

**The Hong Kong Institute of Planners' (HKIP) Comments  
on Chief Executive's Policy Address 2018**

HKIP welcomes the Policy Address which is trying to address the important issues of, amongst others, housing and land supply, driving towards a more diversified economy, improving livelihood, and bringing us to a livable city. We are of the view that the society should discuss the issues in a positive and collaborative manner. We believe Hong Kong as a metropolitan city will continue to prosper under this constructive approach.

**A. Housing and Land Supply**

HKIP has provided comments earlier on the various land supply options and the relevant issues put forward by the Task Force on Land Supply in response to the call for increasing land supply to meet our various land use demand in Hong Kong. In our commentary, we offered views on the important fundamental principles for guiding the efforts in tackling land supply in Hong Kong, and our specific comments on the 18 land supply options.

***Lantau Tomorrow***

Regarding the policy initiative of 'Lantau Tomorrow', whilst we agree that reclamation is one of the fundamental land supply measures to address our needs, a strategic plan should be formulated to lay out a sustainable planning framework for Hong Kong in the years to come; and the Hong Kong 2030+ should be completed as soon as possible, taking into account the public comments, and to address the socio-economic, land use, transport, environment and infrastructure issues.

Comprehensive planning and engineering feasibility studies should be undertaken before making a decision on the extent of reclamation and programming. The cost effectiveness of reclamation options, such as reclaiming a single island or several smaller islands, should also be examined in the study. The relevant feasibility study should also investigate and address the concern on the impact of extreme weather on coastal areas of the future reclaimed islands. We are of the view that a phasing and prudent approach should be adopted to ensure that the proposed reclamation is sustainable in social, economic and environmental (including ecology and marine) terms. It should be noted that reclamation should and can only start after the approval of Environmental Impact Assessment and obtaining relevant environmental permits under the Environmental Impact Assessment Ordinance, and the approval of relevant statutory plans under the Town Planning Ordinance. Public should be engaged appropriately and timely on such proposals for the consideration of the statutory authorities, including the Town Planning Board and the Chief Executive-in-Council. In order to ensure that the society is provided with adequate technical information, feasibility studies should commence as early as possible.

In particular, the development sequence of the future railway under the Railway Development Strategy and highway network connecting to the main urban area and

New Territories is a fundamental issue to be addressed in the planning of 'Lantau Tomorrow'.

### ***Brownfield Sites***

As in our comments on the land use options put forward by the Task Force on Land Supply, we concur that brownfield sites may be a good source of land supply. They present an opportunity to optimise development potential and improve the current haphazard landscape and environment in the New Territories. Yet, the possible impacts on the economy and employment for closing brownfield storage/workshop operations have to be assessed and handled properly. The land use restructuring strategy involving all brownfield sites should be included in the strategic plan for Hong Kong. We note that studies on the profile of brownfield sites and multi-storey buildings are being undertaken and expected to be completed soon. Relevant additional studies and formulation of policy and implementation measures should be undertaken the soonest.

### ***Review of the Long Term Housing Strategy***

Considering that we are already behind the public housing supply target of over 40,000 units, we consider it reasonable to allocate more upcoming land supply to meet this shortfall first. In reviewing the public/private split of new housing supply in the next ten years with a view to increasing public housing supply (both rental and subsidised sale), it is important to ensure that the public housing net covers majority of the population. Furthermore, by successfully increasing the overall land supply, despite a lower split for private housing, the absolute number could still be increased.

### ***Multiple Approaches to Implementation of Increasing Land Supply***

We reiterate that planning and land supply cannot and should not be considered in isolation, and a holistic planning approach should be adopted. Land supply options must be formulated, evaluated and selected under a comprehensive planning framework with effective and transparent mechanisms. Apart from the long-established practical mechanisms including reclamation and land resumption, other land supply mechanisms such as Land Sharing Pilot Scheme involving public-private-partnership could be explored and tested on carefully selected pilot projects under a well-defined and comprehensive planning framework, and administered in a transparent and equitable manner, particularly when resumption of land under other private ownership is involved for the necessary infrastructure. Established procedures including scrutiny by the Town Planning Board should be followed. The scheme should target to help providing land for affordable housing. Having said the above, we are of the firm view that the development of new development area (NDAs), including Fanling North, Kwu Tung North, Hung Shui Kiu, etc. to be implemented mainly by resumption, and reclamations at well-planned locations should remain the Government's major measures to create land supply.

### ***Revitalisation of Industrial Buildings***

HKIP is glad to see the initiative on the wholesale conversion of industrial buildings for transitional social housing with a view to increasing the supply of readily available spatial resources in the short term. We have concern on exempting the ventilation and natural lighting requirements of residential units in transitional social housing and suggest better layout planning in the implementation. The areas not suitable for habitation could be planned for common facilities such as recreational uses and storages.

### ***Redevelopment of Tai Hang Sai Estate and other old estates of Hong Kong Housing Society (HKHS)***

We need decanting sites to rehouse the existing estates' tenants, as such redevelopment of aged housing estates would lower our land/housing supply during the early stage of redevelopment. There is a price to pay as we are having a significant shortfall of housing land/units. Nevertheless, the flat gain via redevelopment will eventually be realised once the redevelopment process is completed; and more importantly, we would regenerate our community when redeveloping these aged housing estates. Such regeneration maybe needed in some old urban areas and should not be overlooked. Along this line, we support the government's effort in redeveloping the Tai Hang Sai Estate and other estates of HKHS. We also encourage Housing Authority to plan proactively for the redevelopment of their aged public housing rental estates as appropriate, especially when they may have a good opportunity of getting decanting sites in Kai Tak.

### **B. Diversified Economy**

The planning of economic and employment clusters in the NDA in North East New Territories and North West New Territories will help creating land to accommodate the economic activities and addressing the employment needs of the residents in the New Territories, particularly the relatively younger generations moving into the new towns and NDAs.

### **C. Nurturing Talent**

Whilst we support the policy initiatives, the crux of the matter lies in the shortage of land which is seriously limiting the learning experiences of our students in Hong Kong and the development of our education sector, e.g. lack of space for setting up local campus for internationally renowned universities in Hong Kong, insufficient student hostels, lack of football fields for standard secondary and primary schools, etc. We should start planning for the educational development in all aspects, from educational, research, to sports and residence facilities.

#### **D. Improving People's livelihood**

We strongly support the promulgation of the population-based planning ratios in the Hong Kong Planning Standards and Guidelines in respect of the subsidised residential care services and community care services, district elderly community centres and neighbourhood elderly centres under paragraph 237 of the Policy Address. This is a right move to address the need of the aged and to improve people's livelihood. Endeavor should be made to increase land supply and make use of readily available spatial resources to accommodate more facilities for the elderly with enhanced standards.

#### **E. Livable City**

The policy initiative of providing more car parking spaces, e.g. shared use in suitable "Government, Institution or Community" facilities and public open space projects must be carefully implemented, balancing transport capacities and environmental considerations. The increase in the number of private cars and their usage are alarming, and must be properly controlled and managed, as serious grid-locks and pollutions may arise from overuse of private cars. The provision of parking spaces must not fuel the rocketing increase of cars. We advocate smart city measures including facilitating the development of shared economy (e.g. sharing of car usage), and the use of public transport and pedestrian facilities to help easing the parking demand in the longer term.

**Public Affairs Committee  
The Hong Kong Institute of Planners**

## 香港規劃師學會對 2018 年施政報告的意見書

香港規劃師學會(下稱「學會」)樂見有關施政報告嘗試解決當下重要的問題，包括房屋及土地供應、開創多元經濟、改善民生、以及達致宜居城市。本會認為，社會大眾應以一個正面及協作的方式討論相關議題。本會相信，我們若能夠採用有建設性的態度，香港作為一個大都會，便會繼續繁榮下去。

### 甲. 房屋及土地供應

為了滿足香港的各種土地需求，早前土地供應專責小組提出了不同的選項以增加土地供應，學會就此以及相關議題已提交了意見書。當中，本會就增加土地供應的同時，表明了必須遵從相關的城市規劃原則，並就 18 個選項中的每一項表達了意見。

#### 明日大嶼

有關明日大嶼的**倡議**，為了應付香港的需求，本會認同填海是增加土地供應的其中最基本的方式之一。就此，我們需要制定一個可持續的全港策略規劃，應對將來的發展需要。香港 2030+應該考慮相關公眾意見，並把之盡快完成，以應對社會、經濟、土地利用、交通、環境以及基建的議題。

政府應及早展開綜合性規劃及可行性研究，探討有關填海的範圍及時序，才決定有關工程範圍和發展階段，有關研究亦需要探討不同填海選項（填一個大島或填多個小島）的成本效益，及填海後，將來極端天氣有可能對近岸地區帶來的影響。我們需要以謹慎方式及分階段進行相關填海工程，達致能夠在社會、經濟、環境（包括生態及航海）各方面可持續地進行工程。所有填海工程均需要根據《環境影響評估條例》，在環境影響評估完成及報告批准後，以及完成《城市規劃條例》相關的法定規劃大綱圖後，方可進行填海工程。政府亦需要適當和及時地諮詢公眾，並把公眾意見反映給有關當局考慮，包括城市規劃委員會及行政會議。政府應盡快進行相關可行性研究，這樣才可以提供足夠技術資料予社會了解及討論。

明日大嶼的規劃其中一個基本考慮是在全港鐵路發展策略下，如何興建鐵路以及道路網絡，以接駁市區及新界地區，及其發展時序。

#### 棕地

正如我們提交給土地供應專責小組就土地供應的意見書所述，我們同意棕地是一個好的土地供應選項。這提供一個機遇，善用土地的發展潛力及改善現時零亂的新界環境及景觀。但必須留意的是，政府需要妥善處理倘若關閉棕地上的貨倉／工場的經濟及就業影響。本會建議全港策略規劃必需涵蓋改造所有棕地的策略。我們留意到棕地作業研究及多層樓宇研究正在進行並且接近完成，有關的進一步研究及政策制定應該盡快開展。

### **檢討長遠房屋政策**

考慮到我們現時距離原來公屋供應目標還很遠(即缺少四萬個公屋單位的土地)，我們認為政府應先把短期可供應的土地多分配發展公屋，以補償短缺。如政府要檢討未來十年公私樓供應比例，以達至更多公營房屋供應（出租和資助出售），那麼政策要確保能包括大多數市民。再者，如果能大幅增加土地供應，須然私樓比例小了，但實質數量仍可增加。

### **多管齊下落實增加土地供應**

我們重申規劃及土地供應議題不能亦不應孤立考慮，反而應採納整體城市規劃的方法。土地供應選項的構想、評估及選擇，必須在整體城市規劃框架內，結合有效率和高透明度的機制進行。除了行之有效的填海及收回土地的機制外，其他土地供應，例如土地共享先導計劃，包括公私合營是可以作出嘗試及測試，但先導計劃的項目有需要在整體城市規劃框架內小心選擇、結合有效率和高透明度的機制進行，尤其涉及需要收回其他私人地以提供基建，並應遵守現行城市規劃委員會的監督機制。先導計劃的目標應提供可負擔房屋。有鑒及此，我們認為，採用收回土地推展新發展區，包括粉嶺北、古洞北、洪水橋等，及在適當地點填海應該繼續成為政府的主要土地供應選項。

### **活化工廈**

學會更樂見整棟改裝工廈的施政，利用現有土地資源，於短期內提供過渡性社會房屋。儘管如此，本會對於豁免過渡性社會房屋的住宅單位的通風和彩光要求有所保留。對於不宜居住的範圍，可用作公共設施，例如康樂及儲物用途。

### **重建大坑西邨及香港房屋協會舊邨**

我們需要房屋土地用來搬遷現有居民租戶，所以在重建這些舊邨初期，會減低土地和房屋供應量，這是不能避免的。但無論如何，重建最終能夠增加住屋單位；更重要的是，這過程能夠改善我們的社區，此舉對於舊區的重要性不能忽視。本會支持政府重建大坑西邨，以及其他香港房屋協會的舊邨。我們更鼓勵房委會積極計劃重建舊邨。現時，啟德能夠提供地盤搬遷現有居民住戶，是一個很好的契機，我們要好好把握這一刻機會。

## **乙. 多元經濟**

位於新界東北及新界西北的新發展區，經過規劃提供經濟及就業群，幫助提供經濟活動的用地，以及提供新界居民的就業機會，尤其是能夠給予搬遷到新市鎮及新發展區的年輕一代的就業機會。

## **丙. 培育人才**

儘管本會支持有關施政，但最重要的是，缺乏土地將嚴重地限制香港學生的學習機會及吸取經驗的機會，及教育界的發展。例如，缺乏土地發展大學的校園，學生宿舍不足，未有足夠土地提供給中小學興建足球場，等等。我們需要開始為教育發展，從多角度作出規劃，包括教育、研究、以致運動推廣及住宿設施方面等。

## 丁. 改善民生

我們強烈支持施政報告第 237 段，建議在香港規劃標準與準則引入以及根據以人口作規劃比例的計算方法，用以提升資助長者院舍護理服務、以及社區護理服務、地區/鄰舍長者中心。這樣能夠解決人口老化的需求以及改善民生。政府應更加努力增加土地供應，及利用現有土地資源，用以提供更多優化的長者設施。

## 戊. 宜居城市

有關提供更多車位的施政綱領，例如在「政府、機構及社區」用地及公共休憩空間項目提供共享停車位用途，從交通容量以及環境的考慮因素而言，此舉政府需要小心落實而達致平衡。現時，增加的車位數目以及私家車用量經已十分驚人，過分使用私家車已導致嚴重交通擠塞及環境污染，希望政府在這方面會小心控制及處理。在提供更多停泊車位時，同時亦要小心處理，避免導致私家車數目飆升。我們提倡智慧城市的相關標準與方法，包括共享經濟(例如共享汽車使用)，及鼓勵使用公共交通工具以及行人設施；長遠而言，希望可以就此減低對停泊車位的需求。

香港規劃師學會  
公共事務委員會