

**立法會**  
***Legislative Council***

LC Paper No. CB(1)452/15-16(07)

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**Panel on Development**

**Meeting on 26 January 2016**

**Updated background brief on the Planning and Engineering Study  
for Housing Sites in Yuen Long South**

**Purpose**

This paper sets out background information on the Administration's Planning and Engineering Study for Housing Sites in Yuen Long South ("the Study") and summarizes the views and concerns expressed by Members on the subject at the meetings of the Panel on Development ("DEV Panel") and the Public Works Subcommittee ("PWSC") since the 2011-2012 legislative session.

**Background**

2. Yuen Long South ("YLS"), comprising the rural land south of Yuen Long Highway, is generally characterized by haphazard low-density housing, informal industrial activities and open storage. According to the Administration, since YLS is located in proximity to the Yuen Long, Tuen Mun and Tin Shui Wai New Towns, and the proposed new development area in Hung Shui Kiu, as well as connected with the urban areas by strategic road links including Route 3 and Yuen Long Highway, the area has the potential to accommodate more housing developments with higher development intensity.

3. As mentioned in the 2011-2012, 2013 and 2014 Policy Addresses, the Administration is reviewing the use of the agricultural land which is deserted or currently used mainly for industrial purposes or temporary storage in Yuen Long, as one of the measures to increase land supply for housing development.

## **The Planning and Engineering Study for Housing Sites in Yuen Long South**

4. The purpose of the Study is to review the development potential of an area of about 1 500 hectares ("ha") in YLS so as to identify housing sites in the Potential Development Areas<sup>1</sup> ("the PDAs") for private and public housing purposes with infrastructure improvement works. The proposed PDAs are shown in **Appendix I**. The Administration briefed DEV Panel in May 2012 on its proposal to carry out the Study. On the recommendation of PWSC, the Finance Committee ("FC") approved a funding proposal at an estimated cost of \$49.5 million (in money-of-the-day prices) in July 2012 for conducting the Study.

5. According to the Administration, the Study includes, inter alia, the preparation of the Preliminary Outline Development Plan ("PODP"), the Recommended Outline Development Plan ("RODP") and the preliminary Layout Plans. A three-stage community engagement ("ComE") to gauge public views on the vision and key issues of the Study would be carried out with a view to formulating the RODP and the preliminary Layout Plans. The Stage 1 ComE was conducted between April and June 2013. The Administration briefed DEV Panel on the Stage 1 ComE on 23 April 2013.

### The Preliminary Outline Development Plan

6. With reference to the views collected during the Stage 1 ComE, the Administration formulated the PODP for YLS, which is shown in **Appendix II**. The Administration briefed the DEV Panel on the PODP and the Stage 2 ComE on 7 July 2014.

7. According to the PODP, the PDAs in YLS will provide about 216 ha of land to accommodate a total population of about 80 200 (including a new population of about 78 200) and provide about 26 100 new flats and 10 900 job opportunities<sup>2</sup>. The housing mix will follow the recommendation of the Long Term Housing Strategy Steering Committee,

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<sup>1</sup> The PDAs, covering an area of about 216 hectares, are located to the south of the Yuen Long New Town and bounded by Yuen Long Highway, Kung Um Road and Tai Lam Country Park. The PDAs include two main parts, one in the Tong Yan San Tsuen area and the other in the Tai Tong area. (Source: The website on "Planning and Engineering Study for Housing Sites in Yuen Long South -- Investigation" - <http://www.yuenlongsouth.hk/overview.html>)

<sup>2</sup> Source: The Administration's paper on "Planning and Engineering Study for Housing Sites in Yuen Long South -- Investigation -- Preliminary Outline Development Plan and Stage 2 Community Engagement" (LC Paper No. CB(1)1456/13-14(08))

i.e. with 60% for public housing and 40% for private housing. The first population intake will start in 2025. The key planning and design concepts and development proposals for YLS under the PODP is in **Appendix III**. The Stage 2 ComE was conducted between May and July 2014 to gauge views from the public on the PODP.

### Potential housing sites in Yuen Long Area 13

8. Yuen Long Area 13 ("Area 13"), located in the north of the PDAs, has formed part of the Yuen Long Outline Zoning Plan ("YLOZP") since its first gazettal in 1991 and is part of the Yuen Long New Town. According to the Administration, there are three mainly privately-owned sites (as shown in **Appendix IV**) for housing development which have not been developed since the first gazettal of YLOZP<sup>3</sup>. In view of the road improvements for the YLS development for connecting with the Yuen Long New Town, the Administration considers that development of the three sites in Area 13 should be considered together with the YLS development. The three sites could provide about 4 300 flats based on preliminary investigation, in addition to the 26 100 flats proposed for YLS.

### **Major views and concerns expressed by Members**

9. The views and concerns expressed by Members on the Study at the meetings of DEV Panel and PWSC are summarized in the ensuing paragraphs.

### Objective of the development of Yuen Long South

10. Some Members expressed concern on the role of YLS in the overall development of the region and how it would complement the development of the proposed Hung Shui Kiu ("HSK") New Development Area ("NDA") and Tin Shui Wai. Some Members expressed doubt on whether the PODP had been drawn up based on the land holdings of private developers and in a way contributed to transfer of benefits from the government to private developers.

11. According to the Administration, YLS was planned mainly for residential purposes and would be developed as an extension of the Yuen

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<sup>3</sup> The Administration's paper on "Planning and Engineering Study for Housing Sites in Yuen Long South -- Investigation -- Preliminary Outline Development Plan and Stage 2 Community Engagement" (LC Paper No. CB(1)1456/13-14(08))

Long New Town. Of the some 200 ha of land in the PDAs, 170 ha were privately owned. Private land would only be acquired for public purposes for infrastructures and public housing developments. In view of the complex land ownership issues in the PDAs, the Study would carefully examine and recommend a suitable implementation approach for developing the PDAs with a view to striking a balance between respecting private land ownership and the need for development in the light of public views collected during the ComE exercises.

12. Some Members expressed concern on whether the Administration had learnt a lesson from the North East New Territories ("NENT") NDAs project and the Choi Yuen Village incident on how to share the benefits of a land development project with the affected residents. Some Members enquired if the housing development in YLS could obviate the need for or reduce the scope of the Kwu Tung North and Fanling North NDAs project. According to the Administration, the development of YLS had been one of the long-term measures to increase land supply and it was not a replacement of the Kwu Tung North and Fanling North NDAs project. The Administration assured Members that the development of YLS would take into account the experience learnt in previous land development projects.

#### Impact of the proposed development on villagers and compensation arrangements

13. In view of the controversies over the NENT NDAs project and the Choi Yuen Village incident, some Members urged the Administration to review the compensation mechanism and to address the demand of the affected parties before taking forward the YLS project. The views of Heung Yee Kuk and the local communities should be sought and the affected parties should be kept informed of the plans and progress of the project as well as the details of the compensation arrangements.

14. As regards the compensation arrangements, the Administration proposed in July 2013 to relax the eligibility criteria of four types of ex-gratia allowances ("EGAs"), namely, EGA for Permitted Occupiers; Domestic Removal Allowance; EGA for Shops, Workshops, Godowns, Slipways, Schools, Churches, and Ornamental Fish Breeding Undertakings; and EGA for the Clearance of Graves, Kam Taps and Shrines as well as to increase some of the compensation rates so that more people would be eligible for a higher amount of compensation. The Administration also proposed to enhance the rehousing arrangements by allowing eligible clearances to choose either to be rehoused to public housing units, or to take

EGA for Permitted Occupiers in lieu of rehousing<sup>4</sup>. The proposal had been supported by members of the DEV Panel and then approved by FC in December 2013. The enhancements are applied by the Administration to all on-going and future land resumption and clearance exercises as of 15 July 2013. The compensation for those to be affected by the YLS project would be reviewed at a later stage of the Study.

15. On the communication with the local residents in YLS, the Administration advised that the local residents had been consulted and their requests would be conveyed to the relevant bureaux and departments and addressed in the Study. In addition, the Administration had made use of postal services to send the relevant information about the Study to every mailing address in the area.

16. Some Members pointed out that some affected non-indigenous residents and farmers, who rented land from indigenous villagers, were aware of the scope of the project only at a late stage. After the announcement of the Study, due to the anticipated increase in the value of the land in the area, some landowners had terminated the tenancy and evicted the residents and farmers without making any compensation. As some landowners had resumed the land previously used for farming, a large amount of farmland in YLS was deserted, while the proposed development in the area would only be implemented many years later. Questions were raised on whether the Administration would conduct a freezing survey on the identities of the occupants to protect them from being evicted once a planning study for an area commenced. Some Members urged the Administration to work out measures to protect the farmland and assist the farmers in YLS in agricultural rehabilitation.

17. The Administration advised that a freezing survey, which was to record the information about the persons living in the structures but not the activities undertaken, would be conducted when the development plan for an area was finalized. To minimize the impact of the YLS development on existing residents, the Administration had proposed that two non-indigenous villages be preserved under the PODP. Under the established mechanism, affected farmers with their farms for resumption and clearance under public works could purchase or rent private agricultural land in other areas to continue farming. The Agriculture, Fisheries and Conservation Department would offer assistance to those

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<sup>4</sup> Details of the proposal are given in LC Paper No. CB(1)1543/12-13(02) (<http://www.legco.gov.hk/yr12-13/english/panels/dev/papers/dev0722cb1-1543-2-e.pdf>).

affected farmers who intended to continue farming to discuss rental arrangements with landowners.

#### Operation of the logistics industry in Yuen Long South

18. Noting that under the PODP, some sites in YLS would be reserved for open storage and industrial uses, some Members were concerned that the multi-storey flatted factory buildings proposed to be provided in YLS would not be suitable for the operation of the existing logistics, open storage and recycling industries, which were land intensive in nature. Some Members considered that, to meet the industries' needs for storage of special items, it would be preferable to provide open storage yards in YLS, as an alternative to multi-storey factory buildings.

19. According to the Administration, the suggestion of providing multi-storey factory buildings up to six storeys had been arrived at after reviewing the existing uses of the brownfield sites, which were mainly for storage purposes. The factory buildings would need to be specially designed to cater for the needs of the existing operations. The Administration had held discussions with local stakeholders on their concerns, such as how their business could be relocated to the multi-storey factory buildings. The Administration undertook to examine in the Study how to assist the logistics industry in continuing its operations in the area.

#### Impact on buildings with heritage and cultural values

20. Noting that Kam Lan Koon, a Taoist temple in YLS, had years of history but was not a graded historic building, some Members urged the Administration to conserve the buildings with a long history and special cultural values in YLS. They suggested that the Administration should organize heritage tours to the declared monuments, historic buildings, buildings with special cultural characteristics and village markets in Yuen Long.

21. According to the Administration, given that the existing site of the temple was not served by a vehicular road, a larger site abutting a planned vehicular road had been reserved for reprovisioning the temple under the PODP. The Administration undertook to consider the concerned organization's aspiration for in-situ preservation of the temple when preparing the draft RODP.

### External connectivity

22. Some Members pointed out that the capacity of the existing Kung Um Road, which was the only major road access running through the PDA in the Tai Tong area, would not be able to cope with the new transport demand arising from the new population of YLS in future, therefore a new road should be constructed. In view of the heavy traffic on Yuen Long Highway, some Members called on the Administration to examine how the new road should be connected to the traffic network in Yuen Long.

23. The Administration undertook to examine in detail the views and concerns on various issues expressed by Members and those received during the ComE exercises of the Study. The Administration would strive to strike a balance between minimizing the environmental impact and meeting the transport needs.

### **Recent developments**

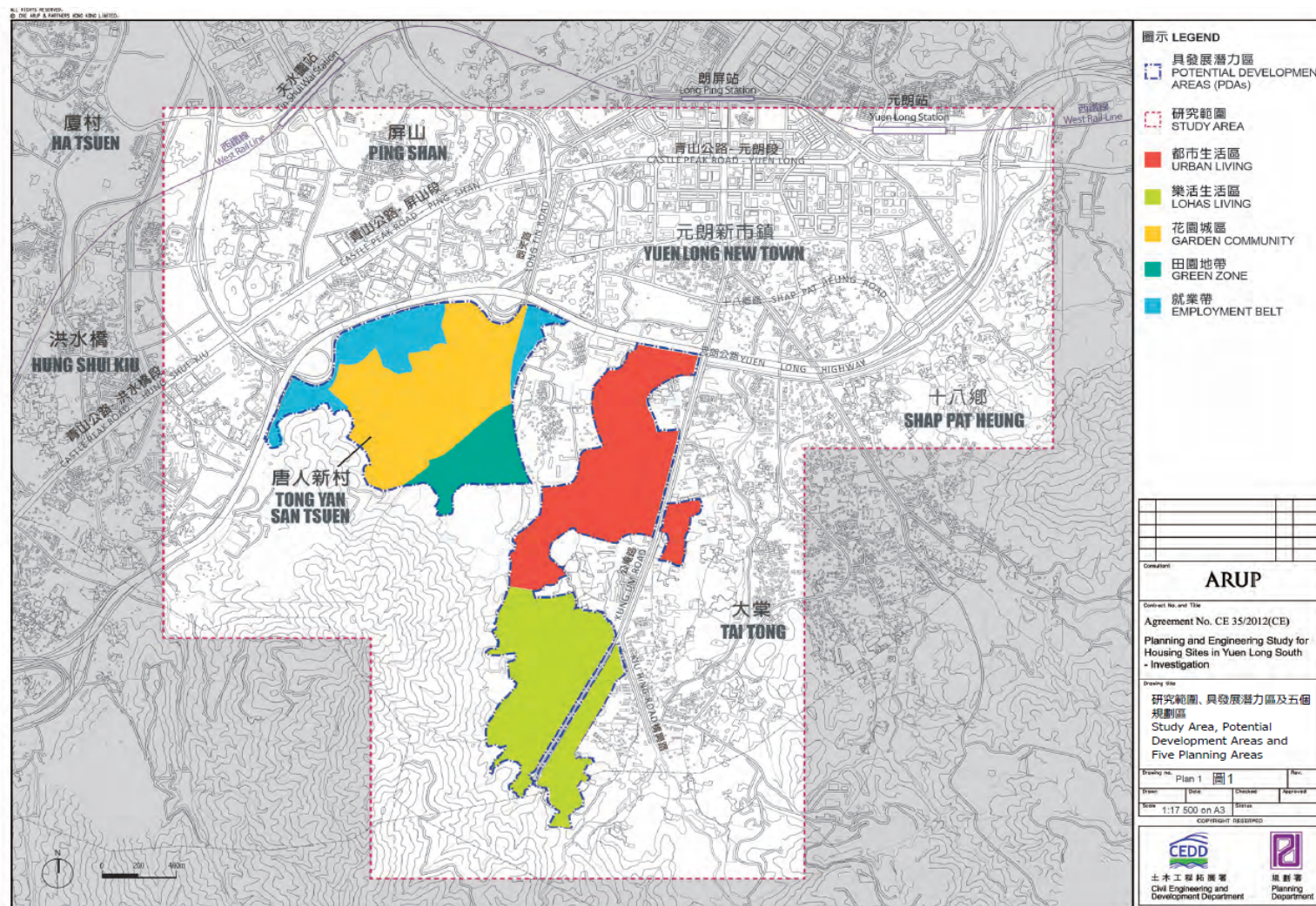
24. At the meeting of DEV Panel to be held on 26 January 2016, the Administration will brief members on the draft RODP for the YLS development and the Stage 3 ComE.

### **Relevant papers**

25. A list of relevant papers is shown in **Appendix V**.



元朗南房屋用地規劃及工程研究 —— 研究範圍、具發展潛力區及5個規劃區  
Planning and Engineering Study for Housing Sites in Yuen Long South --  
Study Area, Potential Development Areas and Five Planning Areas

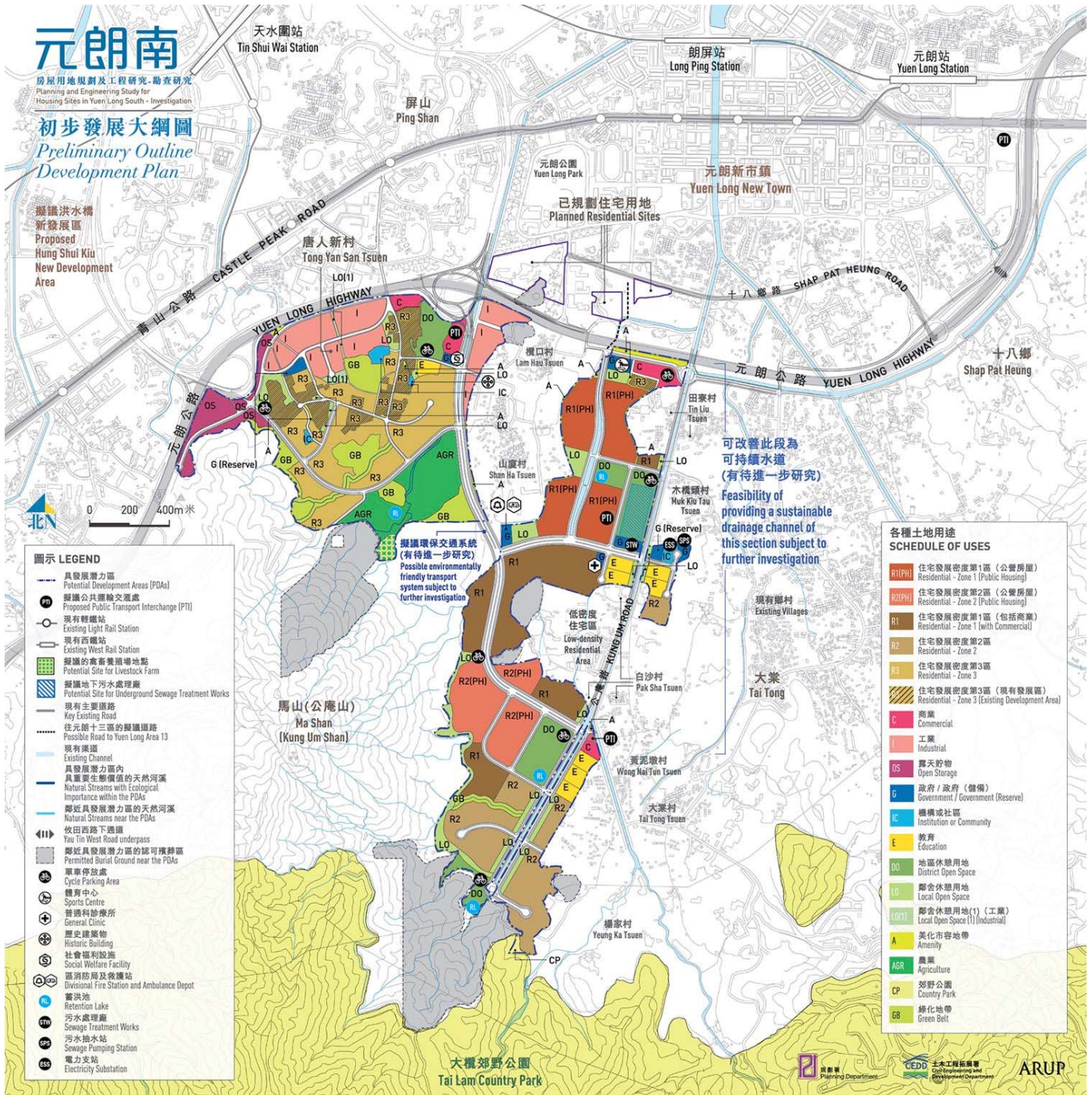


資料來源：政府當局就"元朗南房屋用地規劃及工程研究 —— 勘查研究 —— 初步發展大綱圖及第二階段社區參與"提交的文件(立法會 CB(1)1456/13-14(08)號文件)

Source: The Administration's paper on "Planning and Engineering Study for Housing Sites in Yuen Long South -- Investigation -- Preliminary Outline Development Plan and Stage 2 Community Engagement" (LC Paper No. CB(1)1456/13-14(08))



元朗南房屋用地規劃及工程研究 —— 初步發展大綱圖  
Planning and Engineering Study for Housing Sites in Yuen Long South -- Preliminary Outline Development Plan



資料來源: 《元朗南房屋用地規劃及工程研究 —— 勘查研究》的網站  
(<http://www.yuenlongsouth.hk/podp-luc.html>)

Source: Website on "Planning and Engineering Study for Housing Sites in Yuen Long South -- Investigation" (<http://www.yuenlongsouth.hk/podp-lu.html>)

### Key planning and design concepts and development proposals for the development of Yuen Long South

The key planning and design concepts and development proposals are set out below.

#### Accommodating diversity

2. With optimisation of the development potential of brownfield land, YLS is planned for residential use, with supporting commercial and community facilities and infrastructure. Other than fulfilling the prime study objective, land has been designated for open storage and rural industrial uses, preservation of the sizable and contiguous active agricultural land, natural streams and secondary woodland with important ecological value.

#### *Residential*

3. The PDAs are divided into three major residential communities (i.e. the "Urban Living", the "LOHAS Living" and the "Garden Community" Planning Areas shown in **Appendix I**). Each residential community is planned with supporting facilities including local shopping centres, community facilities and open space. Shops would be provided at the lower floor(s) of the residential buildings (public housing zoned "Residential – Zone 1 (Public Housing)" and "Residential - Zone 2 (Public Housing)" and private housing zoned "Residential - Zone 1" on the PODP), offering retail and leisure opportunities.

#### *Open storage and rural industrial*

4. To better utilise land resource and release land development potential to address the territorial housing need, and to avoid haphazard sprawl of the open storage and rural industrial activities while recognising the need of land/premises for the sector, the open storage and rural industrial uses are consolidated alongside Yuen Long Highway in the northern part of the Tong Yan San Tsuen ("TYST") PDA (i.e. the "Employment Belt" in **Appendix I**) zoned "Industrial" and "Open Storage" ("OS") on the PODP. The location with provision of a road system facilitates quick and convenient access of freight traffic to the highway, avoiding intrusion into the residential neighbourhood.

5. The "Industrial" and "OS" zones intend to provide land/premises for storage and/or operations that involve bulky and heavy goods and machinery that could not be accommodated in conventional flatted factory buildings. Within the "Industrial" zone, multi-storey specially-designed flatted factory buildings are proposed to meet the needs of the operations. The "OS" zone is for storage or operation that involves bulky materials and machinery requiring open-air sites particularly those related to the construction industry. Having balanced the needs of various land uses including the need for housing land and the supporting infrastructure and community facilities, the existing well-established residential clusters (mainly located in the central part of the TYST PDA), and the preserved agricultural land and secondary woodland, about 5 ha of land is zoned "OS" and about 15 ha of land is zoned "Industrial", and the latter could provide a floor area of about 586 000m<sup>2</sup>.

6. The "OS" and "Industrial" zones on the PODP is land primarily zoned "OS" and "Industrial (Group D)" on the prevailing TYST Outline Zoning Plan where land is reserved for and currently occupied by such uses. "Open Space" and "Green Belt" ("GB") zones have been allowed on the PODP as buffers between the open storage/rural industrial uses and residential use.

#### *Agricultural*

7. A total of about 9 ha of existing active agricultural land will be retained including a sizable and contiguous site with an area of about 8.5 ha in the southern part of the TYST PDA<sup>5</sup>. The active agricultural land and the adjoining preserved secondary woodland and natural streams zoned "Agriculture" and "GB" respectively on the PODP where farming and leisure activities would be a key feature of YLS (i.e. the "Green Zone" in **Appendix I**). At the southern tip of the TYST PDA, a site for livestock farm is proposed.

#### Respecting the natural and built environment

8. In addition to the preservation of the active agricultural land, secondary woodland and natural streams as mentioned above, the proposed development intensity descending from north to south accords with the well-developed Yuen Long New Town in the north and the rural and natural landscape of Tai Lam Country Park in the south.

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<sup>5</sup> The remaining 0.5 ha active agricultural land is scattered within the "Green Belt" zones in the TYST PDA where the secondary woodland is preserved.

9. The highest plot ratio ("PR") 5 proposed for housing development in the northern part of the PDA along Kung Um Road is commensurate with the development character of Yuen Long New Town in the north. The PR then reduces to 4 southwards and further to 1.5, taking account of the Tai Lam Country Park in the south. PR 1.5 is also proposed for residential development in the piece of land located to the east of Kung Um Road, having considered the village housing and agricultural land in its immediate surroundings.

10. PR 1 is proposed for future residential developments in the TYST PDA to respect the existing low-density residential developments there, the PR of which is 1. PR 4 is proposed for the "Industrial" zone, with reference to the PR 3 for the "Industrial" zone located to the north of Yuen Long Highway.

#### Respecting the well-established residential communities

11. Within the TYST PDA, there are existing residential estates along Sha Tseng Road and TYST Road, as well as the adjoining individual houses and village settlements (Sha Tseng Tsuen) and planned/proposed developments. Another cluster is the village (Tin Lung Tsuen) in the northern part of the PDA along Kung Um Road. As they are well-established residential communities and do not conflict with the proposed land uses, they are proposed to be retained.

#### Improving connectivity

12. To enhance connectivity with Yuen Long New Town, the proposed Hung Shui Kiu New Development Area ("HSK NDA"), railway stations and Tai Lam Country Park, the following are proposed:

- (a) new roads together with improvement to existing roads within the PDAs forms a comprehensive network connecting YLS with HSK NDA and Yuen Long New Town;
- (b) various public transport services are suggested to provide feeder services to West Rail and Light Rail Stations as well as long haul bus services to urban and northern areas; and
- (c) pedestrian corridors and cycle track network would be provided for linkages to HSK NDA, Yuen Long New Town and the Tai Lam Country Park.



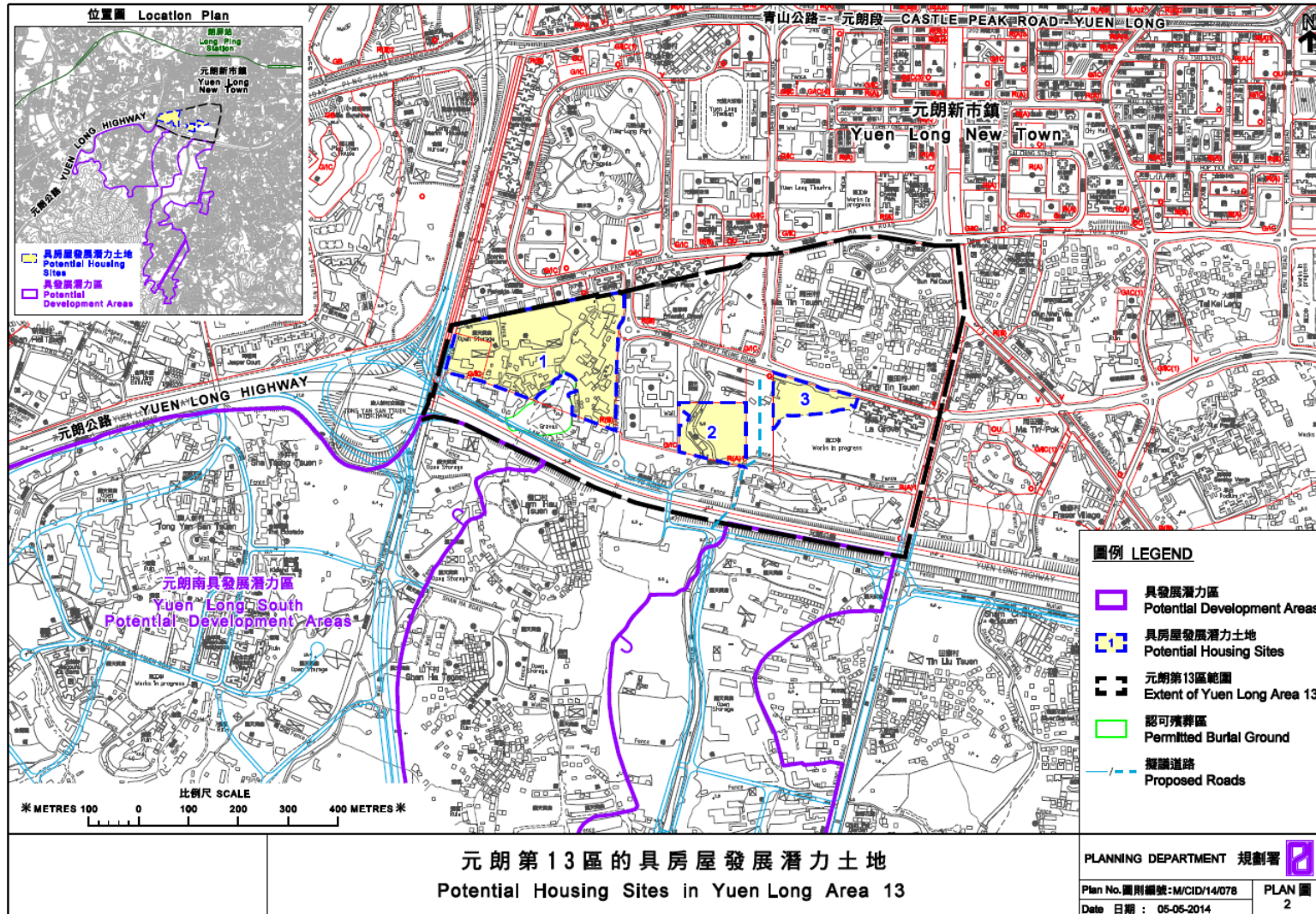
### Building for sustainability

13. The development aims to promote a green and sustainable community and the following have been suggested and will be examined in further detail at the next stage of the Study:

- (a) an integrated blue-green infrastructure system including an underground sewage treatment works with an open space on top, effluent reuse, sustainable flood control measures such as flood retention lakes, runoff interception at source, porous pavements, etc.;
- (b) revitalization of nullahs within or near the PDAs for promoting biodiversity and providing landscape feature for YLS. Different options on revitalisation of the northern section of Yuen Long Nullah along Kung Um Road and the associated traffic arrangements have been suggested for seeking public views during CE2;
- (c) an environmentally friendly transport system to link up YLS with HSK NDA;
- (d) integration of open space with preserved active agricultural land, secondary woodland and natural streams as well as revitalised nullahs and flood retention lakes as a green network; and
- (e) incorporation of view corridors and breezeways to foster visual linkage to the surrounding natural landscape and improve air ventilation.

*Source: The Administration's paper on "Planning and Engineering Study for Housing Sites in Yuen Long South -- Investigation -- Preliminary Outline Development Plan and Stage 2 Community Engagement" (LC Paper No. CB(1)1456/13-14(08))*

元朗第13區的具房屋發展潛力土地  
Potential Housing Sites in Yuen Long Area 13



資料來源：政府當局就"元朗南房屋用地規劃及工程研究 —— 勘查研究 —— 初步發展大綱圖及第二階段社區參與"提交的文件(立法會CB(1)1456/13-14(08)號文件)

Source: The Administration's paper on "Planning and Engineering Study for Housing Sites in Yuen Long South -- Investigation -- Preliminary Outline Development Plan and Stage 2 Community Engagement" (LC Paper No. CB(1)1456/13-14(08))



## Planning and Engineering Study for Housing Sites in Yuen Long South

### List of relevant papers

Council/Committee	Date of meeting	Paper
Panel on Development	22 May 2012	<p><a href="#"><u>Administration's paper</u></a> on "PWP Item No. 752CL -- Planning and Engineering study for Housing Sites in Yuen Long South -- consultants' fees and site investigation" (LC Paper No. CB(1)1875/11-12(04))</p> <p><a href="#"><u>Minutes of meeting</u></a> (LC Paper No. CB(1)2522/11-12)</p>
Public Works Subcommittee	13 June 2012	<p><a href="#"><u>Administration paper</u></a> on "752CL -- Planning and Engineering Study for Housing Sites in Yuen Long South -- consultants' fees and site investigation" (LC Paper No. PWSC(2012-13)35)</p> <p><a href="#"><u>Minutes of meeting</u></a> (LC Paper No. PWSC81/11-12)</p>
Panel on Development	22 January 2013	<p><a href="#"><u>Administration's paper</u></a> on "2013 Policy Address -- Policy Initiatives of Development Bureau" (LC Paper No. CB(1)428/12-13(03))</p> <p><a href="#"><u>Minutes of meeting</u></a> (LC Paper No. CB(1)735/12-13)</p>
Panel on Development	23 April 2013	<p><a href="#"><u>Administration's paper</u></a> on "Planning and Engineering Study for Housing Sites in Yuen Long South -- Investigation -- Stage 1 Community Engagement" (LC Paper No. CB(1)862/12-13(05))</p>

Council/Committee	Date of meeting	Paper
		<u>Minutes of meeting</u> (LC Paper No. CB(1)1787/12-13)
Panel on Development	22 July 2013	<p><u>Administration's paper</u> on "Proposed enhancements to the general ex-gratia compensation and rehousing arrangements for development clearance exercises" (LC Paper No. CB(1)1543/12-13(02))</p> <p><u>Minutes of meeting</u> (LC Paper No. CB(1)640/13-14)</p>
Finance Committee	15 November 2013 6 December 2013	<p><u>Administration's paper</u> on "Capital Works Reserve Fund -- Head 701 -- Land Acquisition" (FCR(2013-14)33)</p> <p><u>Minutes of meeting</u> on 15 November 2013 (LC Paper No. FC55/13-14)</p> <p><u>Minutes of meeting</u> on 6 December 2013 (LC Paper No. FC50/13-14)</p>
Panel on Development	7 July 2014	<p><u>Administration's paper</u> on "Planning and Engineering Study for Housing Sites in Yuen Long South -- Investigation -- Preliminary Outline Development Plan and Stage 2 Community Engagement" (LC Paper No. CB(1)1456/13-14(08))</p> <p><u>Minutes of special meeting</u> (LC Paper No. CB(1)12/14-15)</p>
Legislative Council	15 April 2015	<u>Hansard</u> -- Written question (No. 8) on "Assisting Farmers affected by Resumption of Agricultural Lands to Relocate their Farms" (P. 8480 – P. 8482)