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Panel on Development

Meeting on 26 February 2013

**Updated background brief
on future land use at the Anderson Road Quarry site**

Purpose

This paper provides background information on future land use at the Anderson Road Quarry site ("the Site") and a brief account of the views and concerns expressed by Members at meetings of the Legislative Council ("LegCo") and the Panel on Development ("DEV Panel") on the subject.

The Planning Study on Future Land Use at Anderson Road Quarry

2. The quarry at Anderson Road which is located on the south-western slope of the Tai Sheung Tok Hill in East Kowloon will cease operation in 2015. The Site has a total area of about 86 hectares ("ha"), in which a platform of about 40 ha will be formed for development upon the completion of the rehabilitation works by mid-2016.

3. In January 2011, the Planning Department commissioned the Planning Study on Future Land Use at Anderson Road Quarry -- Feasibility Study ("the Study") to examine the future land use and the potential of the Site for residential and other uses. The vision of the Study is to reshape the Site into a green and liveable community that meets territorial, district and local needs. The Study covers an area of about 298 ha, including not only the Site, but also the Development at Anderson Road ("DAR")¹ for

¹ DAR is located in an area below Anderson Road. It provides about 20 ha of land for public rental housing with a planned population of about 48 300 as well as associated government, institution or community facilities and public open space.

public rental housing ("PRH") and the residential estates nearby in the Sau Mau Ping area, including Shun Lee Estate, Shun On Estate, Shun Tin Estate, Sau Mau Ping Estate, etc.

4. The community engagement for the Study ("CE") comprises two stages. The Stage 1 CE, which was conducted from August to November 2011, aimed to collect public views on the land use planning and design of the Site, including two initial land use options proposed, one featuring a Quarry Park of more than 15 hectares and another featuring large pieces of land for government, institution or community uses. In November 2011, the Administration briefed DEV Panel on the scope and guiding principles of the Study, as well as the development constraints² and opportunities, and consulted members on the initial land use options.

Draft Recommended Outline Development Plan

5. Having regard to the public views collected in the Stage 1 CE and other relevant considerations, a preferred land use option had been formulated to form the basis for preparation of a draft Recommended Outline Development Plan ("RODP") for the Stage 2 CE, which was conducted from June to September 2012. The Administration provided a paper³ to DEV Panel in June 2012 about the views collected in the Stage 1 CE and the draft RODP.⁴ Highlights of the draft RODP, including the planning and design concepts, planned population and housing mix, key land use proposals, handling of transport and other technical issues as well as the tentative implementation schedule, are given at **Appendix I**.

Land use at the Site

6. At the DEV Panel meeting held on 22 November 2011, members expressed concern about the plan for housing developments at the Site. Noting that a private-to-subsidized housing ratio of 80:20 had been proposed for the Site, some members held the view that a higher ratio of PRH or subsidized housing might be required to address the public's housing need. Some considered that, without compromising greening and

² According to the Administration, the Site is subject to development constraints including inadequate road traffic and sewerage capacities, the need to protect the ridgeline of Tai Sheung Tok, and the existence of drop-cut areas, fault zones as well as two underground flood storage tanks within the platform area.

³ LC Paper No. CB(1)2207/11-12(12)

(<http://www.legco.gov.hk/yr11-12/english/panels/dev/papers/dev0628cb1-2207-12-e.pdf>)

⁴ As there were already five discussion items on the agenda of the DEV Panel meeting on 28 June 2012, the paper was not discussed at the meeting.

spacious living environment, the plot ratio for the housing development should be slightly relaxed.

7. The Administration responded that the development intensity of the Site was subject to certain development constraints. Moreover, in working out the private-to-subsidized housing ratio, it had to consider whether increase in PRH development would be welcomed by local communities in areas where there were already a large proportion of similar developments. It advised that consultations with the Kwun Tong District Council had revealed that the local community supported private housing at the Site.

8. In the draft RODP released in June 2012, the Administration suggested that the private-to-subsidized housing ratio of 80:20 be retained, adding that the public preferred a more balanced housing mix in the area and the subsidized housing site was suitable for the new Home Ownership Scheme. Two Residential Communities have been proposed in the southern and northern parts of the Site, linked by green pedestrian corridors running north-south, providing about 1 730 subsidized housing flats and 6 920 private housing flats to accommodate the planned population of 23 000. The plot ratios for subsidized housing and private housing will be 6 and 3.5 to 5.5 respectively.

9. Some DEV Panel members pointed out that the local residents in Sau Mau Ping and Po Tat Estate had the aspiration that the development of the Site could address existing inadequacy in community facilities. Consideration should therefore be given to reserving part of the Site for recreational, sport training, educational and ecology conservation uses.

10. The Administration noted members' views. The land use proposals under the draft RODP comprise a Quarry Park with a total area of about 17 ha featuring a green promenade and an array of sports and recreational facilities, a Civic Core providing mainly low-rise commercial and Government facilities, as well as the rock face with a network of hiking trails on the rock benches and connections to the Wilson Trail Stage 3 in Sai Kung. A map showing the land use proposals is at **Appendix II**.

Rock cavern development

11. Some DEV Panel members held the view that given its unique landform and geological features, the Site was suitable for development of tourism and recreational facilities associated with rock caverns, as well as for display of historical and educational materials related to the geology

and history of the quarry. Some members proposed that beautification works for the rock faces should be carried out at the Site to improve the landscape and cater for recreational activities. The Administration has assured members that the history of the Site will be duly respected. It has proposed three rock cavern developments in the draft RODP. One is a quarry museum and the remaining two are proposed for commercial facilities on the rock face such as wine cellar and spa. According to the Administration, more detailed engineering assessments are required to further confirm the technical feasibility of these developments.

Vehicular and pedestrian connections

12. DEV Panel members have expressed grave concern on the capacity of the future road networks in accommodating the increased traffic flow generated from the new developments in the Study area and the connectivity of the new developments with the Kwun Tong town centre. Some members urged the Administration to carefully plan the road traffic arrangements to cater for the future population. Some suggested that barrier-free pedestrian connections should be provided to facilitate the residents' access to and from the future developments at the Site. Two Members raised questions separately at the Council meetings of 21 March and 24 October 2012 on the adequacy of planned facilities to enhance the accessibility of the Site as well as the measures to handle the additional traffic demand brought about by the developments at the Site and the adjacent DAR.

13. To address the cumulative traffic impacts of the future developments at the Site and DAR, the Administration has undertaken a traffic assessment which has recommended a number of road and junction improvement measures, the provision of new public transport facilities, an internal road system, as well as pedestrian linkages with lift towers connecting the Site with neighbouring public housing estates via DAR, etc. The details are given in the highlights of the draft RODP at **Appendix I**.

Use of other quarry sites

14. In response to some DEV Panel members' concern about the future use of the ex-quarry sites in Hong Kong, the Administration has advised that the quarry site at Lamma Island ("Lamma Quarry") will be available for development when the rehabilitation works after the cessation of quarry operation are completed. The Administration commissioned a feasibility study in January 2012 with a view to examining the future land use and

exploring the development potential of the Lamma Quarry, and consulted DEV Panel on the initial land use options in January 2013.⁵

Recent Developments

15. In his 2013 Policy Address, the Chief Executive announced that the Administration would expedite the development of quarry sites including Lamma Quarry and Anderson Road Quarry, and would actively consider making use of private developers' capacity for development in providing the infrastructure and ancillary facilities as well as construction of public and private residential units on these sites.

16. The Administration will brief the Panel on the major findings of the Stage 2 CE of the Study and the final RODP for the Site at the meeting to be held on 26 February 2013.

Relevant papers

17. A list of relevant papers is shown at **Appendix III**.

Council Business Division 1
Legislative Council Secretariat
20 February 2013

⁵ The Administration's paper on the feasibility study (LC Paper No. CB(1)428/12-13(08)) can be accessed via the following hyperlink --
<http://www.legco.gov.hk/yr12-13/english/panels/dev/papers/dev0122cb1-428-8-e.pdf>.

**Highlights of the draft Recommended Outline Development Plan
for the Anderson Road Quarry⁶**

Planning and Design Concepts

1. Given the green backdrop of Tai Sheung Tok and the unique landform of the quarry site, the opportunity will be taken to create a green and sustainable residential community and develop a recreational destination of regional significance. To achieve this planning objective, the following planning and design concepts are adopted:

- (a) a sizable Quarry Park as a green focus;
- (b) multiple lookouts at different levels on the rock face with hiking trails;
- (c) a Civic Core in the central part as a community focus for the residents in the Anderson Road Quarry ("Study Site") and the wider Sau Mau Ping area;
- (d) two residential communities in the northern and southern portions mainly for residential development with supporting government, institution and community ("GIC") facilities;
- (e) gentle vegetated slopes as transitions between platforms at different levels;
- (f) green pedestrian corridors in the Civic Core, Northern Community and Southern Community;
- (g) a building height profile to respect the Tai Sheung Tok ridgeline and proposed Quarry Park, to preserve existing visual corridors and to define the neighbourhood characters; and
- (h) sustainable site planning and building design.

⁶ Source: Paper provided by the Administration to DEV Panel in June 2012 (LC Paper No. CB(1)2207/11-12(12))
(<http://www.legco.gov.hk/yr11-12/english/panels/dev/papers/dev0628cb1-2207-12-e.pdf>)

Planned Population, Housing Mix and Development Intensity

2. Taking into account the different land use requirements, urban design considerations and the technical and infrastructural constraints identified in the earlier stage of the Study, it was concluded that 23 000 is the optimal population level. The Sau Mau Ping area is already dominant by public housing and the adjacent Development at Anderson Road ("DAR") will be entirely for public rental housing ("PRH"). Noting that the public prefer a more balanced housing mix in the area, the proposed private-to-subsidized housing ratio of 80:20 is retained. In addition, the subsidized housing site is considered suitable for the new Home Ownership Scheme.

3. It is estimated that about 6 920 private housing flats and about 1 730 subsidized housing flats could be provided, contributing to a total supply of 8 650 flats to accommodate a total population of 23 000. Below is a summary of the major planning parameters adopted in the preferred option and the draft Recommended Outline Development Plan ("RODP"):

Total Planned Population (No. of Flats)*	about 23 000 (about 8 650 flats)
Private Housing Population (No. of Flats)*	about 18 400 (about 6 920 flats)
Subsidised Housing Population (No. of Flats)*	about 4 600 (about 1 730 flats)
Private-to-subsidised Housing Ratio	80:20
Plot Ratio	
Private Housing	3.5 to 5.5
Subsidized Housing	6
Average Flat Size	
Private Housing	60m ²
Subsidized Housing	50m ²

* Assumed persons-per-flat is 2.66 for both private and subsidized housing.

4. Given the site constraints and the prevailing plot ratio ("PR") for other subsidized housing in the urban areas, a PR of 6 is proposed for the subsidized housing for the Study Site. For the private housing, PRs ranging from 3.5 to 5.5 are proposed to respond to the need to preserve the ridgeline and the public aspirations of a lower development intensity and more spacious living environment. Building height variations will be adopted to achieve more interesting built forms on individual sites.

Key Land Use Proposals

5. Following the above planning and design concepts, the draft RODP comprises four key land use proposals - the Quarry Park, Civic Core, Residential Communities and Rock Face.

Quarry Park

6. The Quarry Park is zoned "Regional Open Space" on the draft RODP and has a total area of about 17 hectares, including about 11 hectares on the platform and about 6 hectares on the rock face. The platform portion comprises a core part near the northern end of the Study Site, a green promenade along the south-western edge and a recreational ground in the southern portion. The Park is intended to be a regional park with a quarry museum and an array of sports and recreational facilities such as an amphitheatre, a rock climbing centre and some sports facilities. The quarry museum is proposed to be a rock cavern development with an internal pedestrian connection to the hiking trails on the rock face via lifts and staircases.

Civic Core

7. The Civic Core is mainly for low-rise commercial and government facilities, open space and a plaza serving the residents and visitors. It comprises three "Commercial" ("C") sites (about 1.2 hectares in total), one "Government" ("G") site (about 0.8 hectare) and three "District Open Space" ("DOS") sites (about 1.7 hectares in total). Two of the "C" sites would be on the platform while the remaining one would be on the rock bench for uses like wine cellar and spa in rock caverns. The "G" site is proposed for an indoor sports complex to mainly serve the local residents and the wider Sau Mau Ping area.

Residential Communities

8. Two residential communities are proposed in the southern and northern parts of the Study Site, linked by green pedestrian corridors running north-south.

9. The Southern Community comprises four residential sites and six GIC sites. Three of the residential sites are zoned "Residential Zone - 2" ("R2") for private housing (PRs of 3.5 to 4) while the remaining site is zoned "Residential (Subsidized Housing)" for subsidized housing, preferably new Home Ownership Scheme (PR of 6.0). The six GIC sites

are proposed for a primary school, a secondary school, a fire station, a police station, a community hall cum social welfare facilities and a refuse collection point. The Northern Community comprises six "R2" sites for private housing (PRs of 3.5 to 5.5), one "C" site to mainly serve local needs, and two GIC sites for a primary school and a GIC complex with community facilities.

10. Residential blocks would be of different heights. Low-rise blocks ranging from 30 to 45m (8 to 13 storeys) would be located on sites fronting the Quarry Park and along the green pedestrian corridor in the north to create a more human scale environment. High-rise blocks ranging from 78 to 98m (24 to 31 storeys) would be located closest to the rock face backdrop. Medium-rise blocks ranging from 50 to 73m (15 to 22 storeys) would be built in between the low-rise and high-rise blocks to create stepped height profiles.

Rock Face

11. The rock face is mainly zoned "Green Belt" (about 38 hectares) with a network of hiking trails on the rock benches and connections to the Wilson Trail Stage 3 in Sai Kung. Lookouts would be provided at different levels for public enjoyment. Some lookouts could provide spectacular views of East Kowloon and the Victoria Harbour, while one would be zoned "C" for some commercial facilities in rock caverns. In order to enhance the accessibility of the rock face (particularly for the elderly and disabled), the feasibility for a vertical transport system linking up the rock face and the platform (such as funicular) would be further explored.

Rock Cavern Development

12. Noting that the Study Site has a long and unique history of being a quarry since 1956, its distinct landform is considered suitable for rock cavern developments. After preliminary assessment, three rock cavern developments are proposed. One is proposed for the quarry museum as mentioned in paragraph 12, and the remaining two are proposed for commercial facilities on the rock face as mentioned in paragraphs 13 and 17 respectively. Areas with potentials for rock cavern developments have also been identified at the rock face fronting the internal main road in the northeastern portion of the Study Site. More detailed engineering assessments are required to further confirm the technical feasibility of these proposed rock cavern developments.

Technical Issues

Traffic

Road improvement measures

13. To address the cumulative traffic impacts of the future developments at the Study Site and the DAR, a traffic assessment (TA) has been undertaken. It is concluded in the TA that subject to the following road improvement measures in addition to those for five road junctions identified for the DAR, the proposed developments on the Study Site under the RODP would not significantly affect the traffic conditions in the area:

- (a) to eliminate the existing traffic queue of right-turn movement at the signal junction of Lin Tak Road and Sau Mau Ping Road by constructing new slip roads to make the future junction operate in free-flow movement;
- (b) to widen Lin Tak Road near Hong Wah Court to incorporate new bus bays with passing lane for accommodating the on-street loading/unloading activities currently blocking the passing vehicles;
- (c) to further improve the junction of Clear Water Bay Road and Anderson Road in addition to those measures for the DAR by providing a U-turn facility to the east of the junction to increase the weaving distance; and
- (d) to widen the portion of New Clear Water Bay Road near Shun Lee Tsuen Road by increasing Kowloon-bound lane from one to two to eliminate the existing traffic queue at this bottleneck location.

14. To further address the overall traffic congestion problems in the area, improvement of the Choi Hung Interchange may also need to be undertaken as a long-term measure.

Internal road system and public transport facilities

15. The proposed vehicular access points to/from the Study Site would be at the central and southern portions to match with the key land use proposals. The main internal road is designed in a single-four lane configuration.

16. A public transport terminus is proposed at the northern end adjacent to the Quarry Park while a public transport lay-by with turnaround facilities is proposed outside the Study Site near the central access to mainly serve residents in the DAR. Apart from the Kwun Tong MTR Station, feeder services would be provided to the Lam Tin and/or Yau Tong MTR Stations.

Pedestrian connectivity

17. Internally, pedestrian linkages connecting different parts of the Study Site would be provided, largely through the pedestrian corridors and Quarry Park. Externally, four footbridges with lift towers have already been planned to connect the Study Site with Shun Lee Estate, Shun Tin Estate, Sau Mau Ping Estate and Po Tat Estate via the DAR. Four new routes of footbridges with lift towers and escalator are proposed to further extend the planned network to Kwun Tong town centre.

Visual

18. The "building free zone" at the highest 20% of the Tai Sheung Tok ridgeline will be protected while the existing visual corridor between the Tai Sheung Tok summit and Jordan Valley would be preserved as viewed from the Hong Kong Convention and Exhibition Centre and Jordan Valley. Nonetheless, it should be noted that most of the views to the proposed developments under the draft RODP would be blocked by the DAR.

Others

19. Technical assessments on sewerage, drainage, environmental, geotechnical, water supply, utilities and sustainability aspects have also been undertaken. All the assessments conclude that the proposed developments under the draft RODP are broadly feasible without insurmountable problem subject to appropriate improvement and mitigation measures.

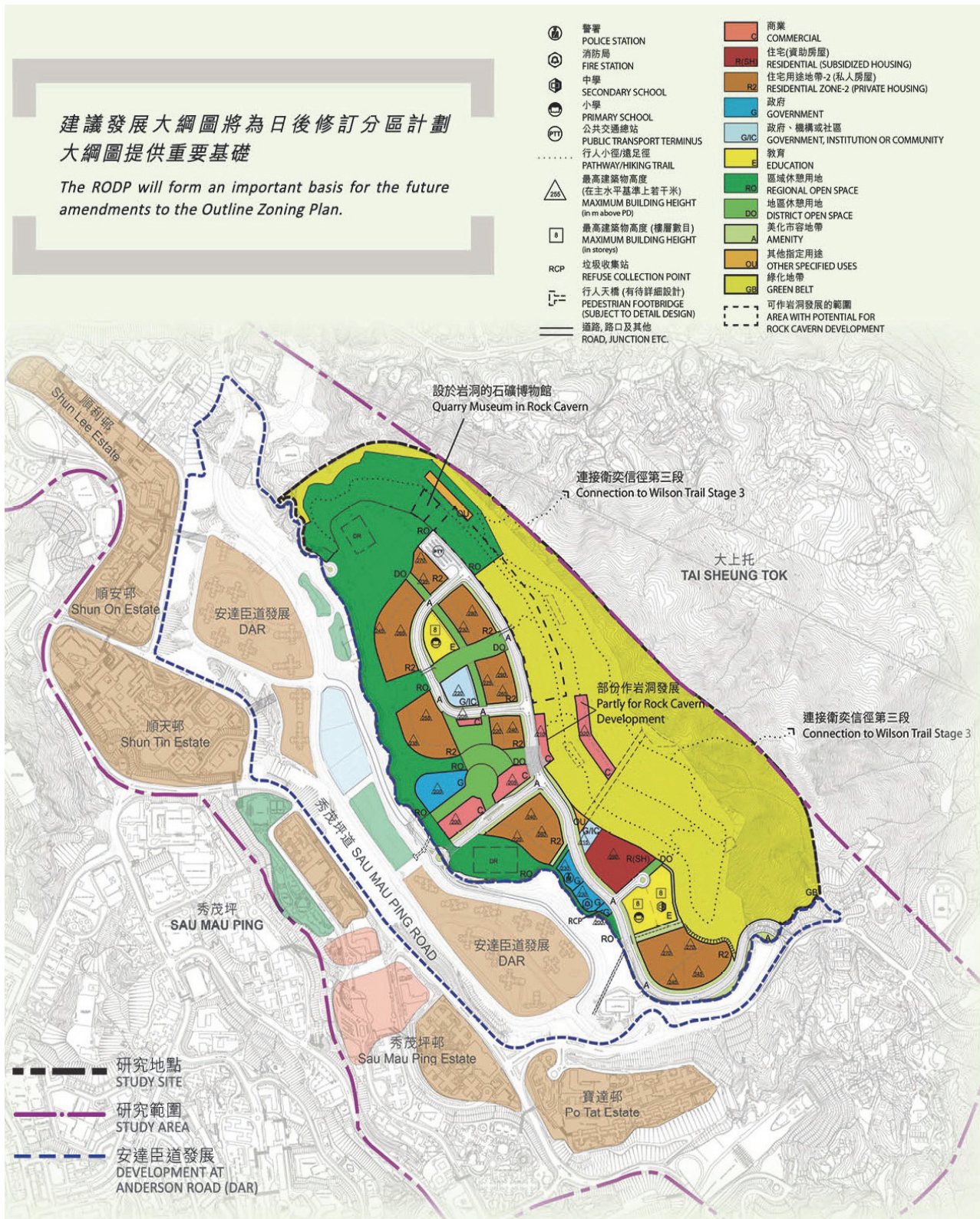
Implementation

20. The Civil Engineering and Development Department will undertake an engineering feasibility study after this Study. The required site formation works, road works and infrastructure provisions would follow upon the completion of the engineering feasibility study.

21. The proposed developments will be implemented in two phases. Phase I development would cover the Southern Community and part of the Civic Core. Sites are expected to be made available for development starting from 2019/20. A temporary public transport terminus would be provided to tie in with the population in-take. Phase II development would cover the Northern Community and the remaining part of the Civic Core. Its implementation would follow Phase I development but subject to the prevailing market condition at that time.

22. The timing and implementation agent for the Quarry Park and the proposed facilities on the rock face would be further considered.

建議發展大綱草圖下的土地用途建議
Land use proposals
under the draft Recommended Outline Development Plan



資料來源： 規劃署發出的《安達臣道石礦場未來土地用途規劃研究 —— 可行性研究 (第二階段社區參與摘要)》(2012年6月)

Source: Planning Study on Future Land Use at Anderson Road Quarry -- Feasibility Study (Stage 2 Community Engagement Digest) issued by the Planning Department (June 2012)

Future land use at the Anderson Road Quarry site

List of relevant papers

Date of meeting	Council/Committee	Paper
22 November 2011	Panel on Development	<p>Administration's paper -- Planning study on future land use at Anderson Road Quarry -- initial land use options (LC Paper No. CB(1)346/11-12(06)) http://www.legco.gov.hk/yr11-12/english/panels/dev/papers/dev1122cb1-346-6-e.pdf</p> <p>Administration's paper -- Planning study on future land use at Anderson Road Quarry -- initial land use options (follow-up paper) (LC Paper No. CB(1)657/11-12(01)) http://www.legco.gov.hk/yr11-12/english/panels/dev/papers/dev1122cb1-657-1-e.pdf</p> <p>Information note on the planning study on future land use at Anderson Road Quarry prepared by the Legislative Council Secretariat (LC Paper No. CB(1)346/11-12(07)) http://www.legco.gov.hk/yr11-12/english/panels/dev/papers/dev1122cb1-346-7-e.pdf</p> <p>Minutes (LC Paper No. CB(1)1091/11-12) http://www.legco.gov.hk/yr11-12/english/panels/dev/minutes/dev20111122.pdf</p>
-	Panel on Development	<p>Administration's paper -- Planning study on future land use at Anderson Road Quarry -- Draft Recommended Outline Development Plan (June 2012) (LC Paper No. CB(1)2207/11-12(12)) http://www.legco.gov.hk/yr11-12/english/panels/dev/papers/dev0628cb1-2207-12-e.pdf</p>

Date of meeting	Council/Committee	Paper
		<p>Background brief on "future land use at the Anderson Road Quarry site" dated 21 June 2012 prepared by the Legislative Council Secretariat (LC Paper No. CB(1)2207/11-12(13)) http://www.legco.gov.hk/yr11-12/english/panels/dev/papers/dev0628cb1-2207-13-e.pdf</p>
21 March 2012	Council	<p>Hansard -- written question (No. 13) on "transport networks of East Kowloon" (p. 7017 - p. 7020) http://www.legco.gov.hk/yr11-12/english/counmtg/hansard/cm0321-translate-e.pdf</p>
17 October 2012	Council	<p>Hansard -- written question (No. 16) on "land reserve and land supply" (p. 164 - p. 174) http://www.legco.gov.hk/yr12-13/english/counmtg/hansard/cm1017-translate-e.pdf</p>
24 October 2012	Council	<p>Hansard -- written question (No. 15) on "provision of a "universally accessible" environment" (p. 640 - p. 644) http://www.legco.gov.hk/yr12-13/english/counmtg/hansard/cm1024-translate-e.pdf</p>
14 November 2012	Council	<p>Hansard -- written question (No. 16) on "supply of public housing" (p. 1889 - p. 1899) http://www.legco.gov.hk/yr12-13/english/counmtg/hansard/cm1114-translate-e.pdf</p>
22 January 2013	Panel on Development	<p>Administration's paper -- Planning and Engineering Study on Future Land Use at the Ex-Lamma Quarry Area at Sok Kwu Wan, Lamma Island -- Feasibility Study -- Stage 1 Community Engagement (LC Paper No. CB(1)428/12-13(08)) http://www.legco.gov.hk/yr12-13/english/panels/dev/papers/dev0122cb1-428-8-e.pdf</p>