RNTPC Paper No. <u>A/YL-TYST/990</u> For Consideration by the Rural and New Town Planning Committee

on 15.11.2019

# APPLICATION FOR PERMISSION UNDER SECTION 16 OF THE TOWN PLANNING ORDINANCE

# APPLICATION NO. A/YL-TYST/990

Applicant : Ching Wo Company represented by Metro Planning and

**Development Company Limited** 

Site : Lots 1399 (Part), 1401 S.A to S.D (Part), 1402 (Part) and 1403

(Part) in D.D. 119, Kung Um Road, Yuen Long, New Territories

Site Area : 3,200 m<sup>2</sup> (about)

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

Plan : Approved Tong Yan San Tsuen Outline Zoning Plan (OZP) No.

S/YL-TYST/12

**Zoning** : "Undetermined" ("U")

**Application** : Temporary Warehouse for Storage of Advertising Material,

Construction Material, Electronic Goods and Household Product

for a Period of 3 Years

# 1. The Proposal

- 1.1 The applicant seeks planning permission to use the application site (the Site) for temporary warehouse for storage of advertising material, construction material, electronic goods and household product for a period of 3 years (**Plan A-1a**). According to the Notes of the OZP for "U" zone, all uses or development except those specified in the Notes require permission from the Town Planning Board (the Board). The Site is currently occupied by the applied use without valid planning permission (**Plans A-2, A-4a** and **A-4b**).
- 1.2 The Site was involved in five previous approved applications (No. A/YL-TYST/256, 316, 463, 537 and 746) for various temporary warehouse uses (**Plan A-1b**), which were all approved with conditions each for a period of 3 years by the Rural and New Town Planning Committee (the Committee) of the Board. All approval conditions under the last application (No. A/YL-TYST/746) had been complied with and the planning permission had lapsed on 8.8.2018. Details of the previous applications are summarised in paragraph 5 below and **Appendix II**. Compared with the last application (No. A/YL-TYST/746) for temporary warehouse for storage of advertising materials, construction materials and household products, the current application is submitted by the same applicant for

- largely the same warehouse use (with additional storage of electronic goods) with a similar site layout and development parameters on a larger site.
- 1.3 According to the applicant, the warehouse is for storage of brand new electronic goods (such as mobile phones), advertising material (such as pamphlets and banners), construction material (such as tiles, sanitary wares and packed cement) and household products (such as paper tissues). No open storage, repairing, cleaning, dismantling, other workshop activities and handling/storage of electronic wastes and cathode-ray tubes will be carried out at the Site. The applicant also undertakes that all existing trees/drainage facilities within the Site will be preserved/maintained at his own expense. Furthermore, all loading/unloading activities will be carried out within the Site and no heavy goods vehicle exceeding 24 tonnes, including container tractor/trailer, will be allowed to enter the Site. Plans showing the vehicular access leading to the Site, site layout and tree preservation proposal submitted by the applicant are at **Drawings A-1** to **A-3** respectively.
- 1.4 The major development parameters of the previously approved application and the current application are summarised as follows:

Major Development Parameters	Previously Approved Application No. A/YL-TYST/746 (a)	Current Application No. A/YL-TYST/990 (b)	Difference (b)-(a)
Applied Use	Temporary Warehouse for Storage of Advertising Materials, Construction Materials and Household Products for a Period of 3 Years	Temporary Warehouse for Storage of Advertising Material, Construction Material, Electronic Goods and Household Product for a Period of 3 Years	Change in Stored Items
Site Area	About 3,027 m <sup>2</sup>	About 3,200 m <sup>2</sup>	+173 m <sup>2</sup> (+5.7%)
Total Floor Area (Non-domestic)	1,891 m <sup>2</sup>	2,061 m <sup>2</sup>	+170 m <sup>2</sup> (+9%)
No. and Height of Structures	<ul> <li>seven for warehouse (4.5 – 4.7m, 1 storey)</li> <li>two for porch (4.7m, 1 storey)</li> <li>one for store room (3m, 1 storey)</li> <li>one for washroom (2.5m, 1 storey)</li> <li>one for water tank (1.5m, 1 storey)</li> <li>one for site office (4.8m, 2 storeys)</li> </ul>	• eight for warehouse with/without site office (6m, 1 storey) • two for open shed for storage and rain shelter (6m, 1 storey) • one for store room (3m, 1 storey) • one for washroom (3m, 1 storey) • one for pump room and water tank (3m, 1 storey) • one for site office (6m, 2 storeys)	+1 (+7.7%)

Major Development Parameters	Previously Approved Application No. A/YL-TYST/746 (a)		Current Application No. A/YL-TYST/990 (b)	Difference (b)-(a)
No. of Parking Spaces	5 (for private cars) (5m x 2.5m)	2 (for medium goods vehicles) (11 m x 3.5 m)	Nil	-7 (-700%)
No. of Loading/Unload ing Spaces	Nil		2 (for medium goods vehicles) (11 m x 3.5 m)	+2 (+200%)
Operation Hours	9:00 a.m. to 6:00 p.m. Mondays to Saturdays, with no operation on Sundays and Public Holidays			

1.5 In support of the application, the applicant has submitted the following documents:

(a) Application Form received on 19.9.2019 (Appendix I)

(b) Supplementary Planning Statement (Appendix Ia)

(c) Further Information (FI) dated 31.10.2019 clarifying the (**Appendix Ib**) stored items
[accepted and exempted from publication and recounting requirements]

# 2. Justifications from the Applicant

The justifications put forth by the applicant in support of the application are mainly detailed in Section 3 of the Supplementary Planning Statement at **Appendix Ia** and the FI at **Appendix Ib**. They can be summarised as follows:

- (a) The Site was the subject of previous planning permissions. All planning conditions imposed to the last application (No. A/YL-TYST/746) have been complied with.
- (b) According to the Town Planning Board Guidelines for "Application for Open Storage and Port Back-up Uses" (TPB PG-No.13E), the Site falls within Category 1 areas and is considered suitable for open storage and port back-up uses. The proposed development would not generate queuing of traffic outside the Site.
- (c) The proposed development is in line with the planning intention of the "U" zone. A number of open storage yards and warehouses have been approved by the Board in the vicinity of the Site. Therefore, the development is compatible with the surrounding environment. Besides, there is a shortage of land for open storage purpose in Tong Yan San Tsuen.
- (d) There will be minimal traffic, environmental, visual and drainage impacts arising from the proposal. Adequate space for manoeuvring of vehicles will be provided.

The applicant undertakes to follow the environmental mitigation measures in the "Code of Practice on Handling the Environmental Aspects of Temporary Uses and Open Storage Use" (Code of Practice), where applicable.

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

The applicant is not a "current land owner" but has complied with the requirements as set out in the Town Planning Board Guidelines on Satisfying the "Owner's Consent/Notification" Requirements under Sections 12A and 16 of the Town Planning Ordinance (TPB PG-No. 31A) by posting a notice of the application outside the Site and sending the notice to the Shap Pat Heung Rural Committee by registered post. Detailed information would be deposited at the meeting for Members' inspection.

# 4. Background

The Site is currently not subject to planning enforcement action.

# 5. Previous Applications

- 5.1 The Site was the subject of five previous applications (No. A/YL-TYST/256, 316, 463, 537 and 746) for various temporary warehouse uses covering different extents of the Site. Details of the applications are summarised in **Appendix II** and the boundaries of the sites are shown on **Plan A-1b**.
- Applications No. A/YL-TYST/256, 316 and 463 all for temporary warehouse for storage of construction materials and miscellaneous goods and application No. A/YL-TYST/537 for temporary warehouse for storage of construction materials, used cars and miscellaneous goods were approved with conditions each for a period of 3 years by the Committee on 5.11.2004, 19.5.2006, 20.11.2009 and 7.10.2011 respectively, mainly on the considerations that the proposal was generally in line with the planning intention of the "U" zone; the development was generally not incompatible with the surrounding areas; and departmental concerns could be addressed by imposing approval conditions. However, the former three applications were revoked on 5.2.2006, 14.4.2009 and 20.8.2010 respectively due to non-compliance with time-limited approval conditions.
- 5.3 The last application (No. A/YL-TYST/746) for temporary warehouse for storage of advertising materials, construction materials and household products submitted by the same applicant as the current application was approved with conditions for a period of 3 years by the Committee on 7.8.2015, mainly on similar considerations as those stated in paragraph 5.2 above. All the approval conditions had been complied with and the planning permission had lapsed on 8.8.2018.
- 5.4 Compared with the last application, the current application is submitted by the same applicant for largely the same warehouse use (with additional storage of electronic goods) with a similar site layout and development parameters on a larger site.

# 6. Similar Applications

- A total of 47 similar applications for various temporary warehouse/storage with or without open storage and/or ancillary site office uses in this part of the "U" zone had been considered by the Committee since the promulgation of TPB PG-No. 13E on 17.10.2008. Details of the applications are summarised in **Appendix III** and the locations of the sites are shown on **Plan A-1a**.
- 6.2 All 47 applications were approved mainly on similar considerations that they were generally in line with TPB PG-No.13E (for cases involving open storage use); the developments were not incompatible with the surrounding open storage/warehouse uses; and departmental concerns could be addressed by imposing relevant approval conditions. However, amongst these approved applications, 12 were revoked due to non-compliance with approval conditions.
- 6.3 For Members' information, applications No. A/YL-TYST/987 and 988 both for proposed temporary warehouse for storage of construction material, all within the same "U" zone on the OZP, will also be considered at this meeting (**Plan A-1a**).

# 7. The Site and Its Surrounding Areas (Plans A-1a to A-4b)

- 7.1 The Site is:
  - (a) accessible via a local track leading from Kung Um Road to its east (**Drawing A-1**, **Plans A-2** and **A-3**);
  - (b) paved and fenced off; and
  - (c) currently occupied by the applied use without valid planning permission.
- 7.2 The surrounding areas have the following characteristics (**Plan A-2**):
  - (a) comprise predominately warehouses, open storage/storage yards and vehicle repair workshops intermixed with scattered residential structures, chicken sheds, shrubland, a pond, agricultural land and vacant land/structures:
  - (b) there are residential structures in the vicinity with the nearest one located to its immediate southeast (**Plan A-2**);
  - (c) two warehouses and a social welfare facility are located to the northeast and further southeast of the Site, which are operating with valid planning permissions under applications No. A/YL-TYST/938, 902 and 967 respectively; and
  - (d) except for two vehicle repair workshops and an open storage yard to the east, further southeast and southeast of the Site, as well as the aforementioned operations operating with valid planning permissions, the other warehouses, open storage/storage yards, vehicle repair workshop and chicken sheds in the vicinity are suspected unauthorised developments (UD) subject to enforcement action taken by the Planning Authority.

# 8. Planning Intention

The planning intention of the "U" zone is to cater for the continuing demand for open storage, which cannot be accommodated in conventional godown premises. However, Kung Um Road is insufficient to cater for the heavy goods vehicular traffic generated from the proposed development. The area is therefore zoned "U" pending further detailed studies on the infrastructural impacts and the preparation of detailed layout plan.

### 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/Yuen Long, Lands Department (DLO/YL, LandsD):
  - (a) The Site comprises Old Schedule Agricultural Lots held under the Block Government Lease which contains the restriction that no structures are allowed to be erected without the prior approval of the Government.
  - (b) The Site is accessible from Kung Um Road via Government land (GL) and private land. Her office does not provide maintenance work for GL involved and does not guarantee any right-of-way over the GL to the Site.
  - (c) The Site does not fall within Shek Kong Airfield Height Restriction Area.
  - (d) Should planning approval be given to the application, the lot owner(s) will need to apply to her office to permit the structures to be erected or regularise any irregularities on site, if any. Besides, given the proposed use is temporary in nature, only application for regularisation or erection of temporary structure(s) will be considered. No construction of New Territories Exempted Building(s) will be considered or allowed. Applications for any of the above will be considered by her department acting in the capacity of the landlord or lessor at its sole discretion and there is no guarantee that such application will be approved. If such application is approved, it will be subject to such terms and conditions, including among others the payment of premium or fee, as may be imposed by her department.

# **Traffic**

- 9.1.2 Comments of the Commissioner for Transport (C for T):
  - (a) The land status of the access road/path/track leading to the Site from Kung Um Road shall be checked with the lands authority.

- (b) The management and maintenance responsibilities of the access road/path/track shall be clarified and consulted with the relevant management and maintenance authorities accordingly.
- (c) The applicant is reminded that sufficient space should be provided within the Site for manoeuvring of vehicles. In addition, no parking, queuing and reverse movement of vehicles on public road are allowed.
- 9.1.3 Comments of the Chief Highway Engineer/New Territories West, Highways Department (CHE/NTW, HyD):
  - (a) Adequate drainage measures should be provided at the site access to prevent surface water flowing from the Site to nearby public roads/drains.
  - (b) His department shall not be responsible for the maintenance of any access connecting the Site and Kung Um Road.

#### **Environment**

- 9.1.4 Comments of the Director of Environmental Protection (DEP):
  - (a) DEP does not support the application as there are sensitive receivers of residential use in the vicinity (with the nearest one situated to the immediate southeast of the Site) (**Plan A-2**) and the applied use will cause traffic of heavy vehicles; environmental nuisance is expected.
  - (b) There was no substantiated environmental complaint concerning the Site received in the past three years.
  - (c) Should the planning application be approved, the applicant should be advised to follow the relevant mitigation measures and requirements in the latest Code of Practice to minimise any potential environmental nuisances.

#### **Drainage**

- 9.1.5 Comments of the Chief Engineer/Mainland North, Drainage Services Department (CE/MN, DSD):
  - (a) He has no objection in principle to the development from the public drainage point of view.
  - (b) Should the Board consider that the application is acceptable from the planning point of view, approval conditions requiring the submission of a drainage proposal and the implementation and maintenance of the drainage proposal for the development to the satisfaction of the Director of Drainage Services or of the Board should be stipulated.

### **Fire Safety**

- 9.1.6 Comments of the Director of Fire Services (D of FS):
  - (a) He has no objection in principle to the proposal subject to fire service installations (FSIs) being provided to his satisfaction.
  - (b) In consideration of the design/nature of the proposal, FSIs are anticipated to be required. Therefore, the applicant is advised to submit relevant layout plans incorporated with the proposed FSIs to his department for approval. In addition, the applicant should be advised on the following points:
    - (i) The layout plans should be drawn to scale and depicted with dimensions and nature of occupancy.
    - (ii) The location of where the proposed FSIs to be installed should be clearly marked on the layout plans.
  - (c) However, the applicant is reminded that if the proposed structure(s) is required to comply with the Buildings Ordinance (BO) (Cap. 123), detailed fire service requirements will be formulated upon receipt of formal submission of general building plans.

#### **Building Matters**

- 9.1.7 Comments of the Chief Building Surveyor/New Territories West, Buildings Department (CBS/NTW, BD):
  - (a) As there is no record of approval granted by the Building Authority (BA) for the existing structures at the Site, he is not in a position to offer comments on their suitability for the use proposed in the application.
  - (b) The applicant's attention is drawn to the following points:
    - (i) If the existing structures (not being a New Territories Exempted House) are erected on leased land without the approval of the BA, they are unauthorised building works (UBW) under the BO and should not be designated for any proposed use under the application.
    - (ii) For UBW erected on leased land, enforcement action may be taken by the BD to effect their removal in accordance with BD's enforcement policy against UBW as and when necessary. The granting of any planning approval should not be construed as an acceptance of any existing building works or UBW on the Site under the BO.
    - (iii) Before any new building works (including containers/open sheds as temporary buildings, demolition and land filling) are to be carried out on the

- Site, prior approval and consent of the BA should be obtained, otherwise they are UBW. An Authorised Person should be appointed as the co-ordinator for the proposed building works in accordance with the BO.
- (iv) The Site shall be provided with means of obtaining access thereto from a street and emergency vehicular access in accordance with Regulations 5 and 41D of the Building (Planning) Regulations (B(P)R) respectively.
- (v) The Site does not abut on a specified street of not less than 4.5m wide and its permitted development intensity shall be determined under Regulation 19(3) of the B(P)R at the building plan submission stage.

#### **Others**

- 9.1.8 Comments of the Chief Engineer/Cross-Boundary Infrastructure and Development, Planning Department (CE/CID, PlanD):
  - (a) The Civil Engineering and Development Department (CEDD) and PlanD jointly commissioned the "Planning and Engineering Study for Housing Sites in Yuen Long South (YLS) Investigation". According to the Recommended Outline Development Plan (RODP) of YLS promulgated on 8.8.2017, the Site falls within an area zoned as "Special Residential Public Rental Housing (with Commercial)" ("RSc") and "Residential Zone 1 (Subsidised Sale Flats with Commercial)" ("R1(SSF)c") as well as an area shown as 'Road'.
  - (b) The objective of YLS is to transform the degraded rural land predominantly occupied by brownfield operations including open storage yards, warehouses and rural industrial uses into housing and other uses with supporting infrastructure and community facilities, and to improve the existing environment. It is noted that the application is for temporary use for a period of 3 years. In considering the application for temporary uses, due consideration should be given on the possible implication on land clearance which would affect the future implementation of YLS.
- 9.1.9 Comments of Project Manager (West), Civil Engineering and Development Department (PM(W), CEDD):
  - (a) He has no objection to the subject application.
  - (b) However, the Site falls within the boundary of the proposed YLS Development Stage 2. The YLS Development would provide land to meet the medium to long term housing needs of Hong Kong. The applicant shall be reminded that extension of the planning permission may not be supported in future when the detailed implementation programme of works in the application site under YLS Development Stage 2 is formulated.

#### **District Officer's Comments**

9.1.10 Comments of the District Officer (Yuen Long), Home Affairs Department (DO(YL), HAD):

Her office has not received any comment from the village representatives in the vicinity regarding the application.

- 9.2 The following government departments have no comment on the application:
  - (a) Director of Agriculture, Fisheries and Conservation (DAFC);
  - (b) Chief Engineer/Construction, Water Supplies Department (CE/C, WSD); and
  - (c) Commissioner of Police (C of P).

# 10. Public Comment Received During the Statutory Publication Period

On 27.9.2019, the application was published for public inspection. During the first three weeks of the statutory public inspection period, which ended on 18.10.2019, no public comment was received.

#### 11. Planning Considerations and Assessments

- 11.1 The subject application is for temporary warehouse for storage of advertising material, construction material, electronic goods and household product for a period of 3 years at a site zoned "U" on the OZP. The applied use is not in conflict with the planning intention of the "U" zone which is generally intended for open storage use but is designated with this zoning mainly due to concerns of the capacity of Kung Um Road. In this regard, C for T has no adverse comment on the application. Whilst the Site falls within an area zoned "RSc" and "R1(SSF)c" as well as an area shown as 'Road' on the RODP of YLS promulgated on 8.8.2017, CE/CID, PlanD does not raise objection to the application and PM(W), CEDD has no objection to the proposed temporary use for 3 years. Approval of the application on a temporary basis of 3 years would not jeopardise the long-term development of the area.
- 11.2 The surrounding areas comprise mainly warehouses, open storage/storage yards and vehicle repair workshops intermixed with vacant land/structures, etc. (**Plan A-2**). Although there are residential structures nearby, with the nearest residence located to the immediate southeast of the Site, the development is generally not incompatible with the surrounding uses in the subject "U" zone.
- 11.3 There is no adverse comment on the application from concerned government departments, except DEP. DEP does not support the application as there are sensitive receivers of residential use in the vicinity of the Site (with the nearest one located to its immediate south) (**Plan A-2**), and the applied use will cause traffic of heavy vehicles; environmental nuisance is expected. However, there has been no environmental complaint concerning the Site received in the past 3 years. Furthermore, relevant approval conditions are recommended in paragraph 12.2 below to minimise any potential environmental nuisances or to address the technical requirements of other concerned government departments. Any

non-compliance with the approval conditions will result in revocation of the planning permission and UD on the Site will be subject to enforcement action by the Planning Authority. Should the planning application be approved, the applicant will also be advised to follow the latest Code of Practice to minimise any potential environmental impact on the surrounding area.

- 11.4 Given that five previous approvals for similar warehouse uses have been granted to the Site and 47 similar applications have been approved in this part of the "U" zone since the promulgation of TPB PG-No. 13E, approval of the current application is in line with the Committee's previous decisions.
- 11.5 There is no public comment received on the application during the statutory publication period.

### 12. Planning Department's Views

- 12.1 Based on the assessments made in paragraph 11, the Planning Department considers that the temporary warehouse for storage of advertising material, construction material, electronic goods and household product <u>could be tolerated</u> for a period of 3 years.
- 12.2 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 3 years until 15.11.2022. The following conditions of approval and advisory clauses are also suggested for Members' reference:

#### Approval conditions

- (a) no operation between 6:00 p.m. and 9:00 a.m., as proposed by the applicant, is allowed on the Site during the planning approval period;
- (b) no operation on Sundays and public holidays, as proposed by the applicant, is allowed on the Site during the planning approval period;
- (c) no open storage, repairing, cleaning, dismantling, other workshop activities and handling/storage of electronic wastes and cathode-ray tubes, as proposed by the applicant, shall be carried out on the Site at any time during the planning approval period;
- (d) no heavy goods vehicles exceeding 24 tonnes, including container tractors/trailers, as defined in the Road Traffic Ordinance are allowed to be parked/stored on or enter/exit the Site, as proposed by the applicant, at any time during the planning approval period;
- (e) no vehicle is allowed to queue back to or reverse onto/from public road at any time during the planning approval period;
- (f) all existing trees within the Site shall be maintained at all times, as proposed by the applicant, during the planning approval period;
- (g) the existing boundary fencing on the Site shall be maintained at all times during the planning approval period;

- (h) the submission of a 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 <u>15.5.2020</u>;
- (i) in relation to (h) above, the implementation of the drainage proposal 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 15.8.2020;
- (j) in relation to (i) above, the implemented drainage facilities on the Site shall be maintained at all times during the planning approval period;
- (k) the submission of a fire service installations proposal within **6** months from the date of planning approval to the satisfaction of the Director of Fire Services or of the Town Planning Board by <u>15.5.2020</u>;
- (l) in relation to (k) above, the implementation of the fire service installations proposal within **9** months from the date of planning approval to the satisfaction of the Director of Fire Services or of the Town Planning Board by <u>15.8.2020</u>;
- (m) if any of the above planning conditions (a), (b), (c), (d), (e), (f), (g) or (j) 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; and
- (n) if any of the above planning conditions (h), (i), (k) or (l) 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.

#### Advisory clauses

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

12.3 Alternatively, should the Committee decide to reject the application, the following reason for rejection is suggested for Member's reference:

the applicant fails to demonstrate that the development would not generate adverse environmental impact on the surrounding areas.

#### 13. <u>Decision Sought</u>

- 13.1 The Committee is invited to consider the application and decide whether to grant or refuse to grant 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 received on 19.9.2019

**Appendix Ia** Supplementary Planning Statement

**Appendix Ib** FI dated 31.10.2019 clarifying the stored items

**Appendix II** Previous Applications covering the Site

**Appendix III** Similar Applications in this Part of the "U" Zone on the OZP

since the Promulgation of TPB PG-No. 13E

Appendix IV Recommended Advisory Clauses

**Drawing A-1** Vehicular Access Plan

**Drawing A-2** Site Layout Plan

**Drawing A-3** Tree Preservation Proposal

Plan A-1a Location Plan with Similar Applications

Plan A-1b Previous Applications Plan

Plan A-2 Site Plan

Plan A-3 Aerial Photo

Plans A-4a and A-4b Site Photos

PLANNING DEPARTMENT NOVEMBER 2019