

**For discussion
on 2 December 2019**

Legislative Council Panel on Housing

Public Housing Construction Programme 2019-20 to 2023-24

Purpose

This paper briefs Members on the public housing construction programme (PHCP) for the period from 2019-20 to 2023-24 (as at September 2019) and the challenges and difficulties in taking forward public housing development projects.

Background

2. In the Long Term Housing Strategy Annual Progress Report 2018, the Government adopted the total housing supply target of 450 000 units for the ten-year period from 2019-20 to 2028-29 and revised the public/private split of new housing supply for the same ten-year period from 60:40 to 70:30. With this split, the public housing supply target is 315 000 units, comprising 220 000 public rental housing (PRH) / Green Form Subsidised Home Ownership Scheme (GSH) units and 95 000 other subsidised sale flats (other SSFs).

3. Assuming that all sites identified can be smoothly delivered on time for housing development, it is estimated that about 248 000 public housing units can be built within the above-mentioned ten-year period. The Government will continue to explore measures to meet the housing supply target. The Government is now working on the housing demand projections for the next ten-year period (i.e. from 2020-21 to 2029-30), and will announce the result later this year.

PHCP 2019-20 to 2023-24

4. According to the forecast of the Hong Kong Housing Authority (HA) as at September 2019, the estimated total public housing production of HA in the five-year period from 2019-20 to 2023-24 is about 95 300 units, comprising about 71 700 PRH/GSH units (about 75%) and about 23 700 other SSFs (about 25%). The relevant housing production statistics are listed at **Annex 1**. The number of PRH/GSH units by flat type is at **Annex 2**.

5. Among HA's PRH/GSH production, about 27% will be located in the Urban District and about 30% in the Extended Urban District, with the remaining about 43% in the New Territories. For other SSFs, about 25% will be located in the Urban District and about 59% in the Extended Urban District, with the remaining about 16% in the New Territories.

6. The total estimated public housing production of HA and the Hong Kong Housing Society (HKHS) is at Annex 3. Together with HKHS's production of about 3 000 PRH units and about 2 300 SSFs (Table 2 of Annex 3), the estimated total public housing production of HA and HKHS in the five-year period from 2019-20 to 2023-24 is about 100 700 units, comprising about 74 700 PRH/GSH units and about 26 000 other SSFs (Table 3 of Annex 3).

Production Forecast for 2024-25 and Beyond

7. Forecast of housing production is subject to uncertainties. While the timetable of projects within the five-year period from 2019-20 to 2023-24 is usually more certain as relevant consultation and planning processes of most projects have been completed, the exact completion time for individual projects will still be subject to changes. Projects at consultation and planning stages are prone to more uncertainties.

8. For projects with completion dates scheduled for 2024-25 and beyond, they are mostly at the preliminary planning and design stage and are subject to various factors such as rezoning, consultation with local communities, infrastructure construction and site formation works, etc. Moreover, in many cases, the sites are still subject to technical studies or investigation. Some of these sites also involve land resumption, clearance, or reprovisioning of affected facilities. For projects involving Government-funded works, funding approval from the Legislative Council is also required. As these projects are subject to changes, it is difficult to provide detailed information and programme at this stage. Nonetheless, timely information will be provided according to the rolling production programme. HA will also consult relevant District Councils when appropriate. For instance, HA has consulted District Councils on 26 new public housing projects between October 2018 and September 2019 (Annex 4).

Challenges and Difficulties in Taking Forward Public Housing Development Projects

9. The Government has endeavoured to secure sites for public housing development. Meanwhile, HA is also exploring means to expedite the development process where practicable. In the past few years, the Government has identified over 210 sites with housing development potential in the short to medium term. Such sites can provide more than 310 000 flats in total, 70% of which are for public housing. Yet, the majority of these sites require timely completion of necessary processes (including planning and consultation, statutory planning procedure, land resumption and clearance, provision and reprovision of facilities, site formation and provision of infrastructure, Legislative Council's funding approval, etc.) before proceeding with housing construction.

10. About 80% of the public housing projects which HA has consulted District Councils in the past nine years (2010-11 to 2018-19) are not "spade-ready"¹. Therefore, the Government needs to go through various processes to turn those sites into "spade-ready" sites and such processes take time and are subject to uncertainties. Besides, obtaining timely funding approval from the Legislative Council is critical for delivering projects in time. Further, during construction stage, individual projects may also encounter unforeseeable factors such as inclement weather and shortage of labour in construction industry, which may affect the project completion.

Meeting the Challenges and Measures to Increase Public Housing Supply

11. To increase public housing supply, the Government will continue to adopt a multi-pronged approach to increase housing land supply in the short, medium and long term through land use review and rezoning, increasing development intensity, releasing brownfield sites and developing new development areas, etc. In 2018, the Government re-allocated nine sites at Kai Tak and Anderson Road Quarry, which were originally intended for sale in the coming few years, for public housing. These sites are expected to provide some 11 000 flats, with some flats scheduled for completion in the coming five years. Meanwhile, a further increase of domestic plot ratio for public housing sites may be allowed in selected Density Zones of the Main Urban Areas and New Towns by up to 10% (i.e. maximum 30% increase in total) where technically feasible.

¹ Sites that have been properly zoned, and do not require resumption, clearance, reprovisioning of existing facilities, site formation or provision of additional infrastructure.

12. To optimise the use of existing and planned public housing sites, and in response to the Chief Executive's initiative in the 2019 Policy Address, HA will explore the feasibility of redeveloping individual factory estates for public housing use. Moreover, HA will examine the feasibility of additional development at under-utilised space or vacant school premises within or near the existing public housing estates. This will optimise the development potential of the existing estates while providing an opportunity to enhance the facilities in the subject estates. In the past five years, HA has implemented five additional development projects which provided over 2 500 flats, while some 7 800 flats are anticipated for completion in the coming five years. HA will continue with these efforts.

13. HA will continue to closely liaise with relevant Government bureaux and departments at early planning stage to ensure timely availability of sites and supporting infrastructure; to enlist local support by strengthening the communication with District Councils, local communities and other stakeholders so as to enhance the planning, layout, design and supporting facilities of public housing projects; and to optimize the use of every site through site-specific design.

14. As we endeavour to increase public housing supply, HA has also proactively increased the application of technology to enhance the effectiveness at the planning, design and construction stages, thereby expediting the development process where possible. HA has widely adopted precast concrete components in construction works such as precast facades and staircases, semi-precast slabs, and volumetric precast bathrooms. At a typical floor, the precast components comprise about 35% of concrete volume or about 70% of total floor area (precast rate on plan). To further enhance the productivity on site, HA is exploring to adopt semi-precast slab with pre-installed service conduits, precast structural wall with pre-installed service conduits and precast lift shaft with pre-installed bracket for lift guide rail in common area at typical floor. HA expects that the applications mentioned above will bring the precast rate from 70% to about 90% on plan.

15. In addition, to explore the actual benefits of Modular Integrated Construction (MiC) applications in public housing developments, a MiC mock-up will be conducted by HA in early 2020. At the same time, HA is identifying a suitable pilot project for MiC application.

16. HA will continue to improve the construction process and quality, as well as expedite flat production by adopting the precast concrete technology, exploring MiC applications and applying “lean construction” at sites. With a view to strengthening labour training, HA is also working with industry stakeholders to improve and implement training schemes, such as the “Intermediate Tradesman Collaborative Training Scheme”, to mitigate the impact of labour shortage.

17. Members are invited to note the paper.

**Transport and Housing Bureau
November 2019**

**Hong Kong Housing Authority's Public Rental Housing (PRH) /
Green Form Subsidised Home Ownership Scheme (GSH)
and Other Subsidised Sale Flats (SSFs) Production (2019-20 to 2023-24)**

(According to the Housing Construction Programme of September 2019)

PRH/GSH

Year of Completion/ District	Sub-district	PRH / GSH Project	Planned Flat Number	Planned Flat Number By Sub-district
2019-20				
Urban	Kwun Tong	Sau Ming Road	300	300
	Sham Shui Po	Shek Kip Mei Phase 6	1 100	3 900
		Northwest Kowloon Reclamation Site 6 Phase 1	900	
		Pak Tin Phase 7	1 000	
		Pak Tin Phase 8	1 000	
	Wong Tai Sin	Tung Tau Estate Phase 8	1 000	1 800
		Fung Shing Street, Wong Tai Sin	800	
Extended Urban	Sha Tin	Fo Tan	4 800	4 800
New Territories	North	Choi Yuen Road	1 100	2 100
		Fanling Area 49	1 000	
			Sub-total	13 000
2020-21				
Urban	Eastern	Wing Tai Road, Chai Wan	800	800
	Kwun Tong	Choi Wing Road	1 100	1 100
	Sham Shui Po	Northwest Kowloon Reclamation Site 6 Phase 2	1 400	2 500
		Pak Tin Phase 11	1 100	
	Wong Tai Sin	Diamond Hill Phase 1	1 000	1 000
New Territories	Tai Po	Chung Nga Road East, Tai Po	700	700
			Sub-total	6 100
2021-22				
Urban	Eastern	Chai Wan Road#	800	800
	Sham Shui Po	Northwest Kowloon Reclamation Site 6 Phase 3	1 000	1 000
Extended Urban	Kwai Tsing	Near Lai King Hill Road	500	500
New Territories	Tuen Mun	Tuen Mun Area 54 Sites 3 & 4 (East)	5 200	9 400
		Tuen Mun Area 54 Sites 1 & 1A	4 200	
	North	Queen's Hill Phase 1	6 400	8 900
		Queen's Hill Phase 2	1 200	
		Queen's Hill Phase 5	1 300	
			Sub-total	20 700

Year of Completion/ District	Sub-district	PRH / GSH Project	Planned Flat Number	Planned Flat Number By Sub-district
2022-23				
Urban	Sham Shui Po	Pak Tin Phase 10	900	900
	Wong Tai Sin	Diamond Hill Phase 2	2 100	2 100
Extended Urban	Kwai Tsing	Tsing Hung Road, Tsing Yi#	2 900	3 700
		Lai Cho Road	800	
New Territories	Tai Po	Tai Po Area 9	6 700	6 700
			Sub-total	13 400
2023-24				
Urban	Sham Shui Po	Northwest Kowloon Reclamation Site 1 (East)	2 600	2 600
Extended Urban	Kwai Tsing	Ching Hong Road North Phase 1	900	2 500
		Ching Hong Road North Phase 2	600	
		San Kwai Street	700	
		Tai Wo Hau Road Phase 2	400	
	Islands	Tung Chung Area 99	4 800	10 000
		Tung Chung Area 100	5 200	
New Territories	Tuen Mun	Hin Fat Lane, Tuen Mun	1 000	2 500
		Tuen Mun Area 29 (West)	1 000	
		Yip Wong Road Phase 1	600	
	North	Fanling Area 36 Phase 4	800	800
			Sub-total	18 400
			Total	71 700

Note : Flat numbers are rounded to the nearest hundred and may not add up to the total due to rounding. The figures are subject to amendments at the detailed design stage.

GSH Projects

Other SSFs

Year of Completion/ District	Sub-district	Other SSFs Project	Planned Flat Number	Planned Flat Number By Sub-district
2019-20				
Urban	Sham Shui Po	Cheung Sha Wan Wholesale Food Market Site 5 Phase 2*	1 698	2 512
		Fat Tseung Street West*	814	
Extended Urban	Kwai Tsing	Texaco Road*	494	494
	Sai Kung	Tseung Kwan O Area 65C2 Phase 1*	1 395	1 395
			Sub-total	4 400
2020-21				
Extended Urban	Sha Tin	Au Pui Wan Street*	830	2 400
		Hang Kin Street, Ma On Shan*	735	
		Wo Sheung Tun Street, Fo Tan	800	
	Islands	Tung Chung Area 27*	1 226	1 226
New Territories	North	Queen's Hill Phase 3	3 200	3 200
			Sub-total	6 800
2021-22				
Extended Urban	Islands	Tung Chung Area 54	3 300	3 300
			Sub-total	3 300
2022-23				
Urban	Wong Tai Sin	Diamond Hill Phase 3	900	900
Extended Urban	Sha Tin	Ma On Shan Road	2 100	2 600
		On Muk Street Phase 1	500	
			Sub-total	3 500
2023-24				
Urban	Eastern	Java Road, North Point	200	200
	Kowloon City	Ko Shan Road	500	2 300
		Kai Tak Site 2B2	1 800	
Extended Urban	Sai Kung	Anderson Road Quarry Site RS-1	1 900	2 500
		Chiu Shun Road, Tseung Kwan O	600	
New Territories	Tuen Mun	Hang Fu Street, Tuen Mun Area 16	500	500
			Sub-total	5 600
			Total	23 700

Note : Flat numbers are rounded to the nearest hundred and may not add up to the total due to rounding. The figures are subject to amendments at the detailed design stage.

* These projects were sold or offered for pre-sale. Figures provided are actual number of flats.

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Number of Hong Kong Housing Authority's Public Rental Housing / Green Form Subsidised Home Ownership Scheme (GSH) Units by Flat Types (2019-20 to 2023-24)

(According to the Housing Construction Programme of September 2019)

Year of Completion/ District	Flat Type				Total
	Type A (For 1/2 Person)	Type B (For 2/3 Persons)	Type C (For 3/4 Persons)	Type D (For 4/5 Persons)	
2019-20					
Urban	900	1 200	2 300	1 600	
Extended Urban	900	1 600	1 300	1 000	
New Territories	300	700	900	300	
Sub-total	2 100	3 500	4 500	3 000	
2020-21					
Urban	500	2 000	1 900	1 100	
New Territories	100	300	200	0	
Sub-total	600	2 300	2 100	1 100	
2021-22					
Urban #1	200	1 000	600	0	
Extended Urban	0	300	200	0	
New Territories	3 300	6 200	5 200	3 600	
Sub-total	3 500	7 500	6 100	3 600	
2022-23					
Urban	400	900	1 000	700	
Extended Urban #2	800	1 500	800	600	
New Territories	1 200	2 800	1 400	1 300	
Sub-total	2 500	5 200	3 200	2 500	
2023-24					
Urban	200	900	1 200	300	
Extended Urban	1 400	4 200	4 400	2 600	
New Territories	600	1 600	900	200	
Sub-total	2 200	6 600	6 500	3 100	
Total (2019-20 to 2023-24)	10 900 (15%)	25 100 (35%)	22 300 (31%)	13 400 (19%)	71 700 (100%)

Note: Flat numbers are rounded to the nearest hundred and may not add up to the total due to rounding. The figures are subject to amendments at the detailed design stage.

#1 Including the GSH Project at Chai Wan Road (about 800 flats).

#2 Including the GSH Project at Tsing Hung Road, Tsing Yi (about 2 900 flats).

**Public Housing Production of the Hong Kong Housing Authority (HA)
and the Hong Kong Housing Society (HKHS) (2019-20 to 2023-24)**

(According to the forecast as at September 2019)

Table 1: Public Housing Production of HA's Housing Construction Programme (2019-20 to 2023-24)

	2019-20	2020-21	2021-22	2022-23	2023-24	Total
PRH/GSH	13 000	6 100	20 700	13 400	18 400	71 700
Other SSFs	4 400	6 800	3 300	3 500	5 600	23 700
Total	17 400	13 000	24 000	17 000	24 000	95 300

Table 2: Public Housing Production of HKHS (2019-20 to 2023-24)

	2019-20	2020-21	2021-22	2022-23	2023-24	Total
PRH	-	1 000	300	-	1 700	3 000
SSFs	1 600	-	-	-	700	2 300
Total	1 600	1 000	300	-	2 400	5 400

Table 3: Five-year Public Housing Production under Different Timeframes (HA and HKHS)

Five-Year Period	HA Flat Production (PRH/GSH + Other SSFs)	HKHS Flat Production (PRH + SSFs)	Total Production (PRH/GSH + Other SSFs)
2015-16 to 2019-20	86 400 (72 100 + 14 200)	2 800 (100 + 2 600)	89 200 (72 300 + 16 900)
2016-17 to 2020-21	85 100 (64 000 + 21 100)	2 700 (1 100 + 1 600)	87 800 (65 100 + 22 700)
2017-18 to 2021-22	94 800 (73 400 + 21 300)	2 900 (1 300 + 1 600)	97 700 (74 700 + 23 000)
2018-19 to 2022-23	98 100 (73 400 + 24 600)	2 900 (1 300 + 1 600)	101 000 (74 700 + 26 300)
2019-20 to 2023-24	95 300 (71 700 + 23 700)	5 400 (3 000 + 2 300)	100 700 (74 700 + 26 000)

Note: Flat numbers are rounded to the nearest hundred and may not add up to the total due to rounding.

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**Hong Kong Housing Authority's Public Housing Projects about which
District Councils have been consulted between October 2018 and September 2019**

District Council	Site Location	Estimated Flat Number (Approximate)
Kwun Tong	Wang Chiu Road Phase 2	1 450
	Pik Wang Road Site A	2 260
Kwun Tong/ Sai Kung	Anderson Road Quarry Site RS-1	1 900
	Anderson Road Quarry Sites R2-5 to R2-8	3 930
Kowloon City	Kai Tak Sites 2B2 to 2B6	8 720
Sai Kung	Chiu Shun Road	600
	Ying Yip Road, Yau Yu Wan Village Road, Pak Shing Kok Road	7 570
North	Sheung Shui Areas 4 and 30 Sites 1 and 2, Po Shek Wu Road North Site	5 300
Wong Tai Sin	Junction Road	240
Island	Tung Chung Area 99 and Tung Chung Area 100	9 400
Tuen Mun	Tuen Mun Central, including Areas 28, 17, 16 and 39 (i.e. Wu Shan Road, Yip Wong Road, Hang Fu Street and Hin Fat Lane)	7 960

Note: Based on the estimated flat numbers as per consultations with District Councils. The actual figures are subject to amendments at the detailed design stage.