RNTPC Paper No. A/I-LI/32 For consideration by the Rural and New Town Planning Committee on 12.3.2021

APPLICATION FOR PERMISSION UNDER SECTION 16 OF THE TOWN PLANNING ORDINANCE

APPLICATION NO. A/I-LI/32

<u>Applicant</u>	:	Drainage Services Department
<u>Site</u>	:	Government Land in D.D. 4 LM, Hung Shing Ye, Lamma Island
<u>Site Area</u>	:	279m ² (about)
<u>Lease</u>	:	Government Land (GL)
<u>Plan</u>	:	Approved Lamma Island Outline Zoning Plan (OZP) No. S/I-LI/11
Zoning	:	"Open Space" ("O")
<u>Application</u>	:	Proposed Public Utility Installation (Sewage Pumping Station)

1. <u>The Proposal</u>

- 1.1 The applicant seeks planning permission for a proposed sewage pumping station (SPS) (to be known as Hung Shing Ye Sewage Pumping Station (HSYSPS)) at the application site (the Site) (Plans A-1 to A-2). The Site falls within area zoned "Open Space" ("O") on the approved Lamma Island Outline Zoning Plan No. S/I-LI/11 (the OZP). According to the Notes of the OZP, 'Public Utility Installation' in "O" zone requires planning permission from the Town Planning Board (the Board).
- 1.2 The Site has an area of about 279m² comprising unleased GL, which is at present occupied by the existing Hung Shing Yeh Beach Sewage Treatment Plant (HSYBSTP). According to the applicant, the existing HSYBSTP provides simple local sewage treatment to serve the beach facilities of Hung Shing Yeh Beach, which is operated by Drainage Services Department (DSD).
- 1.3 In the current application, the applicant proposes to construct a SPS at the Site (to replace the existing HSYBSTP) to enable the sewage from the areas in Hung Shing Ye and Hung Shing Yeh Beach to be connected to the proposed sewerage network for onward transmission to Yung Shue Wan Sewage Treatment Works (YSWSTW) to the further northwest (Key Plan in **Plan A-1** refers) for centralized treatment and disposal. As shown on the Layout Plan (**Drawing A-1**), the proposed HSYSPS development comprises a single-storey building

structure with a basement, while the rest of the Site will be an open area where maintenance of large and bulky equipment will take place. The ground floor of the building will house the switch room and control panel, with space for maintenance of pumping equipment in the basement of the building, which are gross floor area (GFA) accountable, while the basement area is for the accommodation of pumping facilities, including valves, piping, pumps and other fitting equipment (**Drawings A-1** to **A-3**). Major development parameters of the proposed development are summarized as follows:

Development Parameters	Proposed Scheme	
Site Area	279m ² (about)	
Gross Floor Area (GFA)	$124m^2$ (about)	
Plot Ratio (PR)	0.44 (about)	
Site Coverage (SC)	44.44% (about)	
Building Height (BH)	5.5m (about) (above ground)	
No. of Storeys	1 + 1 basement	

- 1.4 According to the applicant, there is no existing and proposed vehicular access to the Site, and there is no provision for parking space, loading/unloading space for the proposed development. As indicated in the Master Landscape Plan (Drawing A-7), there is no tree felling in the development proposal, potted plants will be provided along the eastern boundary of the Site, turfing and shrubs planting within the raised planter will also be provided on the roof and along the edge of the roof of the building respectively. Besides, the façade and boundary wall of the proposed HSYSPS will be treated with materials and colour scheme similar to the changing room of Hung Shing Yeh Beach nearby (Drawings A-8 to A-10). According to the proposed scheme, land excavation is involved in the development process. The proposed excavation area and depth are about 124m² and about 7.8m respectively. The section plan showing the proposed depth and arrangement of the basement is at Drawing A-4. According to the applicant, water/power supply for the operation of the proposed HSYSPS can be provided by the existing water/power supply system.
- 1.5 Layout Plan, Floor Plans, Section Plan, Elevation Plan, Landscape Master Plan and Photomontages submitted by the applicant are at **Drawings A-1** to **A-10**.
- 1.6 In support of the application, the applicant has submitted the following documents:

(a)	Application form received on 21.1.2021	(Appendix I)
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- (b) Supporting Planning Statement (SPS) received on (Appendix Ia) 21.1.2021
- (c) Letter received on 21.1.2021 clarifying the details of the (Appendix Ib) application
- (d) Further Information (FI) received on 26.2.2021 and (Appendix Ic) 1.3.2021 providing responses to departmental comments (*exempted from publication and recounting requirements*)

2. <u>Background</u>

- 2.1 In late 1994, Environmental Protection Department (EPD) drew up a Sewerage Master Plan covering Lantau, Lamma Island and other outlying islands, which comprised provision for upgrading and expanding the sewerage systems to cover the unsewered areas and to cope with future developments in two stages. In mid 2001, EPD completed the Outlying Islands Sewerage Master Plan Stage 2 Review Study which recommended to extend the village sewerage to Yung Shue Wan and Hung Shing Ye on Lamma Island for treating sewage from the unsewered area and to decommission the existing HSYBSTP. In early 2002, EPD completed the Preliminary Project Feasibility Study (PPFS) for Outlying Islands Sewerage Stage 2 which comprised provision for the extension of the sewerage system to Hung Shing Ye and construction of SPS in Hung Shing Ye for centralized treatment.
- 2.2 The proposed HSYSPS, which is the subject of the current application, is an essential part of a proposed sewerage works, namely PWP Item No. 4355DS Outlying Islands Sewerage Stage 2 Lamma Village Sewerage Phase 2, Package 2, which will be built at the Site occupied by the existing HSYBSTP upon its decommission. According to the proposed sewerage works, the proposed HSYSPS development will serve not only Hung Shing Yeh Beach but the nearby areas of Hung Shing Ye. In order to meet the discharge standard specified in the discharge licence for the existing HSYBSTP, a temporary sewage treatment plant will be provided within the Site to treat the sewage discharged from Hung Shing Yeh Beach Toilet Block during the construction period. The temporary sewage treatment plant will be demolished after commissioning of HSYSPS.

3. Justifications from the Applicant

The justifications put forth by the applicant in support of the application are detailed in **Appendices Ia** and **Ib** and summarised as follows:

- (a) the proposed HSYSPS is part of a proposed sewerage works, namely PWP Item No. 4355DS – Outlying Islands Sewerage Stage 2 – Lamma Village Sewerage Phase 2, Package 2. The proposed sewerage works will expand the coverage of the Lamma sewerage system and help to improve environmental hygiene, and further reduce the amount of pollutants being discharged into the nearby stream courses. There is no public sewerage system supporting Hung Shing Ye. The proposed HSYSPS is necessary to enable the sewage from areas in Hung Shing Ye to be transmitted for centralized treatment and disposal to alleviate the water pollution problem;
- (b) the choice of suitable site for accommodating the HSYSPS is heavily constrained by the alignment of proposed sewerage system, the availability of GL, topographic feature of the site, location of existing utilities and local views. In a site selection exercise, two potential locations were identified for their suitability for the proposed HSYSPS (**Drawing A-6**). The Site is finally selected as the best suitable location for the proposed SPS because (i) the Site is located at the existing footprint of HSYBSTP which would be decommissioned and demolished for the proposed HSYSPS, and the drainage characteristics of the Site will remain unchanged; (ii) land resumption is not required as the new HSYSPS will be located within the existing HSYSTP; (iii) the Site is far away

from existing sensitive receivers with minimal environmental impacts to local residents; and (iv) it is unlikely to affect the surrounding rural character;

- (c) the proposed HSYSPS is not classified as a designated project under the Environmental Impact Assessment Ordinance (EIAO). According to the Preliminary Environmental Review (PER) Report under the project, with the proper implementation of the mitigation measures during construction and operation of the proposed SPS, the proposed HSYSPS will not constitute unacceptable adverse impacts on the nearest sensitive receivers;
- (d) the proposed HSYSPS is designed like a 'Wooden Box' with greenery provided on the roof and the external wall (**Drawing A-5**). The timber façade and boundary wall will create a visual connection to the surrounding natural environment (**Drawings A-8** to **A-10**). The visual and landscape impacts can be mitigated;
- (e) the proposed HSYSPS will not cause adverse traffic impact. The Site is not located on public footways. Village vehicles will be used for delivery and removal of demolition/building materials in view of their small size and limited driving speed. It is expected that the traffic impact during construction period will be minimal;
- (f) no adverse drainage impact is expected since no existing drain will be affected by the proposed development. The Site is paved, the proposed development will not generate additional runoff;
- (g) the proposed HSYSPS will not affect any registered slopes as it is located on flat land without any registered slope works nearby; and
- (h) the Tourism, Agriculture, Fisheries and Environment Hygiene Committee (TAFEHC) of the Islands District Council (IsDC), Lamma Island (North) Rural Committee, village representatives and local communities had been consulted and they supported the proposed development and related sewerage works.

4. <u>Compliance with the 'Owner's Consent/Notification' Requirements</u>

As the application site involves GL only, the 'owner's consent/notification' 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) is not applicable to the application.

5. <u>Previous Application</u>

The Site is not the subject of any previous application.

6. <u>Similar Application</u>

There is no similar application within the subject "O" zone on the OZP.

7. <u>The Sites and Its Surrounding Areas</u> (Plans A-1 to A-2 and photos on Plans A-3 to A-5)

- 7.1 The Site is:
 - located on the northwest coast of Lamma Island (Plan A-1) near to Hung Shing Yeh Beach. The eastern part of the Site falls within the Hung Shing Ye Site of Archaeological Interest (Plan A-2);
 - (b) mostly occupied by the existing HSYBSTP which is a single-storey building about 3.7m in height with one basement providing simple local sewage treatment to serve the beach facilities of Hung Shing Yeh Beach (Plan A-5); and
 - (c) accessible via an existing footpath connecting to Hung Shing Ye and Hung Shing Yeh Beach (**Plan A-2**).
- 7.2 The surrounding areas have the following characteristics:
 - (a) predominantly rural in character with natural vegetation, including trees, and shrubs (A-3);
 - (b) to the immediate west is Hung Shing Yeh Beach (under Vesting Order No. NT81), which comprises a beach, beach office, first-aid room, and changing room/public toilets block (2 storeys with a building height of about 6.7m);
 - (c) to the east are mainly vacant land with natural vegetation, including trees and shrubs (zoned "Green Belt" ("GB")). Some low-rise residential buildings of 1 to 3 storeys, which were built in the late 1970s and early 1980s, can be found within this "GB" zone; and
 - (d) to the immediate north is mainly vacant land with natural vegetation. To its northwest are some house developments which were built in the early 1960s and late 1980s. To its further northwest is a village type development area (zoned "Village Type Development" ("V")) which is not a recognized village.

8. <u>Planning Intention</u>

The planning intention of the "O" zone is primarily for the provision of outdoor open-air public space for active and/or passive recreational uses serving the needs of local residents as well as visitors.

9. <u>Comments from Relevant Government Departments</u>

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

Land Administration

- 9.1.1 Comments of the District Lands Officer/Islands, Lands Department (DLO/Is, LandsD):
 - (a) he has no in principle objection to the subject application; and
 - (b) the Site is on unleased and unallocated GL. In December 2020, DSD applied to LandsD for a permanent government land allocation (PGLA) for construction of the subject proposed SPS. The application for PGLA is being considered by LandsD acting in the capacity as a landlord at its sole discretion. There is no guarantee that the application for PGLA will be approved. If the application for PGLA is approved, it would be subject to such terms and conditions as may be imposed by LandsD.

Open Space Provision

- 9.1.2 Comments of Director of Leisure and Cultural Services (DLCS):
 - (a) he has no adverse comment in principle on the current application;
 - (b) LCSD has no programme to further develop Hung Shing Yeh Beach or extend its boundary to accommodate additional facilities at this moment. Liaison with LandsD to update the deposit plan for Hung Shing Yeh Beach to meet LCSD's requirement is underway;
 - (c) as the proposed HSYSPS at the Site would be located at the current site of HSYBSTP, it would not affect LCSD's open space development in this area of Lamma Island; and
 - (d) he would like to draw the applicant's attention to the following:
 - (i) the Site would be handed over to the applicant upon their contractor moving in;
 - (ii) the applicant would be the owner of the proposed HSYSPS and responsible for its future management and maintenance;
 - (iii) the applicant should take into account the insufficient lighting of the footpath behind the existing HSYBSTP; and
 - (iv) the applicant should provide details remedial measures to solve the sewage treatment discharge from Hung Shing Yeh Beach Toilet Block during the construction period.

Environment

- 9.1.3 Comments of the Director of Environmental Protection (DEP):
 - (a) he has no objection to the subject application;
 - (b) the proposed HSYSPS is not a designated project under the EIAO. The HSYSPS has been included and assessed in the PER Report under the 'Outlying Islands Sewerage Stage 2, Lamma Village Sewerage Phase 2, Investigation, Design and Construction' and the assessment results are still valid for the application. Hung Shing Yeh Beach is one of the Water Sensitive Receivers under the above PER Report and the PER Report concluded that no unacceptable residual water quality impact would be expected from the construction of SPS with the implementation of mitigation measures; and
 - (c) the applicant is not required to submit Sewerage Impact Assessment.

Urban Design and Visual

9.1.4 Comments of the Chief Town Planner/Urban Design and Landscape, Planning Department (CTP/UD&L, PlanD):

the applicant seeks planning permission for public utility installation (sewage pumping station) use at the Site which falls within an area zoned "O" on the approved Lamma Island OZP No. S/I-LI/11. The application involves a single-storey sewage pumping station and one level of basement with a total GFA of about 124m² and a BH of about 5.5m. Pumping facilities, including the valves, piping, pumps and other fitting equipment, will be located underground. It will replace the existing HSYBSTP, and cater for the beach facilities of Hung Shing Yeh Beach and the existing and future development in Hung Shing Ye. The Site is located to the immediate northeast of the existing changing room (2 storeys) at Hung Shing Yeh Beach. Low-rise settlements (1-3 storeys) can be found to the east and further northwest of the Site. The façade and boundary wall of proposed development will be treated with materials and colour scheme similar to the existing changing room and the surrounding environment, including incorporation of wooden fence wall and timber façade. As such, the proposed development is considered compatible with the surrounding environment and significant visual impact is not anticipated.

9.1.5 Comments of the Chief Architect/Central Management Division 2, Architectural Services Department (CA/CMD2, ArchSD):

it is noted that the proposed SPS consists of a small-scale building with one storey above ground level and one level of basement, which may not be incompatible with adjacent "O" zone permitted in the OZP. In this regard, he has no comment from architectural and visual point of view.

Landscape

9.1.6 Comments of CTP/UD&L, PlanD:

- (a) she has no objection to the application from landscape planning perspective;
- (b) the Site (area 279m²), located adjacent to the Hung Shing Yeh Beach, falls within an area zoned "O" adjoining "GB" on the approved Lamma Island OZP No. S/I-LI/11. The Site is not the subject of any previous planning application. The application seeks planning permission for the proposed SPS to cater sewage from Hung Shing Ye area for centralized treatment and disposal;
- (c) with reference to the aerial photo of 2019, the Site is situated at the existing footprint of HSYBSTP. No tree is observed within the boundary of the Site. The Site is located in an area of rural coastal plains with landscape character predominated by woodlands and village houses. Having regard that the proposed HSYSPS is a replacement of the existing HSYBSTP and it is a one storey building (5.5m in height) in similar scale to the adjacent changing station and the nearby village houses, the proposed development is considered not incompatible to the landscape character of the surrounding area;
- (d) significant adverse landscape impact on existing landscape resources and change in landscape character of the surrounding area arising from the proposed development is not envisaged; and
- (e) the applicant is advised to plant the shrubs at-grade within a fixed planter, as far as practicable, for healthy plant growth.

Nature Conservation

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

as no tree felling is proposed, DAFC has no comment on the application from the ecological perspective.

Fire Safety

9.1.8 Comments of the Director of Fire Services (D of FS):

he has no specific comment on the proposal subject to fire service installations and water supplies for firefighting being provided to the satisfaction of Fire Services Department. Emergency Vehicular Access arrangement shall comply with Section 6, Part D of the Code of Practice for Fire Safety in Building 2011 administered by the Buildings Department. Details fire safety requirements will be formulated upon receipt of formal submission of general building plans.

Geotechnical Aspect

- 9.1.9 Comments of the Head of Geotechnical Engineering Office, Civil Engineering and Development Department (H(GEO), CEDD):
 - (a) GEO has no adverse geotechnical comment on the application;
 - (b) there are no existing geotechnical features in the vicinity of the proposed SPS, and the Site does not satisfy the criteria requiring a Geotechnical Planning Review Report (GPRR); and
 - (c) the Study and design of all permanent geotechnical works, if any, in associated with the proposed pumping station should be submitted to GEO for checking in accordance with Environment, Transport and Works Bureau Technical Circular (Works) No. 29/2002.

<u>Heritage</u>

- 9.1.10 Comments of the Executive Secretary (Antiquities & Monuments), Antiquities & Monuments Office (ES(AM), AMO):
 - (a) having regard to the location and scope of the proposed SPS, AMO has no objection to the subject application from the archaeological and built heritage conservation perspective; and
 - (b) notwithstanding, the applicant is required to inform AMO in case any antiquities or supported antiquities are discovered in the course of excavation works.
- 9.2 The following government departments have no objection to/ no comment on the application:
 - (a) Commissioner for Transport;
 - (b) District Officer/Islands, Home Affairs Department;
 - (c) Chief Highway Engineer/New Territories East, Highways Department;
 - (d) Chief Engineer/Construction, Water Supplies Department; and
 - (e) Director of Electrical and Mechanical Services.

10. Public Comments Received During Statutory Publication Period

On 29.1.2021, the application was published for public inspection. During the first 3-week statutory public inspection periods, which ended on 19.2.2021, two public comments from Lamma Island (North) Rural Committee (RC) and a member of the public were received (**Appendix II**). One public comment raises concern about the location of the proposed HSYSPS within the "O" zone, which should be used for beach-related activities, and suggests considering alternative locations for the proposed HSYSPS, preferably within the "V" zone. The other comment from RC suggests installation of lighting equipment at the proposed HSYSPS to address the problem of insufficient lighting nearby.

11. <u>Planning Considerations and Assessments</u>

- 11.1 The applicant seeks planning permission for a proposed HSYSPS at the Site within an area zoned "O" on the OZP. The proposed HSYSPS development comprises a single-storey building structure (5.5m above ground) with one basement, which is purposely designed to accommodate pumping facilities, switch room, control panel and space for equipment maintenance for the operation as a SPS. The planning intention of the "O" zone is primarily for the provision of outdoor open-air public space for active and/or passive recreational uses serving the needs of local residents as well as visitors. While the proposed SPS at the Site may not be entirely in line with the planning intention of the "O" zone, the Site is already occupied by an existing HSYBSTP providing simple local sewage treatment to serve the beach facilities of Hung Shing Yeh Beach. The proposed HSYSPS will replace the existing HSYBSTP upon its decommission. The proposed HSYSPS is an essential part of a proposed sewerage works, namely PWP Item No. 4355DS - Outlying Islands Sewerage Stage 2 - Lamma Village Sewerage Phase 2, Package 2, the scope of which is to provide public sewerage system for seven unsewered village areas in Yung Shue Wan, Lamma Island. The proposed HSYSPS is a public facility which enables the sewage from the areas in Hung Shing Yeh Beach and Hung Shing Ye to be connected to the proposed sewerage network for onward transmission to YSWSTW for centralized treatment and disposal. It will alleviate the water pollution problem and bring environmental improvement to the area. As such, the application warrants exceptional consideration.
- 11.2 According to the applicant, the choice of suitable sites for development of the proposed SPS is heavily constrained by the alignment of the proposed sewerage system, the availability of GL, topographic feature, location of existing utilities and local views. Having comprehensively considered the Site and technical constraints in a site selection exercise, the applicant considers that the Site is the best suitable land for the proposed HSYSPS in that the Site is on unallocated GL where land resumption is not required, its drainage characteristic remain unchanged, it is located further away from existing sensitive receivers (i.e. village settlements), and it is unlikely to affect the surrounding rural character, Besides, the proposal, including the location of the Site, was supported by the TAFEHC of the IsDC, Lamma Island (North) Rural Committee, village representatives and local communities.
- 11.3 The Site and its surrounding areas are predominantly rural in character with natural vegetation, including trees and shrubs, and low-rise house developments (1-3 storeys) can be found to the east and further northwest of the Site. The proposed single-storey HSYSPS is located to the immediate northeast of the existing changing room block (2-storey with a building height of about 6.7m) at Hung Shing Yeh Beach. According to the schematic design submitted by the applicant (Drawings A1, A-5, A-8 to A-10). The proposed HSYSPS will be a single-storey development similar to the existing HSYBSTP with scale smaller than the existing HSYBSTP. The façade and boundary wall of proposed development will be treated with materials and colour scheme similar to the existing changing room and the surrounding environment, including incorporation of wooden fence wall and timber facade. As such, the proposed development is considered not incompatible with the surrounding environment and significant visual impact is not anticipated. According to the Master

Landscape Plan, landscape features are incorporated to enhance the visual quality and to provide a coherent environment with the surrounding areas (**Drawing A-7**). CTP/UD&L of PlanD has no adverse comment on the application from visual and landscape planning perspective. In this regard, CA/CMD2, ArchSD also has no comment from architectural and visual point of view.

- 11.4 In terms of open space provision, according to DLCS, there is no programme to further develop Hung Shing Yeh Beach or extend its boundary to accommodate additional facilities, and as the proposed HSYSPS will be located at the current site of HSYBSTP, it would not affect LCSD's open space development in this area of Lamma Island. DLCS has no adverse comment on the current application. Even with the proposed HSYSPS, the overall requirement for open space provision in Lamma Island can still be met in accordance with the Hong Kong Planning Standards and Guidelines (HKPSG).
- 11.5 Other relevant government departments consulted have no objection to/adverse comments on the application on technical aspects.
- 11.6 Regarding the public comments, departmental comments in paragraphs 9.1.1 to 9.1.10 and relevant assessments in paragraphs 11.2 to 11.4 above are relevant. To address the concern of insufficient lighting nearby, an advisory clause as advised by DLCS has been recommended for Members' consideration (**Appendix III**).

12. <u>Planning Department's Views</u>

- 12.1 Based on the assessments made in paragraph 11 and having taken into account the public comments in paragraph 10, the Planning Department has <u>no objection</u> to the application.
- 12.2 Should the Committee decide to approve the application, it is suggested that the planning permission shall be valid until <u>12.3.2025</u>, and after the said date, the permission shall cease to have effect unless before the said date, the development permitted is commenced or the permission is renewed. The following condition of approval and advisory clauses are also suggested for Members' reference:

Approval Condition

the provision of fire service installations and water supplies for firefighting to the satisfaction of the Director of Fire Services or of the Town Planning Board.

Advisory Clauses

The recommended advisory clauses are attached at Appendix III.

12.3 There is no strong reason to reject the application.

13. Decision Sought

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 date when the validity of the permission should expire.
- 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. <u>Attachments</u>

Appendix I	Application form received on 21.1.2021
Appendix Ia	Supporting Planning Statement (SPS) received on 21.1.2021
Appendix Ib	Letter received on 21.1.2021 clarifying the details of the
	application
Appendix Ic	FI received on 26.2.2021 and 1.3.2021
Appendix II	Public Comments received during the Statutory Publication
	Periods
Appendix III	Advisory Clauses
Drawing A-1	Layout Plan
Drawing A-2	Floor Plan (Ground floor plan)
Drawing A-3	Floor Plan (Roof plan)
Drawing A-4	Section Plan
Drawing A-5	Elevation Plan
Drawing A-6	Potential Site for HSYSPS
Drawing A-7	Landscape Master Plan
Drawings A-8 to A-10	Photomontages
Plan A-1	Location Plan
Plan A-2	Site Plan
Plan A-3	Aerial Photo
Plans A-4 to A-5	Site Photos

PLANNING DEPARTMENT MARCH 2021