

TOWN PLANNING BOARD

**TPB Paper No. 10445
For Consideration by the
Town Planning Board on 13.7.2018**

**DRAFT KWAI CHUNG OUTLINE ZONING PLAN NO. S/KC/29
CONSIDERATION OF REPRESENTATIONS NO. TPB/R/S/KC/29-R1 TO R2
AND COMMENT NO. TPB/R/S/KC/29-C1**

**DRAFT KWAI CHUNG OUTLINE ZONING PLAN NO. S/KC/29
CONSIDERATION OF REPRESENTATIONS NO. TPB/R/S/KC/29-R1 TO R2
AND COMMENT NO. TPB/R/S/KC/29-C1**

Subject of Representation	Representers (No. TPB/R/S/KC/29-)	Commenter (No. TPB/R/S/KC/29-)
Amendment Item A1 - Rezoning of a site at San Kwai Street bounded by Tai Lin Pai Road and Kwai Chung Road from “Government, Institution or Community” (“G/IC”) to “Residential (Group A)2” (“R(A)2”) with stipulation of building height (BH) restriction Amendment Item A2 - Rezoning of a site at San Kwai Street to the east of Kwai Chung Road from “Village Type Development” (“V”) to “R(A)2” with stipulation of BH restriction	Total: 2 <u>Supportive: (1)</u> <u>All Items</u> R1: Individual <u>Opposing: (1)</u> <u>Item A1</u> R2: Individual	Total: 1 <u>Provide Comments: (1)</u> C1: Submitted by R2, Individual

Note: The submission of all representers and commenter are attached at **Annex IV** to **VI** of this paper. Soft copy of the submissions is available for public inspection at the Town Planning Board’s website at https://www.info.gov.hk/tpb/en/Website_S_KC_29_ENG.html. It is also available for public inspection at the Planning Enquiry Counters of the Planning Department in North Point and Sha Tin.

1. Introduction

- 1.1 On 19.1.2018, the draft Kwai Chung Outline Zoning Plan (OZP) No. S/KC/29 (**Annex I**) was exhibited for public inspection under section 7 of the Town Planning Ordinance (the Ordinance). The amendments are set out in the Schedule of Amendments at **Annex II**. The amendments to the OZP mainly involve rezoning of the northern and southern portions of a site at San Kwai Street bounded by Tai Lin Pai Road and Kwai Chung Road from “G/IC” and “V” respectively to “R(A)2” with stipulation of BH restriction of 130mPD to facilitate the proposed public housing development.

- 1.2 During the two-month exhibition period, a total of 2 representations were received. On 13.4.2018, the representations were published for 3 weeks for public comments. Upon expiry of the public inspection period on 4.5.2018, 1 comment was received.
- 1.3 On 8.6.2018, the Town Planning Board (the Board) agreed to consider all representations and comment collectively in one group as the OZP amendments mainly involve the proposed public housing development while there are only 2 representations and 1 comment received in relation to the amendments.
- 1.4 This Paper is to provide the Board with information for the consideration of the representations and comment. The representation sites are shown on **Plan H-1**. The representers and commenter have been invited to attend the meeting in accordance with section 6B(3) of the Ordinance.

2. **Background**

- 2.1 It was stated in the 2013 Policy Address that the Government would adopt a multi-pronged approach to build up land reserve with a view to meeting housing and other development needs. “G/IC” sites with no designated use and “Green Belt” (“GB”) sites with no ecological value would be reviewed for residential development. The development intensity of Government’s unallocated residential sites would also be increased as far as allowable in planning terms. It was reaffirmed in the 2014 Policy Address that the Government would continue to review various land uses and rezone sites as appropriate for residential development. The Amendment Items in this Paper are mainly related to the zoning amendment of a site at San Kwai Street for public housing development by Housing Department (HD) (Amendment Items A1 and A2 on **Plans H-1** and **H-2**). Opportunity is also taken to revise the Notes with incorporation of the latest refinements to Revised Master Schedule of Notes to Statutory Plans (MSN) so as to incorporate ‘Art Studio (excluding those involving direct provision of services or goods)’ as Column 1 use in “Industrial” (“I”) zone, and the Schedule II for industrial or industrial-office (I-O) building for “Other Specified Uses” annotated “Business” (“OU(B)”) and “Residential (Group E)” (“R(E)”) zones.
- 2.2 Broad technical assessments on traffic, environment, visual, air ventilation and infrastructural aspects had been conducted to ascertain the feasibility of the proposed public housing development.
- 2.3 The traffic impact assessment (TIA) concluded that with the implementation of recommended junction improvement works, the proposed development was acceptable in transport terms. The visual impact assessment (VIA) concluded that the proposed BH was visually compatible with the surrounding environment and would not induce substantial visual impact on the surrounding area. According to the air ventilation assessment, the Site was not located within the breezeway. It was anticipated that with implementation of recommended design measures, the proposed public housing development would not have significant adverse impact on the surrounding wind environment. With regard to the environmental and infrastructural aspects, a broad environmental assessment (EA) was conducted and concluded that there would be no insurmountable noise, air

quality and sewerage problems. Provision of appropriate noise mitigation measures for addressing traffic noise requirements has been included in the planning brief to address the potential traffic noise and air issue arising from the adjacent road networks.

- 2.4 According to the indicative scheme (**Plans H-3 and H-4**) and approved planning brief prepared by HD, the proposed public housing development at San Kwai Street would provide a total of about 700 public housing units to accommodate about 1,800 people. The proposed development is expected to be completed in 2023 tentatively.
- 2.5 On 22.12.2017, the Metro Planning Committee (MPC) of the Board considered the proposed amendments to the draft Kwai Chung OZP No. S/KC/28 and agreed that the proposed amendments are suitable for public inspection under section 7 of the Ordinance. The relevant MPC Paper No. 9/17 and minutes of the meeting are available at the Board's website at https://www.info.gov.hk/tpb/en/papers/MPC/595-mpc_9-17.pdf and https://www.info.gov.hk/tpb/en/meetings/MPC/Minutes/m595mpc_e.pdf respectively. The MPC Paper is also available for public inspection at the Public Enquiry Counters of the Planning Department in North Point and Sha Tin.

3. Local Consultation

- 3.1 An engagement workshop on the proposed public housing development was held by HD and attended by Planning Department (PlanD), the local villagers, nearby public housing estate residents and Kwai Tsing District Council (K&TDC) members on 23.5.2017. The stakeholders in general had no objection to the proposed public housing development. The proposed amendments to the OZP were thoroughly discussed with the local villagers and the current proposed "R(A)2" boundary had been suitably refined taking into account the comments and concerns of the local villagers.
- 3.2 Prior to submission of the proposed OZP amendments to the Board for consideration, K&TDC was jointly consulted by HD and PlanD regarding the proposed public housing development at San Kwai Street on 13.7.2017. A number of K&TDC members were concerned about traffic and transport issues including parking standards and pedestrian crossing at Kwai Yi Road; the noise and air pollution, adequacy of welfare facilities and the redevelopment of Lai Yiu Estate (**Plan H-1**). To address these concerns, HD will continue to liaise with relevant bureaux/departments and address the relevant issues where appropriate at detailed design stage. K&TDC members in general expressed support to the proposed development. The extract of the minutes of the DC meeting is at **Annex III**.
- 3.3 Upon gazettal of the draft Kwai Chung OZP No. S/KC/29, a DC paper on the amendments was circulated to K&TDC on 24.1.2018. No representation or comment from K&TDC members related to the OZP amendments was received.

4. The Representations

4.1 Subject of Representations

4.1.1 There are a total of 2 representations, among which 1 is supportive while 1 is opposing to the amendments.

4.1.2 The supportive representation **R1 (Annex IV)** submitted by an individual supports both Amendment Items A1 and A2. The grounds of **R1** are summarised as follows:

- (a) the proposed public housing development can help alleviate the pressing need for housing demand;
- (b) the representation site (the Site) is close to the existing infrastructure in Kwai Fong Town Centre and there are public transport services in the vicinity to serve residents of the proposed public housing development; and
- (c) it is a waste of land resource if the Site is used for village type development.

4.1.3 The opposing representation **R2 (Annex V)** submitted by an individual objects to Amendment Item A1. The grounds of **R2** are summarised as follows:

- (a) strongly object to the grab of land reserved for GIC use for residential development;
- (b) there is a dire shortage of community facilities in every district and the lack of GIC facilities will lead to enormous health and social issues; and
- (c) GIC facilities should not be crammed into the podia of residential and commercial developments but should be planned in their own right with emphasis on the need for sitting out and open air recreation facilities nearby.

4.2 Representer's Proposal

4.2.1 **R1** proposes to rezone the adjoining “V” to “R(A)” zone to increase housing supply (**Plan H-2**).

5. Comment on the Representation

5.1 A total of 1 comment on the representation was received.

5.2 **C1 (Annex VI)** submitted by **R2** generally expresses the same views as stated in representation of **R2**. The commenter provides comments on **R2** that there is a dire shortage of GIC facilities. There are plans to provide GIC facilities

(including facilities for elderly and child care centre) at the proposed Treasury Building in Cheung Sha Wan. Yet, the elderly and young children can only visit the government offices for various services after battling with the busy traffic of civil servants and daily visitors. Hence, services to be provided for vulnerable users in the building should be accommodated in custom-built GIC facilities that can provide a relaxed ambience and the potential for interaction.

6. Planning Considerations and Assessments

6.1 The Representation Site and the Surrounding Areas (Plans H-1 and H-2, photos on Plans H-5 and H-6a to H-6c)

6.1.1 The Site is situated at the northern part of Ha Kwai Chung Area. The Site is on government land where the northern portion was previously used by the Highways Department as works area for the Hong Kong Section of Guangzhou-Shenzhen-Hong Kong Express Rail Link (XRL) which is now vacant. The southern portion of the Site is currently used by the Drainage Services Department (DSD) as their Maintenance Depot and Works Area. There is an existing Drainage Reserve (DR) for DSD's drains and ramp to the box culvert at Kwai Chung Road at the southern portion of the Site (**Plans H-6b and H-6c**).

6.1.2 To the immediate east is Ha Kwai Chung Village which is zoned "V" with the Central Kwai Chung Park to the further east (**Plan H-1**). To its south are vegetated slopes of a hill above which Lai Yiu Estate is situated and accessible by Lai Cho Road. On 12.5.2017, the Committee approved a planning application No. A/KC/445 for minor relaxation of PR and BH restriction from 160mPD to 165mPD for a proposed public housing development at Lai Cho Road (**Plan H-5**). To the immediate west across Kwai Chung Road is the Kwai Tsui Estate and the Kwai Chung Police Station. Kwai Fong Estate is located to the northwest and zoned "R(A)" subject to a maximum BH restriction of 90mPD and 120mPD. To the north across Tai Lin Pai Road, there are industrial buildings zoned "OU(B)" subject to a maximum BH restriction of 105mPD. The BH restriction of the existing surrounding residential developments ranges from 90mPD to 120mPD in Kwai Fong Estate and Kwai Tsui Estate to about 160mPD for Lai Yiu Estate. In the surrounding area, there are GIC facilities (FEHD Kwai Chung Depot and VTC Kwai Chung Complex) as well as existing and planned open spaces (**Plans H-1 and H-2**).

6.2 Planning Intentions

6.2.1 The "R(A)" zone is intended primarily for high-density residential developments. Commercial uses are always permitted on the lowest three floors of a building or in the purpose-designed non-residential portion of an existing building. This is also applicable to the "R(A)2" zone.

- 6.2.2 The “G/IC” zone is intended primarily for the provision of GIC facilities serving the needs of the local residents and/or a wider district, region or the territory. It is also intended to provide land for uses directly related to or in support of the work of the Government, organization providing social services to meet community needs, and other institutional establishments.
- 6.2.3 The “V” zone is to reflect existing recognized and other villages, and to provide land considered suitable for village expansion and reprovisioning of village houses affected by Government projects. Land within this zone is primarily intended for development of Small Houses by indigenous villagers. It is also intended to concentrate village type development within this zone for a more orderly development pattern, efficient use of land and provision of infrastructures and services. Selected commercial and community uses serving the needs of the villagers and in support of the village development are always permitted on the ground floor of a New Territories Exempted House. Other commercial, community and recreational uses may be permitted on application to the Board.

6.3 Responses to Grounds and Proposals of Representations

Supportive Representation

- 6.3.1 The supportive views of **R1** on Amendment Items A1 and A2 are noted.

Opposing Representation

- 6.3.2 Regarding the concern of **R2** on Amendment A1 that the “G/IC” site has been rezoned for residential development, it was stated in the 2013 Policy Address that the Government would adopt a multi-pronged approach to build up land reserve with a view to meeting housing and other development needs. “G/IC” sites with no designated use would be reviewed for residential development. The development intensity of Government’s unallocated residential sites would also be increased as far as allowable in planning terms. It was reaffirmed in the 2014 Policy Address that the Government would continue to review various land uses and rezone sites as appropriate for residential use. Part of the Site was previously zoned “G/IC” and used as Highways Department’s Works Area for the Hong Kong Section of the Guangzhou-Shenzhen-Hong Kong Express Rail Link on a short term basis. It was returned to Lands Department in April 2018. Taking into account that the Site is not designated for any specific “G/IC” use, it is considered that the Site is suitable and with potential for residential development in that the housing production target can be met without adverse implication on the provision of GIC facilities. Besides, technical assessments on traffic, infrastructural, environmental, visual and air ventilation aspects have been conducted which confirm that there is no insurmountable problems in developing the Site for public housing development with the implementation of the proposed measures.

- 6.3.3 Regarding the concern on the adequacy of GIC facilities in the area, the existing and planned open space and GIC facilities are generally adequate to meet the need of the planned population in Kwai Chung, which include the increase in population arising from the proposed public housing development in accordance with the requirements in the Hong Kong Planning Standards and Guidelines (HKPSG). There will also be a surplus provision of local open space and district open space in Kwai Chung OZP planning scheme area. Such information has been incorporated in the MPC Paper No. 9/17 for the Board's consideration and updated at **Annex VII**.
- 6.3.4 To enable optimal use of the Site to meet the demand for public housing and the provision of the required supporting facilities, HD has been collaborating with Social Welfare Department (SWD) to incorporate the suitable welfare facilities in the public housing development. SWD has proposed a Day Care Centre for the Elderly and a Child Care Centre to be included in the proposed public housing development to enhance the provision of welfare facilities. Stakeholders (including residents from Lai Yiu Estate and Ha Kwai Chung Village) and K&TDC members in general have no objection to the proposed public housing development at an engagement workshop held by HD/PlanD and DC meeting in May and July 2017 respectively.
- 6.3.5 As for the concern on the need of providing sitting out area and open air recreation facilities nearby, HD has proposed to use the existing DR to the south of the Site as passive recreation space for morning exercise/tai chi by residents subject to DSD's agreement. This can enhance the general amenity of the area for the public enjoyment of local residents. Besides, there is an existing Central Kwai Chung Park at Tai Lin Pai Road within walking distance which serves the local residents (**Plans H-1 and H-5**).
- 6.3.6 Regarding the concern that GIC facilities should not be crammed into the podia of residential/commercial developments and should be planned in their own right, incorporation of suitable GIC facilities in public housing development is not uncommon in Hong Kong. Their provisions are based on relevant standards and requirements to the satisfaction of concerned departments. For the social welfare facilities provided in the proposed public housing development, SWD advises that HD will take into account the relevant factors such as the individual site condition, the design and operational requirements when considering the exact location of the proposed welfare facilities. SWD will continue to liaise with HD on the design of the welfare facilities according to the operational and development requirements to suit the needs of the community. In general, the provision of GIC facilities within public housing development can optimise utilization of land resources. Most of the GIC facilities are premises-based which can be well integrated in the public housing development. In case there is request from concerned bureau/department for developing welfare facilities on stand-alone sites, effort would be made to identify suitable site for the purpose where appropriate.

*Response to **RI**'s Proposal*

Proposal to rezone the adjoining “V” to “R(A)” to increase housing supply

6.3.7 The “V” zone under Amendment Item A2 was Government land that had not been used for development of the village resite area of the Ha Kwai Chung Village. The village resite area had been completed years ago and the villagers of Ha Kwai Chung Village were no longer eligible to build Small Houses on concessionary terms on Government land by way of private treaty grant under the ‘Small House Policy’. In addition, the existing DR (**Plans H-6b** and **H-6c**) traverses the major part of this “V” zone rendering it not suitable for development. The proposed zoning boundary has taken a balanced consideration between the pressing housing needs and concerns of the local villagers. The remaining undeveloped land in the adjoining “V” zone can serve as buffer area between the high-rise public housing block and the village houses. Besides, a large portion of the undeveloped area within the “V” zone is already occupied by slope, footpath, parking area for locals/villagers, and the area would also need to be reserved as circulation area particularly during the festive occasions for the Tin Hau Temple to the south of the Site (**Plans H-2** and **H-6b**). Hence, the representers’ proposal is not supported.

6.4 Responses to Grounds and Views of Comment

6.4.1 Regarding the concern of **C1** on advocating better integration of GIC facilities with other service users, HD advises that the welfare facilities, namely the Day Care Centre for the Elderly and the Child Care Centre, are located on the lower floors with the residential portion above the podium level. This kind of mixed use building is very common design for public housing development and has been functioning effectively. Besides, separate means of escape would be provided for the welfare facilities on the ground and lower floors. Users can easily access the facilities via the designated entrances on the ground and lower floors, the proposed footbridge, lifts and staircases.

6.4.2 The concern of **C1** on the adequacy of GIC facilities (including facilities for elderly and child care centre) is addressed in the responses in paragraph 6.3 above.

7. Departmental Consultation

7.1 The following government bureaux/departments have been consulted and their comments have been incorporated in the above paragraphs, where appropriate:

- (a) Director of Housing; and
- (b) Director of Social Welfare

7.2 The following government bureaux/departments have no comment on the representations/comment:

- (a) Chief Building Surveyor/New Territories West, Buildings Department;
- (b) Chief Engineer/Construction, Water Supplies Department;
- (c) Chief Engineer/Mainland South, Drainage Services Department;
- (d) Chief Highway Engineer/New Territories West, Highways Department;
- (e) Chief Town Planner/Urban Design and Landscape, Planning Department;
- (f) Commissioner for Transport;
- (g) Commissioner of Police;
- (h) Director of Environmental Protection;
- (i) Director of Fire Services;
- (j) Director of Food and Environmental Hygiene;
- (k) Director of Leisure and Cultural Services;
- (l) District Lands Officer/Tsuen Wan & Kwai Tsing, Lands Department;
- (m) District Officer (Kwai Tsing), Home Affairs Department; and
- (n) Project Manager (New Territories West), Civil Engineering and Development Department

8. Planning Department's Views

8.1 The supportive views of **R1** are noted.

8.2 Based on the assessments in paragraph 6 above, PlanD does not support R2 and considers that the OZP should not be amended to meet the representation for the following reason:

- (a) The provision of open space and GIC facilities is generally sufficient to meet the demand of the planned population in the Kwai Chung area in accordance with the requirements of the Hong Kong Planning Standards and Guidelines. Social welfare facilities including day care centre for the elderly and child care centre have been planned at the proposed housing sites. Housing Department will further liaise with Social Welfare Department on the proper integration of these facilities in the housing development at detailed design stage.

9. Decision Sought

The Board is invited to give consideration to the representations and comment and decide whether to propose/not to propose any amendment to the OZP to meet/partially meet the representations.

10. Attachments

Annex I	Draft Kwai Chung OZP No. S/KC/29 (reduced size)
Annex II	Schedule of Amendments to the Draft Kwai Chung OZP
Annex III	Extracts of Minutes of K&TDC Meeting on 13.7.2017
Annex IV	Representation R1

Annex V	Representation R2
Annex VI	Comment C1
Annex VII	Provision of Open Space and Major GIC Facilities in the Draft Kwai Chung OZP No. S/KC/29 Planning Area
Plan H-1	Location Plan
Plan H-2	Site Plan
Plan H-3	Conceptual Layout Plan for Proposed Public Housing Development
Plan H-4	Section Plan for Proposed Public Housing Development
Plan H-5	Aerial Photo
Plans H-6a to H-6c	Site Photos

PLANNING DEPARTMENT
JULY 2018