

**For information**

**Legislative Council Panel on Development**  
**Shortlisted Brownfield Clusters for Public Housing Development**

**PURPOSE**

This paper outlines the first-phase recommendations of shortlisting brownfield clusters for public housing development by Planning Department (“PlanD”) and the follow-up work to be pursued by relevant departments.

**BACKGROUND**

2. PlanD released the findings of “Study on Existing Profile and Operations of Brownfield Sites in the New Territories” (“the Brownfield Study”) in November 2019. Development Bureau (“DEVB”) also briefed the Panel on Development on the findings of the Brownfield Study and Government’s follow-up actions on 26 November 2019. Details are set out in LC Paper No. CB(1)160/19-20(06)

(<https://www.legco.gov.hk/yr19-20/english/panels/dev/papers/dev20191126cb1-160-6-e.pdf>).

3. The Brownfield Study identified a total of 1 414 hectares (ha) of brownfield sites with active operations, and some other 165 ha with no operation, in the New Territories (“NT”) at the time of survey. Among all brownfield sites, more than half (803 ha or 51%) would be developed or redeveloped progressively for housing or other uses (including 653 ha covered by New Development Areas projects launched / to be launched / being planned, and about 150 ha covered by known development projects initiated by either Government or the private sector). Of the remaining 776 ha of brownfield sites, after excluding some 76 ha within conservation-related zones, about 700 ha covers those scattering across different parts of the NT.

4. For the aforesaid 700 ha of scattered brownfield sites, the consultant made a broad-brush classification<sup>1</sup>, and saw that 450 ha might have relatively higher possible development potential in view of the proximity to existing new towns and major highways, as well as the larger size of land in each site. As announced in the 2019 Policy Address, PlanD is assessing by phases, taking into account such considerations as land use compatibility and site constraints, how many of the 450 ha of brownfield sites would be suitable for public housing development.

5. PlanD has completed the first-phase review of 160 ha of brownfield sites closer to the existing infrastructure, and shortlisted eight clusters suitable for public housing development. The next step is commencement of engineering feasibility studies (“EFSs”) on these shortlisted brownfield clusters by Civil Engineering and Development Department (“CEDD”).

## **MAJOR CONSIDERATIONS IN SHORTLISTING BROWNFIELD CLUSTERS FOR PUBLIC HOUSING DEVELOPMENT**

6. In the review, PlanD has not only considered individual land parcels falling within the 160 ha of brownfield sites, but also taken into account the possibility of amalgamating individual brownfield sites with adjoining land outside for development. Through comprehensive planning, we hope to release the development potential of brownfield sites in a more efficient manner, optimise the land use planning to provide housing, required infrastructure and community facilities, improve the existing environment, and create a sustainable and livable community. In view of the current pressing need for public housing, the objective of the review is to shortlist brownfield clusters suitable for **higher density public housing** in the **short to medium term**.

7. After reviewing the 160 ha of brownfield sites, PlanD has come to the view that certain sites among them may not carry sufficient conditions for public housing development in the short to medium term due to different limitations. In this regard, about 37 ha of brownfield sites is subject to development constraints that may not be overcome in the short term. For instance, some of these sites are located underneath overhead transmission

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<sup>1</sup> The consultant made the broad-brush classification on the basis of three quantitative criteria, namely, the straight-line distance of brownfield sites to new towns and major highways, and the size of the brownfield clusters. This classification should not be taken as a conclusive assessment on the development potential of the brownfield sites concerned, as it should be subject to further review and technical assessment on individual sites.

lines, or may be associated with geographical difficulties in connecting to major roads outside. Some other 54 ha is widely scattered<sup>2</sup> and intermingled with developed land parcels (such as completed housing developments and community facilities), hence difficult for any amalgamation to bring about a larger scale of public housing development. In addition, some 25 ha is already designated for development of housing or other public / communal facilities, and the designated uses are being gradually pursued. Another 8 ha is planned for such uses as industrial, open storage and port back-up, which may accommodate many different types of brownfield operations and would be retained as it is accordingly.

## **SHORTLISTED BROWNFIELD CLUSTERS**

8. Excluding the aforesaid brownfield sites without sufficient conditions for public housing development in the short to medium term or retained for other planned uses, and having regard to the findings of the Brownfield Study and other information (including maps and photographs provided by the Survey and Mapping Office of Lands Department (“LandsD”)), PlanD examined land use compatibility at site inspection and then shortlisted eight brownfield clusters respectively located in Yuen Long, Tuen Mun and Tai Po suitable for EFSs in relation to public housing development. These clusters involve about 36 ha of brownfield sites. Through amalgamation with adjoining land parcels, the proposed study area is about 63 ha in total<sup>3</sup>. Proposed study area of individual clusters range from about 2 ha to 18 ha. Details about these eight shortlisted clusters are set out in the following table, and the locational distribution is shown in **Plan 1** to **Plan 3**.

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<sup>2</sup> Of these 54 ha of brownfield sites, about 50 ha (or 93%) are located within clusters of an area of less than 1 ha each.

<sup>3</sup> Of these 63 ha of brownfield sites, about 51 ha (or 81%) falls on private land, and about 12 ha (or 19%) on government land.

**Table: List of Shortlisted Brownfield Clusters**

	<b>Location of Brownfield Cluster</b>	<b>Proposed Study Area [Area of Brownfield Site Involved] (about)(ha)<sup>Note</sup></b>	<b>Current Land Use Zoning</b>	<b>Plan</b>
<b>Yuen Long</b>				
1.	Ping Shan North (East of Long Tin Road and West of Yung Yuen Road)	18 [9]	“Comprehensive Development Area”; “Government, Institution or Community”; “Residential (Group B)” ; “Residential (Group E)” and “Green Belt”	Plan 1
2.	Shap Pat Heung (East of Long Ho Road near Shap Pat Heung Interchange)	4 [2]	“Agriculture”	Plan 1
3.	Tai Kei Leng (North of Tai Kei Leng Road)	2 [1]	“Open Space” and “Residential (Group B)”	Plan 1
4.	Sha Po (East of San Tam Road)	17 [13]	“Industrial (Group D)” and “Agriculture”	Plan 1
5.	Ping Shan South (South of Tan Kwai Tsuen Road)	8 [3]	“Residential (Group D)”; “Comprehensive Development Area” and “Green Belt”	Plan 1
<b>Tuen Mun</b>				
6.	Nai Wai (North of Wong Kong Wai Road)	5 [3]	“Residential (Group C)” and “Residential (Group D)”	Plan 2
7.	Lam Tei North (South of Shun Tat Street)	7 [2]	“Residential (Group D)” and “Green Belt”	Plan 2
<b>Tai Po</b>				
8.	Tai Hang (near Tai Wo Service Road West)	3 [1]	“Agriculture”	Plan 3
	<b>Total</b>	<b>~63 [~36]</b>		

Note: Due to rounding, the sum of figures may differ slightly from the total.

9. The locations of the above eight brownfield clusters are described in broad terms. Once CEDD initiates the EFS for individual clusters later on, it would establish and make known the study boundaries in a more refined manner (see paragraph 11 below).

10. It is roughly estimated at this stage that the above eight brownfield clusters may produce over **20 000 public housing units**<sup>4</sup>. DEVB has already examined with relevant departments how to further simplify and expedite the subsequent work, including compressing the time required for EFSs as far as possible, speeding up such statutory procedures as rezoning, gazettal of works and land resumption immediately upon completion of EFSs, and pursuing certain procedures concurrently as circumstances would permit. As for these eight brownfield clusters, at this stage, we expect to transform them into “spade-ready sites”, through completing EFSs, detailed design, rezoning, land resumption, clearance, land decontamination and site formation works, and hand over the sites to Housing Department for construction of public housing in about six years (versus at least eight years now in general). We aim at compressing the time needed for production of certain housing units to within ten years approximately from the commencement of EFS to increase the supply in the short to medium term. Subject to the outcome of the EFS for individual sites (see paragraph 12 below) and the progress of relevant statutory procedures or construction works, the estimated flat yield and development lead time in relation to these clusters may be adjusted in future.

## **FOLLOW-UP WORK**

### *Government-led development*

11. As Government has already indicated its intention to resume and clear land within the above eight shortlisted clusters for public housing development and would soon commence EFSs for this purpose, private lots

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<sup>4</sup> This estimation is based on the maximum domestic plot ratio of 3.6 for rural areas as set out in the Hong Kong Planning Standards and Guidelines. The actual development parameters are subject to the EFSs to be conducted by CEDD. In view of the shortage of public housing supply, we would further explore the feasibility of raising the maximum domestic plot ratio to 6.5 for increasing the supply of public housing units by taking into full consideration various development constraints (such as transport infrastructural capacity) under the EFSs.

falling within the scope of the EFSs<sup>5</sup> would not be eligible for participation in the Land Sharing Pilot Scheme<sup>6</sup> to be launched by Government. Moreover, LandsD would suspend the processing of any application for lease modification (including land exchange) made by owners of private lots within the boundaries of the sites being studied.

### *Engineering Feasibility Studies*

12. CEDD aims to kick-start the EFSs on the eight shortlisted brownfield clusters progressively starting from the second quarter of this year to establish the development parameters (including the proposed site areas, development intensity, expected flat yield, etc.). Each shortlisted cluster is associated with different degrees of challenges posed by the capacity of such infrastructural facilities as transport, drainage, sewerage and water supply. For instance, in terms of transport, the EFS for individual sites is required to draw up district-based transport improvement proposals (such as road widening and junctions improvement works) to cater for new population intake arising from the proposed public housing project, and tie in with the existing feasibility studies of strategic highways projects (including Route 11) and other development works. As for the infrastructural capacity of water supply and sewerage, etc., the EFSs would review and recommend the need to upgrade existing infrastructure or otherwise in light of the circumstances of individual districts. In addition, the EFSs would explore the impact of the proposed public housing development projects on the surrounding environment and the other way round, including the aspects of air ventilation, landscape, visual impact, noise, ecology, community facilities and public space, heritage conservation, etc., and then formulate and propose the required mitigating and improvement measures.

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<sup>5</sup> The study area for each shortlisted brownfield cluster tabulated in paragraph 8 above would be established in a more refined manner upon CEDD's commencement of the EFSs. Government would confirm the exact boundaries of the future public housing sites (including the site boundary of the private lots or government land involved) according to the technical assessments and findings of the EFSs, and the boundaries for such future public housing sites may not be exactly the same as those of the study areas under the EFSs.

<sup>6</sup> DEVB consulted the Panel on Development on the Land Sharing Pilot Scheme on 26 November 2019. Details are set out in LC Paper No. CB(1)160/19-20(03).  
(<https://www.legco.gov.hk/yr19-20/english/panels/dev/papers/dev20191126cb1-160-3-e.pdf>)

*Statutory procedures, public consultation and assisting affected households and operators*

13. According to the findings of the Brownfield Study, it is estimated that the above eight clusters covering 36 ha of brownfield sites may involve approximately 230 operations, which mainly include general warehouse and storage, as well as facilities related to the logistics and construction industries. In addition, removal of structures scattering across the main parts of the shortlisted brownfield clusters (possibly including a small number of temporary domestic structures) may be unavoidable for permitting a more reasonable layout for public housing projects and optimising land development. As stated above, we would kick-start the EFSs progressively starting from the second quarter of the year and expect to complete the studies of some brownfield clusters by the second half of next year.

14. Upon completion of the EFS for each shortlisted brownfield cluster and confirmation of the feasibility of the proposed public housing development projects, development parameters, development boundaries and population size, etc., we would conduct freezing surveys as soon as possible to identify and register the affected households and brownfield operators. Government would also initiate the established procedures for rezoning, gazettal of works, and land resumption accordingly. For those affected households and brownfield operators, we would provide relevant compensation and rehousing arrangements in accordance with the enhanced ex-gratia measures announced in May 2018.

15. Under the statutory procedures, members of the public may make representations or comments during the stage to amend the outline zoning plan for the Town Planning Board's consideration. In addition, in the course of the rezoning procedures, Government departments would, on the basis of the specific recommendations of the EFSs, launch district consultation in a timely manner, including consulting respective District Councils and Rural Committees.

*Next phase of review*

16. PlanD is continuing examining the remaining 290 ha of brownfield sites in the next phase of review, with a view to completing the assessment by end 2020. DEVB would brief the Panel on the findings in due course.

**Development Bureau  
Planning Department  
Civil Engineering and Development Department  
March 2020**

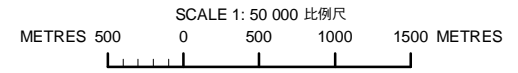




**圖例 LEGEND**

-  地方行政區分界  
District Boundary
-  首階段物色作公營房屋發展的棕地群  
Brownfield Clusters Shortlisted for Public Housing Development in the First Phase Review

**棕地檢討下所物色的元朗區具公營房屋發展潛力的棕地群**  
**SHORTLISTED CLUSTERS FOR POTENTIAL PUBLIC HOUSING IDENTIFIED UNDER BROWNFIELD SITES**  
**REVIEW IN YUEN LONG DISTRICT**



**規劃署**  
**PLANNING DEPARTMENT**

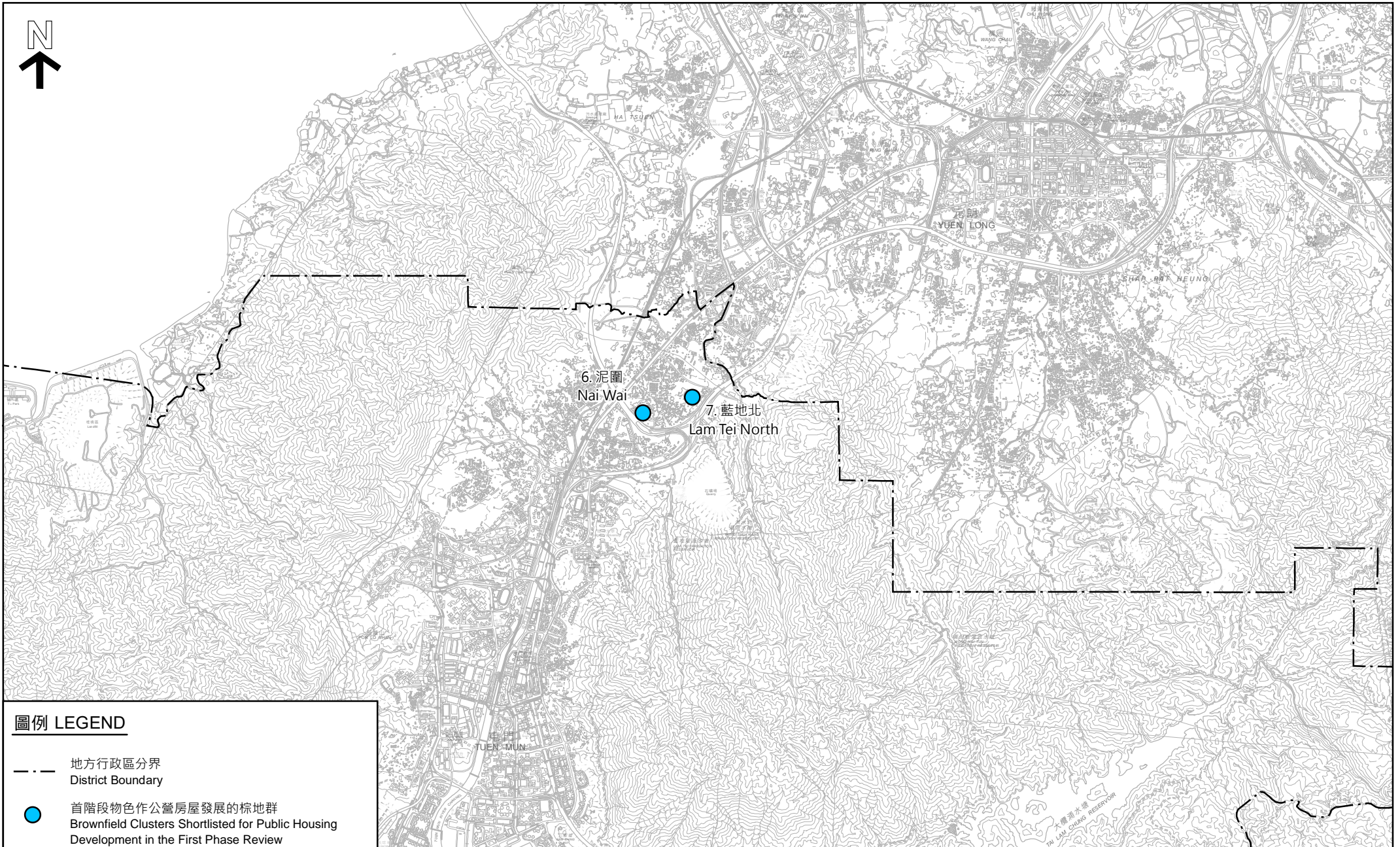


參考編號  
REFERENCE No.  
M/SR/BF/20/019\_1

PLAN 圖  
1

本摘要圖於2020年2月24日擬備  
EXTRACT PLAN PREPARED ON 24.2.2020

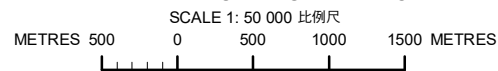




**圖例 LEGEND**

- 地方行政區分界  
District Boundary
- 首階段物色作公營房屋發展的棕地群  
Brownfield Clusters Shortlisted for Public Housing Development in the First Phase Review

**棕地檢討下所物色的屯門區具公營房屋發展潛力的棕地群**  
**SHORTLISTED CLUSTERS FOR POTENTIAL PUBLIC HOUSING IDENTIFIED UNDER BROWNFIELD SITES**  
**REVIEW IN TUEN MUN DISTRICT**



**規劃署**  
**PLANNING DEPARTMENT**



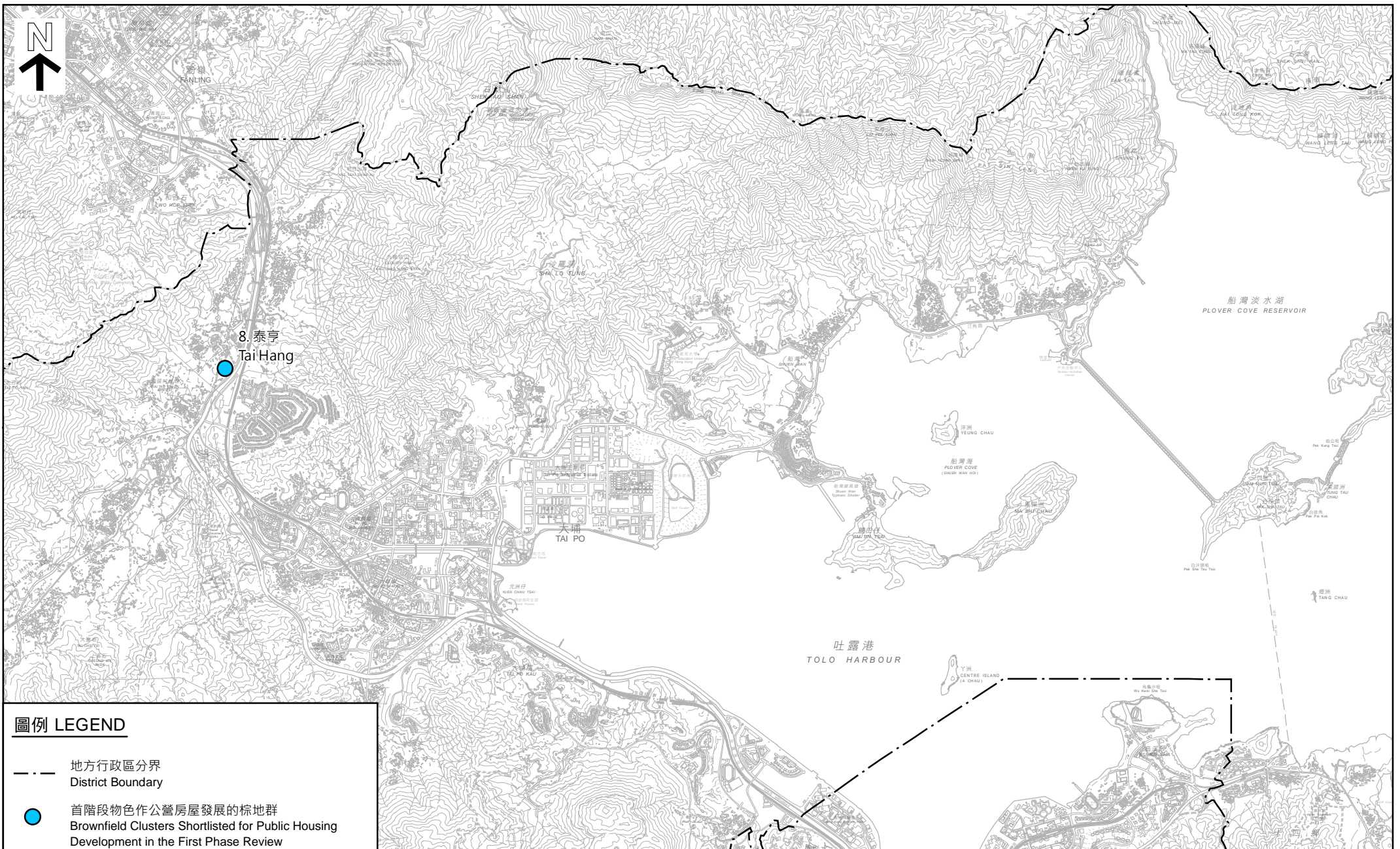
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M/SR/BF/20/019\_2

PLAN 圖

2





**圖例 LEGEND**

- 地方行政區分界  
District Boundary
- 首階段物色作公營房屋發展的棕地群  
Brownfield Clusters Shortlisted for Public Housing Development in the First Phase Review

**棕地檢討下所物色的大埔區具公營房屋發展潛力的棕地群**  
**SHORTLISTED CLUSTER FOR POTENTIAL PUBLIC HOUSING IDENTIFIED UNDER BROWNFIELD SITES REVIEW IN TAI PO DISTRICT**

SCALE 1: 50 000 比例尺  
 METRES 500 0 500 1000 1500 METRES

**規劃署**  
**PLANNING DEPARTMENT**

參考編號  
 REFERENCE No.  
**M/SR/BF/20/019\_3**



PLAN 圖