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Panel on Transport Meeting on 24 February 2017

Background brief on Route 11 (between North Lantau and Yuen Long) and transport services in the Northwest New Territories

Purpose

This paper provides background information on Route 11 (between North Lantau and Yuen Long) and transport services in the Northwest New Territories ("NWNT"). It also summarizes the major views and concerns expressed by Legislative Council ("LegCo") Members on the subject.

Background

Route 11 (previously known as Route 10¹)

2. According to the information provided by the Administration², Route 10, a proposed dual 3-lane highway of about 12.8 kilometres long, would connect Lam Tei in NWNT to Northeast Lantau via So Kwun Wat and Tsing Lung Tau. Route 10 comprised two sections, *the Southern Section* (i.e. from North Lantau to So Kwun Wat) and *the Northern Section* (i.e. from So Kwun Wat to Lam Tei). The major function of the proposed Route 10 was to provide alternative external road link for Lantau and the airport; to meet anticipated population and employment growth in NWNT; and to meet forecast traffic demand generated by cross boundary activities.

Before the commissioning of the Hong Kong-Shenzhen Western Corridor in 2007, Route 10 referred to the road linking North Lantau and Yuen Long conceived then which consists of Tsing Lung Bridge, Tai Lam Chung Tunnel and Lam Tei Tunnel, etc. Upon commissioning of the Hong Kong-Shenzhen Western Corridor, the Transport Department has numbered the Hong Kong-Shenzhen Western Corridor as Route 10 and renamed the road linking North Lantau and Yuen Long being conceived as Route 11.

² LC Paper No. CB(1)647/00-01

Funding proposals for Route 10

- 3. In December 1997 and December 1999, the Finance Committee ("FC") approved the funding proposals for the investigation and preliminary design of the proposed Route 10³ and the detailed design of the Southern Section⁴ respectively. Nonetheless, FC in March 2002 rejected the funding proposal for the detailed design of the Northern Section.⁵
- 4. Subsequently, the Administration included the proposed Route 10 (Northern Section) into the "Northwest New Territories Traffic and Infrastructure Review" as one of the possible highways options to be studied amongst other options. The Review concluded that the then and committed road network, together with necessary improvement measures, would be able to cope with the traffic (including those to be generated from Shenzhen Bay Port and the Hong Kong-Zhuhai-Macau Bridge) up to at least 2016. Therefore, no new major highway infrastructure project would be required.⁶

Current situation

5. In January 2017, the Administration informed the Panel on Transport that it plans to conduct a feasibility study on Route 11 (previously known as Route 10). For the long-term development of NWNT, including the proposed Hung Shui Kiu New Development Area and Yuen Long South Development, the Administration will take forward Route 11 to connect NWNT and the urban areas to cope with the increase in traffic demand, and at the same time, improve the "external connectivity" of Lantau and the airport island. According to the Administration, Route 11 will provide a third strategic access to Lantau on top of Tsing Ma Bridge and Tuen Mun-Chek Lap Kok Link, thus enhancing the robustness of the road network connecting to the airport. The proposed Route 11 will link up North Lantau and Yuen Long and is a large scale project. take more than 10 years for going through the conception, consultation of detailed design, environmental impact assessments, land resumptions and acquisitions, gazettal and actual construction stages. to kick start the works, the Administration will conduct a feasibility study on Route 11 and plan to seek support from the Panel on Transport in the first quarter of 2017 for the application for the required funding.

LC Paper No. CB(4)413/16-17(03)

³ LC Paper No. PWSC(97-98)72

⁴ LC Paper No. PWSC(1999-2000)71

⁵ LC Paper No. PWSC(2001-02)97

⁶ LC Paper No. CB(1)1709/06-07(01)

Transport services in the Northwest New Territories

- 6. According to the Administration⁸, the population in Tuen Mun and Yuen Long in July 2015 are about 500 000 and 600 000 respectively. There are a number of major trunk roads constructed within the region, including Tuen Mun Road, Yuen Long Highway, Castle Peak Road, San Tin Highway, Kam Tin Highway, Hong Kong-Shenzhen Western Corridor, Tai Lam Tunnel and Tsing Long Highway, etc., for the intra-district and inter-district connections which facilitate commuting to and from NWNT. In addition, the construction of Tuen Mun-Chek Lap Kok Link is in full swing. When the project is completed, it will be the most direct route for connecting the Hong Kong-Zhuhai-Macao Bridge, Hong Kong International Airport and North Lantau.
- 7. As regards railways, in tandem with the development and population growth in the region, the West Rail Line ("WRL") and Light Rail have been enhancing services to cope with the traffic needs of the residents. The commissioning of the Kowloon Southern Link of WRL in 2009 has greatly reduced the segregation between NWNT and urban Kowloon. To facilitate passengers using the services of WRL and Light Rail, the MTR Corporation Limited ("MTRCL") is also providing feeder bus services connecting to various stations of WRL and Light Rail stops to serve them.
- 8. In addition to railway services, there are more than 70 intra-district and inter-district bus routes and 40 green minibus routes serving Yuen Long and Tuen Mun. More attractive interchange route packages and fare concessions are offered at Tai Lam Tunnel Bus-Bus Interchange and Tuen Mun Road Bus-Bus Interchanges (including Tuen Mun bound and Kowloon bound ones) to facilitate passengers' commute between New Territories West, Kowloon and Hong Kong Island.
- 9. In view of the proposed developments in NWNT, the Administration has preliminarily reviewed the overall traffic demands of NWNT in the future 10 years or even longer term. Also, the Administration proposed a number of improvement and enhancement measures, including continuous implementation of major road works, striving to conduct a feasibility study on Route 11 as mentioned above, strengthening of WRL service and continuous implementation of new railway projects.

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⁸ LC Paper No. CB(4)1306/14-15(04)

Major views and concerns of Members

10. In the Fifth and Sixth LegCo, Members have expressed views and concerns on Route 11 and transport services in NWNT at the meetings of the Panel on Transport and the Subcommittee on Matters Relating to Railways, the Panel on Development meetings, special FC meetings and the Council meetings. Their major views and concerns are summarized in the ensuing paragraphs.

Road network

- 11. Members were worried that while the population in NWNT has been increasing continuously in recent years, the transport infrastructure has failed to cope with the increased demand. They further expressed that while the planning for a number of major trunk roads plying NWNT has been underway for several years, their completion dates have not been confirmed so far. Members also expressed concern about the works progress and completion timetables of major road infrastructure projects, including Tuen Mun-Chek Lap Kok Link, Tuen Mun Western Bypass and Route 11.
- 12. According to the Administration in February 2017⁹, the Highways Department conducted in the past few years a series of road improvement works, including the Traffic Improvements to Tuen Mun Road Town Centre Section and the Reconstruction and Improvement of Tuen Mun Road, both of which have been completed. Besides, Tuen Mun-Chek Lap Kok Link, which is under construction, will connect NWNT with the Hong Kong Boundary Crossing Facilities of the Hong Kong-Zhuhai-Macao Bridge, North Lantau and the Hong Kong International Airport, to further alleviate traffic.
- 13. Regarding Tuen Mun Western Bypass, the Highways Department has consulted stakeholders many times on its alignment, portal and design in the past few years. Having considered the comments of various parties and upon further planning, the Highways Department consulted the relevant District Councils and Rural Committee in the latter half of 2016 on the latest proposed alignment and is making preparation for the investigation study and the preliminary design which is targeted for commencement by mid-2017. As mentioned earlier, the Administration also plans to take forward the Route 11 project.

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⁹ http://www.info.gov.hk/gia/general/201702/08/P2017020800489.htm

West Rail Line

- 14. Members were concerned that according to the figures provided by MTRCL, WRL's current loading during morning peak had already reached 104% in 2015. As an anticipated new population of around 210 000 would move into Yuen Long and Tuen Mun, Members queried that even with all eight-car trains deployed in WRL and the commissioning of the Shatin to Central Link ("SCL") to divert some passengers, WRL would still be unable to meet the traffic demands from the growing population in NWNT in the long-term. Some Members suggested that the Administration should coordinate the pace of housing development and transport infrastructure in NWNT to ensure that the transport needs of the residents could be met. They also suggested that to address the transport demand of residents in NWNT, the Administration should construct a new cross-harbour railway running from Tuen Mun via Lantau Island to Hong Kong Island and Kowloon.
- 15. According to the Administration in February 2017, the number of WRL train trips per direction per hour during peak hours is 20. To tie in with the "East-West Corridor" project under SCL which is under construction, starting from January 2016, WRL trains have been progressively converted from 7-car to 8-car trains. As at end-2016, a total of 11 8-car trains were already put into service. As compared to the situation before the addition of train cars, the hourly carrying capacity has already increased by about 7.5% during peak hours. It is expected that the overall carrying capacity can be enhanced by about 14% when all WRL trains have been converted to 8-car trains by 2018.
- 16. Besides, under SCL project, MTRCL is upgrading the signalling system of WRL to prepare for the increase in train frequency. MTRCL is also procuring new train cars and modifying the existing trains. After all these new and modified trains have been put into service by mid-2019, WRL will be able to serve in a maximum hourly frequency of 24 trains per direction. Based on the above, the overall carrying capacity will increase by 37% as compared to that in 2015. The actual enhancement in train service will depend on the then operation and passenger demand.
- As regards long-term railway development, the Administration will take forward the Strategic Studies on Railways and Major Roads beyond 2030 ("the Study") in light of the "Hong Kong 2030+: Towards a Planning Vision and Strategy Transcending 2030" Study. The Study will cover the transport infrastructure required in areas including Lantau, NWNT and New Territories North, with a view to preliminarily formulating the arrangement of the relevant infrastructure. This includes the need and the preliminary feasibility of constructing the NWNT-Lantau-Metro Rail Corridor. The Administration will

seek funding from LegCo for conducting the Study later.

Light Rail service

- 18. At the meeting of the Subcommittee on Matters Relating to Railways on 19 April 2016, members passed a motion on the loading of Light Rail. The Subcommittee urged the Administration to discuss with MTRCL the short-term measures to revise the present calculation basis of the loading of Light Rail from a carrying capacity of 200 passengers per Light Rail Vehicle ("LRV") (equivalent to a passenger density of 6 to 7 persons (standing) per square metre ("ppsm")) to the common standard adopted by other rails, which was based on a passenger density of 4 ppsm, so as to reflect the actual loading of LRVs. In addition, MTRCL should fully deploy, during the morning peak, coupled-set LRVs to serve routes with a loading (based on a passenger density of 4 ppsm) of 80% or above, so as to alleviate the problem of crowdedness during morning peak hours.
- 19. Besides, Members also expressed concern about the future development of Light Rail. Noting that the Administration would carry out an in-depth review on the long-term development of Light Rail under the Public Transport Strategy Study ("PTSS"), some Members asked about the scope of the review and urged the Administration to consider transforming the current Light Rail system to become an elevated automated people mover system to release road space and reduce traffic accidents. They also asked the Administration to consider scraping Light Rail service and replacing it with underground railway services.
- 20. According to the Administration in February 2017, MTRCL has been adopting various measures to enhance the carrying capacity of Light Rail as far as practicable, in order to relieve the crowdedness during peak hours. These measures include increasing frequency of service, refurbishing Light Rail compartments, enhancing platform management, adding short haul special service and deploying more coupled-set LRVs. MTRCL has also deployed additional single-set LRVs to run short haul special service in view of passenger demand and road condition. Given that Light Rail shares part of the roads with other road users, and that the usage of individual junctions are currently very high, the room for additional LRVs during the morning peak hours are very limited.
- 21. In addition, the Administration and MTRCL are reviewing how the carrying capacity of Light Rail can be further enhanced under PTSS. The feasibility of various proposals, including rationalizing part of the overlapping Light Rail routes and reviewing the design of and traffic light arrangements at

busier junctions, is being examined. PTSS will be completed in mid-2017. At the same time, MTRCL has awarded a contract to procure 10 additional LRVs, which are expected to be delivered within the period from 2019 to 2023, to support the enhancement of the overall carrying capacity of Light Rail.

Environmentally Friendly Transport Services

- 22. When the Panel on Development discussed the Hung Shui Kiu New Development Area Planning and Engineering Study in November 2016, some members expressed concern about the details of the proposed Environmentally Friendly Transport Services for the Hung Shui Kiu New Development Area. They also asked whether the system would share the road surface with other vehicles. They further enquired about the measures to avoid the situation that pedestrians and vehicles would compete for the same road space.
- 23. In response, the Administration advised that land for a dedicated Green Transit Corridor had been reserved in the New Development Area under the Revised Recommended Outline Development Plan to provide rapid intra-district transport service. Subject to further studies, the Green Transit Corridor would include highly efficient Environmentally Friendly Transport Services, pedestrian walkways and cycle tracks to support the internal movement amongst different development clusters.

Motion passed at the Legislative Council meeting

24. A motion was passed on 11 December 2013 on "Enhancing the railway service in the Northwest New Territories", urging the Administration to, amongst other thing, for the purpose of dovetailing with the existing and future development needs and after completing the relevant public consultation, expeditiously implement the planning work for the Tuen Mun South Extension and the Hung Shui Kiu Station, and conduct comprehensive studies and public consultation on the development plans for the Northern Link, the Hong Kong-Shenzhen Western Express Line, the Coastal Railway between Tuen Mun and Tsuen Wan and the extension of Light Rail line to Tuen Mun Area 54, so as to cope with the demand of the residents in NWNT for the railway service. The wording of the above motion is in **Appendix I**.

Latest position

25. The Administration plans to consult members on the funding application (i.e. 870TH) for commissioning a consultancy to study the technical feasibility of the proposed Route 11 which will provide an additional strategic road link between NWNT and Lantau to cater for the future traffic demands generated by the anticipated growth in population and developments in NWNT and North Lantau at the Panel on Transport meeting to be held on 24 February 2017.

Relevant papers

26. A list of relevant papers is in **Appendix II**.

Council Business Division 4 <u>Legislative Council Secretariat</u> 20 February 2017 (Translation)

Motion on "Enhancing the railway service in the Northwest New Territories" moved by Hon LEUNG Che-cheung at the Council meeting of 11 December 2013

Motion as amended by Dr Hon KWOK Ka-ki, Ir Dr Hon LO Wai-kwok, Hon Frankie YICK, Hon SIN Chung-kai and Hon Albert CHAN

That, in the consultation document entitled 'Our Future Railway' Stage 2 public engagement exercise released in February this year, the Government put forward local railway enhancement schemes such as the Tuen Mun South Extension and the Hung Shui Kiu Station, etc. to integrate into the existing railway network and dovetail with the development plan for the Hung Shui Kiu New Development Area; the population in the Northwest New Territories increases rapidly, and many residents in the district need to work across districts and thus rely heavily on the existing railway and transport link for commuting to and from urban areas; in this connection, this Council urges the Government to, for the purpose of dovetailing with the existing and future development needs and after completing the relevant public consultation, expeditiously implement the planning work for the Tuen Mun South Extension and the Hung Shui Kiu Station, and conduct comprehensive studies and public consultation on the development plans for the Northern Link, the Hong Kong-Shenzhen Western Express Line, the Coastal Railway between Tuen Mun and Tsuen Wan and the extension of the Light Rail line to Tuen Mun Area 54, so as to cope with the demand of the residents in the Northwest New Territories for the railway service; the Government should also request the MTR Corporation Limited to expeditiously adopt effective measures to comprehensively improve the existing West Rail and Light Rail services, including reducing fare, increasing service frequencies, increasing and procuring more train cars, improving station facilities, improving the 'Monthly Pass Extra' scheme, and enhancing the Light Rail system and other connecting transportation arrangements, etc.; at the same time, the Government should, by comprehensively considering factors such as Hong Kong's long-term population development trends, land and housing supplies and overall urban infrastructure planning etc., and based on the findings of the public consultation on 'Our Future Railway', expeditiously review and formulate Hong Kong's long-term railway development blueprint, and implement the planning concerned in a practical and orderly manner, so as to ensure Hong Kong's sustainable development; the Government should also expeditiously launch the Fourth Comprehensive Transport Study to enable the expansion of railway network to dovetail with the clear positioning of various modes of public transport, so as to provide people with more comprehensive

transport network support; this Council also urges the Government based on the local enhancement schemes mentioned in the 'Our Future Railway' Stage 2 public engagement exercise to construct the North Island Line, Siu Sai Wan Line and South Island Line (West) etc., so as to improve the connection of the Northwest New Territories with other regions; this Council also urges the Government to expeditiously construct a railway between Tuen Mun and Chek Lap Kok, so that every 50 000 to 80 000 people in New Territories West may use one large-scale railway station, thus bringing the ratio of railway stations to population in New Territories West on a par with that in urban areas, and introduce bus interchange services at all large MTR stations and the entrances and exits of major highways, tunnels and flyovers.

Route 11 (between North Lantau and Yuen Long) and transport services in the Northwest New Territories

List of relevant papers

Date of meeting	Meeting	Minutes/Paper	LC Paper No.
13.11.1997	Public Works Subcommittee	Administration's paper on 519TH – Route 10 – North Lantau to Yuen Long Highway	PWSC(97-98)72 http://www.legco.gov.hk/yr9 7-98/english/fc/pwsc/papers/ pw131172.htm
12.12.1997	Finance Committee	Administration's paper	FCR(97-98)77 http://www.legco.gov.hk/yr97-98/english/fc/fc/papers/fc121277.htm
17.11.1999	Public Works Subcommittee	Administration's paper on 519TH – Route 10 – North Lantau to Yuen Long Highway	PWSC(1999-2000)71 http://www.legco.gov.hk/yr9 9-00/english/fc/pwsc/papers/ p99-71e.pdf
		Minutes	PWSC30/99-00 http://www.legco.gov.hk/yr9 9-00/english/fc/pwsc/minute s/pw171199.pdf
17.12.1999	Finance Committee	Administration's paper	FCR(1999-2000)53 http://www.legco.gov.hk/yr9 9-00/english/fc/fc/papers/f99 -53e.pdf
		Minutes	FC76/99-00 http://www.legco.gov.hk/yr9 9-00/english/fc/fc/minutes/fc 171299.pdf

Date of	Meeting	Minutes/Paper	LC Paper No.
6.2.2002	Public Works	Administration's paper on	PWSC(2001-02)97
0.2.2002	Subcommittee	519TH – Route 10 – North Lantau to Yuen Long Highway	http://www.legco.gov.hk/yr0 1-02/english/fc/pwsc/papers/ p01-97e.pdf
		Minutes	PWSC78/01-02
			http://www.legco.gov.hk/yr0 1-02/english/fc/pwsc/minute s/pw020206.pdf
8.3.2002	Finance	Administration's paper	FCR(2001-02)64
	Committee		http://www.legco.gov.hk/yr0 1-02/english/fc/fc/papers/f01 -64e.pdf
		Minutes	FC13/02-03
			http://www.legco.gov.hk/yr0 1-02/english/fc/fc/minutes/fc 020308.pdf
18.10.2002	Panel on Transport	Administration's paper on Route 10 Southern Section – North Lantau to So Kwun Wat	CB(1)55/02-03(04) http://www.legco.gov.hk/yr0 2-03/english/panels/tp/paper s/tp1018cb1-55-4e.pdf
		Minutes	CB(1)771/02-03
			http://www.legco.gov.hk/yr0 2-03/english/panels/tp/minut es/tp021018.pdf
	Panel on Transport	Administration's paper on the position on Route 10 (Northern Section) and measures to rationalize the utilization of Route 3	CB(1)1709/06-07(01) http://www.legco.gov.hk/yr0 6-07/english/panels/tp/paper s/tpcb1-1709-1-e.pdf

Date of meeting	Meeting	Minutes/Paper	LC Paper No.
17.7.2013	Council meeting	Hon LEUNG Che-cheung raised a question on train services of MTR West Rail Line and Light Rail	http://www.info.gov.hk/gia/ general/201307/17/P201307 170208.htm
11.12.2013	Council meeting	Motion on "Enhancing the railway service in the Northwest New Territories" moved by Hon LEUNG Che-cheung	http://www.legco.gov.hk/yr1 3-14/english/counmtg/motio n/cm1211-m2-wordings-e.p df
		Progress report	http://www.legco.gov.hk/yr1 3-14/english/counmtg/motio n/cm1211-m2-prpt-e.pdf
27.10.2014	Subcommittee on Matters Relating to Railways	Administration's paper on Railway Development Strategy 2014	CB(1)2012/13-14(01) http://www.legco.gov.hk/yr1 3-14/english/panels/tp/tp_rd p/papers/tp_rdpcb1-2012-1-e .pdf
		Minutes	CB(4)539/14-15 http://www.legco.gov.hk/yr1 4-15/english/panels/tp/tp_rd p/minutes/rdp20141027.pdf
20.11.2014	Council meeting	Dr Hon Kenneth CHAN Ka-lok raised a question on Railway Development Strategy 2014	http://www.info.gov.hk/gia/ general/201411/20/P201411 200298.htm
3.12.2014	Council meeting	Hon CHAN Han-pan raised a question on Railway Development Strategy 2014	http://www.info.gov.hk/gia/ general/201412/03/P201412 030566.htm
28.1.2015	Council meeting	Hon LEUNG Che-cheung raised a question on Light Rail service	http://www.info.gov.hk/gia/ general/201501/28/P201501 280459.htm

Date of meeting	Meeting	Minutes/Paper	LC Paper No.
23.6.2015 and 22.7.2015	Panel on Development	Administration's paper on Hung Shui Kiu New Development Area Planning and Engineering Study – Recommended Outline Development Plan and Stage 3 Community Engagement	CB(1)987/14-15(07) http://www.legco.gov.hk/yr1 4-15/english/panels/dev/pap ers/dev20150623cb1-987-7- e.pdf
		Minutes	CB(1)1286/14-15 http://www.legco.gov.hk/yr1 4-15/english/panels/dev/min utes/dev20150623.pdf CB(1)1250/14-15 http://www.legco.gov.hk/yr1 4-15/english/panels/dev/min utes/dev20150722.pdf
17.7.2015	Panel on Transport	Administration's paper on planning of transport infrastructure in Northwest New Territories	CB(4)1306/14-15(04) http://www.legco.gov.hk/yr14-15/english/panels/tp/papers/tp20150717cb4-1306-4-e.pdf df
		Minutes	CB(4)228/15-16 http://www.legco.gov.hk/yr1 4-15/english/panels/tp/minut es/tp20150717.pdf
7.4.2016	Finance Committee (Special meeting)	Replies to initial written questions raised by Finance Committee members in examining the Estimates of Expenditure 2016-2017 (Session No.: 14) (Questions Serial Nos. 1346, 1564, 1623 and 2902)	http://www.legco.gov.hk/yr1 5-16/english/fc/fc/w q/thb-t- e.pdf

Date of meeting	Meeting	Minutes/Paper	LC Paper No.
19.4.2016	Subcommittee on Matters Relating to Railways	MTR Corporation Limited's paper on capacity and loading of trains in the MTR network	CB(4)854/15-16(07) http://www.legco.gov.hk/yr1 5-16/english/panels/tp/tp_rd p/papers/tp_rdp20160419cb 4-854-7-e.pdf
		Minutes	CB(4)1282/15-16 http://www.legco.gov.hk/yr1 5-16/english/panels/tp/tp_rd p/minutes/rdp20160419.pdf
22.6.2016	Council meeting	Hon LEUNG Che-cheung raised a question on West Rail Line of MTR	http://www.info.gov.hk/gia/ general/201606/22/P201606 220473.htm
8.11.2016	Panel on Development	Administration's paper on Hung Shui Kiu New Development Area Planning and Engineering Study – Revised Recommended Outline Development Plan	CB(1)51/16-17(05) http://www.legco.gov.hk/yr1 6-17/english/panels/dev/pap ers/dev20161108cb1-51-5-e. pdf
		Minutes	CB(1)289/16-17 http://www.legco.gov.hk/yr1 6-17/english/panels/dev/min utes/dev20161108.pdf
23.11.2016	Council meeting	Hon LEUNG Che-cheung raised a question on Tuen Mun-Chek Lap Kok Link and Tuen Mun Western Bypass	http://www.info.gov.hk/gia/ general/201611/23/P201611 2300495.htm
20.1.2017	Panel on Transport	Administration's paper on transport-related policy initiatives of the Transport and Housing Bureau under the 2017 Policy Address and Policy Agenda	http://www.legco.gov.hk/yr1 6-17/english/panels/tp/paper

Date of meeting	Meeting	Minutes/Paper	LC Paper No.
8.2.2017	Council meeting	Hon LEUNG Che-cheung raised a question on traffic situation in Northwest New Territories	http://www.info.gov.hk/gia/ general/201702/08/P201702 0800489.htm
10.2.2017	Subcommittee on Matters Relating to Railways	Paper on the deployment of coupled-set Light Rail Vehicles provided by the Administration and MTR Corporation Limited	http://www.legco.gov.hk/yr1

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