

S16 PLANNING APPLICATION
APPROVED FANLING/SHEUNG SHUI OUTLINE ZONING PLAN
NO. S/FSS/28

**Proposed Minor Relaxation of Maximum
Total Plot Ratio and Building Height
Restriction for Planned Public Housing
Development at Po Shek Wu Road, Sheung
Shui**

SUPPORTING PLANNING STATEMENT

July 2024

Executive Summary

The Planning Application is submitted by the Hong Kong Housing Authority (HA) as the project proponent to seek approval from the Town Planning Board (TPB) under Section 16 of the Town Planning Ordinance for minor relaxation of maximum total Plot Ratio (PR) from 7.0 to 7.5 (+ around 7.1%) and building height restriction (BHR) from 130mPD to 149mPD (+around 14.6%) for the public housing development at Po Shek Wu Road, Sheung Shui, New Territories (the Application Site). With the proposed increase in development intensity, the flat production will be increased from 1,739 flats to 1,904 flats (+165 flats or + about 9.5%).

The Application Site falls within an area zoned “Residential (Group A)5” (“R(A)5”) under the Approved Fanling/Sheung Shui Outline Zoning Plan No. S/FSS/28 (the OZP), subject to a maximum total PR of 7.0 and BHR of 130mPD.

Given the shortage of land for public housing development, the Government has been adopting a multi-pronged approach in increasing public housing land supply, including optimisation of public housing sites where technical feasibility permits. The Planning Application is in line with Government’s initiative announced in December 2018 on “Enhancement of the Development Intensity of Public Housing Sites” to increase the maximum domestic PR of the public housing sites in New Towns by up to 30% as appropriate where their technical feasibility permits.

Moreover, in response to the 2020 Policy Address, social welfare facilities equivalent to about 5% of the total attainable domestic Gross Floor Area (GFA) are reserved. As such, HA proposes to increase the maximum total PR of the Application Site from 7.0 to 7.5 and increase the BHR from 130mPD to 149mPD with a view to optimising the use of the public housing land. The development proposal comprises of two housing blocks providing about 1,904 public housing flats, i.e. an increase of 165 flats (+about 9.5%), as well as a four-storey podium with shops, kindergarten, welfare facilities and post office.

The proposed minor relaxation of maximum total PR and BHR is in line with Government’s policy on optimisation of public housing sites, meets acute demand for public housing and addresses the space shortfall of the welfare sector while taking into account the site constraints. Relevant technical assessments have indicated that the proposed minor relaxation will not generate any insurmountable impacts in visual, landscape, air ventilation, traffic, sewerage and environmental aspects.

In view of the above, the TPB is sincerely requested to give favourable consideration to the proposed minor relaxation of maximum total PR and BHR of the Application Site.

行政摘要

(聲明：此中文譯本僅供參考，如中文譯本和英文原文有差異時，應以英文原文為準。)

本規劃申請是由香港房屋委員會（下稱「房委會」）向城市規劃委員會（下稱「城規會」）提出，旨在根據《城市規劃條例》第16條，向城規會申請規劃許可，略為放寬於上水寶石湖路公營房屋發展計劃（下稱「申請地盤」）的最高總地積比率由7.0倍增加至7.5倍（+約7.1%），建築物高度限制由主水平基準上130米增加至149米（+約14.6%）。擬議增加的發展密度，房屋供應會由1,739 個單位增加至1,904 個單位（增加165個公營房屋單位或增加約9.5%）。

申請地盤位於《粉嶺／上水分區計劃大綱核准圖編號S/FSS/28》（下簡稱「大綱圖」）上的「住宅（甲類）5」地帶內，受限於最高總地積比率7.0倍，以及建築物高度限制的主水平基準以上130米。

有見公營房屋用地短缺，政府一直採取多管齊下的措施以增加公營房屋土地供應，包括在技術可行的情況下善用個別公營房屋地盤增加發展的可行性。本規劃申請配合2018年12月政府公布的「提升公營房屋用地的發展密度」政策，旨在技術可行的情況下可適度提高在新市鎮的最高住宅地積比率約三成。

另外，為配合《2020年施政報告》的建議，擬議的發展預留了等同約 5% 總住用樓面面積的處所作社福用途。房委會建議申請地盤的總地積比率由7.0倍增加至7.5倍，並增加建築物高度限制由主水平基準上130米增至149米，以更有效運用土地資源。擬議發展包括興建2幢住宅大廈，提供約1,904個公營房屋單位，即增加165個單位（+約 9.5%），以及四層高設有商業、幼稚園、社福設施、郵局等的基座平台。

擬議略為放寬總地積比率及建築物高度限制符合政府政策，在地盤限制下善用土地資源及應付公營房屋和社福設施的殷切需求。各項技術評估顯示擬議發展不會在視覺、景觀、空氣流通、交通、排污及環境方面構成不可克服的影響。

基於以上各點，懇請城規會從優考慮略為放寬申請地盤的最高總地積比率及建築物高度限制。

TABLE OF CONTENTS

EXECUTIVE SUMMARY

1. INTRODUCTION.....	4
2. SITE CONTEXT.....	4
3. DEVELOPMENT PROPOSAL.....	6
4. JUSTIFICATIONS AND PLANNING MERITS	9
5. CONCLUSION.....	13

LIST OF TABLES

Table 1	Comparison between the Current Scheme and Proposed Scheme
Table 2	Key Development Parameters of the Proposed Scheme

LIST OF FIGURES

Figure 1	Location Plan
Figure 2	Layout Plan
Figure 3	Schematic Site Section
Figure 4	Landscape Master Plan (Overall)
Figure 5	Landscape Master Plan (Ground Floor)
Figure 6	Landscape Master Plan (1/F)
Figure 7	Landscape Master Plan (2/F)
Figure 8	Landscape Master Plan (Podium)
Figure 9	Local Open Space – Ground Floor
Figure 10	Local Open Space – 2/F
Figure 11	Local Open Space – 3/F

LIST OF APPENDICES

Appendix 1	Visual Appraisal
Appendix 2	Air Ventilation Assessment
Appendix 3	Traffic Review
Appendix 4	Sewerage Impact Assessment
Appendix 5	Environmental Assessment Study

1. INTRODUCTION

- 1.1. This planning application seeks the Town Planning Board (TPB)'s approval under Section 16 of the Town Planning Ordinance for the proposed minor relaxation of maximum total Plot Ratio (PR) from 7.0 to 7.5 and building height restriction (BHR) from 130mPD to 149mPD for the proposed public housing development (the Proposed Development) at Po Shek Wu Road, Sheung Shui, New Territories (**Figure 1**) (the Application Site).

2. SITE CONTEXT

Planning Context

- 2.1. The Application Site, with a gross area of about 1.38 ha, is located at the junction of Po Shek Wu Road and San Wan Road and currently zoned as "Residential (Group A)5" ("R(A)5") on the Approved Fanling/Sheung Shui Outline Zoning Plan No. S/FSS/28 (the OZP) (**Figure 1** refers). It was rezoned from "Open Space" ("O") to "R(A)5" for public housing development, subject to a maximum total PR of 7.0 and BHR of 130mPD. 'Flat', 'Social Welfare Facility' and 'Government Use' uses are Column 1 uses which are always permitted while 'Eating Place' and 'Shop and Services' uses are always permitted on the lowest three floors under "R(A)5" zone. The planning brief was approved in June 2019.
- 2.2. The Executive Council agreed in December 2018 that for sites located in Density Zones 2 and 3 of the Main Urban Areas and Density Zones 1, 2 and 3 of New Towns, the maximum domestic PR of the public housing sites will be allowed to increase beyond the then +20% cap by up to +30% where their technical feasibility permits. In pursuit of the policy of "Enhancement of the Development Intensity of Public Housing Sites", the intensification feasibility of public housing development at the Application Site, under Density Zone 1 of the New Towns where the maximum domestic PR is allowed to be increased up to 6.5, has been reviewed.
- 2.3. In addition, in helping to address the space shortfall of the welfare sector, the 2020 Policy Address has recommended HA to explore in the future public housing projects so that a gross floor area (GFA) equivalent to about 5% attainable domestic GFA can

be set aside for the provision of social welfare facilities. Without affecting the flat production of the project, social welfare facilities equivalent to about 5% of the total attainable domestic GFA will be provided in the Application Site subject to Social Welfare Department (SWD)'s confirmation on funding and detailed design to accommodate the welfare facilities. Having reviewed the intensification feasibility of the Application Site, it is proposed to increase the flat production and welfare facilities provision through minor relaxation of the maximum total PR from 7.0 to 7.5 and BHR from 130mPD to 149mPD. According to the OZP, based on the individual merits of the development proposal, minor relaxation of the PR and BHR may be considered by the TPB on application under Section 16 of the Town Planning Ordinance.

Surrounding Land Uses

- 2.4. The Application Site is located at the junction of Po Shek Wu Road and San Wan Road, to the northwest of the centre of Sheung Shui New Town and is within 500m from the Sheung Shui MTR Station (**Figure 1**). The site is bounded by Po Shek Wu Road to the northwest, San Wan Road and East Rail to the southwest and a cul-de-sac to the southeast. To its northeast and east are the Shek Wu Hui Jockey Club Playground and the Sheung Shui Cycling Hub respectively, with a cycling track running along the site. To its south and southwest across San Wan Road and the East Rail Line is the existing residential areas including Po Shek Wu Estate (Building Height (BH) of 114mPD), Choi Po Court (BH of 100mPD) and Choi Yuen Estate (BH of 85mPD). To its southwest across East Rail is the planned public housing site, Sheung Shui Areas 4 and 30 Site 1 (approved BH of 144mPD). To its west across Po Shek Wu Road is another planned public housing site, Sheung Shui Areas 4 and 30 Site 2 (approved BH of 149mPD).

3. DEVELOPMENT PROPOSAL

Proposed Scheme

- 3.1. The Proposed Scheme adopts a maximum BH not exceeding 149mPD and a maximum PR of 7.5, of which PR of 6.5 and 1.0 are for domestic and non-domestic portions respectively. The Proposed Scheme would provide about 1,904 flats with a design population of about 5,332 persons, which are subject to detailed design. The differences in key parameters of the Proposed Scheme as compared against the Current Scheme which is an OZP compliance scheme are summarized in **Table 1** below.

Table 1 Comparison between the Current Scheme and Proposed Scheme

Development Parameters	Current Scheme* [A]	Proposed Scheme [B]	Difference [B] – [A]
Maximum Total PR	Overall 7.0 Domestic: 6.0 Non-domestic: 1.0	Overall: 7.5 Domestic: 6.5 Non-domestic: 1.0	Overall: +0.5 (+7.1%) Domestic: +0.5 (+8.3%) Non-domestic: 0 (0%)
Maximum Building Height (main roof level)	Not exceeding +130mPD	Not exceeding +149mPD	+19m (14.6%)
Flat Production	About 1,739	About 1,904	+165 (+9.5%)

* Current Scheme is an OZP compliance scheme

- 3.2. The Site consists of two housing blocks (40 to 41 domestic storeys and 1 refuge floor) on podium (4 storeys including a podium garden) providing social welfare, communal, retail and associated ancillary facilities and a post office. Not less than 5,332 m² local open space in accordance with the Hong Kong Planning Standards and Guidelines (HKPSG) requirement of 1 m² per person will be provided. A kindergarten, podium gardens and recreational facilities including one table tennis table and communal play area will also be provided in the public housing development. A set of schematic drawings illustrating the layout and design of the Proposed Scheme are provided in **Figures 2 to 11**.
- 3.3. The key development parameters of the Proposed Scheme are summarized in **Table 2** below.

Table 2 Key Development Parameters of the Proposed Scheme

Development Parameters	Proposed Scheme
Site Area¹	
- Gross Site Area [ha]	About 1.38
- Net Site Area [ha]	About 1.38
Maximum PR	
- Overall	7.5
- Domestic	6.5
- Non-domestic	1.0
Maximum GFA¹	103,500 m ²
Maximum Building Height (main roof level)	+149mPD
No. of Storey of Housing Blocks	Block A: 40 +1 storeys Block B: 41 +1 storeys
Flat Production	1,904
Design population²	About 5,332
Site Coverage³ (<15m)	Non Domestic: About 70%
(≥15m)	Non Domestic: About 3.5% Domestic: About 35%
Green Coverage (% of Gross Site Area)	At least 20%
Education Facilities	
Kindergarten	One (6-classroom)
Recreation Facilities	
Local Open Space	Not less than 5,332 m ²
Children Play Area	Not less than 427 m ²
Table Tennis Table	1
Social Welfare Facilities⁴	(about 4,500 m ² GFA) equivalent to about 5 % of attainable domestic GFA and subject to change as per SWD's request at detailed design stage.
Retail and Commercial (R&C) Facilities	About 1,800 m ²
Parking Facilities⁴⁵	
Car Parking Space (Domestic)	147
Car Parking Space (Visitors)	10
Car Parking Space (R&C)	15
Car Parking Space (Kindergarten)	1

Development Parameters	Proposed Scheme
Motorcycle Parking Space	18
Private Light Bus Parking Space (Welfare)	2
Loading/Unloading (L/UL) Bay (Domestic)	4
L/UL (R&C)	4
Bicycle Parking Space (Domestic)	167
L/UL Bay (Welfare & Kindergarten)	1
L/UL Bay (Post Office)	1
Pedestrian Connection	
Footbridge	3 nos. For connections to 1) Po Shek Wu Estate 2) Sheung Shui Areas 4 and 30 Site 2; and 3) existing footbridge system

Note-

- 1 Subject to detailed survey
- 2 Based on average household size of 2.8 persons per flat.
- 3 Subject to detailed design
- 4 In accordance with the OZP No. S/FSS/28, any floor space that is constructed or intended for use solely as ancillary parking facilities as well as public vehicle parks, public transport facilities and Government, institution or community facilities, as required by the Government are exempted from PR/GFA calculation.
- 5 All parking provisions have been agreed with TD.

Implementation Programme

- 3.4. Construction works of the Application Site is scheduled to be commenced by HA in 2024/25 for planned building completion in 2029/30 tentatively.

4. JUSTIFICATIONS AND PLANNING MERITS

In line with Government's Policy on Optimisation of Public Housing Sites

- 4.1. The Executive Council approved in December 2018 the policy on "Enhancement of the Development Intensity of Public Housing Sites". For sites located in Density Zones 2 and 3 of the Main Urban Areas and Density Zones 1, 2 and 3 of New Towns, the maximum domestic PR of the public housing will be allowed to increase up to 30% (versus by up to 20% as announced in the 2014 Policy Address) where their technical feasibility permits. In line with this policy, the maximum domestic PR for the Application Site, which is under Density Zone 1 of the New Towns, is allowed to be increased from 6 to 6.5. Together with a kindergarten, a post office, retail facilities and other ancillary facilities, minor relaxation of maximum total PR from 7.0 to 7.5 and BHR from 130mPD to 149mPD are therefore proposed.

In line with Government's Policy to Address the Space Shortfall of the Welfare Sector

- 4.2. The 2020 Policy Address has recommended inviting HA to explore setting aside a GFA equivalent to about 5% of attainable domestic GFA in the future public housing projects for the provision of welfare facilities to address the space shortfall of the welfare sector. In response to the 5% initiative, social welfare facilities of about 4,500m² equivalent to about 5% of the total attainable domestic GFA will be provided as per SWD's advice and subject to SWD's confirmation on funding and detailed design to accommodate the welfare facilities.

Meet Acute Demand for Public Housing

- 4.3. Under the Long Term Housing Strategy Annual Progress 2023, the split ratio of public / private housing of 70:30 is adopted continuously, and supply target for public housing is 308,000 for the ten year from 2024/25 to 2033/34. As in the first quarter of 2024, the average waiting time for general applicants was 5.7 years. This application would

increase the public housing production, which is in line with the Government's policy to better utilize land resources in order to meet the imminent housing need.

Optimise Development Potential and Minimise Implications of Building Height with Site Constraints

- 4.4. The disposition and layout of the housing blocks have been specifically designed in response to site constraints and opportunities to optimise development potential of the Application Site as far as practical, while addressing various environmental and technical aspects in minimizing their impacts.
- 4.5. A minimum of 15m-wide building gap is proposed to maintain desirable wind environment through the site and to provide visual corridors for the neighbourhood. Also, the residential blocks are positioned away from Po Shek Wu Road, San Wan Road and the East Rail to minimise noise impact to the residents.
- 4.6. With consideration of the aforementioned physical constraints, two residential blocks with 40 and 41 domestic storeys and 1 refuge floor on top of a four-storey podium consisting of kindergarten, post office, retail facilities, associated ancillary facilities as well as ancillary parking and welfare facilities are proposed. The proposed BH are increased from 130mPD to 149mPD.

Compatible with Surrounding Development Context

- 4.7. The proposed maximum PR of 7.5 with a maximum BH of 149mPD is compatible with the high-rise public housing developments in the vicinity (**Figure 1**), the planned Sheung Shui Areas 4 and 30 Sites 1 and 2 across Po Shek Wu Road (approved BH of 144mPD and 149mPD) as well as the existing Po Shek Wu Estate (BH of 114mPD) as demonstrated in the Visual Appraisal (VA) (**Appendix 1**).

No Adverse Visual, Landscape, Air Ventilation and Technical Implications

No Adverse Impact on Visual Aspect

- 4.8. The proposed BH and the building mass of the Proposed Scheme is compatible with high-rise residential development (such as Po Shek Wu Estate, Choi Po Court and Choi Yuen Estate as well as the planned public housing development at Sheung Shui Areas

4 and 30 Sites 1 and 2 sites) in the vicinity. The Proposed Scheme is visually compatible with the surroundings. As demonstrated in the Visual Appraisal (**Appendix 1** refers), a total of six viewpoints are selected pursuant to the requirements in the Town Planning Board Guidelines, TPB PG-No. 41. The proposed revision in building mass and height comparing to the Current Scheme is considered slight and is unlikely to cause any significant adverse visual impact, which received no adverse comments from the Urban Design & Landscape Section of Planning Department.

No Adverse Impact on Air Ventilation Aspect

4.9. An AVA (**Appendix 2** refers) has been conducted to assess the ventilation performance of the Baseline Scheme and Proposed Scheme. To maintain and enhance the wind performance of the Proposed Scheme, the following wind enhancement features have been adopted -

- preserve 15m full height air path between Block A and B;
- provide a permeable podium design;
- provide a 7m G/F empty bay;
- provide a naturally ventilated carpark;
- provide building setback of about 11m from northeastern site boundary;
- provide podium setback of about 16m from southwestern site boundary; and
- provide tower setback of about 25m from southwestern site boundary.

4.10. Overall, the wind environment would be similar under Proposed and Baseline Scheme with a slight enhancement in performance under annual condition in Proposed Scheme. Under annual condition, the prevailing wind is mainly from eastern quadrant direction. A taller building height under Proposed Scheme would enhance the ventilation performance at upwind surroundings due to increased downwashing of prevailing wind on to the street level by the E/ESE/ENE facing facade. The permeable carpark and podium design would help to maintain the wind environment at leeward region. Under summer condition, prevailing wind is from the south-western quadrant direction, an overall calmer wind environment is observed under both schemes as the wind environment would be generally dominated by the relatively dense mid-rise windward surrounding environment. Similar to that of annual condition, a taller building height under Proposed Scheme would enhance the ventilation performance at upwind surrounding such as San Wan Road. While a wind shadow could be cast to the northeast

of the Development, the increased building setbacks, a permeable podium and naturally ventilated carpark would help to alleviate the situation.

No Adverse Impact on Traffic Aspect

- 4.11. The result of the updated Traffic Review (TR) indicated that the proposal will have no insurmountable traffic impact. Car parking and loading/unloading facilities are provided with reference to the HKPSG requirements, parking demand in the district, and to the satisfaction of Transport Department (TD). Please refer to the TR as accepted by TD at **Appendix 3** for details.

No Adverse Impact on Sewerage Aspect

- 4.12. Sewerage Impact Assessment (SIA) (**Appendix 4** refers) has been conducted and the study findings concluded that there is no adverse impact on the sewerage system due to the public housing development at the Application Site.

No Adverse Impact on Environmental Aspect

- 4.13. An Environmental Assessment Study (EAS) has been conducted for the public housing development to evaluate and address the potential road traffic noise, rail noise, fixed noise sources, air quality and land contamination impacts (**Appendix 5** refers). The EAS has concluded that the public housing development will have no insurmountable impact with proper building layout, design and mitigation measures to be incorporated in the development.

5. CONCLUSION

- 5.1. This Application is submitted under Section 16 of the Town Planning Ordinance for the proposed minor relaxation of maximum total PR from 7.0 to 7.5 and BHR from 130mPD to 149mPD for public housing development at Po Shek Wu Road. The Proposed Scheme is in line with the Government's initiative on optimising the intensification feasibility of public housing sites with a view to meeting the pressing demand for affordable housing and providing social welfare facilities equivalent to about 5% of the total attainable domestic GFA.

- 5.2. The development is also in line with the planning intention of the “R(A)5” zone and compatible with the surrounding developments. The proposed BHR of 149mPD is optimised taking in consideration the site constraints and it is compatible with the surrounding area. As demonstrated in the technical assessments, the proposal will have no insurmountable impact on visual, landscape, air ventilation, traffic, sewerage and environmental aspects.
- 5.3. In view of the above, the TPB is sincerely requested to give favourable consideration on the proposed minor relaxation of maximum total PR and BHR of the Application Site.

