCWAs provide some 5 000 job opportunities for low-skilled workers in Hong Kong.

5. Currently, there are 129 berths with a total of 4 936 metres of sea frontage in six PCWAs. Because PCWAs in Kowloon and New Territories (“NT”) regions are geographically close to the cargo hinterland and large-scale construction sites near Lantau, their occupancy rates are higher than those in Hong Kong region. In 2014, the occupancy rates were 100% for NYPCWA, SIPCWA and TMPCWA; 83% for RCPCWA; 80% for CWPCWA and 73% for WDPCWA.

² In 2014, about 70 PCWA operators (i.e. 67%) out of a total of 104 operators are SMEs.

6. Notwithstanding its relatively low utilisation rate³, the operation of WDPCWA is very important. In 2014, WDPCWA handled about 0.3 million tonnes of cargo. It is mainly used for cargo transport to and from the outlying islands and Macau, as well as transportation of large and over-sized prefabricated structures, non-containerised cargoes, necessities and Chinese dry seafood to Hong Kong Island. It is also a major entry point of cooking oil imports in Hong Kong. CWPCWA, which is also located on Hong Kong Island, mainly handles waste paper. Indeed, WDPCWA and CWPCWA handle different types of cargo for Hong Kong Island and serve different transport needs of the outlying islands and Macau.

Release of Some Berths for Other Uses

7. Hong Kong is a populous city with limited land resources. In considering land use, the Government has all along been striving to balance the needs and interests of different users. To optimise the use of PCWA berths, the TF considers it necessary to strike a balance between the operational needs of PCWA operators and other economic and social needs. The TF proposes to release 6% of the current PCWA sea frontage for non-PCWA uses, and designate 13% of the current PCWA sea frontage for the exclusive use of competent paper recyclers, leaving the remaining 81% for use by other PCWA operators.

(a) WDPCWA

8. WDPCWA is located at the waterfront of Kennedy Town. The residents and the Central and Western District Council have been looking forward to the release of part of WDPCWA for leisure use. The Mass Transit Railway Corporation returned three berths that had been used as a temporary barging point for the West Island Line (i.e. Berths No. 1, 2 and 3 of WDPCWA totalling 172 metres of sea frontage) (**Annex A**) on 31 December 2014. The Government, in response to the request of the residents and the District Council, has not leased out those three berths so that their future use could be thoroughly considered in the Review. The TF, having taken into account of the future operational needs of WDPCWA and the aspiration of the residents, proposes to

³ The utilisation at WDPCWA is relatively low because one of its important functions is to distribute fresh food, including vegetables and meat, to the outlying islands, and Chinese dry seafood from outlying islands to the retail shops in Western District. As a result, WDPCWA is very busy in the morning and relatively quiet in late afternoon and the evening.

release the three berths for other uses in order to balance different needs of the district.

(b) SIPCWA

9. The Study on Strategic Development Plan for Hong Kong Port 2030 (“HKP 2030 Study”)⁴, commissioned by Transport and Housing Bureau (“THB”), was completed in 2014. It recommends that SIPCWA should be upgraded to a modern container handling facility for ocean-going and river trade vessels to support the operation of Kwai Tsing Container Terminals (“KTCTs”). In view of the important contribution of PCWAs to Hong Kong and, in particular, the 100% occupancy rate of SIPCWA in 2014, its operation should be maintained.

10. Having assessed the situation, it is recommended that a portion of 120-metre sea frontage at the northwestern end of SIPCWA (i.e. 76% of the total sea frontage of SIPCWA) should be released to support KTCTs’ operation after July 2016 (**Annex B**), so as to increase its container handling capacity to cope with growth in container throughput and provide barge berths for trans-shipment operations.

11. In the long run, the Government would take a flexible approach in considering the future land use of SIPCWA, taking into account the performance of the upgraded sea frontage and forecasts of cargo throughput.

(c) Designated Berths for Waste Paper Recyclers

12. In his 2013 Policy Address, the Chief Executive announced that suitable PCWA berths would be identified for bidding by the recycling industry exclusively. Taking into account the special situation of paper recyclers and the reliance of waste paper export on PCWAs, the Steering Committee on Sustainable Development of Recycling Industry (“Steering Committee”), chaired by the Chief Secretary for Administration, endorsed at its meeting on 23 January 2014 that waste paper recyclers should be given special treatment.

⁴ HKP 2030 Study projects that HKP would continue to grow in throughput at an average annual rate of 1.5% up to 2030. The projected growth is mainly attributable to the growth in trans-shipment cargo. It also reveals that utilisation of port facilities is uneven as more and more containerised cargo will be using Kwai Tsing Container Terminals and there is a shift of inland transport mode for South China cargo from trucking to barging. It recommends, amongst others, that the capacity of the KTCTs should be enhanced through provision of more yard space and barge berths so as to meet future demand and hence maintain its competitiveness.

After a three-month consultation and discussion with the relevant stakeholders in mid-2014, Environmental Protection Department (“EPD”) proposed to designate 16 berths (i.e. 638 metres of sea frontage in total) in CWPCWA, RCPCWA and TMPCWA (**Annex C**) for open bidding by paper recyclers. The above recommendation was endorsed by the Steering Committee at its meeting on 29 May 2015. EPD will check the eligibility of the bidders in the tender assessment stage to ensure that only competent recyclers genuinely involved in local paper recycling operation can bid for the designated waste paper berths. Based on the principal of fairness, recyclers bidding for the designated waste paper berths are not allowed to bid any other PCWA berths.

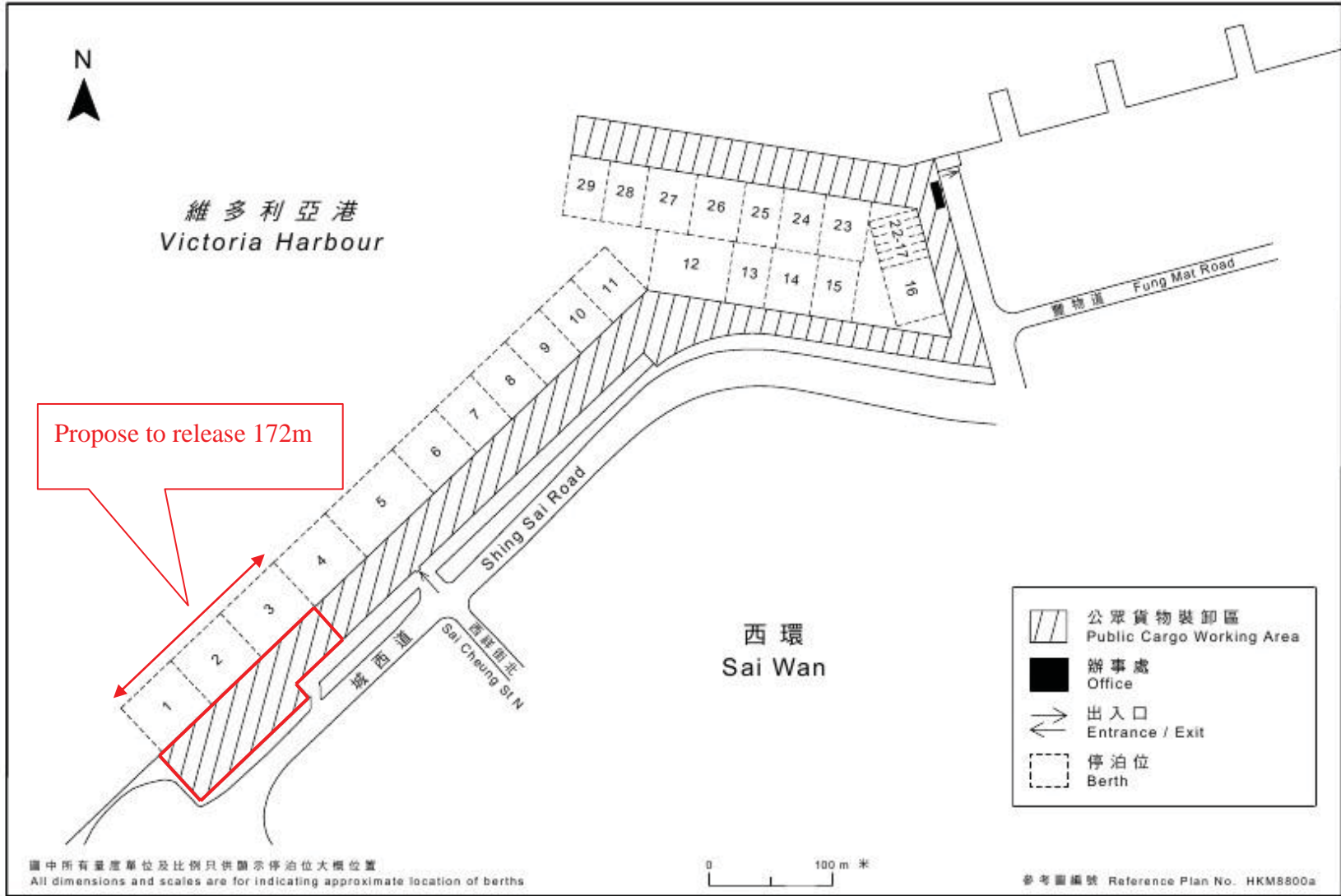
Way Forward

13. The Government has just completed the Review, and will brief the relevant District Councils and the Panel on Economic Development of the Legislative Council on its findings. Because the current BLAs will expire in the end of July, MD plans to commence the tendering exercise in April.

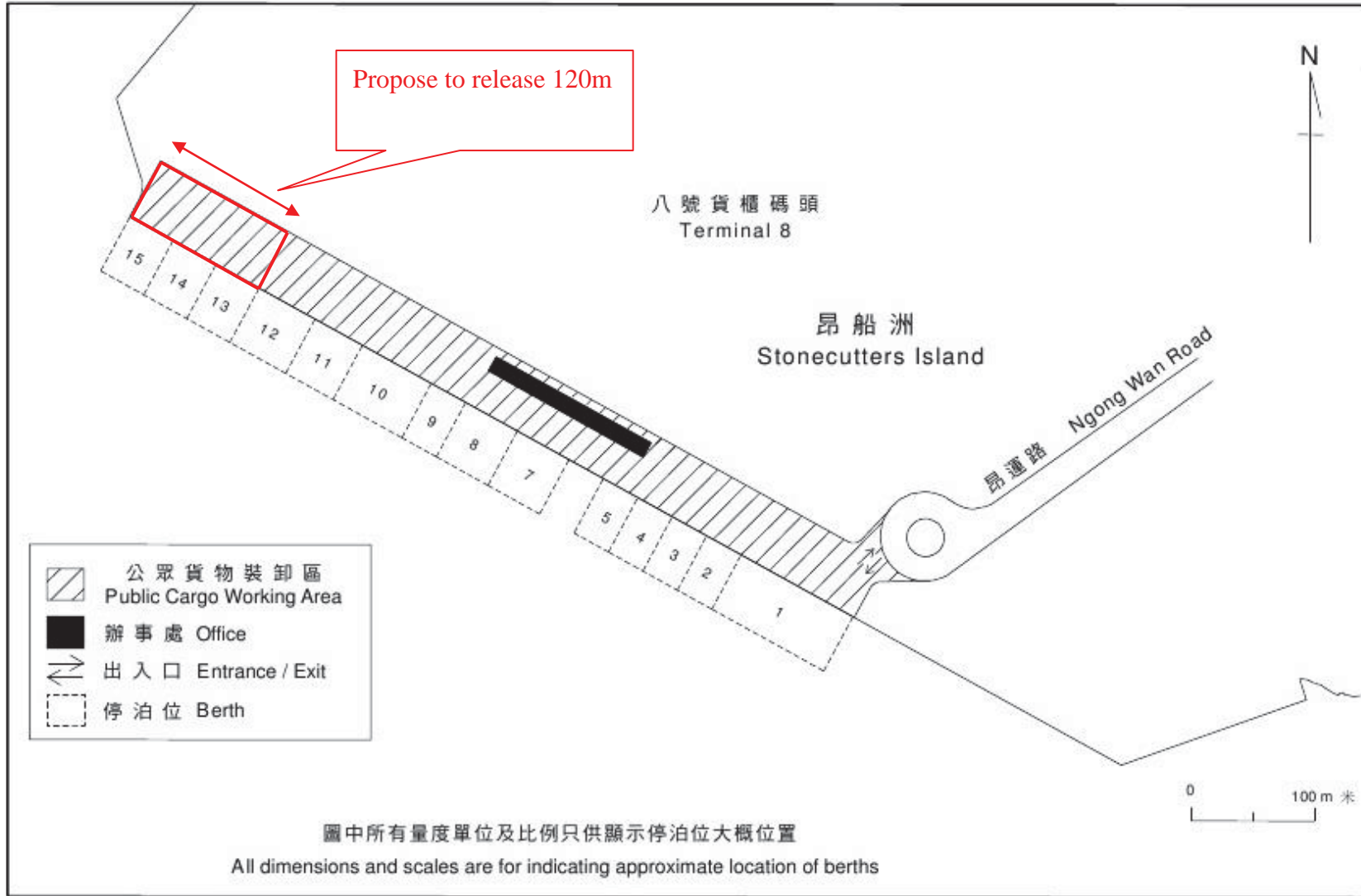
Marine Department
Transport Branch, Transport and Housing Bureau

February 2016

西區公眾貨物裝卸區停泊位位置圖
Western District Public Cargo Working Area Berth Location Plan

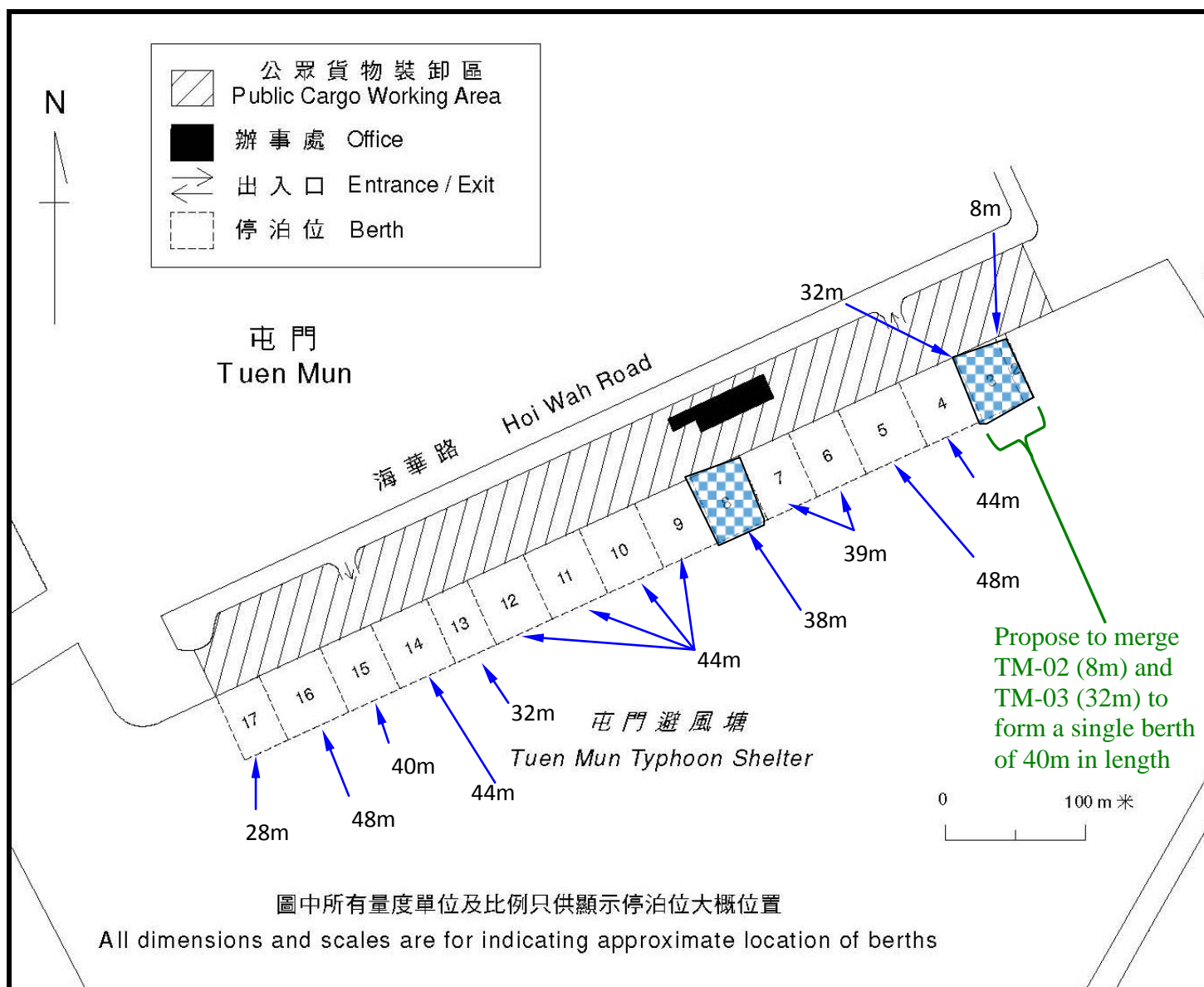


昂船洲公眾貨物裝卸區停泊位位置圖
Stonecutters Island Public Cargo Working Area Berth Location Plan



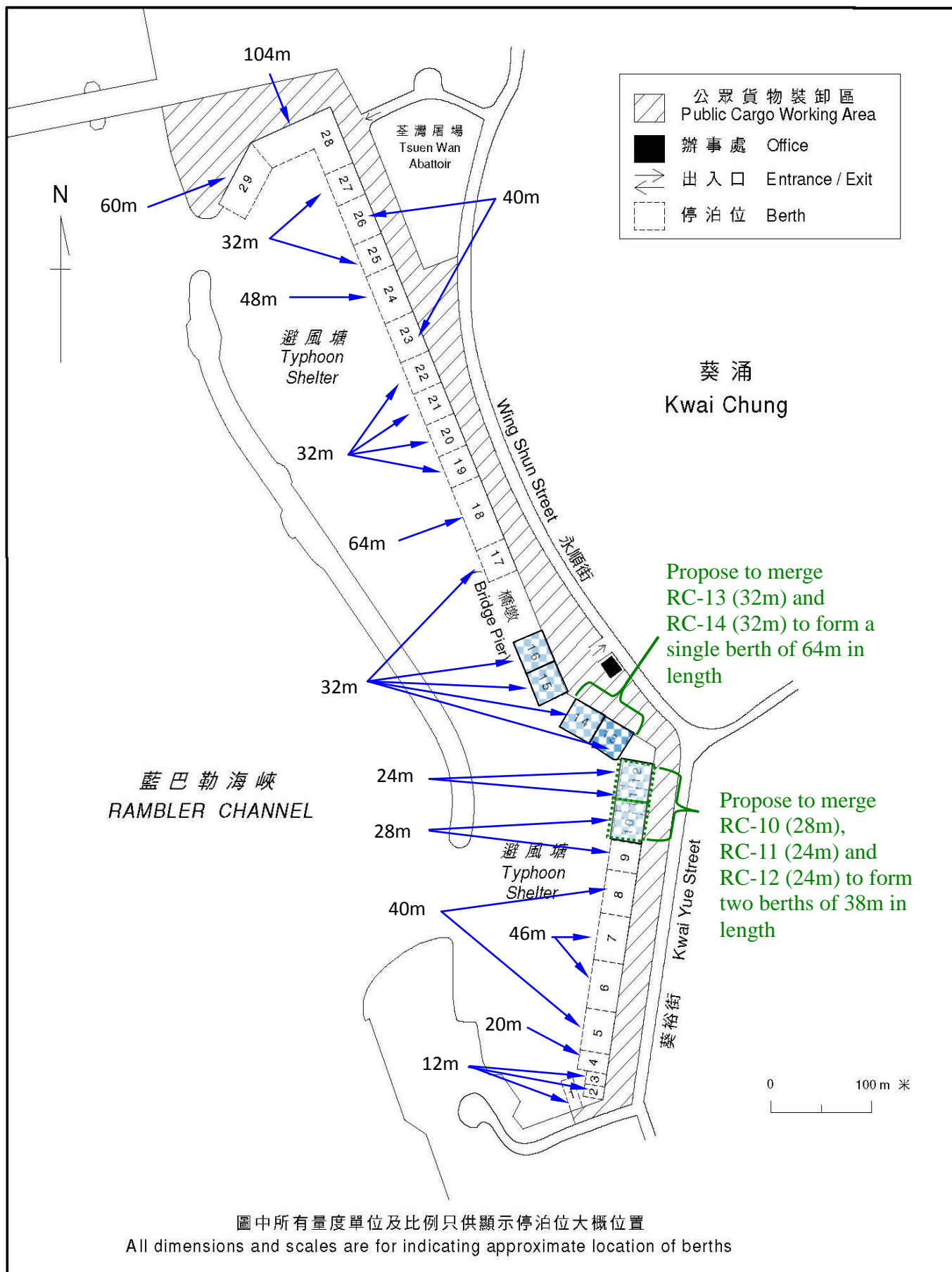
指定廢紙停泊位位置圖 Designated Waste Paper Berth Location Plan

屯門公眾貨物裝卸區 Tuen Mun Public Cargo Working Area



 Designated Waste Paper Berths
  Proposed Re-arrangement

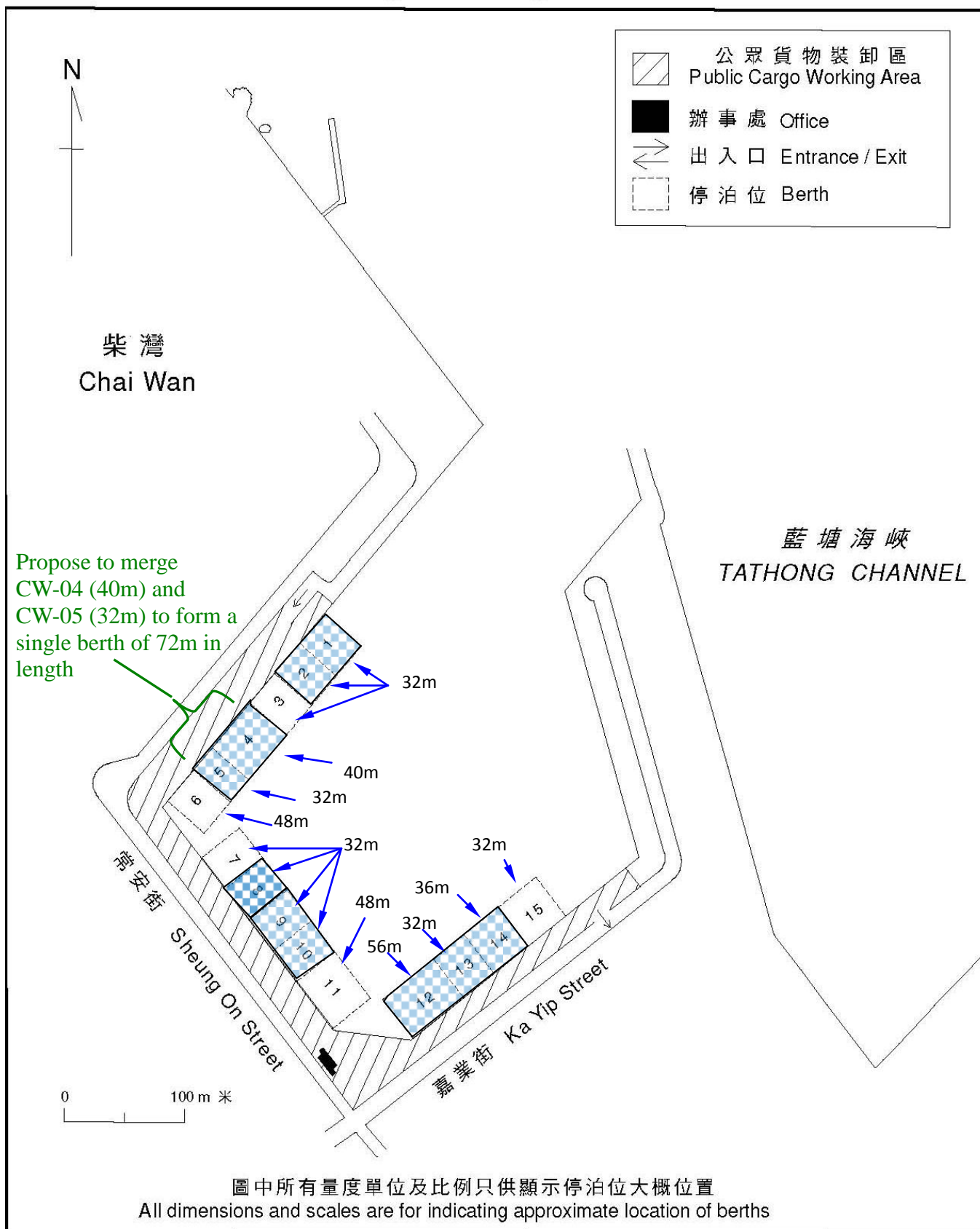
藍巴勒海峽公眾貨物裝卸區
Rambler Channel Public Cargo Working Area



圖中所有量度單位及比例只供顯示停泊位大概位置
All dimensions and scales are for indicating approximate location of berths

Designated Waste Paper Berths
 Proposed Re-arrangement

柴灣公眾貨物裝卸區
Chai Wan Public Cargo Working Area



Designated Waste Paper Berths
 Proposed Re-arrangement