

TOWN PLANNING BOARD

TPB Paper No. 10862

**for Consideration by
the Town Planning Board on 2.9.2022**

DRAFT CHEK LAP KOK OUTLINE ZONING PLAN NO. S/I-CLK/15

**CONSIDERATION OF REPRESENTATION NO. TPB/R/S/I-CLK/15-R1
AND COMMENTS NO. TPB/R/S/I-CLK/15-C1 AND C2**

**DRAFT CHEK LAP KOK OUTLINE ZONING PLAN NO. S/I-CLK/15
CONSIDERATION OF REPRESENTATION NO. TPB/R/S/I-CLK/15-R1
AND COMMENTS NO. TPB/R/S/I-CLK/15-C1 AND C2**

Subject of Representation	Representer (No. TPB/R/S/ I-CLK/15-)	Commenters (No. TPB/R/S/ I-CLK/15-)
<p><u>Amendment Item A1</u> Rezoning of an area at Hong Kong Port (HKP) from “Other Specified Uses” (“OU”) annotated “Boundary Crossing Facilities” and an area shown as ‘Road’ to “OU(Boundary Crossing Facilities and Airport-related Supporting Uses)” and deletion of building height (BH) restriction</p> <p><u>Amendment Item A2</u> Deletion of BH restrictions for “OU(Ventilation Building)” and “OU(Satellite Control Building)” zones at HKP</p> <p><u>Amendment Item B1</u> Rezoning of a strip of land at the eastern coastal area of airport island from “OU(Amenity Area)” and “OU(Highways Maintenance Area)” and an area shown as ‘Road’ to “Commercial” (“C”) and deletion of BH restriction</p> <p><u>Amendment Item B2</u> Deletion of BH restriction for “OU(Highways Maintenance Area)” zone at the eastern coastal area of airport island</p>	<p>Total: 1</p> <p><u>Oppose</u> R1: Mary Mulvihill</p>	<p>Total: 2</p> <p><u>Provide Views</u> C1: Mary Mulvihill (also R1)</p> <p>C2: Airport Authority Hong Kong (AAHK)</p>

1. Introduction

- 1.1 On 31.12.2021, the draft Chek Lap Kok Outline Zoning Plan (OZP) No. S/I-CLK/15 (the Plan) (**Annex I**) was exhibited for public inspection under section 5 of the Town Planning Ordinance (the Ordinance). The Schedule of Amendments setting out the amendments incorporated into the OZP is at **Annex II** and the locations of the amendment items are shown on **Annex I**.
- 1.2 During the two-month exhibition period, one representation was received. On 15.3.2022, the representation was published for three weeks for public comment. Upon expiry of the publication period, two comments were received.
- 1.3 On 17.6.2022, the Town Planning Board (the Board) agreed to consider all representation and comments collectively in one group.

- 1.4 This paper is to provide the Board with information for consideration of the representation and comments. The representation sites are shown on **Plans H-2a** and **H-3a**. The representer and commenters have been invited to attend the meeting in accordance with section 6B(3) of the Ordinance.

2. Background

- 2.1 According to the 2020 Policy Address, the Government has accepted a number of airport-related development proposals put forward by AAHK to consolidate Hong Kong's status as an International Aviation Hub, including development of automated car parks on HKP for transfer passengers and visitors, implementation of a bridge system and an autonomous transportation system (i.e. "Airport City Link" or "Airportcity Link" as stated in the submissions of AAHK) connecting the SKYCITY on airport island and Hong Kong Boundary Crossing Facilities (also known as "HKP") Island, construction of the Hong Kong International Aviation Academy (HKIAA) campus and dormitory, and reservation of land for the development of air cargo logistics and related supporting facilities for the airport community.
- 2.2 To take forward the accepted proposals, AAHK has formulated the land use proposals of the airport-related developments at HKP. AAHK's proposals also include commercial developments at East Coast Support Area (ECSA) and other proposed developments on airport island in support of the operation of the Hong Kong International Airport (HKIA).
- 2.3 The amendments to the OZP (**Annex II**) mainly involve rezoning at HKP and airport island (including ECSA) as well as deletion of BH restrictions as the Airport Height Restriction (AHR) related to the Three-runway System (3RS) is already in force.
- 2.4 On 10.12.2021, the Rural and New Territories Planning Committee (RNTPC) of the Board agreed that the amendments to the OZP were suitable for exhibition under section 5 of the Ordinance. The relevant RNTPC Paper No. 11/21 is available at the Board's website at https://www.info.gov.hk/tpb/en/meetings/RNTPC/Agenda/685_rnt_agenda.html and extract of the minutes of the said RNTPC meeting is at **Annex III**. Accordingly, the draft Chek Lap Kok OZP No. S/I-CLK/15 was gazetted on 31.12.2021.

3. Local Consultation

- 3.1 On 27.7.2021, AAHK briefed the Islands District Council (IsDC) on their proposals including those mentioned in paragraphs 2.1 and 2.2 above. IsDC members had no objection to the proposals.
- 3.2 Upon gazettal of the draft Chek Lap Kok OZP No. S/I-CLK/15, an information paper was circulated to IsDC members on 24.1.2022. IsDC members were invited to submit their views on the amendments, if any, in writing to the Secretary of the Board during the statutory exhibition period. No representation or comment was received from IsDC members.

4. **The Representation Sites and their Surrounding Areas**

4.1 **The Representation Sites and their Surrounding Areas**

Representation Sites under Amendment Items A1 and A2 (Plans H-2a to H-2e)

- 4.1.1 Item A1 (about 150ha), where the HKP is situated, is on a piece of reclaimed land located to the northeast of the airport island (**Plan H-1**). Currently, there are mainly a passenger clearance building, vehicle clearance plazas and public transport interchanges at HKP (**Plans H-2a and H-2b**). The site of Item A1 (Site A1) was previously zoned “OU(Boundary Crossing Facilities)” subject to BH restrictions ranging from 15mPD to 45mPD.
- 4.1.2 The Site A1 is zoned “OU(Boundary Crossing Facilities and Airport-related Supporting Uses)” with no BH restriction, which maintains the functions of clearance facilities for passengers and goods of using Hong Kong-Zhuhai-Macao Bridge (HZMB) while providing various airport-related supporting uses to support the growth in airport services and business. It can also facilitate optimal utilisation of the site. The conceptual layout, indicative section and photomontage for the proposed developments on HKP⁽¹⁾ are at **Annexes IV(a) to IV(e)**. The major development parameters are summarised below:

Airport-related supporting uses at HKP	Site Area (m²)	Gross Floor Area (m²)	No. of Storeys	Building Height (mPD)
Automated Car Parks	80,260	173,000	4	31.3
Aviation Academy Campus and Dormitory	12,600	33,000	5 to 7	29.5
Data Centre and Expansion	19,400	58,900	5	38
Utilities and Infrastructural Facilities (including refuse and recycling facility, power substation and sewage treatment plant)	15,000	11,100	1	18 to 26
Airport Related Storage	27,300	27,300	2	15
Promenade with Ancillary Commercial Uses	31,000	1,000	1	10.5
Total	185,560	304,300		

- 4.1.3 Item A2 comprises an area zoned “OU(Ventilation Building)” (about 0.3ha) and an area zoned “OU(Satellite Control Building)” (about 0.04ha) (**Plan H-1**), which are located at the eastern side of HKP and within the Southern Landfall of Tuen Mun-Chek Lap Kok Link (**Plans H-2c and H-2d**). Item A2 only involves deletion of BH restrictions of 30mPD and 20mPD respectively for the two concerned “OU” zones.

⁽¹⁾ Extracted from the Overall Planning Concept and Summary of Technical Assessments for Chek Lap Kok OZP Amendment submitted by AAHK (viz. Attachments V(a) and V(b) of RNTPC Paper No. 11/21).

- 4.1.4 HKP is generally subject to AHRs of about 40mPD to 50mPD. The AHRs for HKP and its surrounding areas are shown on **Plan H-2e**.

Representation Sites under Amendment Items B1 and B2 (Plans H-3a to H-3d)

- 4.1.5 Item B1 (about 10.28ha) is located at the southeastern part of airport island (i.e. the east coast support area (ECSA)) (**Plan H-1**). The site of Item B1 (Site B1) was previously mainly zoned “OU(Amenity Area)” and “OU(Highways Maintenance Area)”, with the latter subject to BH restriction of 2 storeys. ECSA adjoins the existing commercial/business cluster zoned “C” which includes Civil Aviation Department Headquarters, China National Aviation Corporation House, Cathay Dragon House and Hong Kong Airlines Training Academy (**Plans H-3a to H-3c**). To the further north is the SKYCITY development under construction which is also zoned “C” (**Plan H-3c**).
- 4.1.6 Site B1 is zoned “C” to facilitate commercial development (**Plan H-3a**) with no BH restriction. According to AAHK’s proposal, ECSA will accommodate 12 office buildings and three hotels with BHs ranging from 4 to 27 storeys. The conceptual layout, indicative section and photomontages for the proposed developments at ECSA⁽¹⁾ are at **Annexes V(a) to V(d)**.
- 4.1.7 Item B2 (about 2.95ha) covers the “OU(Highways Maintenance Area)” zone (**Plan H-1**) which is located near the southern portion of ECSA (**Plans H-3a to H-3c**). Item B2 only involves deletion of BH restriction of 2 storeys.
- 4.1.8 ECSA is generally subject to AHRs of about 30mPD to 50mPD, with a small part in the southern tip with an AHR of about 110mPD. The AHRs for ECSA and its surrounding areas are shown on **Plan H-3d**.

4.2 **Planning Intentions**

The planning intentions of the zones in relation to the above representation sites are as follows:

- (a) The “OU(Boundary Crossing Facilities and Airport-related Supporting Uses)” zone is intended for the development of the boundary crossing facilities for the HZMB and the development of airport-related supporting facilities.
- (b) The “OU(Ventilation Building)” zone is intended primarily for the development of a ventilation building.
- (c) The “OU(Satellite Control Building)” zone is intended for the development of a satellite control building.
- (d) The “C” zone is intended primarily for commercial developments and airport related and other business activities.
- (e) The “OU(Highways Maintenance Area)” zone is intended for the provision of backup area for operation and maintenance of the Hong Kong Link Road (HKLR).

5. The Representation and Comments on Representation

5.1 Subject of Representation

- 5.1.1 The representation (**R1**) submitted by an individual opposes Items A1, A2, B1 and B2. The submission of the representation is at **Annex VI**.
- 5.1.2 The major grounds of the representation, and the Planning Department (PlanD)'s responses, in consultation with the relevant government bureaux/departments (B/Ds), are summarised in paragraph 5.2 below.

5.2 Major Grounds of Representation and Responses

5.2.1 ***BH Restrictions***

Major Grounds	
(1)	There is concern on deleting the BH restrictions for HKP and ESCA on the OZP. This would also deprive the community of the right to take part in the development process.
(2)	The high-rise developments in ECSA would result in adverse visual impact. In view of unpredictable weather patterns, construction of high-rise buildings near the airport may bring about aviation safety concern.
Responses	
(a)	<p>In response to (1) above:</p> <p>As advised by the Director-General of Civil Aviation (DG of CA), the BHs including all roof-top structures in this planning scheme area (including HKP and ECSA) are subject to “restricted height” (commonly known as AHR specified in the plans prescribed under the Hong Kong Airport (Control of Obstructions) Ordinance (Chapter 301) with consideration of the development of HKIA into a 3RS. According to the latest AHR gazetted under 3RS, HKP and ECSA are generally subject to AHRs of about 40mPD to 50mPD except a small part in the southern tip of ECSA with an AHR of about 110mPD (Plans H-2e and H-3d respectively). Given that such a stringent statutory BH control is already in place, it is considered not necessary to stipulate BH restrictions on the OZP, including the zonings for HKP and ECSA. In any event, developments are still subject to relevant BH control under the statutory AHR. Besides, the layout of the proposed developments would be controlled through the Concept Plan and Master Layout Plan submissions under lease.</p>
(b)	<p>In response to (2) above:</p> <p>The proposed buildings in ECSA are mostly low-rise (12 buildings ranging from 22mPD to 48.5mPD) with only three medium to high-rise buildings at the southern tip (103mPD) adjacent to the existing Cathay Pacific City (about 46mPD to 102mPD) with similar BHs (Plan H-3d).</p>

	<p>The photomontages in the Visual Impact Assessment⁽²⁾ submitted by AAHK demonstrate that the proposed developments in ECSA are considered visually acceptable with the surrounding environment and will not create any significant adverse visual impacts after incorporating mitigation measures, such as provision of greening, screen planting and aesthetic design of built development (Annexes V(c) and V(d)). The Chief Town Planner/Urban Design and Landscape (CTP/UD&L) of PlanD has no adverse comment on the proposed developments from visual impact perspective.</p> <p>Regarding aviation safety concern, the proposed developments at ECSA have fully complied with the AHRs for 3RS. A Technical Safeguarding Study⁽²⁾ (TSS) to assess the impact of the proposed developments at ECSA on HKIA's communications, navigation and surveillance systems, and a Low-level Wind Study⁽²⁾ to assess the low-level wind effect which refers to significant airflow disruption due to buildings and other man-made structures close to the airport runway(s), resulting in windshear/turbulence under certain wind conditions, have been conducted by AAHK. The reports conclude that no significant adverse impact on aviation safety is anticipated. Both the DG of CA and the Director of Hong Kong Observatory (D of HKO) have no adverse comments on the reports.</p>
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5.2.2 Automated Car Parks

Major Grounds	
(1)	The space could be better utilised by stacking the roads and parking areas.
Responses	
(a)	<p>In response to (1) above:</p> <p>According to AAHK's proposal, there are two automated car parks with about 6,000 parking spaces on HKP for accommodating inbound private vehicles arriving from the HZMB without entering Hong Kong's road network, viz. Car Park A for "Park & Fly" (or "land-to-air" transfer passengers) and Car Park B for "Park & Visit". The proposed locations for the car parks within the Closed Area on HKP will minimise disturbance to the existing road networks on HKP.</p> <p>The Assistant Commissioner for Transport/New Territories, Transport Department (AC for T/NT, TD) considers that the automated car parks, in form of automated parking system, are multi-storeys car parks which are more compact and can store away a higher amount of vehicles, and therefore are more efficient in terms of land utilisation.</p>

⁽²⁾ The key findings and technical considerations are contained in the Summary of Technical Assessments for Chek Lap Kok OZP Amendment submitted by AAHK (viz. Attachment V(b) of RNTPC Paper No. 11/21).

5.2.3 *HKIAA Campus and Dormitory*

Major Grounds	
(1)	There is no data to support the enrolment figures of the HKIAA.
(2)	The proposed site for the campus and dormitory at the southeastern part of HKP is not suitable for habitation or educational facilities. These facilities could be provided at ECSA which is closer to the community and with better views and ventilation.
Responses	
(a)	<p>In response to (1) above:</p> <p>According to the 2020 Policy Address, the Government has accepted AAHK's proposal to construct the HKIAA campus and dormitory on HKP, among others, which can cater for more student intakes from Hong Kong as well as from the Mainland and overseas in support of the mission of developing Hong Kong as a regional and international aviation hub. The capacity of the new campus on HKP is about 7,000 students per annum in 2026. The dormitory will provide accommodation for about 1,200 students and visiting instructors.</p> <p>HKIAA supports the long-term development of the local aviation industry, and enhances Hong Kong's position as a regional aviation manpower training centre and development of the airport's human capital. As the 3RS project is completed, the HKIA and its business partners stand to benefit from new talent graduating from the academy.</p>
(b)	<p>In response to (2) above:</p> <p>According to the Preliminary Environmental Report⁽²⁾ (PER) submitted by AAHK, the proposed HKIAA campus and dormitory have been included as air and noise sensitive uses. The proposed developments are located outside the Air Quality Objectives exceedance areas⁽³⁾ in the Approved Environmental Impact Assessment (EIA) Report on 3RS (Annexes IV(d) and IV(e)). Regarding vehicular emission, sufficient buffer distance from roads will be provided in accordance with the Hong Kong Planning Standards and Guidelines at detailed design stage. AAHK also confirms that various air and noise mitigation measures, e.g. central air-conditioning system and no opened window for ventilation, will be considered for the proposed campus and dormitory. The PER concludes that adverse air quality and noise impacts on the proposed campus and dormitory are not anticipated. The Director of Environmental Protection (DEP) has no adverse comment on the PER.</p>

⁽³⁾ With reference to the findings in the Approved EIA Report on the airport's 3RS expansion, exceedance of Air Quality Objectives is anticipated for the 1-hour NO₂ (criterion: 200 ug/m³) and annual NO₂ (criterion: 40 ug/m³) concentration at 1.5m above ground on a portion of HKP during operation phase of the 3RS.

5.2.4 *Hotel Developments*

Major Grounds	
(1)	The demand for hotels in ECSA is in doubt.
Responses	
(a)	<p>In response to (1) above:</p> <p>ECSA is a piece of flat land which was reclaimed for the HKLR project. The rezoning of ECSA to “C” is to facilitate utilisation of the pocket areas left vacant after completion of the road project. Besides, the increase in land supply for commercial developments is in line with the Government’s policy to develop an Aerotropolis at Lantau.</p> <p>According to AAHK’s proposal, the proposed developments at ECSA comprise 12 office buildings and three hotels which will provide about 11,700 employment opportunities. The three hotels will generate about 57,545m² GFA which accounts for about 18% of the total GFA of the proposed developments in ECSA⁽⁴⁾. These hotel developments are to meet the growing number of international and mainland visitors to Hong Kong arising from the Airport City development and will also serve the airline crews and staff. Based on a rough estimation, the three hotels would provide a total of about 1,200 rooms and 770 employment opportunities. Ancillary uses and facilities (such as retail, food and beverages and entertainment uses) and areas for banquet and meeting room purposes will also be provided. The “C” zoning has allowed flexibility to accommodate different types of commercial uses to meet the changing market needs.</p>

5.3 The Comments on Representation

5.3.1 There are two comments on representation submitted by an individual (**C1**) and AAHK (**C2**). **C1** (also **R1**) reiterates the views stated in the representation. **C2** provides information on the Airport City development of HKIA and responses to representation **R1**. The submissions of the comments are at **Annex VI**.

5.3.2 The major views of **C2** and PlanD’s responses, in consultation with the relevant B/Ds, are summarised below:

Major Views	
(1)	The two carparks, one for “Park & Fly” and the other for “Park & Visit”, adopting automated parking system, will be built to meet the parking demand of inbound private vehicles arriving Hong Kong via the HZMB. The locations of the carparks will minimise disturbance to the existing road networks on HKP and the automated car parks will be more compact and efficient in terms of utilisation of land resources.

⁽⁴⁾ Based on AAHK’s indicative scheme, the proposed developments at ECSA will have a total GFA of 314,070m², including 256,525m² GFA for offices and 57,545m² GFA for hotels.

(2)	With the mission of developing Hong Kong into an international aviation training hub, HKIAA plays a pivotal role in providing training for the airport business community. There are currently 78,000 workforce working at the HKIA and a high demand for manpower is expected together with the 3RS. The proposed location is outside the Air Quality Objectives exceedance areas identified in the Approved EIA Report on 3RS, and is unlikely to be affected by the air quality exceedance issue. Noise mitigating measures including fixed glazing with mechanical ventilation or acoustic windows will be considered for the dormitory.
(3)	ECSA will be developed to support the future business growth of airport business partners and new entrants such as airlines and cargo operators. The hotels will serve the mid to long term growth in the number of international and Mainland visitors, airline crews and airport staff with the development of the Airport City.
(4)	As HKP and ECSA are in the proximity to the airport, it is proposed to adopt the same height restrictions currently being used on the existing airport island, i.e. the AHR. All future developments at HKP and ECSA will be subject to the relevant land grant conditions.
(5)	Relevant technical assessments (including traffic and transport, environment, landscape, visual, air ventilation, sewerage, drainage and water supply aspects) have been conducted, which demonstrate that the proposed developments at HKP and ECSA are technically feasible and will not generate significant adverse impacts with incorporation of mitigation measures, where appropriate.
(6)	A TSS has been conducted to assess the impact of the developments at ECSA on HKIA's communications, navigation and surveillance systems as well as HKIA's flight operations. No significant adverse impact is anticipated.
Responses	
(a)	In response to (1) to (6) above: The views of C2 are noted.

6. **Departmental Consultation**

6.1 The following B/Ds have been consulted and their comments have been incorporated in the above paragraphs, where appropriate:

- (a) DG of CA;
- (b) D of HKO;
- (c) AC for T/NT, TD;
- (d) DEP; and
- (e) CTP/UD&L, PlanD.

6.2 The following B/Ds have no comment on the representation/comments:

- (a) Secretary for Development;
- (b) Secretary for Transport and Logistics;
- (c) Secretary for Security;
- (d) Chief Engineer/Transport Planning, TD;
- (e) Chief Transport Officer/Tunnels and Tsing Ma Section 1, Management Services Division, TD;
- (f) Chief Highway Engineer/New Territories East, Highways Department (HyD);
- (g) Chief Highway Engineer/New Territories (Maintenance), HyD;
- (h) Chief Engineer 6/Major Works, HyD;
- (i) Chief Engineer/Hong Kong & Islands, Drainage Services Department;
- (j) Chief Engineer/Construction, Water Supplies Department;
- (k) Director of Agriculture, Fisheries and Conservation;
- (l) Director of Fire Services;
- (m) Director of Leisure and Cultural Services;
- (n) Director of Marine;
- (o) District Lands Officer/Islands, Lands Department;
- (p) District Officer (Islands), Home Affairs Department;
- (q) Controller of Government Flying Services;
- (r) Government Property Agency; and
- (s) Head (Sustainable Lantau Office), Civil Engineering and Development Department.

7. **Planning Department's Views**

7.1 Based on the assessments in paragraph 5 above, PlanD does not support the representation **R1** and considers that the OZP should not be amended to meet the representation for the following reasons:

BH Restrictions

- (a) this planning scheme area, including HKP and ECSA, is subject to statutory AHR control under 3RS. Given a statutory BH control is already in place, imposition of the BH restrictions on the OZP is considered not necessary;

Proposed Developments/Uses

- (b) the development proposal, as submitted by AAHK, is aimed to support the operation of HKIA and strengthen Hong Kong's leading position as a regional and international aviation hub while developing an Aerotropolis at Lantau to promote economic development. To this end, various airport-related supporting and commercial uses, including automated car parks, aviation academy campus and dormitory, offices, hotels, etc., are proposed. Relevant technical assessments have been conducted, which confirm that the proposed developments are technically feasible and will not generate or be subject to significant adverse impacts on visual, air quality, noise, aviation safety and other technical aspects; and

- (c) the “C” zone in ECSA, with some hotel developments proposed, has allowed flexibility to accommodate different types of commercial uses to meet the changing market needs.

8. Decision Sought

- 8.1 The Board is invited to give consideration to the representation and the related comments taking into consideration the points raised in the hearing session, and decide whether to propose/not to propose any amendment to the Plan to meet/partially meet the representation.
- 8.2 Should the Board decide that no amendment should be made to the draft OZP to meet the representation, Members are also invited to agree that the draft OZP, together with its Notes and updated Explanatory Statement, are suitable for submission under section 8 of the Ordinance to the Chief Executive in Council for approval.

9. Attachments

Annex I	Draft Chek Lap Kok OZP No. S/I-CLK/15 (reduced size)
Annex II	Schedule of Amendments to the Approved Chek Lap Kok OZP No. S/I-CLK/14
Annex III	Extract of the Minutes of the RNTPC Meeting held on 10.12.2021
Annexes IV(a) to IV(e)	HKP - Conceptual Layout, Indicative Section, Photomontage and Contours of Cumulative NO ₂ concentration
Annexes V(a) to V(d)	ECSA - Conceptual Layout, Indicative Section and Photomontages
Annex VI	Submissions of Representation and Comments
Plan H-1	Location Plan of the Representation and Comments Sites
Plan H-2a	Items A1 and A2 - Site Plan
Plan H-2b	Items A1 and A2 - Aerial Photo
Plans H-2c and H-2d	Items A1 and A2 - Site Photos
Plan H-2e	Items A1 and A2 - Airport Height Restriction
Plan H-3a	Items B1 and B2 - Site Plan
Plan H-3b	Items B1 and B2 - Aerial Photo
Plan H-3c	Items B1 and B2 - Site Photos
Plan H-3d	Items B1 and B2 - Airport Height Restriction

**PLANNING DEPARTMENT
AUGUST 2022**