

S16 PLANNING APPLICATION  
APPROVED YUEN LONG OZP NO. S/YL/27

**Proposed Minor Relaxation of Plot Ratio  
and Building Height Restriction for  
Permitted Public Housing Development at  
Shap Pat Heung Road, Yuen Long**

**SUPPORTING PLANNING STATEMENT**

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**January 2024**

## **Executive Summary**

This Planning Application is submitted by the Hong Kong Housing Authority (HKHA) to seek approval from the Town Planning Board (TPB) under Section 16 of the Town Planning Ordinance for minor relaxation of the planning restrictions for public housing development at Shap Pat Heung Road, Yuen Long (**the Application Site**). The Application Site is zoned “Residential (Group A)1” (“R(A)1”) on the approved Yuen Long Outline Zoning Plan No. S/YL/27 (the OZP). It is subject to a maximum domestic Plot Ratio (PR) of 5.0 or a maximum non-domestic PR 9.5 (under composite formula) with Building Height Restriction (BHR) of 25 storeys excluding basement(s) under the OZP.

Given the shortage of land for public housing development, the Government announced on 13 May 2021 that the subject private land parcel (the Application Site) zoned for high-density housing development in the statutory OZP, would be resumed under the Lands Resumption Ordinance (Cap. 124) for subsidized housing, which was one of the measures announced by the Chief Executive in the 2019 Policy Address to intensify Government-led planning and land resumption efforts. In line with the 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 Density Zones 1, 2 and 3 of the New Towns by up to 30% as appropriate where their technical feasibility permits, the HKHA proposes to increase the maximum domestic PR of 5.0 to 6.5 (+30%) plus a non-domestic PR of 0.7, and the maximum BHR from 25 storeys (excluding basement(s)) to 40 storeys (excluding basement(s)) for the Application Site. With the proposed increase in development intensity and building height, the Application Site is able to produce about 944 public housing flats, representing an increase of about 244 flats (about +35%)

In response to the welfare initiatives announced in 2020 Policy Address to provide a floor area equivalent to about 5% of the total attainable domestic GFA for welfare facilities, a Centre of Home Care Services Centre (HCS) for Frail Elderly Persons and a Halfway House (HWH) are proposed at the public housing development.

The proposed minor relaxation of maximum domestic PR and BHR is in line with Government’s policy on increasing of public housing supply to cater for the acute demand for public housing by optimizing the development potential of the site. Besides, the proposal can also provide more welfare facilities to serve the community. The proposal will not generate any insurmountable impacts to the surrounding area in visual, landscape, air ventilation, traffic, drainage, water supply, sewerage and environmental aspects.

In view of the above, for the Application Site, the TPB is requested to give favorable consideration on the proposed minor relaxation of the planning controls to the maximum overall PR up to 7.2 (i.e. maximum domestic PR of 6.5 plus non-domestic PR of 0.7) and the maximum BHR up to 40 storeys

(excluding basement(s)).

## 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」）根據《城市規劃條例》第16條向城市規劃委員會（下稱「城規會」）申請略為放寬元朗十八鄉路公營房屋發展（下稱「申請地盤」）的規劃限制。申請地盤位於《元朗分區計劃大綱核准圖編號 S / YL / 27》上的「住宅（甲類）1」地帶內，受限於最高住用地積比率5倍或最高非住用地積比率9.5倍(以綜合用途計算程式計算)及建築物高度限於25層（不包括地庫）。

鑑於公營房屋用地短缺，政府於2021年5月13日公布，將會根據《收回土地條例》（第124章），收回在法定分區計劃大綱圖上已規劃作高密度房屋發展的上述私人地塊(即本申請地盤)，作資助房屋用途。該收地建議為行政長官在2019年《施政報告》宣布的其中一項加強政府主導規劃及收地工作的措施。為配合2018年12月政府公布的「提升公營房屋用地的發展密度」政策，在技術可行的情況下可適度放寬新市鎮住宅發展密度第1區、第2區及第3區的最高住用地積比率最多三成，房委會故此建議申請地盤的最高住用地積比率5.0倍增加至6.5倍（+30%）及非住用地積比率0.7倍，和放寬建築物高度限制由25層（不包括地庫）至40層（不包括地庫）。申請地盤在擬議增加的發展密度和高度下將可提供約944個公營房屋單位即額外增加約244個單位（約+35%）。

為配合《二零二零年施政報告》所公布有關福利倡議預留相當於約百分之五住用樓面面積用作社福設施，擬議公營房屋發展將包括一間體弱長者家居照顧服務隊處所以及一間中途宿舍。

擬議略為放寬的最高住用地積比率及建築物高度限制符合政府政策，以善用地盤發展潛力提升公營房屋供應以應付公營房屋的殷切需求。除此之外，擬議發展亦可為社區提供更多社福設施。有關建議不會對周邊地區在視覺、園境、空氣流通、交通、排水、供水、排污及環境方面構成無法克服的影響。

基於以上各點，懇請城規會從優考慮略為放寬申請地盤的規劃限制至最高總地積比率7.2倍(即最高住用地積比率6.5倍及非住用地積比率0.7倍)和最高建築物高度限制至40層（不包括地庫）。

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## 1. INTRODUCTION

- 1.1. This application seeks the Town Planning Board (TPB)'s permission under Section 16 of the Town Planning Ordinance (TPO) for the proposed minor relaxation of the maximum Plot Ratio ("PR") and Building Height Restriction ("BHR") for the proposed public housing development at Shap Pat Heung Road, Yuen Long (the Application Site) (**Plan 1**). The site is currently subject to the maximum domestic PR of 5.0 or maximum non-domestic PR of 9.5 (under composite formula) with the BHR of 25 storeys excluding basement(s). It is proposed to increase the overall PR up to 7.2 (i.e. maximum domestic PR of 6.5 plus a non-domestic PR of 0.7) and the maximum BHR up to 40 storeys (excluding basement(s)).

## 2. SITE CONTEXT

### **Background**

- 2.1. As one of the measures announced by the Chief Executive (CE) in the 2019 Policy Address to intensify Government-led planning and land resumption effort, the Government announced on 13 May 2021 that private land within three land parcels zoned for high-density housing development in the relevant statutory outline zoning plans (OZPs) would be resumed under the Lands Resumption Ordinance (Cap. 124) for subsidised housing. One of which is located at Shap Pat Heung Road near Lung Tin Tsuen (the Application Site) in Yuen Long. In view of land resumption required, Development Bureau and Lands Department consulted Yuen Long District Council (YLDC) on 14 December 2021. On 9 June 2022, Lands Department (LandsD) posted the land resumption notice and the concerned private land was reverted to the government on 10 September 2022.
- 2.2. The Site with an area of about 0.71 hectares (ha), was handed over to the Housing Department (HD) by LandsD on 30 November 2022. Of which, two land portions along Shap Pat Heung Road are carved out from the Application Site and will be handed over to respective government departments in form of footpath for lengthening of the adjoining bus layby (**Plan 1**).

## **Planning Context**

- 2.3. The Application Site is located at Shap Pat Heung Road near Lung Tin Tsuen of Yuen Long District. It is currently zoned “Residential (Group A)1” (“R(A)1”) on the approved Yuen Long Outline Zoning Plan (OZP) No. S/YL/27 and is subject to a maximum domestic PR of 5.0 or a maximum non- domestic PR of 9.5 under the composite formula and a maximum BHR of 25 storeys excluding basement(s).
- 2.4. Following the policy of “Enhancement of Development Intensity of Public Housing Sites”, the Executive Council agreed in December 2018 that for sites located in 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 current 20% cap by up to 10% (i.e. maximum 30% in total) where the technical feasibility permits.
- 2.5. Intensification of the development potential of the Application Site from domestic PR of 5.0 to 6.5 is therefore examined under the technical studies (TS) conducted by Civil Engineering and Development Department (CEDD). Based on the findings of the TS, it is technically feasible that the maximum overall PR could be increased up to 7.2 (including domestic PR of 6.5 and non-domestic PR 0.7). About 944<sup>1</sup> public housing flats together with other non-domestic area including welfare facilities equivalent to about 5% of domestic GFA can be accommodated. In view of the above, in order to optimize the site potential, the maximum BHR is proposed to be 40 storeys excluding basement(s). According to the notes of 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**

- 2.6. The Application Site is located at Shap Pat Heung Road, Yuen Long and is situated about 1 km at the south of existing Long Ping MTR Station. Apart from the village houses of Lung Tin Tsuen at the north, the Application Site is surrounded by high-density private residential developments including Park Signature to the south, Atrium House to the west and La Grove to the east. **(Plan 1)**.

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<sup>1</sup> Subject to detailed design.

### 3. DEVELOPMENT PROPOSAL

#### Proposed Scheme

3.1. The Proposed Scheme adopts a maximum BH not exceeding 40 storeys (excluding basement(s)) and a maximum overall PR of 7.2 (including maximum domestic PR of 6.5 plus non-domestic PR of 0.7). The Proposed Scheme would provide about 944 public housing flats for a population of about 2,550 people (**Plan 2**). The differences in key parameters of the Proposed Scheme as compared against the OZP-compliant Scheme are summarized in **Table 1** below.

**Table 1 Comparison between the OZP-compliant Scheme and the Proposed Scheme**

<b>Development Parameters</b>	<b>OZP-compliant Scheme<sup>^</sup> [A]</b>	<b>Proposed Scheme<sup>@</sup> [B]</b>	<b>Difference [A] –[B]</b>
<b>Maximum Total PR</b>	Domestic/Non-domestic: 5.0/ 9.5 (under Composite Formula)	Domestic: 6.5 Non-domestic: 0.7	Domestic: +1.5 (+30%) Non-domestic: +0.7 (N/A)
<b>Maximum Building Height (main roof level)</b>	Not exceeding 25 storeys (excluding basement(s))	Not exceeding 40 storeys (excluding basement(s))	+15 storeys (+60%)
<b>Flat Production (units)</b>	About 700	About 944	About +244 (About +35%)

<sup>^</sup> The maximum PR and the maximum BHR followed those under the R(A)1 zoning in the approved Yuen Long OZP No. S/YL/27 and the flat number stated under the Development Bureau's website.

<sup>@</sup> The scheme for illustration purpose and subject to detailed design.

3.2. The Proposed Scheme consists of two new public housing blocks with not more than 40 storeys (including 4-storey podium for ancillary carpark, management office, recreation and social welfare facilities). Not less than 2,550m<sup>2</sup> ancillary local open space in accordance with the Hong Kong Planning Standards and Guidelines (HKPSG) requirement of 1 m<sup>2</sup> per person will be provided (**Plan 3 & Plan 4**).



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**

<b>Development Parameters</b>	<b>Proposed Scheme<sup>1</sup></b>
<b>Site Area<sup>2</sup></b>	
<b>Gross</b>	About 0.71 ha
<b>Net</b>	About 0.71 ha
<b>Maximum PR (Overall)</b>	7.2
• <b>Domestic</b>	6.5
• <b>Non-domestic</b>	0.7
<b>Maximum GFA (Overall)</b>	About 51,120m <sup>2</sup>
• <b>Domestic</b>	About 46,150m <sup>2</sup>
• <b>Non-domestic</b>	About 4,970m <sup>2</sup>
<b>Maximum Building Height (main roof level)</b>	40 storeys (About +130mPD)
<b>No. of Residential Blocks</b>	2
<b>Flat Production</b>	About 944
<b>Design population</b>	About 2,550
<b>Green Coverage (% of Gross Site Area)</b>	At least 20%
<b>Recreation Facilities</b>	
Local Open Space	Not less than 2,550m <sup>2</sup>
Communal/ Children Play Area	Not less than 204m <sup>2</sup>
<b>Social Welfare Facilities</b>	
Centre of Home Care Services (HCS) for Frail Elderly Persons	One (about 540m <sup>2</sup> GFA)
70-p Halfway House (HWH)	One (about 1777m <sup>2</sup> GFA)
<b>Management Office and Ancillary Facilities</b>	
Management Office	About 540 m <sup>2</sup> (GFA)

<b>Development Parameters</b>	<b>Proposed Scheme<sup>1</sup></b>
<b>Parking Facilities</b>	
Car Parking Space (Domestic) <sup>3</sup>	123
Car Parking Space (Visitors) <sup>3</sup>	10
Motorcycle Parking Space (Domestic)	9
Light Goods Vehicle Parking Space (Domestic) <sup>4</sup>	4
Bicycle Parking Space (Domestic)	63
Loading/Unloading (L/UL) Bay (Domestic) <sup>5</sup>	4
Light Goods Vehicle Parking Space (Welfare)	1 for Centre of HCS for Frail Elderly Persons
Loading/Unloading (L/UL) Bay (Welfare)	1 for Centre of HCS for Frail Elderly Persons

<sup>1</sup> The scheme is for illustration purpose and subject to detailed design.

<sup>2</sup> Subject to detailed survey.

<sup>3</sup> Shared Use by van-type Light Good Vehicles or Taxis is allowed.

<sup>4</sup> Shared Use Parking Space with Light Bus in accordance with HKPSG.

<sup>5</sup> Shared Use for overnight parking of medium/heavy goods vehicles and coaches/buses with due consideration of site constraints and local situation in accordance with HKPSG.

### **Implementation Programme**

3.4. The HKHA would commence piling works in 2024/25 tentatively for building completion in 2028/29 tentatively.

#### **4. JUSTIFICATIONS AND PLANNING MERITS**

##### **In line with Government's Policy on Intensification of Public Housing Sites**

- 4.1. To optimise the use of public housing land, the Executive Council approved the policy on "Enhancement of the Development Intensity of Public Housing Sites" ("Policy on Intensification") in December 2018. For sites located in the 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 Proposed Scheme which is under Density Zone 2 of the New Towns, is allowed to be increased from 5.0 to 6.5 (+30%). Therefore, minor relaxation of the maximum overall PR up to 7.2 (including maximum domestic PR 6.5 plus a non-domestic PR 0.7) and maximum BHR from 25 storeys (excluding basement(s)) to 40 storeys (excluding basement(s)) for this Application Site is proposed to achieve the policy target.

##### **Meet Acute Demand for Public Housing**

- 4.2. Under the Long Term Housing Strategy Annual Progress Report 2023, the split ratio of public / private housing of 70:30 is maintained. The government has identified land for providing about 410,000 public housing units for the ten years from 2024/25 to 2033/34. As at end September 2023, there were about 132,000 general applications for Public Rental Housing and about 96,600 non-elderly one-person applications under the Quota and Points System. This application for minor relaxation of PR and BHR would result in an increase in overall GFA/PR and an increase in number of public housing flat production from about 700 to 944 flats (i.e. about + 244 flats) which is in line with the Government's policy to better utilize land resources in order to meet the imminent housing need.

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

- 4.3. The 2020 Policy Address has recommended inviting the HKHA to explore setting aside a floor area 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. The provision of a Centre of Home Care Services for Frail Elderly Persons and a 70-p Halfway House in the proposed scheme as

requested by Social Welfare Department (SWD) can meet the above welfare initiative.

### **Optimise Development Potential with consideration of Site Constraints**

- 4.4. The Application Site is small, congested and irregular in shape. It is surrounded by existing high-rise private residential developments at its west, east and south. Part of the eastern portion of the Application Site is required to be reserved as a non-building area<sup>2</sup> (NBA) for the possible future road connection linking Shap Pat Heung Road and Lam Hi Road and will be surrendered to the Government upon demand. Two land portions are carved out from the Application Site and will be handed over to respective government departments after completion of the proposed development in form of footpath for lengthening of the adjoining bus layby along Shap Pat Heung Road.
- 4.5. With the consideration of the above concerns, the area allowed for the disposition and layout of the residential blocks is limited to the middle portion of the site. In view of limited ground floor space remaining after reservation of areas for the emergency vehicular access (EVA), circulation space, parking spaces etc., adequate podium space is needed to meet various design requirements in terms of ancillary parking facilities, recreation and welfare facilities. To enhance productivity on the site, HA will apply Modular Integrated Construction (MiC) as parts of the proposed development. To maximize its site potential, high rise public housing development at the Application Site is inevitably necessary to achieve the total PR 7.2 (including domestic PR 6.5 and non-domestic PR 0.7). The proposed maximum BHR (i.e. 40 storeys) would allow a small buffer of building height on top of the illustrative scheme to allow design flexibility at later stage.

### **No Significant Visual, Landscape, Air Ventilation, Environmental and Other Technical Implications**

#### No Insurmountable Impact on Visual Aspect

- 4.6. According to the Landscape and Visual Impact Assessment (LVIA) (**Appendix 1**) under CEDD's TS for the minor relaxation of maximum BHR from 25 to 40 storeys at the Application Site, based on the visual impacts from the four viewpoints around the site, it is concluded that the overall visual impact is "slightly" to "moderately"

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<sup>2</sup> The NBA is included in the calculation of PR and GFA.

adverse.

- 4.7. With consideration of the site constraints (i.e. small and congested site & irregular in shape) and compliance with relevant building regulations, the current scheme has optimized the site's development potential in terms of building height and site coverage.
- 4.8. The site coverage has been mentioned in the Application form (i.e. 20m or below: about 80% (non-domestic); over 20m: about 33% (domestic)). As the Non-Building Area may need to be returned to government upon request, the required provision of open space can only be marginally achieved within the congested site by having 80% site coverage of the non-domestic podium portion. After discounting the required open space area on the podium of the public housing development, the remaining space for residential blocks is limited. Construction of more building blocks in order to lower the building height is infeasible as some fundamental planning and Emergency Vehicular Access requirements could not be complied with. Therefore, the proposed building height of 40 storeys (i.e. about 130mPD) for two residential blocks is optimized in the proposed scheme.
- 4.9. In order to accommodate all the required facilities within the podium floors including car parking facilities, welfare facilities, management facilities, associated plant rooms etc, as well as to comply with the prescribed window requirement for the dormitories of the Halfway House, the long frontage and the high coverage of the podium are inevitable. To ameliorate the visual impacts, incorporation of building separation with width of at least 15 metres will reduce the building bulk of the proposed development (**Plan 3**). Building setback from the western boundary will increase the visual permeability. The NBA at the eastern side of the site will serve as area of visual openness. Design measures like sensitive facade treatment and color will be implemented to enhance the visual quality of the proposed development. Podium greening, vertical greening and open areas would be provided as much as practicable. In general, the building mass of the Proposed Scheme is visually compatible with the surrounding high-rise residential developments. As demonstrated in the LVIA (**Appendix 1**), compared with the OZP-compliant Scheme, the proposed/additional building mass and height would unlikely cause insurmountable adverse visual impacts.

No Adverse Impact on Landscape Aspect

- 4.10. Based on the LVIA conducted under CEDD's TS, no Old and Valuable Trees (OVTs) are found (**Appendix 1** refers). According to a tree survey, 49 no. of trees which are in conflict with the development and will be removed during construction stage. Tree compensation will be provided within the site in accordance with Development Bureau Technical Circular (Works) No. 4/2020 as far as practicable. New trees will be provided/reviewed at later stage. For the proposed public housing development, local open space and play areas for the residents will be provided based on the HKPSG. Associated green measures such as podium greening, vertical greening, green roof and at-grade planting will be provided to maximize greenery within the site where appropriate. The requirement of minimum 20% green coverage for the Site can be met even without accounting the proposed planting area in the NBA. The Master Landscape Plan are shown in **Plans 5a to 5c**.

No Adverse Impact on Air Ventilation Aspect

- 4.11. Based on the available information of the Consultancy Study of Expert Evaluation on the AVA of Yuen Long Town conducted in 2008, the Site does not fall within any major breezeway. To enhance the wind performance, building separation with width of at least 15m between the two residential blocks allows prevailing wind to penetrate through and access to the open space of the development to maintain a satisfactory wind environment. Building setback from the western site boundary and the NBA at the eastern portion of the site will enhance wind permeability of the site. No adverse air ventilation impact is anticipated to the surrounding pedestrian wind environment under the proposed scheme.

No Insurmountable Impact on Environmental Aspect

- 4.12. An Environmental Assessment Study (EAS) for the scheme has been conducted by HD to evaluate and address the potential air quality impacts, road traffic noise and fixed noise impact etc. (**Appendix 2** refers). The EAS concluded that with common mitigation measures such as acoustic windows and fixed glazing, the Proposal will have no insurmountable environmental impact. At the later design stage, HD will review the EAS for the final scheme to confirm the mitigation measures and obtain the agreement from Environmental Protection Department (EPD).

No Other Insurmountable Technical Implications

- 4.13. The no. of flats and population currently proposed (i.e. about 944 flats and 2,550 people) for the public housing development is within the additional 10% design allowance under CEDD's TS (i.e. equivalent to a maximum of about 1,000 flats and a maximum of about 2,700 people).
- 4.14. In the supporting TS by CEDD for the S16 Application (including Traffic and Transport Impact Assessment [TTIA – Appendix 3], Drainage Impact Assessment [DIA – Appendix 4], Water Supply Impact Assessment [WIA – Appendix 5] and Sewerage Impact Assessment [SIA – Appendix 6]), the housing development with the proposed non-domestic area including welfare facilities equivalent to about 5% domestic GFA has been taken into account. Although one of the welfare facilities is lastly updated from a 96-p Residential Child Care Centre (RCCC) to a 70p Halfway House (HWH), the change has been assessed and would not induce further adverse impact upon the infrastructure identified in the technical assessments.
- 4.15. The result of the TTIA indicated that the proposed development would not induce adverse traffic and transport impact on the surrounding road network. The findings of DIA, WSIA and SIA concluded no adverse impact upon the existing/planned drainage, water supply and sewerage systems due to the proposed public housing development.
- 4.16. The Assessments including TTIA, DIA, WSIA, SIA and LVIA under CEDD's TS have been agreed with relevant government departments. For EAS conducted by HD, Environmental Protection Department opined that no insurmountable environmental problem due to the proposed public housing development was anticipated. HD will review the EAS for the final scheme to obtain EPD's agreement and ensure proper design and mitigation measures will be adopted.

**5. CONCLUSION**

- 5.1. This Application is submitted under Section 16 of the Town Planning Ordinance for the proposed minor relaxation of maximum domestic PR of 5.0 to 6.5 (+30%) plus a non-domestic PR of 0.7 (i.e. the overall PR up to 7.2) and the maximum BHR from 25 storeys (excluding basement(s)) to 40 storeys (excluding basement(s)) for the Application Site. It is in line with the Government's initiative of optimizing the development intensity of public housing sites with a view to meeting the

pressing demand for affordable public housing.

- 5.2. The Proposed Scheme is also in line with the planning intention of the “R(A)” zone for high-density residential development and compatible with the surrounding developments. The proposal will not generate any insurmountable impacts to the surrounding areas in terms of visual, landscape, air ventilation, traffic, drainage, water supply, sewerage and environmental aspects.
- 5.3. HD has consulted YLDC on 25 October 2022. YLDC generally supported the public housing development at Shap Pat Heung Road.
- 5.4. In view of the above, the TPB is sincerely requested to give favorable consideration on the proposed minor relaxation of planning controls of the Application Site (i.e. the maximum overall PR up to 7.2 and the maximum BHR up to 40 storeys (excluding basement(s))).