

TOWN PLANNING BOARD

TPB Paper No. 10752

**for consideration by
the Town Planning Board on 6.8.2021**

**THE DRAFT SHA LO WAN AND SAN TAU OUTLINE ZONING PLAN NO. S/I-SLW/E
FURTHER CONSIDERATION OF A NEW PLAN**

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1. Introduction

The purpose of this paper is to:

- (a) report on the representations received during the two-month exhibition period of the draft Sha Lo Wan and San Tau Development Permission Area Plan No. DPA/I-SLW/1;
- (b) report on the results of the consultation with Islands District Council (IsDC) and the Tai O Rural Committee (TORC), and the other public views received on the draft Sha Lo Wan and San Tau Outline Zoning Plan (OZP) No. S/I-SLW/C; and
- (c) seek Members' agreement that the draft Sha Lo Wan and San Tau OZP No. S/I-SLW/E, its Notes and Explanatory Statement (ES) (**Appendices I to III**) are suitable for exhibition for public inspection under section 5 of the Town Planning Ordinance (the Ordinance).

2. Background

The draft DPA Plan

- 2.1 On 8.1.2021, the area of Sha Lo Wan and San Tau (the Area) was designated as a Development Permission Area (DPA) and covered by the draft Sha Lo Wan and San Tau DPA Plan No. DPA/I-SLW/1 (the DPA Plan) (**Plan 1**). The draft DPA Plan is to provide an interim planning control with a view to protecting the ecologically sensitive areas, maintaining the unique rural and natural character and preventing from encroachment by unauthorized development and from undesirable change of use within the Area.
- 2.2 During the exhibition of the draft DPA Plan, a total of 208 representations¹ were received. Amongst all, 20 representations support, 181 representations object to and 7 representations provide comments without indicating support or objection on the draft DPA Plan. Zoning proposals are suggested by some representers. A copy of the representations is deposited at the meeting for Members' reference. A summary of the representations received and the

¹ The 20 supporting representations are submitted by nine green groups, individuals and Hongkong Land; the 181 objecting representations are submitted by a joint petition from 11 IsDC Members, two indigenous inhabitant representatives, local residential associations and individuals; the 7 representations without indicating support or objection are submitted by individuals.

government responses is provided at **Appendix IV**. The grounds of the representations and proposals are summarised below:

Planning Intention

- the planning intention of the DPA Plan to introducing planning control into the Area is supported;
- the DPA Plan is over-restrictive on development and is not in line with the overarching principle of “Development in the North, Conservation for the South”;

Village Development

- the existing hiking trail in the Area should be re-routed away from the village areas and private lots in order to minimize the conflicts between local villagers and visitors;
- a comprehensive planning is needed to strike a better balance between village development and environmental conservation;
- the right of the indigenous inhabitants to develop Small House, and private property rights should be respected;
- no conservation zonings should be designated;
- the proposed “Village Type Development” (“V”) zone should be enlarged to cater for the demand of Small House development;
- San Tau village is planning to partner with external parties to carry out village revitalization and ecological conservation. Provisions should be allowed in the OZP and/or the Notes for these initiatives;
- San Tau should not be zoned as “GB” for conservation purpose and more residential buildings should be built at San Tau to address the overall acute housing demand in the territory;
- “V” zone should be delineated in accordance to the existing village cluster and the genuine Small House demand;
- natural and agricultural areas should not be designated as “V” zone for the development of New Territories Exempted Houses (NTEH);
- the adverse environmental impacts (e.g. noise impacts) caused by the Hong Kong International Airport (HKIA) and the Hong Kong-Zhuhai-Macao Bridge (HZMB) on the existing villages should be mitigated;

Transport and Traffic

- Emergency Vehicular Access (EVA) should be provided to Sha Lo Wan and San Tau village areas;
- external road connectivity for Sha Lo Wan and San Tau, and the water transport service should be enhanced to improve accessibility;
- implementation of the coastal road between Tung Chung and Tai O should be reconsidered;
- a direct road connection between Sha Lo Wan and Airport Island should be provided;

Infrastructure and Community Facilities

- infrastructure (e.g. sewerage, seawater flushing, drainage, freshwater supply, refuse collection point etc.), tele-communication and community facilities should be provided and/or improved;
- the issue of inadequate policing and emergency services should be addressed;

Environment and Conservation

- the proposed “Site of Special Scientific Interest” (“SSSI”) zone on the OZP should be extended to the sea area to cover the entire designated San Tau Beach SSSI;
- the natural environment, habitats and their surrounding areas (e.g. coastal areas, watercourses, natural areas, etc.) should be designated with appropriate conservation zonings;
- proactive approach should be taken to stop any “Destroy First, Develop Later” activity;
- Site of Archaeological Interest (SAI) and geoheritage should be protected with buffer zone;

Agricultural Development

- fallow and active agricultural land should be zoned as “Agriculture” (“AGR”);
- agricultural development and rehabilitation should be facilitated;
- water supply for irrigation should be provided;

Development Proposal

- a representation proposes eco-lodge developments at two areas in Sha Lo Wan and San Tau; and

Consultation

- further consultation with local stakeholders on the DPA Plan should be conducted.

The draft OZP

2.3 On 15.1.2021, the Town Planning Board (the Board) gave preliminary consideration to the draft Sha Lo Wan and San Tau OZP No. S/I-SLW/C (TPB Paper No. 10714) and agreed that the draft OZP was suitable for consultation with IsDC and TORC. The Board also advised Planning Department (PlanD) to consider to review whether some of the boundaries of the “V” zones should be rationalized and to ensure a consistent approach be adopted in designating the various “V” zones, as well as be prepared to elaborate to the stakeholders how additional public facilities, such as piers and cycle paths, could be provided in the area to enhance its environment for public enjoyment. The proposed Planning Scheme Area of the new Sha Lo Wan and San Tau OZP is shown on **Plan 2**. The TPB Paper No. 10714 and an extract of the minutes of the Board’s meeting held on 15.1.2021 are at **Appendices V and VI** respectively for Members’ reference.

2.4 For Members’ ease of reference, major land use proposals of the draft Sha Lo Wan and San Tau OZP No. S/I-SLW/C are recapitulated below (**Plan 3**):

“Village Type Development” (“V”): Total Area 5.86 ha

- (a) The “V” zones cover the two recognised villages, namely Sha Lo Wan and San Tau. The “V” zones are designated having regard to the ‘Village Environ’ (‘VE’), the local topography, the existing settlement

pattern, the outstanding Small House applications and demand forecast. Areas of difficult terrain, potential natural terrain hazards, dense vegetation, conservation and ecological value are excluded. The existing village clusters and adjacent land suitable for village expansion are zoned “V”.

“Government, Institution or Community” (“G/IC”): Total Area 0.55 ha

- (b) The zone covers existing GIC uses, including the Tin Hau Temple, Ba Kong Temple, Sha Lo Wan Village Office together with the paved ground in front of the temples located on the western side of Sha Lo Wan coast, two vacant school premises (Sha Lo Wan School and San Tau School), a refuse collection point in San Tau and three public toilets. Hong Kong Observatory’s Sha Lo Wan Wind Profiler Station and Sha Lo Wan Automatic Weather Station are also included in this zone.

“Open Space” (“O”): Total Area 0.19 ha

- (c) The zone covers a football field, managed by the Leisure and Cultural Services Department, situated at the coast of Sha Lo Wan. A viewing pavilion which is provided to the east of Hau Hok Wan along the existing trail near San Tau is also included in this zone.

“Other Specified Uses” (“OU”): Total Area 0.05 ha

- (d) The zone mainly covers three jetties in Sha Lo Wan and a pier in San Tau.

“Agriculture” (“AGR”): Total Area 9.77 ha

- (e) This zone mainly covers the pieces of active farmlands at the downhill area to the west of the Area, patches of active and abandoned farmlands to the north of Sha Lo Wan and those embracing the village clusters of San Tau.

“Green Belt” (“GB”): Total Area 128.37 ha

- (f) The “GB” zone mainly covers the woodlands, shrublands and grasslands, vegetated slopes and knolls, streams, wetlands, abandoned farmland, and some temporary structures in the Area. The zone also covers a permitted burial ground located to the southeast of San Tau, which is intended for burial places of deceased indigenous villagers in the Area. Any burial activities should be confined within the designated grounds as far as practicable.

“Conservation Area” (“CA”): Total Area 2.49 ha

- (g) The zone mainly covers two tracts of mature woodlands of high ecological value to the south of Sha Lo Wan Tsuen and San Tau.

“Coastal Protection Area” (“CPA”): Total Area 7.47 ha

- (h) The zone mainly covers the natural coastlines along the northern, eastern, and western peripheries of the Area, which comprise coastal features including shorelines, flat rock, cliff, mangroves, mudflats and seagrass bed.

“Site of Special Scientific Interest” (“SSSI”): Total Area 1.17 ha

- (i) The zone covers part (about 1.17 ha) of the designated San Tau Beach SSSI (total area about 2.7 ha) for harbouring the largest seagrass bed of *Zostera japonica* (矮大葉藻) and *Halophila ovalis* (喜鹽草) on Lantau Island and the locally uncommon mangrove *Bruguiera gymnorhiza* (木欖).

- 2.5 The Sha Lo Wan and San Tau OZP is to replace the draft DPA Plan, which would cease to be effective (except for the provisions related to the existing use and unauthorized development) upon gazetting of the OZP under the Ordinance, and the plan-making process of the DPA Plan would not proceed further. The views of the representations on the draft DPA Plan have been taken into account and incorporated into the draft Sha Lo Wan and San Tau OZP where appropriate.

3. Consultation on the draft OZP

TORC, IsDC and Local Villagers

- 3.1 TORC was consulted on the draft OZP at its meeting on 1.4.2021 and IsDC was consulted by circulation of paper on 30.6.2021. In response to the requests from the Indigenous Inhabitant Representatives (IIR) of San Tau and Sha Lo Wan, separate meetings were held on 24.2.2021 and 26.2.2021 to solicit their views and concerns on the draft OZP. Their views and submissions are at **Appendices VII to XI**. A site visit to Sha Lo Wan was conducted on 11.3.2021 with local villagers. Major points of concerns of TORC, IsDC and local villagers on land use planning on the draft OZP are summarized below:

Consultation

- (a) TORC and some local villagers consider the consultation exercise of the draft OZP insufficient. Both IsDC and TORC were not consulted when the DPA Plan and the draft OZP were under preparation. They are of the view that consultation with local villagers should be conducted before formulating the land use planning proposals to have a better understanding on local issues and needs and to minimise the possible additional cost for future development to be borne by villagers.

Planning Intention

- (b) The general planning intention of the draft OZP should not be lopsided towards conservation of natural and rural landscape of the Area. As an extensive area of the Hong Kong territory has already been protected and covered by Country Park, further proposing to designate more than 80% of the Area as conservation zonings cannot be justified. Town planning should be a people-oriented exercise and take a proactive approach to promote long-term well-being of the rural community. It should not induce excessive control on development. An optimal balance should be struck between conservation and the village livelihood.

“V” Zone

- (c) Both TORC and local villagers from Sha Lo Wan and San Tau express that, due to the development of the HKIA and air traffic noise impact, the Lands Department (LandsD) had stopped processing any Small House application since the 1990s. While the processing of Small House application has been resumed in 2016, the subsequent social unrest in 2019 and the pandemic in 2020 have disrupted the overall processing capacity.
- (d) TORC considers that there is considerable difference in area between the proposed “V” zones and the ‘VE’ delineated in 1972. Local villagers from San Tau also opine that the “V” zone to ‘VE’ ratio of San Tau is smaller than other villages on Lantau, which reflects an inconsistency in designating “V” zones across different OZPs. Part of the proposed “V” zone of San Tau village cluster located on the slope to the south of the village is not suitable for Small House development due to natural terrain hazard and additional cost required for site formation of any Small House development. However, a few private lots under Block Government Lease (demised for house use) to the further west with less constraints are not included in the proposed “V” zone (**Appendix VII** and **Plans 4a and 4b**). Since many local villagers have spent considerable efforts and resources for their application for Small House, the limited size of “V” zone would upset their original development plan.
- (e) The proposed “V” zones could not provide sufficient land to meet Small House demand of Sha Lo Wan and San Tau. TORC indicates that the proposed “V” zones of the draft OZP should be enlarged to cater for the Small House demand of Sha Lo Wan and San Tau, with an additional buffer of 20% - 30% of the “V” zones in order to include the existing village houses and land on the periphery. There is strong present and future demand for Small House development in Sha Lo Wan as reflected by the indigenous inhabitants’ composition as well as the Small House applications under processing by LandsD. With the newly proposed MTR station at Tung Chung West which is relatively close to San Tau, and proposed partnership with The Hong Kong University of Science and Technology and The Conservancy

Association for village and ecological conservation, there will be increasing demand for village houses to meet the housing and operational needs of returning villagers and partnership parties. To address the outstanding and potential Small House applications, IsDC and local villagers from San Tau propose to designate the land area around the three village clusters (i.e. Kau Liu, Tin Sam and San Tau) as “V” zone (**Appendices X to XI and Plans 5a and 5b**).

Deprivation of Rights on Private Agricultural Land

- (f) Majority of the Area adjoins natural areas including Country Parks. Designation of remaining areas and private agricultural land as conservation zonings is considered unfair and would deprive villagers’ rights and freedom to use their land property. Members of TORC, IsDC and local villagers consider that private agricultural land is valuable asset inherited from their ancestors. Designating private agricultural land as “GB” zone would impose additional restrictions on agricultural and other activities (e.g. filling / excavation of land require planning permission from the Board) and may cause conflicts between land owners and the green groups. It is requested to designate all private agricultural land as “AGR” zone to maintain their agricultural function.
- (g) Areas around the village clusters in Sha Lo Wan and San Tau have active agricultural uses and potential for agricultural rehabilitation. Local villagers of Sha Lo Wan indicate that the area to the north of Sha Lo Wan Tsuen was once used for growing watercress and rice (**Appendices VIII and IX and Plans 6a and 6b**). They have plan to carry out agricultural rehabilitation and have no intention to damage the natural environment. Local villagers of San Tau also indicate that they have sought permission for 11 greenhouse structures at their private agricultural land parcels which have active farming activities, and currently awaiting permit approval for works commencement (**Appendix VII and Plans 7a and 7b**). Private agricultural land with active agricultural practice and / or rehabilitation plan should be zoned “AGR” to facilitate the genuine agricultural intention.
- (h) Both local villagers from Sha Lo Wan and San Tau consider that the size of the proposed “AGR” zones is disproportionately small as compared to existing agricultural land extent and demand as estimated from the existing village population. The proposed “AGR” zones should be further expanded to respect agricultural activities and preserve traditional village culture.

Provision of Transport and Infrastructure Facilities

- (i) Ferry service is the only public transport serving Sha Lo Wan area and is insufficient to meet the daily needs of local villagers.
- (j) Additional connections are required to improve local connectivity and to facilitate transportation of farm produce. An access road

linking to Tung Chung New Town and a pedestrian/vehicular connection between Sha Lo Wan and the HKIA are suggested.

- (k) Members of TORC and local villagers from Sha Lo Wan and San Tau express that the absence of EVA has been a long-standing issue for the concerned villages. Given the aging population in the villages, provision of EVA with direct connection to the villages is necessary.
- (l) Essential infrastructure facilities, including sewerage, water supply and drainage for domestic and agricultural use, and public toilet facilities should be improved.

Re-routing the Hiking Trail

- (m) Both Sha Lo Wan and San Tau are situated on the existing trail between Tung Chung and Tai O (commonly known as Tung O Ancient Trail), which is part of the 100km long Round-the-Lantau Route under planning of the Lantau Conservation and Recreation Masterplan by the Sustainable Lantau Office (SLO), Civil Engineering and Development Department (CEDD) (**Plan 8**). Frequent visits by tourists, hikers and mountain bikers have caused disturbance to the daily life of the villagers. The feasibility to re-route the portion of Tung O Ancient Trail within the village clusters and that on private lots should be reviewed with a view to minimizing the potential conflicts between the locals and visitors.

Green/Concern Groups

- 3.2 On 17.3.2021 and 12.4.2021, two meetings were held with green / concern groups on the draft OZP. Designing Hong Kong Limited, Kadoorie Farm and Botanic Garden Corporation, World Wide Fund for Nature Hong Kong, Save Lantau Alliance, The Conservancy Association, Green Power, Hong Kong Bird Watching Society and Association for Geoconservation, Hong Kong attended the meeting on 17.3.2021, while Living Islands Movement, Save Lantau Alliance, Ark Eden and Support HK Environmental Petition Platform attended the meeting on 12.4.2021. They have further made submissions providing supplementary information (**Appendices XII to XV**). Major points of the green / concern groups' concerns on land use planning on the draft OZP are summarized below:

Designation of Zonings for Conservation Purpose

- (a) There are concerns on the "SSSI" zoning boundary for San Tau Beach SSSI in the draft OZP, which only covers the land portion of the SSSI delineated by the Agriculture, Fisheries and Conservation Department (AFCD). The intention of San Tau Beach SSSI is to conserve seagrass bed therein. Given its high ecological value, the proposed "SSSI" zoning boundary should be further extended to cover the remaining sea portion or even the seagrass bed migrated southwards (**Plans 9a and 9b**), while a 50m buffer in the form of "CA" zoning is suggested for areas to the north, west and south of the

SSSI. Similar practice to including sea portion of SSSI has been adopted in the formulation of OZPs of Ting Kok, Shap Sz Heung and Tai Ho areas.

- (b) Some parts of the coastline are not designated with “CPA” zone, including estuary of Sha Lo Wan and the neighbouring pier, resulting in a discontinuous “CPA” belt (**Plans 10a and 10b**). Given the contiguous nature of the coastline along northern Lantau, the proposed “CPA” zone should cover the entire coastline of the Area. They also consider that rivers and their riparian areas are susceptible to domestic sewage discharge, while the strip of land currently proposed for “GB” zone sandwiched between the landward and seaward portions of Lantau North (Extension) Country Park to the west of Hau Hok Wan is considered suitable to be conserved as a wildlife corridor (**Plans 11a and 11b**). These areas are suggested to be protected by designation of “CA” zoning.
- (c) They indicate that some of the proposed zonings do not reflect the existing condition and should be revised. The areas to the west of San Tau and to the north of Kau Liu are currently covered by dense secondary woodland (**Plans 12a and 12b**), while parts of the area to the north of Sha Lo Wan San Tsuen is recognized as ‘Seasonally Wet Grassland’ habitat as depicted in the habitat map in **Appendix XII (Plans 13a and 13b)**. Designation of “GB” zone instead of “AGR” for the above-mentioned areas would be more appropriate. Besides, the area to the northeast of Sha Lo Wan San Tsuen should be zoned “AGR” instead of “V” given the presence of abandoned and active orchard (**Plans 14a and 14b**), whereas the area to the immediate north of former Sha Lo Wan Primary School should be zoned “GB” since it is part of the well-vegetated secondary woodland (**Plans 15a and 15b**).
- (d) Coastal area between Tung Chung and Tai O is rich in geodiversity with a wealth of geological resources and formations, such as the alluvial fan of San Tau, the old Sha Lo Wan Mine workings and skarn deposits as mentioned in **Appendix XIV** submitted by Association for Geoconservation, Hong Kong (**Plan 16**). Geological conservation proposals should be formulated in consultation with CEDD and other relevant departments.
- (e) Suspected unauthorized development was spotted in the existing trail between Sha Lo Wan and San Shek Wan recently. The resultant widened footpath turns into a vehicular access which allows passage of private vehicles and hence direct access to Sha Lo Wan (**Plan 17**). Enforcement actions against unauthorized development should be taken by the Planning Authority.
- (f) The proposed exemption for filling/excavation of land for public works coordinated or implemented by Government, or maintenance, repair or rebuilding works in “CA”, “CPA” and “SSSI” zones from seeking planning permission from the Board is inconsistent with other

OZPs covering Lantau.

“V” Zone and “AGR” Zone

- (g) Some representatives of the green groups opine that stricter control on Small House development should be imposed to safeguard the natural environment. Apart from no part of the proposed “V” zones should fall onto any rivers and their riparian areas, they reiterate the relevance of the judgment on the Judicial Review case on OZPs of Pak Lap, Hoi Ha and So Lo Pun areas and the Board’s latest approach of adopting an incremental approach in delineating “V” zone area and boundary.
- (h) They also propose to impose stricter restriction on “AGR” zone to achieve better development control in areas intended for agricultural activities. They propose for “AGR(1)” zone with Small House development prohibited through removing the provision for NTEH development in the Notes.

4. Planning Department’s Responses

- 4.1 The comments and concerns received during the consultation as stated on paragraph 3 above, together with the representations made on the draft DPA Plan as summarised on paragraph 2.2 above, have been duly considered. Adjustments to the land use proposals on the draft OZP have been made as appropriate, which are summarised below for further consideration by the Board. In consultation with departments concerned, PlanD’s responses to the comments/proposals received are as follows:

Consultation

- (a) To facilitate timely consultation with relevant stakeholders on the appropriate land use zonings for the Area, PlanD has expedited the plan preparation process and submitted the preliminary draft OZP to the Board for preliminary consideration on 15.1.2021. With the agreement of the Board, PlanD has consulted relevant stakeholders, including IsDC, TORC, local villagers and green / concern groups to solicit their views on the draft OZP. Their comments and concerns, together with the representations made on the draft DPA Plan, have been duly considered and adjustments to the land use proposals on the draft OZP have been made as appropriate, which are summarized below for further consideration by the Board. Upon agreement of the Board, the draft OZP will be exhibited under section 5 of the Ordinance for statutory public consultation.

Planning Intention

- (b) An overarching principle of ‘Development in the North; Conservation for the South’ embraced by the Sustainable Lantau Blueprint (the Blueprint) was promulgated in June 2017. The

predominant part of Lantau would be conserved for its natural and cultural resources. Unique rural settlements would also be preserved and enhanced. Where appropriate, low-impact leisure and recreational uses would be developed for public enjoyment. The Area forms an extension of the natural woodlands system in the adjoining Country Parks with a wide spectrum of natural habitats supporting a high diversity of wild flora and fauna and is worth conserving. This Area is characterized by a rural countryside ambience with the two recognized villages namely Sha Lo Wan and San Tau in the western and eastern parts of the Area respectively. Village houses are mainly one to three-storey in height. Due to the landscape and ecological value of the Area, the planning framework for the Area should fundamentally be the preservation of the natural environment and rural setting. Notwithstanding the above, to meet the housing demand of indigenous villagers under the Small House Policy, suitable land will also be reserved for the need of Small House development.

Conservation

- (c) A consistent approach has been adopted to delineate the Planning Scheme Area of the draft OZP with reference to the Planning Scheme Area of the draft DPA Plan, high water mark, boundaries of Country Parks, land status, etc. The proposed “SSSI” zone (**Plans 9a and 9b**) aligns with the delineation of the same “SSSI” zone on the draft DPA Plan where any unauthorized developments would be subject to planning enforcement actions by the Planning Authority. As regard the sea portion of the San Tau Beach SSSI, it falls on government land and any activities and/or developments not complying with existing provisions and regulations may be subject to enforcement and prosecution by relevant authorities. Regarding the view that a 50m buffer for the “SSSI” zone in the form of “CA” zone should be provided, as the proposed “SSSI” zone is embraced by other conservation zonings including “CPA” and “GB” zones and AFCD has no comment on such arrangement, it is considered not necessary to designate buffer area zoned “CA”.
- (d) “CPA” zones are designated along the majority of coastline on the draft OZP with due regard to conserve, protect and retain the natural coastline and the sensitive coastal natural environment with a minimum of built environment. Areas occupied by government facilities, village houses and structures, other man-made features, paved area, and sparse vegetation have been excluded from “CPA” (**Plans 10a and 10b**).
- (e) Regarding designation of “CA” zone for rivers and their riparian area, area sandwiched between Country Parks areas to the west of Hau Hok Wan as wildlife corridor (**Plans 11a and 11b**), which are currently proposed for “GB” zone, it should be noted that “CA” zone is intended to protect and retain the existing natural landscape, ecological or topographical features of the area for conservation,

educational and research purposes. Apart from areas such as mature woodland and watercourses with special standing (e.g. Fung Shui woodland and Ecologically Important Stream) to be designated as “CA”, other general natural areas would be zoned “GB”. As advised by Director of Agriculture, Fisheries and Conservation (DAFC), by adopting the habitat approach, it is considered appropriate to maintain the current conservation-oriented zoning proposal to render protection of the natural habitats and at the same time to reflect the existing site condition. Regarding the site for wildlife corridor, DAFC advises that the site forms part of the continuous woodland covered by the adjoining “GB” zones and the Country Park areas. The site is also traversed by an existing footpath and partly occupied with structures zoned as “G/IC” (**Plans 11a and 11b**). It is considered appropriate to maintain the “GB” zone of that site. According to the Notes of the draft OZP, a number of uses, diversion of streams and filling of land/pond or excavation of land require planning permission from the Board. Therefore, it is considered that “GB” zone could provide sufficient planning control on the concerned areas.

- (f) In response to the request to designate “GB” zone for areas covered by dense woodland and habitat with ecological value, opportunity has been taken to review the existing site conditions. Upon review with the aid of survey records and on-site observations, it is observed that the abandoned farmlands to the west of San Tau and to the north of Kau Liu are now largely covered by dense vegetation (**Plans 12a and 12b**), they are proposed to be largely rezoned from “AGR” to “GB” zone (about 0.64 ha and 1.21 ha respectively) (areas coloured orange on **Plan 21b**) to reflect the existing environment. Furthermore, to better reflect the existing site condition upon review, a narrow strip of land originally zoned “CA” situated at the foothill to the south of Sha Lo Wan Tsuen, with an area of about 0.18 ha, is proposed to be designated “GB” as the area is at present largely occupied by sparse vegetation and does not form part of the mature woodland to the south (**Plan 18** and area coloured purple on **Plan 21a**). Concerning the area classified as ‘Seasonally Wet Grassland’ in the habitat map submitted by green groups situated to the north of Sha Lo Wan San Tsuen (**Plans 13a and 13b**), DAFC advises that the concerned area is covered by vegetated areas evolved from abandoned agricultural land, which fall into a broader category of wetland. Since DAFC considers designation of “AGR” or “GB” zones is appropriate for the area, the current land use zonings need not be adjusted in this regard. The “GB” zone serves to preserve the existing natural landscape, while the “AGR” zone is for retention of arable land for agricultural activities, both with other uses compatible with the rural character of the locality subject to planning permission by the Board. Regarding the area situated to the immediate north of former Sha Lo Wan Primary School (**Plans 15a and 15b**), as advised by DAFC, it is only an wooded area bordered by footpaths located at the fringe of the village settlement. With reference to site observations and the aid of aerial photo, the site is partly cleared and partly characterized by sparse vegetation. Further, the area is the subject of one approved

application and five outstanding applications for Small House development under Private Treaty Grant. Therefore, it is considered appropriate to maintain the designation of “V” zone. DAFC has no adverse comment on the abovementioned proposed zoning proposals / adjustments.

- (g) Regarding the views expressed by the Association for Geoconservation, Hong Kong on better conservation of geological resources in the Area (**Appendix XIV** and **Plan 16**), in general, development at the land surface would not significantly affect the geology underneath. During the preparation of OZP, amongst other factors, the natural environment, topography, attractive geological features and physical landforms have been taken into considerations. Where geological features are exposed at the land surface, such as along the coastline, appropriate zonings (e.g. “CPA”) have been designated to protect area of conservation importance. Head of the Geotechnical Engineering Office, CEDD has no adverse comment on the land use proposal since those concerned geological features of high scientific and geological values have been designated with appropriate conservation zonings (e.g. “CPA”). His detailed comments in response to Association for Geoconservation, Hong Kong are set out in **Appendix XVI**.
- (h) Upon gazette of the draft DPA Plan on 8.1.2021, the Planning Authority is empowered to instigate enforcement action against unauthorized developments undertaken in the Area. Concerning the report of suspected unauthorized development in the section of existing trail between Sha Lo Wan and San Shek Wan, PlanD will closely monitor the situation and consider taking appropriate enforcement action when necessary in liaison with relevant departments.
- (i) The proposed exemption for filling/excavation of land for public works coordinated or implemented by Government, or maintenance, repair or rebuilding works in “CA”, “CPA” and “SSSI” zones from seeking planning permission from the Board intends to streamline and expedite the relevant works in the Area. Public works coordinated or implemented by Government are normally local public works or environmental improvement works to be carried out by relevant government works departments, for which technical feasibility would be assessed and potential environmental impact would be addressed/mitigated by the relevant departments under established mechanisms. For maintenance or repair works, in general, they only involve small scale works and would not generate adverse impacts to the site and the surrounding environment. As the works are permitted under the covering Notes of the OZP, further control on land filling/excavation works through planning permission is considered not necessary. However, upon review, as rebuilding works are not always permitted within “CA”, “CPA” and “SSSI” zones under the covering Notes of the OZP, the Remarks of the Notes of the concerned zones have been revised to delete reference to ‘rebuilding’ works.

“V” zone

- (j) The boundaries of the “V” zones are drawn up having regard to planning considerations including ‘VE’, the local topography, the existing settlement pattern, the outstanding Small House applications and demand forecast. Areas of difficult terrain, potential natural terrain hazards, dense vegetation, conservation and ecological value are excluded as appropriate. An incremental approach for designation of “V” zone for Small House developments has been adopted with an aim to consolidating Small House development at suitable location in order to avoid undesirable disturbance to the natural environment and overtaxing the limited infrastructure in the Area.
- (k) As advised by District Lands Officer/Islands, LandsD (DLO/Is, LandsD) in 2021, there is a total of 68 outstanding Small House applications in the Area (including 44 in Sha Lo Wan and 24 in San Tau). The total of 10-year Small House demand forecasts provided by respective IIRs is 350 (including 230 in Sha Lo Wan and 120 in San Tau). Based on PlanD preliminary estimate, land required for meeting the Small House demand of 418 is about 10.45 ha.
- (l) With regard to the proposed “V” zone for San Tau, taking into account local villagers’ suggestions to designate the area around the three village clusters as “V” zone to accommodate all private lots that are related to outstanding Small House applications submitted to LandsD or with potential for Small House development (**Plans 5a and 5b**), in line with the incremental approach, it is considered not appropriate to extensively expand the “V” zone in the locality which is characterized by rural character and natural environment. However, it is proposed to extend the “V” zone boundary of Kau Liu southward to cover the government land which is the subject of a number of outstanding Small House applications under Private Treaty Grant (**Plans 5a and 5b** and area coloured green on **Plan 21b**). The area (about 0.32 ha) is partly covered by vegetation and, as advised by DAFC, is only wooded area bordered by footpath located at the fringe of the village settlement. The proposed addition of “V” zone could facilitate Small House development in an orderly manner, whereas other areas which are mainly active/abandoned farmland will be maintained as “AGR” and “GB” zones with respect to their existing agricultural uses and vegetation pattern. Opportunity is also taken to make minor rationalization of the northern boundary of the proposed “V” zone at San Tau to avoid encroachment onto the adjacent watercourse (area coloured dark pink on **Plan 21b**) (about 9.12 m²).
- (m) Similarly, while the villagers have indicated their high current and future demand for Small House development, in line with the intention to allow Small House expansion in an orderly manner and the incremental approach, the “V” zone of Sha Lo Wan has been

reviewed taken into account information submitted by villagers and the site conditions. Upon review, three patches of land, mainly government land adjoining the existing village cluster of Sha Lo Wan Tsuen and are the subject of a number of outstanding Small House applications under Private Treaty Grant, are considered suitable for village expansion and could facilitate Small House development in an orderly manner. The concerned areas of about 0.70 ha are proposed to be rezoned from “GB” to “V” (areas coloured green on **Plan 21a**). Notwithstanding the above, areas characterized by patches of active orchards and abandoned agricultural land to the east of Sha Lo Wan San Tsuen (about 0.70 ha) are proposed to be rezoned from “V” to “AGR” (area coloured yellow on **Plan 21a**) (see paragraph 4.1(v) below). Opportunity is also taken to make minor adjustments on the “V” zone boundary to rationalize the alignment and to avoid encroachment onto the existing watercourses (including area coloured dark pink on **Plan 21a**) (about 89.9 m²).

- (n) Relevant government departments including DLO/Is, LandsD, DAFC and Director of Environmental Protection (DEP) have no adverse comments on the proposed amendments on “V” zones in Sha Lo Wan and San Tau.
- (o) As a result, the area of the proposed “V” zone on the draft OZP would be increased from 5.86 ha to 6.18 ha. The rationalization in proposed “V” zone would increase the total developable land reserved for Small House development from 3.00 ha to 3.10 ha, which could cater for about 124 Small Houses (**Table 1**). This can satisfy about 30% of the total demand for outstanding Small House applications and 10-year forecast of Small House demand in the Area (i.e. 124 out of 418).

Table 1 – Available Land in the Proposed “V” Zone to meet the Small House (SH) Demand

Recognised Villages	Area of “V” on draft OZP (ha)	Available land for SH development (ha) [No. of SH]	Land required to meet outstanding SH (ha) [No. of outstanding SH]	Land required to meet 10-year SH demand (ha) [No. of SH demand]	Percentage of outstanding SH and 10-year demand met (%)
Sha Lo Wan	3.63	1.90 [76]	1.10 [44]	5.75 [230]	28%
San Tau	2.55	1.20 [48]	0.60 [24]	3.00 [120]	33%
Total	6.18	3.10 [124]	1.70 [68]	8.75 [350]	30%

- (p) In general, areas of steep terrain and natural terrain hazard would be excluded from “V” zone as appropriate. For the slope area to the

south of San Tau (**Plans 4a and 4b**), it is included into the “V” zone because of the presence of ruins on private lots demised for house use, its proximity to the existing village cluster, and relevant departments have no adverse comments on incorporation of this area.

- (q) For the private lots under Block Government Lease (demised for house use) (**Plans 4a and 4b**) to the further west, “GB” is considered more appropriate as the area is detached from the village cluster of San Tau. Furthermore, the area is predominantly covered by dense vegetation and there are no records of structure or ruin in place. Nevertheless, according to the Notes of the draft OZP (**Appendix II**), planning application for new development of ‘House’ within “GB” zone may be submitted to the Board under the planning permission system. Each application would be considered on its own merits taking into account relevant guidelines of the Board.
- (r) With regard to TORC’s proposal in further extending all “V” zones to align with the ‘VE’ and to allow 20% - 30% buffer to cater for future demand, the draft OZP with the current extent of “V” zones have struck a balance between nature conservation and villagers’ development needs. Should there be a genuine need to use the land outside the “V” zone for Small House development, there is provision in the Notes of the draft OZP to allow for application in “AGR” and “GB” zones to the Board. Each application would be considered on its individual merits taking into account relevant guidelines of the Board.

Agricultural Land

- (s) Since ‘Agricultural Use’ is always permitted under “GB”, “CA” and “CPA” zones, genuine agricultural activities would not be affected by the designation of the above conservation zonings. Besides, structures (e.g. greenhouse) that are ancillary and directly related to the agricultural activities are always permitted and no planning permission is required.
- (t) In response to views raised by some local villagers of Sha Lo Wan and San Tau that several locations are currently undertaking or have plan to undertake agricultural activities, it is considered the designation of “GB” zone is appropriate and the analysis in the preceding paragraph is relevant.
- (u) To better reflect the existing pattern of agricultural activities and take into account the advice by DAFC, opportunity is taken to adjust the “AGR” zones on the draft OZP. The areas to the east of San Tau (about 0.17 ha) and south of Tin Sam (about 0.25 ha) are proposed to be rezoned from “GB” to “AGR” to reflect the extent of active agricultural land in the vicinity of the village clusters (**Plans 19a and 19b** and areas coloured blue in **Plan 21b**).
- (v) The area to the northeast of Sha Lo Wan San Tsuen (about 0.16 ha),

which is characterized by patches of active orchards, is proposed to be zoned “AGR” instead of “GB” (**Plans 20a and 20b** and area coloured blue in **Plan 21a**), in addition to the proposed rezoning of the agricultural land from “V” to “AGR” (about 0.70 ha) as mentioned in paragraph 4.1(m) above (area coloured yellow on **Plan 21a**).

- (w) With regard to the proposed prohibition on Small House development within “AGR” zone, appropriate planning control is in place as planning application for development of any new NTEH within “AGR” zone has to be submitted to the Board under the planning permission system. Each application would be considered on its individual merits taking into account relevant guidelines of the Board.

Provision of Transport and Infrastructure Facilities

- (x) As advised by Commissioner for Transport (C for T), for the “Tuen Mun - Tung Chung - Sha Lo Wan - Tai O” licensed ferry service, according to the latest monitoring surveys conducted at Sha Lo Wan Pier on 29 May (Saturday), 30 May (Sunday) and 31 May 2021 (Monday), it is revealed that the average occupancy rate of the Tuen Mun bound and Tai O bound sailings are 24% and 32% respectively. The sailing with the peakiest occupancy rate of 86% with no left behind passenger for all sailings. The existing ferry service can cater the passenger demand at this stage. Nevertheless, the Transport Department would continue to closely monitor the service level and liaise with the ferry operator on service improvement when necessary.
- (y) C for T further advises that the proposed coastal road between Tung Chung and Tai O, and the road connection between Sha Lo Wan and HKIA should be subject to further review on technical feasibility by the works agent to be identified.
- (z) AFCD has conducted a site visit to Sha Lo Wan on 8.4.2021 regarding the concern on irrigation facilities from local villagers. DAFC advises that should irrigation improvement be required, farmers are advised to submit request to AFCD.
- (aa) Provision of EVA and new road access would entail considerable difficulty given the sensitive environment in the vicinity. The Fire Services Department (FSD) has established its deployment plans in case of fire and other emergency incidents in the Area. FSD will deploy appropriate manpower and resources to the scene to provide emergency services in accordance with established procedures. As advised by Commissioner of Police, there are currently sufficient means of transportation for Hong Kong Police Force (HKPF) to access to San Tau and Sha Lo Wan taking into account the current number of emergency calls. HKPF will endeavor to strive for achieving performance pledge as a usual practice.

- (bb) Director of Food and Environmental Hygiene advises that the Food and Environmental Hygiene Department currently provides two public toilets in Sha Lo Wan and one public toilet in San Tau. The existing facilities are considered sufficient to cater for public demand having regard to the current usage rate of these public toilets. At present, there is no plan to increase the capacity of the existing Sha Lo Wan Village Public Toilet or to enhance the public toilet facilities in Sha Lo Wan and San Tau areas.
- (cc) Relevant works departments would keep in view the need for infrastructure subject to detailed consideration and assessments on, inter alia, population, provision standards and resources availability in consultation with relevant government departments.
- (dd) Notwithstanding the above, concerns regarding facilities and infrastructure provision are referred to relevant departments for consideration, and if concerned departments have plans to provide infrastructure facilities in the Area, flexibility has been provided in the covering Notes of the OZP for carrying out geotechnical works, local public works, road works, sewerage works, drainage works, environmental improvement works, marine related facilities, waterworks (excluding works on service reservoir) and other public works co-ordinated or implemented by Government which are in general always permitted on land falling within the boundaries of the Plan.

Re-routing the Hiking Trail

- (ee) The suggestion to re-route the existing trail between Tung Chung and Tai O (commonly known as Tung O Ancient Trail) has been referred to relevant departments (i.e. District Office (Islands), Home Affairs Department and SLO, CEDD) for follow up.

Proposals from Government Department

- (ff) Several preliminary proposals to promoting revitalization of the villages along the existing trail between Sham Wat and Sha Lo Wan such as House of Folk Stories, Cooking Classes and Eco-farm/Hobby Farm have been received from SLO, CEDD. Preliminary proposals may include venue for exhibitions, briefings for visitors and workshop for educational purposes. Since there is still no concrete proposals for such revitalization plan and technical feasibility is yet to be assessed, it is proposed to add 'Field Study/Education/Visitor Centre' use under Column 2 of the Notes of the "V" zone² (**Appendix II**). Any future proposal will be considered by the Board through planning application. Such use is a Column 2 use in the Notes of the "AGR", "GB", "CA" and "SSSI" zones. Subject to further information and detailed impact assessments, planning application may be submitted for the Board's consideration. This is in line with

² 'Field Study/Education/Visitor Centre' is neither a Column 1 nor Column 2 use in the Notes of "V" in the Master Schedule of Notes.

the overarching principle of the Blueprint that low-impact leisure and recreational uses would be developed for public enjoyment where appropriate.

Proposed Amendments to the draft OZP

4.2 In summary, having struck a balance among local villagers and stakeholders' concerns, other relevant planning factors and the comments and suggestions from the Board in its meeting on 15.1.2021 (**Appendix VI**), the land use zoning proposals are largely retained, except the following amendments proposed:

- rezoning two sites to the west of San Tau (about 0.64 ha) and north of Kau Liu (about 1.21 ha) from “AGR” to “GB” to reflect the existing environment covered by dense vegetation (areas coloured orange on **Plan 21b**);
- rezoning of the area to the east of Sha Lo Wan San Tsuen (about 0.70 ha) from “V” to “AGR” to reflect the existing agricultural activities adjoining the village clusters (area coloured yellow on **Plan 21a**);
- rezoning a narrow strip of land (about 0.18 ha) to the south of Sha Lo Wan Tsuen currently occupied by sparse vegetation from “CA” to “GB” (area coloured purple on **Plan 21a**);
- rezoning three patches of land to the northeast of Sha Lo Wan San Tsuen (about 0.16 ha), east of San Tau (about 0.17 ha) and south of Tin Sam (about 0.25 ha) from “GB” to “AGR” to reflect existing environment characterized by active agricultural land and orchards (areas coloured blue on **Plans 21a and 21b**);
- extension of the “V” zones in Kau Liu (about 0.32 ha) and Sha Lo Wan (about 0.70 ha) to cover the areas which are the subject of a number of outstanding Small House applications under Private Treaty Grant (areas coloured green on **Plans 21a and 21b**);
- rationalization of the western boundary of the “V” zone of Sha Lo Wan (about 89.9 m²) and northern boundary of the “V” zone of San Tau (about 9.12 m²) to avoid encroachment onto existing watercourses (areas coloured dark pink on **Plans 21a and 21b**);
- deletion of proposed exemption for planning application for ‘rebuilding’ works in the Notes of the “CA”, “CPA” and “SSSI” zones; and
- inclusion of ‘Field Study/Education/Visitor Centre’ use under Column 2 of the Notes of the “V” zone to allow consideration of SLO, CEDD’s future proposals.

4.3 A table comparing the land use budget of the Area covered by the draft Sha Lo Wan and San Tau OZP No. S/I-SLW/E and the previous draft Sha Lo Wan and San Tau OZP No. S/I-SLW/C is shown below:

Land Use Zonings	Draft Sha Lo Wan and San Tau OZP No. S/I-SLW/C (a)		Draft Sha Lo Wan and San Tau OZP No. S/I-SLW/E (b)		Difference (b) – (a)	
	Hectare	%	Hectare	%	Hectare	%
“V”	5.86	3.76	6.18	3.96	+0.32	+0.20
“G/IC”	0.55	0.35	0.55	0.35	No change	No change
“O”	0.19	0.12	0.19	0.12	No change	No change
“OU”	0.05	0.03	0.05	0.03	No change	No change
“AGR”	9.77	6.27	9.20	5.90	-0.57	-0.37
“GB”	128.37	82.33	128.80	82.62	+0.43	+0.29
“CA”	2.49	1.60	2.31	1.48	-0.18	-0.12
“CPA”	7.47	4.79	7.47	4.79	No change	No change
“SSSI”	1.17	0.75	1.17	0.75	No change	No change

4.4 The proposed amendments have been incorporated into the draft Sha Lo Wan and San Tau OZP No. S/I-SLW/E (**Appendix I**). Opportunities are also taken to revise the Notes and ES of the draft OZP to reflect the latest planning situation of the Area. The corresponding amendments to the Notes and ES are also highlighted (***bold and italics*** for addition and ~~double cross out~~ for deletion) at **Appendices II and III** for Members’ ease of reference. The draft Notes are formulated on the basis of the latest set of Master Schedule of Notes (MSN) to Statutory Plans endorsed by the Board whilst having regard to the characteristics of the Area. Deviations from MSN are summarised at **Appendix XVII**.

4.5 The draft Sha Lo Wan and San Tau OZP No. S/I-SLW/E together with its Notes and ES have been circulated to relevant government departments for comments. No objection/adverse comment has been received from departments concerned. Comments received have been incorporated into the draft OZP, its Notes and ES as appropriate.

5. **Publication of the draft OZP**

If agreed by the Board, the draft Sha Lo Wan and San Tau OZP No. S/I-SLW/E (to be renumbered as S/I-SLW/1 upon exhibition) and its Notes will be exhibited under section 5 of the Ordinance for public inspection. Members of the public can submit representations on the OZP to the Board during the statutory exhibition period. IsDC and TORC will be informed during the statutory exhibition period of the draft OZP.

6. **Decision Sought**

Members are invited to:

- (a) note the representations and responses on the draft Sha Lo Wan and San Tau Development Permission Area Plan No. DPA/I-SLW/1;
- (b) note the comments from and responses to IsDC, TORC and others on the draft Sha Lo Wan and San Tau Outline Zoning Plan (OZP) No. S/I-SLW/C;

- (c) agree that the draft Sha Lo Wan and San Tau OZP No. S/I-SLW/E (to be renumbered as S/I-SLW/1 upon gazetting) and its Notes (**Appendices I and II**) are suitable for exhibition for public inspection under section 5 of the Ordinance; and
- (d) adopt the ES (**Appendix III**) for the draft Sha Lo Wan and San Tau OZP No. S/I-SLW/E (to be renumbered as S/I-SLW/1 upon gazetting) as an expression of the planning intention and objectives of the Board for various land use zonings of the OZP and agree that the ES is suitable for exhibition for public inspection together with the draft OZP and issued under the name of the Board.

7. Attachments

Plan 1	Draft Sha Lo Wan and San Tau Development Permission Area Plan No. DPA/I-SLW/1
Plan 2	Proposed Planning Scheme Area of Sha Lo Wan and San Tau Outline Zoning Plan (OZP)
Plan 3	Proposed Land Uses of the draft Sha Lo Wan and San Tau OZP No. S/I-SLW/C
Plans 4a & 4b	The slope to the south and private lots to the west of San Tau
Plans 5a & 5b	Proposed “V” zone submitted by local villagers of San Tau
Plans 6a and 6b	Agricultural land to the north of Sha Lo Wan
Plans 7a and 7b	Lots with permission for greenhouse structures at San Tau
Plan 8	Lantau Conservation and Recreation Masterplan
Plans 9a & 9b	San Tau Beach Site of Special Scientific Interest
Plans 10a and 10b	Proposed “CPA” zone on the draft Sha Lo Wan and San Tau OZP No. S/I-SLW/C
Plans 11a and 11b	Area sandwiched between Country Parks
Plans 12a and 12b	Secondary woodland to the north of Kau Liu and west of San Tau
Plans 13a and 13b	Seasonally Wet Grassland habitat to the north of Sha Lo Wan San Tsuen
Plans 14a and 14b	Agricultural land to the east of Sha Lo Wan San Tsuen
Plans 15a and 15b	Secondary woodland to the north of the former Sha Lo Wan Primary School
Plan 16	Selected geosites submitted by Association for Geoconservation, Hong Kong
Plan 17	Footpath and road widening and slope cutting activities at the existing trail near Sha Lo Wan
Plan 18	Foothill to the south of Sha Lo Wan Tsuen
Plans 19a & 19b	Agricultural land to the south Tin Sam and east of San Tau
Plans 20a & 20b	Agricultural land to the northeast of Sha Lo Wan San Tsuen
Plans 21a & 21b	Proposed revisions to the draft Sha Lo Wan and San Tau OZP

Appendix I	Draft Sha Lo Wan and San Tau OZP No. S/I-SLW/E
Appendix II	Notes of the draft Sha Lo Wan and San Tau OZP No. S/I-SLW/E
Appendix III	Explanatory Statement of the draft Sha Lo Wan and San Tau OZP No. S/I-SLW/E
Appendix IV	Summary of representations on the draft Sha Lo Wan and San Tau DPA Plan No. DPA/I-SLW/1 received during the public exhibition period
Appendix V	TPB Paper No. 10714
Appendix VI	Extract of Minutes of the Town Planning Board Meeting held on 15.1.2021
Appendix VII	Email dated 7.5.2021 from San Tau Indigenous Inhabitant Representative (IIR)
Appendix VIII	Letter dated 2.3.2021 from Sha Lo Wan IIR
Appendix IX	Email dated 1.3.2021 from a local villager of Sha Lo Wan
Appendix X	Email dated 19.4.2021 from San Tau IIR
Appendix XI	Reply slip dated 6.7.2021 from Islands District Council Member Mr. HO Siu-kei (the Chairman of the Tai O Rural Committee)
Appendix XII	Email dated 4.4.2021 from Kadoorie Farm and Botanic Garden Corporation
Appendix XIII	Email dated 23.4.2021 from the Living Islands Movement
Appendix XIV	Email dated 30.4.2021 from Association for Geoconservation, Hong Kong
Appendix XV	Letter dated 26.5.2021 from Save Lantau Alliance
Appendix XVI	Comments from Head of the Geotechnical Engineering Office, Civil Engineering and Development Department
Appendix XVII	Summary of deviations from Master Schedule of Notes

PLANNING DEPARTMENT
AUGUST 2021