

**For discussion
on 7 December 2020**

Legislative Council Panel on Housing

Public Housing Construction Programme 2020-21 to 2024-25

Purpose

This paper briefs Members on the public housing construction programme (PHCP) for the period from 2020-21 to 2024-25 (as at September 2020) and the challenges and difficulties in taking forward public housing development projects.

Background

2. Based on the latest projection of the Long Term Housing Strategy (LTHS) Annual Progress Report 2019, the total housing supply target of 430 000 units for the ten-year period from 2020-21 to 2029-30 was adopted. With the public/private split of 70:30, the public housing supply target is 301 000 units. This comprises 210 000 public rental housing (PRH) / Green Form Subsidised Home Ownership Scheme (GSH) units and 91 000 other subsidised sale flats (other SSFs), adopting the split of 70:30. According to the LTHS Annual Progress Reports in 2018 and 2019, the estimated shortfall of the 10-year public housing supply has decreased.

3. Based on the LTHS Annual Progress Report 2020 to be published later, the Government has identified all of the 330 hectares of land required for providing 316 000 public housing units to meet the demand for about 301 000 public housing units in the coming 10 years (i.e. 2021-22 to 2030-31). Such land supply mainly comes from reclamation in Tung Chung, the agricultural land and brownfield sites in New Development Areas such as Kwu Tung North/Fanling North and Hung Shui Kiu/Ha Tsuen, a number of sites which have been rezoned for public housing development, re-allocation of nine sites at Kai Tak and Anderson Road Quarry for public housing development, partial development of the Fanling Golf Course and a number of brownfield clusters with housing development potential, the review of which has already been completed.

PHCP 2020-21 to 2024-25

4. According to the forecast of the Hong Kong Housing Authority (HA) as at September 2020, the estimated total public housing production of HA in the five-year period from 2020-21 to 2024-25 is about 95 200 units, comprising about 67 100 PRH/GSH units (about 71%) and about 28 100 other SSFs (about 29%). 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 26% in the Extended Urban District, with the remaining about 47% in the New Territories. For other SSFs, about 23% will be located in the Urban District and about 54% in the Extended Urban District, with the remaining about 23% 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 3 400 PRH units and about 2 800 SSFs (**Table 2** of **Annex 3**), the estimated total public housing production of HA and HKHS in the five-year period from 2020-21 to 2024-25 is about 101 300 units, comprising about 70 500 PRH/GSH units and about 30 800 other SSFs (**Table 3** of **Annex 3**).

Production Forecast for 2025-26 and Beyond

7. Forecast of housing production is subject to uncertainties. While the timetable of projects within the five-year period from 2020-21 to 2024-25 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 changes¹. Projects at consultation and planning stages are prone to more uncertainties. The Housing Department will continue to monitor the progress of each project closely through regular reviews. Monthly progress reports are submitted to the Building Committee of HA, which discusses and monitors the progress and gives suggestions on project enhancement.

8. For projects with completion dates scheduled for 2025-26 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

¹ Projects that cannot be completed in 2019-20 as a result of contract delay included Pak Tin Phases 7 and 8 (involving about 2 000 PRH units).

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 stakeholders when appropriate. For instance, HA has consulted District Councils on nine new public housing projects between October 2019 and September 2020 (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. These sites can provide more than 310 000 flats in total, 70% of which are for public housing. Yet, the majority of these sites are not “spade-ready”. Besides planning and consultation, depending on the condition of individual site, necessary processes such as statutory planning procedure, land resumption and clearance, reprovisioning of affected facilities, site formation and provision of infrastructure, etc. may be required before housing construction can proceed. The Government is striving to make progress in these processes. As at September 2020, 139 sites had been rezoned or allocated for housing development, which can produce some 198 100 flats, among which 154 400 flats (about 78%) are public housing.

10. About 80% of the public housing projects which HA has consulted District Councils in the past 10 years (2010-11 to 2019-20) are not “spade-ready”. 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, and have to face the above-mentioned challenges. 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 factors such as inclement weather and unforeseeable site constraints, etc., which may affect the project completion.

Meeting the Challenges and Measures to Increase Public Housing Supply

11. The Government will continue to implement LTHS, consummate the housing ladder, increase housing supply, make use of public housing resources effectively to help more households in Hong Kong to meet their housing goals. The Government will continue to spare no efforts in increasing the short, medium and long term housing supply.

Measures to increase land supply

12. The Chief Executive's 2020 Policy Address announced a series of new measures and provided updates regarding the existing measures for increasing land supply. They include, expediting the implementation of the Northern Link railway project to tie in with the population intake of the public housing development in Kwu Tung North New Development Area, and providing impetus for growth in the area covering San Tin, Ngau Tam Mei and Au Tau; pursuing Siu Ho Wan Depot Site topside development of the MTR Corporation Limited to provide about 20 000 residential units (of which around 50% will be SSFs); resuming and inviting HKHS to undertake the redevelopment of three urban squatter areas at Cha Kwo Ling, Ngau Chi Wan and Chuk Yuen United Village (to provide a total of about 6 300 public housing units); reviewing private land zoned for high-density housing development but without any specific development plan, of which the related work to assess whether any such land is suitable for public housing development is expected to complete by the end of 2020.

13. The government also launched a three-year Land Sharing Pilot Scheme in May 2020, where at least 70% of the increased domestic Gross Floor Area should be set aside for public housing or Starter Homes projects; and continue to adopt a multi-pronged approach to increase public housing land supply through land use review and rezoning, increasing development intensity, releasing brownfield sites and developing new development areas, etc.

14. In 2018, the Government re-allocated nine private housing sites at Kai Tak and Anderson Road Quarry for public housing. These sites are expected to provide some 11 000 flats, with 4 800 flats scheduled for completion in the coming five years. Meanwhile, a further increase of domestic plot ratio for public housing sites is 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, in order to optimise development potential of public housing sites to increase public housing supply in short and medium term.

Better utilisation of existing land resources

15. To better utilise identified and existing public housing sites, HA has been conducting reviews to examine the feasibility of making better use of vacant land, vacant school premises sites, public transport interchanges, sites with under-utilised Government, Institution and Community facilities within or in the vicinity of existing public housing estates for additional development. This approach optimises the development potential of existing estates and their neighbouring areas while providing an opportunity to explore the feasibility of enhancing the facilities in the estate. In the past five years, HA has built about 3 600 new public

housing units² through additional development approach, and we expect that about 7 600 public housing units³ will be provided through such an approach in the coming five years. HA will continue with these efforts.

16. After a comprehensive structural investigation of the building condition of Shek Lei Interim Housing, HA considered that it would not be cost-effective to maintain the buildings beyond 2022. The Strategic Planning Committee of HA has decided to clear the interim housing together with the adjoining ex-primary school in late 2022 for public housing development. It is estimated that the redevelopment will be completed in 2028. Subject to approval for relaxation of relevant planning restrictions, about 1 600 units are expected to be provided.

17. Regarding the proposal in last year's Policy Address to explore the feasibility of redeveloping six factory estates of HA for public housing use, the preliminary findings of HA's study indicate that three of the sites can be used for public housing development. HA expects to complete the necessary studies in the first quarter of 2021, and will conduct rezoning procedures in accordance with the Town Planning Ordinance. It is estimated that a total of over 3 000 public housing units will be provided in 2031.

Improving construction technologies and workflow

18. For better utilisation of resources to meet a huge demand for public housing production, HA has been making use of innovative construction technologies to improve the workflow of housing construction and enhance on-site productivity. For instance, HA has been using precast concrete components for housing construction, from planar precast components like precast façade in the early years to volumetric precast components including volumetric precast bathrooms and kitchens in recent years. To further enhance on-site productivity, HA has adopted semi-precast corridor and flat slabs with pre-installed concealed conduits, internal structural wall with pre-installed conduit and precast lift shafts with pre-installed brackets for lift guide rails in typical floor.

19. To ascertain the edge of Modular Integrated Construction (MiC) over the precast concrete construction, which has been adopted over the past decades in public housing construction, before its mass application, HA has selected a 12-

² The public housing projects completed through additional development approach in the past five years include Ching Chun Court at Cheung Ching Estate, Mei Ying Court at Mei Tin Estate, Shun Lai House at Yau Lai Estate, Sau Yun House at Sau Mau Ping Estate, Sheung Man Court at Tai Wo Hau Estate, Fu Fai House at Fu Shan Estate and Yue Chun House at Yue Wan Estate.

³ The public housing projects to be completed through additional development approach in the coming five years include Choi Wing Road project at Choi Fook Estate, Near Lai King Hill Road project at Lai King Estate, Lai Cho Road project at Lai Yiu Estate, Ching Hong Road North (Phases 1 and 2) project at Cheung Ching Estate, Fanling Area 36 (Phase 4) project at Ching Ho Estate, Tuen Mun Area 29 (West) project at Leung King Estate and Hang Tai Road (Phase 2) at Yan On Estate.

storey domestic block comprising 240 units in the “Public Housing Development at Tung Chung Area 99” as a pilot project, which is scheduled for commencement in 2021 and completion in 2024. In addition, a mock-up to examine the fabrication, installation, and the buildability of the most critical connections of the MiC modules for modular flats started in the third quarter of 2020 and will be completed by the end of 2020. The findings of the mock-up will be incorporated into the statutory design submissions and tender of the coming MiC pilot project.

20. Moreover, HA has streamlined on-site communication and workflow through the application of innovative technologies, such as using mobile applications for site supervision of new developments, in order to improve work efficiency and site safety. HA has recently enhanced its procurement policies to encourage the use of robotic technology in the process of public housing construction, thereby further enhancing the quality and productivity of our construction works.

21. 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 “Construction Industry Collaborative Training Scheme”, to mitigate the impact of labour shortage.

22. 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 optimise the use of every site through site-specific design. To increase public housing production, where planning and infrastructure permit and where environmental quality will not be compromised to an unacceptable extent, HA will submit planning applications to the Town Planning Board for relaxation of plot ratios and building height restrictions of public housing sites. The relevant technical requirements and degree of difficulty vary with conditions of each site. HA will continue to explore different means to overcome the difficulties to boost housing supply.

23. Members are invited to note the paper.

**Hong Kong Housing Authority's Public Rental Housing (PRH) /
Green Form Subsidised Home Ownership Scheme (GSH)
and Other Subsidised Sale Flats (Other SSFs) Production (2020-21 to 2024-25)**

(According to the Housing Construction Programme of September 2020)

PRH/GSH

Year of Completion/ District	Sub-district	PRH / GSH Project	Planned Flat Number	Planned Flat Number By Sub-district
2020-21				
Urban	Eastern	Wing Tai Road	800	800
	Kwun Tong	Choi Wing Road	1 100	1 100
	Sham Shui Po	Northwest Kowloon Reclamation Site 6 Phase 1	900	5 400
		Northwest Kowloon Reclamation Site 6 Phase 2	1 400	
		Pak Tin Phase 7	1 000	
		Pak Tin Phase 8	1 000	
	Pak Tin Phase 11	1 100		
New Territories	Tai Po	Chung Nga Road East	700	700
			Sub-total	8 000
2021-22				
Urban	Eastern	Chai Wan Road#*	828	828
	Sham Shui Po	Northwest Kowloon Reclamation Site 6 Phase 3	1 000	1 000
	Wong Tai Sin	Diamond Hill Phase 1	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	21 700

Year of Completion/ District	Sub-district	PRH / GSH Project	Planned Flat Number	Planned Flat Number By Sub-district
2022-23				
Extended Urban	Kwai Tsing	Tsing Hung Road#*	2 868	3 700
		Lai Cho Road	800	
New Territories	Tai Po	Tai Po Area 9	6 700	6 700
			Sub-total	10 400
2023-24				
Urban	Kwun Tong	Lei Yue Mun Phase 4	1 000	1 000
	Sham Shui Po	Pak Tin Phase 10	900	900
	Wong Tai Sin	Diamond Hill Phase 2	2 100	2 100
Extended Urban	Kwai Tsing	Ching Hong Road North Phase 1	900	1 500
		Ching Hong Road North Phase 2	600	
	Islands	Tung Chung Area 99	4 800	10 000
		Tung Chung Area 100	5 200	
New Territories	Tuen Mun	Hin Fat Lane	1 000	2 600
		Tuen Mun Area 29 (West)	1 000	
		Yip Wong Road Phase 1	600	
	North	Fanling Area 36 Phase 4	800	800
			Sub-total	18 900
2024-25				
Urban	Kwun Tong	Lei Yue Mun Phase 4	1 000	1 000
	Sham Shui Po	Northwest Kowloon Reclamation Site 1 (East)	2 600	2 600
Extended Urban	Sha Tin	Hang Tai Road Phase 2	1 900	1 900
New Territories	Tuen Mun	Yip Wong Road Phase 2	2 700	2 700
			Sub-total	8 100
			Total	67 100

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.

GSH Projects

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

Other SSFs

Year of Completion/ District	Sub-district	Other SSFs Project	Planned Flat Number	Planned Flat Number By Sub-district
2020-21				
Urban	Sham Shui Po	Fat Tseung Street West*	814	814
Extended Urban	Sha Tin	Au Pui Wan Street*	830	1 565
		Hang Kin Street*	735	
	Sai Kung	Tseung Kwan O Area 65C2 Phase 1*	1 395	1 395
	Islands	Tung Chung Area 27*	1 226	1 226
			Sub-total	5 000
2021-22				
Extended Urban	Islands	Tung Chung Area 54	3 300	3 300
New Territories	North	Queen's Hill Phase 3*	3 222	3 222
			Sub-total	6 500
2022-23				
Urban	Wong Tai Sin	Diamond Hill Phase 3*	940	940
Extended Urban	Sha Tin	Ma On Shan Road*	2 079	2 600
		On Muk Street Phase 1	500	
			Sub-total	3 600
2023-24				
Urban	Eastern	Java Road	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	600	
			Sub-total	5 100
2024-25				
Urban	Kowloon City	Kai Tak Site 2B6	2 000	2 000
Extended Urban	Sai Kung	Anderson Road Quarry Site R2-5	1 100	2 500
		Anderson Road Quarry Site R2-8	1 400	
New Territories	Tuen Mun	Hang Fu Street	500	500
	Yuen Long	Long Bin Phase 1	2 800	2 800
			Sub-total	7 900
			Total	28 100

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.

* 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 (2020-21 to 2024-25)

(According to the Housing Construction Programme of September 2020)

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)	
2020-21					
Urban	800	2 000	2 800	1 800	8 000
New Territories	100	300	200	0	
Sub-total	900	2 300	3 000	1 800	
2021-22					
Urban #1	300	1 500	900	200	21 700
Extended Urban	0	300	200	0	
New Territories	3 300	6 200	5 200	3 600	
Sub-total	3 600	7 900	6 400	3 800	
2022-23					
Extended Urban #2	700	1 700	800	600	10 400
New Territories	1 200	2 800	1 400	1 300	
Sub-total	1 900	4 500	2 100	1 900	
2023-24					
Urban	500	1 500	1 000	1 000	18 900
Extended Urban	1 300	3 700	3 900	2 500	
New Territories	500	1 600	900	300	
Sub-total	2 400	6 800	5 900	3 800	
2024-25					
Urban	400	1 200	1 500	400	8 100
Extended Urban	300	800	500	300	
New Territories	200	1 300	900	300	
Sub-total	1 000	3 200	2 900	1 100	
Total (2020-21 to 2024-25)	9 700 (15%)	24 700 (37%)	20 300 (30%)	12 400 (18%)	67 100 (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) (2020-21 to 2024-25)**

(According to the forecast as at September 2020)

Table 1: Public Housing Production of HA's Housing Construction Programme (2020-21 to 2024-25)

	2020-21	2021-22	2022-23	2023-24	2024-25	Total
PRH/GSH	8 000	21 700	10 400	18 900	8 100	67 100
Other SSFs	5 000	6 500	3 600	5 100	7 900	28 100
Total	13 000	28 200	13 900	24 000	16 000	95 200

Table 2: Public Housing Production of HKHS (2020-21 to 2024-25)

	2020-21	2021-22	2022-23	2023-24	2024-25	Total
PRH	1 000	-	300	1 400	700	3 400
SSFs	-	-	-	700	2 100	2 800
Total	1 000	-	300	2 100	2 800	6 200

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)
2016-17 to 2020-21	80 800 (63 000 + 17 800)	2 700 (1 100 + 1 600)	83 600 (64 100 + 19 500)
2017-18 to 2021-22	94 800 (73 400 + 21 300)	2 600 (1 000 + 1 600)	97 400 (74 400 + 23 000)
2018-19 to 2022-23	95 100 (70 400 + 24 700)	2 900 (1 300 + 1 600)	98 000 (71 700 + 26 300)
2019-20 to 2023-24	92 200 (69 100 + 23 200)	5 000 (2 700 + 2 300)	97 300 (71 800 + 25 500)
2020-21 to 2024-25	95 200 (67 100 + 28 100)	6 200 (3 400 + 2 800)	101 300 (70 500 + 30 800)

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

Hong Kong Housing Authority's Public Housing Projects which District Councils have been consulted between October 2019 and September 2020

District Council	Site Location	Estimated Flat Number (Approximate)
Islands	Tung Chung Area 103 and Tung Chung Area 109	3 200
Wong Tai Sin	Redevelopment of Mei Tung Estate	2 800
Yuen Long	Kam Sheung Road Sites 1, 4A and 6	9 000
Kwun Tong	Tak Tin Street and Ping Tin Street	900
Tuen Mun	East of Tuen Hing Road	2 700

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.

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