



前任市建局主席蘇慶和先生，在今年四月底卸任前於《明報》發表評論文章，除回顧及總結其六年來領導市區更新的工作外，亦前瞻未來市區重建的挑戰，分享其對實現可持續發展的市區更新模式的期望，勉勵大眾以新思維解決市區老化問題。Mr Victor So Hing-woh, former Chairman of the Urban Renewal Authority, published a commentary on Ming Pao prior to his retirement from the position in late April 2019. Apart from summing up the experience during his six-year tenure, he also shared his insight about the future challenges of urban renewal as well as his hope for new models of sustainable urban regeneration and a new mindset to tackle the problem of urban decay.

革新思維、匯聚力量 讓市區更新之路愈走愈闊

Revolutionising Mindset and Pooling Strength for Greener Pastures in Urban Regeneration



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時光飛逝，到今年四月底，筆者擔任市區重建局主席便滿六年。自市建局於二零零一年成立，接手處理前土地發展公司（土發公司）的重建項目，這十八年來，我有幸成為四名曾經服務這個重要公營機構的主席之一，從二零一三年開始，與市建局共同走過它三分之一的歲月，與市建局團隊並肩參與市區更新工作，對此感到十分驕傲，亦與有榮焉。我亦希望在此分享這些年來，我對市區更新工作的一些觀察和感受。

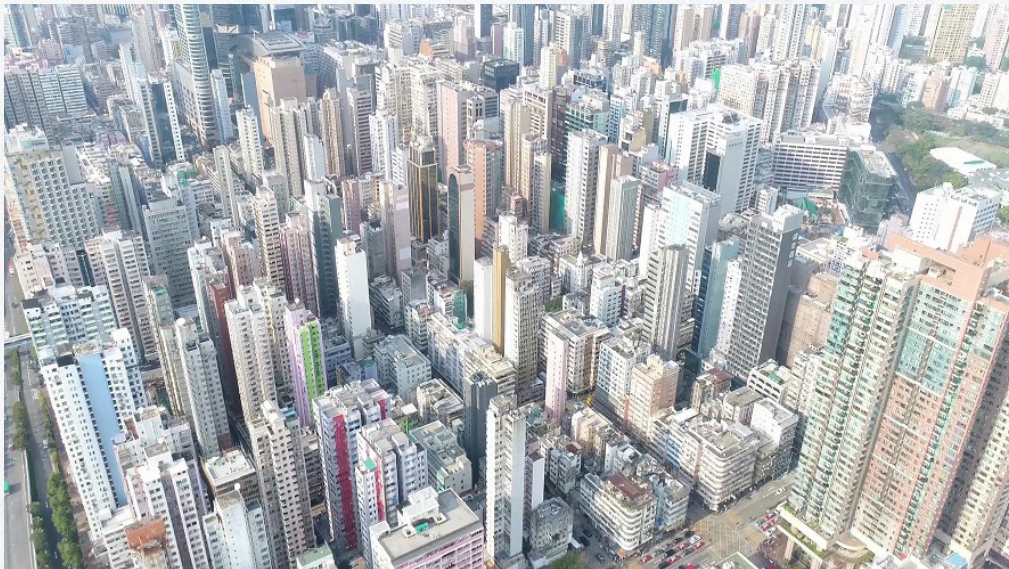
早在市建局成立之前，公私營界別已透過不同模式推動市區更新。在政府參與之前，私人發展商已參與市區重建，但礙於舊樓業權分散，其重建項目規模一般較細，重建帶來的社區效益不彰。故此，政府在一九八八年成立土發公司，透過與私人市場合作，在審慎營運的商業模式及不動用公帑的原則下，推動具規模的重建計劃，落實數個大型重建項目，例如現成為中環商業地標的中環中心、旺角亞皆老街/上海街項目（朗豪坊）和荃灣市中心計劃（萬景峯）等，大幅改善舊區面貌和居民生活環境。

然而，由於土發公司缺乏政府注資，本身資源不足以安置大量受重建影響的居民，加上收購業權時間冗長，並遇上地產市場周期性波動的因素，使政府不得不重新思

At the end of April this year, I have completed my sixth year as Chairman of the Urban Renewal Authority (URA) – how time flies. The URA was established in 2001 to take over the redevelopment projects of the former Land Development Corporation (LDC). Taking up the chairmanship in 2013, I am grateful to be one of the four chairmen to have served this important public organisation and am also proud and honoured to be a part of this team driving urban renewal during the last six years, which represents one-third of its 18 years of establishment. I would like to take this opportunity to share some of my observations and feelings about urban regeneration works in Hong Kong over the years.

Before the establishment of the URA, the public and private sectors had pursued urban renewal through different modes of development. Private developers had even participated in redevelopment projects much earlier than the Government, but their benefits to the community were less significant because they were generally small in scale due to the scattered property titles among old building owners. To this end, the Government in 1988 established the LDC. Operated on prudent commercial principles without burdening the public purse, the then LDC had instituted large-scale redevelopment schemes and launched several major projects through collaborations with the private sector. These projects included The Center, which is now the commercial landmark in Central; the Argyle Street/Shanghai Street Project (Langham Place) in Mongkok and the Tsuen Wan Town Centre Project (Vision City). Thanks to those joint efforts, the cityscape of these old districts and the living environment of the communities have been substantially improved.

However, in the absence of the Government's capital injection, LDC lacked the sufficient resources to decant the large number of residents affected by the redevelopment. Adding to the challenge was the prolonged process of acquisition of property titles and the cyclical fluctuations of Hong Kong's property market. The Government had to therefore contemplate solutions to this thorny issue. Finally in June 1996, a policy statement entitled *Urban Renewal in Hong Kong* was published by the Government to capture the predicament in urban redevelopment at the time. As pointed out in the statement, the Government was of the



市建局現正進行為期兩年的油麻地及旺角地區規劃研究，探討如何能提升該區的土地使用效益及重建的發展潛力。

The URA is conducting a two-year district planning study on Yau Ma Tei and Mong Kok, which aims to explore ways to enhance the efficiency of existing land use and redevelopment potential of the districts.

考如何妥善處理這個「棘手」議題。直至一九九六年六月政府發表《香港市區重建》的政策文件，對當年的市區重建困局作出一個總結，指出若沒有新的營運機制及政府加強資助，土發公司不能快速進行具規模的市區更新，避免市區長期老化。該文件建議政府成立一個新的法定機構，即市區重建局，並注資一百億元，以新的法定架構及理念來落實市區更新。

市建局得到政府的財政支持，和房屋委員會及香港房屋協會協助安置合資格的受影響租戶，同時土地徵集程序亦得以簡化，從而在市區更新的道路上重整旗鼓，繼續完成前土發公司遺留下的二十五個大型重建項目，包括歷來最大的觀塘市中心計劃；另外亦按樓宇的狀況、居民的居住環境及重建帶來的規劃裨益等因素，為二百個有重建潛力的項目釐定優次，有序地開展更多舊區重建項目。

政府及後於二零一一年修訂《市區重建策略》，提出「地區為本」的工作方針，市建局遂於二零一六年開始，以「小區發展模式」，在土瓜灣開展六個重建項目作為試點，為整個面積達二萬二千平方米的

view that without a new operation mechanism and enhanced funding from the Government, LDC could only undertake the task of urban renewal at a very slow pace, which would impede the resolution of the long-term ageing issues of older urban areas. As a result, the Government proposed to set up a new statutory body, namely the Urban Renewal Authority, to operate under a new statutory structure and mission for implementing urban regeneration backed by a \$10 billion capital injection from the Government.

With the financial support from the Government and assistance from the Housing Authority and the Hong Kong Housing Society in re-housing eligible, affected tenants, coupled with more streamlined land acquisition procedures, the URA took over the urban renewal endeavours of 25 major redevelopment projects from the LDC, including the largest-ever Kwun Tong Town Centre project. On top of these, the URA also prioritised the redevelopment potential of 200 projects based on factors such as the condition of the buildings, the living environment of the communities and the planning benefits arising from the redevelopment initiatives, thus enabling more redevelopment projects to be carried out in an orderly manner.

In response to the Government's review of the *Urban Renewal Strategy* in 2011 and its outline of a 'district-based approach', the URA has gradually worked towards adopting a district-based model since 2016 and devised a comprehensive and holistic plan for the six pilot redevelopment projects in To Kwa Wan that constituted a total area of 22,000 square metres. Under this approach, these projects re-energised and enhanced the liveability of the entire community, as more than 3,000 new apartments would be provided, together with an improved transport network, more ground space for recreational purpose and the relocation of street shops, and enhanced walkways through beautification and greening initiatives.

小區制訂全面而宏觀的規劃方案。「小區發展」下各重建項目會提供超過三千個新住宅單位，還透過整體規劃，改善交通網絡，釋放地面空間提供休憩用地和重置更多街舖，加上透過美化及綠化周邊的行人路，活化整個小區及提升其宜居性。為讓重建項目順利推行，市建局亦本著「以人為先」的方針，與受重建影響的居民加強溝通，並成立特別團隊，不分晝夜主動接觸超過三千戶於該區受重建項目影響的家庭，仔細解釋補償政策及遷置安排，以及項目的最新進度，以減少他們的焦慮。



市建局自二零一六年起開展「夥伴同行」探訪計劃，成立特別團隊，不分晝夜主動接觸受重建項目影響的家庭，加強與居民的關係。

The URA has implemented a 'Project Engagement' Programme since 2016, in which a special team has been set up to proactively reach out to residents affected by the URA's redevelopment projects and to strengthen the relationship with them.

從推動土瓜灣小區重建的例子，可見我們正依照《市區重建策略》，以實踐重整及重新規劃舊區的土地，理順土地用途配合不同的社會需要作為重建目標，在市區更新的道路上向前邁進。

然而，樓宇老化日益嚴重，令市區更新如逆水行舟，未來的路還愈走愈窄，逐漸崎嶇難行。現時樓齡達五十年或以上的樓

The URA also adheres to the 'people first' principle to facilitate the smooth implementation of the redevelopment projects by fostering communications with the affected residents. A special team has been set up to proactively reach out to over 3,000 households in the district, and to carefully explain the compensation policies and relocation arrangements, as well as the latest progress of the projects so as to alleviate their anxiety.

The district-based redevelopment projects in To Kwa Wan demonstrated our commitment to strive for the urban renewal objectives as stipulated in the *Urban Renewal Strategy* to restructure and re-plan the old districts, and rationalise land use to meet various social needs.

Yet in the face of the aggravating problem of ageing buildings, the road to urban renewal not only remains a rough and bumpy ride but would also become more difficult. The number of buildings currently aged 50 years or more is increasing at a staggering rate of an average of 600 annually, and is expected to reach 30,000 by 2046. With the URA redeveloping fewer than 100 buildings each year, even if we take into account the additional private redevelopment projects, it is clear that the combined efforts of the public and private sectors in redeveloping old districts are far from adequate.

In addition, old buildings yet to be redeveloped at present are at least eight to ten storeys high on average, meaning a lower residual development potential as compared to that of older buildings in previous redevelopment sites. For instance, the whole district of Mongkok and Yau Ma Tei, with a high density of old buildings, has only 10% residual plot ratio, sporadically distributed in different sites, available for development. Given such a lack of potential or incentives for development, alongside the existing urban planning and legal framework constraining development density, if we still do not come up with an innovative mechanism to bring together scattered plot ratios for integrated developments, the outlook for commencing financially viable projects with planning benefits would become increasingly gloomy, and may even reach a dead-end one day, regardless of whether the initiatives are public or private.

In view of this, we must continue to inject new thinking into the current urban renewal efforts and explore new opportunities with more forward-looking strategies. When implementing our future redevelopment plans, we should set sights on fully utilising the plot ratios of the entire district in whatever legally permissible ways in order to accommodate different needs for housing, community and economic development. The formulation of our future development plans which aim to bring the greatest benefits would involve the relaxation of height limits, the development of underground space, the transfer and integration of plot ratios of different buildings, as well as the realignment of transport network so as to minimise road area, thereby injecting vibrancy into the redevelopment sector and encouraging participation.

宇，以平均每年六百幢的速度遞增，到二零四六年全港有接近三萬幢樓宇的樓齡已過五十年，而市建局平均每年開展的重建項目，涉及重建的樓宇不足一百幢，即使加上私人重建項目，公私營界別推動舊區更新前行的力度仍遠不足夠。

此外，仍未重建的舊樓樓宇，一般已超過八層甚至十層，可發展的剩餘地積比率已愈來愈少，例如在舊樓宇林立的旺角和油麻地兩區，整個區域的剩餘地積比率僅得一成，而且零散分布在不同樓宇。在此缺乏發展潛力和誘因的情況下，若維持現行城市規劃法規下對市區密度的限制，缺乏創新機制將分散的地積比率集合發展，則無論公營或私營機構，在市區籌劃開展有規劃效益和財務可行的項目，將日漸困難，重建發展的道路愈益收窄，甚至終有一天「走到盡頭」。

因此，我們要持續不斷為目前的市區更新工作注入新思維，以更具前瞻性的策略推動市區更新，開拓新的「出路」。未來重建計劃的目標，必須要以充份利用整個地區法例准許的地積比率，滿足不同類型的房屋、社區和經濟發展的需要，籌劃最有效益的發展規劃方案為前題，當中涉及放寬高限、開拓地下空間、地積比轉移和整合及盡可能減少道路面積等不同規劃方向，激活重建市場，鼓勵參與。

不但規劃層面需要新思維，我們亦要改革現行重建項目的發展模式，為市區更新工作繼續前行提供持續穩定的動力。市建局一直按照超出市場價格的「市價加津貼」模式，以一般俗稱「七年樓」的估價機制，向受影響自住業主提供「自置居所津貼」。由於樓市在過去十多年均保持升浪，連帶推高舊樓物業的收購成本，尤幸項目收益的增長能抵銷成本上升的壓力；但樓市有其周期循環，在「市價加津貼」

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Not only do we require a new mindset on the planning level, we also need to reform the development model of our existing projects in order to fuel the momentum for urban regeneration. The URA has been offering a Home Purchase Allowance to affected owner-occupiers of domestic properties, which resulted in a higher-than-market acquisition offer consisting of the market value of a property plus an ex-gratia allowance in accordance with the 'seven-year rule'. As the property market has risen over the past 10 years, the acquisition cost of old properties has been significantly pushed up. Fortunately, the growth of revenues from URA projects has managed to offset the pressure of rising costs. Yet given the cyclical nature of real estate market and under the unchanging principle stipulating the 'market value plus ex-gratia allowance' acquisition offers, once property prices plunge, the URA will assume the risk of 'buy high, sell low' for its projects leading to a reduction in both revenue and hence the resources available for future redevelopment projects investment. In this regard, the URA must therefore be financially prudent and save for rainy days, in addition to considering the feasibility of alternative development models for urban renewal projects, so that urban regeneration can be sustained even in a volatile property market.

As we wrestle with the challenges in the uphill battle against urban decay, we have also managed to create a buffer zone to alleviate pressure from the continuous ageing of buildings by excelling in building rehabilitation, an urban regeneration strategy that has prompted all of us not to rely on building ages as the single factor to govern the demolition need. Over the years the Government and the URA have implemented a number of initiatives such as Operation Building Bright 1.0 Scheme (OBB 1.0) and OBB 2.0, Fire Safety Improvement Works Subsidy Scheme and the recently launched Lift Modernisation Subsidy Scheme (LIMSS) to encourage property owners to carry out building maintenance works with the provision of financial assistance and professional support. Nevertheless, these schemes offer only one-off support, not to mention that property owners often fall short of knowledge, skills and the awareness to conduct regular rehabilitation that can help maintain the building conditions and extend the service life of their buildings. In this light, we have to adopt a new mindset for building rehabilitation and foster the healthy development of the service industry. The Government can also, through its policies or subsidy schemes, promote the use of innovative technology in the industry so that more accurate analysis of building conditions can be ensured after inspections and condition surveys, thereby assisting

收購政策不變情況下，樓市一旦下調，市建局項目便會出現「高買低賣」、項目收益減少的情況，直接影響到投放在未來重建項目的資源。故此市建局必須未雨綢繆，一方面審慎理財，同時要思考更多不同項目發展模式的可行性，令市區更新能在樓市波動的環境下維持穩定發展。

市區更新之路愈走愈窄，而做好樓宇復修好比在這路上為我們建設「緩衝帶」，緩減樓宇老化對重建的壓力。我們必須思考，樓宇是否應單以樓齡高低作為清拆重建的標準。多年來，市建局和政府相繼推出樓宇更新大行動「1.0」、「2.0」、「消防安全改善工程資助計劃」，以至三月底展開的「優化升降機資助計劃」，為業主進行樓宇維修提供財政資助和專業支援。然而，上述種種資助計劃只是一次性的支援，業主仍然缺乏自行籌組復修的意識，及具備所需要的知識和能力，難以繼續為樓宇作周期性的維修保養，維持長遠健康，延長樓宇的使用壽命。故此，我們必須在樓宇保養維修上引入更多新思維，促進樓宇維修的發展，讓它漸趨成熟。政府亦可以透過政策或支援計劃，推動業界引用創新科技，為樓宇勘察作更準確的「斷症」，協助業主清楚掌握樓宇狀況，籌組適切的維修工程。

市建局懷著社會使命推動舊區更新，任重道遠，既要目光遠大，放眼未來，制定全盤規劃和發展策略；亦要注意當下，兼顧社會上不同持份者的利益和需要。我期望市建局能繼續與時並進，面對未來種種挑戰，並以新思維創造可持續發展的市區更新新模式。市區老化挑戰日益嚴峻，不是由市建局單一機構能獨力承擔，故此市建局亦必須發揮「促進者」的功能，促進和活化市區更新這個市場的新機制，匯聚公私營以至業主共同參與的力量，才能「有心」、「有力」，讓市區更新的道路愈走愈闊，實現可持續發展的目標。



市建局為大廈業主舉辦簡介會，講解樓宇更新大行動2.0及消防安全改善工程資助計劃。

The URA held briefing sessions to introduce the Operation Building Bright 2.0 and the Fire Safety Improvement Works Subsidy Scheme to property owners.

the owners to clearly understand the conditions of their properties and conduct proper maintenance works accordingly.

While shouldering the social responsibility to take forward the mission of urban regeneration, the URA must remain far-sighted when formulating its planning and development strategies. Yet at the same time, it should also take into account the interests and needs of different community stakeholders. I hope the URA can keep pace with the times and embrace future challenges with a new mindset that can conceive sustainable models for urban regeneration. As the problem of urban decay grows and cannot be tackled by the URA alone, the Authority must play an active role of 'facilitator' to promote and drive new market mechanisms of urban renewal, and pool efforts from the public and private sectors as well as property owners. Only then can the driving force be strong enough to lead us to the next new chapter for urban regeneration and achieve the goal of sustainable development.

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