



Hong Kong Academy of Engineering Sciences
香港工程科學院

Position Paper on Land Supply Issues

Submission to The Task Force on Land Supply
by Hong Kong Academy of Engineering Sciences

香港工程科學院向土地供應專責小組提交
有關土地供應議題之意見書



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FOREWORD

Hong Kong Academy of Engineering Sciences (HKAES) is an independent organisation of Hong Kong's most eminent engineers of various disciplines who are recognised leaders of the profession with distinguished achievements in engineering sciences or applications.

The Academy was formed in 1994 by eight distinguished engineers under the leadership of The Hon. Sir S.Y. Chung, GBM, FREng, JP, Professor Sir Charles Kao, FREng and Professor Y.K. Cheung, FREng. It was formed in recognition of Hong Kong's need to have its own Academy after 1997, with strong support from the government and the Hong Kong Institution of Engineers (HKIE), and was modelled after the Royal Academy of Engineering.

The Academy's Fellowship is by invitation only and elected by peers annually. It currently has a total of 72 Fellows. Fellows are distinguished by the title "Fellow of Hong Kong Academy of Engineering Sciences" with the designatory letters "FHKEng". Amongst the current Fellows, there are one Nobel Laureate, 14 Fellows of the Royal Academy of Engineering (FREng), three Fellows of the Royal Society (FRS), six Academicians of the Chinese Academy of Engineering (CAE) and Chinese Academy of Sciences (CAS), five Fellows of the US National Academy of Engineering, one Fellow of the French Academy of Engineering, 13 past presidents of the HKIE, four Presidents of local universities and many distinguished award-winning leaders of the profession.

The Academy aims to promote the advance of the science, art and practice of engineering for the benefit of the public and is empowered to undertake activities that include policy research, providing expert advice on engineering related matters to the government and other bodies, organisation of high level distinguished lectures and discussion forums, promotion of innovation and entrepreneurship among the young, and supporting education and research projects.

Following the launch of the public engagement exercise in April 2018 by the Task Force on Land Supply appointed by the Chief Executive of the HKSAR Government, the HKAES has actively reviewed and deliberated on the Task Force's consultation document. With input from the HKAES Fellows, we have compiled a position paper to offer our views on the land supply options and other land supply-related issues for consideration by the Task Force and the public at large. We hope that this endeavour can help steer the discussion and understanding of the public from various perspectives which will benefit our society.

I wish to acknowledge the concerted efforts and contributions of our Fellows, in particular the support and invaluable discussions among members of the HKAES Task Force on Investigating Land Supply in Hong Kong, in preparing and publishing this position paper.

Timothy W. Tong, Ph.D., FHKEng
President of the Hong Kong Academy of Engineering Sciences
August 2018

前言

香港工程科學院是一個獨立的機構，成員全是香港各個工程專業最優秀的工程師，他們都是工程界別的知名領袖，在工程科學及應用方面有出色的成就。

1994年，八位傑出工程師在鍾士元爵士(GBM, FREng, JP)、高錕教授(FREng) 和張佑啟教授 (FREng) 的領導下，成立香港工程科學院。成立的原因是大家有感香港在1997年後，有需要有一家屬於本土的工程科學院，於是仿效英國皇家工程院成立香港工程科學院，並得到香港政府及香港工程師學會(HKIE)的鼎力支持。

香港工程科學院目前一共有72位院士，他們都是先被邀請，然後再經同儕在每年舉行一次的選舉中選出。院士的名銜為「香港工程科學院院士」，簡稱為「FHKEng」。院士之中，有一位是諾貝爾得獎者、14位是英國皇家工程院院士(FREng)、三位英國皇家學會院士(FRS)、六位中國工程院(CAE)及中國科學院院士(CAS)、五位美國國家工程院院士、一位法國工程院院士、13位前任香港工程師學會會長、四位本地大學校長以及多位贏得各項榮譽的傑出領袖。

香港工程科學院成立的宗旨是要促進工程在科學、藝術及實務方面的發展，造福社群。香港工程科學院籌辦的活動包括為政府及其他團體提供有關工程方面的獨立政策研究及專家意見，舉辦高層次講座及研討會，推動青年學生創新創業，及支援教育及科研項目。

隨著香港特區行政長官成立的土地供應專責小組於2018年展開公眾參與活動，香港工程科學院就專責小組提供的諮詢文件進行了分析、討論及評估，根據院士們所提供的意見，我們撰寫了一份意見書，就土地供應選項及其他相關議題提出意見，供專責小組及社會大眾考慮。我們希望這份意見書可以帶領社會大眾從不同的角度對土地供應問題進行討論及理解，為香港帶來福祉。

這份意見書得以完成及出版，實有賴香港工程科學院院士的積極參與，我謹此致謝，尤其要感謝香港工程科學院香港土地供應工作小組成員的支持和提供的寶貴意見。

香港工程科學院院長

唐偉章

2018年8月



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1. Summary

- 1.1 Hong Kong is facing a **pressing developable land shortage problem**, which has created a lot of socio-economic issues with significant and far-reaching implications for the well-being of its people.
- 1.2 The **long-standing imbalance in demand and supply for housing land has resulted in prohibitively high residential property prices**, worsening their affordability for the general public. The **average waiting time for public rental housing has lengthened to 5.1 years**. The lack of economic land has led to **very high business cost and office rental, eroding Hong Kong's competitiveness** as an international trading and services hub in East Asia. It is believed that **the actual land shortfall could be much higher than the 1,200 hectare deficit stated in "Hong Kong 2030+ : Towards a Planning Vision and Strategy Transcending 2030" ("Hong Kong 2030+")**.
- 1.3 The crux of developable land shortage in Hong Kong is the slackened pace of land development in the past decades. To address the many livelihood and developmental issues plaguing Hong Kong, there is a **compelling case to increase, as a matter of top priority, both the scale and speed of land supply for the city**.
- 1.4 In view of the multifarious views expressed by community stakeholders, **we propose** adopting a **people-first mindset** and according higher priority to societal considerations, putting the needs of the people ahead of those of the environment and the economy in arriving at a balance point. Where an existing country park or conservation area has to make way for development, **we propose** that the loss be compensated by creating new preservation area(s) elsewhere and **implementing such compensation mechanism under a "conserve before develop" principle**.
- 1.5 **We propose** that in parallel with the public engagement process, the Administration should **identify specific projects from the 18 options and kick-start the necessary technical studies to address considerations under the three pillars of sustainable development for these projects**, so that those broadly supported by the community could be implemented immediately after the engagement period.

1. 總結

- 1.1 香港目前面對**非常嚴峻的可發展土地短缺問題**，從而衍生了許多社會及經濟的問題，對香港市民的福祉造成嚴重及長遠的影響。
- 1.2 香港**房屋用地的供求長期失去平衡，因而造成住宅物業的售價高企得令人卻步**，一般市民大眾難以負擔。**公屋的平均輪候期延長至5.1年**，經濟用地的缺乏亦導致**營商成本及寫字樓租金飆升**，削弱了香港作為亞洲國際貿易及服務樞紐的競爭能力，估計**香港的實際土地短缺將遠超於根據《香港2030規劃遠景與策略》(下稱《香港2030+》)所估計的1200公頃**。
- 1.3 香港過去幾十年覓地造地步伐緩慢，是導致可發展用地短缺的最主要原因。要應付嚴重困擾香港的許多民生及發展問題，**首先需要增加香港土地供應的規模及速度，刻不容緩**。
- 1.4 香港社會各界持份者對這個問題的意見百花齊放，**我們建議以人為本**，重視社會的關注，在求取平衡的時候，要優先考慮人的需要，其次才為環境及經濟的考慮。假若現存的郊野公園或保育區需要用作發展用途，**我們建議**在其他地區提供新的保育用地，以補償任何郊野公園土地及設施的損失，並且**按「先保育後發展」的原則制定一個補償機制**。
- 1.5 **我們建議**在公眾參與活動期間，政府當局應該**在18個土地的選項之中，選出一些指定項目，即時展開所需的技術性研究，以應對涉及這些項目的可持續發展的三個範疇**，使該些普遍得到社區支持的項目可以在公眾參與活動期完結後馬上展開。



- 1.6 **We propose** that the Administration demonstrate its resolve to address the problem by **pledging performance targets with implementation timelines** to increase and quicken land supply, while **joining forces with the Legislative Council (LegCo), District Councils and statutory bodies involved in land supply to make collective commitments**. The Administration should also sustain the wider community's support for the various land supply measures through the **use of big data technologies to capture, track and disseminate statistics and projections relating to the supply and demand of land and housing**.
- 1.7 **We propose** that the Administration work closely with the LegCo and other relevant agencies to streamline the **administrative and statutory procedures with a view to reducing the lead time required to complete a development**. By shortening the project delivery cycle, options/projects now regarded as realizable in the medium term may become **achievable in the short term**, thereby reducing the land shortfall from now up to 2026.
- 1.8 **We propose** that the Administration work closely with the LegCo to **allocate funds for conducting the investigations, feasibility studies, planning and engineering studies**, etc. required to take forward the various land supply options and projects. The various **investigations and studies may be sponsored by a number of funding sources other than the Government**.
- 1.9 **Large-scale land developments** are essential to ensure a steady and sizable supply of land in the medium to long term. These developments **must be based on comprehensive planning** which needs to take into account a large number of factors involving a multitude rather than only one of the land supply options. Without proper planning, **we propose not discarding any of the 18 options shortlisted by the Task Force**.
- 1.10 **We propose** that the **1,200 hectare (ha) land supply deficit** as projected in “Hong Kong 2030+” be seen as the **bare minimum**, as the **projection has not taken into account many salient factors**. There is urgency to set up a land reserve to provide the Government with an effective tool to tackle any slippage or gap in land supply and/or address any unforeseeable surge in demand. The costs of building a land reserve are minimal, if any, when compared to the benefits involved.

- 1.6 **我們建議**政府為了要表達他們對處理這個問題的決心，應該就增加及加速土地供應**制定目標及執行的時間表**，並同時與立法會、區議會及各個與土地供應相關的法定團體，一起公開制定承諾。政府亦必須透過大數據去記錄、分析及發佈關於土地及房屋供求的數據和預測數字，以爭取市民大眾對各項土地供應措施的支持。
- 1.7 **我們建議**政府與立法會及其他相關團體研究**簡化行政及法定程序**，以期**縮減完成一個發展項目所需要的時間**，透過**縮短個別項目的完成週期**，一些被視為中期項目將可在短期完成，因而可減低由現在直至2026年的土地供應短缺。
- 1.8 **我們建議**政府與立法會緊密合作，就各個土地供應選項及項目需要進行的調查、可行性研究、策劃及工程研究等工作提供撥款。各項調查及研究除了由政府撥款支持，亦可以由其他撥款機構提供贊助。
- 1.9 要確保中長期有穩定及大量的土地供應，就必須要有**大規模的土地發展項目**，這些發展項目必須建基於**全面的規劃**，並且要考慮涉及多個、而非單一土地供應選項的眾多因素。**我們建議**在未有全面規劃之前，**不要放棄任何一個由土地發展專責小組所羅列的18個土地供應選項**。
- 1.10 **我們建議**將《香港2030+》所估計的**1200公頃土地短缺被視為一個最低限度的短缺**，因為**這個預測數字，並沒有考慮很多其他重要的因素**。香港有迫切性去設立一個土地儲備，為政府提供有效的支援，以應付土地供應出現滯後或不足的情況，或用於配合任何不能預計的需求，相對於土地儲備所可以帶來的效益，要建成土地儲備所需的投資只是很少。



1.11 **We propose distinguishing between generic options and specific projects**, which are collectively known as “land supply options” in the consultation document. The **18 options/projects** included in the document are **certainly not exhaustive**. We should keep an open mind on additional options/projects that may be put forward by community stakeholders, and all possibilities should be explored in a non-exclusive manner.

1.12 **We propose immediately proceeding with feasibility studies for as many of the generic options**, with a view to identifying specific projects for planning and engineering studies. Specific projects already commenced should be expedited while non-commenced projects should be taken forward immediately with detailed assessments, planning and engineering studies to generate development scheme scenarios and formulate the relevant engineering design solutions for part or whole of the project area.

1.13 We need to assess realistically the implementation challenges of the land supply options/projects, particularly the time required to make available formed sites for housing and other developments. After assessing the implementation challenges involved, **we propose** that the Administration **pursue the following six options** in the consultation document **immediately** to address the land deficit problem:

- **Developing brownfield sites**
- **Tapping into the private agricultural land reserve in the New Territories for development under the Public-Private Partnership initiatives**
- **Alternative uses of some of the sites under the Private Recreational Leases**
- **Developing two pilot areas on the periphery of country parks**
- **Near-shore reclamation outside Victoria Harbour**
- **Developing the East Lantau Metropolis**

1.11 **我們建議將通用概念選項及指定項目清楚分開**，在諮詢文件內，這些都一併被稱為「土地供應選項」，諮詢文件中所列出的**18個選項/項目**，**絕對沒有囊括所有可能性的項目**，我們必須對社會人士所提出的額外選項/項目抱持開放態度，而對於全部有可能性的項目，都必須以包容的態度進行全面探討。

1.12 **我們建議必須立刻就多個通用概念選項展開可行性研究**，以期找出一些指定項目作規劃及工程研究。至於已開展的指定項目，必須加速推行；而對於那些未開展的項目，亦應該馬上展開詳細研究、規劃及工程研究，以期制定一些可以發展的模式，並就部份或整個發展區域制定相關的工程設計方案。

1.13 我們必須要認真評估各個土地供應選項/項目在執行期間所需要面對的挑戰，特別是要將土地平整作為房屋及其他發展用途所需要的時間。在評估執行上需要面對的挑戰後，**我們建議政府立即就諮詢文件所列的下面六個選項展開工作**，以解決土地短缺的問題：

- **棕地發展**
- **探討透過公私營合作去利用私人的新界農地儲備**
- **利用私人遊樂場地契約用地作其他用途**
- **發展郊野公園邊陲地帶兩個試點**
- **維港以外近岸填海**
- **發展東大嶼都會**



2. Acute Shortage of Developable Land

- 2.1 Hong Kong is facing a **pressing developable land shortage problem**, which has created a lot of socio-economic issues with significant and far-reaching implications for the well-being of its people.
- 2.2 The **long-standing imbalance in demand and supply for housing land has resulted in prohibitively high residential property prices**, worsening their affordability for the general public including the middle class. Hong Kong has been ranked for eight consecutive years by an international survey as the least affordable city to buy a home. In 2017, an average Hong Kong household needed to save about 19 years of income to afford an average-priced flat in the territory. This ratio was four times that of Singapore and some 50% higher than that of Sydney, the second-least affordable city in the survey.
- 2.3 The **average waiting time for public rental housing has lengthened to 5.1 years**, against the backdrop of land supply shortage to meet the demand from some 153,000 applications. Because of soaring housing rentals in the market, those on the waiting list have no choice but to **reside in cramped units** with poor living environment. According to the latest Long Term Housing Strategy (LTHS) progress report, there were an estimated 110,000 inadequately housed households in Hong Kong, including those living in temporary structures, non-residential buildings and sub-divided units.
- 2.4 The consultation document has highlighted the acute shortage of land in the short-to-medium term, i.e. up to 2026. Of the **1,200 ha deficit** stated in “Hong Kong 2030+” covering the next 30 years up to 2046, **over two-thirds (815 ha) exist within the period from now up to 2026**, comprising deficits of 108 ha, 135 ha and 572 ha for residential uses, economic uses and infrastructure and facilities respectively. As far as public housing is concerned, the latest projection in the LTHS progress report indicates that the target public housing supply for the coming ten years (i.e. 2018/19 to 2027/28) is 280,000 units. However, the sites identified by the Government for such purpose could only provide about 237,000 units, falling short of the target by 43,000 units.

2. 可發展土地嚴重短缺

- 2.1 香港目前面對**非常嚴峻的可發展土地短缺問題**，從而衍生了許多社會及經濟的問題，對香港市民的福祉造成嚴重及長遠的影響。
- 2.2 **香港房屋用地的供求長期失去平衡，而造成住宅物業的售價高企得令人卻步**，一般市民大眾甚至中產人士亦難以負擔。香港在過去連續八年被一項國際調查評為樓價最難負擔的城市。2017年，一個普通家庭需要儲蓄19年的收入，才能在香港購買一間中價的房子；這個比例是星加坡的四倍，而相對於在該項調查被評為第二樓價最難負擔的城市悉尼，香港的比例亦高50%。
- 2.3 香港目前有153,000戶家庭申請輪候入住公屋，由於土地短缺，**公屋的平均輪候期延長至5.1年**。由於市場上私人樓宇的租金高昂，輪候冊上的家庭別無選擇，只有**入住非常擠迫的單位**，生活環境惡劣。根據最近長遠房屋政策的進度報告，估計香港目前有110,000個家庭沒有適當的居住環境，包括住在臨時房屋、非住宅大廈或劏房。
- 2.4 諮詢文件提出了直至2026年香港所面對的短中期土地嚴重短缺問題。根據《香港2030+》對香港直至2046年的30年所估計的**1200公頃土地短缺，超過三份二(815公頃)的短缺出現於當下至2026年**，其中包括作住宅用途的108公頃、作經濟用途的135公頃，以及作其他基礎設施用途的572公頃。根據長遠房屋政策進度報告，未來10年(2018/19-2027/28)，公屋供應量的目標數目是280,000個單位，但目前政府為興建公屋所覓得的土地只能興建237,000個單位，仍然與目標有43,000個距離。



- 2.5 The lack of economic land has led to very **high business cost and office rental, eroding Hong Kong's competitiveness** as an international trading and services hub in East Asia. Insufficient land for provision of infrastructural, communal and recreational facilities has posed a hindrance to meet the city's development needs and to enhance its environmental sustainability and liveability.
- 2.6 The crux of developable land shortage in Hong Kong is the slackened pace of land development in the past decades. Compared to the period from 1985 to 2000, the amount of land reclaimed in the period from 2001 to 2015 has plummeted by 80%. No new town was completed since 2000, while about 10 new towns were completed in the 1970s, 1980s and 1990s.
- 2.7 It is believed that **the actual land shortfall could be much higher than the 1,200 ha deficit stated in "Hong Kong 2030+"**. To address the many livelihood and developmental issues plaguing Hong Kong, there is a **compelling case to increase, as a matter of top priority, both the scale and speed of land supply for the city.**

- 2.5 缺乏經濟用地令致**營商成本及寫字樓租金高企，削弱了香港**作為亞洲國際貿易及服務樞紐的**競爭能力**；缺乏土地作基建設施、社區及康樂設施用途，使香港社會不能配合城市發展的需要，亦不能改善其環境的可持續性及宜居性。
- 2.6 香港過去幾十年覓地造地步伐緩慢，是導致可發展用地短缺的最主要原因。由2001年至2015年，從填海所得的土地，相對於1985至2000年，跌幅達80%。自2000年開始，已沒有任何新市鎮落成，而1970、1980及1990年代，則一共有10個新市鎮落成。
- 2.7 估計香港的**實際土地短缺將遠超於根據《香港2030+》所估計的1200公頃**。要應付嚴重困擾香港的許多民生及發展問題，**首先需要增加香港土地供應的規模及速度，刻不容緩。**



3. Balance between Sustainable Development Goals

- 3.1 The **primary goal of sustainable development in the context of Hong Kong is to strike a balance between the needs of the environment, society and economy** in order to maintain a quality standard of life for both present and future generations.
- 3.2 Different people and organizations in the community naturally will make different choices on the options based on their beliefs, dispositions, needs and interests. Their different choices reflect the different weightings they attach to the importance of environmental, societal and economic considerations. Simply put, they have different balance points when seeking trade-offs among the three domains. For example, conservation groups generally advocate developing brownfield sites first before opening up the green sites at country parks or pursuing near-shore reclamation, while the general public might advocate relocation of extensive tracts of land under the Private Recreational Leases (PRL) for mass housing.
- 3.3 With a lengthening queue for public rental housing and very high property prices/rentals in Hong Kong, **we propose** adopting a **people-first mindset to help those suffering from such social phenomena**. In handling the different choices expressed by different community stakeholders, the community should accord higher priority to societal considerations, putting the needs of the people ahead of those of the environment and the economy in arriving at a balance point.
- 3.4 This means that if an option can increase public housing supply substantially to help inadequately housed households, it should be pursued even though it may involve slight sacrifices on the environmental and economic fronts.

3. 平衡可持續發展的目標

- 3.1 對香港而言，**可持續發展的基本目標，是要在環境、社會及經濟方面的需要取得平衡**，以確保現在及未來世代均可享受具質素的生活。
- 3.2 社會上不同類別的人士及機構，均會根據他們的信念、取向、需要和興趣作出不同選擇，他們所作的不同選擇，反映出他們對環境、社會及經濟各個考慮所賦予的重要性，簡單而言，他們會對這三個考慮的取捨有不同的比重。舉例而言，保育團體一般都會支持先行發展棕地，然後再考慮使用郊野公園的綠色地帶，或者進行近岸的填海工程；而一般市民大眾則會比較傾向支持利用私人遊樂場地契約用地去興建大量房屋。
- 3.3 由於輪候公屋人士非常眾多，而私人樓宇的售價和租金又非常高昂，**我們建議以人為本，先解決市民面對的住屋問題**；而在面對不同持份者所作出的不同選擇，必須重視社會的關注，在求取平衡的時候，要優先考慮人的需要，其次才為環境及經濟的考慮。
- 3.4 即是說，如果某個方案，可以大幅度增加公共房屋的供應，以解決那些未能有合適居所的市民的困境，即使這些方案需要在環境或經濟層面上作出一些犧牲，我們仍應該採納這個方案。



- 3.5 This also means that when confronted with a choice between developing areas on the fringe of a country park with low ecological value and relocation of a traditional village, the former should take precedence because decantation of existing homes and businesses is required to pursue the latter. Likewise, we should go ahead with the development of brownfield sites for public housing, despite the fact that the business of existing open storage operators would be affected, e.g. those in Wang Chau. Relocation of the open storage operations to multi-storey buildings at designated locations has the merits of more economic use of resources while releasing land for housing.
- 3.6 It has been suggested that any loss of existing country park or conservation area to make way for development should be compensated by creating new preservation area(s) elsewhere. In striking a balance between development and conservation, **we propose to implement such compensation mechanism under a “conserve before develop” principle.** This means that designating and maintaining area(s) of high ecological and landscape value as new country park(s) should be pursued before developing an existing country park area of low ecological and public enjoyment value for housing and other uses. This will send a clear message to the public that there would be no net reduction in the total area of country parks in Hong Kong at any one time.
- 3.7 The on-going public engagement activities do not preclude the Administration from taking proactive actions to address considerations under the three pillars of sustainable development for the various options in the consultation document. **We propose** that the Administration should **concurrently identify specific projects from the 18 options and kick-start the necessary technical studies for these projects**, so that those broadly supported by the community could be implemented immediately after the engagement period.

- 3.5 這亦即是說，如果要從發展郊野公園一些低生態價值的邊緣地帶或搬遷一個傳統村落二者選擇其一，我們應該選擇前者，因為選擇後者需要涉及遷移現存的民居及商業活動。同樣地，我們應該發展棕地作興建公屋用途，雖然現時在棕地上的貨倉營運者的業務（例如橫洲）可能受到影響，但將貨倉業務搬往指定地區的多層工業大廈，將可更有效地利用資源，同時亦可騰出土地作房屋用途。
- 3.6 亦有人建議如果將郊野公園或保育區作發展用途，應該在其他地區提供新的保育用地以作補償，為了在發展及保育之間取得平衡，**我們建議訂立一個以「先保育、後發展」為原則來運作的補償機制。**即是說，先將一些有高生態及園林價值的地方發展成為新郊野公園，然後才將一些低生態及低公眾享用價值的郊野公園發展作房屋及其他用途，這個做法可以讓市民大眾清楚知道，在任何時間，香港並沒有縮減郊野公園的總面積。
- 3.7 在公眾參與活動進行期間，政府應該積極採取行動，以應對諮詢文件內各個選項所涉及的可持續發展的三個範疇。**我們建議當局亦應該同時在18個選項之中，選出一些指定項目，並展開所需的技術性研究**，待該些普遍得到社會支持的項目，可以在公眾參與活動完成後馬上展開。



4. Demonstration of Resolve by the Government

- 4.1 Given the diverse needs and interests of individuals and organizations in society, it is impossible for the on-going public engagement exercise **to result in unanimous support for a land supply option or project**. At the end of the day, the Administration will have **to move forward**, on the basis of a package of recommendations made by the Task Force in the light of any mainstream views and/or broad consensus emerging from the engagement activities. **We propose** that the Administration should demonstrate its resolve to tackle the land shortage problem head-on **by pledging concrete actions with a clear implementation roadmap including timelines**. As an accountability arrangement, specific and measurable performance targets should be set for senior officials in the responsible bureaux/departments to motivate them to deliver the results required despite all the anticipated practical difficulties.
- 4.2 In the wider context, **we propose that the Administration should seek to join forces with the LegCo, District Councils and statutory bodies** involved in land supply in Hong Kong to form a united front to address the problem. These organizations would be expected to work together to make collective pledges on the common grounds they share as well as the extra miles they are prepared to go, including through formulation and execution of joint declarations and memoranda of understanding for announcement in the public arena.
- 4.3 Practically, a land supply option attracting a critical mass of community support may still be opposed by certain stakeholders whose interests are directly affected by the option. While identifying and implementing practical measures to address the concerns of these stakeholders, the Administration should also endeavour to sustain the wider community's support through appropriate communication plans, including through the **use of big data technologies to capture, track and disseminate statistics and projections relating to the supply and demand of land and housing**.

4. 展示政府的決心

- 4.1 由於社會上不同人士及機構的需要和利益均有所分歧，因此不可以透過公眾參與活動**取得共識，一致支持其中一個選項或項目**。因此，政府需要根據土地供應專責小組所提出的建議，以及在公眾諮詢活動所收集的主流意見或主要共識，而**決定前行的方向**。**我們建議**政府為了要表達他們對處理土地短缺問題的決心，**應該制定確實的工作計劃，並有清晰的執行藍圖及時間表**。為了作負責任的安排，政府應該為各相關的政策局及政府部門的高層官員訂立明確及可量度的指標，即使預期要面對很多實際困難，他們仍必須達到要求。
- 4.2 在社會層面，**我們建議政府與立法會、區議會及各個與土地供應相關的法定團體站在同一陣線**，一起去應對這個問題，這些機構應該一起公開表態，在公眾場合發表他們的共識，以及他們願意採取的行動，包括制定及執行共同宣言及諒解備忘錄。
- 4.3 實際上，一個土地供應選項即使能得到社會大部份人士的支持，仍然會有部份持份者因利益受到影響而予以反對。政府一方面要制定及執行一些實際方案，以應對這些持份者的關注；另一方面，亦必須透過適當的宣傳計劃，包括**透過大數據去記錄、分析及發佈關於土地及房屋供求的數據和預測數字**，以爭取市民大眾的支持。



5. Streamlining the Land Production Process

- 5.1 To make up for the land supply shortfall, **we propose** that the Administration should work with the LegCo and other relevant agencies **to streamline the administrative and statutory procedures including the associated regulatory standards and practices with a view to reducing the lead time required to complete a development. By shortening the project delivery cycle, options/projects now regarded as realizable in the medium term may become achievable in the short term**, thereby reducing the land shortfall up to 2026.
- 5.2 Land development process takes a long time. A typical potential project has to go through public engagement, planning and engineering studies, statutory procedures, detailed design, funding approval processes and other procedures on road works, land resumption and clearance, reprovisioning of affected existing facilities (if any) before construction works can commence. Worse still, public consultation needs to be carried out in many if not all of these stages of planning. Given the political climate of the day, each stage could become politicized in the public arena, causing considerable delay to the development process. **We propose** that the Administration should review the whole land development process and pursue a critical-path method, with a view to fast-tracking the various procedural steps involved and reducing the overall duration required.
- 5.3 Taking planning as an example, we could review whether there is scope to **combine planning, engineering feasibility and detailed design studies as a one-stage study**, under which only one-step technical assessments will be required. For instance, preliminary environmental review at the planning stage may not be required as the Environmental Impact Assessment (EIA) is undertaken at the engineering feasibility stage. Compressing the study process could also streamline the procedure of seeking funding approval from LegCo. Enhanced mechanism should also be built in to improve public engagement in planning studies and shorten the prolonged public consultation exercise, improve inter-departmental co-ordination to resolve issues among departments in an efficient manner, and adopt parallel processing arrangement as far as possible such as commencing rezoning procedure together with road works gazettal where road closure is required.

5. 簡化生產土地流程

- 5.1 為解決土地供應短缺問題，**我們建議**政府與立法會及其他相關團體**簡化行政及法定程序，包括相關的監管標準及模式，以期縮減完成一個項目所需要的時間。透過縮減個別項目的完成週期，一些現時被視為中期的選項/項目將可在短期完成**，因而可減低由現在直至2026年的土地供應短缺。
- 5.2 土地發展往往需時很長，一般而言，一個項目需要經過公眾諮詢、規劃、工程研究、法定程序、詳細設計、撥款審批程序，以及其他關於道路工程、收地及清拆、重置受影響的設施等，建造工程才可以開始。情況更壞的是，在很多階段的規劃，都需要進行公眾諮詢，在今日的政治氣候，每一個階段在公眾的視野下都可以變得政治化，因此使整個發展過程有很多的延誤。**我們建議政府應該檢討整個土地發展程序**，並制定一個關鍵路徑，以期加速所有程序及縮減整個過程所需的時間。
- 5.3 舉例而言，我們可以檢討是否有空間**將規劃、工程可行性研究、及詳細設計歸納為同一階段的研究**，因此只需要進行一次過的技術性評估，例如在規劃階段可能無需進行初步的環境評估，因為在工程可行性研究階段亦需要進行環境影響評估，將研究程序壓縮亦可有助簡化向立法會申請撥款的程序。此外，亦應該考慮改善在規劃期間進行的公眾參與活動和縮短公眾諮詢的時間；優化部門之間的聯絡，以便更有效率地解決部門之間的問題；以及在盡可能情況下，安排一些程序同步進行，例如將重新規劃土地用途的程序與因需要封閉道路而進行道路工程刊憲的程序同步進行。



5.4 There **may be scope** for the Government **to comprehensively review the relevant legislation(s)** to facilitate the building up of land reserve efficiently and integrating our social, environmental and economic goals in the long term. **For reference, the Planning Act 2008 of UK** introduced a new planning system for approving nationally significant infrastructure projects (NSIPs) to replace the old separated but overlapping regimes. The government's objective is to streamline the decisions, avoid lengthy public debate and give greater certainty to scheme developers. Subsequent changes were made to the Act in 2010s. The NSIPs are large-scale developments such as harbours, airports, roads, railways, power stations and electricity transmission lines. Under the Act, **the procedures of examining applications (by the Planning Inspectorate) and granting development consent (by the Secretary of State) for the NSIPs are simplified and streamlined**, thus speeding up the whole process of delivering infrastructures.

5.4 政府亦有空間**全面檢討相關的立法程序**，使建立土地儲備的工作能夠更有效率地進行，長遠而言，亦可將社會、環境及經濟的目標融合一起。英國於2008年通過的規劃法案 (**the Planning Act 2008**)，是一個值得參考的例子，該法案為審批國家的重要基建項目推出的新規劃系統，以取代舊有零散及重疊的系統，目標是要加速決策程序，減少冗長的公眾辯論，並給予項目發展商更大的支持。其後於2010年代，法案亦引入其他的改變。國家的重要基建項目是指港口、機場、道路、火車、電力站及電力傳輸網絡。根據新的法案，**由規劃督察對申請的審核和國務大臣給予批准的程序都簡化了**，因此亦使基建項目加速落成。



6. Committing Resources to Land Production

- 6.1 With an unprecedented bumper surplus, the **Government has strong capacity to channel more financial resources into land production.** We propose that the Administration should seek to reach consensus with the LegCo **to allocate funds for conducting the investigations, feasibility studies, planning and engineering studies**, etc. required to take forward the various land supply options and projects. To streamline the process and to allow room for trade-offs, **a portfolio approach in lieu of a case-by-case approach** should be adopted to secure the necessary funding approvals. As it would entail a lengthy process to create posts and recruit talents within the Government to carry out these investigations and studies, out-sourcing arrangements should be pursued as far as practicable to tap the expertise and resources readily available from professionals and consultants in the private sector.
- 6.2 **The various investigations and studies may be sponsored by a number of funding sources** other than the Government. Statutory bodies and public organizations such as Hong Kong Housing Society, Hong Kong Housing Authority, Mass Transit Railway Corporation and The Hong Kong Council of Social Service can complement the Government's efforts in conducting feasibility studies and preliminary assessments on the various land supply options.

6. 為生產土地投入資源

- 6.1 香港政府既面對前所未有的財政盈餘，應該大有能力為生產土地投入更多的資源。**我們建議**政府應與立法會取得共識，**就研究各項土地供應選項及項目所需進行的調查、可行性研究、規劃及工程研究提供撥款**。為加速程序及增加彈性，政府應該按一個組合的形式、**而非單一項目的形式申請撥款**。由於在政府的體系開設職位及招聘職員去進行這些調查和研究工作，需要經過一個很冗長的程序，因此應該採取外判的安排，盡量利用私營機構的專業人員及顧問進行這些工作。
- 6.2 **各項調查及研究工作亦可以由政府以外的機構撥款資助**，各個法定團體及公營機構例如香港房屋協會、香港房屋委員會、港鐵公司及社會服務聯會等亦可以為政府提供協助，就各個土地供應選項進行可行性研究及初步評估。



7. The Need for Proper Planning

- 7.1 **Increasing land supply needs to be supported by proper planning.** For example, releasing development potential of agricultural land is one of the sources of land supply, but it would not work without proper planning. Piecemeal redevelopment on agricultural land with no support of comprehensive planning and infrastructure would result in sporadic high-rise housing all over the countryside, which is highly undesirable. As a long term land supply arrangement, more New Development Areas (NDAs)/New Towns should be planned to put our precious land resources into more beneficial and optimal uses.
- 7.2 All land-based or reclamation-based options encompassing government and/or private land should best be planning-driven **with all the relevant planning considerations well thought out in a comprehensive manner, as well as supported by various technical assessments covering the environment, transport, drainage, sewerage, water supply and air ventilation aspects to address the potential impacts arising from developments and to ensure the cost-effectiveness of the solutions.**
- 7.3 **The options in the consultation document are not mutually exclusive.** Sometimes an area identified for large-scale development may involve a number of land supply options. For example, generation of more NDAs in the New Territories (NT) are likely to require tapping into private agricultural land reserve, near-shore reclamation and/or brownfield sites. Two site-specific illustrative examples are as follows:
- a) A joint venture comprising four developers participated in the reclamation, formation and construction of a 56 ha-site in the Sha Tin New Town after a tender exercise. Upon completion, more than half of the land was passed to the Government for public housing and infrastructure development, while the rest was retained by the developers to develop into a private housing estate now known as City One Shatin.
 - b) The development of the Tin Shui Wai (TSW) New Town involved public-private partnership in forming 430 ha of land by reclamation of low-lying areas south of Deep Bay in 1980s. An agreement was signed between the Government and a sole developer (owner of TSW land) and upon completion of site formation, the Government handed back a piece of 38 ha land to the developer for private housing and commercial development, i.e. Kingswood Villas.

7. 必須有完善規劃

- 7.1 **要增加土地供應必須先有完善的規劃**，舉例而言，重新發展農業用地可以增加土地供應，但必須有完善的規劃才有成效。沒有完善的規劃及相關的基建設施，以小規模形式重新發展農業用地，只會導致高樓大廈零散地遍布鄉村地帶，情況絕不理想。作為一個長遠的土地供應安排，應該規劃更多的新發展區/新市鎮，將珍貴的土地資源妥善運用，帶來更大的裨益。
- 7.2 所有涉及政府或私人擁有的土地或填海選項，都必須要由規劃主導，**要全面考慮所有相關的因素，並且要進行包括環境、交通、渠務、污水處理、供水、空氣流通等各項技術評估，以應對因發展項目可能引致的影響，並確保解決方案有效益。**
- 7.3 **諮詢文件內所提出的各個選項並非是相互排斥的**，某處可用作大規模發展的土地可能涉及多個土地供應選項。舉例而言，要在新界地區提供多個新發展區，通常需要涉及徵用私人的農業儲備地、近岸填海和/或棕地。以下兩個例子便可以說明當中的情況：
- a) 四家地產發展商成立一個合資機構，經過投標後，獲批沙田新市鎮一個56公頃地盤的填海和平整土地工程項目，工程完成後，超過一半的土地撥交政府興建公營房屋及基建設施，餘下的土地即由發展商發展一個私人住宅項目，即今天的沙田第一城。
 - b) 在80年代，政府夥拍私人企業，在後海灣以南的低窪地帶進行填海，平整了430公頃的土地，用作發展天水圍新市鎮，當時政府與擁有該土地的單一發展商達成協議，當平整土地工程完成後，政府會將一塊38公頃的土地撥交該發展商發展私人住宅及商業項目，即今天的嘉湖山莊。



7.4 **Large-scale land developments** are essential to ensure a steady and sizable supply of land in the medium to long term. These developments **must be based on comprehensive planning** which needs to take into account a large number of factors involving a multitude rather than only one of land supply options. Without proper planning, **we propose not discarding any of the 18 options shortlisted by the Task Force**. Nor should we focus our attention on any recommended shortlist of options, pending completion of the public engagement exercise and the post-consultation evaluation by the Task Force.

7.5 In the final analysis, an existing option that is regarded as impracticable may become a feasible option if regenerated in a modified form. For example, while the idea of reclaiming part of Plover Cove Reservoir for new town development sounds repugnant to some people, it will be a different ball game if reclamation is replaced by topside development. The feasibility of decking part of the reservoir for residential use has to be subject to proper planning and engineering studies to identify the new transport networks and other infrastructural facilities required for the various development scenarios, as well as the technologies and measures required to mitigate the environmental impacts on the surrounding country parks as well as the water quality of the reservoir.

7.4 要確保中長期有穩定及大量的土地供應，就必須進行**大規模的土地發展項目**，這些發展項目**必須要有全面的規劃**，並且要考慮涉及多個、而非單一土地供應選項的眾多因素。**我們建議不要放棄任何一個由土地發展專責小組所羅列的18個土地供應選項**。在公共參與活動完結，以及專責小組完成諮詢後所作的評估之前，我們亦不應集中注意力於個別被推崇的選項。

7.5 一個目前認為不切實際的選項，經過重新演繹之後，可能變為一個可行方案。舉例而言，在船灣淡水湖進行填海工程以發展新市鎮這項建議，對某些人來說，是不受歡迎的一個選擇；但如果用上蓋發展來代替填海，便全然是另一個方案，要在水塘興建上蓋作住宅用途是否可行，則有賴良好的規劃和工程研究，以便為各個發展方案所需的新交通網絡和其他基建設施作出評估，此外，亦要有相關的科技及措施，以舒緩發展項目對鄰近郊野公園可能造成的環境影響，以及對水塘水質的影響。



8. Importance of Land Reserve

- 8.1 The actual land shortfall is very likely to be much higher than 1,200 ha estimated by the Planning Department, noting the possibly understated demand forecast assumptions adopted in “Hong Kong 2030+” and the uncertainties surrounding the committed or planned land supply. **We propose that the 1,200 ha threshold be seen as the bare minimum, as the projection has not taken into account many salient factors** such as public aspirations for improvement in average living space per person, faster-than-expected growth in the demand for healthcare and welfare services arising from an ageing population, need to speed up urban renewal to arrest urban decay, additional land demand generated by latest policy developments (e.g. increase in demand for elderly service facilities under the Elderly Services Programme Plan), the need to increase the supply of office, retail and hotel spaces to sustain Hong Kong’s competitiveness as a business - and tourist-friendly cosmopolitan city, and the yet-to-be-ascertained land demand for some industries and emerging uses (e.g. convention and exhibition facilities, creative, cultural and recycling industries). In any case, **land supply over and above the 1,200 ha threshold would serve as a useful buffer** to cater for unforeseeable needs and circumstances.
- 8.2 The lack of a land reserve has prevented the Administration to increase land supply readily to meet the housing and other development needs of Hong Kong in the past decade. Such a reserve, if available, will provide an effective tool for the Government to tackle any slippage or gap in land supply and/or address any unforeseeable surge in demand.
- 8.3 Some people have questioned the validity of population growth assumptions used by the Administration to project land requirements, arguing that the additional land shortfall has been over-estimated. In fact, the surplus in land supply as a result of any over-estimation of land requirement can be set aside as a reserve to cope with the changes in market or social environment. The costs of building a land reserve are minimal, if any, when compared to the benefits involved.
- 8.4 **Land reserves can take different forms**, notably (i) those having undergone feasibility studies; (ii) those having undergone planning and engineering studies and therefore in readiness for construction works; and (iii) those formed sites under temporary uses while awaiting identification of permanent usage.

8. 土地儲備的重要性

- 8.1 《香港2030+》的需求推算採用的假設是低估了實際情況，而已落實及計劃中的土地供應項目仍有很多不穩定的因素，因此實際的土地短缺應該是遠超規劃署所估計的1200公頃。**我們建議這個1200公頃土地短缺的數字只能被視為一個最低限度的短缺，因為這個預測並沒有考慮很多其他重要的因素**，包括社會人士對改善人均居住面積的渴求；人口老化對健康及福利服務的增長亦遠超預期；社會需要加速市區重建工作去舒緩市區老化問題；政府新公布的政策亦有額外的土地需求（例如安老服務計劃方案的新增安老設施需求）；為了提高香港作為商業及旅遊大都會的競爭力，就有需要增加辦公室、零售以及酒店用地，此外，部份工業和其他行業（例如會議及酒店設施、創意、文化及回收行業）所需要的用地仍有待落實，無論如何，**將土地供應的目標訂立在1200公頃之上，便能提供一個有效的緩衝**，以應付目前不能預見的需要及情況。
- 8.2 因為缺乏土地儲備，所以政府在過去10年不能迅速地增加土地供應，以配合房屋及其他發展的需求。如果有足夠的土地儲備，便可為政府提供有效的支援，以應付土地供應的滯後或不足和/或任何不能預計的需求。
- 8.3 有社會人士對政府用作預測土地需求所採用的人口增長數字存疑，認為實際的土地短缺被誇大了，事實上，因為誇大了土地需求而帶來的土地供應盈餘，可以撥作土地儲備，以應付市場及社會環境的變遷。相對於土地儲備所可以帶來的效益，要建成土地儲備所需的投資只是很少。
- 8.4 **土地儲備可以有不同的形式存在**，例如 (i) 已進行可行性研究的；(ii) 已進行規劃及工程研究，並將可進行建造工程；及 (iii) 已平整的土地，並撥作暫時性用途，有待確定其長遠的用途。



9. Need to Distinguish between Generic Options and Specific Projects

- 9.1 **We propose distinguishing between generic options and specific projects**, which are collectively known as “land supply options” in the consultation document. A specific project sets it apart from a generic option by having a specific geographical location, a well-defined boundary and/or calculable site area as well as having undergone certain feasibility studies or assessments.
- 9.2 It should be noted that some generic options listed in the consultation document comprise certain potential projects. For example, in respect of the option of alternative uses of sites under PRL, the consultation document has included full and partial development of the Fanling Golf Course as two potential projects to illustrate their possible contributions to housing supply and job creation.
- 9.3 The **18 options/projects** included for the engagement exercise are **certainly not exhaustive**. We should keep an open mind on additional options/projects that may be put forward by community stakeholders, and all possibilities should be explored in a non-exclusive manner. At the end of the consultation period, the Task Force should have the discretion to expand the list of options/projects to include those additional ones assessed as having good potential to increase land supply.
- 9.4 Guided by the conceptual framework in paragraphs 9.1 to 9.3 above, we have set out at **Annex** a list of generic options plus a list of specific projects, including additional options and projects not already mentioned in the consultation document.
- 9.5 Specific projects already commenced should be expedited while non-commenced ones should be taken forward with detailed assessments or planning and engineering studies to generate development scheme scenarios and formulate the relevant engineering design solutions for part or whole of the project area. Following this logic, we should waste no time in embarking on the detailed assessments/studies for five shortlisted potential reclamation sites at Lung Kwu Tan, Siu Ho Wan, Sunny Bay, Tsing Yi Southwest and Ma Liu Shui, as well as around 540 ha of identified brownfield sites at Kwu Tung North/Fanling North NDA, Hung Shui Kiu NDA, Yuen Long South and NT North.

9. 清楚劃分通用概念選項及指定項目

- 9.1 **我們建議**將諮詢文件內一併列為「土地供應選項」的項目劃分為**通用概念選項及指定項目**，相對於通用概念選項，指定項目是指已有既定位置、清晰界線和/或可計算的土地面積，以及完成了一定的可行性研究或評估。
- 9.2 部分在諮詢文件內屬於通用概念選項的項目，亦包括一些有潛質的項目，例如：諮詢文件在「利用私人遊樂場地契約用地作其他用途」這個選項，已經將粉嶺高爾夫球場的全部發展及部份發展列為兩個有潛質的項目，並闡述這兩個項目對房屋供應及製造就業機會的貢獻。
- 9.3 今次公眾參與活動所提出的**18個選項/項目**，**絕對沒有囊括所有可能性的項目**，我們必須對社會人士所提出的額外選項/項目抱持開放態度，而對於全部有可能性的項目，都必須以包容的態度進行全面探討。當諮詢工作完成後，專責小組應該有權限去擴充可考慮的選項/項目，包括新提出來且被評為有潛質增加土地供應的選項。
- 9.4 根據上述9.1至9.3段提出的構思，我們在**附錄**列出多個通用概念選項，以及一些指定項目，包括一些在諮詢文件內沒有提及的選項及項目。
- 9.5 已經開展的指定項目必須加速進行，對於未開展的項目，亦應該開始進行詳細評估、或規劃和工程研究，以便制定多個發展模式，及就整個或部份發展區域制定相關的工程設計方案，按這個邏輯推進，我們應該立即在龍鼓灘、小濠灣、欣澳、青衣西南面及馬料水這五個已被列為有潛質進行填海工程的土地，以及在古洞北/粉嶺北新發展區、洪水橋新發展區、元朗南及新界北的540公頃棕地展開詳細的評估及研究。



- 9.6 While it is easier to gauge the extent of community support for a specific project, the many “unknowns” of a generic option make it difficult for an opinion survey respondent to say “yes” or “no” to it. Even if such survey were to be conducted, the reliability of the survey results would be subject to a relatively low confidence level.
- 9.7 Only after a feasibility study can we ascertain the viability of turning a generic option into specific projects with a capacity to generate substantial amount of additional land within a reasonable period of time. Where certain stumbling blocks to an option are identified from a feasibility study, efforts should be made to circumvent the obstacles by **replacing the option with its variant, rather than dropping the option right away.**
- 9.8 Therefore, **we propose immediately proceeding with feasibility studies** for as many of the generic options, with a view to identifying potential projects for planning and engineering studies. **No cap should be imposed on the number of potential projects to be identified, as any project not immediately required to meet the land requirement can be included in the reserve** mentioned above.
- 9.9 Where an option/project involves existing owners/operators, proposals from these stakeholders should be invited to contribute in a collaborative spirit to increasing land supply to meet housing and other needs in Hong Kong.

- 9.6 要評估社會大眾對某一個指定項目的支持程度相對容易，但對於一些通用概念的選項，因為存在很多「未知」，因此要市民在一個意見調查中表示「支持」或「反對」就比較困難，即使進行這樣的意見調查，調查結果的可靠程度亦相對低。
- 9.7 要確定一個通用概念的選項是否可以變成一個指定項目，而且在一段指定時間生產相對大規模的土地，就必須先要進行一個可行性研究，期間如果發現該選項有某些障礙，我們應該設法去處理該些障礙，**考慮一些替代方案，而不是直接放棄那個選項。**
- 9.8 因此，**我們建議立刻就各個通用概念的選項進行可行性研究**，希望可以從中找出一些有潛質的項目，然後進行規劃及工程研究。我們亦不應該就有潛質的項目設訂上限的數目，因為任何項目即使不是用作滿足當下的土地需求，亦可以撥作上文所提的土地儲備。
- 9.9 如果某個選項或項目涉及現有的擁有者或營運者，我們應該請他們提交建議，營造合作的氛圍，一起增加土地供應，以滿足香港及其他的需求。



10. Realistic Assessment of Implementation Challenges

10.1 While there is urgency to produce as much additional land as possible, we need to assess realistically the implementation challenges of the land supply options/projects, particularly the time required to make available formed sites for housing and other developments.

10.2 Implementation of some of the options/projects requires existing residents, operators, business and GI/C facilities in active operation to be relocated or displaced. The complexity involved in the decantation/clearance exercises including the long lead time required to obtain vacant possession of sites for development must be carefully assessed having regard to the experience with relevant real-life cases. As long-drawn processes have proven to be needed to reach settlements with the affected stakeholders without compromising the judicious use of public money, the related options can at best be regarded as realizable in the medium-to-long term.

10.3 An assessment framework including but not limited to the following considerations could help prioritize the potential projects/options having regard to their contributions to the land/housing supply and their implementation challenges.

- any need for, and if so, the extent of land resumption or clearance required;
- any need for, and if so, the extent of rehousing of existing residents and/or relocation of existing business operators;
- any need for, and if so, the extent of reprovisioning of existing facilities required;
- any need for, and if so, the extent of land formation/reclamation required;
- any need for, and if so, the extent of provision of new infrastructures required; and
- any need for, and if so, the extent of land decontamination required.

10.4 Using the above assessment framework, the following six of the 18 options in the consultation document are identified as the more promising ones. **We propose** that the Administration pursue these six options immediately to address the land deficit problem, with the major grounds for the selections highlighted in brackets.

10. 切實評估執行上的挑戰

10.1 雖然有迫切需要增加大量的土地供應，我們亦必須切實地評估各個土地供應選項/項目在執行上所面對的挑戰，尤其是關於平整土地作房屋及其他發展用途所需要的時間。

10.2 有部份選項/項目需要遷徙或重置現有的居民、營運者，以及仍然在運作中的商業或政府、機構或社區設施。根據過往一些真實個案，必須清楚評估進行搬遷及清場行動所涉及的複雜情況，以及需要清空土地作發展用途所需要的冗長時間。要與受影響的持份者達成協議，同時確保公帑使用得宜，當中的過程需要的時間非常冗長，因此，相關的選項亦只能列作在中長期可以落實的建議。

10.3 訂立一個包括下列及其他考慮因素的評估架構，可以協助將有潛質的項目及選項排列先後次序，當然它們對土地/房屋供應的貢獻和項目執行所面對的挑戰亦必須先在考慮之列：

- 是否有需要進行收地及清場，如有需要，其規模的大小為何？
- 是否有需要為現有的居民提供房屋安置和/或為現有的商業營運者提供地方供他們繼續營運，如有需要，其規模的大小為何？
- 是否有需要重置現有設施，如有需要，其規模的大小為何？
- 是否有需要進行平整土地及填海工程，如有需要，其規模的大小為何？
- 是否有需要提供新的基建設施，如有需要，其規模的大小為何？
- 是否有需要為土地進行淨化工程，如有需要，其規模的大小為何？

10.4 根據上述的評估架構，諮詢文件內提出的18個選項中，以下的六個是比較有前景的，其中的主要原因詳列於下列段落的括號之內，**我們建議**政府立刻跟進這六個選項，以解決土地短缺的問題。



- **Developing brownfield sites**

(This option can (i) save time for land formation; (ii) rationalize rural land uses for higher economic efficiency and wider community benefits; (iii) provide opportunities to improve the rural environment through restructuring and re-planning; (iv) provide a relatively easier option to create developable land without encroaching on ecologically sensitive areas; and (v) create synergies when pursued with the other options, given that brownfield sites are scattered in many locations in the New Territories.)

- **Tapping into the private agricultural land reserve in the New Territories for development under Public-Private Partnership initiatives**

(This option can (i) save time for land formation; (ii) unlock substantial amount of private land resources for housing and other developments; (iii) produce affordable housing on a great scale in an efficient manner; (iv) offer diversity in building types and better social mix through inclusionary zoning; and (v) obviate the need to invoke the lengthy procedures under the Lands Resumption Ordinance.)

- **Alternative uses of some of the sites under Private Recreational Leases**

(This option (i) can save time for land formation; (ii) can optimize site utilization of land-extensive recreational facilities; (iii) can increase flat production substantially in the short-to-medium term; (iv) does not require private land resumption and household resettlement; and (v) is suitable to be explored together with future uses of closed landfills in Hong Kong.)

- **Developing two pilot areas on the periphery of country parks**

(This option (i) can save time for land formation; (ii) can optimize site utilization of country park areas with low ecological value and public enjoyment value; (iii) can increase flat production substantially in the medium term; (iv) does not require private land resumption and household resettlement; and (v) is suitable for application of the “conserve before develop” principle in compensating for the loss of any existing country park area.)

- **Near-shore reclamation outside Victoria Harbour**

- **Developing the East Lantau Metropolis**

(These two options (i) can generate large pieces of land with great flexibility for comprehensive land use planning; (ii) do not create major impacts on existing land use; (iii) do not require private land resumption, household resettlement and relocation of existing operations or facilities; and (iv) are ideal outlets for handling locally generated public fill.)

- **棕地發展**

(這個選項可以 (i) 節省平整土地的時間；(ii) 善用鄉郊土地作更高效益的經濟活動及為社區帶來更大的裨益；(iii) 透過重整及重新規劃，改善鄉郊環境；(iv) 不涉及生態敏感地帶，是一個生產可發展土地相對容易的選項；及 (v) 因為棕地散佈新界多個地區，這個選項與其他選項一併進行，有助帶出協同效益。)

- **探討透過公私營合作去利用私人的新界農地儲備**

(這個選項可以 (i) 節省平整土地的時間；(ii) 可將大規模的私人土地資源開放作房屋及其他發展用途；(iii) 可以快速地建成大規模且容易負擔的房屋；(iv) 透過朝共融方向進行的規劃，可以建成各類型的房屋，使區內可以有不同的社會階層；及 (v) 免除要進行收回土地條例所涉及的冗長的程序。)

- **利用私人遊樂場地契約用地作其他用途**

(這個選項可以 (i) 節省平整土地的時間；(ii) 可以將佔用大量土地的康樂活動用地加以善用；(iii) 能夠在短中期大量增加房屋的數目；(iv) 無需經過私人土地的收地程序或者為當地居民提供徙置安排；及 (v) 這個選項適宜與香港已關閉的堆填區的未來用途一起探討。)

- **發展郊野公園邊陲地帶兩個試點**

(這個選項可以 (i) 節省平整土地的時間；(ii) 可以善用一些生態價值及公眾享用價值較低的郊野公園土地；(iii) 能夠在短中期大量增加房屋的數目；(iv) 無需經過私人土地的收地程序或者為當地居民提供徙置安排；及 (v) 切合應用「先保育後發展」的原則，為現有郊野公園的任何用地損失提供補償。)

- **維港以外近岸填海**

- **發展東大嶼都會**

(以上兩個選項可以 (i) 很有彈性地生產大量用地，配合整體的土地使用規劃；(ii) 不會對現行的土地使用產生重要影響；(iii) 無需進行私人土地的收地程序、為現有居民及現行的營運或設施作重置安排；及 (iv) 為本地生產的建築廢料提供理想的出路。)



Generic Options

1. Developing brownfield sites

Apart from those brownfield sites included in Kwu Tung North/Fanling North NDA, Hung Shui Kiu NDA, Yuen Long South and NT North (about 540 ha), there are still about 760 ha of brownfield sites scattered in other parts of rural NT such as Ping Shan, Ngau Tam Mei and San Tin. For these remaining brownfield sites, studies should commence as soon as possible to examine how they could be put into more beneficial uses.

2. Tapping into the private agricultural land reserve in the NT

For those private agricultural land which have been covered by the planned/ potential NDAs, the government should consider revisiting the public-private partnership (PPP) approach previously adopted in developing the new towns (such as Sha Tin). Subject to an open and transparent system, implementing the planned NDAs by way of PPP would help expedite the lengthy process of delivering NDAs. For the remaining scattered private agricultural land not included in NDAs or covered by any studies, comprehensive land use review/planning will be required to avoid piecemeal developments.

3. Alternative uses of sites under Private Recreational Leases (PRL)

While public deliberations have focused on the Fanling Golf Course so far, there is in fact a number of other sites under PRL, in particular those in strategic urban locations which can be relocated elsewhere, that may constitute potential projects for alternative uses. A good example is the Disciplined Services Sports and Recreation Club and the adjacent Indian Recreation Club sites in Causeway Bay. With the completion of the Kai Tak Sports Park, the Hong Kong Stadium together with the above two sites would provide a precious land resource in urban areas in the medium term. Another example is the recreational facilities near King's Park such as the Club de Recreio and the United Services Recreational Club sites.

通用概念的選項

1. 發展棕地

除古洞北/粉嶺北新發展區、洪水橋新發展區、元朗南及新界北共540公頃的棕地，香港仍有大約760公頃的棕地，分布於新界其他鄉郊地區，例如屏山、牛潭尾和新田。對於這些棕地，政府應該儘快開展研究，探討如何將它們作更有效益的用途。

2. 善用私人農地儲備

對於該些屬於已規劃或有潛質的新發展區的私人農業用地，政府應該考慮重新使用以前曾經用作發展新市鎮（例如沙田）的公私營合作模式，只要有一個公開及透明的機制，用公私營合作模式去發展新發展區可以加速整個程序，至於其他並不包括在新發展區、或者不包括在任何研究項目之內、而且分散於各處的私人農業用地，則需要進行全面的土地使用檢討/規劃，避免進行零碎的發展。

3. 利用私人遊樂場地契約用地作其他用途

現時社會的注意力都集中在粉嶺高爾夫球場，但其實還有其他多個地點的私人遊樂場地都很有潛質作其他用途，特別是該些在鬧市的場地，可以將之遷往其他地方。其中一些例子就是位於銅鑼灣的紀律部隊人員體育及康樂會及鄰近的印度遊樂會。當啟德體育園落成後，香港大球場和上述兩個地點，將可以於中期在市區提供一個很珍貴的土地資源；另一個例子便是位於京士柏附近的康樂設施，例如西洋波會及三軍會。



4. Relocation or consolidation of land-extensive recreational facilities

Some of the land-extensive recreational facilities in urban or new town areas, e.g. Public Recreation and Sports Centre in Tuen Mun Areas 14 and 25, can be consolidated and/or relocated to the landfill sites or topside of decked service reservoirs (see additional options (12) and (15) below) so that part of the land can be freed up for alternative uses.

5. Near-shore reclamation outside Victoria Harbour

While reclamation of five shortlisted sites (specific project (3) below) should proceed as soon as possible, the Government should revisit the remaining longlisted 22 sites identified under the “Increasing Land Supply by Reclamation and Rock Cavern Development – Feasibility Study cum Public engagement” undertaken by the Civil Engineering and Development Department (CEDD’s Study) in 2011 with a view to building up a sustainable land reserve in the long term.

6. Developing caverns and underground space

Similar to option (5) above, the CEDD’s Study has identified a total of 21 longlisted potential cavern development sites and recommended three pilot schemes of relocating the government facilities to caverns (specific project (4) below). It is worthy to re-examine the remaining 18 longlisted sites in the further studies for the land reserve.

7. More new development areas in the New Territories

Studies/further studies on developing the areas of Yuen Long South and NT North, as well as other parts of rural NT, should be taken forward quickly so as to plan more NDAs to meet the future housing, social and economic needs of Hong Kong.

4. 重置或整合佔地廣闊的康樂設施

部份佔地廣闊的康樂設施，例如位於屯門14區及25區的康樂體育中心的用地，可以以整合及/或搬遷至其他堆填區或儲水庫的上蓋（請參考下列第12及第15的新增選項），從而使部份土地空置出來作其他用途。

5. 維港以外近岸填海

五個已被列入進行填海工程的地點（下文指定項目(3)）應該盡快動工。此外，土木工程拓展署於2011年所進行的「以填海和岩洞發展增加土地供應的可行性研究及公眾參與活動」中所提出的22個地點，政府亦應該重新審視，以期長遠而言，可以建立一個可持續的土地儲備。

6. 發展岩洞及地下空間

和上述 (5) 的選項一樣，土木工程拓展署的研究列出了一共21個有發展潛質的溶洞，並且建議三個先行計劃，用作重置政府設施（下文指定項目 (4)）。政府若就土地儲備進行研究，值得重新審視其餘的18個地點。

7. 於新界發展更多新發展區

政府應該盡快展開對元朗以南和新界以北，以及其他新界的鄉郊地區進行研究/再研究，以其籌劃更多新發展區，配合香港未來房屋、社會及經濟的需要。



8. Developing more areas on the periphery of country parks

Developing areas with low ecological value on the periphery of country parks has also been a focus of public debate. Some have suggested a compensation mechanism to make up for any loss of country park areas and facilities so as to strike a balance between development and conservation. We propose to go a step further by implementing the compensation mechanism under a “conserve before develop” principle. This means that designating and maintaining areas of high ecological and landscape value, e.g. Robin’s Nest near Sha Tau Kok of about 480 ha, as “new Country Park” should be sped up before developing the periphery areas of low ecological and public enjoyment value (such as pilot areas of Tai Lam and Shui Chuen O sites) for public/affordable housing. This would give the public a clear message that there is no loss of country park areas. Efforts should be continued to identify other suitable periphery areas for development, provided that site selection criteria are clearly defined and generally acceptable by the community.

9. Increasing development density of “Village Type Development” zones

10. Topside development of existing transport infrastructure

11. Utilising the development potential of public utilities sites

Additional Options

12. Landfill sites

There are 13 closed landfills in Hong Kong occupying a total of about 300 ha. Restoration works of all these 13 landfills were completed between 1997 and 2006 and the completed restoration facilities have been commissioned. Those landfills restored in the 1990s and early 2000s may be environmentally acceptable for appropriate land uses. It is worth exploring the feasibility of converting these restored landfills into recreational uses to facilitate relocation of existing land-extensive recreational facilities which can be used more beneficially to meet housing and other development needs.

8. 發展郊野公園邊陲地帶其他地點

在郊野公園邊陲地帶發展一些低生態價值的土地，亦是社會大眾的討論焦點。其中有建議訂立一個補償機制，以補償損失了的郊野公園地方及設施，確保能在發展與保育之間取得平衡。我們建議再走前一步，訂立一個以「先保育後發展」為原則的補償機制。即是說，要先加速將一些具有高生態及園林價值的地方，例如沙頭角附近佔地480公頃的紅花嶺發展成為新郊野公園，然後再將一些低生態及公眾享用價值的郊野公園邊陲地帶，例如大欖和水泉澳，發展成為公共房屋及/可負擔房屋的用地，這可以讓公眾得到一個清晰訊息，郊野公園的用地並沒有縮減。只要有清晰及廣為社會大眾所接受的選址原則，政府可繼續致力尋找其他邊陲地方作發展用途。

9. 增加「鄉村式發展地帶」的發展密度

10. 於現有運輸基礎設施上作上蓋發展

11. 利用公用事業設施用地的發展潛力

額外選項

12. 堆填區

香港一共有13個已關閉的堆填區，佔地達300公頃，這13個堆填區的修復工程已分別在1997至2006年完成，而所配置的修復設施亦已啟用，在1990年代及2000年代初期修復的堆填區，或許其環境已可適合作一定的土地用途。政府應該探討將這些已修復的堆填區作康樂用途的可行性，將目前佔地廣闊的康樂設施遷往已修復的堆填區，就可以騰出原有空地用作滿足房屋及其他發展需要。



13. Relocation of prisons

Another potential option is relocating the existing prisons in the urban areas such as Ma Hang Prison and Stanley Prison to less prime sites in rural areas or reviving the Super Prison at Hei Ling Chau idea so as to free up more land for other types of development. These urban prisons are located very close to residential developments. With suitable upgrading of the infrastructures, they could be converted for residential and other uses in the medium-to-long term.

14. Mixed uses

Demand for different types of land use may change due to technological, social and economic changes of society. Instead of reserving sites for specific land use (e.g. commercial or residential), designating sites for “mixed uses” allows the flexibility for a combination of various types of compatible uses such as commercial, residential, educational, cultural, recreational and entertainment uses, either vertically within a building or horizontally over a spatial area to meet changing market needs. The “Mixed Use” zoning has the merits of functionally and physically integrating different types of compatible uses. In-situ conversion of existing buildings for mixed uses in suitable locations is also considered as an alternative of making efficient use of land resources in urban areas.

15. Topside development of service reservoirs

There are a number of service reservoirs in the urban areas, some of which are decked and used for recreational use such as playground. Consideration can be given to decking these sites for low-rise G/IC or recreational facilities, e.g. for relocation of existing facilities under PRL, so as to free up some current G/IC or recreational sites for residential use. Examples are Lion Rock and Shek Kip Mei Service Reservoirs.

16. Adjustment of boundaries of the Victoria Harbour

In view of the pressing need of land supply in urban areas, consideration can be given to adjusting the boundaries of the harbour under the Protection of the Harbour Ordinance. For instance, shifting the western limit of harbour boundary slightly eastward to allow reclamation of the waterbody of the Rambler Channel if Kwai Tsing Container Terminals and Tsing Yi oil depots were relocated (specific projects (9) and (12) below), and also provide opportunity for reclaiming the Green Island to link up with Hong Kong Island.

13. 搬遷監獄

另一個有潛質的選項，是將目前在市區的監獄，例如馬坑監獄、赤柱監獄搬遷至鄉郊地區，或者重新檢視在喜靈洲興建超級監獄的建議，以便騰出更多土地作其他發展用途。這些位於市區的監獄與住宅發展非常接近，只要將基建設施作出改善，這些地點可以在中長期轉為住宅及其他用途。

14. 混合用途

隨着科技、社會及經濟的轉變，對不同土地用途的需要亦會改變。與其將土地作指定用途(例如商業或住宅用途)，將土地規劃作「混合用途」可以提供一定彈性，容納各類包括商業、住宅、教育、文化、康樂及娛樂等可以共融的用途。其形式可以是縱的，即將各項設施容納在同一座建築物內；亦可以是橫的，即在一處地方安排不同的用途以配合市場需要的轉變。這種「混合用途」的規劃模式，可以將各種不同用途在功能上或實際土地上凝聚一起。在一些適當的地方將現有的建築物原位改作混合用途，亦是將市區內土地資源作有效運用的一個方案。

15. 在儲水庫進行上蓋發展

市區有多個儲水庫，部份已興建上蓋作康樂用途，例如遊樂場。政府可以考慮將這些地點加建上蓋，用作政府、機構或社區用途的低矮建築物，或作康樂用途，例如將私人遊樂場地的設施搬遷過來，因而騰出一些政府、機構或社區用途，或康樂用途的佔地作住宅用途；獅子山配水庫及石硤尾食水配水庫都是可以考慮的地點。

16. 修訂維港的邊界

由於有迫切需要增加在市區的土地供應，可以考慮修訂保護海港條例下所訂定的海港邊界，例如假如葵涌貨櫃碼頭及青衣油庫可以搬遷，(下列指定項目 (9) 及 (12))，將海港西面的邊界略為向東移，便可以在藍巴勒海峽對開進行填海，亦可以提供機會將青洲進行填海工程以連接香港島。



Specific Projects

1. Developing brownfield sites in Kwu Tung North/Fanling North NDA, Hung Shui Kiu NDA, Yuen Long South and NT North
2. Developing Fanling Golf Course
3. Near-shore reclamation of five shortlisted sites outside Victoria Harbour including Lung Kwu Tan, Siu Ho Wan, Sunny Bay, Tsing Yi Southwest and Ma Liu Shui
4. Developing three pilot schemes of relocating the government facilities to caverns, i.e. Sai Kung Sewage Treatment Works, Sham Tseng Sewage Treatment Works and Diamond Hill Fresh Water and Salt Water Service Reservoirs
5. Developing the East Lantau Metropolis
6. Developing the River Trade Terminal site
7. Developing the two pilot areas of Tai Lam and Shui Chuen O on the periphery of Country Parks
8. Developing the River Trade Terminal site and its surroundings
9. Relocation of Kwai Tsing Container Terminals
10. Topside development of Kwai Tsing Container Terminals (as an alternative to specific project (9) above)
11. Reclaiming part of Plover Clove Reservoir for new town development

Additional Specific Project

12. Relocation of oil depot in Tsing Yi

Extensive tracts of land at the southern part of Tsing Yi are currently occupied by oil depot and industrial uses. Subject to a review of land uses on the western part of Hong Kong in the context of the “Greater Bay Area” initiative, it may be worth exploring the relocation of the depots and related facilities to certain undeveloped islands located in the waters separating Hong Kong, Macau and Zhuhai. As a result of such relocation, the oil depot site together with the waterbody to its south and the slopes to its north can be released for housing and other uses.

指定項目：

1. 發展古洞北/粉嶺東新發展區，洪水橋新發展區，元朗南及新界北的棕地
2. 發展粉嶺高爾夫球場
3. 在維多利亞港海港的五個已選定地點進行近岸填海，包括龍鼓灘、小蠔灣、欣澳、青衣西南及馬料水
4. 就政府設施遷往岩洞的選項進行三個試驗項目：西貢污水處理廠、深井污水處理廠及鑽石山食水及海水配水庫
5. 發展東大嶼都會
6. 發展內河碼頭
7. 發展郊野公園的兩個邊陲地帶：大欖及水泉澳
8. 發展內河碼頭及其鄰近的地方
9. 搬遷葵涌貨櫃碼頭
10. 將葵涌貨櫃碼頭進行上蓋發展(可視為上述(9)指定項目的替代方案)
11. 將萬宜水庫的一部份進行填海工程作發展新市鎮之用

新增的指定項目：

12. 搬遷青衣油庫

現時青衣南面有一大片土地用作油庫及工業用途，因應「大灣區」倡議而進行的新界西面土地用途檢討，值得考慮將油庫及相關設施搬去一些遠離香港、澳門及珠海，而且並未發展的島嶼，搬遷後油庫的用地，以及其南面海面 and 北面的山坡，均可騰出作房屋及其他用途。

