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Panel on Development

Meeting on 20 December 2013

**Background brief on
the development of the Anderson Road Quarry site**

Purpose

This paper provides background information on the development of 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 was to reshape the Site into a green and liveable community that meets territorial, district and local needs. The Study covered an area of about 298 ha, including not only the Site, but also the Development at Anderson Road ("DAR")¹

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.

for 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") comprised two stages and was completed in September 2012. In November 2011, during the Stage 1 CE, 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. In March 2013, the Administration briefed the Panel on the public views collected during the Stage 2 CE and the final Recommended Outline Development Plan ("RODP") formulated for the Site.

The Final Recommended Outline Development Plan

5. According to the Administration, the final RODP for the Site was formulated having regard to the public views collected as well as the results of the various technical assessments undertaken. Highlights of the final RODP, including the revised planned population and planning parameters, key land use proposals, traffic and transport issues as well as the implementation schedule, are given in **Appendix I**.

Land uses at the Site

Residential developments

6. Members of DEV Panel have expressed concern about the planning of residential developments at the Site. Noting that a private-to-subsidized housing ratio of 80:20 has been adopted for the Site in the final RODP and the subsidized housing refers to Home Ownership Scheme ("HOS") developments only, i.e. no PRH, some members have suggested that more HOS units as well as a certain number of PRH units should be provided at the Site to address the great demand for public housing. Some members consider that, without compromising a green and spacious living environment, the plot ratios for the residential developments should be further relaxed to provide more housing units.

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.

7. The Administration has responded that the development intensity of the Site is subject to certain development constraints, in particular, traffic and sewerage capacities, and the need to preserve the visual corridors and the ventilation breezeways at the Site. In working out the private-to-subsidized housing ratio, the Administration has considered whether an increase in PRH developments in the Sau Mau Ping area, where there are already a large number of such developments, would be welcomed by the local community. It has advised that consultations with the Kwun Tong District Council have revealed that the local community supports developing private housing at the Site.

8. In the final RODP, the Administration has retained the private-to-subsidized housing ratio of 80:20 as proposed in the draft RODP, given that the public prefer a more balanced housing mix in the area. Under the proposal, the private-to-subsidized housing ratio in the Sau Mau Ping area, which includes the Site, will only change slightly from 10:90 (in 2011) to about 16:84.

Community facilities and open space

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

10. The Administration has advised that the land use proposals under the final 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 for the enjoyment of residents of both the Site and the wider Sau Ma Ping area. A map showing the land use proposals is in **Appendix II**.

Affordability of private housing at the Site

11. Some members have expressed concern about the affordability of the private housing developments at the Site, which would, in their views, most likely be luxurious low-density developments beyond the affordability of the general public. They have suggested that suitable measures, such as

Hong Kong Property for Hong Kong People ("HKPHKP"), specifying the minimum number of flats to be provided in a development project and imposing restrictions on the flat size, be adopted with a view to ensuring an adequate supply of small- and medium-sized flats at the Site. The Administration has assured members that the residential sites are proposed for medium- to high-density developments. Any incorporation of HKPHKP or other similar provisions in the land sale conditions will be determined with reference to the prevailing market situation at the time of land disposal.

Rock cavern development

12. Some DEV Panel members opine that given its unique landform and geological features, the Site is 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 have proposed that beautification works for the rock faces should be carried out to improve the landscape and cater for recreational activities. The Administration has assured members that the history of the Site will be duly respected. Three rock cavern developments have been proposed under the final RODP, including a quarry exhibition area/resource centre at the Quarry Park. The remaining two will be commercial facilities on the rock face, such as wine cellar and spa. According to the Administration, more detailed engineering assessments are required to confirm the technical feasibility of these developments.

Vehicular and pedestrian connections

13. 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 have urged the Administration to carefully plan the road traffic arrangements to cater for the need of the future population. Some have suggested that barrier-free pedestrian connections be provided to facilitate the residents' access to and from the future developments at the Site. Three Members raised questions separately at the Council meetings of 21 March 2012, 24 October 2012 and 20 March 2013 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.

14. 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 and with the Kwun Tong town centre, etc. The details are given in the highlights of the final RODP in **Appendix I**.

Way Forward for the Recommended Outline Development Plan

15. The Administration has advised that the Civil Engineering and Development Department ("CEDD") has already commenced a follow-up engineering feasibility study, scheduled for completion in early 2014, based on the final RODP. The Planning Department targets to propose zoning amendments to the Kwun Tong (North) Outline Zoning Plan in 2014 after taking into account the findings and recommendations of CEDD's study. The site formation works, road works and infrastructure provisions within the Site will be carried out after the Site is handed back from the quarry contractor in 2016 upon completion of the rehabilitation contract. It is expected that sites will be available for development starting from 2019-2020. The works for the proposed road/junction improvement measures and pedestrian connections outside the Site will be completed before the resident occupancy of the future developments at the Site as far as possible.

Recent Developments

16. The Administration will seek DEV Panel's support for part-upgrading **PWP Item No. 765CL** for engaging consultants to undertake detailed design and site investigation works for the development of the Site at the meeting to be held on 20 December 2013.

Relevant papers

17. A list of relevant papers is in **Appendix III**.

**Highlights of the final Recommended Outline Development Plan
for the Anderson Road Quarry³**

Major Refinements to the Draft RODP

1. Taking into account the public views received during the Stage 2 Community Engagement ("CE") and the pressing need to increase housing land supply, the Planning Department ("PlanD") undertook a review to examine the possibility of further increasing the planned population of the Study Site, without compromising the planning and design principles of the draft RODP that were generally welcomed and supported by the public and stakeholders. Having regard to various development constraints identified at the earlier stages of the Study, different land use requirements, urban design considerations, as well as findings of the supplementary technical assessments conducted, an increase of the planned population by 2 000 from 23 000 to 25 000 is considered technically feasible and sustainable in terms of traffic, environment and infrastructure provision.

Revised Planned Population and Planning Parameters

2. The planned population increase is achieved through slightly higher proposed plot ratios ("PRs") and/or building heights of the eight residential sites (four each in the Northern Community and Southern Community), and a change of the use of a Government, Institution or Community ("G/IC") site without designated use in the Northern Community to residential use.

3. A comparison of the major planning parameters between the planned population of 23 000 and 25 000 is summarised in the table below --

	Planned Population		Difference
	23 000	25 000	+2 000
No. of Residential Sites	10	11	+1
Total No. of Flats (approx.)*	8 650	9 410	+760

³ Source: Paper provided by the Administration for the DEV Panel meeting on 26 February 2013 (LC Paper No. CB(1)580/12-13(07))
(<http://www.legco.gov.hk/yr12-13/english/panels/dev/papers/dev0226cb1-580-7-e.pdf>)

	Planned Population		Difference
	23 000	25 000	+2 000
Subsidised Housing Population (No. of Flats (approx.))*	4 600 (1 730 flats)	5 000 (1 880 flats)	+400 (+150 flats)
Private Housing Population (No. of Flats (approx.))*	18 400 (6 920 flats)	20 000 (7 530 flats)	+1 600 (+610 flats)
Private-to-subsidised Housing Ratio	80:20		-
Plot Ratio (PR)			
Subsidised Housing	6.0	6.3	+0.3
Private Housing	3.5 to 5.5	3.0 to 5.5	-
Average Domestic	4.2	4.5	+0.3
Assumed Average Flat Size			
Subsidised Housing	50m ²		-
Private Housing	60m ²		-

* The numbers of flats are estimated based on an assumed person-per-flat of 2.66 for both private and subsidised housing, which was also the assumption adopted in the planning studies for DAR and the new development areas in Kai Tak.

4. The proposed private-to-subsidised housing ratio of 80:20 will be retained, considering that Kwun Tong and Sau Mau Ping are already dominated by PRH, that DAR to the immediate southwest of the Study Site will be wholly for developing PRH (about 18 000 units to cater for a planned population of about 48 300), and that no strong objection to the ratio was received during the Stage 2 CE. The subsidised housing site is thus considered suitable for HOS development.

5. There are slight increases in both the land area and PR for the proposed subsidised housing site from 1.44 to 1.49 hectares and from 6.0 to 6.3 respectively. For private housing, PRs of five sites are slightly increased by 0.2 to 1.0, mostly through the increase of maximum building heights by 5 m. Moreover, the proposed primary school in the Northern Community is relocated southward to an undesignated G/IC site, such that the original school site could be changed to private residential use with a PR of 3.0. Overall, the average domestic PR of the Study Site is increased from 4.2 to 4.5.

6. Based on the planned population of 25 000, it is estimated that about 7 530 private housing and 1 880 subsidised housing flats accommodating a population of 20 000 and 5 000 respectively could be provided. The estimated total number of flats is now 9 410, which is 760 flats more than that for the originally planned population of 23 000.

7. Supplementary technical assessments of the planned population increase on the traffic, sewerage, drainage, environmental, geotechnical, visual, landscape, air ventilation, water supply, utilities and sustainability aspects have been undertaken. All the assessments conclude that the proposed developments and infrastructures for the planned population of 25 000 are still broadly feasible and sustainable, without any insurmountable problem and subject to appropriate improvement and mitigation measures.

Key Land Use Proposals of the Final RODP

8. The Final RODP for the Subject Site comprises four key land use proposals -- the Residential Communities, Quarry Park, Rock Face and Civic Core.

Residential Communities

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

10. The Southern Community comprises four residential sites and six G/IC sites. Three of the residential sites are zoned "Residential Zone - 2" ("R2") for private housing (PRs of 4.0 to 5.0), while the remaining site is zoned "Residential (Subsidised Housing)" for HOS development (PR of 6.3). The six G/IC 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. On the other hand, the Northern Community comprises seven "R2" sites for private housing (PRs of 3.0 to 5.5), one "Commercial" ("C") site to mainly serve the local needs, and one G/IC site for a primary school.

Quarry Park

11. The Quarry Park is zoned "Regional Open Space" on the Final RODP and covers a total area of about 17 hectares, including about 11 hectares on the platform and 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 Quarry Park is intended to be a regional park with an array of sports and recreational facilities such as an amphitheatre, a

rock climbing centre and some sports facilities. Subject to funding availability, the Park will be constructed, managed and maintained by the Leisure and Cultural Services Department ("LCSD"). If a suitable implementation agent could be identified, the Quarry Park will also include an exhibition area/resource centre for displaying materials and information on the quarrying history of Hong Kong, Hong Kong's geology or similar subjects. The Civil and Engineering Development Department ("CEDD") will further undertake a geotechnical assessment to examine the feasibility of locating the quarry exhibition area/resource centre into a rock cavern. If possible, an internal pedestrian connection will be provided within the cavern to link up the hiking trails on the rock face via lifts and staircases.

12. Furthermore, the design of the Quarry Park will incorporate some of the good ideas from the 23 entries submitted to the Design Ideas Competition, particularly those from the winning and merit entries as appropriate.

Rock Face

13. 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 will also be provided at different levels for public enjoyment. Some of them could provide spectacular views of East Kowloon and the Victoria Harbour, while one will be zoned "C" for commercial facilities such as restaurants or cafes in rock caverns. In order to enhance the accessibility of the rock face (particularly for the elderly and disabled), the feasibility of establishing a vertical transport system linking up the rock face and the platform (such as a funicular or an inclined lift) will be further explored. Similar to the Quarry Park, the future treatment of the rock face will take into account some of the good design ideas of the 23 entries submitted to the Design Ideas Competition, particularly those from the winning and merit entries.

Civic Core

14. The Civic Core is mainly for low-rise commercial and government facilities, open space and a plaza serving the residents and visitors, so as to preserve the existing visual corridor between Tai Sheung Tok and Jordan Valley. The area comprises three "C" sites (about 1.3 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 will be on the platform while the remaining one will be on the rock bench for uses like wine cellars and spa facilities 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.

TRAFFIC AND TRANSPORT

Supplementary Traffic Assessment

15. A Supplementary Traffic Assessment ("STA") based on the increased planned population of 25 000 has been undertaken and uploaded onto the Study's website. The STA's conclusions are that the proposed developments under the Final RODP with a planned population of 25 000 will generate a traffic flow increase of about 9.1%, as compared with those under the draft RODP with a planned population of 23 000. Subject to appropriate mitigation measures, the increased planned population will not significantly affect the traffic conditions in the area, and hence the following major recommendations of the original Traffic Assessment should still be valid --

- (a) encourage future residents of the Study Site to use the southern vehicular access to relieve the traffic burdens on Kwun Tong town centre and Choi Hung Interchange;
- (b) undertake improvement measures for some major roads and junctions in the area;
- (c) encourage residents in the area to use more public transport;
- (d) encourage future residents of the Study Site to use Lam Tin and Yau Tong MTR Stations so as not to further overload the already congested Kwun Tong MTR Station at peak hours; and
- (e) enhance the pedestrian connectivity between the Study Site and the Kwun Tong town centre.

Strategic Road Network

16. Route 6, comprising Central Kowloon Route, Trunk Road T2 and Tseung Kwan O-Lam Tin Tunnel (TKO-LT Tunnel), is under planning. The TKO-LT Tunnel will provide an alternative route to the existing Tseung Kwan O Tunnel, so that part of the capacity of Tseung Kwan O Road in Kwun Tong could be freed up for meeting the traffic demand to be generated by the future developments at the Study Site and DAR.

Proposed Road/Junction Improvement Measures

17. According to the STA undertaken, the following four large-scale road/junction improvement measures proposed in the Stage 2 CE in addition to the five road junction improvement works already identified for DAR are considered capable of handling the cumulative traffic to be generated by DAR and the proposed developments at the Study Site with an increased planned population of 25 000 --

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

Internal Road System and Public Transport Facilities

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

19. A public transport terminus is proposed at the northern end adjacent to the Quarry Park, while a public transport lay-by is proposed near the central access to mainly serve the residents in DAR. Apart from the Kwun Tong MTR Station, feeder services will be provided to the Lam Tin and Yau Tong MTR Stations, as well as the MTR Stations in Tseung Kwan O.

Pedestrian Connectivity

20. Internally, pedestrian linkages connecting different parts of the Study Site will 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 DAR. New routes of footbridges with lift towers and/or escalators were also proposed in the Stage 2 CE to further extend the planned network from the Study Site to the Kwun Tong town centre. Taking into account the public views collected during the Stage 2 CE, some of the proposals have been refined with a few additional and alternative routes incorporated, including a proposed bus interchange near the toll plaza of Tseung Kwan O Tunnel (Kowloon exit) with a pedestrian connection to Po Tat Estate. All these pedestrian connectivity proposals will be further examined in the engineering feasibility study being undertaken by CEDD.

VISUAL

21. The "building free zone" at the highest 20% of the Tai Sheung Tok ridgeline will still be protected under the Final RODP, while the existing visual corridor between the Tai Sheung Tok summit and Jordan Valley will be preserved as viewed from the Hong Kong Convention and Exhibition Centre and Jordan Valley.

IMPLEMENTATION

22. The proposed developments under the Final RODP will be implemented in two phases. Phase I development will cover the Southern Community and part of the Civic Core. Individual sites are expected to be made available for development starting from 2019/20. A temporary public transport terminus will also be provided to tie in with the population in-take. Phase II development will cover the Northern Community and the remaining part of the Civic Core. Its implementation will follow the Phase I development, subject to the prevailing market condition at that time. Separately, the timing for the Quarry Park will be subject to the availability of funding for LCSD.

最終建議發展大綱圖下的土地用途建議
Land use proposals under the final Recommended Outline Development Plan



資料來源： 摘錄自政府當局就"安達臣道石礦場未來土地用途規劃研究 —— 最終建議發展大綱圖"發出的文件(立法會 CB(1)580/12-13(07)號文件)圖1。

Source: Extracted from Plan 1 to the Administration's paper on "Planning Study on Future Land Use at Anderson Road Quarry -- Final Recommended Outline Development Plan (LC Paper No. CB(1)580/12-13(07)).

Development of 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))</p> <p>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)</p> <p>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)</p> <p>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)</p> <p>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)</p> <p>http://www.legco.gov.hk/yr12-13/english/counmtg/hansard/cm1114-translate-e.pdf</p>
20 March 2013	Council	<p>Hansard -- written question (No. 10) on "ancillary transport facilities for future development at Anderson Road Quarry" (p. 7565 - p. 7570)</p> <p>http://www.legco.gov.hk/yr12-13/english/counmtg/hansard/cm0320-translate-e.pdf</p>

Date of meeting	Council/Committee	Paper
26 March 2013	Panel on Development	<p>Administration's paper -- Planning Study on Future Land Use at Anderson Road Quarry -- Final Recommended Outline Development Plan (LC Paper No. CB(1)580/12-13(07)) http://www.legco.gov.hk/yr12-13/english/panels/dev/papers/dev0226cb1-580-7-e.pdf</p> <p>Administration's paper - Planning Study on Future Land Use at Anderson Road Quarry -- Final Recommended Outline Development Plan (follow-up paper) (LC Paper No. CB(1)886/12-13(01)) http://www.legco.gov.hk/yr12-13/english/panels/dev/papers/dev0326cb1-886-1-e.pdf</p> <p>Background brief on "future land use at the Anderson Road Quarry site" dated 20 February 2013 prepared by the Legislative Council Secretariat (LC Paper No. CB(1)580/12-13(08)) http://www.legco.gov.hk/yr12-13/english/panels/dev/papers/dev0226cb1-580-8-e.pdf</p> <p>Minutes (LC Paper No. CB(1)1334/12-13) http://www.legco.gov.hk/yr12-13/english/panels/dev/minutes/dev20130326.pdf</p>