

**Motion Debate on
"Updating the Hong Kong Planning Standards and Guidelines and
increasing community facilities to enhance living environment" held
at the meeting of the Legislative Council of 7 December 2016**

Progress Report

Purpose

The motion on "Updating the Hong Kong Planning Standards and Guidelines and increasing community facilities to enhance living environment" moved by Hon CHAN Han-pan, as amended by Hon Alice MAK, Ir Dr Hon LO Wai-ki, Hon Frankie YICK and Hon Andrew WAN, was passed at the meeting of the Legislative Council of 7 December 2016 (see **Annex** for wording of the amended motion passed). This report informs Members on the progress of follow-up work by the relevant bureaux/ departments (B/Ds).

**Updating the "Hong Kong Planning Standards and Guidelines" and
Enhancing Provision of Community Facilities**

2. The Hong Kong Planning Standards and Guidelines (HKPSG) lists the Government's criteria for determining the scale, location and site requirements of various land uses and facilities, and provides general guidelines to ensure that, during the planning process, the Government will reserve adequate land to facilitate social and economic development and provide appropriate public facilities to meet the needs of the public. These guidelines are provided for general reference and should be applied with flexibility taking into considerations factors including the land use demand, local circumstances, development constraints and availability of resources. The relevant B/Ds will formulate, review and update the planning standards and guidelines as appropriate, taking into account established policies and relevant development requirements. The Planning Department (PlanD) will liaise with the relevant B/Ds in updating the HKPSG. In the past 3 years, 9 chapters of HKPSG have been reviewed and revised to reflect latest policies and developments.

3. The following paragraphs update Members on the planning and enhancement to the provision of a number of community facilities, and the review of respective planning standards in the HKPSG.

Public Markets

4. According to the Government's policy on public markets which is enshrined in Chapter 6 of the HKPSG, when planning for new markets, the Government should consider the population and demographic mix of the area in question, community needs, presence of market facilities nearby, the number of fresh provision retail outlets available in the vicinity, and public sentiment towards the preservation of hawker areas in the particular locality. The host of factors, including but not limited to population-based consideration, provides greater flexibility in assessing the local circumstances and the need to improve the provision of facilities in public market. In planning new areas, PlanD will consult the Food and Health Bureau (FHB) and Food and Environmental Hygiene Department (FEHD) on the provision of public markets having regard to these factors.

5. With reference to the above considerations, the Government has initially identified suitable sites in the Tung Chung New Town Extension Area and Hung Shui Kiu New Development Area (NDA) for the development of two large-scale public markets. The Government expects that the two new public markets will be located at strategic locations and be developed into signature markets in the region. In other words, their catchment areas will not only be confined to Tung Chung New Town Extension Area and Hung Shui Kiu NDA, but also be extended to the entire Tung Chung and Tin Shui Wai areas to better serve the local population. We will continue to identify suitable sites in support of the policy of the Food and Health Bureau on provision of public markets.

Parking Spaces

6. The Government's transport policy is centred on public transport and encourages the public to avoid commuting by private cars as far as possible. Land resources in Hong Kong are limited therefore the Government's policy in the provision of parking spaces is to accord priority to considering and meeting the parking demand of commercial vehicles. Commercial vehicles (in particular goods vehicles and coaches) serve the function of carrying passengers and goods and have substantive demand for parking spaces in their daily operations. They have been playing an important role in the transportation system, the logistics industry, tourism industry, as well as the overall economy. The Transport Department will commence a parking review with priority

accorded to addressing the parking demand from and supply for commercial vehicles within 2017 so as to come up with appropriate measures to address the parking needs of commercial vehicles, which may include updating Chapter 8 of the HKPSG if necessary.

7. In respect of private cars, the Government aims to provide an appropriate number of parking spaces if the overall development permits, but at the same time not to attract passengers to opt for private cars in lieu of public transport thereby aggravating road traffic congestion. Before buying private cars, it is the responsibility of potential buyers to first ensure suitable parking spaces are available for their cars. When motorists take trips via private cars, they should also consider whether there are enough parking spaces at the destination. Otherwise, they should choose public transport or park their cars in the areas nearby and then switch to other modes of transport.

Kindergartens

8. On kindergartens, when planning for housing estates and large-scale private development projects, the Government will make reference to Chapter 3 of the HKPSG and consider allocating space for the use of kindergartens to provide the needed kindergarten places. The current standard for provision of kindergarten places is 730 half-day and 250 full-day places for every 1 000 children in the age group of 3 to under 6. As a long-term measure, the planning standards for provision of kindergarten places will be reviewed and revised as necessary to 500 half-day and 500 full-day places respectively for every 1 000 children aged between 3 and 6. The Education Bureau (EDB) has already started the review of the planning standards and plans to submit to PlanD in 2017 its recommendation. EDB will then consult relevant B/Ds and follow up on comments received in order to implement the amended planning standards.

Cinemas

9. Enhancing cinema development will facilitate movie-watching by the community and support movie audience-building, and is conducive to the long-term development of Hong Kong's film industry. Providing a cinema, however, involves a number of commercial factors. It would not be appropriate to set a standard and mechanically provide cinemas on the basis of the size of population alone. This notwithstanding, to promote the development of cinemas, the Government is finalising the policy study on requiring developers to include cinemas in their

development projects as appropriate in the terms and conditions of the land lease. The Commerce and Economic Development Bureau (CEDB) will report the outcome of the study to the Legislative Council (LegCo) Panel on Information Technology and Broadcasting within this legislative session.

10. In the meantime, we have also proactively implemented other measures to facilitate movie-watching by members of the public. For example, the CEDB worked with the Home Affairs Bureau to undertake works to install movie screening facilities at the Auditorium of the North District Town Hall. The new screening facilities, which commenced operation in December 2016, make it more convenient for residents of the North District to watch movies in their own district.

Public Libraries

11. The existing guidelines set out in the HKPSG provide a suitable basis for the planning and provision of public libraries. According to Chapter 3 ‘Community Facilities’ of the HKPSG, the present planning standard of public library is to provide one district library for each of the 18 administrative districts and one district library for every 200 000 persons. Where appropriate, the Leisure and Cultural Services Department (LCSD) will consider providing a major library in lieu of two district libraries for every 400 000 population.

12. In addition to major and district libraries which serve as the backbone of the Hong Kong Public Libraries network, small libraries and mobile libraries are provided to serve communities/areas which are far away from or where it is not feasible to set up major or district libraries. When planning for public library facilities, the LCSD and relevant departments will take into account all relevant factors such as the geographical location, transport facilities and demographic characteristics, the distribution and utilisation of the existing libraries, the development of infrastructural and community facilities of the district, the changing needs (including demographic changes) of the community, and the cost effectiveness of the services.

Elderly Facilities and Services

13. The ageing population necessitates a review on the provision of elderly facilities and services. To this end, the Government tasked the Elderly Commission (EC) in 2014 to formulate an Elderly Services

Programme Plan (ESPP) to strengthen the medium-to-long-term planning of elderly services. EC has formulated a set of initial recommendations of the ESPP in 2016 and the public was consulted on the recommendations through the third stage public engagement exercise held during December 2016 to early February 2017. One of the initial recommendations is to strengthen the forward planning of elderly services, including reinstating the population-based planning ratios for elderly facilities in the HKPSG. EC is collating and analysing the views gathered during the third stage public engagement exercise and is expected to submit the report of the ESPP to the Government in the second quarter of 2017. PlanD will work closely with the Labour and Welfare Bureau and Social Welfare Department to follow up on the recommendations of the ESPP and review the guidelines on elderly facilities in the HKPSG as appropriate.

Charging Facilities for Electric Vehicles (EV)

14. With the steady growth in the number of EVs, the Government provides a series of auxiliary facilities to support EV owners. As at end-December 2016, there were 1 518 public chargers¹ of various types in all 18 districts of Hong Kong. To enhance the charging efficiency of public charging facilities, the Government plans to upgrade 174 EV standard chargers in Government car parks to medium chargers by the end of March 2017, so as to reduce the charging time. The two power companies and the commercial sector are also progressively upgrading their existing public standard chargers to medium chargers and install multi-standard quick chargers.

15. Regarding support to EV users, a telephone hotline (3757 6222) was set up at the Environmental Protection Department to provide information and technical support to interested parties in setting up EV chargers at car parks. Besides, guidelines have been issued on the arrangements and technical requirements in setting up EV chargers. Furthermore, the Government has also facilitated EV charging arrangements from planning side. With effect from April 2011, concessions on gross floor area for car parks in new buildings are granted if they are “EV charging-enabling” so as to encourage developers to put in place the necessary EV charging infrastructure (including provision of sufficient power supply, cables and ducts) in the car parks of new buildings to facilitate future installation of chargers. From April 2011 to December 2015, nearly 80% of car parking spaces under newly approved

¹ including 954 standard chargers, 345 medium chargers and 219 quick chargers

development plans have been equipped with the infrastructure for EV charging facilities. Furthermore, in June 2011, planning guidelines for new buildings were amended to recommend 30% of private car parking spaces to be installed with EV charging facilities.

16. The Government will continue to closely monitor the development of EVs and ensure the timely expansion and enhancement of public charging facilities to meet the need of EV drivers for charging their vehicles during their journey.

Bicycle-Friendly Measures

17. As part of the Smart City initiatives and vision of the “Hong Kong 2030+: Towards a Planning Vision and Strategy Transcending 2030” (“Hong Kong 2030+”), the Government hopes to create a bicycle-friendly environment in New Towns and NDAs through improving connectivity of existing cycle tracks, providing more and better bicycle parking facilities, minimising mandatory cycle dismount zones and improving the dissemination of bicycle related information. In the long run, the Government will also look into ways to facilitate the public to ride bicycles for short-distance commuting, so as to enhance the cyclability of the city, alongside walkability, connectivity and accessibility, with a view to enhancing the liveability of the city as a whole.

18. The Government is implementing the cycle track network in the New Territories (NT) in phases to enhance the recreational value of cycle tracks in the new towns. The section between Sheung Shui and Ma On Shan was completed in 2014. The section between Tuen Mun and Yuen Long will be progressively open to public in early 2017; whilst the Yuen Long to Sheung Shui section is being constructed for completion in 2020. By then, the entire section of about 60 kilometers long of cycle track, running from east to west of the NT will be fully open to the public. As for the remaining cycle tracks from Tsuen Wan to Tuen Mun, the Government is reviewing its alignment and will soon commence the detailed design of the Tuen Mun to So Kwun Wat section with a view to proceeding with the works in phases. In the NT cycle track network, ancillary facilities for cyclists such as resting stations and toilets will be provided.

19. In the urban areas, in view of the congested situation of roads, the passenger needs for public transport vehicles, and the frequent roadside loading/unloading activities of goods vehicles, cycling on urban roads are not encouraged. However, when planning the development of

harbourfront areas, the Government will carefully consider the feasibility of constructing cycle tracks. Where circumstances allow, the Government will consider providing a cycle track and other ancillary facilities such as cycle renting kiosk in the permanent waterfront promenade at the new Central harbourfront, Wan Chai North and North Point Harbourfront Areas, along the proposed boardwalk of 2km underneath the Island Eastern Corridor, and along the waterfront of Kai Tak Development Area.

20. The Government will also study how to assist organisations to operate self-financing community bicycle rental services on a non-profit making basis, so that the public can cycle between public transport stations and living places or offices for the first and last mile short-distance connection.

Provision of Community Facilities in Multi-Purpose Complex

21. To optimise the use of land resources, relevant departments responsible for planning and implementing government, institution or community (G/IC) facilities are required to uphold the principle of land use optimisation. When B/D puts forward a request for reserving land/space for building community facilities or providing services, PlanD and the Government Property Agency will, having considered relevant factors (including land uses, surrounding environment, planning parameters, etc.), reserve land and premises respectively. Where appropriate and possible, provision of various complementary facilities will be accommodated in the same complex, with a view to optimising land use and facilitating access to these facilities by the public. On the implementation and development schedule of individual facilities and services, they are subject to the resource priorities of relevant B/Ds, and their priorities under the Public Works Programme. Generally speaking, the Government will take into account the local population, provision and utilisation of existing facilities, etc. in determining the priorities of project implementation.

Planning System and Public Engagement

22. The Government attaches great importance to the views of the public during the land use planning process, and has all along subscribed to the principle of people-based planning. For large-scale developments, the Government would conduct land use reviews or planning studies involving usually different stages and forms of public engagement, so as

to garner the views of the public and stakeholders, including the LegCo, District Councils, local community and concern groups. The statutory planning process under the Town Planning Ordinance (TPO) also entails various elements of public engagement. The Town Planning Board (TPB), in accordance with the TPO, will exhibit the new draft plan or amendments to draft/approved plan for public inspection for a period of two months, during which any person may make representation in respect to the draft plan. After the public exhibition period, TPB will hold meeting(s) to hear and consider the representations and comments received, and the representers and the commenters will be invited to attend the hearing in person to make their views heard. Public views will be incorporated as appropriate into the draft plans and implementation of the development programmes.

Long-Term Planning

23. On the need for long-term and holistic planning for Hong Kong, the Government is undertaking a study titled Hong Kong 2030+, which is under six-month public engagement until end-April 2017. Hong Kong 2030+ seeks to provide guidelines for the overall spatial planning, land and infrastructure development, and the shaping of the built and natural environment for Hong Kong beyond 2030. Our vision is for Hong Kong to continue to be a liveable, competitive and sustainable “Asia’s World City”. In response to growing public aspirations for better living environment particularly enhanced provision of community facilities, “Hong Kong 2030+” propose a series of strategic directions to enhance Hong Kong’s liveability, including reinventing public space and enhancing public facilities; rejuvenating the urban fabric; and promoting an inclusive and supportive city. In particular, we propose to enhance the land and space provision for G/IC facilities and open space by increasing the planning ratio of open space from 2m² per person to 2.5m² per person, and adopting higher ratios of 3.5 m² per person for G/IC space.

24. “Hong Kong 2030+” also addresses the issue about enhancing support to the economic development of Hong Kong. It proposes strategic directions to move Hong Kong up the value chain and diversify the economy, thereby creating quality jobs with a range of skills. It also advocates the timely provision of adequate land, space and supporting infrastructure, and seeks to promote innovation, technology and collaboration, as well as to nurture and retain suitable human capital. To this end, the conceptual spatial framework proposed under “Hong Kong

2030+” recommends the development of one Metropolitan Business Core, two Strategic Growth Areas namely the East Lantau Metropolis and the New Territories North to provide capacity for the long-term sustainable development. The framework also encompasses three Development Axes, namely the Western Economic Corridor serving as an international and regional gateway supported by strategic transport infrastructure, the Eastern Knowledge and Technology Corridor that provides space for development of a tech-ecosystem for high-technology and knowledge-based industries, and the Northern Economic Belt with potential for warehousing, research and development, and modern logistics capitalizing on the strategic location for being in close proximity to Shenzhen.

Way Forward

25. The Government will continue to monitor the provision of community facilities and services and update the relevant planning standards to keep abreast of the latest developments, while ensuring the long-term, holistic planning for the sustainable development of Hong Kong.

Development Bureau
February 2017

(Translation)

**Motion on
“Updating the Hong Kong Planning Standards and Guidelines and
increasing community facilities to enhance living environment”
moved by Hon CHAN Han-pan
at the Council meeting of 7 December 2016**

**Motion as amended by Hon Alice MAK, Ir Dr Hon LO Wai-kwok,
Hon Frankie YICK and Hon Andrew WAN**

That, the aim of formulating the Hong Kong Planning Standards and Guidelines is to provide guidance on land use planning and development processes, and the Administration made a number of amendments to them in the past; in recent years, the Government has made it a prime task to increase the supply of public and private housing, but while substantially increasing public and private housing, the Administration has not correspondingly increased community facilities, especially parking spaces, public markets as well as cultural and leisure facilities, thus failing to provide the public with basic ancillary facilities for living; in this connection, this Council urges the Administration to adopt the principles of ‘people-orientation’ and ‘enhancing community participation’ to expeditiously update the Hong Kong Planning Standards and Guidelines and relevant town planning guidelines by, among others, incorporating public markets into the item of ‘community facilities’, restoring the prescription of a standard for population-to-market stall ratio, reviewing the supply of parking spaces in various districts and incorporating afresh the standard for population-to-cinema ratio into the Hong Kong Planning Standards and Guidelines, etc., and set up a dedicated fund for enhancement of community facilities and optimize the use of idle spaces or land lots, so as to meet the public’s needs for living and perfect community planning; the Administration should also earmark financial and administrative resources and draw up a specific timetable for the expeditious implementation of the construction of various facilities concerned; meanwhile, the Administration should enhance long-term integrated town planning, implement a comprehensive and balanced industrial policy, increase the provision of sites and infrastructure support for industrial and commercial industries, review and enhance the public consultation system, and improve and streamline the planning procedures and implementation mechanism; moreover, the Administration should provide comprehensive transport ancillary facilities, and provide appropriate vehicle support facilities where necessary, including parking spaces for various types of vehicles complemented with charging facilities and vehicle maintenance workshops; moreover, the Administration should incorporate afresh early childhood education service into the item of ‘community facilities’ in the Hong

Kong Planning Standards and Guidelines and set the standard of providing 100 education service places for every 2 500 children under two years of age, raise the planning standard for full-day kindergarten places to provide 500 full-day places for every 1 000 children between the age of three to five, prescribe the standard for provision of open space to be a minimum of 10 hectares per 85 000 persons, and set the standard of providing one small library for every 40 000 to 50 000 persons; the Administration should also construct new municipal services complexes in the vicinity of retail facilities under Link Real Estate Investment Trust, improve the facilities of existing municipal services buildings and implement bicycle friendly measures in various districts.