RNTPC Paper No. A/NE-PK/129A For Consideration by the Rural and New Town Planning Committee on 3.8.2018

APPLICATION FOR PERMISSION UNDER SECTION 16 OF THE TOWN PLANNING ORDINANCE

APPLICATION NO. A/NE-PK/129

Applicant Oriental Grand Development Limited represented by Mr. PANG Hing Yeun

Site Lots 1511 S.Q and 1511 RP in D.D. 91, Kai Leng, Sheung Shui, New Territories

Site Area About 3,257.3 m²

<u>Lease</u> Block Government Lease (demised for agricultural use)

<u>Plan</u> Approved Ping Kong Outline Zoning Plan (OZP) No. S/NE-PK/11

Zoning "Agriculture" ("AGR")

Application Temporary Private Car Park (Private Car and Light Goods Vehicle) for a Period

of 2 Years

1. The Proposal

- 1.1 The applicant seeks planning permission for a temporary private car park (private car and light goods vehicle) for a period of two years at the application site (the Site) (**Plan A-1**). The Site is zoned "AGR" on the approved Ping Kong OZP No. S/NE-PK/11. According to the Notes of the OZP, temporary use or development of any land or building not exceeding a period of three years within the "AGR" zone requires planning permission from the Town Planning Board (the Board) notwithstanding the use is not permitted for under the Notes of the OZP. The Site is currently used for the applied use without valid planning permission.
- 1.2 According to the applicant's submission, a total of 73 parking spaces (5m x 2.5m each) for private cars/light goods vehicles (LGVs) for the villagers of Kai Leng Village and nearby residents are provided within the Site. No parking space of heavy goods vehicle will be provided and no structure will be erected on the Site. The temporary private car park will operate 24 hours daily and the applicant estimates that the daily vehicular trips to/from the Site is about 35 to 40. Plans showing the site location, site layout, vehicular access, planting area and proposed drainage system are at **Drawings A-1 to A-5** respectively.
- 1.3 In support of the application, the applicant has submitted the following documents:
 - (a) Application Form received on 21.2.2018 (Appendix I)
 - (b) Letter dated 11.4.2018 requesting for deferment of (**Appendix Ia**) consideration of the application
 - (c) Further Information received on 7.6.2018 (Appendix Ib)
 - (d) Further Information received on 12.7.2018 (Appendix Ic)

1.4 At the request of the applicant (**Appendix Ia**), the Rural and New Town Planning Committee (the Committee) of the Board on 20.4.2018, agreed to defer making a decision on the application for two months pending the preparation of further information (FI) to address the departmental comments. The applicant submitted the FI on 7.6.2018 and 12.7.2018. The application is re-scheduled for consideration by the Committee on 3.8.2018.

2. <u>Justifications from the Applicant</u>

The justifications put forth by the applicant in support of the application are detailed in Part 9 of the application form (**Appendix I**). They can be summarised as follows:

- (a) there is an acute shortage of car parking spaces in the Kai Leng Village. It is estimated that the villagers and residents of Kai Leng Village have a total of 60 cars. The situation will get worse when more Small Houses are being developed. The existing public car park in Kai Leng Village cannot meet the car parking need of the local villagers and residents;
- (b) lack of parking spaces at Kai Leng Village and nearby Ching Ho Estate has not been solved by the Government and the Housing Authority;
- (c) the illegal roadside parking at Wai Hon Road and Yu Tai Road owing to inadequate car parking spaces in the area has resulted in danger to the villagers;
- (d) no heavy goods vehicle parking space will be provided;
- (e) approval of the temporary car park can solve the illegal roadside parking at Wai Hon Road and Yu Tai Road and shortage of car parking spaces in the area;
- (f) the Site is connected with the existing road and has sufficient space for vehicle manoeuvring and the use of emergency vehicles in case of need (**Plan A-2**);
- (g) the development did not involve site formation, excavation and felling of tree and space has been reserved for landscape and drainage purposes to minimize impacts on the surrounding; and
- (h) the application is supported by the Village Representative, local villagers, residents of surrounding areas, the Rural Committee and the concerned North District Council (NDC) members.

3. Compliance with the "Owner's Consent/Notification" Requirements

The applicant is the sole "current land owner" of its respective lots. Detailed information would be deposited at the meeting for Members' inspection.

4. Background

According to the Chief Town Planner/Central Enforcement and Prosecution, Planning Department, the Site is involved in an enforcement case. An Enforcement Notice (EN) against parking of vehicles was issued to the concerned land owners on 14.11.2017. Upon expiry of the

EN on 14.2.2018, subsequent site inspections revealed that the parking of vehicles has not been discontinued. The land owners are subject to prosecution action under the Town Planning Ordinance.

5. Previous Application

There is no previous application for the Site.

6. Similar Application

- 6.1 There is one similar application for temporary car park use in the "AGR" zone in the vicinity of the Site in the Ping Kong area (**Plan A-1**).
- 6.2 The application (No. A/NE-PK/114) for temporary private car park (private car and light goods vehicle) was rejected by the Committee 26.5.2017 mainly on the grounds that the temporary car park was not in line with the planning intention of "AGR" zone; the applicant failed to demonstrate in the submission that the development would not result in adverse landscape impact on the surrounding areas; and approval of the application would set an undesirable precedent for similar applications within the same "AGR" zone.
- 6.3 The site of application No. A/NE-PK/114 is currently subject of planning enforcement actions against unauthorized developments (UDs) involving parking of vehicles. ENs were issued on 18.11.2016 and 13.9.2017 to the concerned parties requiring discontinuance of the UDs. As the UDs were discontinued, Compliance Notices were issued on 23.4.2018 and 11.5.2018 to the concerned parties. On 16.5.2018, Reinstatement Notices (RNs) were issued for compliance of the requirements to remove the leftovers, debris and all fill materials (including asphalt) and to grass the land by 16.8.2018.
- 6.4 Details of the similar application are summarized at **Appendix II** and its location is shown on **Plan A-1**.

7. The Site and Its Surrounding Areas (Plans A-1 and A-2, A-3a and A-3b, and A-4)

7.1 The Site is:

- (a) situated at the southwest of Kai Leng Village;
- (b) mainly flat and formed and partly fenced off. A ditch is running along the southern boundary of the Site and from south to north across the Site (**Plan A-2**).
- (c) according to the aerial photo taken in February 2016, the Site was largely vegetated. A site clearance was found as revealed in aerial photos taken in March 2018 (**Plans A-3a and A-3b**);
- (d) being used as the applied use without valid planning permission; and
- (e) accessible from Wai Hon Road via a local track passing through a public vehicle park in the north of Kai Leng Village and a number of village houses (**Plan A-2**).

- 7.2 The surrounding areas have the following characteristics:
 - (a) the Site is situated in an area of rural fringe landscape character area with Ching Ho Estate (public housing) to its north across a river channel, cluster of village houses to its northeast, some temporary domestic structures to its south, and some active/fallow farmland to its north and west (**Plans A-2 and A-3b**);
 - (b) surrounding the Site are active/fallow farmland intermixed with a few temporary domestic structures;
 - (c) to the northeast is the village proper of Kai Leng Village;
 - (d) to the north, across a river channel, is the Ching Ho Estate (**Plan A-2**); and
 - (e) to the north and northeast within "AGR" zone are other sites previously/ being used as parking of vehicles (**Plans A-1 and A-2**) in which the site of application No. A/NE-PK/114 is the subject of enforcement actions.

8. Planning Intention

The planning intention of the "AGR" zone in the Ping Kong area is primarily to retain and safeguard good quality agricultural land/farm/fish ponds for agricultural purposes. It is also intended to retain fallow arable land with good potential for rehabilitation for cultivation and other agricultural purposes.

9. Comments from Relevant Government Departments

9.1 The following Government departments have been consulted and their views on the application are summarised as follows:

Land Administration

- 9.1.1 Comments of the District Lands Officer/North, Lands Department (DLO/N, LandsD):
 - (a) the Site comprises private lots which are Old Schedule lots held under the Block Government Lease (demised for agricultural use) without any guarantee of right of vehicular access. The applicant should make his own arrangement for acquiring access. The Government shall accept no responsibility in such arrangements;
 - (b) a Modification of Tenancy No. 37125 and a Letter of Approval No. 4256 were once issued to the mother Lot 1511 in 1970 for the purposes of dwelling, kitchen, shade and erection of temporary structures for pigsty and chicken sheds respectively. According to his recent site record, no structure was found on Site; and
 - (c) should the application be approved, the owners of the concerned lots shall ensure that there would be no erection of any structures on Site in accordance with the proposed scheme. Otherwise, it would be in breach of the leases concerned and his office reserves the rights to take necessary lease enforcement actions against any unauthorized structures.

Traffic

- 9.1.2 Comments of the Assistant Commissioner for Transport/New Territories (AC for T/NT):
 - (a) he has no further comment on the application from the traffic engineering point of view; and
 - (b) based on the submitted FI, the applicant will employ a management company to manage the proposed car park and the access road within the Site; and provide and manage the pedestrian facilities at the entrance of the Site.

Environment

- 9.1.3 Comments of the Director of Environmental Protection (DEP):
 - (a) it is noted that the Site will involve no parking of heavy goods vehicle nor container truck, the application could be tolerated pursuant to his "Code of Practice on Handling Environmental Aspects of Open Storage and Temporary Uses" ("COP"). The applicant is advised to follow the relevant mitigation measures and requirements in the latest "COP" to safeguard the environment; and
 - (b) there was no substantiated environmental complaint against the Site in the past three years.

Landscape Aspect

- 9.1.4 Comments of the Chief Town Planner/Urban Design and Landscape, Planning Department (CTP/UD&L, PlanD):
 - (a) she has reservation on the application from the landscape planning perspective;
 - (b) the Site is situated in an area of rural fringe landscape character area comprising high-rise public housing (Ching Ho Estate), low-rise residential development (Belair Villa), villages, tree clusters and a nullah by Ching Ho Estate. According to her site record, the Site is partly fenced off and is in use as car park and associated vehicular access. A shallow ditch was found running along the southern and western boundary (Plan A-2). The extensive hard paved area for the applied use in the "AGR" zone is considered incompatible with the surrounding environment. It is obvious that vegetation clearance within the Site has been taken place prior to permission and caused loss of soil suitable for agriculture use (Plans A-3a and A-3b);
 - (c) in view of the above, the approval of the temporary car park use may set an undesirable precedent and encourage similar applications within the "AGR" zone. Although the submitted landscape proposal in the FI can provide some screening to the proposed car park, the cumulative effect for turning more vegetated areas into hard paved areas will inevitably degrade the landscape character of the "AGR" zone; and

(d) should the application be approved by the Board, an approval condition on the submission and implementation of landscape proposal is recommended.

Drainage

- 9.1.5 Comments of the Chief Engineer/Mainland North, Drainage Services Department (CE/MN, DSD):
 - (a) she has no objection to the application from the public drainage point of view;
 - (b) should the application be approved, a condition should be included to request the applicant to submit and implement a drainage proposal for the Site to ensure that it will not cause adverse impact to the adjacent area; and
 - (c) the Site is in an area where no public sewerage connection is available.

Water Supply

- 9.1.6 Comments of the Chief Engineer/Construction, Water Supplies Department (CE/C, WSD):
 - (a) he has no objection to the application; and
 - (b) for provision of water supply to the development, the applicant may need to extend the inside services to the nearest suitable Government water mains for connection. The applicant shall resolve any land matter (such as private lots) associated with the provision of water supply and shall be responsible for the construction, operation and maintenance of the inside services within the private lots to WSD's standards.

Agriculture

9.1.7 Comments of the Director of Agriculture, Fisheries and Conservation (DAFC):

she does not support the application from agriculture point of view as the Site possesses high potential for agricultural rehabilitation in terms of farm activities such as plant nursery, greenhouses and orchid farms.

Antiquities and Monuments

- 9.1.8 Comments of the Executive Secretary of Antiquities and Monuments Office, Leisure and Cultural Services Department (ES(AMO), LCSD):
 - (a) the Site falls partially within the Po Leng Site of Archaeological Interest (**Plan A-2**). Given that the application does not involve any exaction works, she has no objection to the application from a cultural heritage preservation point of view; and
 - (b) the applicant should be reminded to inform Antiquities and Monuments Office (AMO) immediately in case of discovery of antiquities or supposed antiquities within the area.

District Officer's Comments

- 9.1.9 Comments of the District Officer (North), Home Affairs Department (DO(N), HAD):
 - (a) he has consulted the locals regarding the application;
 - (i) the incumbent North District Council (NDC) members of Fanling South and Ching Ho Constituencies, the Chairman of Ching Chiu House Mutual Aid Committee (MAC), the Chairman of Ching Yu House MAC and the Chairman of Ching Hin House MAC of Ching Ho Estate (**Plan A-1**) support the application on the grounds that there are insufficient parking spaces in the vicinity which resulted in severe illegal parking problem; and the applicant should ensure road and pedestrian safety at the ingress/egress points;
 - (ii) the Chairman of Ching Long House MAC, the Chairman of Ching Chak House MAC and the Chairman of Ching Yun House MAC of Ching Ho Estate (**Plan A-1**) object to the application on the grounds that there are sufficient parking spaces at present and an extensive car park is not required; and there is concern on safety aspect; and
 - (iii) the incumbent NDC members of Yu Tai Constituency, the Chairman of Sheung Shui District Rural Committee (SSDRC), the Indigenous Inhabitant Representative (IIR) and Resident Representative (RR) of Kai Leng and the Chairman of Ching Ping House MAC of Ching Ho Estate (**Plan A-1**) have no comment on the application; and
 - (b) he has the following comments on the application:
 - (i) the footpath in the vicinity of the Site is not maintained or managed by his office (**Plan A-2**); and
 - (ii) for the proposed vehicular access, the part falling on Government land is a van track constructed under the Rural Public Works Programme (**Plan A-2**). The applicant is liable for the construction, connection and maintenance of the extension of the van track on private lots at his own cost if the application is approved by the Board.
- 9.2 The following Government departments have no comment on / no objection to the application:
 - (a) Director of Fire Services;
 - (b) Project Manager (North), North Development Office, Civil Engineering and Development Department; and
 - (c) Chief Highway Engineer/New Territories East, Highways Department.

10. Public Comments Received During Statutory Publication Period

On 2.3.2018, the application was published for public inspection. During the first three weeks of the statutory public inspection period, seven public comments were received (**Appendix III**). The incumbent NDC member has no objection to the application as the temporary car park can ease the shortage of car parking spaces in the area whereas the Chairman of SSDRC and another NDC member indicate no comment on the application. The remaining four public comments submitted by Kadoorie Farm and Botanic Garden Corporation, Designing Hong Kong Limited, World Wide Fund for Nature Hong Kong and an individual raise objection to the application mainly on the grounds that the development is not in line with the planning intention of "AGR" zone; there is similar rejected application in the vicinity; the potential cumulative impacts of approving such applications on the "AGR" zone should be taken into account; the temporary car park under application is illegal and unauthorized development which should not be approved; and approval of the application would set an undesirable precedent for similar applications in the area.

11. Planning Considerations and Assessments

- 11.1 The Site falls within an area zoned "AGR" on the OZP. The temporary private car park under application with a total of 73 parking spaces for private cars/ light goods vehicles is not in line with the planning intention of the "AGR" zone which is primarily to retain and safeguard good quality agricultural land/farm/fish ponds for agricultural purposes. It is also intended to retain fallow arable land with good potential for rehabilitation for cultivation and other agricultural purposes. DAFC does not support the application from the agricultural development point of view as the Site possesses high potential for agricultural rehabilitation. The applicant has not provided any strong planning justifications in the submission to justify a departure from the planning intention of "AGR" zone, even on a temporary basis.
- 11.2 The Site is situated in an area of rural fringe landscape character area where public housing estate (Ching Ho Estate), private residential development (Belair Villa), clusters of village houses (Kai Leng Village), some temporary domestic structures and some active/fallow farmland could be found in its vicinity (Plans A-2 and A-3b). It is noted that vegetation clearance followed by hard paving have already taken place at the Site prior to the application. CTP/UD&L, PlanD has reservation on the application and states that the existing hard paved area for the use under application is incompatible with the surrounding rural environment. Although the submitted landscape proposal in the FI can provide some screening to the proposed car park (Drawing A-4), the approval of the temporary car park use would encourage similar applications within the "AGR" zone resulting in more vegetated areas being turned into hard paved areas. It would also set an undesirable precedent for similar applications and encourage similar site/ vegetation clearance prior to obtaining planning permission, i.e. "destroy first, build later" activities, thus causing adverse impact on the landscape resource and character within the area. The cumulative effect of approving such similar applications will inevitably degrade the landscape character of the "AGR" zone.
- 11.3 Upon reviewing the FI submitted by the applicant, AC for T/NT has no further comment to the application from traffic engineering point of view as the applicant has demonstrated in the submission (**Appendix Ib and Drawing A-2**) that the traffic arrangement, traffic control measures and manoeuvring within the Site will not cause adverse traffic impact on the surrounding areas. The applicant also undertakes that a management company will be appointed to manage the car park and access road within the Site, and the provision and

management of pedestrian facilities at the entrance of the Site.

- 11.4 Nevertheless, it should be noted that while the applicant states that the temporary car park under application is to serve the villagers of Kai Leng Village and nearby residents, the provision of car parking spaces for meeting the parking demand of residential developments nearby should in general be met by the planned car parking spaces within the developments. There are already 268 nos. of private car parking spaces, 22 nos. of LGV parking spaces and 29 nos. of motor cycle parking spaces available in Ching Ho Estate to the west of the village cluster. There will be additional 37 nos. of private car parking spaces, 4 nos. of LGV parking spaces and 6 nos. of motor cycle parking spaces to be provided under the extension of Ching Ho Estate. There is also a public vehicle park in the north of Kai Leng Village providing 51 private car / LGV parking spaces to meet the car parking needs of the local villagers as well as the nearby residents (Plan A-2). Even if there is unmet demand for car parking spaces in the area, the Site is not a suitable location for a temporary car park from the land use planning point of view taking into account that it has good potential for agricultural rehabilitation and the applicant's failure to demonstrate in the submission that the development would not cause adverse landscape impact on the surrounding area.
- 11.5 DEP has no objection to the application as the Site will involve no parking of heavy goods vehicle nor container truck, but advises that the applicant should be advised to follow the latest "Code of Practice on Handling Environmental Aspects of Temporary Uses and Open Storage Sites" to minimize any potential environmental impacts to the nearby residents should the application be approved by the Board. Other relevant Government departments consulted, including CE/MN of DSD and CE/C of WSD, have no adverse comment on or no objection to the application.
- 11.6 There is one similar application (No. A/NE-PK/114) for the same car park use with a total of 60 parking spaces. The application was rejected by the Committee on 26.5.2017 mainly on the considerations that the temporary private car park was not in line with the planning intention of "AGR" zone; the applicant failed to demonstrate in the submission that the development would not result in adverse landscape impact on the surrounding areas; and the approval of the application would set an undesirable precedent for similar applications within the same "AGR" zone. The cumulative effect of approving such similar applications would result in a general degradation of the environment of the area. The planning circumstances of the current application are similar to this rejected application.
- 11.7 There are diversified local views on the supply and demand of parking spaces in the vicinity of the Site, which have been reflected in paragraph 11.4 above. There are also local objections conveyed by DO(N) and adverse public comments received against the application mainly on the grounds that the development is not in line with the planning intention of "AGR" zone; there is similar rejected application in the vicinity; the potential cumulative impacts of approving such applications on the "AGR" zone should be taken into account; the car park under application is illegal and unauthorized development which should not be approved; and approval of the application would set an undesirable precedent for similar applications in the area. In this regard, Government departments' comments and the planning assessments above are relevant.

12. Planning Department's Views

- 12.1 Based on the assessments made in paragraph 11 and having taken into account the public comments mentioned in paragraph 10, the Planning Department does not support the application for the following reasons:
 - (a) the temporary private car park under application is not in line with the planning intention of the "AGR" zone in the Ping Kong area which is primarily to retain and safeguard good quality agricultural land/farm/fish ponds for agricultural purposes, and to retain fallow arable land with good potential for rehabilitation for cultivation and other agricultural purposes. There is no strong planning justification in the submission for a departure from the planning intention, even on a temporary basis;
 - (b) the applicant fails to demonstrate in the submission that the development would not result in adverse landscape impact on the surrounding areas; and
 - (c) the approval of the application will set an undesirable precedent for similar applications within the same "AGR" zone. The cumulative effect of approving such similar applications would result in a general degradation of the environment of the area.
- 12.2 Alternatively, should the Committee decide to approve the application, it is suggested that the permission shall be valid on a temporary basis for a period of 2 years until 3.8.2020. The following conditions of approval and advisory clauses are suggested for Members' reference:

Approval Conditions

- (a) no vehicle without valid licence issued under the Road Traffic (Registration and Licensing of Vehicles) Regulations is allowed to be parked/stored on or enter/exit the Site at any time during the planning approval period;
- (b) no medium or heavy goods vehicle exceeding 5.5 tonnes, including container tractor/trailer, as defined in the Road Traffic Ordinance is allowed to be parked/stored on or enter/exit the Site at any time during the planning approval period;
- (c) a notice should be posted at a prominent location of the Site to indicate that no medium or heavy goods vehicles exceeding 5.5 tonnes as defined in the Road Traffic Ordinance or container trailers/tractors are allowed to be parked/stored on or enter/exit the Site during the planning approval period;
- (d) no car washing, vehicle repair, dismantling, paint spraying or other workshop activities is allowed on the Site at any time during the planning approval period;
- (e) the provision of boundary fencing on the Site within 6 months from the date of planning approval to the satisfaction of the Director of Planning or of the Town Planning Board by 3.2.2019;
- (f) the submission of drainage proposal within 6 months from the date of planning approval to the satisfaction of the Director of Drainage Services or of the Town Planning Board by 3.2.2019;

- (g) in relation to (f) above, the provision of drainage facilities within 9 months from the date of planning approval to the satisfaction of the Director of Drainage Services or of the Town Planning Board by 3.5.2019;
- (h) the submission of landscape proposal within 6 months from the date of planning approval to the satisfaction of the Director of Planning or of the Town Planning Board by 3.2.2019;
- (i) in relation to (h) above, the implementation of landscape proposal within 9 months from the date of planning approval to the satisfaction of the Director of Planning or of the Town Planning Board by 3.5.2019;
- (j) the submission of traffic management plan within 6 months from the date of planning approval to the satisfaction of the Commissioner for Transport or of the Town Planning Board by 3.2.2019;
- (k) in relation to (j) above, the implementation of traffic management plan within 9 months from the date of planning approval to the satisfaction of the Commissioner for Transport or of the Town Planning Board by 3.5.2019;
- (l) if any of the above planning conditions (a), (b), (c) or (d) is not complied with during the planning approval period, the approval hereby given shall cease to have effect and shall be revoked immediately without further notice;
- (m) if any of the above planning conditions (e), (f), (g), (h), (i), (j) or (k) is not complied with by the specified date, the approval hereby given shall cease to have effect and shall on the same date be revoked without further notice; and
- (n) upon expiry of the planning permission, the reinstatement of the Site to an amenity area to the satisfaction of Director of Planning or of the Town Planning Board.

Advisory Clauses

The recommended advisory clauses are at **Appendix IV**.

13. <u>Decision Sought</u>

- 13.1 The Committee is invited to consider the application and decide whether to grant or refuse to grant the permission.
- 13.2 Should the Committee decide to approve the application, Members are invited to consider the approval condition(s) and advisory clause(s), if any, to be attached to the permission, and the period of which the permission should be valid on a temporary basis.
- 13.3 Alternatively, should the Committee decide to reject the application, Members are invited to advise what reason(s) for rejection should be given to the applicant.

14. Attachments

Appendix I Application Form with Attachments received on 21.2.2018

Appendix Ia Letter dated 11.4.2018 requesting for deferment of consideration of

the application

Appendix Ib Further Information received on 7.6.2018 **Appendix Ic** Further Information received on 12.7.2018

Appendix IISimilar ApplicationAppendix IIIPublic Comments

Appendix IV Recommended Advisory Clauses

Drawing A-1 Site Location Plan
Drawing A-2 Site Layout Plan

Drawing A-3 Vehicular Access to the Site

Drawing A-4Landscape PlanDrawing A-5Drainage PlanPlan A-1Location PlanPlan A-2Site Plan

Plans A-3a & A-3b Aerial Photos taken in February 2016 and March 2018

Plan A-4 Site Photos

PLANNING DEPARTMENT AUGUST 2018