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討論文件

立法會發展事務委員會
海濱規劃事宜小組委員會

優化海濱 — 總結經驗與未來路向

目的

本文件向委員概述下述事宜 —

- (a) 共建維港委員會的成就和就管理海濱所敲定的建議；
- (b) 發展局轄下海港組最近的優化海濱工作；以及
- (c) 共建維港委員會和發展局局長到海外考察海濱發展項目所得的經驗。

共建維港委員會的成就

2. 共建維港委員會已在 2010 年 2 月 28 日完成其長達六年的服務。該委員會在 2004 年 5 月成立，就維多利亞港現有和新海旁的規劃、土地用途和發展向政府提供意見。共建維港委員會具廣泛的代表性，成員來自不同的專業學會、關注海港規劃和發展的團體，以及商界和獨立人士，故能在有關海濱的討論中平衡各方討論，並就海濱事宜建立共識。

3. 共建維港委員會自成立以來，一直是政府、持份者和市民討論優化和美化海濱等事宜的有效平台，以減輕公共和私人基建項目對海濱造成的負面影響。共建維港委員會成功擬定了《海港規劃原則及指引》¹，有關指引為政府和私人發展商在考慮海濱的發展和重建方案時提供指引。共建維港委員會亦在啓德發展計劃和灣仔發展計劃第二期擬訂土地用途建議上有重要貢獻。近期，行政長官在其 2009-10 年《施政報告》重點提到該委員會就中環新海濱城市設計研究(城市設

¹ 有關《海港規劃原則及指引》的詳情，請瀏覽
http://www.harbourfront.org.hk/eng/content_page/doc/HEC_guidelines_e.pdf

計研究)及維港兩岸 22 個行動區²的優化海濱方案向政府所提交的建議書。

4. 此外，共建維港委員會聯同有關的區議會，啓動並監察多項即時優化海濱項目的落實，例如西九龍海濱長廊、前灣仔海濱長廊(一般稱爲「灣仔寵物公園」)、位於觀塘公眾貨物裝卸區的觀塘海濱花園第一期，以及位於昔日上環大笪地的上環海水抽水站和海濱公園。

5. 共建維港委員會亦探討了符合《海港規劃原則及指引》的可持續海濱管理架構。爲此，共建維港委員會在 2007 年 12 月成立了海濱管理模式專責小組(專責小組)，以便就體制安排和管理模式訂定務實的建議，供政府考慮。專責小組透過廣泛的研究、討論，以及在本港和海外進行考察，檢視了多個不同類別的本地及海外例子。其工作成果已結集成一份建議報告(見附件 A)，並已在 2010 年 2 月共建維港委員會最後一次會議上獲得審議並通過。報告的主要建議載於下文第 7 至 20 段。

6. 爲總結其工作，共建維港委員會印製了一份特刊(見附件 B)。特刊載述了共建維港委員會在過去六年的主要工作和成就，並透過非官方和官方委員撰寫的文章，概述了共建維港委員會及其小組委員會和工作小組的各項工作。有關特刊已經出版，並將分送給前共建維港委員會各成員及社會其他組織，包括立法會、區議會、相關的非政府機構、專業學會、大中小學及公共圖書館等。

共建維港委員會就管理海濱所敲定的建議

1. 成立海濱事務委員會

7. 專責小組的報告提出兩個主要建議。首先，報告建議成立一個非法定和諮詢性質的海濱事務委員會，取代共建維港委員會。海濱事務委員會擔當的主要角色和職能如下：

- (a) 在構想、規劃、城市設計、市場推廣及品牌建立、發展、管理及營運海濱用地及設施方面，持續無

² 22 個行動區和這些行動區的優化海濱工作載於附件 D，本文件第 21 至第 27 段載述有關的概覽。

間地擔當倡導、監督及諮詢角色；

- (b) 就海濱規劃、城市設計、發展及管理方面，作出整體統籌及監察，以確保有效整合這些主要範疇的工作；以及
- (c) 透過採用與私營界別(包括社區、社會企業及非政府機構等)不同類型的合約委託／合作安排，促進及推動海濱的發展、管理及保養。

8. 在商議過程中，專責小組明白到優化海濱工作目前的一項主要挑戰，在於有效解決政府各項目標和權責之間的衝突。另一項挑戰則是過往留存下來、海濱土地用途與環境不協調的問題，當中涉及部分私人擁有的用地。基於這兩項主要考慮因素，專責小組建議在現行的體制、政策和資源架構上，由非執行性質的海濱事務委員會給予支援，並由政府內部的高層督導和議決，為海濱的管理工作帶來全方位、統合及有效回應公眾訴求的轉變。共建維港委員會成員由發展局局長委任。為反映政府當局對海濱工作的重視，專責小組建議新成立的海濱事務委員會成員應由財政司司長委任，而發展局局長應出任副主席。

9. 專責小組建議，海濱事務委員會應一如共建維港委員會，委員由非官方成員及政府高層人員組成，並繼續由個人和機構出任非官方成員，以秉承共建維港委員會的傳統，彰顯以持份者為本的特色。機構成員乃主要持份者組織，包括專業學會、海濱關注團體、環保團體及商界團體。

10. 正如專責小組報告所建議，海濱事務委員會可望倡導、啟動和制訂措施、計劃和項目，以優化維港兩岸 22 個行動區內海濱用地的規劃、設計、發展、管理和營運，亦會不時檢討和更新有關措施，並由政府提供支援和意見。

11. 此外，當局會定期向該委員會報告各項由政府啟動或統籌的海濱發展／項目(包括基建／公用設施項目)。政府部門會邀請非政府項目的倡議者，就相關的項目和建議諮詢海濱事務委員會。這個過程對該委員會有效協調和監察海濱的規劃、設計、發展、管理和營運尤為重要。為確保該委員會的意見能獲得充分反映，項目倡議者應在落實項目的早期階段便徵詢該委員會的意見。

12. 專責小組倡議海濱事務委員會的工作應保持高度透明，會議將公開舉行，議程、文件和記錄均會公開，但若涉及商業敏感和機密的事宜則例外。該委員會將由海港組提供秘書處支援；海港組在 2009 年 4 月成立，專責處理與海濱有關的規劃和土地事宜。

13. 政府已經接納上述建議，並即將公布成立海濱事務委員會，以接替共建維港委員會。

II. 在海濱發展與管理方面更廣泛採用公私營界別合作模式

14. 專責小組報告的第二個建議，是在本港海濱發展與管理方面更廣泛採用公私營界別合作模式。這個建議參考了本港與海外管理上的成功例子。

15. 專責小組已就不同的管理模式，蒐集相關資料和進行研究，以便提出務實的方案供政府考慮。以下是經過專責小組研究的一些土地及設施的管理模式－

- (a) 採用傳統的政府設計-建造-營運模式，例如西九龍海濱長廊和灣仔海濱長廊；
- (b) 透過捐贈、委託或其他形式的公私營界別合作，讓私營界別參與，例如青衣海濱長廊、星光大道、位於石硤尾工廠大廈的賽馬會創意藝術中心，以及志蓮淨苑的南蓮園池等。
- (c) 採用私營界別的設計-建造-營運模式，並透過城市規劃委員會核准的總綱發展圖，進行規劃管制，例如黃埔花園；
- (d) 採用私營界別的設計-建造-營運模式，並透過「設計與招標」模式，在若干程度上規管設計質素與管理，例如山頂廣場；以及
- (e) 設立法定機構的安排，例如西九文化區管理局。

經專責小組研究的本地個案，摘述於其報告的附件 C。

16. 除了在本港檢視各個管理模式以及現行合作安排等本

地個案之外，專責小組亦就各類海外體制安排／管理模式進行案頭研究，並先後三次到世界各地的主要海旁區考察，計有利物浦、倫敦、新加坡、悉尼、三藩市及溫哥華。考察期間，專責小組代表團會見了相關的海港管理當局及規劃／發展機構的官方代表，討論有關海濱的安排和營運，並就發展項目的成功要素交流意見。從海外考察所得的經驗與心得，詳載於專責小組報告的附件 E。

17. 各個城市的海濱管理模式儘管不盡相同，但從海外研究中發現，各個城市確有一些共通的模式和普遍原則，可作為本港擬議管理模式的基礎。這些模式和原則包括－

- (a) 政策願景及承諾 — 政府在政策聲明中，確認海濱為重要的公共資產，而有關政策聲明可作為各政府部門之間建立共識的基礎，藉以帶動及爭取公眾的支持；
- (b) 發展方式及策略 — 世界各地的海旁區所採用的策略有相同之處，包括着重海濱連接性、多元用途發展、公眾參與、私營機構參與、文物保育及品牌建立；以及
- (c) 管理模式及推行 — 若要海濱可持續發展，便需要有一個強而有力的中央機構，負責帶領及統籌各項工作，通過有效的程序，避免政出多門，並確保與社區和私營機構保持緊密合作。

18. 就香港的情況而言，專責小組察覺到本港並沒有既定機制，讓政府充分或有系統地應用私營機構(包括商業機構、社區組織、社會企業、以社區為本的信託基金、按特定目的成立的公司及其他非政府機構)的長處來優化海濱。專責小組認為，公私營界別靈活合作能夠帶來較佳的成效，締造更理想的海濱，以供市民享用。

19. 專責小組注意到，社會大眾對公私營界別合作可能有不同意見或有所關注，尤其是在於公眾問責一事。就此，專責小組認為，適用於香港海濱的良好公私營界別合作模式，應包括但不限於以下特點：

- (a) 在公私營界別合作過程的不同階段，由規劃、設

計、發展以至管理及營運海濱，均讓公眾參與；

- (b) 須確保能達到公眾目的；
- (c) 私人界別，不論牟利與否，均應該有機會參與及作出貢獻；
- (d) 透過公私營界別合作，應能引入另外的資金及經常撥款，為海濱帶來長遠益處，而無須過分依賴政府的資金或經常撥款；
- (e) 在適當的情況下，公私營界別合作模式應透過與政府分攤收入，為私營機構伙伴提供參與的誘因；
- (f) 海濱始終應該屬於政府擁有；以及
- (g) 須知道訴求及需要可能隨時日改變，因此有必要對各項安排進行檢討，以免為各方製造不應有的風險。

20. 專責小組觀察到，現時有各類的公私營界別合作模式，當中的私人機構參與程度及方式各有不同，諸如在報告附件 F 所載的例子，當中並沒有一律適用於所有情況的通用模式。政府對此表示贊同。上一段所載公私營界別合作模式的特點，只屬概況；當應用於個別地區或設施時，務須仔細參詳。雖然如此，專責小組就公私營界別合作模式的建議，為政府進一步與私營界別探討合作管理海濱提供了穩固的基礎，以便為市民構思更多具吸引力的設計方案，以及尋求更多可持續發展及靈活的管理模式。政府會與新成立的海濱事務委員會合作，為特定海濱地點或項目，制定公私營界別合作模式安排。

海港組最近的優化海濱工作

21. 發展局於 2009 年 4 月成立的海港組專責統籌有關各個政策局和部門在海濱規劃方面的工作；物色和落實短、中及長期的優化海濱項目；及制定可持續管理海濱的切實可行和合適的模式。海港組正根據共建維港委員會就 22 個行動區訂立的美化方案，逐步推展優化海濱措施。

短期措施

22. 正如我們在過往小組委員會會議上告知各位委員，我們會分短、中、長期全力推行優化海濱的工作。短期項目方面，通過各方的努力及重點工作，不同政策局及部門所負責的多個優化海濱項目已經完成。例子包括紅磡大環山公園的美化工程(已於 2009 年 4 月完成)，上環雨水抽水站及海濱公園(已於 2009 年 11 月向公眾開放)、觀塘海濱花園第一期(已於 2010 年 1 月向公眾開放)，以及上環中山紀念公園的公園部分、沿前北角邨東面用地的臨時海濱長廊和青衣担杆山路的休憩用地(後三幅用地已於 2010 年 6 月向公眾開放)。

23. 我們亦正物色新措施以優化海濱，並全力落實有關措施。將會在 2010 年展開的新措施的例子包括紅磡海濱長廊項目(初期發展)(工程將於 2011 年完成)、中環新海濱七號用地海濱長廊前期工程發展(工程將於 2012 年年初完成)，以及海濱指示標誌計劃及海濱標誌設計比賽。

中期及長期措施

24. 除了上文第 22 和 23 段所載的短期措施外，我們亦大力推動中期及長期措施，這些優化海濱項目的推行細節及時間表需進一步訂定。中環新海濱發展是其中一例。考慮到城市設計研究的建議，我們正逐步推展八幅主要用地的發展，有關建議載列於 2009 年 11 月 3 日的「立法會參考資料摘要－中環新海濱城市設計研究」文件內。規劃署現正為這些用地的規劃及設計大綱作最後修訂。這八幅主要用地的最新進展載於附件 C。

25. 與此同時，我們正探討其他地區的優化海濱建議，例如透過公私營界別合作在北角海裕街關建海濱長廊。同時，我們會在不同地區進行規劃研究及確立設計概念，以期優化海濱的連接性和通達性。這些措施落實需時，並需要各個政策局和部門貫徹實施。其中一個例子是由規劃署進行的港島東海旁研究，該研究旨在探討優化海濱的連接性和通達性的方法，並物色其他在東區可行的優化海濱措施。研究第二階段的公眾參與活動剛剛完成。我們會參考所蒐集到公眾對優化建議初步方案的意見，制訂一個最可取的方案，並在 2011 年年初第三階段公眾參與活動公布有關方案。

26. 除了進行優化海濱工作及規劃研究外，我們亦會考慮一些切實可行和有效的模式，以便可持續管理維港兩岸的海濱。我們有需要與海濱事務委員會合作進行這方面的工作。

27. 參考共建維港委員會建議的 22 個行動區定出的擬議短、中、長期優化海濱措施摘要表列於附件 D。

加強各政策局和部門之間的合作

28. 鑑於海濱事務牽涉不同政策局和部門，而它們亦有不同權責、優先和重點工作，政務司司長稍後將向各政策局和部門發出一份總務通告，籲請它們特別在規劃、發展及管理位於海濱的項目時，支持優化海濱措施。

29. 此外，我們亦會建立一個內部機制，任何在各政策局和部門之間未能有效解決的海濱事宜將會盡早交由有關的常任秘書長作出督導，以確保效率。如未能透過這個機制解決有關事宜，發展局局長會在諮詢其他相關政策局局長後，把有關事宜提升到政務司司長層面處理。

繼續邀請公眾參與

30. 在整個計劃及落實優化海濱項目的過程中，公眾參與是我們最重視的一環。舉例來說，城市設計研究第二階段公眾參與能達致廣泛共識及在社會上廣受認同，大部分緣於包括政府在內的有關方面在整個活動中對不同意見所持的開放態度。在發展局方面，我們會繼續主動邀請立法會、區議會、相關持份者及公眾參與有關工作。

31. 我們日後會繼續經發展事務委員會徵詢立法會對主要優化海濱項目的意見。對於個別需要向立法會申請撥款的優化海濱項目，我們會依照現有程序向立法會財務委員會申請撥款。

共建維港委員會及發展局局長曾考察的海濱

32. 正如上文第 16 段所述，專責小組曾前往利物浦、倫敦、新加坡、悉尼、三藩市和溫哥華的海旁區考察，以獲取海外海旁區體制安排／管理模式的第一手資料。發展局局長亦曾前往威靈頓和奧克蘭了解當地海濱的安排及運作，為海

外研究提供進一步資料。海外考察及曾研究的管理模式摘要載於附件 E。

徵求意見

33. 請委員備悉本文件內容並發表意見。

發展局
規劃地政科
2010 年 6 月

Harbour-front Enhancement Committee
Task Group on Management Model for the Harbourfront

Recommendation Report on
Management Model for the Harbourfront

1. INTRODUCTION

1.1 The Task Group on Management Model for the Harbourfront (“**TGMMH**”) of the Harbour-front Enhancement Committee (“**HEC**”) has been assigned with the mission to explore a practicable management model, including public-private partnership (“**PPP**”), for the waterfront of Victoria Harbour. This report sets out the recommendation of TGMMH to establish a Harbourfront Commission, which would be effectively involved in enhancing the planning, design, development, management and operation of the Victoria Harbourfront, devising practicable PPP¹ models for managing individual harbourfront areas and facilities, and engaging the community on an ongoing basis on matters pertinent to the harbourfront.

Background

1.2 The HEC was established on 1 May 2004 to advise the Government on planning, land uses and developments along the existing and new harbourfront of the Victoria Harbour. A plan showing the statutory boundary of the Victoria Harbour, as defined under the Interpretation and General Clauses Ordinance (Cap. 1)², and the extent of

¹ PPP in this context is intended to encompass a broader meaning to include the Government’s collaboration with organisations from a variety of sectors, including commercial, social enterprises, community-based trusts, special purpose companies and other non-governmental organisations (NGOs).

² On the east, a straight line drawn from the westernmost extremity of Siu Chau Wan Point to the westernmost extremity of Ah Kung Ngam Point. On the west, a straight line drawn from the westernmost point of Island of Hong Kong to the westernmost point of Green Island, thence a straight line drawn from the westernmost point of Green Island to the south-easternmost point of Tsing Yi, thence along the eastern and northern coast lines of Tsing Yi to the westernmost extremity of Tsing Yi and thence a straight line drawn true north therefrom to the mainland.

the harbourfront areas adopted by the HEC as shown in the Harbour Planning Guidelines promulgated by the HEC in June 2007, is at **Annex A**. For general indicative purposes, the harbourfront is the land between the harbour up to and including the first major road which segregates the hinterland and the harbourfront.

1.3 One of the missions of the HEC is to “explore a framework for the sustainable management of the harbourfront in line with the Harbour Planning Principles and Harbour Planning Guidelines, including public-private partnership”. At its 17th meeting held on 17 October 2007, HEC decided to set up TGMMH to assist its work in this respect. TGMMH can conduct research and pay visits to overseas countries in formulating its proposal. Development Bureau (“**DEVB**”) provides TGMMH with secretariat support.

Terms of Reference

1.4 The terms of reference of TGMMH are to explore a framework for the sustainable management of the harbourfront in line with the Harbour Planning Principles and Harbour Planning Guidelines, and to come up with a practicable proposal for Government’s consideration. Specifically, TGMMH is to –

- (a) study different management practices/models of harbourfronts;
- (b) advise on a practicable management model for the waterfront of Victoria Harbour; and
- (c) report to the HEC on its findings and recommendations.

Membership

1.5 The TGMMH, comprising 18 official and non-official members, is chaired by Professor LEE Chack-fan. The membership list is at **Annex B**.

2. WORK CARRIED OUT BY TGMMH

Meetings

2.1 Since its establishment in December 2007, TGMMH has convened ten regular meetings, as follows –

No.	Date	Main Discussion Topics
1.	5 December 2007	- Membership and Terms of Reference - 2008-09 Work Plan
2.	5 February 2008	- Development of a piazza in Tsim Sha Tsui
3.	8 April 2008	- West Kowloon Cultural District (“ WKCD ”) development - Desk-top study on overseas harbour authorities and management models - Presentation by Harbour Business Forum on organisation structures and harbourfront management
4.	4 June 2008	- Management of Avenue of Stars, West Kowloon Waterfront Promenade, Wan Chai Waterfront Promenade and Tsing Yi Promenade
5.	31 July 2008	- Management of Jockey Club Creative Arts Centre - Management of Nan Lian Garden by Chi Lin Nunnery
6.	3 December 2008	- Report on TGMMH overseas visits to Liverpool and London - Experience sharing on Dubai Waterfront Conference - “Design and Tender” Model of Peak Galleria
7.	19 March 2009	- Report on TGMMH overseas visits to Singapore and Sydney - Development and management of Whampoa Garden
8.	27 May 2009	- Report on TGMMH overseas visits to San Francisco and Vancouver - Presentation by the Avenue of Stars Management Limited

		- Waterfront Typology Comparison - Progress Update on Kai Tak Development
9.	28 July 2009	- Presentation by HBF on “Towards an Alternative Strategy for Victoria Harbour” - Draft recommendation report
10.	9 December 2009	- Draft recommendation report - Development of Sites 1 and 2 on the New Central Harbourfront

Research and Visits

2.2 In order to come up with a practicable proposal for Government’s consideration, TGMMH had to gather relevant information and research into various management models, both local and overseas. Some of the local management models of areas and facilities that TGMMH has studied include -

- (a) conventional Government design-build-operate models such as West Kowloon Waterfront Promenade and Wan Chai Waterfront Promenade;
- (b) private sector involvement through donation, entrustment or other forms of PPP such as Tsing Yi Waterfront Promenade, Avenue of Stars, Jockey Club Creative Arts Centre at Shek Kip Mei Factory Estate and Chi Lin Nunnery Nan Lian Garden;
- (c) private sector design-build-operate models with planning control through Master Development Plans approved by Town Planning Board (“**TPB**”) (e.g. Whampoa Garden);
- (d) private sector design-build-operate models with a certain degree of design quality and management control through a “Design and Tender” model (e.g. Peak Galleria); and
- (e) the arrangements for setting up a statutory body, e.g. the West Kowloon Cultural District Authority (“**WKCDA**”).

A summary of the local examples studied by TGMMH is at **Annex C**.

2.3 Apart from reviewing various local examples of management models and existing partnership arrangements in Hong Kong, TGMMH has also conducted desktop studies on a wide range of overseas institutional arrangements/management models, as well as three overseas visits to key waterfronts around the world. These overseas visits include Liverpool and London (1-8 November 2008), Singapore and Sydney (16-21 February 2009) and San Francisco and Vancouver (11-17 April 2009). During the visits, delegates of TGMMH met with officials from the relevant waterfront authorities and planning/development agencies, discussed the arrangements and operation of the waterfronts, and exchanged views on the success drivers of the developments. A summary of the overseas examples studied by TGMMH is at **Annex D**. Details on the experiences and lessons gathered from the overseas visits are set out in detail in the three visit reports at **Annex E**.

Discussion with Other Stakeholders

2.4 TGMMH has also gathered views from relevant stakeholders by inviting harbour concern groups such as HBF to give presentations on their studies. An informal meeting was held with the Legislative Council Panel on Development's Subcommittee on Harbourfront Planning in August 2009 to share with the Subcommittee its observations and experiences from the overseas visits and to exchange views on harbourfront planning and management.

Retreat and Brainstorming Session

2.5 Having looked into various local and overseas models, TGMMH conducted a full-day Retreat on 13 June 2009 to consolidate past findings and brainstorm on a suitable model for Hong Kong. 15 TGMMH members participated in the Retreat and the Secretary for Development attended the Retreat to exchange views with members on the desirable features and parameters of the proposed model. Subsequently, TGMMH submitted a progress report on the fact-finding sections and the principles underlying TGMMH's preferred model at the HEC meeting on 17 August 2009. 13 TGMMH members participated in a further brainstorming

session on 6 October 2009 to discuss the outstanding issues with a view to completing the final report.

3. TASK GROUP'S OBSERVATIONS

Current Management of the Harbourfront in Hong Kong

3.1 Harbourfront enhancement work requires visionary planning, extensive consultations and strong execution capability. However, many harbourfront sites are now held for different purposes or projects with different emphases and priorities. Different Government departments and agencies are involved as project proponents, works agents and management agents. For instance –

- (a) the Planning Department (“**PlanD**”) conducts land use planning and design studies in preparing outline zoning plans (“**OZPs**”)³ for consideration by TPB. However, PlanD does not coordinate the implementation of the OZPs, and OZPs do not exercise detailed control over urban design;
- (b) a large number of harbourfront areas are used as works areas for infrastructural projects under the control of public or private project proponents, e.g. Civil Engineering and Development Department, Drainage Services Department, Water Supplies Department, Highways Department (“**HyD**”) and MTR Corporation Limited;
- (c) roads, pavements and transport infrastructure are under the control of Transport Department (“**TD**”) and HyD;
- (d) together with numerous cultural, leisure and sports facilities along Victoria Harbour, the existing and planned harbourfront promenades are mainly under the purview of the Leisure and Cultural Services Department (“**LCSD**”);

³ OZPs are statutory plans prepared by the TPB and approved by the Chief Executive-in-Council for the regulation of land uses. Developments along the harbourfront are subject to OZP control under the Town Planning Ordinance (Cap. 131).

- (e) specific sites have been vested in/granted to and fall under the individual control of various utilities bodies and Government departments;
- (f) various sites are under the control of or designated for development by the private sector, according to the terms and conditions in the leases or tenancies set by Lands Department (“**LandsD**”) in consultation with concerned departments, provisions of the statutory plans prepared by TPB, Building Regulations set by the Buildings Department, and transport and traffic arrangements made by TD;
- (g) uses such as Public Cargo Working Areas, piers, terminals, ferry terminals and Marine Refuse Collection Points are allocated to the Marine Department (“**MD**”);
- (h) the management of Garrison facilities in the Central harbourfront and Stonecutters Island within the Victoria Harbour is outside the control of any Government department;
- (i) WKCD is under the control of WKCDA; and
- (j) vacant land (including land for permanent disposal that would be available for letting for short term uses on Short Term Tenancies to non-Government entities and land for other Government departments on temporary allocations) is within the remit of LandsD.

3.2 Each of the aforementioned Government departments has different mandates and works within specific constraints. There is no single department within the Government that has an overall mandate for the management of all harbourfront areas and facilities in an integrated, coherent and coordinated way. For example –

- (a) LCSD manages the existing harbourfront promenades under the relevant ordinances and in accordance with Government rules and regulations. These could pose constraints if these promenades are to be managed in a more flexible manner for the creation of an

active, vibrant and commercially viable waterfront;

- (b) MD's principal concerns are to ensure marine safety, smooth port operation and overall port efficiency. It is not responsible for the promotion of new marine uses or the creation of marinas;
- (c) TD facilitates the provision of transport network, traffic facilities and public transport services such as buses and ferries, as well as encourages the use of ferry piers for commercial concessions to improve the long-term financial viability of ferry services. However, harbourfront land for transport uses may pose a conflict with harbourfront enhancement;
- (d) the priority of works project proponents is to deliver public works projects in an efficient, timely and cost-effective manner. Harbourfront enhancement requirements may impose constraints on land use, demand for better and potentially more costly designs, and pose the challenge of improved interface with other waterfront uses;
- (e) the role of LandsD as the landlord is to act as the facilitator for putting land to optimal use through permanent disposal or temporary allocation to Government departments or short term tenancies to non-Government entities. Neither the works projects proponents nor LandsD has the mandate to accord priority to provide public access or leisure uses;
- (f) the established procedures and guidelines of the Food and Environmental Hygiene Department for licences and permits may pose constraints on efforts to allow for hawkers, public entertainment and outdoor seating accommodation for restaurants along the waterfront;
- (g) although the HEC, comprising members from both the private and the public sectors, has only an advisory role, it has successfully championed increased public engagement in harbourfront issues, and has developed the Harbour Planning Principles and Guidelines to guide harbourfront development; and

- (h) the Harbour Unit, established under DEVB in April 2009, coordinates new inter-departmental efforts and has stepped up harbourfront work and made progress in harbourfront planning and enhancement. However, its capability might be restricted by limited manpower and the fact that it has no direct powers over Government departments.

3.3 Similarly, there are no established mechanisms in relation to the development of the harbourfront in Hong Kong for the Government to adequately or systematically tap into the strengths of the private sector, which includes commercial, community, social enterprise, community-based trusts, special purpose companies and other non-governmental organisations. Flexible cooperation between the public and private sectors is likely to offer higher quality results in the planning, design, development, management and operation of harbourfront facilities, which would otherwise not be available in projects that are designed, built, operated and managed solely by either sector.

3.4 In view of the existing shortcomings and the opportunities available, a new and sustainable management model for Hong Kong's harbourfront is necessary so as to address the issues outlined above.

Management of the Harbourfront Areas Overseas

3.5 As observed from TGMMH's overseas visits as well as further discussions and desktop research, it is noted that there is no single model that is universally applicable to all waterfronts in the world. The functions and roles of overseas authorities in harbourfront planning and development also vary from city to city, depending on the institutional environments and contextual developments.

3.6 Some of the agencies are primarily port authorities that deal with port and navigational affairs, such as Port Metro Vancouver in Canada; while some are redevelopment corporations to regenerate defunct docklands, such as the London Docklands Development Corporation. Others are multi-functional in nature, like the Sydney Harbour Foreshore Authority and the Port of San Francisco, which may be involved in land disposal, planning, development, property management, event management,

maintenance of port facilities, etc. In Singapore, the revitalisation of the waterfront is mainly led by the Urban Redevelopment Authority which possesses integrated planning, development, land disposal and management powers. The actual planning, design and implementation of development projects in the Marina Bay of Singapore were carried out by a small team under the Urban Redevelopment Authority called Marina Bay Development Agency. Through its Board and Committees, the authority has strong input from the private sector.

3.7 Each of the aforementioned authorities was created and evolved to suit their local socio-political and development contexts. Members noticed that overseas authorities were established to arrest blight and make long-term investments in infrastructure to convert redundant and uneconomic waterfronts into vibrant community assets. In contrast, the Hong Kong harbourfront has a high land value and the last remaining sites are eagerly sought after for many, and sometimes conflicting, private and public uses.

3.8 While recognising variation and divergence of waterfront management in different cities, some common patterns and general principles that emerged from overseas studies serve as a basis for the recommended management models for Hong Kong. These include –

- (a) Policy vision and commitment – Waterfronts are recognised as important public assets in the Government’s policy statements which serve as a basis for building consensus across Government departments, for facilitating support from the general public, and for rallying support from the general public;
- (b) Development approaches and strategies – Waterfronts around the world share common strategies including an emphasis on connectivity, mixed-use development, public engagement, private-sector participation, heritage preservation and brand development; and
- (c) Management models and implementation – Sustainable waterfront developments require a strong and centralised authority to lead and organise the effort, with effective procedures to avoid departmental fragmentation separating policy and delivery, and to ensure close

cooperation with the community and the private sector.

A commonality in the overseas examples is that each has an overarching body which has a range of responsibilities for the overall advocacy, planning, coordination and monitoring of waterfront matters. Each recognises the waterfront as an important public asset with high economic, social and environmental values, and they work closely with the private sector and their respective communities. An integrated approach has been key to the successful development of these waterfronts.

3.9 The widespread presence of PPP in planning, design, development, management and operations was also a commonality featured in overseas waterfronts, as can be seen through the following examples –

- (a) In London, the South Bank was previously a rundown area with no vibrant waterfront about 10 years ago. Through PPP, the area has been transformed into a major tourist destination with key attractions like the London Eye and the Royal Festival Hall. Together with the local authorities, the South Bank Partnership and the South Bank Employers Group have helped transform the South Bank into the most sought after waterfront destination and created the South Bank as a brand with its own unique identity.
- (b) In Liverpool, the Mersey Partnership is a sub-regional partnership set up to regenerate the Mersey Waterfront. It started off with public funding and subsequently attracted much private investment to participate in the redevelopment of Pier Head, King's Cross and a wide range of environmental and recreation projects.
- (c) In Sydney, private participation has been an important mechanism for channelling private resources to finance the development, management and maintenance of Darling Harbour and the Rocks. In recent years, the private sector was substantially involved in the planning of the Barangaroo waterfront under an established framework to encourage private sector investment. An international design competition was organised to attract private sector talent in providing development ideas and project designs, including a large headland waterfront park and mixed-use development.

- (d) In Singapore, close cooperation with the private sector was a core aspect in the regeneration strategy of the Singapore River and development projects in Robertson Quay, Clarke Quay and Boat Quay. In particular, Clarke Quay is under the single ownership of a master developer and has been revitalised into a successful facility that is popular with locals and tourists. In many places in Singapore, private developers are required to construct the promenade and then return the land to the Government. The Government then licenses the promenade back with short term tenancies or licenses to adjoining property owners and users for public waterfront related activities.
- (e) In San Francisco, the redevelopment of the Port and the Ferry Building relied heavily on private sector participation because of limited public resources from the Federal government. The Port of San Francisco sets the policy planning framework to attract private redevelopment initiatives and investment, most notably, the Pacific Waterfront Partners Ltd that developed Piers 1, 3 & 5, and the Pier 39 Strategic Alliance that regenerated Pier 39.
- (f) In Vancouver, many developers participated in the Olympic Village project. The waterfront was designed and constructed first and ahead of the properties by Government funded with proceeds from land sales of the adjacent sites. Private sector investment is dominant in the case of Richmond in the development of its waterfront. Both the 2002 Waterfront Amenity Strategy and the 2009 Waterfront Strategy have provided a public policy framework to attract private development and redevelopment initiatives, notably, River Rock Casino.

3.10 The above overseas waterfronts visited by TGMMH reflect that PPP, under a strong leadership combined with private sector investments and ongoing community involvement, has emerged as a popular policy tool to develop/redevelop waterfronts and to transform harbourfront land and facilities for better public enjoyment.

4. TASK GROUP'S RECOMMENDATIONS

Recommendations

4.1 TGMMH recommends that –

- (a) an overarching non-statutory Harbourfront Commission be established to replace the HEC, which shall assume overall envisioning, advocacy, oversight, advisory, coordination and monitoring roles, with a view to enhancing the planning, design, development, management and operation of harbourfront areas, facilities and adjoining water bodies in the Victoria Harbourfront; and
- (b) the Commission advocate the wider application of PPP in harbourfront development and management in Hong Kong, putting in place mechanisms to encourage ongoing community involvement as well as identify and recommend site-specific or project-specific private sector participation arrangements in harbourfront development and enhancement for the Government's consideration.

Details of the above recommendations are set out in the ensuing paragraphs.

Principles

4.2 TGMMH considers that the Harbourfront Commission's work shall be based on the following principles -

- (a) the Commission's tasks shall be tailored to fit the socio-economic, political and institutional circumstances of Hong Kong;
- (b) the Commission shall be aspirational and innovative yet at the same time provide a deliverable/effective mandate;
- (c) the strengths of the existing organisational and institutional framework shall be recognised; the current constraints such as the

inability to deliver a holistic enhancement strategy, the lack of single bureau/department accountability and the absence of meaningful private sector involvement or participation in the management of the harbourfront shall be addressed;

- (d) private sector participation shall be actively sourced so as to improve efficiency, innovation, design standards, funding approaches and to achieve more responsive solutions to public aspirations and changing circumstances in managing the harbourfront;
- (e) the Commission shall be given high-level policy support with identification of a “champion” within the Administration, who will assume overall policy responsibility over Hong Kong’s harbourfront;
- (f) the Commission shall take a step-by-step approach in enhancing the Victoria Harbourfront over the short, medium and long term in order to accommodate the varying characteristics of different harbourfronts;
- (g) in pursuing its tasks, the Commission shall involve and respect all stakeholders (through public engagement in the broadest sense, building community ownership throughout the planning, design, implementation and operation process);
- (h) a completely new structure shall not be re-invented unnecessarily, but existing arrangements, skills and resources should be utilised as far as possible; and
- (i) the Commission shall deliver outcomes that are in line with the HEC Harbour Planning Principles and Harbour Planning Guidelines, which will continue to be refined as and when necessary.

Characteristics

4.3 The characteristics of the recommended solution are as follows –

- (a) it will address constraints and, at this stage, does not involve new statutory powers, given members' understanding of the challenges and risks associated;
- (b) the Commission will be assisted in its work by the various authorities which exist within the Government, balanced by multi-stakeholder involvement;
- (c) it will involve a building-block approach and respect existing institutional and organisational framework;
- (d) it will facilitate PPPs and provide flexibility to accommodate varying characteristics of different harbourfront areas and changing aspirations over time; and
- (e) it will also take account of all ongoing major harbourfront initiatives and maintain a close working relationship with relevant stakeholders, including the WKCD, Legislative Council, District Councils, other harbour concern groups, private sector organisations and non-governmental organisations.

4.4 Based on the above-mentioned principles and characteristics, TGMMH advocates the creation of an overarching, non-statutory Harbourfront Commission.

Establishment of Harbourfront Commission

(i) *Terms of reference*

4.5 The Harbourfront Commission is proposed to have the following major roles and functions –

- (a) play an **advocacy**, **oversight** and **advisory** role in the envisioning, planning, urban design, marketing and branding, development, management and operation of the harbourfront areas and facilities on a continuous and ongoing basis;

- (b) exercise overall **coordination** and **monitoring** of harbourfront planning, urban design, development and management to ensure effective integration of these major aspects; and
- (c) **foster** and **encourage** the development, management and maintenance of the harbourfront through a wide range of contractual entrustment/partnership arrangements with the private sector (including the community, social enterprises and NGOs).

In line with the jurisdiction of the HEC, the boundary of the harbourfront areas that would come within the jurisdiction of the Commission would be the extent of the harbourfront areas promulgated in the Harbour Planning Guidelines⁴. The Commission would also oversee the interfacing issues pertinent to marine uses and adjoining water bodies, in order to achieve a more vibrant, active and accessible Victoria Harbourfront.

(ii) Membership and structure

4.6 To enable the Commission to carry out its roles and functions effectively, the Commission would need to tap into the expertise and resources of various parties from both within and outside the Government. It is recommended that the Commission be composed of lay members as well as senior Government officials from the relevant bureaux and departments. The lay members should comprise both individual and organisation members who come from various professional bodies, harbour concern groups, or are district/community leaders. In line with the HEC tradition, it is recommended that the organisation members should have the liberty to nominate their representatives to sit on the Commission as regular or alternate members.

4.7 On the leadership of the Commission, it is proposed that the Commission be chaired by an independent non-official. To ensure that there would be adequate high level policy steer and support from the Government, it is proposed that the Secretary for Development sit on the

⁴ As explained in paragraph 1.2 above, for general indicative purpose, the harbourfront is the land between the harbour up to and including the first major road which segregates the hinterland and the harbourfront.

Commission and take up the role of Vice-Chairman. In the event that the Secretary for Development is unable to attend the meeting of the Commission, she shall appoint the Permanent Secretary for Development (Planning and Lands) as her alternate. Noting the line of responsibility of DEVB to the Financial Secretary, it is further proposed that the Commission be appointed by and reports to the Financial Secretary.

4.8 A number of **Panels** may be set up under the Commission to assist in carrying out the Commission's key functions. The Panels are to be convened by and made up of Commission members. If deemed necessary, the Commission may co-opt further members into these panels to provide expertise on specific projects.

(iii) Relationship between the Commission, the Administration and other bodies

4.9 As the proposed Harbourfront Commission would not be given statutory or executive powers, it is expected to be assisted by the authorities that exist within the Government. It will respect the existing institutional and organisational framework. Proposals regarding the harbourfront, whether initiated by the Commission or those put forward to it for advice, should conform to the statutory requirements, including those under the Town Planning Ordinance, and have due regard for existing rights and circumstances.

4.10 The Commission may advocate, initiate and formulate initiatives, programmes and projects to enhance the planning, design, development, management and operation of harbourfront areas under the Action Areas for the Victoria Harbour as recommended by the HEC. These initiatives can be reviewed and updated on an ongoing basis, with the support and input of the Government. For the preparation of plans such as OZPs, the Government would ensure that the Commission is engaged from an early or appropriate stage so that its input and recommendations would be duly considered and incorporated in the process.

4.11 The Commission should be apprised, on a regular basis, of all Government initiated or coordinated harbourfront developments or projects (including infrastructure/utility projects) which may have impact on the

harbourfront. Government departments should invite non-government project proponents to consult the Harbourfront Commission on relevant projects and proposals. This process is essential to the Commission's effective coordination and monitoring of harbourfront planning, design, development, management and operation. To ensure that the Commission's views are adequately reflected, project proponents should seek the advice of the Commission at the early stages of their implementation.

4.12 To facilitate the consideration of harbourfront development projects by the relevant authorities (for instance, the TPB in respect of OZPs, planning briefs, etc., the Legislative Council in respect of funding approvals, District Councils in respect of local-based district enhancements, and WKCD in respect of the use of harbourfront land in WKCD), the Commission may prepare submissions setting out its views and advice, which are expected to be duly considered by the relevant authorities.

4.13 To underline the Administration's recognition and support of the work of the Commission and to ensure that bureaux and departments will interact with the Commission in the expected manner, it is recommended that the appointing authority of the Commission should issue clear instructions to all bureaux/departments to that effect.

(iv) Execution

4.14 Operationally, the Harbour Unit of DEVB would be responsible for following up the requests and recommendations put forth by the Commission, as well as all necessary coordination within the Government.

4.15 The Harbour Unit, on a site- or project-specific basis, may establish and sponsor multi-disciplinary **Project Teams**. The Harbour Unit and the Project Teams may acquire specialist resources, such as consultants, planners, architects, landscape architects, marine architects, PR professionals, engineers and others to assist in the work of the Commission.

4.16 The Commission may require the Project Teams to prepare materials (such as visuals, proposals and surveys) and organise activities (such as meetings, competitions and public consultation) in relation to its

facilities.

(v) *Modus operandi, secretariat and funding support*

4.17 As in the current operation of HEC, it is important for the Commission to maintain a high degree of transparency in its work. The Commission meetings will be open to the public. The agendas, papers and records of meetings will also be available in the public domain, except in situations when matters of commercial sensitivity and confidentiality are involved.

4.18 Secretariat support to the Commission will be provided by the Harbour Unit. The Unit, with the support of the Secretary for Development, would be responsible for seeking all necessary resources for funding and implementation of the Commission's operations and initiatives. Such resources should include those required by the Harbour Unit for serving the Commission and individual Project Teams to be established for the actual delivery and implementation work.

Private Sector Participation

4.19 TGMMH supports the wider application of PPP in harbourfront development and management in Hong Kong, noting that the private sector includes commercial, community, social enterprise, community-based trusts, special purpose companies and other non-governmental organisations.

4.20 Having observed the management of harbourfront areas overseas, PPP with community involvement is a widely adopted and successful policy tool around the world for harbourfront development, redevelopment and management. Such cooperation is a prerequisite to the regeneration and transformation of dilapidated and under-utilised harbourfronts into vibrant, attractive and sustainable destinations for both locals and tourists.

4.21 The Government has yet to systematically tap into the strengths of the private sector in the planning, design, construction, operation and management of the harbourfront. The public sector in Hong Kong is often

management of the harbourfront. The public sector in Hong Kong is often said to be constrained not only by service-wide rules and regulations, but also in terms of its attitude to risk-taking and the exercise of discretion in the development and management of the public realm. The departmental structure of the Government at present also limits the scope for lateral or innovative thinking. As illustrated in the overseas examples, if appropriately engaged, the private sector can provide the necessary capital, expertise, creativity, innovation, diversity, management skills and versatility that the public sector often lacks. Through PPP and better cooperation between public and private sectors, the delivery of capital projects or services would be more financially sustainable and could operate on a self-financing basis with a steady source of revenue.

4.22 Notwithstanding the benefits of PPP, it would not be too realistic to expect the private sector to proactively deliver or provide harbourfront facilities entirely for public enjoyment or for the public purpose without adequate incentive schemes or administrative measures to be provided by the Government. Successful partnership arrangements should draw on the strengths of both the public and private sectors to establish complementary relationships that would allow a vibrant and sustainable harbourfront to be realised with flexibility, innovation, creativity, while guided by the public sector's equity principles. The terms of any such PPP have to be carefully crafted to ensure the business and financial viability of any private sector involvement on the one hand; and on the other hand, to ensure that the public purpose is achieved on an ongoing basis through some suitable form of continuous Government oversight such that public accountability is not compromised. This balance should be achieved through transparency, engagement and participation of the community throughout the process in overseeing the PPP.

4.23 Noting that the community may have different views or concerns about PPP, particularly on the issue of public accountability, TGMMH considers that arrangements for a good PPP model applicable to the Hong Kong harbourfront may possess the following characteristics (including but not limited to) –

- (a) there will be community involvement throughout the different stages of the PPP process, from planning, design, development to management and operations of the harbourfront;

- (b) be able to ensure that the public purpose is achieved;
- (c) there should be opportunities for the private sector, profit making or non-profit making alike, to participate and contribute;
- (d) the PPP should bring alternative capital and recurrent funding to the future benefit of the harbourfront, without being over-reliant on the Government for capital or recurrent funding;
- (e) the PPP should, as appropriate, incentivise the private sector partner by some form of revenue sharing with the Government;
- (f) the ultimate ownership of the harbourfront shall remain vested in the Government; and
- (g) acknowledge that aspirations and needs may change over time, necessitating review of arrangements to avoid creating undue risk for the parties involved.

4.24 TGMMH notes that there are a wide variety of possible PPP models, with different levels and forms of private sector involvement, such as those set out in **Annex F**. Noting that there is no universal model that can be adopted across-the-board, TGMMH/HEC and/or the proposed Commission are expected to assist the Government in devising site-specific or project-specific PPP arrangements for consideration on a case by case basis. The characteristics of PPP models set out in the paragraph above are general in nature, and must be carefully thought through in applying to individual areas or facilities. The Government is encouraged to engage TGMMH/HEC or the proposed Commission on specific cases.

Aspirations for a Statutory Harbourfront Authority

4.25 As Task Group Members have observed, the ability to combine advocacy with execution as well as the flexibility to operate without the constraints of bureaucracy are conducive to bringing about holistic, integrated and responsive changes to the management of the harbourfront. For the same reasons, Hong Kong has seen the need to establish

independent statutory authorities in the management of key public assets, such as public hospitals and lately, the West Kowloon Cultural District. However, in the course of its deliberations, the TGMMH recognised that a major challenge in our harbourfront enhancement work at present lies in the effective resolution of conflicts between various government objectives and mandates and some incompatible land uses of harbourfront sites inherited from the past, including some in private ownership. This main consideration justifies TGMMH's above recommendations in moving forward on the basis of the existing institutional, policy and resource framework, under the championship of a non-executive Harbourfront Commission backed up by high-level steer and resolve within the Administration to address the needed resolutions. TGMMH however recommends that in the longer run the aspiration for an independent, statutory authority, supported by its own executive and dedicated funding, to plan, design, operate and manage the harbourfront should be re-visited to enhance public involvement, vibrancy and timely response to public needs.

5. CONCLUSION

5.1 As a conclusion to the extensive research, briefings and discussions carried out in the past two years, TGMMH recommends the establishment of a Harbourfront Commission, together with the associated implementation and delivery mechanisms set out in this report.

5.2 TGMMH believes that in order to achieve a truly sustainable management model for the harbourfront, it would be necessary for the future Commission to engage in continuous community involvement, ensure its operations are transparent and have the ability to continuously review and improve arrangements in order to meet public aspirations.

5.3 TGMMH also recommends the wider application of PPP in the planning, design, financing, construction, delivery and management of the harbourfront. The proposed Commission will assist the Government in devising and reviewing site- or project-specific PPP arrangements to accommodate different development and management needs.

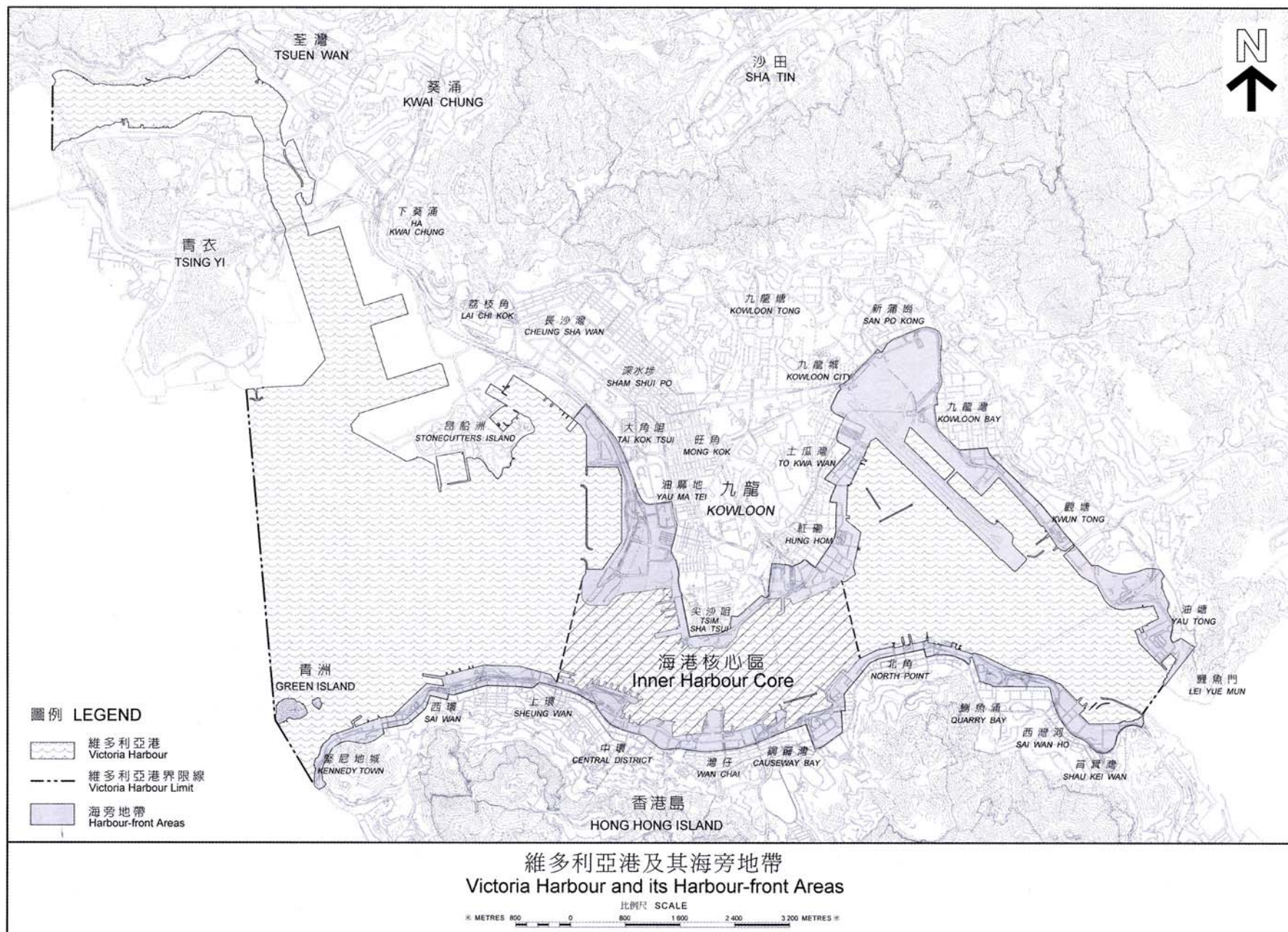
5.4 The HEC will assist the Government in taking forward the recommendations set out in this report. Pending the establishment of the

Harbourfront Commission, the HEC will continue to provide advice to the Government.

ANNEXES

- Annex A - Statutory Boundary of Victoria Harbour and Harbourfront Areas
- Annex B - Membership List of TGMMH
- Annex C - Summary of Local Examples Studied by TGMMH
- Annex D - Summary of Overseas Examples Studied by TGMMH
- Annex E - Reports on Overseas Visits
 - E1 - Liverpool and London
 - E2 - Singapore and Sydney
 - E3 - San Francisco and Vancouver
- Annex F - Examples of Delivery and Management Models Adopted in Hong Kong

TGMMH, HEC
January 2010



Task Group on Management Model for the Harbourfront Membership

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Prof LEE Chack-fan

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Represented by: Assistant Director/Territorial

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Assistant Secretary for Development (Harbour)2

**Summary of Local Examples Studied by
Task Group on Management Model for the Harbour-front**

	Examples Studied	Brief Description
1	West Kowloon Waterfront Promenade	<ul style="list-style-type: none"> • A Government-funded temporary public facility funded by ArchSD's block allocation vote, i.e. project below \$21M. • Design-build-operate by Government (i.e. ArchSD design-build, repair and maintain, LCSD manage). • Daily operation partially outsourced, e.g. daily cleaning and horticultural maintenance.
2	Wan Chai Waterfront Promenade	<ul style="list-style-type: none"> • A temporary public facility funded by CEDD's block allocation vote, i.e. project below \$21M. • Government design-build-operate (i.e. CEDD as project proponent, ArchSD design-build-maintain, LCSD manage though not LCSD park). • Some flexibility / relaxation (e.g. pets allowed) compared with conventional LCSD parks which are subject to Pleasure Grounds Regulations.
3	Tsing Yi Promenade	<ul style="list-style-type: none"> • Public facilities comprising 4 portions of promenade using different development and management models as follows – <ul style="list-style-type: none"> (i) Private developer (MTRCL) was required under lease conditions to design-build (i.e. Maritime Square portion). Management subsequently entrusted to MTRCL at a nominal fee of \$1 for 10 years; (ii) Private developers were required under lease conditions to design-build. On completion of the construction works, the promenades were handed back to LCSD for management (i.e. Grand Horizon and Villa Esplanada); and (iii) Government design-build-operate by LCSD for the remaining portion of the promenade.

	Examples Studied	Brief Description
4	Avenue of Stars (AOS)	<ul style="list-style-type: none"> • A public facility spearheaded by Hong Kong Tourism Board and funded by private sector (New World Development Ltd) as a “donation” project at \$40M. • New World design-build-transfer under “Deed of Donation” signed with LCSD. • Entrustment of daily management and maintenance from Government to AOS Ltd (a New World subsidiary) at \$1 for 20 years under “Management, Maintenance and Operation Deed” signed with LCSD. • Management and operation issues overseen by a Management Committee comprising LCSD, AOS Ltd, HKTb, TC, ArchSD, HAD and Hong Kong Film Awards Association Ltd. Overall management authority still rests with LCSD. • Operation is on self-financing principle. AOS Ltd may generate income from running 3 kiosks and 7 mobile carts. No commercial activities / sponsoring / advertising allowed. Profit sharing with Government on a 50/50 basis. Operational loss, if any, is to be borne solely by AOS Ltd.
5	Nan Lian Garden	<ul style="list-style-type: none"> • A Government-funded public facility under PWP. Superstructures, plants and boulders were funded by Chi Lin Nunnery as a contribution to the community. • Design-build contract-out to Chin Lin. Works supervised by a Project Coordination Committee comprising government representatives and independent professionals. • Management and maintenance entrusted to Chi Lin at \$1 for 5 years.

	Examples Studied	Brief Description
6	Jockey Club Creative Arts Centre (JCCAC)	<ul style="list-style-type: none"> • A non-Government initiative spearheaded by Hong Kong Baptist University (HKBU) and funded by both Hong Kong Jockey Club Charities Trust (HKJCCT) (for redevelopment and conversion works) as well as Government (through subvention of market rental). • Government signed a works entrustment agreement with HKBU and executed a short term tenancy with HKBU's wholly owned company limited, i.e. the Hong Kong Creative Arts Centre Limited (HKCACL), for operation and management. • Operation is on self-financing principle (through rental income from tenants) and non-profit-making model. An interest-free loan from HKBU to cover initial operating deficit. HAB representative sits on HKCACL Board as observer, and oversees the latter's compliance with the subvention agreement.
7	Tsim Sha Tsui Piazza	<ul style="list-style-type: none"> • A public facility spearheaded by Tourism Commission (TC). • Engagement of public through public consultation, workshops and design competition. • Currently still at planning stage undergoing design competition. • Funding, development and management mode to be decided, but likely a Government-funded PWP to be constructed by Government, while daily operation and management to be entrusted to private sector.
8	West Kowloon Cultural District (WKCD)	<ul style="list-style-type: none"> • A Government-funded initiative for an arts and cultural infrastructure / hub. • A statutory WKCD Authority to take forward the implementation of the entire project (i.e. planning, design, construction, operation, management, maintenance to marketing, organisation and sponsoring of events). • Board of WKCD Authority is the governing and executive body. It comprises both public and non-public officers with different professional knowledge, expertise and experiences. • Land grant to the Authority at nominal premium. An upfront endowment of \$21.6 billion injected to the Authority for financing the capital cost. The Authority may collect fees for the use of facilities, set up reserve funds and make investments. • Residential, hotel and office sites within WKCD will be carved out for disposal by Government. The Authority may hold, lease, hire, acquire or dispose land in accordance with land grant conditions.

	Examples Studied	Brief Description
9	Peak Galleria	<ul style="list-style-type: none"> • A private development with certain degree of design quality and management control using a “design and tender” model. • Private developer design-build-operate. • Under the design and tender model, the tenderers were required to include a preliminary design proposal (in compliance with design parameters set out in the tender document) when submitting tenders. • On management and operation, the private developer was required to own and maintain the land at its own expense including development and maintenance of private open space, which should be open at all times to the public without fees or charges, and development of public open space, which has been handed back to Government.
10	Whampoa Garden	<ul style="list-style-type: none"> • A private development design-build-operate by private developer with planning control through Master Development Plans approved by Town Planning Board. • Provision of public facilities (e.g. open space) on private land through lease conditions (e.g. the developer is required to maintain open space which shall be open to the public at all times).

**Summary of Overseas Examples Studied by
Task Group on Management Model for the Harbour-front**

	Examples Studied	Brief Description
1	Cardiff, U.K.	<p><i>Cardiff Bay Development Corporation</i></p> <ul style="list-style-type: none"> The Cardiff Bay Development Corporation was established by the Government to undertake redevelopment of the Cardiff Bay, including construction of the Cardiff Bay Barrage. On completion of the redevelopment, the Corporation was dissolved in 2000 and the Cardiff Harbour Authority took over the responsibility of management, operation of the bay structures and promotion of the Cardiff Bay as a recreational and business asset. The Cardiff Harbour Authority is part of the Cardiff County Council and is funded by the Government.
2	London, U.K.	<p><i>London Docklands Development Corporation</i></p> <ul style="list-style-type: none"> The London Docklands Development Corporation was established with public funds in 1981 to regenerate the dilapidated Docklands such as the Canary Wharf in east London. It had extensive and integrated power in planning, land disposal and management. Following the completion of key redevelopment projects, the Corporation progressively handed over planning and management powers to local borough councils and was dissolved in 1998. <p><i>South Bank Partnership</i></p> <ul style="list-style-type: none"> The South Bank Partnership plays an active role in transforming and regenerating the South Bank Area together with local borough governments. It acts as a forum for discussing ongoing development projects and identifying strategic investment decisions within the South Bank Area. It is a cross-borough, cross-party organisation comprising elected representatives, statutory organisations, and major local stakeholders. The Partnership participates in the management and promotion of South Bank together with private organisations such as the South Bank Employers' Group.

	Examples Studied	Brief Description
3	Liverpool, U.K.	<p><i>Mersey Waterfront</i></p> <ul style="list-style-type: none"> To regenerate the derelict, industrial waterfront of Liverpool City, the Government set up the Mersey Waterfront in 2002 with public funding from the Northwest Regional Development Agency. The Mersey Waterfront is a public-private partnership which aims at identifying and coordinating waterfront development projects and initiatives. The partnership includes city and district councils, NGOs, academics and local businesses. The initial success of the Mersey Waterfront in regenerating the waterfront has attracted private investors to participate in the partnership, which has been essential to the development of a number of recreational and commercial projects along the Merseyside, such as the Cruise liner facility and the Convention Centre near Albert Dock.
4	Singapore	<p><i>Urban Redevelopment Authority (URA) and Marina Bay Development Agency</i></p> <ul style="list-style-type: none"> In Singapore, the revitalisation of the riverfront and waterfront is mainly led by the URA. It possesses integrative planning, development, land disposal and management powers in waterfront areas. The Marina Bay Development Agency, an executive department under the URA, is responsible for planning, designing and implementing development projects for Marina Bay.
5	Sydney, Australia	<p><i>Sydney Harbour Foreshore Authority</i></p> <ul style="list-style-type: none"> The Sydney Harbour Foreshore Authority is the principal authority for developing and managing foreshore areas, as well as the largest single landowner in Sydney. It is a statutory body established by the Sydney Harbour Foreshore Authority Act (1998) which amalgamated functions of several individual bodies, with integrated powers in planning, developing and managing foreshore areas. It also assumes a marketing function by promoting and branding the Harbour. The Authority is under the control and direction of the NSW Minister of Planning and is self-financed.

	Examples Studied	Brief Description
6	San Francisco, U.S.	<p><i>Port of San Francisco</i></p> <ul style="list-style-type: none"> The Port of San Francisco has been tasked to transform the industrial port areas into a modern waterfront for recreation, civic and maritime-related uses. The Port is endowed with a wide range of powers in planning, developing and managing port lands, including land use planning, real estate development, shipping activities and maintenance of port facilities. Although the Port has no land disposal power, it may generate revenue by leasing properties. The Port is under the control of the Port Commission and operates as a government department of the City and County of San Francisco.
7	Vancouver, Canada	<p><i>Port Metro Vancouver</i></p> <ul style="list-style-type: none"> Port Metro Vancouver is the dedicated authority entrusted with full control of port development in Vancouver. An amalgamation of three former port authorities, Port Metro Vancouver owns about 2,700 ha of land and is responsible for planning, developing and managing port-related land and sea uses. The Port is accountable to the Minister of Transport, Infrastructure and Communities.

Harbour-front Enhancement Committee (HEC)
Task Group on Management Model for the Harbourfront (TGMMH)

Report on Visit to Liverpool and London (2-7 November 2008)

1. Victoria Harbour is a great natural asset and has been instrumental in the development of Hong Kong as an entreport. Hong Kong's harbourfront has been historically used as a working harbour. However, there is now growing public aspiration for the enhancement of the harbourfront to make it more vibrant, accessible and attractive for the public enjoyment of all. This offers a golden opportunity for Hong Kong to frame a new image as a harbourfront city and to redevelop the harbourfront in an innovative and creative way, and ultimately to enhance the brand of the Pearl of the Orient.
2. With the above in mind, a delegation of the TGMMH attended the Waterfront Expo at Liverpool and visited London on 2-7 November 2008 to study overseas management models of the harbourfront, with the objective of formulating a suitable management model for the Hong Kong harbourfront. A programme of the Waterfront Expo and a list of the places we visited in London are appended at Annexes A and B for reference.
3. We divide this report into three parts: our observations and findings, the lessons drawn for Hong Kong from our experiences, and our conclusion and recommended way forward for future visits.

1. Major Observations: Key Challenges and Opportunities in Waterfront Development

a. Policy Vision and Commitment

4. From the various presentations at the Waterfront Expo it is evident that a city needs a strong policy statement and unwavering commitment for waterfront development, bearing in mind that, policies that work in boom time may not work in recession. Waterfront developments take time to implement, and they cannot be developed overnight. In developing such a vision, it is necessary for the

government, in consultation with the public and stakeholders, to consider the following key issues:

- ◆ the kind of place it will be;
 - ◆ who is it for;
 - ◆ what it will add to the value of the city;
 - ◆ how it will be perceived locally and internationally; and
 - ◆ the role of the government, the private sector and the public in the planning, delivery and management of the waterfront.
5. Liverpool is a great example of a city that for several decades was on a steady decline but has undergone a miraculous recovery over the last ten years. Liverpool Vision is the first Urban Regeneration Company in the UK supported by its public sector partners such as Liverpool City Council, the Northwest Regional Development Agency and the English Partnerships which together formulated Liverpool Vision and Regeneration Plan. Public-private partnerships in the form of Mersey Partnership have come together to regenerate the city centre and transform Liverpool into the 2008 Cultural Capital of Europe.
6. Other examples that show a policy vision and strong commitment include Canary Wharf development by the London Docklands Development Corporation that transformed the rundown docklands into a thriving Second Central Business District to London over a span of 25 years before progressively handing it over to the local councils. Another successful example is the initiative of the English Partnership to acquire an area of 300 acres in the Greenwich Peninsula, which used to be the largest gas works in UK. Through sustainable development and excellent urban design, the area was transformed into a thriving award winning community with 50% affordable housing in the whole village, home to people from all over UK.
7. The regeneration agencies in Liverpool and London, Mersey Partnerships, London Docklands Development Corporation and English Partnerships, started off as government initiatives with a clear mission to regenerate declining industrial areas. They were supported by public infrastructural developments and financing, until the success of the projects eventually attracted considerable private investments. Thus, the government plays an important role in formulating a vision for the waterfront, in taking the lead to deliver the vision and in encouraging private

involvement and public engagement in a sustainable development of the waterfront.

b. Developmental approaches and strategies

8. The various cases presented at the Waterfront Expo Conference share a number of development strategies: emphasis on connectivity, mixed-use development, public engagement, private participation, heritage preservation and brand development.

(i) Connectivity

9. One of the crucial questions raised at the Waterfront Expo was reconnecting the city hinterland with the waterfront by bringing the city to the water so that people can enjoy the waterfront. Waterfront is a place to think and relax and an urban space where people meet. The views from the hinterland to the waterfront should not be blocked.
10. Most presentations highlighted the importance of public accessibility along and from the hinterland to ensure the vitality of the waterfront. In the successful cases of waterfront regeneration that the delegation came across, the government usually took the lead to attract investment by developing essential infrastructures to connect the waterfront with the urban fabric, such as roads, railways, promenades, transport logistics and a good signage system to enable easy access and navigation and to finance strategic developments as catalysts to ensure the regeneration of the waterfront.
11. The successful regeneration of Canary Wharf and Greenwich Peninsula in London, for example, was very much due to the construction of the Jubilee Line that links the former dockland areas to the heart of the city. The South Bank Partnership and the Employers' Group worked together with the Lambeth local government to improve the conditions of pavements and subways around South Bank, so as to enhance connectivity with the inner part of the city.

(ii) Heritage Conservation & Brand development

12. Apart from physical infrastructures, a brand strategy can connect people to the waterfront by providing a waterside experience that is unique to the city and

cultivates a ‘waterfront identity’ among the people. This includes making maximum use of the character of the city, investing and upgrading existing attractions and using events (along and on the water) to animate the waterfront. Events can be mega-size such as the Mersey River Festival, or small and medium ones organized regularly. The Mersey Waterfront is promoted for its unique identity and has attracted major investment in recent years.

13. Heritage is the legacy and memory of a city. Heritage preservation contributes greatly to the development of a unique waterfront ‘brand’. A city needs a waterfront vision that should strive to create a legacy, preserve memories and to understand the history and geography of the place. The vision should be set by the public sector with the public, gauging public aspirations and private sector needs, as well as giving clear guidelines and confidence to invest in the city. The Titanic Quarter development in Belfast, for instance, makes use of the city’s shipbuilding past (including the Titanic) to re-develop a maritime quarter in the city. Historical buildings and monuments related to the Titanic are preserved, such as the Thomson Dock and Pump House.

14. Effective communication strategies are also essential in informing the public and shaping their perception of the kind of unique experience that they would come across at the waterside. A calendar of events is useful in encouraging the public and tourists into waterfront areas, thus stimulating and help funding a sustainable waterfront.

15. Another successful example is South Bank, which only 10 years ago was a rundown area with no vibrant waterfront. Through public-private partnership, the area has been transformed into a major destination including key attractions like the London Eye and the Royal Festival Hall. Together with local authorities, the South Bank Partnership and the South Bank Employers Group have helped transform the South Bank into the most sought after waterfront destination and created the South Bank as a brand with its own unique identity.

(iii) Mixed Use and Sustainable Development

16. A mixed-use of various development types, including residential, commercial, recreational and environmental, is essential to enriching the diversity of waterfront experiences and adding to the attractiveness and vibrancy of the waterfront.

17. In Liverpool, the Merseyside waterfront was regenerated with a mixture of new developments: an Exhibition Centre, a Maritime Museum, Tate Modern and a new Museum of Liverpool to be completed by 2011. One of the piers was turned into a cruise berth, which helps reconnect the city to the river and encourages tourism. The delegation also visited Liverpool One, the new iconic attraction that consists of a modern mixed use development with an open shopping mall, cafes, restaurants, office buildings, and residential buildings with a lot of open space and an open area for performances in the summer. Some of the older buildings and facades were retained and reused, and existing connections to the city were strengthened to ensure that the development would link the older city to the waterfront.
18. Another example is South Bank of London. A large area of recreational space (i.e. the waterfront promenade) is cleverly integrated with the surrounding arts, cultural and commercial activities, such as street performances, graffiti, book sales, cafes, restaurants and higher-end performances and exhibitions in the National Theatre, Royal Festival Hall and Tate Modern. The public can pursue a wide range of activities along the Thames waterfront.
19. There is a need for policy and development innovation to ensure the creation of innovative and unique waterfront communities such as the Greenwich Millennium Village. The English Partnerships, the national redevelopment agency, has a mission to redevelop the area into an innovative, eco-friendly and sustainable community with 50% affordable housing in the whole village. A lot of investment went into the project despite the large capital cost. The project is said to be profitable at the end of completion. The Millennium Dome is also well used for a variety of activities, in spite of the several hiccups initially.

c. Management Models and Implementation

20. We observed that there are various types of waterfront management models and most places use a combination depending on the specific circumstances:
- (i) Centralized Vs localized

21. A city should look for sustainable development of its waterfront and have a strong leadership and commitment to realize the city's vision. When major development is needed to revitalize an area, there seems to be a need for a centralized waterfront authority, such as the London Docklands Development Corporation responsible for regenerating the London Docklands into the new business district of Canary Wharf. The London Docklands Development Corporation set out the redevelopment planning framework. After 25 years, planning power was progressively handed over to the local district councils. Initially, the public were skeptical and against the project, but the London Docklands Development Corporation developed key infrastructural projects such as the Jubilee Line and light rail to attract private participation. Stricter urban design guidelines were enforced following the more flexible approach during the first phase of development, which was designed to attract private sector tenants into the area.

22. In other cases, the London borough governments have considerable leeway in planning and developing the waterfront areas under their jurisdictions, such as the Lambeth Government that the delegation visited. Lambeth is responsible for managing the South Bank and Vauxhall area along the Thames River. The Mayor of London or the national government does not usually intervene unless there are controversies over the projects e.g. over building heights or heritage preservation. Here again public private sector participation in the form of the South Bank Partnership and South Bank's Employers' Group were instrumental in transforming South Bank into a major tourist destination.

23. Before its dissolution in 1998, the London Docklands Development Corporation possessed extensive and integrative powers, including overall planning power, land ownership (thus was able to enter into commercial agreement with developers) and the power to broker and enter into contracts. In contrast, the Royal Docks Management Authority Limited is a functional body set up to manage the water along the Royal Docks area. Its mandate and enforcement power are quite limited, and thus has to rely on cooperation of land owners while managing the water.

(ii) Integrated Vs functional

24. The Clyde Waterfront near Glasgow, Scotland uses a combination of integrated and functional approaches in developing its riverfront. It strategically attracts

diverse users, creates events and designs extensive educational programs to bring vibrancy, diversity of uses and people to the waterfront.

(iii) Public-Private Partnership

25. If appropriately engaged, the private sector can provide the necessary capital and expertise that the public sector often lacks. Mersey Partnership is a sub-regional partnership set up to regenerate the Mersey Waterfront of Liverpool. It started off with public funding from the Northwest Regional Development Agency. The success in regenerating the Mersey waterfront has attracted many private investors to participate in Mersey Partnership, which has been essential to the redevelopment of Pier Head, King's Cross (with the Convention Centre), a new Cruise liner facility and a wide range of environmental and recreational projects that will further enhance the Mersey River Estuary into the Mersey Waterfront Regional Park.

26. Clyde Waterfront is another successful example. A Strategic Partnership Board was established to finance a 20-25 year regeneration plan for the waterfront. The total amount of public and private sector investments was about £ 5.6 billion. The regenerated waterfront attracted key industries such as IMB and BBC. A Clyde College with 3,000 students was established at the waterfront, reenergizing and animating the area. This is further complemented by events such as river festivals and Commonwealth games.

(iv) Private-initiated Partnership

27. The South Bank Employers' Group is an interesting example of an association of major organizations in South Bank, the group plays an active role in branding and coordinating the re-development and management of the South Bank, including lobbying national and local governments, submitting planning proposals to government authorities, delivering projects to improve the environment of the South Bank waterfront and promoting the South Bank as a 'brand' of London.

2. Some Lessons for Hong Kong

a. Policy vision and commitment

28. Harbourfront development and management in Hong Kong should be vision driven, as shown in the various examples in the Waterfront Expo, Liverpool and London. The formulation of a harbourfront policy vision is the most important step which helps develop common values and shared objectives, facilitate consensus building, and rally societal support for harbourfront enhancement. This policy vision should aspire to build Hong Kong into a leading international harbour city. The vision must be holistic (environment, business, tourist, recreation and residential), integrative (integrating the development of the entire harbourfront in a coordinated fashion) and unique (innovation and originality with local characteristics). The Government must take the lead to form and deliver this vision. The management structure developed for the harbourfront should be in a form that achieves integration across different policy sectors.

b. Connectivity (access from the hinterland, Shenzhen and beyond)

29. The UK experiences demonstrate that public accessibility to the waterfront is the key to the vitality of the waterfront. The Government must take the lead to provide the transport link and transport and logistics infrastructures for the harbourfront.

30. Harbourfront connectivity should go beyond the narrow confine of the local territories to achieve regional integration, so as to tap into the economy of scale and regional division of labour. Connectivity with the local and Mainland territories would add value to the harbourfront, making Hong Kong the center in the region socially, economically and culturally.

c. Heritage Conservation

31. Heritage provides a historical perspective and adds a cultural favor to the harbourfront. Heritage conservation should become an integral part of the Hong Kong harbourfront in its regeneration and management.

d. Mixed-use development

32. A successful harbourfront must feature a mixture of social, business, arts and cultural activities. Any single purpose development approach will not be sustainable, as the UK experiences demonstrate.

e. Public Engagement

33. The planning, development and management of the harbourfront in Hong Kong should be people oriented. Harbourfront for the people requires the public to be fully engaged in the process. This helps to ensure that harbourfront development meets the needs of the people and gets their endorsement. Building a strong consensus through active public engagement will cultivate a strong sense of community ownership, which will make harbourfront development more sustainable.

34. A world class waterfront could only be achieved if it meets the aspiration of the public in addition to the efforts by the government. The public should be engaged in the early stage of the design and development of the waterfront.

f. Public-Private Partnership

35. The government should set up the planning, development and management framework for the harbourfront and provide the necessary infrastructures. It could consider tapping into private sector resources and encourage private initiatives in developing harbourfront enhancement projects. Public-private partnership is more sustainable as it strikes a balance between efficiency and fairness. However, the government has to take the lead in developing harbourfront enhancement projects should there be no private initiatives.

g. Branding and Originality

36. Each harbourfront is unique. The blueprint of other harbourfronts should not be blindly duplicated. While noting overseas experiences, Hong Kong should forge its own path to managing and developing the harbourfront. Originality, creativity and innovation are necessary for creating a unique harbourfront brand and enhance the image of Pearl of the Orient.

37. Branding is an important aspect of harbourfront development. This helps to bring out the uniqueness of the harbourfront of Hong Kong. Branding will add value to the harbourfront of Hong Kong and help promote tourism and economic development in the long run. There are two core issues: what the brand should be and how it should be built. A new (or revived) image of the Pearl of the Orient may be desirable.

3. Key Conclusions

38. The delegation noted that a clear policy vision has been the vital element to achieving a world class waterfront in London and Liverpool. Similarly, a clear policy vision is a must for Hong Kong. The Hong Kong Government must take the lead to form and deliver this vision. The management structure or model developed for the waterfront should be in a form that achieves policy integration.

39. The Waterfront Expo demonstrates that public accessibility to the waterfront is key to achieving vitality of the waterfront. The success of the regeneration of Canary Wharf in London is much related to the construction of the Jubilee Line and the Light Rail system. The government must take the lead to provide the transport link and transport infrastructures for the waterfront.

40. The benefits of integration of activities have been clearly shown in the London and Liverpool waterfronts. The promenade at South Bank of London has integrated arts, cultural, entertainment and commercial activities. This may be instructive for the development of the Hong Kong harbourfront.

41. A world class waterfront could only be achieved if it meets the aspiration of the public. The public should be engaged from the early stage of the design and development of the waterfront.

42. It has taken more than ten years for the London Docklands area to be regenerated from derelict industrial waterways into a mixture of commercial, residential and leisure developments. The delegates appreciate the need for long term development of the waterfront.

43. A brand strategy is required to attract people to the waterfront so as to provide a unique waterside experience and to cultivate a waterfront identity.

4. Way Forward

a. Delegate participation in planning future visits

44. We consider that more time is necessary in preparing for the study visits. Delegates should be informed of the proposed places to visit as early as possible.

45. It is recommended that the planning for the itinerary for upcoming visits should involve TGMMH delegates, with Secretariat support from the Development Bureau and relevant government departments. Prior preparatory meetings amongst delegates and the Secretariat are recommended to ensure that the wishes of the delegates are met.

b. Meeting the Right People

46. It is essential that study visits should include arranging meetings with relevant harbourfront/waterfront authorities, e.g. the port authority. The officers-in-charge who are the master-minds behind the management model should be interviewed. To facilitate such arrangement, it is essential that the right personnel be identified prior to arranging the meetings.

47. Visits to harbourfront/waterfront authorities should focus on policy, structure and management issues. A proper questionnaire (or a list of questions) and a data table should be prepared prior to the visit. The delegation should complete the data table in order to facilitate data collection and analytical work.

c. Information Kit

48. Preferably the trip should coincide with a waterfront conference and a presentation(s) about the Hong Kong Harbourfront and the efforts of the Harbourfront Enhancement Committee should be made by the delegates.

49. Additionally it is recommended that an information kit on Victoria Harbour and the Harbourfront Enhancement Committee be prepared for distribution to the authorities and organizations that the delegation visits.

50. We hope that this report contributes to the preparation of future visits and the task of formulating a management model for the Hong Kong Harbourfront.

Annex

Annex A Waterfront Expo Programme

Annex B Visits in London

Annex C Summary table of the UK Trip - UK Experiences and Hong Kong
Lessons in Waterfront Development

December 2008

Conference programme

MONDAY 3 NOVEMBER **Opening Day**

www.waterfrontexpo.com

10.00 Walking tour of Albert Dock

11.00 Registration and buffet lunch

12.30 Civic welcome

Sara Wilde, Chief Executive, Mersey Waterfront, UK

12.40 Sponsor's welcome

Philip Harcourt, Head of Development Consulting, Colliers CRE

12.50 Opening presentation: Regenerating and developing waterfronts

Professor Michael Parkinson OBE, Director, European Institute for Urban Affairs, Liverpool John Moores University, UK

13.15 From waterports to airports: Re-organising the hinterland

Paul Warner, Research Director, 3DReid, London, UK

13.45 Case study: The Museum of Liverpool

David Fleming OBE, Director, National Museums Liverpool, Liverpool, UK

14.15 River Mersey waterfront tour including introduction and commentary

17.30 Welcome reception

Maritime Museum, Liverpool

TUESDAY 4 NOVEMBER
Global Partnerships Day

**Finance & investment session
Stream 1:
Municipal authorities & developers**

8.30 Registration, coffee and exhibition

9.20 Keynote presentation:

Connecting people with the waterfront

David Mackay, Partner, MBM Arquitectes, Barcelona, Spain

10.00 Case study: Piers 27-31, San Francisco

Andrew Wolfram, SMWM Architects, San Francisco, USA

10.30 Case study: Howard Smith Wharves, Brisbane, Australia

Daniel Keenan, Head of Urban Renewal, Brisbane City Council, Australia

11.00 to 13.00

Site visit: New Brighton

11.00 to 13.00

**Site visit: Liverpool Docks and
Seaforth Container Terminal**

11.00 The investment situation

*Chris Brown, Chief Executive, Igloo
Regeneration, UK*

13.15 Lunch and exhibition

14.30 Discussion group 1
(in exhibition area)

14.30 Destination branding to
connect people to waterfronts

*Malcolm Allan, Director, Locum
Consulting, UK*

14.30 Lessons from Liverpool and
the way ahead

*Jim Gill, Chief Executive, Liverpool
Vision, UK*

15.15 Discussion group 2
(in exhibition area)

15.15 Landscape architecture in
the waterfront mix

*Peter Sheard, Senior Associate,
Gensler, UK*

15.15 Public and private sector
funding

TBC

16.00 Case study: Redeveloping the Bund waterfront on the Huangpu, Shanghai

Alex Krieger, Chan Krieger Sieniewicz architects, Cambridge, USA

16.30 Case study: From obsolete to open for business - The redevelopment of the San Juan Waterfront, Puerto Rico

Karen McShea, Principal & Managing Director, Global Development Solutions, Colliers International, USA

17.00 Case study: Irvine Bay, Scotland - The coastal park, attracting people back to the water

Patrick Wiggins, Chief Executive, Irvine Bay Regeneration Company, Scotland

17.30 Close of day two

19.30 Civic reception

WEDNESDAY 5 NOVEMBER
European Partnerships Day

**Finance & investment session
Stream 2:
The Liverpool SuperPort Concept**

8.30 Registration, coffee and exhibition

9.15 Case study: Liverpool One

Rod Holmes, Director, Grosvenor, UK

9.45 Case study: Belgrade waterfront

Danica Kilibarda, Chief Executive, Port of Belgrade Authority, Serbia

9.45 Session 1: SuperPort innovation
Key issues defining Liverpool SuperPort

10.15 Discussion group 3
(in exhibition area)

10.15 Case study: La Spezia, Italy
- Regenerating the waterfront

*Jose Maria Tomas Llavador, Areas
Ingenieria y Arquitectura, Valencia,
Spain*

10.15 Session 2: Cluster
development

The current supply chains and how
these will need to adapt

11.00 Discussion group 4
(in exhibition area)

11.00 Floating structures on the
new frontier

*David Beard, CEO, Floating Concepts
Ltd, UK*

11.00 Session 3: Economic
development

SuperPort as a key economic driver
for the Liverpool City region

11.45 Lunch and exhibition

13.00 to 14.30
**Site visit: Pier Head &
Mann Island**

13.00 to 14.30
Site visit: Liverpool One

13.00 Session 4: Environment
The environmental impact of
SuperPort

14.45 Discussion group 5
(in exhibition area)

14.45 The role of events in
creating activity on the waterfront

*Dr Andrew Smith, University of
Westminster, London, UK*

15.45 Case study: Turner Contemporary - Catalyst for change

Victoria Pomeroy, Director, Turner Contemporary, Margate, UK

16.15 Case study: The Titanic Quarter, Belfast

Mike Smith, Managing Director, Titanic Quarter Ltd, Belfast, Northern Ireland

16.45 Closing remarks

17.15 Close of conference

HEC TGMMH Overseas Visits in London
(6 – 7 November 2008)

Date	Tour	Time (hrs)
6 Nov	Briefing/tour of London Docklands by Ms Patricia Holland, local Borough Councillor: Exhibition Centre, London City Airport, Presentation by Harbour Master of Royal Docks Management Authority Limited	1000 - 1230
	Guided tour of Thames waterfront by Mr Jim Smith, Lambeth Borough Government: Presentation, tour of Vauxhall area and development sites along Albert Embankment	1345-1600
7 Nov	Briefing/tour of Greenwich Peninsula & Greenwich Millennium Village by Ms Catherine Snow, Regional Communication Manager, The National Regeneration Agency	0930-1130
	Luncheon hosted at the South Bank Centre by London ETO with Art and Cultural sectors	1230-1345
	Guided tour of South Bank by South Bank Employers' Group	1430-1630

Summary Table of the UK Trip - UK Experiences and Hong Kong Lessons in Waterfront Development

		Liverpool – Merseyside	London – Thames Riverside	Lessons for Hong Kong
A. Policy Vision and Commitment		Government taking initiative in formulating policy vision and demonstrating commitment: Mersey Partnerships	Government taking initiative in formulating policy vision and demonstrating commitment: London Docklands Development Corporation, and English Partnerships	Harbourfront development: vision driven - common values and shared objectives for consensus building between society and government
B. Development Approaches and Strategies				
	i. Connectivity – transportation infrastructure	Connecting hinterland with waterfront: River Mersey	Connecting city with riverfront: successful regeneration of Canary Wharf and Greenwich Peninsula in London	Government provides infrastructure to connect the waterfront with urban areas and beyond to make Hong Kong the center in the region socially, economically, and culturally
	ii. Mixed-use development: residential, commercial, recreational and environmental	The Merseyside waterfront: an Exhibition Centre, a Maritime Museum, a Tate Museum and a new Museum of Liverpool, a shopping centre of Liverpool One	The South Bank of London: recreational space integrated with surrounding art, cultural and commercial activities, and exhibitions in the National Theatre, Royal Festival Hall and Tate Modern	Integrative development: a mixture of social, business, art and cultural activities

	iii. Public engagement	Local consultation extensively conducted at the policy stage to assure local endorsement and support	Local consultation extensively conducted at the policy stage to assure local endorsement and support	Active public engagement: to building a strong consensus for cultivating a strong sense of community ownership to sustain harbourfront development
	iv. Private participation	Public policy framework from public funding to private initiatives and investment	Public policy initiatives, private investment dominates	The government: sets up the planning, development and management framework for facilitating private initiatives and investment
	v. Heritage preservation: creating a legacy understanding the history and geography of the place	The Merseyside waterfront: the preservation of dockyard heritage site and historic buildings	The Thames River: preserved and converted to tourist attraction or business purposes	Heritage conservation: an integral part of Hong Kong harbourfront in its regeneration and management for collective memories and tourist attractions
	vi. Brand development: cultivating a unique 'waterfront identity' to add value for branding	Make use of the past: Cultural heritage, recreational and business meet with traditional waterfront features The Belfast experiences: The Titanic Quarter development	Creating a new identity/image: Mixed themes with local characteristics – The South Bank in the Thames River: Lively in the form of recreation , popular performance and artistic; Canary Wharf: business meet with cultural and recreational	Branding on originality (instead of copying): Originality, creativity and innovation for creating a unique harbourfront brand and enhance the image of Oriental Pearl
C. Management Models and Development				

	i. Central vs local: Central policy and planning framework for local implementation		Centralized Waterfront Authority: The London Docklands Development Corporation responsible for regenerating the London Docklands Local implementation: London borough governments considerable leeway in planning and developing the waterfront areas under their jurisdictions, such as the Lambeth Government	A central waterfront authority with development stressing on local characteristics
	ii. Integrated vs functional		The London Docklands Development Corporation: extensive and integrative powers of planning power, land ownership and managing stakeholders The Royal Docks Management Authority Limited: limited enforcement power in managing the water areas	A central authority with more integrative power tends to be more effective and desirable
	iii. Public-private partnership: Public-private joint investment	Mersey Partnership: initial success attracted private investors in the form of partnership The Glasgow Experiences:	South Bank Partnership – creating platform for private investment	Attractive option: The establishment of a public-private partnership for taking up the development and management of the harbourfront (under a

		the Clyde Waterfront		central authority)
	iv. Private-initiated partnership		<p>The London Docklands and Canary: private development and management</p> <p>The South Bank Employers' Group: plays an active role in branding and coordinating the re-development and management of the South Bank</p>	Good option in the development and management stages.

Report on the Second HEC TGMMH Overseas Visit: Singapore and Sydney (16-21 February 2009)

1. In the continuation of its effort to tap on foreign experience, in search of an appropriate management model for managing the Hong Kong harbourfront, the TGMMH organized another overseas visit on 16-21 February 2009. Along the lines of the earlier visit to Liverpool and London on 2-7 November 2009, the core purpose of this visit to Singapore and Sydney was to get an in-depth understanding of the respective institutional arrangements of harbourfront management adopted by Singapore and Sydney, with the objective to inform the Task Group on its task of formulating a management model.
2. The delegation comprised of Mr. Vincent Ng (Delegation Leader), Dr. Sujata Govada, Prof. Carlos Lo, Mr. Paul Zimmerman, Ms. Lydia Lam of the Development Bureau and Ms. Ying Fun-fong of the Transport Department. In addition, Mr. Nicholas Brooke joined the delegation on the visit to Singapore. The itinerary of this visit is appended at Annex A for reference.
3. This report is structured the same as the UK report and is divided into three parts: observations and findings, the lessons drawn for Hong Kong from our experiences, and the conclusion and recommended way forward for the third and last visit; to Vancouver and San Francisco.

A. Major Observations: Key Challenges and Opportunities in Waterfront Development

4. Both Singapore and Sydney have successfully transformed their waterfronts as major destinations with a strong vision and leadership, overcoming key challenges by strategic planning and development supported by detailed land use planning and urban design guidelines to help in the proper implementation of vibrant waterfronts. Through effective place marketing and place management, these waterfront cities continually seek new opportunities for waterfront development to reposition their cities.
5. Singapore's development was championed by the then Prime Minister Lee Kuan Yue, who with his strong vision and leadership transformed Singapore into a Garden City of international standard attracting over 10 million visitors annually.

Singapore was redeveloped into a major riverfront destination by successfully cleaning up of a very polluted Singapore River and formulating area-based cultural heritage conservation. Furthermore, Singapore is repositioning itself as an environmentally sustainable “City in the Garden” by further investing in its national parks, urban greenways and branding Marina Bay development, Singapore’s new CBD as a major waterfront destination. The city has been successful due to its strong national planning, development and management in the form of Singapore’s Urban Redevelopment Authority (URA), which places a greater emphasis on good quality architecture, urban design excellence, place-making, a high quality public realm, cultural diversity, heritage conservation, quality natural environment, and sustainable development. Public surveys are periodically undertaken to gauge public views. However, public engagement and involvement in shaping the city development has yet to take off, where the government is still viewed as a caretaker, similar to a “Nanny State”.

6. Sydney is a successful waterfront city attracting more than 26 million visitors annually. Its harbour, including the iconic Sydney Opera House and the Harbour Bridge, is primarily planned, developed and managed by state run agencies. Citizen participation has been prominent in Sydney from the beginning and was instrumental in preserving The Rocks, where Australia originated. Several decades later, The Rocks has become a vibrant heritage precinct, a famous waterfront destination, popular for its shops, restaurants, and museums.

a. Policy Vision and Commitment

7. From the various presentations given by Authorities in Singapore and Sydney, it is imperative for the government to provide a clear policy vision and leadership with mandate from the chief political executives for harbourfront development, in order to sustain the long-term effort that is required for its enhancement. This policy vision serves as a strong basis for building consensus across government departments, for facilitating participation from the private sector, and for rallying support from the general public in the planning, designing, developing and managing the harbourfront. Such a vision can begin with political leadership as in Singapore, or can be developed in consultation with the public and key stakeholders as is the case in Sydney.

8. Singapore has worked hard for over 40 years to change itself from a grey city to a tropical green city. The current vision is to transform Singapore from a Garden City, to a City in the Garden through a network of urban greenways and extensive open space. The Singapore URA is responsible for strategic and land use planning, development control and implementation while the Marina Bay Development Agency, a Department of the Singapore URA, manages and promotes Marina Bay and is funded by the National Government. The returns from land sales partially pay for the development.
9. The Singapore Riverfront is an outstanding example of the regeneration of the river from its decades of degradation. The entire effort was deliberated in a top-down fashion starting from the policy vision of the then Prime Minister, Lee Kuan Yee, in 1977, “In 10 years time, let’s have fishing in the Singapore river ... it can be done”. With such a strong vision, the working river that was once very polluted because of industries has been transformed into a successful mixed use activity corridor, with distinctive nodes such as Boat Quay, Clarke Quay and Robertson Quay based on a few basic principles – a vibrant mix of old and new uses, urban regeneration, heritage conservation and public private participation. All these were done through the development of a detailed land use master plan and the formulation of urban design guidelines by the Singapore URA, which was responsible for transforming Singapore River into a major destination. Singapore URA constantly reviews and looks to upgrade the various nodes, such as Clarke Quay and Boat Quay to ensure that they are popular and continue to be commercially successful.
10. A clear national policy and a recent paradigm shift towards a greater emphasis on lifestyle experience enables Singaporeans to truly enjoy their waterfront and nature, through its continuous waterfront promenades along the Singapore River and Marina Bay, 300 regional, urban and neighbourhood parks, tree lined avenues and boulevards. Singapore has truly become a city for live, work and play.
11. The Sydney harbour is planned and managed by three State run organizations, the Sydney Harbour Foreshore Authority (SHFA), The Sydney Ports Corporation (SPC) and the New South Wales Maritime Authority (NSWMA). Darling Harbour and areas close to the harbourfront are owned and managed by the SHFA. All commercial shipping Freight and Cruise liners are managed by the

SPC. The harbour itself to the high water mark and the recreational maritime activity come under the control of the NSWMA.

12. The waterfront city of Sydney represents another positive experience of harbourfront enhancement. The policy mandate of consolidating the Sydney harbour foreshore planning and development came from the State Government of New South Wales. Such a task of developing, managing and marketing the harbourfront areas was entrusted to the SHFA, which was formed in 1999 by merging the Sydney Cove Redevelopment Authority, Sydney West Development Authority and the Darling Harbour Authority.
13. Established in 1995, SPC manages and develops port facilities including the Sydney Harbour and Port Botany Bay. SPC is responsible for all commercial shipping and Freight and Cruise Liners, with two cruise terminals, one is to be relocated further out. Cruise business is a major tourist activity with events planned when cruise ships are not using the terminal. Water transport is extensive ranging from water taxis, ferries, pleasure boats etc., however, transit linkages to the harbourfront can be further strengthened.
14. NSWMA, created in 2004, is self-funded and owns Sydney harbour. It acts as a policeman to safeguard the harbour from further reclamation or prevents even the use of boardwalks to gain land side access. NSWMA is responsible for all recreational marine activities, and owns some of the reclaimed land and finger wharfs, moorings, recreational land. The Authority manages boat registrations, license drivers etc, and contracts out place management to the SHFA.

b. Developmental Approaches and Strategies

15. Singapore and Sydney display contrasting approaches of development and management of its waterfront. The Singaporean government has basically adopted a top-down approach in the form of single-agency-led (URA), inter-agency effort and delivery with government related public-private partnership (PPP) (e.g. the Singapore Cruise Centre) as the major policy tool. The riverfront development is an effort by design, with explicit strategies adopted for development and management ranging from environmental protection to urban waterfront regeneration:

- i. Creating an activity corridor for recreation and leisure through mixed land-uses;
 - ii. Mixing old and new developments; and
 - iii. Forging a public-private sector partnership.

- 16. Singapore River was once a working river that was very polluted because of industries. The Singapore Government took on this challenge in the 70s, and took 10 years to clean up the River, including rebuilding the river walls through PPP. The Singapore River has been transformed into a successful mixed use activity corridor, with distinctive nodes such as Boat Quay, Clarke Quay and Robertson Quay, a vibrant mix of old and new, urban regeneration and heritage conservation. A strong vision, a detailed land use master plan and urban design guidelines ensure clear typologies, maintain human scale and intimacy. Proper building massing, density and ground level activities are maintained, and major projects are policed by the URA to ensure conformance to planning intentions. Place management and place marketing by hosting events, such as the Singapore River Festival, have been fundamental in making it a key attraction and major destination enjoyed by local people and visitors alike.

- 17. Singapore River is active and vibrant, with a promenade that is about 10 m wide, of distinct character, hard and soft landscape, varied floorscape, lighting and streetscape furniture, including steps along the water with no railings. Public and private spaces transition seamlessly, following the guidance of Outdoor Refreshment Areas and strict management and urban design guidelines. Boat Quay is more individually owned, looks more authentic, but more difficult to manage and less successful according to URA. Clarke Quay was acquired, repackaged and sold, and is under single ownership of a Master developer. It has become commercially more successful due to its recent renovation, a better mix of activities and choices for customer, and is more popular among local people although has a themed artificial look.

- 18. The harbourfront development and management in Sydney has been less organized and was more evolutionary in nature, where only recently have efforts been made to consolidate the harbour foreshore development and management in a more systematic and organized way. The single-agency-led, inter-agency effort form has been adopted by setting up the SHFA in 1999, to take up the responsibility of harbourfront enhancement.

19. Political wrangling between State and Local agencies is prevalent, leading to the local community being more skeptical about the developments proposed to be undertaken by the SHFA. The Barangaroo development project in East Darling Harbour, which is to be developed on a 99-year lease as a mixed use development and as an extension of the CBD with a major headland waterfront park, is to be developed by the Barangaroo Delivery Authority. NSWMA developed Woolloomooloo finger Wharf as a high end residential development, with restaurant and marina facilities. For developments like this, they gain dual consent where more than one agency is involved.
20. All the presentations on waterfront management made during the Singapore and Sydney visits indicate strong convergence of development strategies: emphasis on connectivity, mixed-use development, public engagement, private participation, heritage preservation and brand development.
 - (i) Connectivity & Quality of Life
21. In line with the global trend of returning the waterfront (including the riverfront and harbourfront) to the general public for enjoyment and of promoting a vibrant waterfront for sustainable development, the key concern is to improve the quality of life by bringing people and the city life to the waterfront. Making the waterfront accessible to the public has thus emerged as a strategic consideration cutting across the planning, development and management dimensions. A holistic view of connectivity between the waterfront and the city hinterland physically, visually, socially, culturally and economically has now become the observable paradigm with a greater emphasis on pedestrian friendliness and environmentally sustainability.
22. Shortening the distance between the hinterland and the waterfront on the one hand, and connecting various locations along the waterfront on the other hand through the improvement of public accessibility, has underlined the riverfront enhancement efforts of the Singapore URA. Sound physical connectivity is important, as the Singapore River is seen as an activity corridor for people to gather at. A continuous promenade of about 10 m wide on both sides with sufficient crossings draws people to the riverfront for leisure. Indeed, careful attention has been given to urban design and the public realm, as well as the transportation network for enabling easy access by land and water. More effort is made to create an inviting ambience for pedestrians on the way to the

riverfront, by means of new street lighting, street furniture, landing points, ticketing kiosks, etc. The innovative infrastructure, together with a comprehensive green pedestrian and transport network of Marina Bay provided a good example of connectivity and accessibility. Extensive land-marine interface with water related leisure, recreational, and entertainment activities, are planned along a continuous waterfront promenade of 3.5 km in length and ranging from 15 m to 25 m in width.

23. “Gardens by the Bay” covering 100 ha, provides extensive open space and forms an integral part of Marina Bay, interfaced with the Integrated Resort. Designed by an UK architect through an international competition, Gardens by the Bay is a major investment of S \$ 800 million, including Super trees, a Conservatory, Biom and Lake purifier, aimed as an educational laboratory. It also enhances the real estate value of properties around. Another interesting example is the East Coast Park, a 15 km coastal stretch of parkland ranging from 25 m to around 100 m wide. It is very popular among the local people, attracting some 7.7 million people annually for a variety of activities, camping, cycling, swimming, skating, rollerblading etc.
24. Darling Harbour was developed and implemented by the SHFA in a short time, and is easier to manage as it has only 21 tenants as compared to over 300 tenants in The Rocks. Circular Quay is another vibrant destination, popular among locals and visitors alike. It should be noted that waterfront promenades with commercial uses tend to be more active and vibrant than promenades with residential development, which sometimes become dead spaces as they are perceived to be more private in nature.
25. The capacity of bringing tourists and local people to Darling Harbour by rail transit can be further improved to provide accessibility from the city centre. The monorail only serves as a tourist feature. The operation of various forms of water transport further strengthens access. For example, the water taxi facilitates people to move around the different attractions along the harbourfront, from Darling Harbour to The Rocks and the Opera House.

(ii) Heritage Conservation & Brand Development

26. Branding, place marketing and event management are seen as the key to the success of waterfronts both in Singapore and Sydney. Brand building can

connect people, both locally and internationally, by developing a waterfront identity for local people and providing a unique waterfront attraction to foreign visitors.

27. Singapore's URA makes use of the past to forge a modern riverfront image through planning, featured by "A vibrant 24-hour lifestyle and entertainment precinct, rich in heritage and culture". Such river branding strategy is achieved through local branding by organizing festivals like the River Festival including arts and cultural events such as musicals, theatres and concerts on the river to market the river and quays.
28. By organizing events, the Marina Bay Development Agency has successfully branded Marina Bay as the Garden City by the Bay. Marina Bay is seen as a major destination even before its implementation is complete, thereby increasing its real estate value. Through carefully planned place marketing and place management strategies, people enjoy the waterfront promenade by attending national events, such as the fireworks, festivals and sporting events such as the recent and very successful F1 racing.
29. In Sydney, the SHFA has assumed more of a branding, place management and marketing function promoting Darling Harbour among other destinations. For the famous Sydney Harbour, the focus is to enhance its brand through harbourfront enhancement, creating a new image and identity through mixing the heritage tourist destination of The Rocks and the Woolloomooloo Wharf development with the modern development of Darling Harbour, and future development of the Barangaroo.
30. Heritage is the legacy and memory of the waterfront. Its preservation adds value to image and is the currency for brand building. Indeed heritage preservation is a main theme of the Singapore River regeneration and harbourfront development in Sydney. As the Singapore River is rich in heritage and culture, under the development strategy of mixing old and new development, historic sites and buildings in the riverfront are preserved and converted into tourist attractions, notably, Boat Quay, Clarke Quay, and Clifford Pier in Marina Bay. The Rocks in Sydney is a good example of heritage preservation for bringing people and visitors to the harbourfront. In its harbourfront enhancement effort, the SHFA has already planned to invest more than AUS\$300 million over the next decade to maintain and improve the property and heritage assets.

(iii) Mixed Use and Sustainable Development

31. Witnessed in the riverfront of Singapore and the harbourfront of Sydney is a mixed-use of various development types, including residential, commercial, recreational and environmental for enriching the diversity of waterfront experiences, and adding to the attractiveness and vibrancy of the waterfront.
32. Singapore's riverfront was regenerated and enhanced through designs, including a mixture of old and new developments, as well as a mix of land use. Boat Quay has retained its original appearance of small heritage properties, which are more individually owned and look more authentic to attract tourists. Clarke Quay was acquired, repackaged and sold, and is now under single ownership of a master developer. Clarke Quay is commercially more successful due to its recent renovation, a better mix of activities and choices for customer. It is also more popular among local people despite its themed artificial look. Robertson Quay is predominantly a residential area.
33. Marina Bay has successfully embarked on an aggressive mixed use development program using White and Grey zones and clear urban design guidelines, specifying development parameters and public realm infrastructure to ensure that the planned vision is implemented. Marina Bay is envisioned as the new CBD on a 360 ha site, with the extension of the city grid for proper integration of the new development with the existing city. Key features include housing, commercial, hotel and community facilities: the Integrated Resort, Singapore Flyer, an iconic pedestrian bridge, and a vehicular bridge to connect the Marina Bay development with the city. With the recent construction of the dam, the Marina Bay water body functions as a fresh water reservoir for the city. District cooling, pneumatic waste collection and separate service tunnels ensure that data, telecom, water, high security area with backup systems in place make the development sustainable and energy efficient.
34. The mixed use development can also be seen along the Sydney Harbour. The contrasting styles of the modern Darling Harbour and the heritage of The Rocks reflect the mixture of old and new developments. The harbourfront area around Circular Quay has seen the recently completed residential buildings situated next to the commercial area with the Opera House and the promenade within walking distance. The Barangaroo development project in the East Darling Harbour is

currently under planning, which is to be developed on a 99 year lease as an extension of the CBD, with mixed use development and a major headland waterfront park.

(iv) Public Engagement and Private Participation

35. Public engagement in the process of waterfront regeneration, development and enhancement is important to harbourfront management. It is a key institutional arrangement for the government to consult public opinion, obtain public input, raise public awareness, harmonize conflicting interests, increase legitimacy, cultivate a sense of identity and ownership, and rally popular support with the ultimate objective of sustaining the on-going development of a vibrant and people-oriented harbourfront. Current research has shown the public's growing interest on harbourfront development and management. The top-down approach practiced in Singapore for riverfront development has made public consultation limited in scale and participation passive in nature. Recently, the URA has acknowledged the lack of public participation and thus expressed the desire for augmenting public involvement and getting active feedback from the public on the Marina Bay development plan and other riverfront projects. The exhibition of riverfront development plans and projects organized by the URA in their Hall is one major effort for arousing public interest and promoting public engagement. For the development and enhancement of Sydney's harbour, local consultation is required at the policy and planning stage to assure local community endorsement and obtain popular support. Indeed the public input has led to a number of modifications in the planning of the Barangaroo development.
36. Private participation has been increasingly recognized as an important mechanism for channeling private resources to finance the development of the waterfront, for obtaining creative business ideas on waterfront development, for importing innovative management practices and a business model of management. Using private resources was the URA's basic strategy in the regeneration of the Singapore River. The Singapore Riverfront Enhancement Plan and the Master Plan 2003, developed with the support of public funds, has provided the framework for attracting private redevelopment initiatives and investment, albeit most major investments come from government owned business organizations. Such a trend is more pronounced in the case of Sydney's harbourfront enhancement, where public policy makes development

initiatives and private investment dominant. This can best be illustrated through the development of Darling Harbour and The Rocks. Recently, the private sector was involved substantially in the planning of the Barangaroo development by providing development ideas and project designs, which is based on an international design competition.

c. Management Models and Implementation

37. We observed that there are various waterfront management models, where most places use a combination depending on the specific circumstances.

(i) Centralized vs. Localized

38. Sustainable development of the waterfront requires a strong and centralized waterfront authority to lead and organize the entire effort for realizing the policy vision of waterfronts. In Singapore, the URA is the lead agency at the national level responsible for accomplishing the task of Singapore River regeneration and Marina Bay Development. Its responsibilities include planning, development, land sales and management of the riverfront and waterfront. While planning and development policies are centralized, individual riverfront projects are localized. For example, the concept plan of Marina Bay was developed by the URA and the development project handed to the Marina Bay Development Agency, a department of URA. Similarly, state-level harbourfront enhancement endeavors of Sydney have been undertaken mainly by the SHFA since 1999, which has the full responsibility of planning, development and management. However, the Barangaroo development will be undertaken by a separate agency. The SPC and NSWMA manage the harbour and the marine activities.

(ii) Integrated vs. Functional

39. The pre-requisite for a strong and centralized waterfront authority is functional integration in a holistic way in order to get away from bureaucratic fragmentation and functional departmentalization. To be vertically integrated, there must be one single government agency with full responsibility from planning, development and implementation, to the management of the waterfront. At the same time, it is the leading agency within the inter-agency effort to achieve horizontal functional coordination and integration with the ability and resources for policy delivery on its own, even in the absence of bureaucratic

support from other functional departments. This can take place at both national and local level. In Singapore, the URA is the lead agency at the national level fully in charge of riverfront regeneration, with independent financial resources coming from the disposal of lands leased from the government. The Marina Bay Development Agency is its local agency in charge of developing Marina Bay in an integrated and holistic fashion, discharging the full functions of concept planning, urban design, development control, sale of sites, development coordination, marketing of the area, attracting investors, maintaining public spaces, place management and creating events to make the area a destination. In Sydney, the lead agency at the state level is the SHFA, which holds a strong position in that it owns land in the harbourfront areas. The Barangaroo development project in East Darling Harbour is to be developed in a holistic way by a separate agency. The SPC and NSWMA are responsible for the Harbour, marine activity within and development on reclaimed land.

(iii) Public-Private Partnership (PPP)

40. PPP has emerged as a desirable alternative to bureaucratic operation and provision, particularly under the growing influence of Osborne and Gaebler's idea of "reinventing government" since the 1990s. Indeed, the private sector can provide the necessary capital, business ideas, and management expertise that are often not available in the public sector. In Singapore, the URA set the framework through the Singapore River Enhancement Plan for forging PPP to use private resources for carrying out redevelopment and enhancement, as well as invite development projects delivered by the private sector along the river - the Robertson Quay, Clarke Quay and Boat Quay. PPP is basically a state-led effort in Singapore, as major business organization are government owned, most notably, the Singapore Cruise Centre which eventually became a private limited company. In Sydney, the planning of Barangaroo by the SHFA is to provide a framework for PPP and private investment. In addition, the SPC and NSWMA also serve as platforms for organizing PPPs and facilitating private initiatives.

B. Some Lessons for Hong Kong: Insights from the Singapore/Sydney Visits on Harbourfront Management

41. Hong Kong needs a strong vision and leadership, to transform Victoria Harbour into one of the major destinations in the region and in the world, through promoting urban design excellence, investing in the public realm and urban greenways, as well as providing open space to give relief from the extreme high

density of the city. Hong Kong also needs a strong development bureau like that of Singapore's URA, which is responsible for planning, implementation, management and marketing. Detailed planning for all districts along the harbour, including urban design guidelines to ensure a vibrant harbourfront, should be undertaken. The harbourfront promenade can vary from 10 m to 25 m in width and be developed as distinctive nodes in various areas.

42. Similar to Sydney, Victoria Harbour needs to be taken care of, so that we can also plan the marine side including maritime activities, ensuring that the working harbour functions are kept, a place for back house facilities and charter boats. Marine transport should be increased, considering the use of floating pontoons in place of landing steps to access ferries and water taxis etc, to cater for the various waterfront destinations that will be developed.

- a. Current Problems in Hong Kong

- fragmented authority: functional fragmentation: policy, planning, development, implementation, and management fragmentation
- lack of ownership
- uncertain project identity
- lack of a responsible agency with adequate authority to take full charge of policy delivery and management

- b. Harbourfront Management: Basic Principles for considerations (drawn from the Singapore/Sydney Experience)

43. Integration: Vertical and holistic under one single government agency – the cases of the Singapore URA and the SHFA

Vertical: from planning, development, implementation to management

- Planning: setting framework for development, with planning details to ensure some key design features (e.g. covered walkway, public space, architectural design principles) are adhered to by individual development projects
- Development: translating the plan into different development projects
- Implementation: implement these development projects
- Management: management of the daily operation of these projects after completion

44. Harbourfront: responsible agency - ownership of the harbourfront/harbourfront projects – the cases of the Marina Bay Development Agency, SHFA and the SPC.
45. Harbourfront Project: there must be a home for a harbourfront project and a responsible agency to take charge of the project in a holistic way, including planning, coordination, development, implementation, and management – future development. The delivery of the project with clear result-oriented assessment.
46. A clear harbourfront policy vision with support from leading political executives: high level endorsement to build policy consensus and legitimacy inside the bureaucracy and across all bureaucratic departments – facilitate bureaucratic coordination and strength bureaucratic bargaining – particularly the case of the Singapore URA.
47. A high level policy platform for inter-agency coordination and collaboration in harbourfront development and management.
48. A government authority with a very high bureaucratic status/rank which can play a leading role to make things happen (both the case of Singapore URA and SHFA – with land ownership):
 - ownership of land along the harbourfront (a weaker version – the lease of land)
 - the legitimacy of the harbourfront policy vision: promulgated and endorsed by the top political leaders, the mandate and the blessing of leading political executives
 - administrative capacity to deliver the harbourfront management policy/projects
 - vertical and holistic harbourfront policy integration: from planning to management
 - ability to develop, implement and manage harbourfront enhancement projects even in the absence of bureaucratic support.
49. This harbourfront authority should have an independent source of funding and its own budget, either from the sale of land along the harbourfront (SHFA) or the rent from the lease of land under its disposal (Singapore URA). Such financial

arrangement will provide the needed capacity to have greater control over the implementation of harbourfront enhancement initiatives.

50. Policy instruments for harbourfront management: full options – from agency delivery, contracting out, PPP, to private investment (to be harbourfront agency-led: Singapore URA).
51. Top-down approach of harbourfront development and management: with the administrative ability to force/push inter-agency cooperation and the administrative capacity/resources to deliver even in the absence of inter-agency support – the case of Singapore URA and SHFA.
52. Public participation and consultation: for enhancing the policy consensus and legitimacy of harbourfront planning, development and management – regular and extensive exhibition – Marina Bay (Singapore), and Barangaroo (Sydney). In general, citizen participation should be an open, transparent and an integral part of the planning and development of our harbourfront, so that there is a sense of ownership and pride.

c. Lessons Specific for the Kai-Tak Project

53. Kai Tak should not be developed by selling off parcels of land without a business strategy, management plan, place marketing and event strategy in place. The establishment of a Kai Tak Development Agency that is responsible for branding, place management and marketing to make it a destination while the planning is still under way. The transit connections need to be carefully planned to ensure the cruise terminal is viable. Kai Tak is similar in scale to the Marina Bay Development in Singapore and can be developed in a similar manner. The initial focus is on the waterfront and public facilities. Events and festivals are important in building a reputation for the area.

(i). Marina Bay and Kai Tak – A meaningful comparison

54. Based on our visit to Singapore with the HEC, and given the upcoming trip to Vancouver and San Francisco, the following compares the development of Kai Tak and Marina Bay. The similarities of the site and plans are remarkable, making the comparison of the management models meaningful as shown in the table below:

Hong Kong – Kai Tak Development	Singapore – Marina Bay Development
<p>Development Character</p> <ul style="list-style-type: none"> • 320 ha of land without structures and minimal constraints in the heart of the city • Land is owned by the Government • A long waterfront including a semi enclosed bay area (the Approach Channel) • Plans include an international cruise terminal and high profile sports stadium • A large amount of mixed developments • Metro park. • Live-work-play concept 	<p>Development Character</p> <ul style="list-style-type: none"> • 360 ha of reclaimed land in the heart of the city • Land is owned by the Government • A long waterfront including a semi-enclosed bay area • Plans include an international cruise terminal and high profile public facilities • A large amount of mixed developments • A large park • Live-work-play concept
<p>Management of Kai Tak Development</p> <ul style="list-style-type: none"> • Development Bureau is responsible for planning, urban design, development control, sale of sites, development co-ordination. • Kai Tak Supervisory Team led by the Secretary for Development coordinates different Government agencies • CEDD's Kowloon Development Office is responsible for implementation coordination, until it hands the sites over to other departments • Lands Department is responsible for land sales 	<p>Management of Marina Bay Development, Singapore</p> <ul style="list-style-type: none"> • URA is responsible for concept planning, master planning, urban design, development control, sale of sites, development co-ordination, marketing of the area, attracting investors, maintaining and managing public spaces, place management, and creating events to make the area a destination. • The URA reports to the Minister for National Development – although a separate organization, it is not the land owner, and 'authority' appears to be a fancy name for what is an administrative

<ul style="list-style-type: none"> • Lands Department is responsible for short term tenancies • Marine Department will look after marine safety, but is otherwise not involved • Highways Department is responsible for road planning and construction • Planning Department prepared the OZP and passed it on. It will assist with processing changes to the OZP when needed. • EVERY ONE HAS ITS OWN OBJECTIVES AND PERFORMANCE RESPONSIBILITY 	<p>department or bureau</p> <ul style="list-style-type: none"> • The development of Marina Bay is managed by the Marina Bay Development Agency (MBA), a department of the URA rather than a legally separate agency • URA received a grant to be able to do its job • Key Performance Indicators for management includes land sales (% of land sales as commission), traffic (visitors), and various other criteria measured with annual performance surveys – <u>i.e. the planners are responsible for the final outcome</u> • The URA Management (the Development Bureau) has several ‘sounding boards’ <ul style="list-style-type: none"> ○ The Board of URA includes business leaders including from advertising field ○ a ‘Design Guidelines Waiver Committee’, a ‘Design Advisory Committee’ and a ‘Conservation Advisory Panel’. ○ Master Plan Committee includes representatives of all other Government agencies and is lead by the Chief Planner ○ Bay Watch Alliance consolidates business interests and organizes some public activities in Marina Bay
<p>Kai Tak Development Process</p> <ul style="list-style-type: none"> • Several prior plans with extensive reclamation were scrapped 	<p>The Marina Bay Development process</p> <ul style="list-style-type: none"> • Marina Bay is recognized as a strategic area, a core national

<p>due the CFA judgement and the overriding public need for reclamation</p> <ul style="list-style-type: none"> • Re-planning for Kai Tak started with zero reclamation as a base as opposed to previous plans that included extensive reclamation to avoid any litigation or court cases • The Kai Tak Study was launched with an extensive three Stage public engagement process including focus group discussions, workshops, charrettes • However, the public engagement was started with certain predetermined uses such as the Cruise Terminal, a large Stadium and the Metro Park • The Cruise Terminal has received much public opposition, and recently bids were cancelled as the Cruise Terminal at Kai Tak was deemed commercially not viable by the private sector bids, thereby the Government has taken over the project as a public project. • Government is currently pursuing the detailed planning for Kai Tak development and engineering plans are being developed with no public input or any monitoring to ensure that harbourfront enhancement is actually achieved • Currently Kai Tak is treated as a project under CEDD as no separate development Agency has been set up to date 	<p>development project</p> <ul style="list-style-type: none"> • Marina Bay is branded and the waterfront is activated early with events to create visibility and awareness for the area, and to drive the value for future land sales. The public facilities and waterfront are built ahead of other sites. • Use of white (and 'grey') zones to let the market determine outcomes • Gradual implementation of the plan to allow adjustments • Full plan review once every five years, strategy review once every ten years • Other notes: <ul style="list-style-type: none"> ○ Developers are required to construct the promenade and then return the land to the Government, after which the promenade is licensed back with short term tenancies/licenses under 'Outdoor Refreshment Agreements' ○ 'Green' developments ○ Common Services Tunnel for water, electricity and communications, separate tunnels/pipes for gas and sewage ○ Singapore Master Plan 2008 covers strategic areas, transport, but also greening and making better use of waterways and water bodies. The Active, Beautiful and Clean Waters Programme, or ABC Waters has led to a Public Spaces and Urban Waterfront Master Plan
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55. The Opportunity of the Kai Tak Approach Channel: The enclosed water, the Approach Channel, is in many ways identical to Marina Bay and Darling Harbour. The proximity of the shores on both sides and the sight of activities at both ends once activated with various public, leisure, entertainment, and marine uses, will create an intimate atmosphere which attracts more people. The enclosed water body becomes a stage and platform – as can be seen in both Sydney and Singapore where both use floating stages for events and where both have various vessels actively plying the waters. The surrounding land in Kai Tak must be designed with the same type of uses in mind. Moreover, this will require an immediate change to the design of the taxi way bridge to allow the passage of vessels and a rethink of the layout of the roads which run immediately adjacent to the Channel's waterfront.
56. Development model and management of Kai Tak can be addressed urgently: Although the URA in Singapore is responsible for the whole Territory, their organization chart, as published in their annual report, can be used as a template (albeit it with fewer headcounts) for the development of Kai Tak. We should consider upgrading CEDD's Kowloon Development Office (KDO) and extend its responsibilities similar to the model outlined above. The funding for this office, in addition to engineering, will need to include money (HK\$200 million?) for branding and event management (or at a minimum the pro-active management of STTs and the surrounding waters for public uses). By kick starting the public and community uses of Kai Tak and the surrounding water bodies, we create awareness and value, which is paid back with increase in land sales and job creation. Rather than a rigid implementation of the OZP, we need flexibility and a 'continuous improvement program' fine tuning the plans.
57. Outdoor seating – a critical ingredient: An important component of successful waterfronts in Sydney and Singapore is the availability of outdoor seating with food and beverage services creating alfresco dining opportunities. With the temperature on average 4 degrees lower on the waterfront compared to the inner city in the summer months, there are ample reasons for Hong Kong to pursue this. The management responsible for specific areas – whether it is the SHFA or the URA in Singapore manage both the process for designating areas and for the approval of licenses. In Hong Kong, the designation of areas is an opaque process, and the licensing authority is with the FEHD, an organisation which is more concerned with avoiding obstruction, nuisance and maintaining a hygienic environment, then with the activation and vibrancy of the waterfront. Both the

designation of areas and the licensing authority of the waterfront should be with those responsible for managing and activating the areas.

58. Successful waterfront mix public and private realm: In Singapore developers are required to construct the promenade and then return the land to the Government. The Government then licenses the promenade back with short term tenancies/licenses to adjoining property owners and users. In Sydney all waterfronts are public, except where legacy ownership makes that difficult. Through short term licenses the public space can be used for kiosk, outdoor seating, etc. Equally, through short term tenancies, the sea-bed can be used to erect moorings, pontoons and berthings.
59. Well planned, smart solutions: In Singapore's Marina Bay development, the Government is building Common Services Tunnels for water, electricity and communications, separate tunnels/pipes for gas and sewage. In Sydney, the waterfront promenade around the Opera House had all services available under removable tiles for easy access and adjustment and minimum interruption.

C. Conclusion and Way Forward

60. The delegates have found this study visit to Singapore and Sydney a very fruitful experience. Appropriate authorities were met and the right personnel were interviewed.
61. In the past five years or so, the Hong Kong Government together with the Harbour-front Enhancement Committee, has spent tremendous efforts in the planning and design of harbourfront land while engaging the public during the process. The community has shared the vision *"to enhance Victoria Harbour and its harbour-front areas to become an attractive, vibrant, accessible and sustainable world-class asset: a harbour for the people, a harbour of life."*
62. However, an attractive and vibrant harbour does not stop at the plan making process alone. For the realisation of this vision, it is vital that further issues including urban design, place making, development control, public space management, marketing and destination promotion need to be considered and relevant policies should be formulated. Therefore, holistic and vertical integration from plan making to execution and management of harbourfront areas definitely need further enhancement.

63. Learning from the Marina Bay Development Agency of the URA in Singapore, and the SHFA, the Hong Kong Government could consider using Kai Tak as a start, by establishing a single government agency equipped with the necessary powers and resources to assume responsibility for the co-ordination of plan making and urban design, subject to the ultimate approval of the TPB, setting design principles and guidelines, preparing development briefs in the case of sites for disposal as a basis for Conditions of Sale with the actual disposal being handled by the Lands Department, monitoring both private and public development, including infrastructure provision, implementing and managing public places, organizing and promoting activities both on the landside and the waterside and branding and marketing Kai Tak as a destination.
64. Diversity in management models will add vibrancy to the harbourfront. West Kowloon will be developed by the West Kowloon Cultural District Authority. Certain areas may better suit the purview of the Urban Renewal Authority. The Central Waterfront could be developed under the purview of an NGO representing the surrounding owners. Other areas of the harbourfront can come under the purview of the Harbourfront Enhancement Committee, which can continue to monitor but may need more manpower. In the long run, the Hong Kong Government should see to the need for the establishment of a Harbour Authority (or similar agency) to oversee the management of the entire harbourfront (or certain crucial parts) of Victoria Harbour.
65. Ultimately the success depends on the motivation of people. The performance indicators for the planners in Singapore range from land sales to visitors attracted to Marina Bay. In Sydney, the three organizations which look after planning and regulating the areas under their mandate, earn revenues leasing and licensing the use of these areas. Aligning objectives and incentives from planning to delivery are critical to the success of the harbour and the harbourfronts as providers of both leisure and commercial opportunities which contribute to the city in a sustainable manner.
66. We hope that this report contributes to the preparation of future visits and the task of formulating a management model for the Hong Kong harbourfront.

Note: Photos of the visit provided by the delegates and other background materials obtained from the Singapore and Sydney authorities by Mr Paul Zimmerman were sent to Members in the form of a CD on 17 March 2009.

Singapore

1. Urban Redevelopment Authority Annual Report 2007/2008
2. Marina Bay Brochure
3. UrProspectus for Business & Financial Centre at Marina Bay
4. Land Parcel A at Marina Boulevard, Tender Brief
5. URA Guidelines for Outdoor Kiosks and Outdoor Refreshment Areas along Singapore River Promenade

Sydney

1. Sydney Harbour Foreshore Authority Annual Report 02/03
2. Sydney Harbour Foreshore Authority Annual Report 03/04
3. Sydney Harbour Foreshore Authority Annual Report 04/05
4. Sydney Harbour Foreshore Authority Annual Report 06/07
5. Sydney Harbour Foreshore Authority Annual Report 07/08
6. Sydney Harbour Foreshore Authority weblinks
7. Ballast Point Masterplan Sample
8. Barangaroo Development Overview
9. Darling Harbour Visitor Snapshot 06/07
10. Darling Harbour Visitation Snapshot 07/08
11. Darling Harbour Visitation Snapshot 05/06
12. Darling Harbour Visitation 2007
13. Darling Harbour Visitation Australia Day 2008
14. Darling Harbour Visitor Satisfaction 05
15. Rocks Visitation 05/06
16. Rocks Visitation 06/07
17. Rocks Visitation 07/08
18. Rocks Visitation 2007
19. The Rocks Heritage Management Policy
20. The Rocks Heritage Management Plan
21. The History of George Street
22. Fact Sheet 88 George Street
23. Ultimo Piermont A Decade of Renewal
24. Outdoor seating license agreement specimen
25. Darling Harbour outdoor seating tech manual
26. Foreshore promenade guiding principles
27. Rocks and Circular Quay Outdoor seating tech manual
28. Sustainable fit out guide

**HEC TGMMH Overseas Visit to Singapore and Sydney
(16-21 February 2009)**

Date	Time	Organizations/places visited
16 Feb (Mon)	16:30 – 18:00	Urban Redevelopment Authority
17 Feb (Tue)	10:00 – 12:30	Singapore Cruise Centre
	15:00 – 17:00	Singapore harbour cruise on board “The Imperial Cheng Ho” vessel of Watertours
	17:30 – 19:00	Riverside Walk – the Esplanade Mall and Park, Boat Quay, and Clarke Quay
18 Feb (Wed)	11:00 – 12:30	Marina Bay Development Agency
	14:30 – 17:00	National Parks, Gardens by the Bay, City in a Garden & East Coast Park Tour of East Coast Park
19 Feb (Thu)	13:00 – 17:00	Sydney Harbour Foreshore Authority and tour to Darling Harbour and Barangaroo Project, the Rocks, and Circular Quay
20 Feb (Fri)	10:00 – 12:00	Harbour Walk – Sydney Opera House and Sydney Harbour Bridge
	12:30 – 14:00	Sydney Ports Corporation
	14:30 – 16:00	NSW Maritime and Woolloomooloo Wharf
	16:30 – 17:00	Sydney Fish Market

Table One: Summary of the Singapore/Sydney Trip - Singapore/Sydney Experiences and Hong Kong Lessons in Waterfront Development

		Singapore – Urban Waterfront	Sydney – Harbourfront	Lessons for Hong Kong
A. Policy Vision and Commitment		Government taking initiative in formulating policy vision and demonstrating commitment: Marina Bay Development Agency, National Parks Singapore.	State Government taking initiative in formulating policy vision and demonstrating commitment: Sydney Harbour Foreshore Authority; and Sydney Ports Corporation	Harbourfront development: vision driven - common values and shared objectives for consensus building between society and government
B. Development Approaches and Strategies		Top-down approach: single-agency-led (interagency effort) and delivery with government related ppp – the Singapore Cruise Centre Explicit Strategies for Development and	Single-agency-led (interagency effort) with land ownership The case of SHFA: consolidate Sydney harbour foreshore planning, development and	A single led and responsible agency for interagency effort, probably with land ownership? Eg WKCD Authority

		<p>Management – from environmental protection to urban waterfront development</p> <ol style="list-style-type: none"> 1. Creating an activity corridor for recreation and leisure through mixed land- uses 2. Mixing old and new developments 3. Forging a public-private sector partnership 	<p>management for a designated area</p> <p>Sydney Ports Corporation:</p>	
	i. Connectivity – transportation infrastructure	Connecting city center with harbourfront based on the principle of highly accessible: comprehensive transport network, pedestrian network, and waterway	Connecting city with harbourfront: the Darling harbour – bring people to the harbourfront	Government provides infrastructure to connect the waterfront with urban areas and beyond to make Hong Kong the center in the region socially, economically, and culturally
	ii. Mixed-use development: residential,	The urban waterfront: a national park, Robertson	The Sydney harbourfront: balancing community,	Integrative development: a mixture of social, business,

	commercial, recreational and environmental	Quay (hotel and residential), Clarke Quay (commercial and entertainment); Boat Quay (civic and commercial), and Mariana Bay (Museum, theatres)	environmental and commercial needs: Darling Harbour (Sydney Convention and Exhibition Centre, Sydney Aquarium, Sydney Entertainment Centre) and the Barangaroo	art and cultural activities
	iii. Public engagement	Local consultation conducted at the policy stage to assure meeting local interests and to get active support: top-down approach with limited consultation and passive participation	Local consultation: conducted at the policy stage to assure local community endorsement and support, the modifications in the planning of Barangaroo	Active public engagement: to building a strong consensus for cultivating a strong sense of community ownership to sustain harbourfront development
	iv. Private participation	Using private resources: Public policy and planning framework from public funding (Singapore Riverfront Enhancement Plan and Master Plan	Public policy initiatives, private investment dominates: the Darling Harbour, the Rocks	The government: sets up the planning, development and management framework for facilitating private initiatives and investment

		2003) to attract private redevelopment initiatives and investment -government related ppp		
	v. Heritage preservation: creating a legacy understanding the history and geography of the place	Rich in heritage and culture: The Urban waterfront - mixing old and new development – historic sites and buildings preserved and converted to tourist attraction or business purposes – Boat quay and Clarke Quay; Marina Bay: Clifford Pier	The Rocks: preserved and converted to tourist attraction or business purposes	Heritage conservation: an integral part of Hong Kong harbourfront in its regeneration and management for collective memories and tourist attractions
	vi. Brand development: cultivating a unique ‘waterfront identity’ to add value for branding	Make use the past to forge a modern waterfront image through planning: A vibrant 24-hour lifestyle and entertainment precinct, rich in heritage and culture – through local branding - art and cultural	Creating a new identity/image: Mixed themes with local characteristics – The Rocks and the Darling Harbour	Branding on originality (instead of copying): Originality, creativity and innovation for creating a unique harbourfront brand and enhance the image of Oriental Pearl

		events to brand river and quays, the example of Marina Bay – Garden City by the Bay		
C. Management Models and Development				
	i. Central vs local: Central policy and planning framework for local implementation	Centralized planning and development and localized waterfront project: the case of Marina Bay Development Agency under the Singapore Urban Redevelopment Authority	State-level harbourfront endeavor - planning, development and management: the Sydney Harbour Foreshore Authority, the Sydney Ports Corporation	A centralized harbourfront authority with ownership over localized harbourfront projects
	ii. Integrated vs functional	Functional and vertical integration: Proactive and holistic approach: taking up full responsibility of strategic formulation, planning, developing, implementation and management of waterfront	Functional and vertical integration: Proactive and holistic approach: taking up full responsibility of strategic formulation, planning, developing, implementation and	A harbourfront authority with functional and vertical integration in a holistic way: to claim ownership and responsibility over overall harbourfront development and individual

		enhancement, both at the national and the local levels – URA as a led and responsible agency in the interagency effort.	management of waterfront enhancement at the city level - the Sydney Harbour Foreshore Authority as a led and responsible agency in the interagency effort.	harbourfront development projects. As an interim, an inter-departmental task group led by Planning Department and LCSD, (Tourism Board ?) to integrate the planning and management in the early stage for each local project.
	iii. Public-private partnership: Public-private joint investment	URA: Singapore River Enhancement Plan to set the framework for using private resources to carry out redevelopment and enhancement by the private sector along the river: Robertson Quay, Clarke Quay and Boat Quay. It is basically a state-led effort in PPP –	The planning of Plymouth and Barangaroo to provide a framework for public-private partnership and private investment Sydney Ports Corporation: as a platform for public-private partnership and private initiatives	Attractive option: The establishment of a public-private partnership for taking up the development and management of the harbourfront under a local project

		e.g. Singapore Cruise Centre		
	iv. Private-initiated partnership	Limited private initiated partnership. It is basically a state-led effort in PPP – e.g. Singapore Cruise Centre	Redevelopment of the dockyards into residential apartment and restaurants: private development and management with ownership rested with Sydney Ports Corporation	Good option in the development and management stages.

Report on the Third HEC TGMMH Overseas Visit: San Francisco and Vancouver (11-17 April 2009)

1. Introduction

- 1.1. The TGMMH organised the third overseas visit to San Francisco and Vancouver from 11 to 17 April 2009 as the last sequel of its planned study effort to develop a sound harbourfront management model for revitalising Victoria Harbour. This progressive endeavour focused on the policy framework and institutional arrangements adopted by these two successful cities and their efforts to transform the traditional port surroundings into modern urban waterfronts.
- 1.2. The delegation was led by Prof. C.F. Lee and other members of the group included, Dr. Mee-Kam Ng, Dr Sujata Govada, Prof Carlos Lo, Mr Nicholas Brooke, Ms. Hoi Shan Cheung of the Development Bureau, Mr. Raymond Lee of the Planning Department, Mr. Luk Wing Cheung of the Transport Department, and Mr. David Chaiong of the Leisure and Cultural Services Department. Mr Paul Zimmerman joined the delegation in Vancouver. The itinerary of this visit is appended at Annex A for reference.
- 1.3. This report adopts basically the same structure used in the earlier two reports for analysing information collected from the recent trip to San Francisco and Vancouver. It is divided into three parts, beginning with our observations and findings, and the lessons drawn for Hong Kong from our experience, followed by a conclusion and the way forward.

2. Major Observations: Key Challenges and Opportunities in Waterfront Development

- 2.1. San Francisco (SF) Harbourfront – was once a thriving and one of the busiest working seaports in the US with several finger piers, many of them currently in dilapidated condition. The importance of San Francisco's waterfront to the local economy has been diminishing due to various physical constraints to meet the growing demand for container port and marine related activities. The functions of its traditional industrial port activities have been absorbed by the neighbouring Oakland Port since the 1960s. San Francisco has been undergoing gradual transformation from an

old-fashioned maritime and industrial port into a modern urban waterfront community. The Port of San Francisco (PSF) is the responsible authority fully in charge of the planning, implementation and management of the effort of revitalising the urban maritime waterfront. As the Trustee for Public Trust Lands for 12 kilometres of San Francisco Bay shoreline, it has had the full right of disposal over the 40.5 ha public lands under its jurisdiction.

- 2.2. The task of redeveloping the San Francisco waterfront is full of challenges. There is a strong community aspiration for low rise development and the public use of the waterfront. Land use restrictions result in limited development potential of the San Francisco waterfront as it is Public Trust Land. There are special requirements and associated huge costs of revitalisation, as some of the piers are designated as heritage sites. Waterfront development in San Francisco is financially unattractive, however the availability of heritage tax credits to offset the huge restoration costs makes the development of the piers economically viable. The entire redevelopment effort has to be self-financing, as it is seen more as a social investment, giving back to the city. The pride of being at the San Francisco waterfront is a civic gesture more than a lucrative business proposition. . This situation is aggravated by the restriction of existing planning and development rules and regulations which limit SF's waterfront land in Public Trust to maritime dependent or related uses including commerce, fisheries, navigation, recreation and environmental preservation. According to the California State Lands Commission (undated, p.1), 'Ancillary or incidental uses, that is, uses that directly promote trust uses, are directly supportive and necessary for trust uses, or that accommodate the public's enjoyment of trust lands, are also permitted. Examples include facilities to serve visitors, such as hotels and restaurants, shops, parking lots, and restrooms'. As the most profitable residential developments are not allowed, these land uses may not allow PSF to generate adequate revenue to finance the expensive regeneration of the piers and other defunct maritime facilities. Additional hindrance comes from conflicting public interests and diverse public opinions on the proper development of the piers along the harbourfront.
- 2.3. Formulation of the Waterfront Land Use Plan in 1997 which took the Waterfront Plan Advisory Board six years of public planning process to

complete, has not settled all the controversies. Despite some initial success in forging public-private partnership to develop the AT&T Park and Stadium, the Mission Bay and the rehabilitation of historic buildings on the waterfront, the PSF is still in the trial and error stage to work out an appropriate development model and management strategy for regenerating the piers and other maritime facilities. Thus the progress has been slow and the prospect for any accelerated transformation is not promising in the absence of funding and a sense of development urgency among the public and active support from local communities.

- 2.4. Vancouver is a city of edges, especially the waterfront edges are well developed with continuous promenades providing pedestrian and bicycle access along the waterfront for a better quality of life for its people. Accessibility to the waterfront is a must, not a choice and working with the community is mandatory. Mixed use development along the waterfront is promoted for vibrancy, with animated public spaces, redefining the building edges by extroverting the building with ground level interface to ensure a vibrant street frontage. Buildings are draped around to orient to waterside retail, with consideration to how the development would look like and function. The City of Vancouver works closely and uses negotiation (or extortion) with the developers to get the project developed as per good urban design principles for public benefit. The City owns a lot of land, and includes several landmark developments at False Creek, Coal Harbour, and more recently Olympic Village. The Olympic village site is an old Shipyard, to be released on leasehold, after the Olympics. The South East False Creek Public Realm Plan encourages private land owners to spill out transient chairs to create vibrant public places. Engineering/planning, road and infrastructure, endorsement agreements, liquor permitting, development permitting, discretionary zoning agreements, site specific building agreements and financial agreements are used to ensure effective implementation of plans.
- 2.5. The City of Vancouver has a Development Board and an Urban Design Panel consisting of 10-12 development planners that whet the proposals submitted by the developers. The city urban designers offer free advice and work closely with the architectural and urban design firms, and developers to ensure that the project would create a vibrant and attractive development especially at street level. There is a Board of Variance that reviews projects

on a case by case basis. Visual Impact Analysis including shadow analysis is required for projects in addition to heritage impact, traffic impact, retail impact and landscape impact assessment etc. The City of Vancouver encourages innovative and creative developments through its Board of Variance.

- 2.6. Port Metro, Vancouver was recently formed in 2008 by the amalgamation of the economically more successful Port of Vancouver with the Fraser River Port Authority and the North Fraser Port Authority. The establishment of Port Metro was a milestone event in strengthening the organizational capacity to enhance the Vancouver ports developments. However, this was no easy task, given the varying nature, regulations and jurisdictions of the three separate authorities. Port Metro is slowly adapting to the current reality, as the issues and challenges facing river and ocean ports are totally different. Today, Port Metro is the largest generator of wealth, accounting for a third of the economy. Port Metro of Vancouver being the largest and busiest port in Canada with nearly 600 km of shoreline, is an economic pillar of the national economy and a gateway to the country. The Port Metro Vancouver is the dedicated authority in full control of port development, operating on a self-financing basis without any subsidies from the Provincial Government. The Port owns the right to the water body and generally the land below the high water mark with a few exceptions and it currently owns about 2,700 ha with plans to expand to 5,000 ha by 2050. The Port Metro is responsible for all planning, development and management but works closely with the community, the City and environmental agencies such as Environment Canada. Its challenge mainly comes from the need to work with local interests in the sixteen municipalities bordering with the Port to meet their aspiration for a modern recreational waterfront. The port is currently considering strategies to move some of the port operations inland using intermodal connections, while balancing the maritime needs of the working port. Port Metro recognizes the importance of working with the community, and has recently set up a community relations team to work with the community, organizing forums and workshop on a regular basis. .. Filling in the water is not something that is considered as it would require millions of dollars and Environment Canada's approval. Other restrictions includes: the current legislation does not allow the Port to sell land for non-marine related uses

as the Port cannot retain the proceeds generated from land sale which will go to the Ministry of Transport in the Federal Government.

a. Policy Vision and Commitment

- 2.7. From the several presentations given by the Port and the City Planning Department of San Francisco, the National Parks Service, Port Metro Vancouver, the City of Vancouver and the Planning Department of the City of Richmond, it is clear that a strategic policy framework, a waterfront vision, a waterfront urban design plan developed together with the community is a necessary precondition for the enhancement, sustainable development, successful implementation and proper management of the urban waterfront. This policy vision serves as a strong basis for building consensus across government departments, for facilitating participation from the private sector, and for rallying support from the general public, in the planning, designing, developing, financing and managing the waterfront. It is mandatory that such a vision be a shared one, from all the stakeholders through proper public engagement, making it necessary for even powerful agencies such as the Port Metro of Vancouver to talk regularly with all the 16 municipalities that border its turf. Another important aspect is the need for the leading department to work closely with other related departments to ensure the proper implementation of the waterfront vision.
- 2.8. The waterfront along the Port of San Francisco is a typical example of a historic and traditional industrial port in a developed urban city that is awaiting a full scale revitalisation and transformation due to its diminishing role in the restructured economy which marks the decline of the industrial sector. The policy vision set for this regeneration endeavour in 1997 by The Port of San Francisco's Waterfront Land Use Plan was “reuniting the City with its waterfront” given the current dissonant development and separation between the two areas.
- 2.9. The Waterfront Plan is considered to be the Port’s comprehensive land use policy document, which governs all property under its jurisdiction, generally from Fisherman’s Wharf to the India Basin, describing how and where existing and new land uses will be located along the waterfront over the next 20 years. Most of the Port’s properties are held in “Public Trust” for all the people of California, and as a trustee of the property since 1969,

the Port is required to promote maritime commerce, navigation and fisheries, as well as to protect the natural resources and develop recreational facilities for public use. This Waterfront Plan is intended to provide for the long-term land use need of each of the Port's maritime activities, including cargo shipping, ship repair, passenger cruises, fishing, ferries and excursions, recreational boating, etc. – by reserving approximately 2/3 of the Port's property for these uses.

- 2.10. Four goals which guided development of the Waterfront Plan on how design and access of new waterfront activities help achieve its waterfront vision: 1) Urban design worthy of the waterfront setting – design of new developments should be of exemplary quality and should highlight visual and physical access to and from the Bay, while respecting the waterfront's rich historic context and the character of neighbouring development. 2) Access to and along the waterfront – network of parks, plazas, walkways, open spaces and integrated transportation improvements should improve access to and enhancement enjoyment and appreciation of the Bay environment. 3) An evolving waterfront, mindful of its past and future – improvements should respect and enhance the waterfront's historic character, while also creating new opportunities for San Franciscans to integrate marine activities into their daily lives. 4) A diversity of activities and people – Port lands should host a diverse and exciting array of maritime, commercial, entertainment, civic, open space, recreation and other waterfront activities for all locals and visitors to enjoy.
- 2.11. The Port Authority has operationalized the task as “the making of a public waterfront” with an emphasis on open space, full public accessibility and variety of maritime related developments for public consumption, toward the objective of integrating marine activities into city lives. This Public Trust-regulated vision to make the San Francisco waterfront an urban waterfront falls short on two related aspects. First, community interests for the public use of the waterfront and strong competing interests of various stakeholders and ongoing dialogue creates several challenges in its rather lengthy redevelopment process. Another issue is that the maritime-related approach to revitalise the port and Federal and State regulations make it restrictive with limited development potential to be financially viable, completely ignoring its working port heritage. The slow progress in the process of revitalising the waterfront indicates these constraints.

- 2.12. The Vancouver Ports represent the experiences of waterfront enhancement and development of a historically strong port economy, in an interesting contrast with the weak economic position of Port of San Francisco. “Strong port, strong economy” are the watch words that inform the policy vision of playing “globally as a leader in port sustainability” in the commitment to on-going waterfront enhancement. This economically driven policy vision sets the aspiration to be the waterfront transportation hub of the region as the direction of development to connect city with the waterfront.
- 2.13. In the Olympic Village, one of the key redevelopment projects along the Vancouver waterfront, the shared vision allowed participation of many private companies in building a city that celebrates public spaces and the building of a sustainable community embracing extrovert architecture and design. The most interesting aspect of this project is the development of a \$12 million public waterfront promenade in the foreground, while the construction of the development is underway behind. The promenade is currently enjoyed by the people of Vancouver even before the Olympic Village is complete. This would be an important lesson for Kai Tak development, to ensure that the promenades are developed first before the actual construction of the development is commenced.
- 2.14. Vancouver’s neighbouring City of Richmond has provided an even more aggressive policy vision of “a dynamic, productive and sustainable world-class waterfront”. Even though the City does not own a lot of the land along the waterfront, they try to share their vision with other authorities and have done a great job in not just building the Oval but also linking it with the enhancement of the waterfront on both sides of the River. The clear policy vision in both cases of Port Metro Vancouver and City of Richmond indicate strong city commitment to the sustainable development of the waterfront.
- 2.15. The visions of the Presidio in SF, the Olympic Village in Vancouver and the waterfront in the City of Richmond are great examples. Vision-driven development is something HK needs to learn more about. In the Presidio, their vision is partnership which helps them overcome many obstacles at the Federal level, to the extent that local lawyers were solicited for guidance to find ways to overcome rules imposed by National Park Service.

In the Olympic Village, the shared vision allowed participation of many private companies in realising 21st century Vancouver urbanism at the waterfront. In Richmond, through strong commitment to lead and partner with different stakeholders, they aspire to “redefine living on the edge”.

b. Development approaches and strategies

2.16. San Francisco and Vancouver have shared a lot of commonalities in the approach of development and management of its waterfront. These cities have basically adopted the format of a single agency-led interagency effort. Port of San Francisco and Port Metro Vancouver are the authorities specifically set up to plan, implement and manage developments along their waterfront. Both of them are public enterprises with land ownership of public lands along the waterfront operating on a self-funding basis. The Port Metro Vancouver is a strong port setup in the merger of three port authorities to strengthen the organizational capacity of port development and management. In the absence of central funding, these two port authorities have subscribed to private resources to finance their waterfront development and enhancement projects. The City of Richmond shows how a local municipality neighbouring Vancouver goes about developing a vision for its waterfront. The approach for revitalising Port of San Francisco is predominantly maritime-based. It is port-centred development and enhancement in the case of Port Metro Vancouver, while in City of Richmond, it a holistic approach of waterfront development.

2.17. Presentations on waterfront and port management delivered by port and planning authorities during the San Francisco and Vancouver visits displayed common development strategies: emphasis on connectivity, mixed-use development, public engagement, private participation, heritage preservation, and brand development.

(i) Connectivity & Quality of Life

2.18. The key aspects of waterfront management in both San Francisco and Vancouver (including Port Metro Vancouver, Olympic Village and Richmond) are to integrate the coastal front into city life and bring people to the waterfront. This is indeed aligned with the global trends of making the waterfront for public enjoyment and of promoting a vibrant waterfront

for sustainable development. Making the coastal line fully accessible to the public has thus emerged as a strategic focus of planning, development and management of waterfront. The dominant view is to unite and connect the waterfront and the city (and its hinterland) physically, visually, socially, culturally and economically.

2.19. Connecting city with the waterfront in San Francisco takes the theme of “reuniting the city with its waterfront”. The current focus is to make the declining industrial and maritime port a public waterfront in its revitalisation. Principles adopted are: continuity - to be achieved through the construction of a continuous waterfront walkway; sequence – to institute sequence of major open spaces at 5 to 7 minute walking intervals; and variety – to provide different development opportunities and a host of attractions along the waterfront. They tried to create certain nodes that link directly to major development axes in the surrounding areas. All these are aimed at making the waterfront user friendly for the people to enjoy.

2.20. The sense of the purpose of connectivity is particularly strong in both Port Metro Vancouver and the City of Richmond with economic growth a major driver. Port Metro Vancouver has developed a concept plan to turn the site opposite Canada Place (built by the Federal Government) into a world class transportation interchange to overcome the existing railway lines fronting the harbourfront. The idea is to bring the city to the waterfront and turn the site into a transit concourse linking the West Coast Express, the Sky train and the Seabus at the waterfront to create mixed and vibrant public places. For the city of Richmond, connecting city and hinterland with the waterfront has emerged as a major theme of waterfront development as it sets the objective to be the regional green way connection and aspire to be great waterfront destinations.

(ii) Heritage Conservation & Brand Development

2.21. Brand development of the waterfront takes different paths in the three destinations visited. There is a strong sense of historical continuation in the cases of Port of San Francisco and Port Metro Vancouver. In the former case, the brand image of a port is very heavy in the revitalisation of the industrial port to a public waterfront. All development projects are restricted to maritime related uses and the thrust is to redevelop existing

piers and wharfs for commercial and retail uses. Thus, the Port of San Francisco makes use of the past (industrial port) to forge a modern waterfront image through redevelopment: a maritime-based regeneration for making the industrial port a public waterfront. In the later case, the brand positioning is basically port-centred by making it a waterfront transportation hub in order to enhance the position of strong port for strong economic performance. In comparison, the branding strategy for Richmond waterfront is less bounded by historical development under the theme of creating a premier urban waterfront. Richmond is now marketed as the premiere Pacific Rim edge City for high quality and sustained investment – living on the water's edge.

- 2.22. Fisherman's Wharf has enjoyed continued success as a tourist destination, however, it is not popular among San Franciscans, and is a popular tourist destination with a variety of shops, restaurants, museums and other entertainment outlets and attractions. The strong waterfront pedestrian link along the waterfront loses its focus at Fisherman's Wharf. The areas currently under review to aim to come up with a new plan to revamp Fisherman's Wharf, to make it a more attractive destination to tourists as well as locals. The new cruise terminal is expected to come at Pier 27.
- 2.23. Heritage preservation is a key component of sustainable waterfront development and enhancement. The Port of San Francisco is subject to strict rules on demolition of existing port structures and facilities. A number of them have been designated by the National Park Service as National Register Historic Districts. To date, several old port facilities – piers, cruise terminals, warehouses, the Ferry Building – have been preserved and converted into a tourist attraction, public recreation, or business purposes, for example, Fisherman's Wharf, Ferry Building, Market Hall, Pier 11/2, Pier 3 and Pier 5. In Richmond, heritage is preserved and converted to tourist attractions or to serve business purposes. Most notable effort was the full restoration of Britannia: Britannia Heritage Shipyards preserved for tourist purposes, and Britannia docks constructed to host festival. In brownfield site redevelopment such as the Olympic Village in the City of Vancouver, landscape design and materials used in the public realm remind people that the site was once a piece of industrial land with ship-building activities.

(iii) Mixed Use and Sustainable Development

- 2.24. Mixed use of the waterfront has been widely practiced in Vancouver, for residential, commercial, recreational and environmental for enriching the diversity of waterfront experiences and adding to the attractiveness and vibrancy of the waterfront. In San Francisco there is mixed use development but setback from the waterfront due to various restrictions from the federal, state regulations and is primarily limited to marine related uses along the waterfront. This also follows the general aspiration of San Franciscans who prefer low rise, smaller scale development along the waterfront, primarily oriented to public use, Waterfront developments are seen as a civic gesture, it is a social investment, giving back to the city of San Francisco and the pride of being at the SF waterfront, rather than a lucrative business proposition.
- 2.25. Although the Port of San Francisco has set “variety” as one of the principles to revitalise the old industrial port waterfront areas, the mixed use of waterfront public lands is more restrictive to maritime related development projects. Hotels and residential use is restricted, height control of buildings is strict, and the preservation of existing pier and port facilities is mandatory. Current mixed uses are mainly recreational, commercial, and cruise terminals. The Ferry building is the 3rd most visited place in San Francisco, it is primarily for public use.
- 2.26. For the Port Metro Vancouver, a vibrant waterfront is to be achieved by means of mixed-use with the emphasis on non-residential development to balance community, environmental and commercial needs. The current uses are mainly recreational, commercial, tourist & hotels, as well as cruise terminals. The City of Richmond is very innovative to encourage mixed use development along its waterfront ensuring that there is a generous provision of public open space. The mixed uses of different types of developments along the waterfront enables the city to balance environmental, economic and social needs and objectives: river transportation, residential and commercial development, tourism and recreational development, and environmental friendly used of river resource, for example, Steveston – eco-tourism business, and the River Rock Casino. To facilitate the mixed use of the waterfront, the City of Vancouver has set up an Urban Design Panel as a review authority to provide advice to developers. For the

Olympic Village project, the Urban Design Panel came up with an urban design framework and different firms follow the framework in their design to produce a new Vancouver urbanism at the waterfront.

- 2.27. Another great example in Vancouver is Granville Island, which was originally a shanty town and later developed as an industrial area in Vancouver that declined with several factories and related uses moving out. The site was regenerated in 1970 by the Govt. at a cost of \$19 million to be transformed into a 'people-friendly' place with a mix of various uses, consisting of passive parkland, housing and more active market area and public exhibition space including the Cement Batching Plant that is still operational today. Granville Island has become a major destination, and continues to be popular among residents and tourists alike. Today, the site is still owned and managed by the government, generating an estimated \$35 million per year in taxes.

(iv) Public Engagement and Private Sector Participation

- 2.28. Public Engagement in the process of waterfront regeneration, development and enhancement is an important feature of harbourfront management in the democratic political systems of San Francisco and Vancouver. Local consultation conducted at the planning and project proposal stages to ensure that the conflicting interests of all stakeholders are well-considered. Most notable, the voters voted for Proposition H and the diverse communities worked with the Waterfront Plan Advisory Board for 6 years to come up with the Waterfront Land Use Plan in San Francisco. In addition, the Port of SF meets with 12 citizens group regularly with half of these geographically based. The importance of public participation has been highlighted as “Strategy Direction No. 1” in the form of “working together”, however, different groups have different views and consensus on certain issues is difficult to attain. It was said that everyone has a stake in the future of the waterfront: it is important to have a shared vision from which each stakeholder understands their role and works towards contributing to the creation of a dynamic, productive and sustainable city-wide waterfront.
- 2.29. Crissy Field of Presidio National Park, a former military use is a great example of community driven restoration championed by the Golden Gate National Parks Conservancy in 1999 through a US\$ 34.5 million capital

campaign including substantial private donations and unprecedented volunteer efforts from the community. The Presidio was successfully transformed into Crissy Field, a world class waterfront park restoring the site's unique ecology, rich history, and scenic beauty. The restored Crissy Field shoreline with its 20 acre tidal marsh, a 29 acre grassy meadow offers both indoor and outdoor amenity including a 1.5 mile promenade and the Crissy Field Center is popular among locals and visitors alike. The National Parks Service has done a great job in mobilising community resources, raising community awareness and ownership to revitalize not only the park but also the waterfront, respecting its natural and built heritage. Using private sector resources is predominately the strategy of the National Parks Conservancy in successfully transforming Presidio's Crissy Field to become the pride of all San Franciscans.

2.30. The Port of San Francisco also relies on private sector participation because of its limited public resources from the Federal government for transforming the maritime port into an urban waterfront. In this respect, it sets the policy planning framework to attract private redevelopment initiatives and investment, most notably, the Pacific Waterfront Partners Ltd. that developed Piers 1 ½, 3 & 5, and the Pier 39 Strategic Alliance that has successfully ensured that Pier 39 continues to be a unique destination for over 30 years.

2.31. In Vancouver, many developers have participated in the Olympic Village project, with 3.74 FAR and 19 metre wide streets. The project consists of multi-family housing, senior homes, day-care centres, housing for rental and affordable housing. Altogether there will be 20% affordable housing and 80% for market consumption (normally there are 30% affordable housing). Private sector investment is quite dominant in the case of Richmond in the development of its waterfront. Both the 2002 Waterfront Amenity Strategy and the 2009 Waterfront Strategy has provided a public policy framework to attract private development and redevelopment initiatives, notably, River Rock Casino.

c. Management Models and Implementation

- 2.32. We observed that there are various types of waterfront management models and most places use a combination, depending on the specific circumstances.
- 2.33. In San Francisco, the City Planning Department formulated the city-level General Plan and the planning of waterfront was localized. The Port of San Francisco is the public agency responsible for and fully in charge of this localized waterfront revitalisation effort ranging from planning to development and management. It is not in a very powerful position, constrained heavily by the limited financial support from the higher level governments and the limited ability to generate adequate financial resources. Similar institutional arrangements have been adopted in Vancouver. The Planning Department of the City of Vancouver provides the city-level General Plan, however, all 28 municipalities have their own plans, including the 16 bordering Port Metro Vancouver, Port Metro Vancouver in a way has ‘centralised’ port planning and development because it was formed by amalgamating three port authorities. The Port Metro Vancouver is the public enterprise to take up the responsibility of the planning, development, and management of the waterfront. In contrast to the city of Vancouver, Richmond has a more localised system, where the entire effort in the city planning department where an interdepartmental team was established to take charge of waterfront redevelopment, probably because of the smaller physical size of the city. Both the Port Metro Vancouver and the Planning Department of Richmond presented themselves as strong agencies to lead interdepartmental effort to deliver the task of sustainable waterfront development – in terms of independent financial resources, the power of disposing public lands along the waterfront, the ability to dictate the course of action prescribed by the waterfront plan, and the capacity to deliver development projects.
- 2.34. The waterfront agencies in both cities have taken a proactive and holistic approach of waterfront revitalisation, development, and enhancement to strategic formulation, planning, development, implementation, and the management of waterfront at the local community level. The Port of San Francisco, the Port Metro Vancouver and the Planning Department of the City of Richmond are lead and responsible agencies in the interagency effort and are quite independent in performing their function. Strictly speaking, waterfront in SF is not ‘integrated’ because there are two

agencies taking care of it: PSF over the pier land and the National Park Service over the northern and western side, which have been instrumental in transforming their respective waterfronts.

2.35. In planning waterfront land, ‘integration’ along the waterfront is not adequate. Integration in terms of planning, design, development and management with the hinterland is more important. Port authorities in SF and Vancouver need to work with many stakeholders on a daily basis. Although the Port of SF can issue permits or authorisation necessary for construction on Port property, as the trustee of Public Trust Lands, they have to observe the Public Trust Law imposed by the Federal Government. They are bound by the California Environmental Quality Act (CEQA) and require the Planning Department’s approval of their environmental review. The SF Bay Conservation and Development Commission (BCDC) is a State agency to ensure that land uses along the Bay will provide maximum public access, prevent the filling in of the Bay except for water oriented uses in exceptional circumstances. At the same time, the Port of SF has to work with the Planning Department’s land use plans (e.g. SF General Plan, Zoning Map), policies and regulations (e.g. Planning Code provisions), the City Charter, the various communities next to the waterfront as well as its tenants and development partners in the private sector.

2.36. The 2009 Waterfront Strategy was approved by the City Council in Richmond on 9 February 2009. The Strategy was formulated by a team of 20 led by the Port Office, with planners, engineers and stakeholders, as well as city departments. Others not from the City government such as Port Metro Vancouver, Federal or State environmental stakeholders, fish and wildlife form part of the New Waterfront Strategy Steering Committee. There was a core team of six members that worked on the drafting process and the consultation and strategy developments stages

(i) Public-Private Partnership

2.37. Public-Private Partnership has emerged as the major policy tool for the waterfront agencies in San Francisco and Vancouver, to deliver their task of revitalisation, development and management of the waterfront given the self-financing mode of operation and the absence of financial support from the city and federal government.

- 2.38. The Port of San Francisco makes use of the waterfront land use plan to set the framework and provide development opportunities for private investment to carry out redevelopment projects. While it is important to ensure conformity between the SF General Plan and the Waterfront Land Use Plan, the Burton Act Transfer Agreement stipulates that ‘a proposed capital improvement project on Port property does not conform to the General Plan does not preclude the Board of Supervisors from authorising an appropriation of Port funds for the capital improvement project’ (Transfer Agreement, Article II, Sec. 20 cited in Port of SF, 2009).
- 2.39. The Port does not receive subsidies from the City, and reimburses the City for any services provided by general fund departments. The Port’s ability to fund Port operations, maintain Port property and provide public access and open space improvements therefore depends almost solely on its ability to generate revenues from the use of properties under its stewardship. Funding sources come from Port tenants, the Port’s operating budget, revenue bonds, development projects, Infrastructure Financing District bonds and General Obligation Bonds.
- 2.40. Public-Private Partnership is an important model for regenerating some of the Port’s most important historic asset. The Ferry Building is a case in point. The contract with the private developer is an exclusive negotiating agreement and the property is leased for 66 years. The \$100 million project includes publicly accessible open space which amounts to 30 per cent of the land (100,000ft²). The regeneration of Pier 1 next to the Ferry Building is also a result of public-private partnership facilitated by Federal Rehabilitation Tax Credit (equivalent to 20% of the development cost) offered by the National Park Service as Pier 1 is a designated historic building. The \$64 million project complements the Ferry Building waterfront area and provides quality space for public enjoyment. According to the developer, Pacific Waterfront Partners Ltd., a lot of the investments in the Port properties are driven by passion, love of the place and social responsibility, rather than just pure profit-maximisation purpose.
- 2.41. The Presidio in San Francisco was built primarily by private funds and voluntary and effective individuals. The development cost of \$34 million was raised privately through non-profit organisations. However, the Presidio has also leased buildings to organisations for uses that are

complementary to the purposes of the Park. On the eastern side, 900,000 ft² of non-historic elements with underground parking that connects to the highway (and hence minimise impacts within the Park) is leased for the development of a Digital Arts Creative Centre. The Company invested \$400 million on the space, employing 1,500 people and generates an annual rent of \$6 million. The Presidio has a conference retreat facility for people to come together and discuss important global issues in a national park environment.

2.42. The transformation of the Fort Mason Center in the Presidio is a fascinating case of public-community partnership. The 300,000ft² Center is a national landmark, once an embarkation port where more than one million soldiers were sent to the Korean War. Hence it is important to respect the historicity of the site. The planning process for making a decision on the adaptive reuse of the site included a two-day retreat among the non-profit organisations and the result of the setting up of a non-profit-making umbrella organisation (Fort Mason Foundation). The Foundation has a Corporate Agreement with the National Park Service for a long-term lease and agrees to manage the space as a cultural and environmental education centre on a self-sufficient basis. Leases in the Center are rather long-term, 55-60 years, so that NPOs can attract donors for longer term commitment. There are 42 NPOs in the Centre and more than 2,000 organisations around the Bay Area have contributed programmes or activities in the Center. The Center has six theatre companies offering more than 12,000 programmes per year and every day, giving a daily average of 65 programmes per day, from simple arts programmes to major events of 40,000 people during weekends.

2.43. In the City of Vancouver, the Port Metro Vancouver provided the concept plan, while the Planning Department of Richmond uses the 2002 and 2009 waterfront strategies to serve as the framework for public-private partnership and private investment, for example, the Millennium Water Project in Vancouver, and private eco-businesses in the Steveston Area, River Rock Casino/Hotel in Richmond. Port Metro Vancouver has more than 100 leases but receives no support from the Federal Government. Instead, it is a steady contributor to the Federal revenue. When engaging in capital projects with more than 2,500 ha of land, Port Metro Vancouver can borrow from the public sector. Port Metro Vancouver has been contributing

astronomical amount of grants in lieu of taxes to city governments bordering the Port.

2.44. Many developers have participated in the Olympic Village project in the City of Vancouver, while the land is owned by the City, the cost of development is around \$1.2 to 1.4 billion. Besides commercial housing, the project consists of family and single housing, senior homes, three day-care centres, housing for rental and affordable housing. Altogether there will be 20% affordable housing and 80% for market consumption (normally there are 30% affordable housing). Unlike other developments, the project developed the public realm upfront at a development cost of \$12 million to create a strong edge along False Creek, with cycle paths, specially designed features and furniture, as well as landscape design that echoes the history of the site and even a small island with special habitats to add perimeter shoreline to the Creek. This public-private partnership that ensures the enjoyment of the waterfront by the general public is made possible because the Urban Design Panel has come up with an urban design framework to facilitate the various design and development firms to come up with a new Vancouver waterfront urbanism.

2.45. In Richmond, the development of the Olympic Oval shows the importance of visionary leadership. While the project was not a public-private partnership endeavour, the Municipal Government has exercised leadership in building an infrastructure and at the same time, regeneration a place at the waterfront. The City Government received \$60 million from the Federal Government and built a \$178 million facility through the selling of carefully partitioned land on the west of the facility, after a careful design of the waterfront with diversion of a riverside road to a disused Canadian Pacific Railway alignment. The City of Richmond has also started a few years ago to levy 'Development Cost Charge': calculations are done for the installation of public infrastructure and facilities in each development and a development cost is charged accordingly. In other words, development taking place in a community will bring more affordable housing and child care facilities etc.

3. Some Lessons for Hong Kong: Insights from the San Francisco/Vancouver Visits on Harbourfront Management

a. Policy Vision and Commitment

- 3.1. The study tour re-confirms the importance of having a clear strategy and an agreed plan driven by a shared vision to build a sustainable waterfront through continuous engagement of different parties in the process. Usually, the process will be led by a single-agency working in collaboration with a core team.
- 3.2. In San Francisco, the societal debate on the demolition of the Embarcadero Freeway and the consequent vote as part of the process to decide on the planning of the current San Francisco Waterfront Land Use Plan seem to be an important though rather a long process that has ensured current success. The Plan seems to be well respected and parties concerned are trying hard to realise it—rather than just putting it up on the bookshelf. Although most of the port functions have been relocated to Oakland, San Francisco still faces the challenge of harmonizing the working port with the leisure port functions. Their vision is a sustainable one, particularly impressive is the vision of ensuring those receiving economic opportunities (at the Port of San Francisco) will ‘reflect the diversity of the City of San Francisco’.
- 3.3. In the Presidio, the vision of ‘exciting’ local communities to be on board in transforming the ex-military post into a community asset sustained by deepening voluntary work and sense of ownership gives us much food for thought. Hong Kongers no doubt love our beautiful Victoria Harbour—this in fact gives us an easier base to further ‘excite’ them to turn our waterfront into a first class destinations for all!
- 3.4. In the Olympic Village, Vancouver, their concerns surround environmental (e.g., LEED certified buildings), social (affordable housing, senior housing, child care facilities, rental housing, community centre at the waterfront) and economic (market housing, signature building, Vancouver urbanism with vibrant economic activities at street level) sustainability.
- 3.5. In Richmond, the planners have used Patrick Geddes’ ‘live, work and play’ as a working principle in place making. This theme echoes throughout the visits in both cities: the waterfront is not just for work but it’s not all for fun either. Balancing ‘live, work and play’ is an art that we have to learn to master. In Port Metro Vancouver, as the Port generates 129,500 jobs, \$6.1

billion in wages, and \$10.5 billion in GDP across Canada, accommodating an active and functional port and the recreational needs and aspirations of the local communities is a constant challenge to the commitment of realising the vision.

- 3.6. In both cities of San Francisco and Vancouver, 'reclamation' or they call it 'filling in of the water' is generally not preferred. In San Francisco, all the land entrusted to the Port of SF is protected by the Public Trust, no filling in is allowed and uses are limited to water dependent or related uses including commerce, fisheries, and navigation, recreation and environmental preservation. In Vancouver, waterfronts are zoned into green, yellow and red zones and any filling in needs the endorsement of Environment Canada. Are we determined to uphold our Protection of the Harbour Ordinance? Should we also identify what should or should not be done along our waterfront?

b. Development Approaches and Strategies

- 3.7. One major observation is that while the work of PSF is restricted by the Public Trust stipulations in regenerating the old piers, Port Metro Vancouver is primarily a port authority to run an economically important functional port, the Presidio is running a National Park, the Olympic Village is a piece of real estate development, and the City of Richmond faces a lot of development and intensification pressure. They are all dedicated to produce, as far as possible, a decent harbourfront for public enjoyment, and their approach is to solicit private resources, work together with one another within the multi-scalar administrative system and engage communities near and far. They all emphasize connectivity and linkages of the waterfront with existing developments in the hinterland and use the valuable opportunity to revitalise the urban fabric to spur city development.
- 3.8. In both cities, engaging the community on a regular basis on developments along the waterfront seems to be a norm. For instance, the Port of San Francisco has regular meetings with 12 citizen groups, half of which are geographically based. To the Presidio, community engagement seems to be their major asset in building the Park. In Vancouver, Port Metro Vancouver holds bi-monthly meetings with the 16 municipalities sharing a border with the Port. This is the practice that Hong Kong should learn.

3.9. In the case of the Port of San Francisco, we can see that the successful regeneration of the Port by public-private partnership is a result of concerted efforts by various authorities, investors, community groups, and policies that provide incentives for heritage conservation of buildings, etc. In fact, except Port Metro Vancouver which seems to be in very healthy financial situation, the other authorities have to be rather creative in generating financial resources to sustain their development. Under the constraints of relying heavily on private or community resources and fulfilling the legal or political ‘requirements’ imposed by different authorities and stakeholders on these authorities, their achievements are hard fought gains. Here, government authorities and people in Hong Kong should be inspired to make diligent effort to overcome existing institutional barriers to provide for better designed waterfront spaces.

3.10. In Richmond, while public-private partnership was not used to build the Oval, the City Government has been very creative in re-planning the place and through dividing the adjacent land plots for land sales has succeeded in providing a world class sports facility at a regenerated waterfront.

c. Management Models and Implementation

3.11. A dedicated authority can be found in planning, (re)developing and managing the waterfront in both cities though this has not made their work in improving the public realm along the waterfront easier, but to say that there is a dedicated authority is kind of an over-statement. In San Francisco, there is the Port of San Francisco and the National Park Service, and we have heard little about how integrated their planning is though the restructuring functions of the Port of SF has perhaps by default made their integration rather natural. In Vancouver, Port Metro Vancouver is an amalgamation of three port authorities. The fact that they have three plans with three different scales merged without thorough integration sums it all. Port Metro Vancouver as the gateway port for Canada faces a significant challenge in terms of accommodating an economically active functional port and an increasing aspiration of local communities for a leisure-oriented port. However, the implementation can be characterized as a ‘single agency-led inter-agency collaboration’.

- 3.12. All the concerned authorities in both cities have to work with higher level authorities, their horizontal counterparts and various local communities. Both have devised an effective mode in working with so many stakeholders. The context that they have to operate and network with looks rather complicated but somehow, this complexity has ensured a certain level of checks and balances which is essential because these authorities seem to rely rather heavily on public-private partnership to launch development projects and to sponsor the design, planning and development of the public realm for enjoyment of the communities. For the Presidio in San Francisco and Richmond in Vancouver, our hosts seem to take great pride in their successful partnership culture with local communities and other stakeholders.
- 3.13. In the City of Vancouver, the setting up of the Urban Design Panel may be useful for Hong Kong to ensure that its public realm spaces are properly designed and that buildings complement their surroundings. For instance, the success of the Olympic Village has to do with the urban design framework first developed by the Urban Design Panel.
- 3.14. The Olympic Village's success in providing a \$12 million public open space upfront when construction is going on provides much food for thought for us in the development of Kai Tak, West Kowloon, Hung Hom, Central, Wan Chai, North Point etc. Closing the centrally located waterfront site during construction to the overcrowded Kowloon peninsula looks much less reasonable after the visit to the tranquil and nicely designed False Creek south bank in front of a busy construction site.

4. Conclusion

- 4.1. Like the other two earlier trips, the delegates have found this visit to San Francisco and Vancouver insightful for the study of harbourfront management in developed urban cities. Presentations from and discussion with port authorities, planning departments, private developers involved in waterfront development have enabled us to get a clear picture of the evolution, strategies and approaches, institutional context, and institutional constraints of planning, development, management of the harbourfront in these two cities.

- 4.2. This trip has strengthened the belief that harbourfront management is an important public policy and management issues world-wide that Hong Kong Government should take it seriously. A proper policy regime of harbourfront management should be carefully formulated.
- 4.3. Harbourfront management can be evolutionary in nature as shown in the case of the Port of San Francisco, Port Metro Vancouver and the City of Richmond. They are all evolving and have been affected by deliberate policy designs. PSF did not exist until 1968 as the State passed the responsibility to the City, Hong Kong should take proactive steps with proper intervention to shape the policy and management of the Victoria harbourfront.
- 4.4. Learning from the experiences of the harbourfront management in San Francisco, Vancouver and Richmond, harbourfront management should be vision driven with the achievement of a strong policy consensus among all bureaucratic departments, the private sector and the local communities. The strategy should be holistic stretching from planning, development, implementation, to management. The management approach should be integrated with functions properly coordinated and performed, desirably led by a single agency with the collaboration of concerned parties. The responsible agency should be able to take full charge of the management task with adequate financial resources and jurisdiction over public lands along the harbourfront. The policy instrument should encourage public-private partnership as far as possible. Public engagement in the process of harbourfront management must be properly arranged. Connectivity, heritage conservation, mixed development, and vibrancy in environmental, social and economic terms are among the major principles of sustainable harbourfront management. Finally, harbourfront meeting local needs and aspiration is imperative.
- 4.5. Both San Francisco and Vancouver promote land marine interface by incorporating and prioritising land uses which support and enhance marine activities. In Vancouver it is considered difficult to reclaim, as it is very expensive, needs to be agreed by the community and seek approval from Environment Canada. While they can't fill the bay area in SF, they can have facilities built that facilitate marine activities. Something our PHO should consider is flexibility, that if any area is reclaimed for marine related

activities then an equal area of water should be created within the existing area.

- 4.6. To first complete public access and use of the waterfront while the construction of the hinterland proceeds is a model that should be mandated for Central, Kai Tak, Hung Hom, North Point Estate and West Kowloon. Waterfront access in Hong Kong should become a must as in Vancouver and San Francisco and not a choice.
- 4.7. In both San Francisco and Vancouver, the general plans for the waterfronts have the roads behind the waterfront properties, safeguarding the waterfronts for pedestrians and cyclists.
- 4.8. After agreeing with the waterfront vision and strategy, the actual plans in SF and Vancouver evolve over time as the many stakeholders continuously debate their ideas in public. Although this may slow the completion of waterfronts, it allows for the development of waterfronts which better reflect the opportunities of each site and the evolving aspirations of the community. In the context of HK this means an agreed vision and strategy for waterfront development that is adopted across all departments, and using a more flexible approach and the continuous review and improvements of outline zoning plans as needed to ensure harbourfront enhancement that truly reflects a growing community aspiration to enjoy Victoria Harbour.
- 4.9. Both San Francisco and Vancouver have public realm plans and detailed urban design strategies to promote an active use of the public realm, including outdoor seating, kiosks, permitting performances, and so forth. An accessible, vibrant and attractive waterfront is a must not a choice, it is seen as a priority that is given due importance.
- 4.10. The sustainable development and enhancement of the Victoria Harbour and the waterfront of Hong Kong depends very much on the ability of the Hong Kong government to design a proper policy regime and establish appropriate institutional arrangements for harbourfront management.
- 4.11. The waterfront of each city has its own history of evolution and its own constraints. This applies to Hong Kong as well, where land supply is a big constraint when compared to North America. Regardless, community

expectation for harbourfront enhancement does increase with time in most coastal cities around the world, necessitating new policy initiatives and direction.

4.12. Finally if there is vision, commitment and above all passion, it can be envisaged for Hong Kong to have a single agency with the prime responsibility of initiating, coordinating and managing all uses and activities along the public areas of the waterfront, using both public and private agencies and organisations as its service providers. This agency will need to liaise and interface with those private owners who already own waterfront property, to ensure a holistic approach and consistent standards.

4.13. Whilst the single agency, in order to have the necessary authority to secure cooperation from both Government Departments and private owners will probably need to be based within Government, it should contain within its membership representatives from all stakeholders, particularly for transparency reasons. Community involvement is also important, to ensure that the dedicated agency/agencies plan with the neighbouring districts, which is crucial for effective implementation and management. We are talking about power and effective checks and balances, assuming resources are available.

4.14. Alongside the Agency, we need to develop a range of “standard Public/Private mechanisms” for delivering world class waterfront projects along the lines of the models we have seen elsewhere and subsequent to delivery, the Agency can then entrust the ongoing pro-active management to the most appropriate public or private party. We are also talking about expert advice especially in terms of urban design and aspirations of the general public and the functional aspects of the harbourfront.

5. Way Forward

5.1. We hope that this report, together with the other two, will help stimulate thoughts, insights and aspirations towards a new paradigm of thinking in revitalising the policy regime and reinventing the management of Victoria Harbourfront.

5.2. The insights gained on this visit and the two earlier overseas visits along with other case studies previously examined by the TGMMH, will be further analysed in a retreat of the TGMMH in June, 2009, in fulfilment of its mandate to recommend viable options for improved management of the Hong Kong's harbourfront.

**Itinerary for HEC TGMMH Overseas Visit to
San Francisco and Vancouver
(11-17 April 2009)**

Date	Time	Itinerary
11 Apr (Sat)	16:24-13:50	From Hong Kong to San Francisco (CX 879)
12 Apr (Sun)	10:00-12:00	EDAW/AECOM Host: Mr Stephen Engblom, Senior Vice President and Mr Scott Preston, Senior Associate
	P.M.	Harbour Walk (self-tour)
13 Apr (Mon)	09:00-10:30	Department of Planning of San Francisco Host: Mr John Rahaim, Director of Planning Department and Mr William Lee, Planning Commissioner
	10:30-11:45	Golden Gate National Park Conservancy and guided tour to Crissy Field and Presidio Host: Mr Brian O'Neill, Superintendent
	14:00-15:50	Port of San Francisco, Pier 39 Strategic Alliances and guided tour around the Harbour (Ferry Building, Piers 11/2, 3 and 5) Host: Mr Dan Hodapp, Chairperson of waterfront Design Advisory Committee and Mr Mark Paez, Associate Urban Planner
	16:00-17:00	Pier 39 Strategy Alliance and guided tour at Pier 39 Host: Mr Robert MacIntosh, President and CEO, Pier 39 Strategic Alliances
14 Apr (Tue)	09:00-10:00	San Francisco Waterfront Partners Group and site visit Host: Mr Simon Snellgrove, Founder, Managing Director and Principal; Ms Alicia Esterkamp, Principal; and Mr Paul Osmundson, Senior Vice President

Date	Time	Itinerary
	12:34–14:50	From San Francisco to Vancouver (UA 474)
	16:00–18:00	Steveston Harbour—self tour of Fisherman Wharf and Steveston Waterfront
15 Apr (Wed)	09:00–09:30	Port Metro Authority Host: Mr Carlos Felip, Manager Planning, planning and Development Department
	10:00–10:45	Guided tour at Lonsdale Quay, North Vancouver
	13:00–13:30	Meeting with Planning Department, City of Vancouver Host: Mr Scot Hein, City Planner, City of Vancouver
	13:30–16:00	Guided tour to False Creek, Granville Island, Coal Harbour Walk and Stanley Park Seawall Promenade
16 Apr (Thu)	10:30–12:00	Meeting with Planning Department, City of Richmond Host: Mr Terry Crowe, Manager, Policy planning Division, City of Richmond
	15:10–19:55+1	From Vancouver to Hong Kong (CX 839)

HEC TGMMH Secretariat
April 2009

Table: Summary of the San Francisco/Vancouver Trip and Lessons for Hong Kong

		San Francisco – Harbourfront	Vancouver – Harbourfront/Richmond – Waterfront	Lessons for Hong Kong
A. Policy Vision and Commitment		Evolutionary changes – the natural withering away of industrial port, lack of an updated policy vision in the transformation of the industrial port into a modern harbourfront at the city and state level – out-fashioned direction of maritime-related development	A clear policy vision to demonstrate city commitment: aspiring to develop Vancouver harbour to be the waterfront transportation hub (in the case of city of Vancouver); a dynamic, productive and sustainable world-class waterfront (in the case of city of Richmond)	Harbourfront development: vision driven - common values and shared objectives for consensus building between society and government
B. Development Approaches and Strategies		Single-agency-led (interagency effort) with land ownership along the harbourfront: Port of San	Single-agency-led (interagency effort) with full land ownership along the harbourfront –	A single led and responsible agency for interagency effort, probably with land

		<p>Francisco – a self supporting enterprise agency with the vision of making port of San Francisco a public waterfront, limited resources – even not enough to maintain the existing deserted port facilities</p>	<p>strengthened capacity in combining three port authorities into one setup: Port Metro Vancouver (city of Vancouver) and – an inter-department team under the helm of the Planning Department (City of Richmond) adopting an integrated and sustainable approach of managing the waterfront</p>	<p>ownership?</p>
	<p>i. Connectivity – transportation infrastructure</p>	<p>Connecting city center with harbourfront: the Pier Fishman’s Wharf – bringing people to the waterfront: current focus – making a public waterfront based on the principles of continuity (walkway along the waterfront), sequence</p>	<p>Connecting city with waterfront as a major theme: the Vancouver harbour – bring people from the land to the harbourfront and marine terminal; the Richmond Port – to be the regional green way connection and</p>	<p>Government provides infrastructure to connect the waterfront with urban areas and beyond to make Hong Kong the center in the region socially, economically, and culturally</p>

		(open space) and variety (development and attractions)	aspire to be great waterfront destinations	
	ii. Mixed-use development: residential, commercial, recreational and environmental	The port of San Francisco: restricted use: maritime related development projects only – hotels and residential are not allowed, height control, and the preservation of existing pier and port facilities. Current mix: mainly recreational, commercial, and cruise terminals	The port of Vancouver: a vibrant waterfront by means of mixed-use with the emphasis on non-residential development - balancing community, environmental and commercial needs - Current mix: mainly recreational, commercial, tourist & hotels, as well as cruise terminals; The port of Richmond: balancing environmental, economic and social needs and objectives: river transportation, residential and commercial development, tourism and	Integrative development: a mixture of social, business, art and cultural activities – residential development: secondary consideration?

			recreational development, and environmental friendly used of river resources, for example, Steveston – eco-tourism business, River Rock Casino	
	iii. Public engagement	Local consultation conducted at the planning and project proposal stages to ensure that the conflicting interests of all stakeholders are well-considered. At current stage, there are two major camps – the progressive camp supporting quick transformation, while the conservative camp resistant to changes for the protection of their interests, most notably, the seaviews.	Local consultation: conducted at the policy stage to assure local community endorsement and support.	Active public engagement: to building a strong consensus for cultivating a strong sense of community ownership to sustain harbourfront development

	iv. Private participation	Using private resources predominately because of limited public resources for regenerating the maritime port: policy planning framework from Port of San Francisco to attract private redevelopment initiatives and investment, mostly notably, the Pacific Water Partner Ltd., and Pier 39 Strategic Alliance	Public policy initiatives, private investment dominates: the 2002 Waterfront Amenity strategy and the 2009 Water strategy to attract private development and redevelopment initiatives, notably, River Rock Casino	The government: sets up the planning, development and management framework for facilitating private initiatives and investment
	v. Heritage preservation: creating a legacy understanding the history and geography of the place	Strict rules on demolition of existing port structures and facilities. A lot of old port facilities: piers, cruise terminals, warehouses, ferry buildings – preserved and converted to tourist attraction, public recreation, or business purposes – Fisherman's	Heritage preservation is a major component part of harbourfront/waterfront development and redevelopment: preserved and converted to tourist attraction or business purposes – Britannia Heritage Shipyard (in the case of Port Richmond)	Heritage conservation: an integral part of Hong Kong harbourfront in its regeneration and management for collective memories and tourist attractions

		Wharf, Ferry Building, Market Hall, Pier 11/2, Pier 3 and Pier 5		
	vi. Brand development: cultivating a unique 'waterfront identity' to add value for branding	Make use the past to forge a modern waterfront image through planning: A maritime-based regeneration for making a public waterfront	Creating a new identity/image: waterfront transportation hub for Vancouver harbour, and markets as the premiere Pacific Rim edge City for high quality and sustained investment for Richmond waterfront– living on the edge	Branding on originality (instead of copying): Originality, creativity and innovation for creating a unique harbourfront brand and enhance the image of Oriental Pearl
C. Management Models and Development				
	i. Central vs local: Central policy and planning framework for local implementation	City-level General Plan (by San Francisco Planning Department) and localized waterfront plan, development and management: Port of San Francisco	City of Vancouver: City-level General Plan (by City of Vancouver, Planning Department) and localized waterfront plan, development and management: Port Metro	A centralized harbourfront authority with ownership over localized harbourfront projects

			Vancouver; City of Richmond: City-level harbourfront endeavor in the case of - planning, development and management: the Planning Department (of the City of Richmond)	
	ii. Integrated vs functional	Functional and vertical integration: Proactive and holistic approach: taking up full responsibility of strategic formulation, planning, developing, implementation and management of waterfront redevelopment at the local (community) level – Port of San Francisco as a led and responsible agency in the interagency effort yet quite independent.	Functional and vertical integration: Proactive and holistic approach: taking up full responsibility of strategic formulation, planning, developing, implementation and management of waterfront enhancement at the city level – both Port Metro Vancouver and the Planning Department of City of Richmond serve as	A harbourfront authority with functional and vertical integration in a holistic way: to claim ownership and responsibility over overall harbourfront development and individual harbourfront development projects.

			a led and responsible agency in the interagency effort.	
	iii. Public-private partnership: Public-private joint investment	PSF: The waterfront land use plan to set the framework and provide development opportunities for private investment to carry out redevelopment projects: for example, Pier 27 cruise terminal, Fishman's Wharf, Pier 1 and others – Pier 39 Strategic Alliance and Pacific Water Partner Ltd	City of Vancouver: the concept plan by Port Metro Vancouver. City of Richmond: 2002 and 2009 waterfront strategy provide a framework for public-private partnership and private investment. For example, the Millenium Water Project in Vancouver.	Attractive option: The establishment of a public-private partnership for taking up the development and management of the harbourfront under a local project
	iv. Private-initiated partnership	Redevelopment of Pier 1 1/2 , 3 & 5 into restaurants, office and recreational areas initiated by Pacific Water Partner Ltd	Richmond: private eco-businesses in the Steveston Area, River Rock Casino/Hotel.	Good option in the development and management stages.

Examples of Delivery and Management Models Adopted in Hong Kong

	Model	Key Features	Pros and Cons	Applicability
1	Government Design-Build-Operate (DBO)	<ul style="list-style-type: none"> • Conventional DBO method by Government departments • Government-funded, either through Public Works Programme (PWP) for larger projects or as minor works projects if under \$21M. • Harbour Unit of Development Bureau or relevant departments identify harbourfront enhancement projects in consultation with HEC. Harbour Unit to coordinate if necessary. 	<u>Pros</u> <ul style="list-style-type: none"> • No need to change / modify existing institutional arrangements • Strong Government support <u>Cons</u> <ul style="list-style-type: none"> • Less flexibility in design and management • Less creativity • Long delivery time and competing priorities • Entirely reliant on public money 	<ul style="list-style-type: none"> • Temporary harbourfront enhancement • Where there is little or no incentive for private sector participation • Where delivery of the public facility is a core responsibility of Government and cannot be transferred / outsourced <u>Examples</u> <ul style="list-style-type: none"> • West Kowloon Waterfront Promenade • Wan Chai Waterfront Promenade • Quarry Bay Park
2	Government design-build, with operation and management entrusted to private sector	<ul style="list-style-type: none"> • Design-build by Government • Operation and management by private sector through tenancy and service agreement 	<u>Pros</u> <ul style="list-style-type: none"> • Government retains control and responsibility • More efficient management by private sector <u>Cons</u> <ul style="list-style-type: none"> • Less creativity in design • Government bears construction cost • Longer delivery time 	<ul style="list-style-type: none"> • Where expertise from private sector is desirable but there is little commercial / business incentive for private sector to fund and build the facility <u>Example</u> <ul style="list-style-type: none"> • Possibly the development and management mode for TST Piazza now under planning

	Model	Key Features	Pros and Cons	Applicability
3	Contracting and Entrustment	<ul style="list-style-type: none"> • Government-funded public facility, but with DBO contracted out / entrusted to the private sector. • Design and construction works can be supervised by setting up a project coordination committee comprising government representatives and independent professionals. • Management can be overseen by an advisory committee with community input. 	<p><u>Pros</u></p> <ul style="list-style-type: none"> • Creative design and flexibility • More uniqueness reflecting the character of the facility • Integrated, coordinated approach in design and management <p><u>Cons</u></p> <ul style="list-style-type: none"> • Reliant on public money • Government can outsource work but not responsibility. As a public facility, government rules and regulations may still apply. • Insufficient incentive to find a taker. 	<ul style="list-style-type: none"> • Where expertise from private sector is desirable • Where private management is preferred for integrated management with adjacent developments <p><u>Example</u></p> <ul style="list-style-type: none"> • Nan Lian Garden
4	Public facility on government land design-build by private sector	<ul style="list-style-type: none"> • Design and build by private sector required under lease conditions • Funded by private sector • Facility handed back to the Government for operation / management; or entrusted to the private developer for management 	<p><u>Pros</u></p> <ul style="list-style-type: none"> • Creative design and flexibility • Shorter delivery time • Integrated, coordinated approach in design, build and management • Less reliant on public money <p><u>Cons</u></p> <ul style="list-style-type: none"> • Possibility of mediocre design and lack of quality assurance if there is insufficient commercial incentive 	<ul style="list-style-type: none"> • Where public management is more appropriate, e.g. adjacent areas with different or fragmented private developments <p><u>Example</u></p> <ul style="list-style-type: none"> • Portions of Tsing Yi Promenade (i.e. Grand Horizon and Villa Esplanada)

	Model	Key Features	Pros and Cons	Applicability
5	Public open space on private land DBO by private sector	<ul style="list-style-type: none"> • Public facility such as public open space DBO by private sector required under lease conditions • Funded by private sector, on private lot • Required to be built and operated by private developer, and open to the public 	<u>Pros</u> <ul style="list-style-type: none"> • Creative design and flexibility • Shorter delivery time and minimise interface problems • Integrated, coordinated approach in design, build and management <u>Cons</u> <ul style="list-style-type: none"> • Possibility of mediocre design and lack of quality assurance • Possible dispute over right of use / access and opening hours • Private owners have to shoulder financial cost of maintenance 	<ul style="list-style-type: none"> • Public open space on private land <u>Example</u> <ul style="list-style-type: none"> • Grand Promenade in Sai Wan Ho
6	Donation by private sector and entrustment of management	<ul style="list-style-type: none"> • Design-build-transfer • Ownership lies with Government • Management entrusted to private sector under Management Agreement • Self-financing principle with some income generating activities • Management Committee to oversee operation and management issues 	<u>Pros</u> <ul style="list-style-type: none"> • Creative design and flexibility • Effective delivery of project • Integrated, coordinated approach in design, build and management • No financial burden to Government <u>Cons</u> <ul style="list-style-type: none"> • Reliant on private sector donation, hence not easily applicable in all harbourfront areas 	<ul style="list-style-type: none"> • A community contribution • Where there is adjacent private development and may generate intangible economic benefits to the donor <u>Example</u> <ul style="list-style-type: none"> • Avenue of Stars

	Model	Key Features	Pros and Cons	Applicability
7	Partnership with social enterprises / charitable or non-profit-making organisations	<p><u>Design and build</u></p> <ul style="list-style-type: none"> • By entrustment or open tender. A tenderer may establish a social enterprise to implement the project • Financial support in the form of a one-off grant or land premium deduction <p><u>Management and Operation</u></p> <ul style="list-style-type: none"> • Entrusted or leased by Government to social enterprises / charitable or non-profit-making organisations • Financial support in the form of a one-off grant (to meet initial set up or operating costs say for a fixed period of time) or nominal rent or annual rental subvention • Allow commercial activities to generate income • A sinking fund may be set up to save net profits for reinvesting into the project • Government and community may participate in the design and management through a board of directors or advisory committee 	<p><u>Pros</u></p> <ul style="list-style-type: none"> • Creative design and flexibility • Effective delivery of project • Integrated, coordinated approach in design, build and management • Less long-term financial commitment and burden to Government • Commercial activities may attract private investments and enable more responsive services • Supports development of social enterprises / charitable or non-profit-making organisations • Less controversial than cooperating with an entirely commercial body <p><u>Cons</u></p> <ul style="list-style-type: none"> • Need to monitor the financial support / sponsorship for the social enterprises / charitable or non-profit-making organisations • Public may not be able to afford fee-charging services • Little commercial incentives and may therefore be difficult to find a partner with the needed experience & expertise. 	<ul style="list-style-type: none"> • Where community or social enterprise participation is preferred but some financial support from Government is necessary <p><u>Examples</u></p> <ul style="list-style-type: none"> • Ma Wan Park • Heritage revitalisation projects (e.g. former Tai O Police Station)

	Model	Key Features	Pros and Cons	Applicability
8	DBO by area based social enterprise	<ul style="list-style-type: none"> • Design-build-operate by area-based social enterprise with its own source of funding • Possible government financial support in the form of nominal rent or premium 	<u>Pros</u> <ul style="list-style-type: none"> • Responsive to public / area-based needs and social demands • Fewer restrictions and constraints • Effective delivery of service <u>Cons</u> <ul style="list-style-type: none"> • Smaller scale and impact • Design and service quality not guaranteed 	<ul style="list-style-type: none"> • Small scale area-based projects <u>Examples</u> <ul style="list-style-type: none"> • Lam Tsuen Wishing Square Development Limited • Possibly the Central Police Station by HK Jockey Club
9	Private development DBO with service agreement	<ul style="list-style-type: none"> • DBO by private developer through land tender or land grant • Government may stipulate terms of operation in the form of service agreement, and/or design and management requirements in tender document or land grant • May carve out certain areas / sites as protected lands to conserve historic architecture, environment or special qualities of the protected sites. 	<u>Pros</u> <ul style="list-style-type: none"> • Creative design and flexibility • Effective delivery of project • Integrated, coordinated approach in design, build and management • No financial burden to the Government <u>Cons</u> <ul style="list-style-type: none"> • May be difficult to align private and public interests in managing the harbourfront 	<ul style="list-style-type: none"> • Land sale sites, where a certain degree of design and management control is preferred to protect public interest and enjoyment <u>Examples</u> <ul style="list-style-type: none"> • Former Marine Police HQs • Peak Galleria • Whampoa Garden

	Model	Key Features	Pros and Cons	Applicability
10	DBO by statutory authority	<ul style="list-style-type: none"> • DBO by a statutory body vested with integrated powers in planning, implementation and management • The statutory body can be a new set up or an existing body like the Urban Renewal Authority (URA) 	<u>Pros</u> <ul style="list-style-type: none"> • Effective delivery of project • Integrated, coordinated approach in design, build and management <u>Cons</u> <ul style="list-style-type: none"> • Lengthy research, discussion and legislative process if a new body is to be set up 	<ul style="list-style-type: none"> • Large-scale development projects that require comprehensive powers for delivery <u>Example</u> <ul style="list-style-type: none"> • West Kowloon Cultural District Authority

延續「共建維港」使命

在共建維港委員會最後一次會議中，發展局局長邀請筆者參與本書編輯組的工作，彙整委員會過去六年的成果，筆者欣然接受。

六年來，在主席李焯芬教授的領導下，委員會致力推動公眾參與大型海港規劃，如啟德、灣仔海旁、中環新海濱等，採納了由下而上的規劃過程，透過展覽、論壇、工作坊和公聽會等公眾參與平台，自「構想」至「共識」各階段與民共議，讓市民大眾、社區組織、專業人士和政府官員作多邊對話，交換意見。

經過委員會的努力，公眾討論由單一化的「填海與不填海」之爭，深化到如何規劃和建設一個「富吸引力、朝氣蓬勃、交通暢達和可持續發展的世界級資產：港人之港，活力之港。」

因此，本書取名為《活力維港》。

由維港沿岸多個大型海濱區的規劃過程，到臨時海濱長廊的建設，再對政府位於海旁項目提供意見，及與區議會合作的公眾參與活動，以至海濱管理模式的研究與討論等等的不同工作範疇，都一一記錄在這本書內。在這裏，每一篇文章的作者，都是親身參與共建維港委員會工作的一員。

值得讀者留意的是，本書記載的不僅是委員會的工作成果，從字裏行間，更可體驗各委員對維港發展的願景和心聲。

今天，共建維港委員會雖曲終人散，但「共建維港」的使命仍需延續下去。

筆者謹代表編輯組感謝對本書有所貢獻的各位人士，他們的無私精神和積極參與，為維港邁向世界級海港的歷史進程，寫下重要的一章。

吳永順

吳永順
《活力維港》編輯組主席
二〇一〇年五月



HARBOUR OF LIFE

活力維港

HARBOUR-FRONT ENHANCEMENT COMMITTEE
共建維港委員會



HARBOUR-FRONT ENHANCEMENT COMMITTEE 共建維港委員會

The Mission of Harbourfront Enhancement Lives On

At the final meeting of the Harbour-front Enhancement Committee (HEC), I was invited by the Secretary for Development to join the Editorial Team of this publication with a view to compiling an overview of HEC's work over the past six years. I was more than happy to accept.

Over the past six years, under the leadership of Professor Lee Chack-fan, Chairman of the Committee, HEC has been dedicated to the promotion of public participation in large-scale harbour planning projects, including those for Kai Tak, the Wan Chai harbourfront and the new Central harbourfront area. The planning for these projects has adopted a bottom-up approach, making use of a variety of public engagement platforms such as exhibitions, forums, workshops and public hearings. Each stage of the projects, from envisioning to realisation, was discussed and agreed upon with the community, allowing the general public, district organisations, experts and Government officials to engage in multifaceted dialogue and exchange opinions.

Through the work of HEC, public discourse has progressed from the simplistic issue of "reclamation or no reclamation" to the deeper question of how specifically to plan and build an "attractive, vibrant, accessible and sustainable world-class asset: a harbour for the people, a harbour of life".

This is why this publication is titled *Harbour of Life*.

Recorded in this book are HEC's experiences in the planning of various large-scale projects along the harbourfront of Victoria Harbour, the construction of temporary harbourfront promenades, and advising the Government on harbourfront projects and public engagement activities carried out in conjunction with District Councils, as well as research and discussion on harbourfront management models. The authors of the articles have all been personally involved in the work of HEC.

Readers should be aware that this book goes beyond recording the achievements of HEC. What lies between the lines are the hopes and aspirations that HEC members have for the development of our harbour.

While HEC's work has come to a close for now, the mission of harbourfront enhancement lives on.

On behalf of the Editorial Team, I wish to express our gratitude to all those who have contributed to this publication. Their selfless dedication and active participation serve as an important chapter in the history of making Victoria Harbour into a world-class harbour.

Vincent Ng

Vincent Ng
Chairman, *Harbour of Life* Editorial Team
May 2010

HARBOUR

of LIFE 活力維港

HARBOUR-FRONT ENHANCEMENT COMMITTEE 共建維港委員會



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Foreword by the Chairman of the Harbour-front Enhancement Committee 共建維港委員會主席序



Our Vision 我們的願景

If you take Gloucester Road in Wan Chai to and from work every day, you will certainly have experienced for yourself how congested the traffic is during rush hour; and you will probably have complained about it before. Indeed, the volume of traffic on this section of Gloucester Road has reached and surpassed its maximum capacity some time ago.

Some years ago, the authorities began planning for an alternative bypass near the harbourfront to alleviate the serious congestion on Gloucester Road. However, there is simply not any more land in the hinterland that can be used for building such a road. The Government hence proceeded with a reclamation project near Central and Admiralty, but this led to a lawsuit. After the case was heard, the then Permanent Secretary for Housing, Planning and Lands, Mrs Carrie Lam Cheng Yuet-ngor, took it upon herself to found a 30-member Harbour-front Enhancement Committee, made up of representatives

from non-governmental organisations and professional bodies, academics, District Council members and representatives from the relevant Government departments. The principal tasks of the Committee were to provide suggestions and advice regarding construction on and beautification of both shores of Victoria Harbour, as well as to conduct public engagement activities related to these tasks. The Committee was founded in May 2004 and completed its mission at the end of February this year.

Ever since its establishment, the Committee has held innumerable public engagement activities of various types and for a multitude of purposes regarding the planning and construction of projects on the Wan Chai harbourfront, South East Kowloon (i.e. the Kai Tak Airport area) and the New Central Harbourfront, including workshops, seminars and public hearings; and for the most part was able to realise our vision of planning and constructing Victoria Harbour together with the people by extensively reaching out and listening to people's opinions. All along, the Committee's meetings were open to all. Members of the public and the media were welcomed to every meeting. Hence, the Committee's work has been highly transparent. The majority of the Committee's public engagement activities took place outside office hours (in evenings or on weekends) in order to make participation more convenient for the public. Committee members, as well as the many colleagues in the civil service who assisted in every one of the public engagement activities, have all devoted a great amount of their personal time to these projects, exhibiting a moving and inspiring sense of professional devotion. Backed by a high level of participation from the public, the Committee has presented the Government with a number of specific suggestions for planning and developing Victoria Harbour, most of which the Government has accepted and put into action.

Besides, the Sub-committee on Harbour Plan Review under the Harbour-front Enhancement Committee has formulated a set of principles for the future planning and development of Victoria Harbour, with emphasis on its protection and beautification. These have already been adopted and widely put into practice by both the Government and private organisations. These principles will be of great benefit to the sustainable development of both sides of Victoria Harbour. The Sub-committee has also made commendable contributions to the building of harbourfront promenades, taking the lead in the planning, design and construction work on both sides of Victoria Harbour. During this process, a close partnership was formed between the Committee, District Councils and related Government departments. Last year, a Harbour Unit was set up under the Development Bureau, which is responsible for coordinating various Government departments on projects such as harbourfront beautification and promenade construction. The Unit has been markedly effective in putting specific enhancement suggestions and projects into action. Our vision is to build a continuous waterfront promenade on both sides of Victoria Harbour for the public to enjoy the spectacular views of our harbour.

Thanks to the Harbour-front Enhancement Committee's hard work over the past six years, a new mode of public engagement in infrastructural development has been established, which will serve as a useful reference for both the public and the Government in future. As Chairman of the Committee, I wish to express my deepest gratitude to all Committee members and colleagues in the civil service for their relentless and accommodating efforts, and for the time and energy that they have devoted. I also extend my best wishes and look forward to the next steps forward on the enhancement and beautification of Victoria Harbour.

Professor Lee Chack-fan
Chairman
Harbour-front Enhancement Committee

倘若你每天都經由灣仔告士打道上落班，那你對這段公路在高峰時期的擠塞情況準會有所體會；甚至還會抱怨一番。是的，這段公路的車流量早已達到了飽和的程度。其實當局早於多年前已開始規劃一條新的海旁繞道，以紓解告士打道的塞車困局，但市區內並無相關土地可供使用，政府於是在中環至金鐘一帶進行填海，亦由此引致了一場官司。官司過後，當時任職房屋及規劃地政局常任秘書長的林鄭月娥女士毅然成立了一個由三十人組成的「共建維港委員會」，成員包括非政府組織及專業團體的代表、學者、區議員及政府有關部門負責人等。委員會的主要任務是就維港兩岸的建設及美化提供意見，並為此進行相關的公眾參與活動。委員會成立於二〇〇四年五月，並已於今年二月底完成它的使命。

自成立以來，委員會曾就灣仔海濱、東南九龍(即啟德機場一帶)、中環新海濱的規劃和建設，舉辦了無數次多類型的公眾參與活動，包括工作坊、研討會、公聽會等；基本上達到了廣泛及深入聽取市民意見、和市民共同規劃和建設我們的維港這個願景。一直以來，委員會的會議都是公開的，歡迎市民及傳媒列席，因此具有較大的透明度。大部分的公眾參與活動都在工餘時間(如晚上或週末)進行，方便市民參與。為此，委員會的成員，以及協助他們的大批公務員同事，奉獻了大量的私人時間，敬業精神實在可嘉。而在公眾高度參與的基礎上，委員會向政府提出的多項建議，絕大部分已為政府採納及落實。

除此之外，委員會屬下的海港計劃檢討小組委員會，正式擬訂了日後海港規劃及發展的各项原則，着眼於保護及美化維港，亦已被有關政府部門及私營機構採納並廣泛應用；這將有利於維港兩岸的可持續發展。小組委員會亦就建設海濱長廊作出了相當的貢獻，主導了維港兩岸許多個海濱長廊的規劃、設計及建設工作，並與區議會及政府有關部門建立了密切的伙伴關係。去年，政府亦在發展局內成立了海港組，專責協調各政府部門共同參與美化維港、建設海濱長廊等事宜，落實各項共建維港的具體建議和方案，成效顯著。我們的願景是：在維港兩岸建成連貫的海濱長廊，供市民休憩之用；讓維港美景，盡入眼簾。

共建維港委員會過去六年多的努力，開拓了公眾參與公共建設的一個新模式，日後可供市民大眾及有關部門參考。作為委員會的主席，我着實感激多年來夙夜匪懈、任勞任怨，為此奉獻了大量心力的各位委員及公務員同事；同時亦期待共建維港、美化維港的工作日後能再上一層樓。

共建維港委員會主席李焯芬教授

Foreword by the Secretary for Development 發展局局長序



Our Joint Efforts 我們的共同努力

It gives me great pleasure in introducing to you this publication which captures the work and achievements of the Harbour-front Enhancement Committee (HEC). In the same way that HEC is not a conventional Government advisory committee, this is not one of those typical official publications. Through a collection of articles, the Chairman, Professor Lee Chack-fan, members of HEC and my Government colleagues recall their involvement in the Committee's work and volunteered to share their thoughts in an individual manner. But they all have one attribute in common – a passion for Victoria Harbour and a commitment to work with the people.

As the then Permanent Secretary for Planning and Lands, I announced the setting up of HEC in early 2004 immediately following a court ruling on the Central Reclamation Phase III, set against a backdrop of strong public sentiment for protecting Victoria Harbour sparked by proposed roadworks involving

reclamation. The Committee's English name started with the word "harbour-front" while its Chinese name put emphasis on "joint action", signifying our commitment to engage the public. I am gratified that under the admirable leadership of Professor Lee and with the dedication of all members, HEC has lived up to its name. From July 2007, I had the privilege of reconnecting myself with HEC in my capacity as Secretary for Development.

It could be said that HEC was a pioneer advisory body in many respects. Its membership comprised nominees from professional institutes, interest groups and business organisations as well as independent appointees of various backgrounds. It operated in an open and transparent manner, with individual members assisting in agenda setting. It made tremendous efforts in involving members of the public in its work. It established task groups to conduct in-depth analysis and public engagement activities and it made overseas visits to enrich local discussions. We are much indebted to the Chairman and members for their selfless contributions, without which HEC could hardly have accomplished the difficult task of forging community consensus on harbourfront matters. Readers will have a glimpse of HEC's achievements in each and every one of these areas of work from the series of articles in this publication. The reputation earned and credibility built by HEC will bode well for its succeeding body – the Harbourfront Commission.

In its almost six years of service, HEC made important contributions towards shaping the future harbourfront. The Harbour Planning Principles and Guidelines promulgated by HEC now provide guidance for the planning and development of harbourfront areas. The 22 Action Areas drawn up meticulously will set the agenda for action by the relevant Government departments whose efforts will be overseen and coordinated by

the Harbour Unit within the Development Bureau. With the public engagement exercises it launched, HEC provided valuable planning, land use and design inputs for mega harbourfront projects like the Kai Tak Development and the New Central Harbourfront. Kai Tak is now on track for a facelift to a green, spacious and diversified community while the New Central Harbourfront is one of the defining projects in the Conserving Central initiative announced by the Chief Executive in his 2009-10 Policy Address.

Longer term planning aside, HEC was also instrumental in bringing to fruition a number of quick-win harbourfront projects for public enjoyment. These included the West Kowloon Waterfront Promenade opened in September 2005; the temporary Wan Chai Promenade (or more intimately called the "pet garden") opened in April 2006 though recently closed to make way for road works; the promenade cum pet garden developed with Sheung Wan Stormwater Pumping Station opened in November 2009; and the Kwun Tong Promenade Stage 1 opened to the public in January 2010. These projects are proven successes and warmly welcomed by the community.

In completing its term in February this year, HEC left the Government with two important recommendations, namely, to set up a Harbourfront Commission and to seek for wider public-private participation in bringing to reality a vibrant harbourfront with a good mix of leisure, recreational, cultural and civic activities. I am acutely aware that much work needs to be done to realise our Victoria Harbour vision but I am confident that all of us involved will rise to the challenge with the strong foundation laid by HEC.

Mrs Carrie Lam
Secretary for Development

我十分高興向大家介紹《活力維港》這刊物，它總結了共建維港委員會以往的工作及成就。共建維港委員會並非常規的政府諮詢組織，這刊物也有別於一般的政府刊物。透過不同風格的文章，主席李焯芬教授、各委員、和我的政府同事回顧他們參與共建維港委員會的工作及分享個人感受。這些文章都有共通的特點，就是流露了他們對維港的熱愛，以及對市民的承擔。

在二〇〇四年初，隨着法院就中環填海第三期工程作出裁決，我當時擔任規劃地政科常任秘書長，宣布成立共建維港委員會。當時涉及填海的道路工程建議，引發了社會各界對保護維港表達強烈的關注。委員會的英文名稱以「維港」("harbour-front")起首；而中文則着重「共建」，代表我們重視公眾的參與。在李教授英明領導下，加上各委員全情投入，我很高興看到共建維港委員會的確名實相符——讓大家齊心共建維港。我很榮幸在二〇〇七年七月開始，以發展局局長的身份再次與委員會並肩同行。

從多方面來看，共建維港委員會在諮詢組織工作上可說是開創先河。委員會成員來自專業學會、關注團體、商界組織推薦的代表和不同背景的社會人士。委員會以公開及透明的方式運作，並由個別成員協助訂定議程。委員會致力推動公眾參與，並透過成立多個專責小組，進行深入分析及舉行公眾參與活動。此外亦前往海外訪問，讓有關的討論得以更為深入。對於主席與委員無私的貢獻，我們實在萬分感激；沒有他們的努力，要就維港事務達成社會共識，實在是十分艱鉅。讀者將能夠透過本刊物，一瞥共建維港委員會在這些工作上的成就。隨着共建維港委員會的使命告一段落，它所建立的良好信譽和名聲，將由海濱事務委員會承傳。

共建維港委員會近六年的努力成果，對塑造未來維港有莫大的貢獻。由委員會頒布的《海港規劃原則及指引》，為海濱地區的發展及規劃，提供了清晰的指示和規範。由委員會一絲不苟地訂定的二十二個行動區，有助各相關政府部門落實執行，並由發展局海港組統籌及監管。藉着籌辦的公眾參與活動，委員會對大型的海港工程，包括啟德發展計劃及中環新海濱等，提供了規劃、用地、設計等寶貴意見。啟德發展現正循着實現綠意盎然、空間充裕及多元化的社區邁進；而中環新海濱已成為行政長官在《二〇〇九至一〇年施政報告》中，提出保育中環的重點項目。

委員會除了協助海濱的長遠規劃外，亦致力推展多個美化海港的短期項目，包括二〇〇五年九月啟用的西九龍海濱長廊、二〇〇六年四月啟用至最近因道路工程而關閉的臨時灣仔海濱長廊(即較為人熟悉的寵物公園)；在二〇〇九年十一月開放與上環雨水抽水站一同發展的海濱長廊及寵物公園，以及二〇一〇年一月啟用的觀塘海濱花園一期。這些成功的計劃，都廣受市民歡迎。

委員會於今年二月完成任期前，向政府提出了兩項寶貴的建議，一是成立海濱事務委員會，二是尋求公私營界別更廣泛的參與，齊心協力營造更富活力的海濱，集休閒、娛樂、文化、社區活動於一身。我深知實踐美化維港這個目標任重道遠，但深信憑藉共建維港委員會建下的穩健基礎，我們將能排除萬難，向目標邁進。

發展局局長林鄭月娥

Our vision is to enhance Victoria Harbour and its harbourfront areas to become an attractive, vibrant, accessible and sustainable world-class asset: a harbour for the people, a harbour of life.

我們的理想，是優化維多利亞港及其海旁地帶，使維港成為富吸引力、朝氣蓬勃、交通暢達和可持續發展的世界級資產：港人之港、活力之港。

我們的貢獻

OUR

CONTRIBUTION



Harbourfront Enhancement: Principles and Guidelines for a World-Class Harbourfront

Dr Andrew Thomson, Convenor, Task Group on the Harbour Planning Principles and Guidelines



One of the first steps of the Harbourfront Enhancement Committee (HEC) in embarking on its harbourfront enhancement advisory work was defining a vision and mission, and a set of principles for Victoria Harbour and its waterfront areas.

Rather than starting out with a blank sheet of paper, a Task Group was convened to review the vision statements and principles adopted by the Town Planning Board and similar statements from overseas.

The journey embarked on was characteristic of the work of the HEC, involving lively dialogue among members and drafting of a vision, mission, principles and subsequently guidelines, followed by engagement of key stakeholders including those organisations and bodies represented on the HEC as well as the Town Planning Board, and Legislative and District Councils. The draft principles were also made available for public scrutiny. It was an inclusive and evolutionary process and resulted in an outcome that was both widely accepted, and wide-reaching in its aspirations.

The HEC's vision statement added **sustainability** and the ambition of making Victoria Harbour a truly **world-class asset** as key dimensions to the existing vision.

The supporting mission statement also brought in new elements to help in realising the vision: **balanced use of land and marine resources**; importantly, that planning of the harbour **be subject to an open and transparent public engagement process**; and giving **due regard to the Harbour Planning Principles**.

These were not subtle changes and reflected the groundswell of community sentiment, and a real sense of ambition for long-term change and positive community stewardship of the harbour and harbourfront.

The Harbour Planning Principles and Guidelines (HPPs and HPGs) that have emerged should probably be more appropriately named as a set of **Harbourfront Enhancement Principles and Guidelines**. Indeed, the scope goes way beyond planning and they serve as a guide or reference tool for planning, preservation, development, implementation and management of the harbour for all individuals and organisations.

The process of inclusivity is engrained in the HPPs; in particular, through principles such as:

Principle 2 – Stakeholder Engagement

Principle 3 – Sustainable Development

Principle 4 – Integrated Planning

Principle 6 – Vibrant Harbour

Many have trodden the paths of creating such statements and principles, and where the use of words is sparing, their use is critical. The precise wording of the individual principles was not taken as a light task, and subject to a healthy discussion. The Principle on Stakeholder Engagement is a good example:

Stakeholder Engagement

Principle 2: All sectors of the community must be engaged at an early stage and on an ongoing basis in the planning, development and management of Victoria Harbour and its harbourfront areas through transparent and inclusive consensus building processes.

Imagine the implications if the words **early** and **ongoing** had been omitted or the word **areas** after harbourfront! A very different scope of stakeholder engagement would have been defined. The word **consensus** was also subject to extensive discussion, and on reflection this has been both one of HEC's most important and most difficult tasks.

The vision, mission and harbour planning principles were endorsed by HEC on 27 April 2006, and some four years on, they still look relevant as a set of core values for harbourfront enhancement. Inevitably, they will need updating, and the establishment of the much anticipated Harbourfront Commission is probably an appropriate time and reason to initiate a review.

Moving with the times, a revision might include reference to a low-carbon economy, having due regard to the unique characteristics of the harbourfront in different areas, and given the success of pet parks on our harbourfront, we might expand the public enjoyment principle to cover "people and their pets"!

As a legacy tool of the HEC, the HPPs provide a significant collective wisdom for those that will pick up the harbourfront enhancement baton moving forwards. I am struck by the magnitude of several key words and phrases in the principles that speak to the importance of the mission:

- Preserving Victoria Harbour
- Sustainable development
- Proactively enhance
- Hong Kong's symbol of urban design excellence and brand identity
- Cater to and balance with the aspirations of all sectors
- Should maximise opportunities for public enjoyment

The task ahead and ambition is not small, but the HEC may commend its principles to the Harbourfront Commission and the Government for formal adoption and continued implementation.

This also applies to the HPGs which are the articulation of the principles. These too stand the test of time reasonably well, but in light of the last four

years' experience, they can be upgraded in many areas to better reflect the collective advice that has emerged from the HEC and the community. Reference may be drawn to the many relevant studies that have been undertaken in Hong Kong on issues such as air ventilation, urban climatic mapping, sustainable buildings and sustainable urban living space. These would also bring valuable upgrades to the guidelines.

Enhancement issues discussed at the HEC, but not presently in the guidelines or only touched on briefly, include: temporary car parks on the harbourfront; design of pet parks; building signage and associated visual impact; water quality and water-quality objectives (the cross harbour swim for 2015); public marine use and access to the harbour; energy efficiency and the low-carbon economy; sustainable transport modes and management models for the harbour; more scientific and performance- or outcome-based assessment; and probably a lot more.

It is fair to say that the guidelines were never intended to be exhaustive, as said in the introduction of the HPGs. Rather, they were put forward as a "good" start and tool to be used by project proponents in consultation with the HEC and its sub-committees. In this regard, both the HPPs and HPGs have been well referenced by proponents from the public and private sectors, and can be seen to have met the acid test of practicality and progressiveness for a diverse range of situations – from the new developments at Kai Tak to the stormwater pumping station in Sheung Wan.

With the collective wisdom and positive experience of enhancement projects along Victoria Harbour, the HPPs and HPGs will evolve. More importantly, to borrow from the HEC's vision statement, the harbour and its harbourfront areas will progressively become an attractive, vibrant, accessible and sustainable world-class asset: a harbour for people, a harbour of life.

中環新海濱

研究的公眾參與

中環新海濱研究專責小組主席
黃澤恩博士工程師

中環新海濱研究的背景及公眾參與的情況

二〇〇七年三月，政府委託顧問公司就中環新海濱城市設計大綱進行研究，並為新海濱的主要用地草擬規劃／設計綱領(圖一)。是次研究也審視了重置皇后碼頭及天星碼頭舊鐘樓的地點，並提供有關的設計概念。

政府先後進行了兩個階段的公眾參與活動，讓社會就城市設計大綱建立共識，同時為新海濱的主要用地擬備規劃綱領。二〇〇七年十月，共建維港委員會同意就中環新海濱研究成立專責小組，協助制定公眾參與的策略，並根據《海港規劃原則》就中環新海濱的設計和發展提供意見。

第一階段公眾參與

第一階段的公眾參與於二〇〇七年五月至九月進行，以徵求公眾對城市設計目標及議題的意見。期間，公眾表達了清晰的訴求，包括具活力的海濱、與海濱環境協調的低密度發展、暢通的行人連接、大量綠化及優質的開放空間、可持續的設計方案及重視保育。

根據公眾討論所得來的意見，研究顧問優化了城市設計大綱，並為主要用地提供不同的設計概念，包括為皇后碼頭及天星碼頭舊鐘樓的重置地點提供不同選擇，並編入兩個不同的示意總綱發展藍圖。專責小組其後進行了相關的討論。在籌備第二階段公眾參與的工作中，專責小組提供了具建設性的意見。

第二階段公眾參與

第二階段的公眾參與由二〇〇八年五月至七月進行，透過網頁研究、公眾展覽、巡迴展覽、專題小組工作坊、公眾參與論壇、導賞團、意見卡、面談訪問和電話訪問等活動，蒐集公眾對中環新海濱的意見和建議；並為十八區區議會和相關的公眾及諮詢組織，舉行簡報會及諮詢會。

在第二階段的公眾參與中，公眾獲邀提交書面意見或設計建議書。專責小組最後收到六十四份書面回覆，部分不但內容詳細，更包含了細緻的設計方案。

第二階段所蒐集的公眾意見，普遍支持採用可持續及平衡的方法，並明確支持創建一個具活力、低發展密度、高度綠化及暢達的新中環海濱。不過，個別關鍵的議題，如P2路、皇后碼頭等，社會則有不同甚至對立的意見。

意見整合論壇

專責小組認定公眾參與的目的，是要在社會上建立共識。因此，小組舉辦了一次論壇，邀請所有曾提交建議書的人士，進一步闡述建議，並邀請政府顧問、有關部門及社會人士，一同就各設計概念及建議作出整合。專責小組希望透過這個公眾參與的活動，消除社會對關鍵議題的不同見解，並根據收窄了的分歧，總結出新海濱的設計概念和建議。

在二〇〇九年二月二十八日舉行的意見整合論壇上，多位與會人士介紹了他們的設計建議；規劃署等政府部門和顧問也就技術可行性作出回應。各界就中環新海濱下列五個意見最紛紜的範疇，進行深入及有系統的討論，期望能達成共識：

- 將所有或大部分一號及二號用地的樓面面積，轉移至五號用地或其他地方，以減低樓宇的高度及體積；同時，取消二號用地的公共交通匯處，改以上落車處及巴士站取代；

- 將三號用地的出售土地分拆，確保土地業權分散；P1及D6路需重新組合，成為行人專用通道；同時於原本位置或鄰近位置，重建天星碼頭舊鐘樓；
- 復原愛丁堡廣場，並於原址重置皇后碼頭及於附近興建「內港」；
- 覆蓋東部道路建設；擴展香港藝術中心及香港演藝學院；將五號用地改作商業或酒店用途；
- 將P2路的闊度收窄，並引入單車徑和其他環保的交通模式。



圖一





圖二: 建議於原址重置皇后碼頭，並建造人工湖



專責小組對社會共識的建議

論壇後，專責小組經過討論，向政府提出以下建議：

一、避免於中環新海濱發展高層樓宇；一號及二號用地的樓面面積應重新分配到其他地方，例如五號用地。該處商廈發展可以支援新政府總部的需求，及連接新海濱與灣仔腹地；

二、移除二號用地的公共交通交匯處，以巴士停車處取代；

三、原址重置天星碼頭舊鐘樓；

四、大部分非官方的專責小組成員傾向原址重置皇后碼頭，並於其前方建造人工湖，湖濱土地則可供舉辦各種活動(詳見圖二)。少數成員及官方成員則傾向於海濱重置皇后碼頭。

五、設計一個綜合行人通道系統，通過香港演藝學院的延伸部分，改善海濱與灣仔腹地的連接。行人通道必須有足夠的空間及設計特色，容許舉行適當的活動，以豐富步行體驗，提升此地段的活力。

圖三: 修訂後的總網發展藍圖

討論及總結

中環新海濱城市設計的公眾參與歷時三年，是香港為期最長的公眾參與活動之一。在很多的議題上，各方均能達到共識，同時滿足技術上的限制和社會的訴求。

專責小組的建議最終幾乎全部獲政府接納，唯一例外是重置皇后碼頭的方案。社會也不能在此議題上達成共識。專業及保育團體堅持必須於鄰近大會堂的原址重置皇后碼頭；而社會人士則希望皇后碼頭能位處海濱。

為了縮窄兩者分歧，專責小組曾提供折衷方案，在原址重置皇后碼頭，並在碼頭前設置大型人工湖。但政府在考慮各方意見後，傾向於海濱重置皇后碼頭，故不接納有關建議。

圖三為經過漫長的公眾參與而修訂的總網發展藍圖。圖四為修訂後的中環海濱立面構想圖，以供比較。

經歷兩年多的參與及主持這項公眾參與規劃，我有兩項觀察，可供未來基建及規劃項目的公眾參與活動作參考：

第一，技術部門應於第一階段的公眾參與舉行研討會議，向各持份者及有意提供其他方案的團體解釋技術限制及提供數據。技術官員會有充足的時間知悉社會訴求，及時修訂方案，或就不能滿足的訴求提供技術原因。假若這類對話不能早期舉行，社會人士即使提出技術可行的方案，亦會因為時間緊迫而無法實行，政府會因而被指不能容納異議。社會將出現分歧，甚至激烈的抗爭。

第二，公眾參與的目的，是要建立社會共識，因此參與者應包含各界人士。可惜以往在公開論壇上積極參與討論的多屬壓力團體，一般市民及區議員往往因為缺乏準備而不能充分表達意見。政府曾以電話調查、訪問及區議會會議諮詢該類人士，但不同立場的群組，在不同地點、用不同形式各自表達意見，而不能建立社會共識。意見卡和訪問也欠缺積極的互動。我認為將來政府可考慮與區議會及地區團體合作，舉辦公眾論壇及工作坊，取代依賴訪問地區人士意見，以鼓勵地區組織同步均衡參與，從而建立社會共識。



圖四: 修訂後的中環海濱立面構想圖



Challenges on Harbourfront Planning and Enhancement Policy:

A lesson learnt from Stage II Public Engagement of Urban Design Study for New Central Harbourfront

Samuel Mok Cheuk-sum

Victoria Harbour is our most precious public asset. In response to public aspirations, the terms of reference of the Harbour-front Enhancement Committee (HEC) were amended in September 2007 to cover providing input to the Urban Design Study for the New Central Harbourfront (UDS).

In achieving this objective, the HEC formed a Task Group on UDS to give input and steer the UDS to Stage II of the public engagement exercise, conducted by the Planning Department. The Task Group's final report was submitted to the Government in August 2009 and most of the recommendations therein were adopted. Although there was public consensus on issues such as aspiring to a vibrant harbourfront, lower development intensity in harmony with the harbourfront setting, good connectivity, greening, a sustainable design and respect of cultural heritage, we can anticipate further challenges with respect to implementing the policy to meet the expectations of civic society; in particular, on cultural heritage preservation and commercial land use at the harbourfront.



Challenges of Policy Implementation

As compared with overseas cities like Singapore, Sydney and New York, harbourfront enhancement projects in Hong Kong are said to be piecemeal and lack coherence with adjacent developments. In addition, the progress of implementing these harbourfront projects is relatively slow. One of the reasons is that a significant portion of both sides of Victoria Harbour has already been, or is planned to be, developed as private premises. Moreover, it has been difficult for the Government to reach public consensus on policy initiatives of harbour development over the past few years. This has led to undue delay to the related infrastructure development and is detrimental to overall economic growth and Hong Kong's competitiveness. The following are identified as some of the major challenging factors for policy implementation:

i) Objections from concerned pressure groups

Understandably, the pursuit of "Progressive Development" as advocated by the Chief Executive involves striking a balance between economic development and environmental conservation. Different stakeholders or concern groups would have different agendas in mind. For instance, environmentalists may attempt to steer the policy towards their ideologies with a view to protecting the environment. Some cynical pressure groups may try to stall developments by means of judicial review instead of utilising existing channels to express their concerns. More often than not, these groups do not readily buy Government's proposals and the latter has to make painstaking efforts to lobby them and win them over. Lobbying takes time and inevitably slows down development.

ii) Influence from mass media

Over the years, the Administration has been facing increasing pressure from the mass media, which may amplify objections from society and arouse controversy against the Government's policy agenda. The demolition of the Star Ferry Pier and Clock Tower in Central in 2006 was a case in point. Although the demolition to make room for development of the Central-Wan Chai Bypass had been gazetted well before the works commenced – and the reclamation proposal had demonstrated fulfilment of the overriding public need test – the press mainly reported the process as lacking public consultation and that the public should oppose to the proposal.

iii) Influence from political parties

Like pressure groups, political parties and politicians have their own political agendas. While a vibrant harbourfront with good connectivity is the general consensus, individual projects may have different impact on different districts. In order to gain political mileage, some politicians may try to influence the policy-making process through protests and demonstrations, which makes it difficult to reach consensus on detailed town planning policy.

iv) Influence from private developers

Private developers may also affect the implementation of policies. In earlier rounds of public engagement in UDS, the two key sites in front of International Finance Centre were once designated for commercial use. However, the general public and some private companies suggested using it for green open space instead, with some commercial developers engaging their own professionals to conduct an alternative study on the feasibility of such counter-proposals. These suggestions were eventually incorporated into the Government's final plan for the new Central harbourfront, despite the implications on the supply of Grade-A offices in Central and the revenue foregone from the potential land sale.

v) Changing public attitudes on preservation

There is growing public aspiration for preserving historical buildings in Hong Kong. The calls for preserving Queen's Pier in 2007 suggested that the Administration should have due regard to the public sentiment towards heritage conservation and this could have significant impact on the policy planning on harbourfront issues. The Government should therefore strike a balance in its consideration of the development needs and public sentiments on heritage conservation.

vi) Bureaucracy within Government departments

Although the Development Bureau acts as a coordinated and centralised authority for harbourfront projects, other infrastructure projects are developed under other policy bureaux and departments. This may undermine strategic planning for the harbourfront.

vii) Technical constraints on port-related facilities

There are also certain constraints on harbourfront enhancement due to existing land uses or facilities along the Victoria harbourfront. These include port-related facilities, public utilities, military uses and privately owned harbourfront land. Existing roads along the harbourfront, such as the Island Eastern Corridor and the Kwun Tong Bypass, also limit the opportunity for harbourfront enhancement and affect the visual appeal of the harbourfront area. For privately owned port facilities, it would be difficult for the Government to relocate or set back their boundaries in the short to medium term, and would need more innovative ways to motivate private owners to operate.

Conclusion

In conclusion, we can acknowledge the difficulty involved in acquiring public consensus among stakeholders on policies of significant public interest, as seen through the harbourfront planning process of UDS. In this regard, it is crucial for policy makers to thoroughly explore the challenges involved in policy implementation in order to avoid deferrals which would be detrimental to overall development of Hong Kong.

New Central Harbourfront “CHarM leading on to UDS”

Ophelia Wong Yuen-sheung,
Deputy Director of Planning/District

Being the centrepiece of Hong Kong, the new Central harbourfront is designed with the community in mind.

The Central harbourfront is the gateway to Central's business district from Victoria Harbour, and the Central Piers and adjoining area play an important role in projecting the image of the harbour. To make the area more attractive, vibrant, accessible and symbolic in the future, a public participatory programme known as “Central Harbourfront and Me” (CHarM), the first of its kind for the Central harbourfront area, was launched by the Harbour-front Enhancement Committee (HEC) in 2005 to gauge the views of the public on enhancing the area.

The CHarM programme received positive response from the public with nearly 3,000 people participating in a series of events, including a brainstorming session, random surveys and interviews, a workshop, an exhibition and a public forum. Although the main purpose of the programme was not to formulate any concrete proposals for the area, the public's visions for leisure, tourism, transportation and commercial

functions as gathered in the programme were later incorporated into a Design Brief in 2006, which set out the design principles and guidelines for future planning and development of the area.



Urban Design Study for the New Central Harbourfront

The experience gained from the CHarM programme is valuable. In the subsequent Urban Design Study for the New Central Harbourfront (UDS), which was undertaken by Planning Department in 2007 at the request of the Town Planning Board (TPB), extensive public engagement was conducted. Compared with the CHarM initiative, the study area of UDS is considerably larger and covers the entire new Central harbourfront stretching from the existing Central Piers to the west of the Hong Kong Convention and Exhibition Centre extension, including the new reclamations to be completed under Central Reclamation Phase III and part of Wan Chai Development Phase II. The main objective of UDS is to refine the existing urban design framework, taking into account the Vision Statement for Victoria Harbour of the TPB, the Harbour Planning Principles and Harbour Planning Guidelines prepared by the HEC, the Urban Design Guidelines in the Hong Kong Planning Standards and Guidelines, and other relevant studies including the Design Brief prepared under CHarM. On the basis of the land use planning framework of the relevant Outline Zoning Plans (OZPs), a refined urban design framework for the new Central harbourfront, planning and design briefs for the key sites, and urban design control mechanisms are formulated to guide the future development of the area.

Community inputs to the study have been integrated through an open, transparent and collaborated public engagement process. A two-stage public engagement programme was conducted to provide platforms for various stakeholders to express and exchange views on the urban design of the new Central harbourfront and to foster consensus building on the design concepts of the key sites. Two independent consultants were commissioned to devise the public engagement strategy, to help organise various public engagement activities, and to collect and analyse public views in order to ensure impartiality in the public engagement process.

In October 2007, HEC set up a dedicated task group, i.e. the Task Group on UDS (TGUDS) to assist HEC in providing input to the study in relation to public engagement and the design concepts and proposals put forward in the study.

Stage 1 Public Engagement



The Stage 1 Public Engagement was launched in May 2007. Public views on the urban design objectives and issues were gathered until September 2007. During this period, a series of public engagement activities was organised, including a Focus Group Workshop (FGW) for the relevant professional groups and academic institutions, and a Community Engagement Forum (CEF) for the general public, relevant stakeholders, concern groups and public and advisory bodies. Consultation sessions and

briefings were also given to relevant public and advisory bodies. View collection forms were used to collect public views. The consultant had also kept track of discussions in the public media and the written submissions. A Stage 1 Public Engagement Report was published in February 2008. The clear aspirations as expressed by the public for a vibrant harbourfront, lower development intensity, better pedestrian connectivity, a lot of green and quality public space, sustainable design and a respect for heritage were taken into account in devising the design concepts of the key sites.

Stage 2 Public Engagement



With the advice and input from TGUDS, the Stage 2 Public Engagement for the UDS was launched on 11 April and lasted until the end of July 2008. TGUDS played a very active role in the whole exercise, providing valuable input not only in the public engagement programme, but also in the refinement of urban design concepts for the key sites. Compared to the Stage 1 Public Engagement, a wider range of public engagement activities was conducted in the Stage 2 Public Engagement. These included two large-scale public exhibitions, seven roving exhibitions around the territory, a FGW, a CEF, opinion surveys by comment cards, face-to-face interviews, telephone poll surveys, consultation sessions and briefings to all 18 District Councils and various relevant statutory, advisory and professional bodies etc. As a result, a total of 13,700 and 11,300 visitors visited the public exhibitions and roving exhibitions respectively, 1,872 comment cards and 64 written submissions were received, and 365 face-to-face interviews and 2,471 telephone interviews were successfully conducted.

A summary of the public views together with the Study Team's initial design responses was presented to and deliberated by TGUDS. TGUDS organised a Consolidation Forum in February 2009, which was well attended. The Consolidation Forum provided a platform for the public to present their alternative design proposals and the Study Team and concerned Government departments to clarify and respond, thus allowing a more in-depth public discussion on and consolidation of the major issues.

The issues raised at the Consolidation Forum were thoroughly reviewed by TGUDS. The recommendations of TGUDS were contained in the TGUDS Summary Report issued in July 2009, which was subsequently endorsed by HEC and presented to the Administration in August 2009. Although the Stage 2 Public Engagement took much longer than originally scheduled, partly to accommodate the thorough work of the TGUDS, the extra time was well worthwhile as much common ground was achieved. TGUDS has successfully bridged the understanding of the major issues and facilitated the finalisation of the design concepts and proposals.

In finalising the study recommendations, the Government has been able to address most of the concerns raised by the TGUDS on the design of the new Central harbourfront. Some key changes have been made correspondingly as recommended by TGUDS. For instance, the proposed use of Sites 1 and 2 in front of International Finance Centre II has been changed from office/hotel development to a vibrant, attractive and accessible low-rise civic node for public enjoyment of the harbourfront. The proposed development intensity of the two sites has also been reduced and the gross floor area redistributed to other locations. Details of the revised design concepts and proposals are contained in the Legislative Council Brief issued by the Development Bureau in November 2009. A report on the Stage 2 Public Engagement Public Opinion Collection Exercise was issued in December 2009.

Meeting Objectives

Reaching community consensus on planning and urban design of the new Central harbourfront is important but it is also a difficult task. With the advice and support of the HEC and the TGUDS in the study process, we are able to accomplish the following objectives in the UDS public engagement process:

- provide platforms for the public to share their views, comments and suggestions;
- enable the exchange of views between the study team and concerned Government departments and the stakeholders on the technical feasibility of alternative proposals and bridge understanding on the critical issues; and
- enable the Government to strike a balance among the interests of various stakeholders on various issues and finalise the design concepts and proposals for the new Central harbourfront.

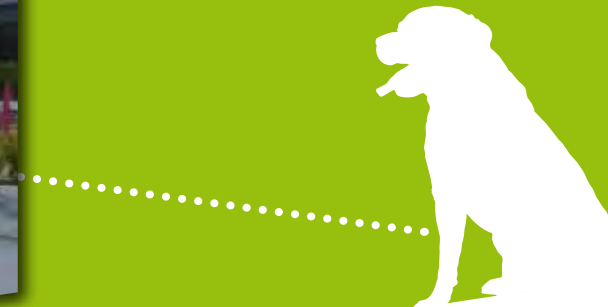
The development of the key sites in the new Central harbourfront will take time to materialise. We look forward to the continued support of the community in the detailed design and development process to accomplish our shared vision:

“To Create a Vibrant, Green and Accessible New Central Harbourfront that is symbolic of Hong Kong and that we are all proud of.”

A Bumpy Path towards Collaborative Planning – But We Made It! Reminiscing the HER Project and the Pet Garden

Leung Kong-yui, Chairman, Sub-committee on Wan Chai Development Phase II Review
Dr Ng Mee-kam

Victoria Harbour glittered outside the full-length glass windows of the senior common room at the University of Hong Kong. No one complained about the sun in a sudden cold spell. KY and MK met to discuss what they could contribute to the publication on the six years of work of the Harbour-front Enhancement Committee (HEC).



MK: I think the Harbour-front Enhancement Review – Wan Chai, Causeway Bay and Adjoining Areas (HER) project is a great story to tell. While its origin and end were similarly marked by a judicial review, the public sentiment was dramatically different.

The first judicial review in 2003 against the Government's reclamation plans in Wan Chai stirred a lot of public reaction towards excessive reclamation. It was also the prelude to the formation of the HEC and a courageous social experiment of collaborative planning. Thinking back to the HEC Chairman's remark in 2004 on how to engage the public on the Wan Chai Development Phase II (WD II) Review, he said there was a "cultural gap between the official and the unofficial members". What a perceptive statement!

The other judicial review in 2007 helped clarify whether "temporary reclamation" is "reclamation", but it produced little resonance among the lay public as they have been convinced through a thorough engagement process of the need for a certain amount of reclamation for the enhancement of the harbourfront and the Central-Wan Chai Bypass.

KY: Yes. A Sub-committee on Wan Chai Development Phase II Review was established under HEC to conduct a comprehensive planning and engineering review on the development, and I can recall the engagement model suggested by Citizen Envisioning @ Harbour (CE@H) (Figure 1). The process was not easy and a bit exhausting, but as a transport professional, I found the experience very rewarding.

MK: The model was good, wasn't it? We did have a very hard time when it first started, especially when the first "Public Engagement Kit" was released without prior discussion and circulation among the members of the Sub-committee. I wonder how you survived that intense week as Chairman of the Sub-committee.

KY: I was bombarded by the mass media every day. Harsh and intense accusations came from every possible corner, with some arguing that HEC was an institution set up to justify further reclamation by the Government. However, I remain grateful when I reflect upon the crisis then. Although some Sub-committee members appeared rather angry about the

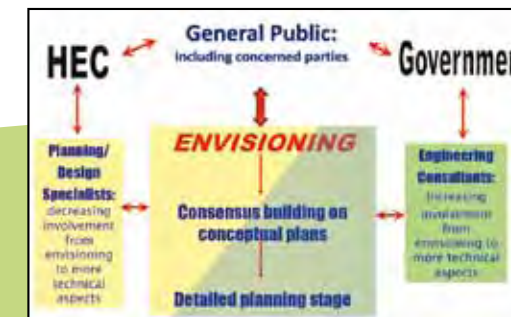


Figure 1: CE@H's proposed engagement model
(Source: Dr Ng Mee-kam, 2004, on behalf of CE@H)

matter, you were all very supportive of me as the Chairman. The HEC Chairman even called me to give his support. The Sub-committee remained committed to continue the efforts on implementing the tripartite partnership between the Government, private sector and civil society organisations in collaborative planning. That first "Public Engagement Kit" was eventually withdrawn and unofficial members explained to the media the innovative planning approach that HEC was then experimenting with. I think we did turn the crisis into an opportunity, thanks to the understanding of the unofficial members, the cooperation of the Government and the shared vision of producing a dynamic and vibrant harbourfront for the betterment of Hongkongers.

MK: I must say that your "sacrifice" and the Sub-committee's determination to continue with the experiment was a turning point in the whole process.

KY: Yes, the whole experience can be seen as a blessing in disguise. Without the hiccup, perhaps we would not have learned so much about the importance of having a capacity to embrace differences and to be willing to compromise for a larger good in the collaborative planning process.

MK: But things weren't all bright and smooth after that. There was still a lot of debate about the need for the Central-Wan Chai Bypass. I am sure you would agree that the setting up of the Expert Panel on Sustainable Transport Planning and Central-Wan Chai Bypass was another key milestone of the HER project.

KY: Yes, certainly. By setting up the Expert Panel, we succeeded in combining public engagement with professional inputs to resolve a planning problem. I must admit that people were concerned about who would serve on the panel. We tried very hard to make sure that the panel would have professional standing and that their views would be respected. We eventually had transport experts from three local universities and a transport expert from Imperial College, London, as well as representatives from three respected professional institutes.



MK: Professional input and good science are very important, especially in the face of controversies. The bringing in of experts also echoes the CE@H model of engaging both the general public and the experts.

KY: The Expert Panel did a wonderful job in assessing the need for the bypass. Though I did not attend all their working meetings as I deliberately tried not to influence their views, I understand that they worked with the Government, using various specific data to model results of different scenarios. No one would question their professionalism.

MK: Yes, I do remember that. We had a Transport Expert Forum to come to a verdict on the bypass on a Saturday afternoon and we had a full house. The experts produced a very convincing report in the sense that it not only endorsed the need for the bypass, but went further to echo the general public's sentiment that the bypass should only be one among a number of other solutions to ensure the development of a sustainable transportation system in the area. I think the Report of the Expert Panel was well received across society, from lay persons to mainstream professionals.

KY: There is a small story about the Wan Chai waterfront and indeed the later Pet Garden that you may not know.

MK: Yes, during the engagement activities, we learned that some of the community members would like to have a park where they can bring their pets. The question was where we could put it!

KY: The former Public Cargo Working Area (PCWA) in Wan Chai was always seen as a typical example of incompatible land use along the harbourfront. Although the PCWA was

vacated well before the establishment of HEC in April 2004, the vacant site was not open to the public. The first time HEC (or rather the WDII Review Sub-committee) members could enter the site and enjoy the waterfront was on a “Harbour Walk” on 22 May 2005, which was organised during the HER Project Envisioning Stage. The Government then gave a few reasons for not opening this site: it had been reserved as a demonstration site for the World Trade Organisation Ministerial Conference 6 (WTO MC6) held in December 2005; availability of the site would only be short-term as it would soon become part of the work site for the Central-Wan Chai Bypass Project; and the site was enclosed by the waterfront on one side and Hung Hing Road on the other with no pedestrian access.

MK: Oh, I still remember how the Korean farmers jumped from the vacated PCWA into Victoria Harbour. However, WTO MC6 was over by 18 December 2005. The second reason was also not convincing, as the Government was then willing to set up a temporary promenade in West Kowloon Cultural District for only 18 months! Pedestrian access was a real issue though.

KY: In order to learn from others' experience in enlivening the waterfront, I walked along the River Thames in London many times. Once, I was at a river facility which was "caged in" to allow limited access. I thought that was a wonderful example of sharing the use of space between the facility provider and the waterfront users. I took a picture (Figure 2) to show it to the WDII project manager, L T Ma (now Director of Water Supplies). The access problem was eventually resolved, opening up the opportunity of providing a pet garden.

MK: I have a vague memory of an architect coming to one of our meetings.

KY: His name is Raymond Fung whose work for the West Kowloon Temporary Promenade project won a lot of applause from HEC members. Raymond suggested pets as the theme for this project, as the Society for the Prevention of Cruelty to Animals was just around the corner from the site and, I was told, he is also a keen pet lover!

MK: Yes, I remember that Raymond's design was very well received by the WWII Review Sub-committee. This is really a great story to tell: how individuals can make a difference by literally taking an extra step.

KY: Mrs Carrie Lam, in her capacity as the Permanent Secretary for Home Affairs, officiated at the opening of the Pet Garden on a bright and warm Sunday in April 2007, exactly three years after she established the HEC. The Pet Garden was finally closed in January 2010. It had been in service for 33 months instead of the 18 months as originally planned, and perhaps pet lovers should thank the judicial review by the Society for Protection of the Harbour on temporary reclamation!



MK: As a planning theorist, nothing is more valuable than having an opportunity to practise one's belief. I think we have a lot of lessons to learn from the HER project. The creation of HEC provided a unique platform for different stakeholders to deliberate on issues, even in the face of conflicts or politics. Yet, the functional working relationships allowed trust and mutual learning to emerge and grow, turning crises into opportunities for overall capacity building. We have also learned how to combine engaging the public with the experts in order to work out something that was agreed and respected by the various stakeholders.

The HER project has led to cultural changes among Government officials, private sector representatives, civil society activists and the general public. I guess people now realise that every single individual matters and that we, whether just a lay person or a well-trained professional, can all make a difference!



Figure 2: One way of sharing the use of space
(Source: Leung Kong-yui)

The Kai Tak Experience:

A Showcase of Consultation, Collaboration and Consensus

Eric Yue Chi-kin, District Planning Officer/
Kowloon, Planning Department

Kai Tak Planning Review – A New Approach to Plan with the Community

Situated by Victoria Harbour, Kai Tak Airport has always played a significant role in the development history of our city. Before the relocation of the airport, the planning work for the future uses of Kai Tak had already begun. Based on a Feasibility Study completed in 1998, a “city within a city” scheme, which proposed reclamation of about 300 hectares, was developed. A revised scheme with the vision of “Environmentally Friendly City” was formulated in 2001 and the reclamation area was reduced to 133 hectares to address public concerns. Nonetheless, a court case over the interpretation of the Protection of the Harbour Ordinance resulted in the Court of Final Appeal’s judgment in early 2004 against further reclamation in the harbour, unless the “overriding public need” test was met. The Court’s decision meant that a further review of the development scheme for Kai Tak was required to ensure compliance with the legal requirement.

The Planning Department commissioned the Kai Tak Planning Review (KTPR) in July 2004, with an aim to prepare a new development scheme for Kai Tak with “zero reclamation” as the starting point.

KTPR adopted a new approach in engaging the public that involved a clear, transparent and extensive public participation process in three different stages. The first stage mainly focused on “vision building” for the future Kai Tak to let all stakeholders set the study agenda together. The second stage proceeded with elaborate discussions on various development options, in which the public assessed different Outline Concept Plans. In the final stage, the overriding development concepts were drawn up to formulate a Preliminary Outline Development Plan for community-wide discussion.



HEC's Contributions on Consultation and Collaboration in Reaching Public Consensus in the KTPR

Institutional Change – Developing Partnership

The Harbour-front Enhancement Committee (HEC) played a significant role throughout the KTPR. It built a partnership with the public in the pursuit of a shared vision and in realising the community’s desire for a quality environment in the city. The public consultation was not led by the Government, but a diverse mix of representatives drawn from various professional institutes, concern groups, the business sector and academia, reflecting the impartiality of the process. Relevant Government departments played the supporting role in providing technical and professional advice.

To allow a more focused and consolidated effort in managing the planning process of Kai Tak, the Sub-committee on South East Kowloon Development Review (“the Sub-committee”) of the HEC, chaired by the late Dr Chan Wai-kwan, was formed in July 2004.

The Sub-committee’s contribution was instrumental in the public engagement process by forming different channels for direct dialogues between the Government, the public and within the community. Over the course of a two-year public engagement exercise, the HEC not only acted as an advisory body reflecting public views to the Government, but also served as a proactive key player in steering the engagement activities. This helped to induce an environment for free-flowing discussions amongst parties concerned.

With HEC’s support, the public participation programme was driven from bottom up. Community members initiated their own engagement activities to mobilise community-wide participation in KTPR. For instance, the Kwun Tong and Kowloon City District Councils formed Sub-committees to focus on the Kai Tak Development, as well as organised technical tours to focus on specific concerns. Professional bodies launched the “Kai Tak Urban Design Competition” to arouse greater community interest towards the Kai Tak project, drawing on the community’s resources in this joint effort. These initiatives fostered civic responsibility and community ownership of this important project.

Consultation and Collaboration - From Different Angles and in Different Ways

Members of the Sub-committee held numerous meetings to examine ways to arouse greater interest in KTPR. These crystallised into a collaborators’ meeting, workshops, guided tours to Kai Tak, and thematic discussion forums.

Under the leadership of the Sub-committee, a variety of public forums and briefing sessions were conducted to seek the community’s visions and aspirations for Kai Tak.

An event was also organised for the general public at the tip of the ex-airport runway, which allowed participants to experience the Kai Tak site and discuss major issues including the development of a Multi-Purpose Stadium Complex, Cruise Terminal and Kai Tak Approach Channel.

A variety of relevant information was made readily available to help the public formulate informed views and contribute effectively and constructively. Background materials, study reports, consultation digests and information pamphlets, a study website, a roving exhibition, a physical model and a 3D computer model were used in the process.

The Sub-committee successfully empowered different sectors of the community to initiate change. Members of the community collectively devised ways to integrate the proposed developments in Kai Tak with broader community goals. The process also enhanced communication amongst different stakeholders, which once had conflicting agendas, to explore the scope for mutual awareness and develop consensus.

Reports were compiled at the end of every stage of KTPR, summarising the public’s comments and the responses from the Administration. This served to sustain stakeholders’ interest throughout the engagement process.

Public Participation

Stage 1

- 3 Public Forums
- 1 Community Workshop
- 1 Kai Tak Forum

Stage 2

- 1 Public Forum
- 3 District Forums
- 3 Topical Forums on complex issues such as Kai Tak Approach Channel, Multi-Purpose Stadium and Cruise Terminal
- 1 Kai Tak Forum

Stage 3

- 1 Public Forum
- 3 District Forums

Public Forum Participation

Stage 1

- 500 participants
- 23 panelists
- 25 registered presentations

Stage 2

- 38 panelists
- 107 speakers from the public

Stage 3

- 20 panelists
- 74 speakers



Consultation and Collaboration - From General to Specific

As the KTPR progressed, the public's input progressively evolved from being broad-brushed and generalistic to being focused, in-depth and site-specific.

There are several major anchor projects in Kai Tak, including the Multi-Purpose Stadium Complex, the Cruise Terminal and the Kai Tak Approach Channel. Their locations required in-depth consideration and topical forums were held at Stage 2 of KTPR to discuss this matter. Due to the special nature of these facilities, experts were invited to these topical forums to share views with participants. The final siting of these facilities blends the views and needs that were floated in the process.

For instance, the waterfront location for the Multi-Purpose Stadium Complex allows it to become a new icon in the harbourfront area. It also benefits from the proximity to two future railway stations on the future Shatin to Central Link. Patronage to the stadium would readily add to the non-peak capacity of the railway line. The proposed location also allows easy access for pedestrians from adjoining districts.

The location of the Cruise Terminal at the runway tip is the best solution in meeting the considerations and technical requirements of the site, including adequate water depth, turning basin and landside developable spaces.

In resolving the odour problem of the Kai Tak Approach Channel, a number of the proposed measures were recommended after consulting independent academics of local universities. The Kai Tak Approach Channel is largely an enclosed channel. A 600m opening at the former runway will be created near the end of the Approach Channel to improve water circulation and hence water quality. To maintain the configuration of the historical runway, a piled deck will be provided above the gap. While the deck is not designed to support a large superstructure, it offers a precious opportunity to provide a sizeable park with ample greening, which can alleviate the heat island effect and serve as a large, green waterfront area for public enjoyment.

Consensus Building on Shared Vision and Desired Proposals

The informed and focused dialogues among various stakeholders helped not only to enrich the planning of the Kai Tak site, but also to address issues such as connectivity with its adjoining old districts and along the waterfront.

For example, the community's discussions and comments precipitated the provision of an underground shopping street in Kai Tak to serve as an integral pedestrian link with the adjacent neighbourhoods of Kowloon City and San Po Kong. The community's urge also gave the Government a push to relocate the Kwun Tong Public Cargo Working Area, which impedes the continuity of pedestrian access along the harbourfront.

To reduce vehicular traffic and promote a pollution-free environment, the public suggested the use of environmentally friendly transport in the Kai Tak area. As a result, the Kai Tak scheme proposes to build pedestrian crossings and to construct an Environmentally Friendly Transport System that would also enhance the connectivity between the new and the adjoining neighbourhoods.

Another key community concern raised was the issue of air ventilation. In response, the Kai Tak development scheme has incorporated site coverage restrictions to prevent podium-type developments. Amenity facilities will also be provided at strategic locations for better ventilation, openness and landscaping.

The success of Kai Tak's public engagement process lies in the Sub-committee's dedication and abiding interest in being an active listener and moderator. With considerable input from the Sub-committee, a multitude of creative ideas and fruitful discussions emerged from participants. The Kai Tak experience exemplified a participatory approach, initiated through an open, transparent, inclusive and participatory engagement process; also serving to nurture capacity building of citizens and to strengthen community cohesion based on trust, mutual understanding and respect.

Lessons Learnt from the Overall Kai Tak Planning Experience

A successful plan should not only be judged by the product, but also the process. From the outset, a "Planning with the Community" approach was adopted to ensure a multifaceted engagement process that involved the general public as our partners in devising the development scheme through consensus building. The new Kai Tak Outline Zoning Plan (OZP) is evidently one that was developed from a shared vision for a "Distinguished, Vibrant, Attractive and People-orientated Kai Tak by Victoria Harbour". This vision guided our future development and reaching out to the community brought trust, respect and legitimacy to the planning process.

Throughout the KTPR, the Sub-committee helped to realise our spirit of "Planning with the Community", in which stakeholders could be involved, enjoy, and learn.

The HEC was an important vehicle for the public to voice out their views and served as an effective platform to promote public participation and enhance communication with stakeholders. Dr W K Chan, the late Chairman of the Sub-committee, wrote an article in 2007 on his experiences of working with the civil society through Kai Tak and remarked that "there was a high level of intelligence amongst members of the public in which many were able to appreciate the complexity of planning issues involved, as well as to articulate rational and constructive opinions".

The consensus gathered through the KTPR and the success of the programme is reflected by the public's response to the relevant OZP. When the Kai Tak OZPs (S/K19/1 & S/K21/1) were initially exhibited for public comment in 1998, a total of 803 objections were received. After the two-year extensive public engagement exercise, a Preliminary Outline Development Plan was prepared to

serve as the basis for a new draft Kai Tak OZP (S/K22/1). When the new Kai Tak OZP was gazetted for public comment in 2006, only 47 public representations were received. This reflected the public's support and recognition of the new Kai Tak OZP as many ideas gathered through the KTPR have been adopted and factored into the Plan.

KTPR was a pioneering study in public engagement, which has been adopted for future planning studies commissioned by the Government. In recognition of the comprehensive engagement exercise undertaken, the KTPR was awarded with the Certificate of Merits in 2009, bestowed by the Hong Kong Institute of Planners. Moreover, the Kai Tak planning process and the recommended development proposal were exhibited at the Hong Kong & Shenzhen Bi-City Biennale from 9 January to 15 March 2008. Its merits were also showcased in tours and roving exhibitions whereby insights were shared with other cities like Melbourne, Shanghai and Beijing.

Concluding Remark

The late Dr W K Chan's presentation in the Harbourfront Enhancement Out of Public Engagement (HOPE) symposium in June 2007 sums up our "Planning with the People" approach:

People-planning = ownership through participation
People-planning = multi-stakeholder cooperation
People-planning = problem resolution through mutual understanding
People-planning = problem solving, capacity building and social capital

People-planning should be fun and innovative
People-planning works
People-planning is not "completed" – A living planning process



We believe that opportunities should be taken to develop harbourfront sites (pending permanent development) for quick-win enhancement to promote public enjoyment of the harbour.

我們認為，應爭取機會為有待長遠發展的海旁用地推行短期優化措施，令公眾可盡早享用維港。

CHAMPIONING QUICK-WIN OPPORTUNITIES

支持推行短期優化措施



月映長堤伴維港

海港計劃檢討小組委員會主席吳永順

西九龍海濱長廊，在二〇〇五年的中秋前夕啟用了。

這是共建維港委員會推動下建成的首個臨時海濱長廊。

追月夜，天公造美，筆者踏上了這片填海土地，沿着蜿蜒千米的七十個三角形藝術燈箱及鋪上木地板的長堤漫步，在微風中靜聽海浪，在月映中擁抱維港，不禁思索着這醉人景色的過去、現在、將來…



數十年來，維港伴我成長，兩岸的面貌卻不斷改變。童年時的教科書寫着：「香港地少人多，須要移山填海」。不停地填海，興建高樓大廈、道路、天橋、海底隧道，不是印證着香港的繁榮發展，經濟起飛；標誌着這國際級城市的地位嗎？

也許是物極必反，也許是港人的價值觀改變了。過往的想當然，甚至是引以為傲的持續發展，填海、築路，再起高樓，再填海，再築路的循環忽然被市民叫停。取而代之的，是反對填海，反對築新道路，反對高樓大廈，反對為賣地而破壞天然歷史遺產，甚至以法律訴訟去制止繼續填海。這一百八十度的轉變，相信連官員們也曾大惑不解。

只知道，今日的維港，仍未完全屬於市民；對比世界級海港，還有一段距離。

澳洲悉尼海港，舉世聞名。沿岸坐落不少著名地標，包括外形獨特的悉尼歌劇院，以及悉尼大橋；保留大量歷史建築轉營為娛樂設施的岩石區(The Rocks)；結集購物、飲食、遊樂場及博物館群的旅遊景點達令港灣(Darling Harbour)。這些地方引人入勝之處在於其無比的生命力，海港就如一個既有文化氣息，又可吃喝玩樂的天地。

新加坡河兩岸的駁船碼頭(Boat Quay)及克拉碼頭(Clarke Quay)，是個生氣勃勃的古蹟保育區。舊式唐樓成為酒吧餐廳商店，河畔就是露天茶座。各式的藝術雕塑亦擺設在長廊及廣場間。這裏經常遊人如鯽，好不熱鬧。

優秀的海濱設計，比比皆是。反觀維港沿岸，海是填了，地是多了，市民與海港的距離卻愈來愈遠。高速公路將海旁與舊區切割成兩片互不相干的地塊。要抵達海旁，你得跨過十數條行車線，然後卻發現佔據海邊用地的是貨物起卸區、貨倉、泵房，或是阻礙通道及視野的圍欄。以架空天橋形式興建的東區走廊，雖帶來交通方便，卻成為大煞風景的維港景觀障礙物。

維港最後的填海，是優化海港的契機。道路應以隧道形式興建，不必霸佔珍貴的土地。不要再建高樓，以免阻礙景觀及加重交通負荷，到時又成為再填海的「凌駕性公眾需要」的藉口。

延綿不絕的海濱長廊讓市民漫步、緩跑、騎單車，近距離地飽覽維港景色固然是賞心樂事，但要成為真正的活力海港，不是鋪了地磚種幾棵樹便算，還要有足夠的設施及活動吸引人流。一些低密度的建築物如博物館、商舖、餐廳、遊樂設施等，都可成為活化海濱的元素，更不妨引進水上活動，如帆船、划艇、釣魚等。當然，海旁的可達性及與社區的連繫亦非常重要。

在西九長堤，有大草地可供市民隨意躺臥，坐椅都是二手貨，辦公室和洗手間都是由舊貨櫃改裝而成，非常環保。木地板印上了手印和市民簽名，燈箱又可讓藝術家作畫，充分表現了委員會極力推崇的「公眾參與」概念。

一輪明月下，筆者體會了建築師的心思意念，為「還港於民」踏出了第一步。

寫於二〇〇五年中秋

讓觀塘動起來的海濱長廊

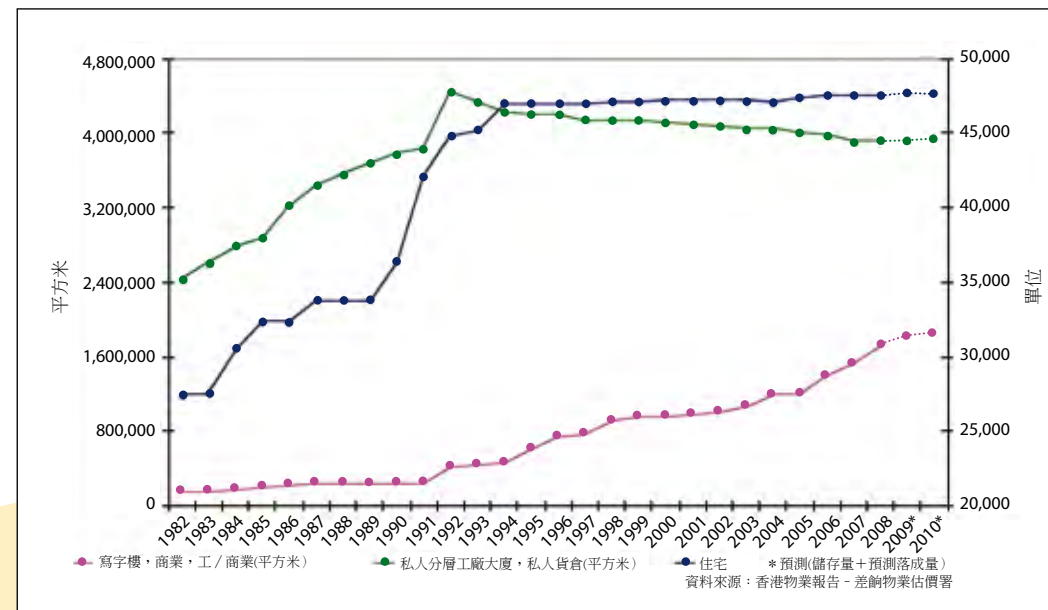
余錦雄



六十至七十年代觀塘鳥瞰圖

我幼年時居住在觀塘，正好見證「她」在六、七十年代的迅速發展。觀塘開發的初期，交通不太方便，是個人跡罕至的地區，直到六十年代中期，才慢慢有較多巴士線開辦。五十年代末至六十年代初，政府致力開發衛星城市，觀塘亦順理成章成為香港第一個新市鎮及工業發展區。

那時候的工廠多集中於沿海位置；不久其他地區的居民受到市區重建的影響，被安置到當時遠離市區的觀塘。這些被迫遷置的新居民為當時的廠家提供了豐富的人力資源，成為觀塘工業發展的重要元素，亦使觀塘成為了工業家夢想中的大型工業邨。



圖表一：私人住宅數量，工業/廠房及商業/寫字樓面積

經歷了大半個世紀的沖刷洗禮，觀塘由一個荒涼的海灣，蛻變成九龍東部的核心。在短短十數年間，我親眼目睹了觀塘的不少變遷：昔日的工業大廈，變成了大型購物中心；從前的工友食堂，陸續由新式的中高檔餐廳食肆取代。從數據上亦可以看到工業在觀塘的重要性（見圖表一）。

舊有的觀塘海濱和海旁一帶設置了多間廢物回收廠、臨時貨物裝卸區及其他環境較差的臨時設施。由於欠缺妥善規劃，觀塘區居民過去一直受到這些設施所產生的污水、噪音等污染問題所困擾。這不單妨礙居民享用坐擁維港景觀的海旁休憩設施，更嚴重影響觀塘區的整體長遠發展。由於觀塘一帶的土地是由填海得來，九龍灣至茶果嶺一帶的海濱，就最能帶出觀塘工業區的獨有填海韻味。政府近期的各項措施，銳意改善觀塘區的面貌，加快美化社區環境，令觀塘貨物裝卸區變身為環境優美的海濱長廊，實在令人鼓舞。

為了保護這優美的海岸線，政府擬興建全長約三公里的海濱長廊，將現時的貨物裝卸區變身為一觀景長廊，配合觀塘舊工業區及啟德新區的總體規劃，把觀塘區的海岸建設與東南九龍發展相互融合，打造一個集觀光及休閒娛樂於一身，適合不同年齡階層的多元化旅遊景點。這項目充分善用觀塘海濱的地理優勢及發展潛力，提升觀塘區居民的生活質素，亦能同時保護珍貴的原有海岸線，免受非必要的填海破壞。



白天的長廊



晚上的長廊

經過政府與社會各界為活化觀塘工業區的長時間共同努力和合作，位於觀塘海濱道的第一期海濱長廊於今年一月十六日正式開幕。長廊座落於觀塘繞道下，鄰近巧明街及駿業街的工廠大廈，全長大約二百米，佔地約零點七公頃，耗資約一千九百六十萬元。

長廊的南面入口處設有廣場，配合其兩邊臨海、接近人流的優越位置，再加上極具特色的塔式地標，能適合用作多種不同用途的活動空間；而長廊的中央位置則設置可容納多至二百人的活動及表演場地，適合作舉辦各式各樣小型戶外文娛表演活動；海濱長廊的北面，設有健身園地及兒童遊樂區，再配以涼棚及由草坪或樹木等植物覆蓋的綠化園景，並利用綠化屏障分隔旁邊的公眾貨物裝卸區，達到美化環境的效果；主體則為一條二百米長的木甲板式觀景長廊。由於長廊享臨海之利，其西南面正面對着維港，讓遊人能輕鬆欣賞啟德發展區、尖沙咀及中環一帶的怡人景緻。



白天的塔樓

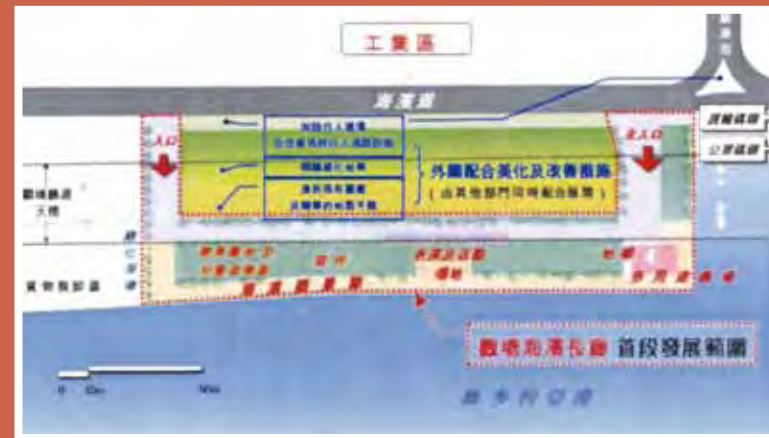


晚上的塔樓

長廊最特別之處是一座地標式的塔樓，其設計意念來自原址碼頭上一疊疊失衡及扭曲形態的回收廢紙，塔樓令長廊產生了富戲劇性的動感，反映了廢紙回收業在長廊前身的觀塘貨物起卸區內的歷史，亦表達了向廢紙回收業多年來在香港環境保護上所作貢獻的一份致意。塔樓內部特別配置了不同顏色的燈飾，晚上會隨着音樂而變色閃動。地上散射出來的水霧，配合長廊地燈各種顏色的變化，營造了充滿繽紛色彩的环境，亦正正體現了觀塘於改變前後的動人神韻。

根據《啟德分區計劃大綱圖》，觀塘海濱花園共分兩期：第一期是整個啟德發展計劃的其中一個休憩用地項目，這段海濱長廊將來會連接茶果嶺及啟德新發展區，以滿足市民對於優化海濱的期望，並為活化觀塘已發展地區注入一股全新的動力；第二期啟德至觀塘段長七百米的的海濱長廊工程，計劃於觀塘公眾貨物裝卸區停用後開始進行，與第一期串連成全長約九百米的海濱花園長廊。

觀塘海濱長廊為觀塘這地區增添了不少生氣，但每當談到香港的海濱長廊，市民通常只會聯想到北角的海濱長廊或中環至上環的架空行人道路長廊，甚至備受關注的未來西九龍海濱長廊，而很少人會聯想到九龍東的觀塘海濱長廊。要是有一條海濱長廊由觀塘延伸至西九龍一帶，與目前已有的一段最吸引市民及遊客的尖沙咀海濱長廊相連接，東接鯉魚門的海濱長廊配合舊啟德機場興建的大型郵輪碼頭，形



資料來源：觀塘區議會文件第76/2008號



成一道與港島東區海濱長廊遙相呼應的長廊，把九龍東、西部連成一體，我相信必會令九龍東與九龍西的發展格局取得更佳平衡。

可以想像得到，當這個充滿理想的九龍海濱長廊完成後，配合盡覽中環美景的尖沙咀海濱，融合未來西九文化中心的氣質，構成整個維港獨特的壯觀景緻，勢將大增東方之珠對世界的吸引力。

在發展及伸延東西海濱長廊的同時，亦可考慮增添緩步徑和單車徑等相輔設施，讓市民及旅客既能一邊感受不同地區的環境風貌，一邊飽覽一望無際的維港景色，再配合綠化工程，為市民締造一個更休閒舒適的假日消閒好地方。

另外，在海濱長廊沿線的一些原有歷史建築物，如馬環村天后廟、求子石以及茶果嶺的天后宮等，將令東西的海濱路段觀光長廊加添歷史色彩，成為吸引遊客的新景點。

但要實現以上的構想，現階段仍存在着一定障礙。首先，紅磡區的維港中心至土瓜灣海心公園的一段地方，特別是漁人碼頭及青洲英

泥碼頭的位置，由於屬已發展成高級住宅區的私人物業地段，居民是否樂意於這些私有臨海土地建設一條公眾海濱長廊，有賴宣傳及有關方面積極配合，才有望令九龍東西海濱路段得以順利連接；另外，九龍城碼頭一帶，現時為驗車中心及汽車渡輪碼頭，這些設施屬於政府擁有，政府需要研究將這些設施往後移或者搬遷，騰出空地配合海濱長廊的工程。要是這些問題都能徹底解決，東九龍，特別是觀塘，不難成為一個新興旅遊的景點。

Kwun Tong Promenade Stage 1

Mak Chi-biu, Chief Engineer/Kowloon 2, Civil Engineering and Development Department
Li Ho-kin, Chief Architect/1, Architectural Services Department

A Waterfront Awaiting a Facelift

In its heyday as an industrial district, Kwun Tong had tens of thousands of people coming to work in the factories, which extended from the foothills to the harbourfront. A public cargo working area occupied about a kilometre of the seashore to support the manufacturing industries. Tons of cargo were loaded and unloaded every day. This was the vibrant old port of Hong Kong some fondly remember.

Nowadays, the Kwun Tong waterfront is very quiet and old-timers cannot help being nostalgic. Most of the manufacturing activities have relocated to the mainland and the factory buildings have been taken up by businesses that no longer need a cargo port next to it. Some of these buildings do not stand the test of time and have been redeveloped into state-of-the-art offices. While Kwun Tong is gradually undergoing transformation, the public cargo working area still occupies the kilometre of the seashore. Instead of being an outlet for traded goods, the facility now handles mainly used papers and materials for recycling.

When one looks to the future, the Kwun Tong waterfront will no doubt require a facelift as the district changes gradually into a business area.



The Kwun Tong Public Cargo Working Area

To Develop with Kai Tak

Being connected to the Kai Tak Development, the Kwun Tong waterfront is planned as a park more fitting with the new townscape. The 1.5km strip at the public cargo working area up to the Kwun Tong passenger ferry pier will become a promenade in the long term. A green shoreline in future, it will link the Kai Tak waterfront and the coast of Cha Kwo Ling. It will be one of the key harbourfront connections making a seaside stroll possible from Tsim Sha Tsui to Lei Yue Mun.

Turning the waterfront strip into a park will have to start somewhere. This is one of the first tasks for the Kai Tak Development, whereby projects are implemented to stimulate revitalisation of adjoining old districts. Following the plan, the promenade project will take some time to start, as existing uses are progressively decommissioned or relocated. We have yet another case calling for a quick-win solution.

Collaborative Efforts

Enhancement of the harbourfront is an initiative that has brought the society of Hong Kong together, culminating in the establishment of the Harbour-front Enhancement Committee (HEC) in 2004. Kai Tak Development is one of the projects in which the HEC has played a key role in terms of its planning process. Having facilitated consensus on the development plan, the HEC looks for opportunities to open up the waterfront for public enjoyment early, both at and adjacent to Kai Tak. The Kwun Tong waterfront is one of these places.



Kwun Tong Promenade Stage 1

When one looked closely at the public cargo working area, several vacant berths offered the scope to consolidate the space requirement while keeping the facility in operation. It would be a perfect opportunity to build a pilot 200m promenade at the Kwun Tong waterfront as a quick-win project. This prospect energised the community and various parties worked hand in hand to make it happen.

With the support of the Development Bureau, the Civil Engineering and Development Department arranged the HK\$19.6 million funding for the 200m-long, 30m-wide promenade. The Architectural Services Department designed and constructed the promenade and the Leisure and Cultural Services Department took up management of the facility. For better public access, the Transport Department and the Highways Department improved the footpaths, pedestrian crossings and parking facilities nearby.

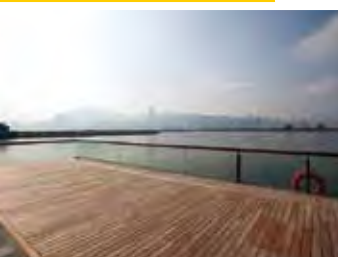
The Kwun Tong District Council fully supported the project and used its funds for minor works to fit out another 35m-wide dormant strip between the promenade and the road. This complementary effort opened up all fenced-off areas blocking public access to the promenade. In order to brighten up the space, which was mostly under the Kwun Tong Bypass, the Highways Department pitched in by painting the underside and columns of the structure.



Transformed cargo working area



Painting the Kwun Tong Bypass brightens up the place



Promenade features



Design inspiration

Promenade Design

Notwithstanding that it is a quick-win solution, the promenade features various facilities, including a children's playground, a multi-purpose plaza and seaside boardwalk. A performance stage and a spectator stand with 200 seats are provided for hosting events. There is also a tower landmark, which features music, special lighting and mist effects – staging a show in its own right at night-time.

The design of the tower and buildings is inspired by piles of compressed recycled paper and rusty barge cranes, a common scene at the site before redevelopment. Stacks of recycled paper in compressed cubic blocks scattered all over the area gave the impression of unstable and distorted forms, which creates a dramatic sense of dynamic instability. The architect adopted this idea of “dynamic instability” and the form of barge cranes in his design of the buildings in the plaza, in acknowledgement of the contribution of the recycled paper industry towards environmental protection in Hong Kong. The use of a rustic finish for the steelwork is also inspired by the barge cranes.

The buildings at the promenade are all made of steel, glass and wire mesh to create the feeling of light weight and transparency. At night-time, the special lighting of the multi-purpose plaza flashes along with music. The mist emitted from the ground of the plaza and the uplights along the boardwalk together create a surreal and romantic atmosphere. In summertime, the mist emission also cools the air and refreshes the tired souls of those in the vicinity.

The Winning Formula

There is wonder when people work as a team. Construction of the promenade took nine months to complete, fully reflecting the spirit of quick-win projects. Kwun Tong Promenade Stage 1 was opened to the public in January 2010.

The opening ceremony was officiated by the Secretary for Development, the Chairman of the HEC and the Chairman of the Kwun Tong District Council, together with the Directors of Civil Engineering and Development, Architectural Services and Leisure and Cultural Services, as well as the District Officer (Kwun Tong). This list enshrines the winning formula for harbourfront enhancement.

The Stage 2 Kwun Tong Promenade will come next. No doubt this future project will be tackled with similar collaborative spirit.



Opening ceremony

觀塘區議會嘉許信



Hung Hom Waterfront Promenade

Joseph Yung Cho-leung, Chief Engineer/Land Works, Civil Engineering and Development Department

A Stroll from Tsim Sha Tsui to Hung Hom

A seaside stroll from Tsim Sha Tsui to Hung Hom is short of the last mile. As people walk down the Hung Hom Bypass towards Whampoa Garden, they are confronted with a fenced-off waterfront. A 500m stretch is behind barbed wire awaiting development into a planned waterfront park. When that open space project is finally in place, it will offer a very nice route along the harbour to the Hung Hom Ferry Pier and beyond. Until this happens, people will have to live with a detour away from the seashore. It is a situation that needs to be resolved.



Hung Hom Waterfront Promenade: location



Quick-win of the Last Mile

The Hung Hom waterfront is one of the focus areas into which the Harbour-front Enhancement Committee (HEC) has channelled its efforts. Means to open up the precious waterfront for public enjoyment and to speed up implementation of harbourfront enhancement projects has been a staple item of meeting agendas. Where projects cannot move as fast as one would wish, opportunities for quick-win solutions are explored so that the public will have access to key locations of the harbourfront – even as a temporary measure. The Hung Hom waterfront will be opened up in this manner in 2011, while the permanent park development will follow.

This initiative has the full support of the HEC, Yau Tsim Mong District Council and Kowloon City District Council. The Civil Engineering and Development Department is responsible for the design and construction of the promenade, turning the fenced-off waterfront into a temporary promenade with greening and basic facilities. When the promenade is opened to the public, the Leisure and Cultural Services Department will take up the management role.



Hung Hom Waterfront Promenade: perspective view

This 20m-wide and 500m-long fenced-off bare ground will be transformed into a waterfront promenade with essential facilities for access and enjoyment. The public will be able to enjoy the amazing harbour view and sea breeze, and to view fireworks that light up the harbour of Hong Kong during festivities. Construction of the promenade is planned to commence in mid-2010 for completion in mid-2011.

Promenade Design

While the promenade will provide fairly basic amenities, it will be adequate to allow people to have a stroll or a jog, or to take a seat and absorb the great harbour view. There will be a couple of shelters for people to protect themselves from the sun or rain. A lawn along the back with some trees will provide a soft green strip softening the seashore. The design will tie in with the theme of the Greening Master Plan for Hung Hom – “Vibrant Heart”.

The waterfront walkway will be at least 4m wide all the way through. It will have a jogging trail alongside which is 2m or wider. The walkway and jogging trail will have different paving materials and colours for delineation, which will also be more pleasing to the eye. The colour tone will be reddish for both the walkway and the jogging trail – for visual unity – and will be in line with the “Vibrant Heart” theme of greening works in Hung Hom. A simple but modern style of design on other ancillary facilities such as lighting, railing and the rain shelter will be compatible with the adjacent Tsim Sha Tsui waterfront.

Using the same theme trees for greening works in Hung Hom, the promenade will be decorated with trees like *Ficus benjamina*, *Archontophoenix alexandrae* and *Spathodea campanulata*. Together with shrubs in colourful foliage and creepers, the greenery will not only provide shade but also screen the adjacent vacant land from view. Rather than creating a level patch of grass along the waterfront, the promenade design will put to trial a large undulating green lawn, allowing people to sit and walk on it.

The Link at Hung Hom

Upon completion in 2011, the promenade at Hung Hom will make available a prime harbourfront site for public enjoyment. The promenade will link up an existing footbridge connecting the Tsim Sha Tsui promenade in the west and the Whampoa Garden / Laguna Verde promenade in the east, forming a 4km continuous promenade.



Promenade design: section with rain shelter



Promenade design: section with large undulating lawn



Proposed planting



為政府項目出謀獻策

ADVISING ON
GOVERNMENT PROJECTS

The Harbour-front Enhancement Committee was tasked to advise the Government on planning, land use, development and enhancement of the existing and new waterfront areas.

共建維港委員會的職責，是就現有海旁和新海旁的規劃、土地用途、發展及優化計劃，向政府提供意見。

抽水站變身海濱公園

海港計劃檢討小組
委員會主席吳永順

上環港澳碼頭以西的海旁地帶，有一個海濱公園剛剛誕生。這個公園，由渠務署設計和興建。

渠務署和公園，兩者看似風馬牛不相及，原來背後卻有個故事。

為了解決上環區長期水浸的問題，渠務署要在維港海濱興建雨水抽水站，把低窪地區的雨水排放入海港。這個年頭要在海濱做建設，得先諮詢共建維港委員會。

設計要獲得共建維港委員會支持，便要通過《海港規劃原則》測試。渠務署建築師的第一個設計，是把抽水站建築物劃成長方形，這個方向不單佔地頗大，佈局又要與海岸線平衡，故會阻礙了從內陸望向海濱的通透感。

《海港規劃原則》由共建維港委員會制訂，其中一項原則是：「維港海旁地帶的規劃，必須令公眾能夠盡量享用海港及其海旁地帶，應盡量減少利用海旁地帶作基建發展、公用設施裝置和與海港規劃原則不符的用途。」即是說，馬路、泵房等都是影響公眾使用海旁的不恰當設施。

另一個原則，就是「應該透過充裕和暢通無阻及便利行人的觀景廊及(地面)通道，把維港海旁地帶與內陸地區整體地連繫起來。」

抽水站是基建公用設施，若建在海旁便是侵佔了公眾享用海旁的空間，是不恰當的做法。再者，橫向的設計也嚴重分隔海濱與內陸的連繫，不但阻礙市民通往海濱，更遮擋行人望向海濱的視野。因此，委員會認為，這個設計不符合《海港規劃原則》。

於是，委員問渠務署官員：「可不可以不建抽水站？」官員肯定地回答：「不可以，水浸問題嚴重，一定要解決。」委員又問官員：「倘若抽水站非建不可，可不可以建在海旁以外較為內陸的地方。」官員回答：「不可以。」

委員再問：「那麼可不可以把設施盡量放在地底，減少地面建築的體積？」「可不可以改變建築物的座向，增加通透感？」這一問，官員雖然面有難色，但答應會考慮。

渠務署從善如流把設計修改，於數個月後把修訂後的設計交給委員會審議。

這一次，貯水池及大量設施藏於地底，地面上建築物面積也大幅縮小，多出來的地面空間便變成公園。地面建築物的方向亦作九十度轉向，由與海岸線平衡改成與海岸線垂直，因此內街可全無障礙的直通海濱，從內陸望向海濱的視線不受遮擋，景觀也開揚了。

抽水站的設計終於過關，工程也順利展開已是三年多前的事了。

最近，海濱長廊和公園終於建成，並開放予市民使用。筆者亦獲邀與委員會成員往公園參觀。

公園面積不大，但有二百米長的海濱長廊和共五千七百平方米的綠化園景；還有小型廣場、寵物公園、卵石徑和太極園。地底就是一個容量達九千立方米的貯水池。唯一的地面建築是個泵房，天台是個綠化區。值得一提的是，泵房旁邊的太極園，其實是個年檢維修區，不過每年只用兩次。在過去，維修區就是維修區，為了方便部門管理，必定鎖上鐵閘，閒人免進。如今有關方面能改變思維，將其設計成公園的一部分，於不用維修的時間，開放給市民晨運、耍太極，落實讓公眾盡量享受海旁的理念。

抽水站的建成，解決了中上環水浸問題，市民也得到一片海濱休憩用地，誠然是個雙贏的結局。渠務署的官員也對完成這項突破框框的渠務工程感到自豪。

由此可見，官民合作成就了公園的誕生。雖然這個細小海濱公園不是什麼偉大的城市地標，卻衝破了政府部門各家自掃門前雪的一貫思維，成為實踐「還港於民」的一個重要里程碑。





一個(碼頭)都不能少

海港計劃檢討小組委員會主席吳永順



填海爭議擾攘多年，公眾對維港兩岸土地要求已有共識。交通暢達、充滿綠化和延綿不絕的海濱長廊，正是市民引頸以待的夢想。可是，要落實活化維港海旁，絕不能靠單一政策局或部門便可成事。

在共建維港委員會海港計劃檢討小組委員會會議中，就有這樣的一項討論。

位於港島西區的副食品批發市場，由漁農自然護理署（漁護署）管理。市場臨近維港海濱，前面有五個碼頭，由於以船隻運送貨物的需求減低，漁護署只使用其中一個碼頭以卸載魚類產品，其餘四個唯有丟空。二〇〇七年，審計署批評碼頭空置浪費資源，敦促漁護署找尋途徑以善用和活化四個空置碼頭。

於是，各政府部門便組成工作小組，以便為碼頭找尋新用途。小組包括了來自漁護署、政府產業署、土木工程拓展署、海事處和建築署的官員。

產業署四出向各政府部門邀請接管空置碼頭，卻換來冷淡的反應。產業署認為維修保養碼頭費用高昂，公開招標作商業用途並不可行。有人提議用作停車場，但運輸署認為該處風高浪急，基於安全理由，並不支持。

有區議員提議，不如改作公眾休憩用地。但又有部門說，由於附近仍有一個碼頭在使用中，把地方改成公園讓市民進出會構成危險。



事件拖拉超過一年，部門各自為政，你推我讓。兜兜轉轉，還是沒有結果。

終於在無人問津的情況下，漁護署唯有向共建維港委員會徵詢意見，問碼頭該如何處置？並提出若然無人接管，便把四個碼頭拆掉，更稱拆掉碼頭是合乎《海港規劃原則》。

委員們都吃了一驚：「拆掉碼頭？萬萬不能。」「難道海旁土地長期空置便要把它挖走？」

要知道，因受《保護海港條例》的限制，碼頭拆了便難以重建。政府要做的，就是統籌各部門，把碼頭從漁護署收回，按《海港規劃原則》重新規劃作公眾休憩用途，然後落實建設。

最後，委員會反對清拆碼頭的建議。

因此，行政長官在二〇〇八年《施政報告》承諾由發展局統籌各部門，有效落實海濱計劃，實在值得支持。



LIAISON AND

聯繫與合作

COOPERATION



The Harbour-front Enhancement Committee collaborated with external parties from time to time to organise public engagement activities. It also proactively visited overseas waterfronts to learn from their experiences.

共建維港委員會不時與外間機構合作，舉辦公眾參與活動，亦主動遠赴外地的海濱考察，以汲取經驗。

北角汀綜合發展城市設計概念比賽

劉興達

前北角邨是香港屋宇建築委員會(房委會前身)於一九五七年完成興建的香港首個公共屋邨，它的落成不單啟動了香港政府的「廉租屋」計劃，長遠改善低收入人士的居住環境，更大大帶動了當時北角區的發展。完善的社區設施加上因屋邨的成立而建設的北角渡輪碼頭和巴士總站，令北角邨成為港島東區的重要交通樞紐，使原是木廠和沙倉集中地的北角，蛻變成為一個東區最繁盛的區域中心。北角邨在過去四十多年，除見證了東區發展的歷程外，更培養出坊眾間互助互愛的感情。

因此，自從北角邨在二〇〇二年拆卸後，該幅臨海土地的用途，極受公眾關注。東區區議會在過去亦多次提出不同建議，從臨時至永久用途，都希望政府能善用這塊珍貴的臨海土地。在二〇〇四年舉辦的東區海濱發展社區論壇當中，前北角邨的未來用途更成為公眾討論焦點，加上周邊的設施，例如新光戲院、北角碼頭、渣華道街市、巴士和電車總站等的運用，是一項重要的綜合城市設計課題，它的未來發展不單影響北角區，適當的規劃設計更能帶動東區，甚至整段港島北岸的可持續發展。

有見及此，東區海濱發展工作小組聯同共建維港委員會、香港建築師學會、香港工程師學會、香港園境師學會、香港規劃師學會和香港測量師學會合辦一項城市設計概念比賽，並將前北角邨和鄰近地區命名為北角汀，以特顯它的水岸特色。

比賽目的不單希望能夠集思廣益、徵求創新和卓越的概念，更期望在過程中，秉承共建維港委員會的工作目標，鼓勵公眾參與，以不

同形式和渠道，表達公眾對北角汀的感情和關注，讓區議會和政府有關部門能夠充分考慮不同的發展概念，與市民一起孕育出最佳的發展方向。這次比賽的反應出乎意料地熱烈，共收到一百零一份作品。

根據評審委員的意見，參賽作品總體水平很高，脫穎而出的優勝作品均能結合周邊的城市網絡，發揮臨海的優勢，並且尊重歷史和傳統，加上新穎和富創意的設計，可算是達到可持續發展的目標。在頒獎禮舉行之後，作品分別在中央圖書館、杏花新城和太古城公開展覽，並收到很多市民對這次比賽的讚賞和鼓勵。與此同時，工作小組亦將優勝作品送交城市規劃委員會和規劃署，讓城規會在審議前北角邨地皮的規劃大綱時，可以考慮優勝作品中提出的建議和設計方案。

無論如何，這次設計比賽活動，除了充分表現參賽者的創意和高超的設計水平外，共建維港委員會和所有合辦團體一樣，都能深深感受到參賽者的滿腔熱誠和對東區海濱發展的殷切訴求。希望東區區議會和各部門在未來的日子裏，積極跟進北角汀的發展，務求將大家熱心參與的精神，在將來的海濱發展中充分表現和落實。



東區參與共建維港的歷程

劉興達

成立共建維港委員會的主要目標之一，是透過公眾的參與，探討維港海濱發展的方向和模式。要達到這個目標，地區議會的參與和配合極為重要。因此，東區區議會工務建設及發展委員會於二〇〇四年，成立了關注東區海濱發展工作小組，讓議員、公眾人士和政府部門一起更有效地關注和參與東區海濱的發展工作。

東區擁有港島北岸最長的海岸線，亦是住宅區最密集的地區。過去二十多年，東區居民都十分關注海濱區的發展。為了回應公眾的訴求，工作小組首要的任務，是將公眾對東區海濱發展的意見，有系統地記錄下來並作出跟進。在得到東區民政事務處、優環長學建築設計研究中心、香港大學建築系園境碩士課程和共建維港委員會的支持和協助下，工作小組在二〇〇四年十二月三日和二〇〇五年一月五日，成功舉辦了香港首次有關海濱發展的公眾論壇和工作坊，不單為東區海濱勾劃出社區發展的藍圖，更為共建維港開創了先河。

緊接而來，共建維港委員會於二〇〇五年五月舉辦了社區論壇，作為優化灣仔、銅鑼灣及鄰近地區海濱研究的構想。工作小組除了作為持份者參與外，更積極探討如何配合這項關鍵工作，讓市民就如何優化這段重要的海濱區，能更有效和具體地提出意見和訴求。

因此，工作小組在獲得共建維港委員會的支持下，聯同香港建築師學會、香港工程師學會、香港園境師學會、香港規劃師學會和香港測量師學會合共五個專業團體，於二〇〇六年初舉辦了「東區海濱展

新姿設計比賽」，向公眾徵集創新、可行的方案，把著名的維多利亞公園和銅鑼灣避風塘未能善用的海旁，連接起來，轉變為一個充滿活力動感、四通八達的海濱。根據評審團的意見，參賽作品不但水平高、有創意，同時更充分反映市民對海濱發展的熱誠和關注，值得作為政府落實有關計劃時的重要參考方案。

在過去二十多年，東區區議會和居民不斷提出興建一條連綿不斷的海濱長廊，讓市民可以從小西灣沿着海濱，步行到銅鑼灣。這個市民的訴求，亦多次在不同的社區論壇、區議會、共建維港委員會的會議上，清楚提出。由於過去歷史遺留的問題和現有條例的限制，興建一條連綿不斷的海濱長廊並不簡單，但為了回應公眾強烈的訴求，規劃署決定開展港島東海旁研究，希望為公眾實現這個多年的夢想。

與此同時，東區海濱發展工作小組亦倡議將東區一些閒置土地，用作臨時休憩用途，讓市民可以盡快欣賞海濱景觀和享用休憩資源。這些建議均獲得共建維港委員會和發展局的積極支持；並在發展局海港組的帶領下，開展鯪魚涌臨時海濱長廊計劃，進一步落實共建維港的願景。

雖然共建維港委員會的任期已於今年二月屆滿，但過去六年與地區議會的緊密合作，製造了不少創舉和成功的經驗，相信這些工作和經驗，將會在地區延續，並得以發揚光大。



North Point Ferry Pier

Island Eastern Corridor

Java Road

Task Group on Management Model for the Harbourfront

Dr Sujata Govada

Reflections from Overseas Trips

Waterfront developments take time to implement and cannot be completed overnight, as is evident from the recent overseas trips to Liverpool, London, Singapore, Sydney, San Francisco and Vancouver undertaken by the Harbourfront Enhancement Committee's Task Group on Management Model for the Harbourfront. Each city has its own set of urban issues based on the evolution of the waterfront, its unique cultural, heritage and development context, institutional set up and changing community and public aspirations. However, these waterfront cities all emphasise connectivity and accessibility from the hinterland and use the valuable waterfront opportunity to revitalise the urban fabric to spur city development. They all have a champion, clear vision and strong policy commitment to ensure the sustainable development of the waterfront for public enjoyment and continuously strive to reposition their city through successful place making and place marketing strategies.

In developing such a vision, it is necessary for the Government to work with the public and various stakeholders, to consider the kind of place the waterfront will be, who will it be for, and how it will add value in repositioning the city. It is important to note how the city's waterfront will be perceived by its people locally and internationally, as well as the role of the Government, community, public and private sector in continuous planning, delivery and management for the sustainable development of the waterfront. Their approach is to have a champion and to follow a clear policy vision and develop workable implementation strategies to produce, as far as possible, a diverse, attractive and vibrant harbourfront for public enjoyment of all and solicit private resources, working together with one another within the multi-scalar administrative system and engage communities near and far.

London and Liverpool

Public-Private Partnerships (e.g. Mersey Partnership), often with the help of a champion, come together to formulate visionary and successful regeneration plans for cities such as Liverpool, where the city was in steady decline over several decades and has undergone a miraculous recovery over the last 10 years. When major development is needed to revitalise an area, there seems to be a need for a centralised Waterfront Authority, such as the London Docklands Development Corporation, which was responsible for regenerating the London Docklands into the new business district of Canary Wharf.

In other cases, the London boroughs have considerable leeway in planning and developing the waterfront areas under their jurisdictions, such as the Lambeth Borough Council which is responsible for transforming the South Bank into a major tourist destination with the participation of the public and private sectors in the form of the South Bank Partnership and the South Bank Employers' Group. Another great example is the successful regeneration of 300 acres on the Greenwich Peninsula, a heavily contaminated brownfield site acquired by English Partnerships with a clear vision and strong policy commitment followed by a sustainable masterplan and detailed urban design guidelines.



Singapore and Sydney

Both Singapore and Sydney have successfully transformed their waterfronts as major destinations with a strong vision and leadership, overcoming key challenges by strategic planning and development supported by detailed land use planning and urban design guidelines to help in the proper implementation of vibrant waterfronts. Singapore has been successful due to its strong national planning, development and management in the form of its Urban Redevelopment Authority (URA), which places great emphasis on promoting good quality architecture, urban design excellence, place making, a high-quality public realm, cultural diversity, heritage conservation, quality natural environment, and sustainable development. Using private resources was the URA's basic strategy in the regeneration of the Singapore River. The Singapore Riverfront Enhancement Plan and the Master Plan 2003, developed with the support of public funds, has provided the framework for attracting private redevelopment initiatives and investment, albeit most major investments come from Government-owned business organisations.

Sydney is a successful waterfront city attracting more than 26 million visitors annually. Sydney Harbour, which includes the iconic Sydney Opera House and the Harbour Bridge, is primarily planned, developed and managed by state-run agencies and Sydney Harbour Foreshore Authority. Citizen participation has been prominent in Sydney from the beginning and was instrumental in preserving The Rocks, where Australia originated.

Branding, place marketing and event management are seen as the key to the success of waterfronts both in Singapore and Sydney. Brand building can connect people, both locally and internationally,

by developing a waterfront identity for local people and providing a unique waterfront attraction to foreign visitors. Heritage is the legacy and memory of the waterfront. Its preservation adds value to image and is the currency for brand building.

San Francisco and Vancouver

San Francisco has been undergoing gradual transformation from an old-fashioned maritime and industrial port into a modern urban waterfront community. The Port of San Francisco (PSF) is the responsible authority fully in charge of the planning, implementation and management of the effort of revitalising the urban maritime waterfront.

The waterfront along the Port of San Francisco is a typical example of a historic and traditional industrial port in a developed urban city that is awaiting a full-scale revitalisation and transformation due to its diminishing role in the restructured economy which marks the decline of the industrial sector. Heritage preservation is a key component of sustainable waterfront development and enhancement. The Port of San Francisco is subject to strict rules on demolition of existing port structures and facilities. A number of them have been designated by the National Park Service as National Register Historic Districts. To date, several old port facilities – piers, cruise terminals, warehouses, the Ferry Building – have been preserved and converted into a tourist attraction, public recreation or for business purposes.

Vancouver is a city of edges. The waterfront edges especially are well developed with continuous promenades providing pedestrian and bicycle access





along the waterfront for a better quality of life for its people. Accessibility to the waterfront is a must, not a choice, and working with the community is mandatory. Mixed use development along the waterfront is promoted for vibrancy, with animated public spaces redefining the building edges by extroverting the building with ground-level interface to ensure a vibrant street frontage. The City of Vancouver works closely and uses negotiation with the developers to get the project developed as per good urban design principles for the public benefit.

Another great example in Vancouver is Granville Island, which was regenerated in 1970 by the Government at a cost of \$19 million and transformed into a people-friendly place with a mix of various uses, consisting of passive parkland, housing and more active market areas and public exhibition space generating an estimated \$35 million per year in taxes.

While the work of PSF is restricted by the Public Trust stipulations in regenerating the old piers, Port Metro Vancouver is primarily a port authority running an economically important functional port, while ensuring an accessible and enjoyable waterfront for the public.

Public-Private Partnership has emerged as the major policy tool for the waterfront agencies in San Francisco and Vancouver, to deliver their task of revitalisation, development and management of the waterfront given the self-financing mode of operation and the

absence of financial support from the city and federal government. The PSF makes use of the waterfront land use plan to set the framework and provide development opportunities for private investment to carry out redevelopment projects. The Presidio in San Francisco was built primarily by private funds, voluntary and individuals contribution. The development cost of \$34 million was raised privately through non-profit organisations.

Lessons for Hong Kong

Harbourfront development and management in Hong Kong need a champion and should be vision driven. Formulation of a harbourfront policy vision is the most important step which helps develop common values and shared objectives, facilitates consensus building, and rallies societal support for harbourfront enhancement. Harbourfront connectivity should go beyond the narrow confine of local territories to achieve regional integration, so as to tap into the economies of scale and regional division of labour. Connectivity with the local and Mainland territories would add value to the harbourfront, making Hong Kong the strategic centre in the region socially, economically and culturally.

It is imperative for Government to provide a clear policy vision and leadership, with a mandate from the chief political executive, for harbourfront development in order to sustain the long-term effort that is required for its enhancement. This will serve as a

strong basis for building consensus across Government departments, for facilitating participation from the private sector, and for rallying support from the general public. A successful harbourfront must feature a mixture of social, business, art and cultural activities. Any single-purpose development approach will not be sustainable as the UK experiences demonstrate. Branding will add value to the harbourfront of Hong Kong, and help promote tourism and economic development in the long run. A new image of Victoria Harbour not only as a working harbour but also as a harbour for leisure and recreation is desirable.

Public engagement in the process of waterfront regeneration, development and enhancement is important to harbourfront management. Planning, development and management of Hong Kong's harbourfront should be people-orientated in order to ensure the harbourfront development meets the needs of the people and gets their endorsement. A harbourfront for the people requires the public to be fully engaged in the processes. Building a strong consensus through active public engagement with the community on a regular basis will cultivate a strong sense of community ownership, which will make the harbourfront more sustainable in the longer term.

Hong Kong also needs a strong harbourfront agency like that of Singapore's URA, which is responsible for planning, design, implementation, management and marketing. Detailed planning for all districts along the harbour, including urban design guidelines to ensure a vibrant harbourfront, should be undertaken. It should consider tapping in on private sector resources and encourage private initiatives in development of harbourfront enhancement projects. However, the Government has to take the lead in developing harbourfront enhancement projects should there be limited or no private initiatives.

Hong Kong should promote land-marine interface by incorporating and prioritising land uses which support and enhance marine activities. Marine transport should be increased and flexible use of space should be encouraged to facilitate a variety of marine activities.

Conclusion

The waterfront of each city has its own history of evolution and its own constraints and opportunities. Cities such as Liverpool, London, Sydney, San Francisco and Vancouver have continuously strived to turn dilapidated areas into popular waterfront destinations with thriving mixed use developments emphasising heritage conservation, extensive open space and a high-quality public realm. However, Singapore, similar to Hong Kong, does not face the problem of derelict land. Rather, waterfront land is of extremely high value which is being successfully leveraged for high-quality development in Singapore, as is evident from the Marina Bay development. In Hong Kong, lack of access, incompatible land uses, the Court of Final Appeal's judgment related to the Protection of the Harbour Ordinance and the test on overriding public need for reclamation could potentially be a big constraint when compared to other waterfront cities. Hong Kong needs a champion, should have a clear vision and strong policy commitment in the form of a single harbourfront agency with the prime responsibility of initiating, planning, designing, coordinating, implementing and managing all uses and activities along the waterfront, using community, public and private partnerships for the sustainable development of the waterfront.

It is time Hong Kong pays closer attention to Victoria Harbour and its harbourfront, ensuring that Kai Tak, West Kowloon and Central Harbourfront do not become just property developments. Rather, they should be part of a clear harbour vision and strong policy commitment for the sustainable development of Hong Kong's harbourfront. Victoria Harbour should be accessible, vibrant and attractive with several unique destinations along its harbourfront with distinctive identity from Kennedy Town to Chai Wan along Hong Kong Island's north shore and Lei Yue Mun to Tsing Yi along Kowloon Waterfront for the public enjoyment of all. We need to continuously strive to improve Hong Kong's land and marine based harbourfront connectivity with visual and physical linkages to the hinterland and through effective place making, place marketing and place management strategies reposition Hong Kong as Asia's great city on the water.

MANAGEMENT FRAMEWORK

FOR HONG KONG'S HARBOURFRONT

構思新的海濱管理模式

The Harbour-front Enhancement Committee explored a framework for the sustainable management of the harbourfront with a view to coming up with a practicable proposal.

共建維港委員會探討了持續管理海濱的架構，以提出可行的建議。



Public-Private Partnerships for the Harbourfront

Nicholas Brooke

In its final report, the HEC's Task Group on Management Model for the Harbourfront (TGMMH) spelt out its support for the wider application of Public-Private Partnerships (PPP) in relation to the development and management of the harbourfront in Hong Kong. This support was based on its observations of local and overseas experiences, where partnerships involving the public and private sectors with the community are a widely adopted and successful policy tool.

By way of background, PPPs are contractual arrangements under which facilities or services are funded and operated through a partnership between government and one or more private sector entities. PPP usually involves a contract between a public sector authority and a private party (comprising either a company or companies or in some cases, and as envisaged for the harbourfront, an NGO) under which the private party provides a public facility and/or service and assumes much, if not all, of the financial, technical and operational risk of so doing. Successful partnering arrangements draw on the strengths of all parties and have been shown to enable the introduction of innovative solutions and efficient delivery mechanisms.

The original concept of PPPs grew out of concerns in Europe in the 1970s and 80s regarding high levels of public debt and need to be reviewed in this context – governments sought to encourage private investment in public infrastructure as a lack of funds was limiting their activities. Focus later was on reducing public sector borrowing requirements and over the years structures have been developed which yield improved allocation of risk while maintaining accountability for essential aspects of public service delivery.

However, in Hong Kong, lack of funds for investment in public infrastructure has not proved to be a constraint and it is only

recently that the “value for money” element of PPP (e.g. improved efficiency and cost effectiveness, better quality, higher design and construction standards, professional property and facilities management) has been accepted as a rationale for its adoption. In essence, the heart of a PPP is the sharing of risks and profits while each partner concentrates on its core competencies.

There are various types of PPP to be found in jurisdictions outside Hong Kong. In some cases, the cost of using the particular facility or service is borne exclusively by the users and not by the taxpayer. In other cases (most notably in private finance initiatives), capital investment is made by the private sector on the strength of a contract with government to provide agreed facilities and the cost of providing the associated service is borne wholly or in part by the government. Government contributions to PPP can also be in kind (notably the transfer of existing assets, such as land). In projects that are aimed at providing public goods (e.g. infrastructure or civic amenities), the government may provide a capital subsidy in the form of a one-off grant so as to make the project more attractive to private investors. In other cases, the government may support the project by providing revenue subsidies, including tax incentives or payment of guaranteed annual revenues for a fixed period.

Typically, a private sector company or group of companies forms a special-purpose vehicle (SPV) to develop, build, maintain and operate the asset for a contracted period. In cases where the government itself has invested in the project, it is usually (but not always) allotted an equity share in the SPV which then enters into the PPP contract. A typical PPP example would be a hospital building financed and constructed by a private developer and then leased to the hospital authority. The private developer then acts as landlord, providing housekeeping and other non-medical services,

while the hospital authority is responsible for the provision of medical services.

In Hong Kong, PPPs have been slow to develop, partly because there is no lack of available public funding and partly because the private sector has been reluctant to enter into complex contractual arrangements which offer uncertain returns. Similarly, the Government to date has been constrained in its attitude to risk taking and in the exercise of discretion in the development and management of the public realm. TGMMH has identified a number of joint public/private delivery and management models in Hong Kong, but so far these have been limited in scope and based on a non-ownership contractual relationship structure.

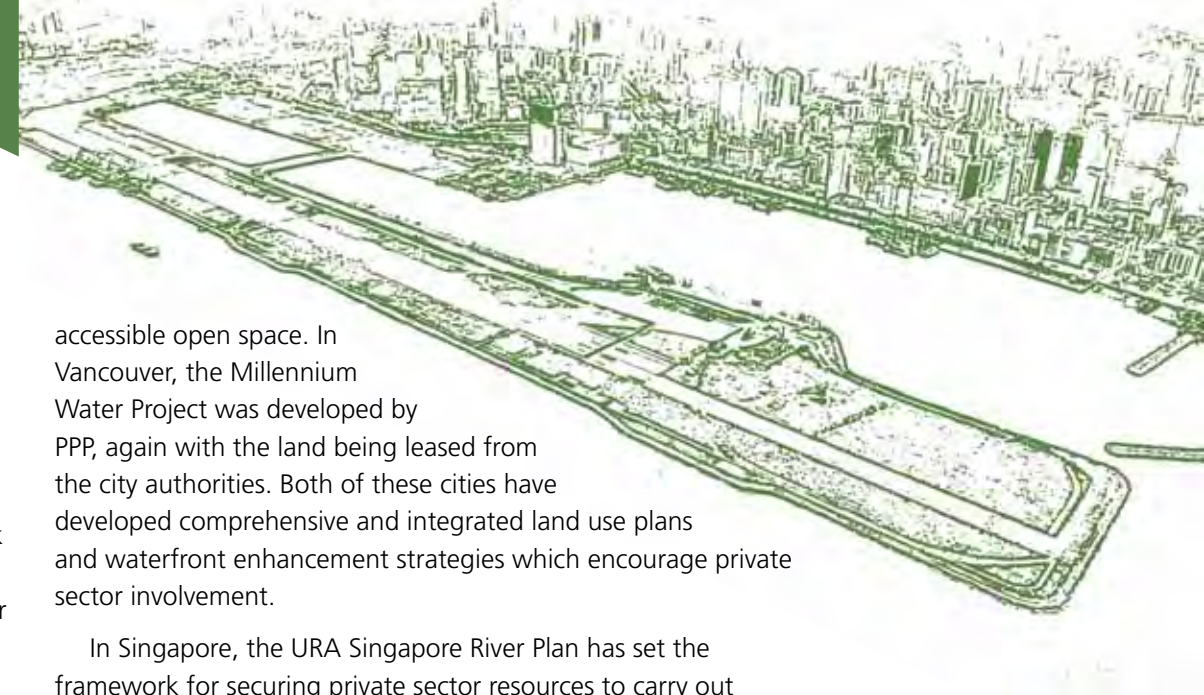
Despite this, HEC has formed the view that the PPP approach, with its requirement for genuine sharing of responsibility by both the public and private sectors, can ensure the delivery of financially sustainable projects on the waterfront and their operation on a self-financing basis. Obviously such arrangements need to be carefully structured to ensure both viability and public accountability and this in turn means that community engagement and participation will be an important feature of any future PPPs, particularly those related to harbourfront development and management. No one PPP structure suits all situations and site specific or project specific arrangements will need to be tailored accordingly.

During TGMMH overseas visits, various PPP projects were identified which might be sources of reference in developing appropriate structures for use in Hong Kong. In San Francisco, PPP has been an important factor in securing the regeneration of some of the port's most important heritage assets. The Ferry Building, for example, was leased to a private developer on an exclusive negotiating agreement for a period of 66 years, with the developer committing US\$100m to the provision of office and commercial accommodation, including a significant amount of publicly

accessible open space. In Vancouver, the Millennium Water Project was developed by PPP, again with the land being leased from the city authorities. Both of these cities have developed comprehensive and integrated land use plans and waterfront enhancement strategies which encourage private sector involvement.

In Singapore, the URA Singapore River Plan has set the framework for securing private sector resources to carry out development and enhancement along the river – Robertson, Clarke and Boat Quays are all examples – with development essentially being via a state-led PPP effort. In Sydney, the planning of Plymouth and Barangaroo has also provided for public-private opportunities with the Sydney Ports Corporation being a platform for PPP initiatives.

In the context of Hong Kong, the challenge will be to identify a sufficient period of tenure for the private sector partner, not only to recover his investment in the creation of waterfront facilities together with his operational costs, but also to generate an adequate return on capital expended. Similarly, the Government will look for a share of revenue and/or profit to reflect its contribution by way of land and infrastructure. In reality, this is not unlike any other business partnership, although there is the wider dimension of community involvement and public accountability, which both need to be reflected in the partnership arrangements. Success will be as much to do with mindset and culture as with any contractual conditions. But if we wish to bring creativity, innovation and vibrancy to planning, design, development and operation/management and invigorate the harbourfront areas, then public-private partnership has to be the way forward.



The Search for a Sustainable Management Model for the Harbourfront in Hong Kong:

The Process and the Conceptual Reference

Professor Carlos Lo Wing-hung

It was a courageous decision involving foresight and innovation for Mrs Carrie Lam, Secretary for Development, to formally commence the endeavour of searching for a new management model for the harbourfront in Hong Kong. The Hong Kong Government has been criticised for its lack of a coherent plan for a coordinated development of the harbourfront, and the unavailability of a sustainable strategy for perpetuating and enhancing the glamour of Hong Kong as the “Pearl of the Orient”. The establishment of the Harbour-front Enhancement Committee (HEC) was a progressive step and the compilation of Harbour Planning Principles set a solid basis for delivering sustainable management of the harbourfront.

There have been revolutionary changes in major waterfront cities in the world in the last three decades, with an increasing recognition of the city waterfront (including riverfront and harbourfront) as an invaluable asset for reviving and sustaining local development. A resource-based view would see the waterfront as a resource for achieving economic vibrancy, promoting social harmony and well-being, and providing an environmentally friendly urban setting. Cities like Singapore, London, Liverpool, Sydney and Vancouver have made organised and aggressive efforts to reposition themselves with world-class status, branding the new position with new waterfront images. In the era of sustainable development, the notion of sustainable waterfront management has emerged to provide them with the clear direction of achieving the triple bottom line of economic, environmental and social

sustainability. The old bureaucratic style and reactive development strategy proved to be outdated and lacked capacity to meet public demand for sustainable waterfront development and management. A holistic approach is urgently needed as competition among waterfront cities takes place not only in the economic, but also the social and environmental realms.

In the last few decades, two different paradigms of progressive waterfront management have emerged. One is the top-down, constructivist one represented by the Singaporean model; the other is the bottom-up, market-driven one adopted by most of the waterfront cities in the West. The former is government-driven, characterised by development out of the government’s deliberate design and sponsorship. Its major shortcomings are limited private initiative and restricted public participation. The latter is government facilitation featuring evolutionary development, providing plenty of room for business partnership and stakeholder engagement, but falls short of slow and spontaneous progress that is susceptible to the influence of partisan interests. One may be able to see the differences between these two contrasting approaches when comparing the development paths and experiences of Singapore and Liverpool. The shared feature of these two paradigms is the leading role played by the government in waterfront development to provide policy vision and the necessary management infrastructures.

It is important for Hong Kong to catch up with this international trend as we face increasing competition from the neighbouring cities of Singapore and Shanghai. Both cities have set a clear vision and branded themselves as leading forces regionally and globally. The core of the issue in Hong Kong is that the current policy regime for the harbourfront lacks a vision on sustainability. A policy vision based on the concept of sustainability is necessary to build policy consensus within the Administration. This would facilitate cross-bureau coordination and provide the various bodies with a purposive direction in a concerted effort. An enhanced management model would require a responsible agency with adequate authority and resources to take the full charge of policy delivery and management in an integrated and holistic manner. This is particularly important in developing the Victoria harbourfront in a sustainable fashion, rendering it economically vibrant, socially accessible and environmentally green.

The arduous tasks of considering bureaucratic reform and formulating a viable management structure was entrusted to the HEC’s Task Group on a Management Model for the Harbourfront (TGMMH). The initial efforts of the TGMMH in the preparation stage were directed at a conceptual framing of the process of this search. It was also practically desirable to have a frame of reference for building consensus, guiding the direction and facilitating coordination among members with diverse backgrounds in a team effort.



In Search of a Management Model for the Harbourfront: The Eight-Step Framework

Informed by management theories, eight steps were logically and conceptually identified to be taken in the search for a harbourfront management model, beginning with a vision and mission to set the purpose of the management model. These eight steps are outlined below:

Step One: Identifying the vision and mission for the prospective management model for harbourfront. Key questions here include: What is our ideal harbourfront and how can we integrate the management model with the Harbour Planning Guidelines? What sort of harbourfront would we like this management structure to pursue, establish, and maintain? What is the mission entrusted to this management structure, in order to enable us to achieve our vision?

Step Two: Identifying development parameters and management principles. The key question is: What development parameters and management principles should the prospective management model for the harbourfront adopt, in order to achieve its mission and hence fulfil the vision?

Step Three: Consider the pre-conditions for effective sustainable harbourfront management. The key question is: What are the institutional factors, such as hierarchies, mandates and resources, which will enable the prospective management model to follow the development parameters and effectively apply these sustainable management principles?

Step Four: Examine the current arrangements and their associated problems. The key question is: To what extent has the existing management structure failed to perform effective harbourfront management? This requires a review of the

existing arrangements and examination of possible problems, including the lack of a policy and coordination, lack of resources, conflict of policy priorities, etc.

Step Five: Consider approaches for searching for possible management models – integrative vs interagency vs single agency. The key question is: What are the possible approaches for constructing a viable management model that can address the problems of the existing administrative arrangements?

Step Six: Review major available models by consulting overseas experiences, and assess the strengths and weaknesses of individual institutional structures for performing sustainable harbourfront management. The key question is: How far can the available individual models be adapted to fit the needs of Hong Kong?

Step Seven: Possible adoption and modifications on the management models and set performance indicators. The key question is: What are the possible options to incorporate in the harbourfront management model with a view to improving the current situation? A set of indicators should be formulated for measuring the performance of (sustainable) harbourfront management.

Step Eight: Existing facilitating factors and institutional constraints for final adoption. The key question is: What is the feasibility of adopting individual harbourfront management models in the existing institutional environment?

The merit of arriving at the final recommendation on a management model through the above process is that it provides a clear direction in step form right from the start to the completion of this search.

The Actual Practice in the Search for a New Harbourfront Management Model

The aforementioned framework served as a reference for TGMMH's search process, particularly in the early stages where clarity in the direction was of primary importance.

Major endeavours in this search included invited presentations and overseas trips as follows:

1. The Planning Department conducted a presentation on harbourfront management in major harbourfront cities around the world at the outset of TGMMH's research and studies. This has made the TGMMH realise the importance of visiting these cities to gain deeper understanding and more direct experience.
2. The presentation of different management models practised by local organisations, including private companies, has provided evidence of some good practices in public-private partnership.
3. The presentation of independent studies on possible harbourfront management models has helped the TGMMH to learn about the existing management problems and the rationales for different management options.
4. The three overseas trips to visit Liverpool, London, Singapore, Sydney, San Francisco and Vancouver have enabled members of the TGMMH to take a closer look at contrasting approaches to waterfront management and learn about their respective strengths and weaknesses. At the same time, these visits strengthened members' belief in the need for a new model to deliver more organised management of the harbourfront in Hong Kong.

Ultimately, the reports on these overseas trips have provided a solid basis and management ideas for development of the proposed harbourfront management model.

Sustainable Harbourfront Development and Management Principles

What are the essential factors for sustainable harbourfront management? A set of development management principles can be drawn from the experience of the six waterfront cities visited as follows:

1. Policy vision and commitment: government taking initiative in formulating policy vision and demonstrating commitment
2. Development approach: single-agency led, with sufficient authority and resource support
3. Development strategies:
 - i. Connectivity: connecting city and hinterland with the harbourfront
 - ii. Mixed-use development: residential, commercial, recreational and environmental
 - iii. Public engagement: local consultation conducted at the policy stage to ensure that local interests are met, and to get active support
 - iv. Private participation: using private resources – public policy and planning framework from public funding
 - v. Heritage preservation: creating a legacy understanding the history and geography of the place
 - vi. Brand development: cultivating a unique “waterfront identity” to add value for branding
4. Management modes:
 - i. Central vs local: centralised planning and development and localised harbourfront project
 - ii. Functional and vertical integration: a proactive and holistic approach to take up full responsibility for strategic formulation, planning, developing, implementation and management of waterfront enhancement

- iii. Public-private partnership: public-private joint investment
- iv. Private-initiated partnership: a good option in the development and management stages

How should this inform the prospective management of the harbourfront in Hong Kong? The lessons that Hong Kong can learn are as follows:

1. Harbourfront development: vision driven – common values and shared objectives for consensus building between society and Government
2. A single leading and responsible agency for inter-agency effort, probably with land ownership
3. Connectivity: Government provides infrastructure to connect the waterfront with urban areas and beyond to make Hong Kong a regional centre in social, economic and cultural terms
4. Integrative development of the harbourfront: a mixture of social, business, art and cultural activities
5. Active public engagement: building a strong consensus for cultivating a strong sense of community ownership to sustain harbourfront development
6. Private participation: Government sets up the planning, development and management framework to facilitate private initiatives and investment
7. Heritage conservation: an integral part of the Hong Kong harbourfront in its regeneration and management for collective memories and tourist attractions
8. Branding on originality (instead of copying): originality, creativity and innovation for creating a unique harbourfront brand and enhancing the image of Hong Kong as the Pearl of the Orient
9. A centralised harbourfront authority with ownership over localised harbourfront projects

10. A harbourfront authority with holistic functional and vertical integration: to claim ownership and responsibility for overall harbourfront development and individual harbourfront development projects
11. Public-private participation: the establishment of a public-private partnership for taking up the development and management of the harbourfront under a local project
12. Private initiatives: open to private initiatives in the development and management stage

Reflections

The completion of the “Recommendation Report on the Management Model for the Harbourfront” was a team effort under the chairmanship of Professor C F Lee. In the process, there were more shared views than different ideas among members in terms of the development and management principles for a sound harbourfront management. The proposed management model is a result of group work, with due consideration for facilitating factors and institutional constraints. The model itself is progressive but not aggressive under the prevailing ideology of incremental change. It is innovative and progressive in the sense that it provides a more integrated harbourfront management alternative to assert the leading role of the Government, institutionalise public engagement and leverage public-private partnership. Advancing this management model has stimulated our imagination and thus our desire for a better-managed harbourfront to enhance and sustain the charm of the Pearl of the Orient with a new look. This can be considered as an important step in making such a vision happen.

Towards a Sustainable Harbourfront Management Model for Hong Kong

Nicholas Brooke

The Harbour-front Enhancement Committee (HEC) was established in May 2004 to advise the Government on planning, land uses and developments along the existing and planned waterfront of Victoria Harbour. The principal achievement of the Committee during its first term was the formulation of the Harbour Planning Principles in April 2006 and publication of the Harbour Planning Guidelines in June 2007. One of the key missions of the HEC during its second term from 2007 to 2010 was to “explore a framework for the sustainable management of the harbourfront in line with the Harbour Planning Principles and Harbour Planning Guidelines, including public-private partnership”. Accordingly, a Task Group on Management Model for the Harbourfront (TGMMH) was set up in October 2007 to focus on this aspect of the HEC agenda.

The Terms of Reference of TGMMH specifically required it to:

- (a) study different management practices/models of harbourfronts;
- (b) advise on a practicable management model for the waterfront of Victoria Harbour; and
- (c) report to the HEC on its finding and recommendations.

As part of its study, TGMMH was encouraged to conduct research into alternative structures and management models, including those that had proven to be successful overseas.

The initiative to search for a specific management model for the harbourfront was welcomed by many who saw the existing system as being fragmented and lacking coordination and coherence. It also gave a new priority to the harbour at a time when other waterfront cities, such as London, Liverpool, Singapore, Sydney and Vancouver, were focusing increasingly on the role of lively and attractive waterfronts in encouraging tourism and supporting other economic, environmental and social benefits.

Prior to establishing a management system, it is first necessary to know what is to be managed i.e. what type of harbourfront does Hong Kong aspire to? In this connection, TGMMH took the HEC harbourfront vision and mission, the Harbour Planning Principles and the Harbour Planning Guidelines as its guide.

Victoria Harbour: Vision

To enhance Victoria Harbour and its harbourfront areas to become an attractive, vibrant, accessible and sustainable world-class asset: a harbour for the people, a harbour of life.

Victoria Harbour: Mission

To realise the vision of Victoria Harbour through effective and balanced utilisation of land and marine resources having regard to the Harbour Planning Principles and subject to an open and transparent public engagement process.

As a next step, TGMMH undertook a series of local visits to various harbourfront locations to investigate existing management arrangements. Visits included the Tsim Sha Tsui waterfront, West Kowloon, Kai Tak and the Wan Chai and Tsing Yi promenades. Existing management models which were explored included the Avenue of Stars, the Jockey Club Creative Arts Centre and the Nan Lian Garden at Chi Lin Nunnery. TGMMH also studied the “design and tender” model adopted by the Peak Galleria and the development and management of Whampoa Garden.

Desktop research into overseas management models was also put in hand. This included reviews of harbour authorities, port authorities, private sector management models and examples of public/private approaches. TGMMH also received presentations from a range of organisations and concern groups (such as the Harbour Business Forum) which were undertaking their



own investigations into differing institutional and management arrangements in other jurisdictions and compiling proposals for a suitable solution for Hong Kong.

Following the desktop research, members of TGMMH agreed that visits should be arranged to overseas waterfront and harbourfront cities which appeared to offer possible frameworks and structures. These references could prove of assistance in arriving at a solution suited to Hong Kong's specific needs and requirements. These visits were first to Liverpool and London, followed by Singapore and Sydney, and lastly San Francisco and Vancouver.

As detailed in the TGMMH's Recommendation Report to HEC, this investigatory work provided a sound foundation upon which to base informed discussion as to what structure and mode of operation would be suitable for Hong Kong, bearing in mind existing practicalities and constraints. TGMMH members then decided that they needed to shut themselves away to focus on the options and permutations available and to identify the features and roles and responsibilities of their preferred management model. Out of this retreat emerged the principles of the proposed Harbourfront Commission and a further brainstorming session was held in October 2009 to discuss and finalise outstanding issues, prior to submitting the final report to the Secretary for Development.

The key principle underlying the proposed structure of the new Harbourfront Commission is the need to provide a solution which meets the true needs of Hong Kong. Analysis of overseas models showed that none could be adopted as is – elements of several were certainly attractive and transferable, but the only common theme was that any management body, whatever its title, needed to have policy vision and commitment and an ability to deliver different development strategies and management approaches to a consistently high standard. Each overseas example studied

had an overarching body charged with responsibility for planning, coordination and monitoring waterfront-related matters – enabling an integrated approach to implementation issues and recognition of the waterfront as an important public asset. Having said this, TGMMH recognised that it would be challenging in the context of Hong Kong, particularly in the near term, to establish an authority with its own funding and autonomy for matters such as planning approvals, land administration etc.

For these reasons, TGMMH recommended an overarching, non-statutory Harbourfront Commission to assume overall roles in the areas of envisioning, advocacy, oversight, advisory, coordination and monitoring with a view to enhancing the planning, design, development, management and operation of the Victoria harbourfront.

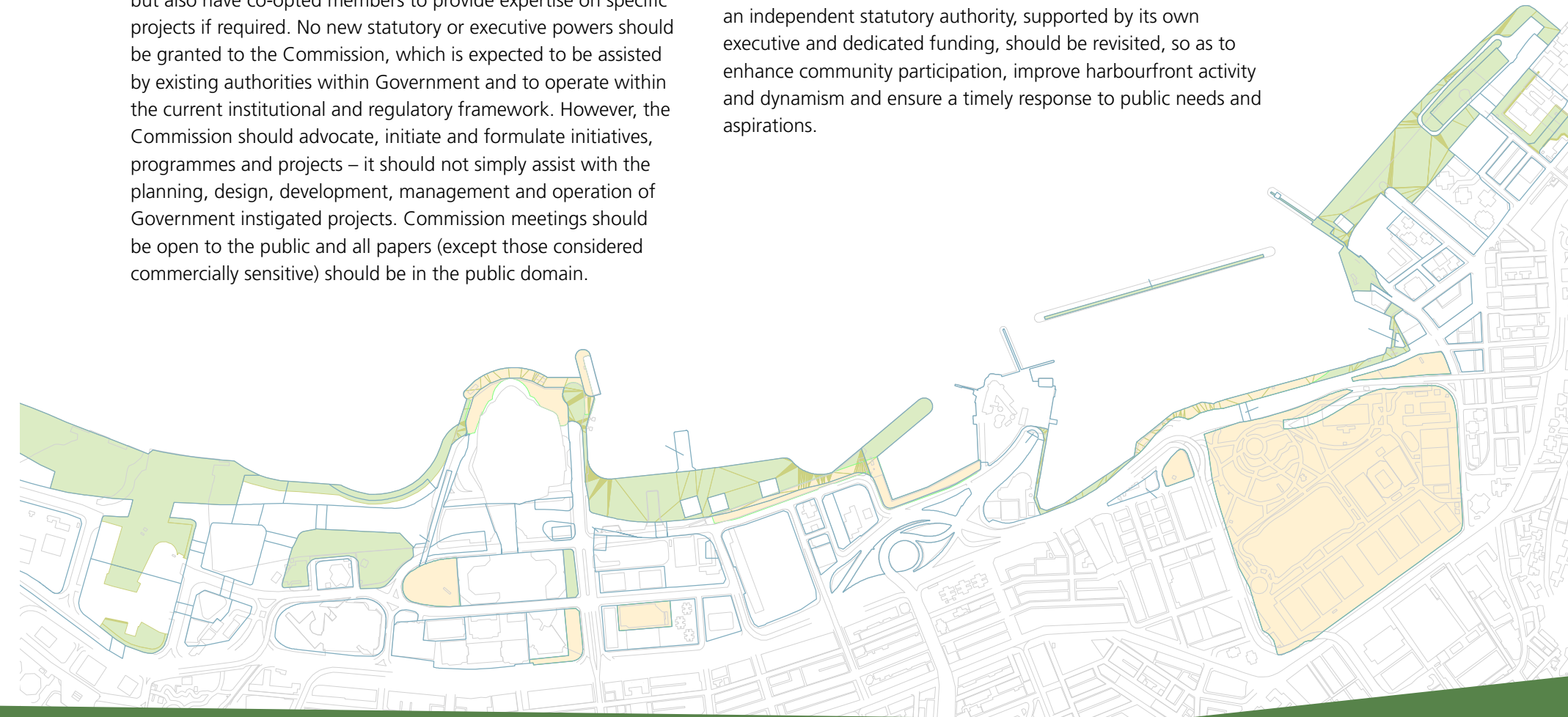
In addition, and based on the experience of the various overseas examples, TGMMH recommended the wider involvement of private sector entities in harbourfront management, whether these be companies, NGOs, for profit or not for profit. It is considered that such expanded involvement would not only assist in developing mechanisms to encourage ongoing community participation in harbour enhancement, but also be a valuable resource in site-specific or project-specific arrangements.

As with the HEC, it is clearly important that the new Commission brings together the necessary mix of expertise and experience to ensure successful performance of the roles and responsibilities which it will be taking up. Members should be drawn from both Government and the private sector, with the latter being made up of individuals and district and community leaders, together with the members representing professional organisations and harbour concern groups. Such organisations should have the freedom to nominate their own representatives or alternate members. The Chair of the Commission should be an independent non-official member, with the Secretary for

Development taking up the role of Vice Chair to provide policy steer and support. The Commission itself should be appointed by and report to the Financial Secretary.

On the administrative side, the Commission should be serviced by the Harbour Unit of the Development Bureau and have the power to set up a number of panels to assist in its work in key areas. Such panels should comprise mainly Commission members but also have co-opted members to provide expertise on specific projects if required. No new statutory or executive powers should be granted to the Commission, which is expected to be assisted by existing authorities within Government and to operate within the current institutional and regulatory framework. However, the Commission should advocate, initiate and formulate initiatives, programmes and projects – it should not simply assist with the planning, design, development, management and operation of Government instigated projects. Commission meetings should be open to the public and all papers (except those considered commercially sensitive) should be in the public domain.

The format recommended by TGMMH has taken due consideration of perceived existing institutional constraints. However, TGMMH members have observed that the ability to combine advocacy with execution as well as flexibility to operate without the constraints of bureaucracy are conducive to bringing about holistic, integrated and responsive changes to the management of the harbour. For these reasons, TGMMH recommends that in the longer term the possibility of establishing an independent statutory authority, supported by its own executive and dedicated funding, should be revisited, so as to enhance community participation, improve harbourfront activity and dynamism and ensure a timely response to public needs and aspirations.



反思經歷 展望將來

REFLECTIONS AND ASPIRATIONS

Members of the Harbour-front Enhancement Committee served with dedication, passion and commitment over the past six years. These have served as an important foundation for shaping the future harbourfront.

共建維港委員會成員在過去六年一直努力不懈、全情投入、樂於承擔，為塑造未來維港的新貌奠定了穩健的基礎。

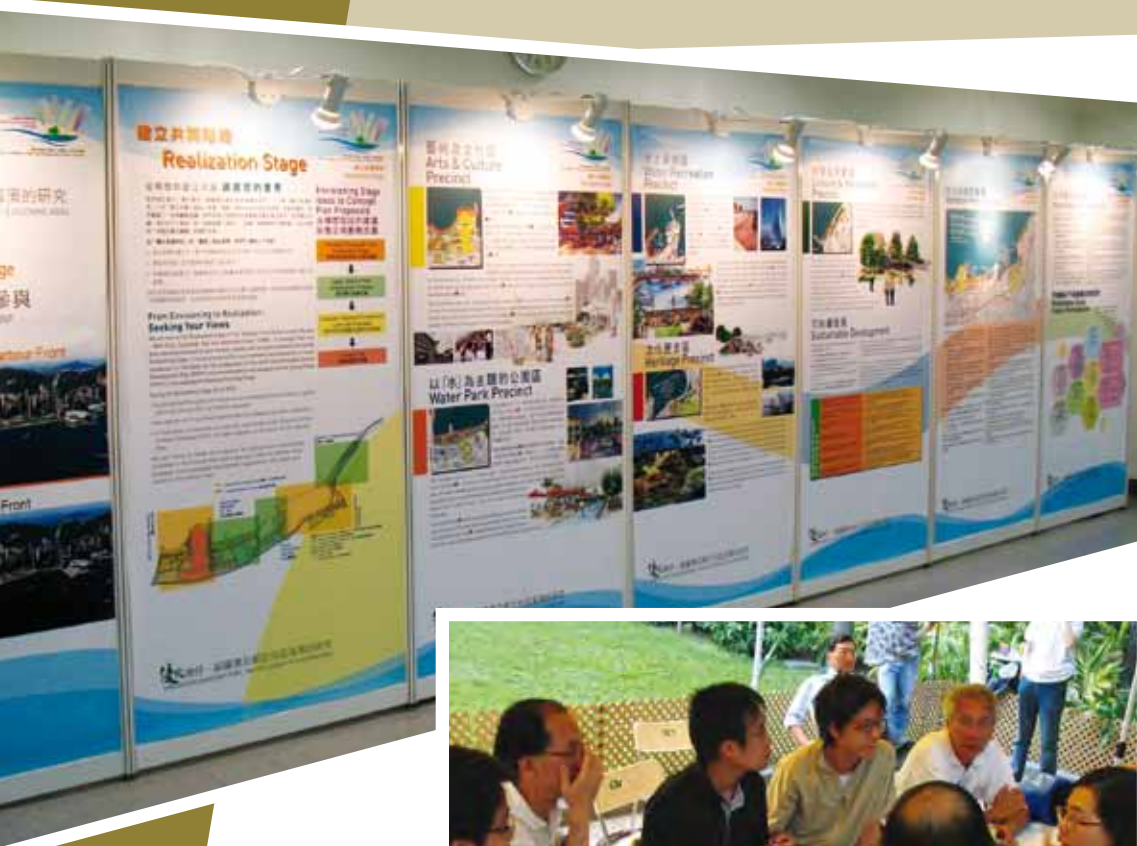


從公眾諮詢

到公眾參與的演變

水務署署長馬利德

我投身公務員行列服務社會，轉眼已過了數十個寒暑，期間見過不同時期社會人士對工務工程知情及參與訴求的演進。變化最大的，可算是由「中環填海工程」引發的「保護維多利亞港」行動，以致成立「共建維港委員會」推動公眾參與海港規劃的時期。此刻正值共建維港委員會回顧與前瞻之際，特撰此文抒發己見。



七十至八十年代正值香港基礎建設起飛，公眾對城市規劃及工務工程的關注，多着眼於工程所帶來的經濟及社會效益。市民喜見工務工程早日完成，以享建設成果。相關法例對於反對申述的跟進程序，大致可以妥善處理反對意見。當時大眾的關注點多在減低施工時對市民，特別是商戶的影響。

隨着代議政制的來臨，議會要求政府問責的意識逐漸加強。初期環繞項目細節、工程進度和影響等，而政府工程亦陸續引進措施增加透明度。記憶中，九十年代初興建的「中環至半山扶手電梯系統」所引進的措施最為廣泛，包括設立地盤電話熱線接受市民查詢及投訴；豎立告示牌標示施工情況，如工程範圍、改道措施、工程進度和暫停原因；定時向居民、商戶及議會匯報工程進度及邀請議員參觀工地等。駐地盤工程團隊亦主動拜訪附近居民和商戶，了解他們的關注，並在可行情況下作出相應的安排。其後各樣措施多為其他工務工程所採納，特別是地盤電話熱線，每每在工地圍板及告示牌上佔有顯眼位置。

鐵路拓展工程將公眾諮詢的模式推上新的台階。工程隊伍會見鐵路沿線居民，聽取關注事項及反對意見，向議會匯報及詳盡解釋工程內容及影響。政府除了逐一會見及回覆反對者之外，亦會舉行由獨立人士主持的公聽會，並由公聽會主持綜合建議政府應如何處理每個反對意見。有關程序詳盡有序，能吸納各界人士意見，作出平衡各方利益的決定。

這個模式在多個鐵路項目都有效地運作，但在西鐵線美孚段和落馬洲支線就遇到巨大的挑戰。持份者就項目提出了不同的可行替代方案。落馬洲支線因對塱原雀鳥生態造成影響，更引起了環保團體及觀

鳥人士的抗爭，環評報告不能通過。最終，落馬洲支線在上水至塱原部分由高架天橋改為隧道興建。這展示了公眾力量的重大影響。隧道是否保育雀鳥生態的最佳方案，社會其後有不同評價，但肯定的是，詳盡的科研配合早日開展的諮詢，能使項目進行得更踏實。

保護維港行動對海旁發展的規劃和工務工程的衝擊，至今還是歷歷在目，當中包括了數次司法覆核和工地上的圍堵對峙。共建維港委員會也在此際誕生。誠如委員會主席李焯芬教授所言，社會各界對填海工程日趨關注，市民大眾希望能公開討論及落實保護海港的各項措施，務求集思廣益，同心協力，使各界能夠達成共識，一起營造朝氣蓬勃的海旁。共建維港委員會成員來自專業學會、關注團體、工商界和獨立人士，並就海旁的規劃和設計舉辦了多元化的活動，如展覽、圓桌會議、公眾論壇、工作坊、研討會和比賽等。委員會的運作務求公開透明，公眾諮詢亦逐漸轉化成公眾參與。

政府實行公眾參與和與民規劃的步驟，以更開放和更透明的態度向公眾解釋項目的規劃和設計理念，清楚交代對社會、環境和經濟的影響，爭取公眾認同。有關工作啓動後，我了解到需從根源處理市民對海旁發展規劃的各種願景，以達至委員會成立的目標。這每每需要討論到可持續發展、項目需求的理據，以及替代方案的策劃和評估等事宜，甚或要不設既定框架，誘發參與者的思維，然後才尋求共識。除了討論的形式有所改變外，公眾參與文件所包含的資料亦有根本的改變。

討論文件首要列舉基本資料和數據，使持份者充分了解現況和願景的差距，並構想達到願景的各個可能途徑，以及評估是否符合可持續發展的原則。文件亦需要有充足的空間，讓持份者發問、構思，理解項目並無既定方案，討論過程既坦誠又開放。就項目或地區規劃而言，新的安排每每需要加強可行性研究、項目初步設計和環境評估等多方面工作的配合。政府內部早有綜合規劃和工程可行性研究的安排，只是工程可行性研究的部分要跑得更前更快，以便提供足夠資料以供公眾討論。就策略性規劃而言，規劃、工程和環評工作的加速結合更為重要。這也意味着政府在初期投放的資源要更多，務求令公眾參與的討論來得更詳盡深入。大部分參與共建維港委員會工作的同事和顧問公司均對此等新安排有深刻的體驗。



移山填海以供發展，曾是香港賴以滿足社會各種用地需求之道，亦曾是過去可持續發展的一種體驗。但每個發展路向都不可能永恆不變。目前已有公論認為維港以內填海已達臨界境況。因此，進行海旁規劃和設計時，海旁和腹地的連結、周邊氛圍的配合、足夠的軟件支援，以及多元化地使用珍貴的土地資源，都必須小心處理。專業意見固然重要，然而民間的智慧同樣重要。要凝聚共識，政府當局需要細心解說和虛心聆聽，以廣闊的胸襟和共融的熱忱參與其事。

大型的工務項目，從規劃到建造需時多年。上一代人的共識如何承傳和調節以適應新時代的要求，是艱鉅的課題。項目倡導者要時刻更新資訊，誘發社會關注。灣仔發展計劃第二期的《可持續運輸規劃及中環灣仔繞道專家小組報告》就港島北岸的交通策略分別歸納為短期、中期和長期策略。這項安排有助社會各界的持續跟進，例如定期提交各期策略的進度報告，讓持份者更樂於繼續支持。

維港真美，特別是在天朗氣清及繁燈璀璨的時候。兩岸的華廈、翠綠的山巒和恬靜的海水在眼前交錯，使人嚮往接近海旁，細心欣賞。共建維港委員會的工作已有一定成果，祝願繼任組織接棒後，更能廣納民意，再創佳績。我有幸參與其事，也有很大得着，並已把以民為本的規劃和設計理念，帶到其他工務工程項目上。希望社會同心同德，協力使香港這顆東方明珠煥發新輝。

Our Aspiration for the Harbourfront Commission and Beyond

Dr Ng Mee-kam

Overall Vision

Unlike some other world cities, city envisioning is absent in Hong Kong. A city without vision – this affects our work on the harbour at present and in many other areas of planning that require integrated and holistic efforts. Hong Kong needs an even bigger vision for its positioning in the regional, national and global context; a vision deliberated and agreed by different stakeholders; a legitimate vision to guide strategic planning and development of the city in the coming decades.

Dedicated Authority with Resolve and Resources to Deliver the Vision

The pending Harbourfront Commission, as a non-statutory body, will need to work double hard to deliver its mission. After all, Hong Kong is a society ruled by “laws” – without a legal status, the Harbourfront Commission needs very strong administrative support. Looking back, harbourfront planning would be very different if we never had the Protection of the Harbour Ordinance.

We hope that members of the new Harbourfront Commission will be passionate and dedicated to harbourfront planning. With the competent and able leadership of the Secretary for Development and the dedicated Harbour Unit, we would like to see a genuine interdisciplinary approach be adopted to handle the planning, design, implementation and management of the harbour. The quality of the Government officials certainly makes a lot of difference. Hopefully, the Harbour Unit and the interdisciplinary team will continue to be served by passionate, responsible, open-minded and approachable public officials.

Partnership!

We hope that the Government and the future Harbourfront Commission will continue to tap into the rich resources in the NGOs and professional bodies that are concerned about harbour development, especially in terms of participatory planning and design, monitoring and implementation. HEC has started a partnership culture that is rare in Hong Kong. This culture should be continued and developed in the future.

A Credible Planning Process

HEC has established a culture/pattern of engaging the community at the envisioning stage, and hence a certain level of credibility can be expected in the planned outcome. People may still question the plans, but HEC and the relevant Government department(s) could defend its position given the thorough engagement process. We hope that the Government and the future Harbourfront Commission will continue to be the guardian angel of this hard earned credibility and good practice.

Accessible Information and Transparency

Transparency and accessible information are important elements to dispel criticisms such as public-private sector collusion. Participation by different stakeholders is always an effective means to protect the public interest and to ensure social justice is done in a planning process. To show leadership and foresight, the Government should take pro-active steps in undertaking sustainability impact assessments to appraise plans/designs/projects to help different stakeholders understand the socio-economic and environmental pros and cons of a plan/design/project on different players in society. The Harbourfront Commission, together with the Administration, should show to the general public not only its passion and vision but also an ability and competency in utilising good science, data, statistics and analyses to back up its proposals to further public interest.

A Longer Range View

The HEC and the future Harbourfront Commission should be seen as experiments in striving for the best or the most optimal way forward in harbourfront planning, development and management. While the end product is important, the process should also be empowering, boosting various stakeholders’ capacity in

understanding critical issues and generating creative solutions. Therefore, my organisation continues to aspire for a statutory and representative Harbour Authority that has the legal clout to plan for the harbour; the resources for an independent secretariat; a vision for holistic and integrated planning of the harbour; a determination to institutionalise a planning, design and monitoring process that is transparent and engaging; a willingness to share information for capacity building of our society; an ability to solicit concerted efforts of interdisciplinary professionals in the Government to deliver harbourfront projects; and the wit to bring in private sector and third sector resources to harbour planning, development and management.

Finally...

In November 2003, a graduate of the planning programme at the University of Hong Kong and I started a campaign to “break the ice and melt the difference” on the controversies surrounding harbour reclamation. The call received responses from 18 organisations and my organisation, Citizen Envisioning@Harbour, was formed to organise activities including exhibitions, charrettes and a public hearing with a view to fostering consensus building in harbour planning. A roundtable was then organised with Mrs Carrie Lam to deliberate on the concept of tripartite partnership in harbour planning and development. Though HEC turns out to be a somewhat different model, we have all come a long way in experimenting with collaborative planning among different stakeholders. It has been a great experience to work in the HEC in the past five years. It has been invaluable because we put planning theories into practice and have seen what can or cannot work in the context of Hong Kong and why. Thanks for such a privileged opportunity to serve the city that we love so much!

Protection of the Harbour Ordinance: Past and Future

Dr Ng Mee-kam
Paul Zimmerman

A Mother’s Anguish

One morning in October 1994, the mother of lawyer Winston K S Chu looked out from the window of her Mid-Levels flat and noted that half the western harbour off the coast of Kowloon had become land. She castigated her son that the Town Planning Board (TPB) was destroying the harbour. Despite his membership on the TPB, he had to admit that he did not know about this and promised to find out. It appeared that under the then existing law, reclamation was not the concern of the TPB whose consent was not required. In response to his request, the Planning Department prepared a plan for the TPB showing all previous, ongoing and planned reclamations (Figure 1). Mrs Chu was shocked to see that the harbour was being converted into a narrow river. She urged her son to fight and protect Victoria Harbour against extensive reclamations.

“Save Our Harbour” Campaign

The reclamation plans were widely distributed as the start of the “Save Our Harbour” campaign. Academic conferences were organised, opinion polls were conducted, and signature campaigns were undertaken which eventually gathered over 300,000 signatures. In November 1995, the Society for Protection of the Harbour (SPH) was founded by Winston Chu, Christine Loh and Jennifer Chow.

In March 1996, a motion proposed by Christine Loh, who was then a Legislative Council Member, was unanimously passed in the Legislative Council, recognising “Victoria Harbour as a unique and irreplaceable public asset” and calling upon “the Government to withdraw plans for reclamation in the harbour and to take urgent measures to protect and preserve the harbour and to ensure further reclamation will be strictly limited”.



Figure 1: Reclamation in Victoria Harbour
(Source: Planning Department, Plan Ref. No. TS94/1568 prepared in 1994.)

Protection of the Harbour Ordinance

In 1995, Christine Loh proposed the Protection of the Harbour Bill as a private member’s bill which was drafted by Winston Chu. After overcoming strong opposition by the Government, the Bill was enacted on 27 June 1997 as the Protection of the Harbour Ordinance (PHO), just three days before the Handover.

Section 3 is the most important as it sets out a legal presumption against reclamation in the harbour:

- 3(1) The harbour is to be protected and preserved as a special public asset and a natural heritage of Hong Kong people, and for that purpose there shall be a presumption against reclamation in the harbour.
- 3(2) All public officers and public bodies shall have regard to the principle stated in subsection (1) for guidance in the exercise of any power vested in them.

The PHO originally only covered the “Central Harbour” and it was only in November 1999 that the then visionary Secretary for Planning, Environment and Lands, Gordon Siu, moved an amendment to extend the Ordinance to cover the whole of Victoria Harbour.

Despite the enactment of the PHO, the Government continued to gazette plans with a total of 584 hectares of reclamation. Alert readers of the 1999 Policy Address would have predicted this intention to ignore the Ordinance – as it merely promised to reduce but not halt reclamations: “Victoria Harbour is an integral part of Hong Kong that we all treasure. It deserves all our efforts to protect it and make it more beautiful. For this reason, we have decided to scale back the reclamation planned for the harbour.”

Court Judgments that Protect Victoria Harbour

On three occasions, the SPH had used Court action to enforce the PHO and to challenge reclamation plans.

The first legal test of the PHO was over the Wan Chai Development Phase II reclamation. In 2002, the TPB approved 26 hectares of reclamation including a large Harbour Park. In July 2003, Justice Carlye Chu in the High Court ruled that the TPB’s interpretation of Section 3 of the PHO “as no more than a compulsory material consideration that could be overridden by public interests” was “erroneous”.

The TPB appealed to the Court of Final Appeal (CFA) which upheld the High Court Judgment. The CFA also prescribed an “overriding public need” test which all harbour reclamation had to satisfy. The test requires establishing a compelling and present need, no reasonable alternative and minimum reclamation.

Following the Wan Chai Development court ruling, SPH requested the Chief Executive in Council (CE in C) to either revoke the statutory Outline Zoning Plan for Central approved in December 2002 or to send it back to the TPB for review. The CE in C declined on the basis that Government had engaged an independent expert who concluded that the Central Reclamation Phase III works had complied with the judgment of Judge Chu in the Wan Chai case. Hence, SPH applied in September 2003 for a second judicial review in respect of the reclamation plan for Central.

Although Mr Justice Hartmann opined that “[it] may well have been preferable for the Chief Executive in Council to remit the plan, at least regarding the extent of reclamation”, he ruled that he had “no jurisdiction to determine whether the Chief Executive in Council was right or wrong in his decision”. He concluded that he was “unable to say that the Chief Executive in Council in this case stepped outside of the borders of his executive discretion” and hence the judicial review was refused on technical grounds.



Figure 2: Extent of the “Deleted” Reclamation Projects
(Source: Extracted from a letter sent to the Society for Protection of the Harbour by the Secretary for Development on 15 December 2009.)

Harbour-front Enhancement Committee

The enforcement of the PHO by the Courts has not only brought about the “deletion” by Government of many reclamation projects (Figure 2) that had been gazetted, it has also led to many changes to the practice of urban planning and the revision of plans for Central, Wan Chai, Tsuen Wan and Kai Tak. Instead of “top-down”, the process has become more “bottom-up” as genuine public consultation was undertaken.

In May 2004, the Government set up the Harbour-front Enhancement Committee (HEC) on which the SPH was represented. The HEC promulgated a set of “Harbour Planning Principles” and worked with all stakeholders to come up with a no-reclamation option for Kai Tak and a minimum reclamation option for Wan Chai Development Phase II.

Temporary Reclamation

In 2007, the Government proposed extensive “temporary reclamation” which was required for the construction works for

the Central-Wan Chai Bypass. The Government argued that “temporary reclamation” was not permanent and hence the PHO would not apply. Accordingly the Government made no attempt to demonstrate that the “overriding public need” test would be satisfied.

The SPH regarded such an interpretation of the PHO in contravention of “the legislative intent of the PHO and the spirit of the CFA Judgment” and launched a third judicial review. Justice Hartmann confirmed the intention of the Legislation: “any (and therefore ‘all’) works of reclamation, whether intended to be permanent or temporary, fall under the constraints of the Ordinance”. Therefore the temporary reclamations which will be needed for the Central-Wan Chai Bypass (road tunnel), Shatin to Central Link (rail tunnel) and Central Kowloon Route (road tunnel) will all have to comply with the PHO.

Different Uses, Different Needs

Before the PHO, the uses of reclamation of the harbour can be classified in three different categories.

Firstly, marine uses which could only be put in the harbour such as navigation aids and breakwaters. This normally relates to shipping which includes ocean-going vessels as well as smaller vessels such as barges, fishing boats, pleasure crafts and ferries.

Secondly, waterfront uses such as piers, landing points, slipways, swimming sheds, pumping stations and other facilities which by their very nature could only be placed at the edge of the harbour.

Thirdly, the creation of land for various purposes such as for commercial and housing development as well as infrastructural uses including the building of roads and highways.

The first two classes of use may still be permitted by the PHO, but the third class may not because it cannot satisfy the “no reasonable alternative” requirement of the “overriding public need” test. These uses could be put anywhere else on land without any essential need to be on the harbour or at the harbourfront.

Furthermore, as a matter of principle, the spirit of the PHO requires that the Government should not do anything which may, as a result, necessitate further reclamation. It has thus yet to be seen whether Hong Kong has the policies and processes in place to truly protect Victoria Harbour and the harbourfront.

A “Living” Harbour

There are two important values of Victoria Harbour: the existence value and the use value. The “existence value” is clearly supported by historical, environmental, aesthetical and emotive concerns which can no longer be ignored. After all, the harbour is Hong Kong’s namesake and identity. At the same time, the “use value” must be recognised. A harbour is a functional natural asset as “a safe haven for shipping”.

With the protection of Victoria Harbour now enshrined in law, the question as to how the harbour and the harbourfront should be used comes to the fore. Over time, the functional use of the harbour and the harbourfront for shipping has diminished, with the advance of containerisation and the relocation of manufacturing to the Mainland. The use of Victoria Harbour for leisure, recreation, tourism, events, water sports and other marine uses have become more important.

New and improved facilities such as breakwaters to create essential sheltered water as well as piers, docks, pontoons, moorings, berthings, slipways, hoists, yards, clubhouses and promenades are required to facilitate and stimulate the changing uses of Victoria Harbour and to enliven the harbourfront. Inevitably, some of these may require reclamation and support on the seabed by piling or otherwise. The PHO and the overriding public need test pronounced by the Court of Final Appeal do not stop this. The PHO is here to protect Victoria Harbour, not only its size but also its use.

Unfortunately, establishing an overriding public need is seen by some as an insurmountable obstacle to undertake harbour and harbourfront enhancement work. However, the law must be

complied with and the Government should have the courage to consult the public when proponents genuinely believe that there is an overriding public need for such works.

A Case for Good Reclamation

The PHO is not intended to curtail works facilitating the enjoyment and use of the harbour or to deny the harbour its historic role as a marine facility and safe haven for vessels or to diminish the value of this great public asset.

The PHO has a role to “protect” the existence of Victoria Harbour and the intention has never been for it to “kill” the use value of this public asset. The PHO is here to protect the Harbour, not only its existence but also its use.

The function of the PHO is to ensure that Hong Kong will have a vibrant harbour actively used for leisure, recreation, events, competitions, fishing, boating, sailing, rowing, water taxis, harbour tours, and other marine uses.

But the PHO cannot permit the existence of the harbour to be threatened by simply “good ideas”, even when they are supposed to enhance the enjoyment of the harbour. Therefore, PHO should not be misinterpreted in a way which would either prohibit the use and enjoyment of the harbour, or unnecessarily damage the harbour under the pretext that it is being improved for people’s enjoyment.

The paramount consideration is that before Hong Kong people can enjoy the harbour, there must first be a harbour to be enjoyed. The PHO and the Court judgments provide the guideline for a properly designed harbourfront which integrates both land based and marine related activities and which is indispensable for an enjoyable harbour and interesting harbourfront experience. Such a vision will sustain the tradition, heritage and namesake of Hong Kong as a “Fragrant Harbour”.

緬懷陳偉群博士

共建維港委員會主席李焯芬教授



共建維港委員會於二〇〇四年五月成立後，按當時的工作需要，並經委員會全體會議通過，決定成立三個團隊(架構上稱為小組委員會)，以便開展工作。這三個團隊分別是由吳永順建築師牽頭的「海港計劃檢討小組委員會」、由梁剛銳先生牽頭的「灣仔發展計劃第二期檢討小組委員會」，以及由陳偉群博士牽頭的「東南九龍發展計劃檢討小組委員會」。三個團隊當中，其中後兩個團隊的主要工作是組織公眾參與的活動。每個團隊均由多位委員及政府有關部門同事組成，約十餘人不等。他們用了近三年的時間，付出了大量的心力和時間，組織了無數次的各類型公眾活動，藉以廣泛收集市民意見，並深入分析整理，從而梳理出最合乎民情民意的方案。團隊同仁的工作熱誠和敬業精神，令不少社會人士深受感動。

二〇一〇年二月下旬，在共建維港委員會完成歷史使命的時刻，香港電台「自由風」節目主持人黃英琦女士曾與我進行過一次簡短的電話訪問。她特別提到了陳偉群博士當

年主持的「東南九龍」公眾參與活動，表示非常欣賞偉群所做的工作。這句話也令我頗為觸動，歷久難忘。

陳偉群博士已於二〇〇八年十月離開我們了。共建維港委員會同仁和許多社會人士，對他的傑出貢獻和高尚行誼至今仍十分景仰，深切懷念。在共建維港委員會共事的三載歲月裏，他一直是我們的良師益友。他的品格情操，有許多值得我們學習的地方。我特別欽佩他待人接物的誠懇、厚道和寬容。他是一個有理想、講原則的人。在大大小小的各種會議中，他總是心平氣和、面帶笑容、溫言細語、極其耐心地跟大家說理。中國有句成語，叫「理直氣壯」；可偉群博士卻是永遠的「理直氣和」。他相信最能說服人的是真理本身，以及和平理性的溝通，而不是說話時嗓門的大小。常見的情況是：你越是理直氣壯，別人也越是理直氣壯。這樣一來，理直氣壯的說理效果不一定比理直氣和好。偉群相信：理直氣和更有利於說服別人，更能讓別人接受你的觀點。

偉群對民主的理解也有值得我們借鏡的地方。他認為民主除了是一種政治理念和制度之外，還是一種身體力行的生活方式，特別是對別人意見的尊重與包容。這也是我在西方社會長期生活的一點體會。偉群博士和他的東南九龍團隊，在工作中充分體現了這種民主精神，以最大的誠意來容納不同的聲音、不同的意見。語云：有容乃大，無欲則剛。團隊在他的帶引下，經過兩年多的辛勞，卒之完成了東南九龍(也就是啟德機場舊址)大量極其多元化的公眾參與活動與及地區未來發展的規劃，得到了業界和市民的認同。偉群博士的領導才能和識見，以及他對可持續發展的信念，在這個過程中表露無遺，贏得了大家一致的讚賞和敬重。如今這個規劃和願景正在逐步落實當中，而共建維港委員會的使命亦已正式完成，美化維港的工作日後又將走上一個新的台階；特此告慰偉群在天之靈。

In Memory of W K Chan

Dr Ng Mee-kam

He loved Victoria Harbour.

He was a walking dictionary of development in Victoria Harbour.

He was a founding member of the Citizen Envisioning @ Harbour (CE@H). He was the resource person in the charrette organised by CE@H at Victoria Park in 2003, and an adviser to the Designing Hong Kong Harbour District study. These activities led to the establishment of the Harbour-front Enhancement Committee (HEC).

He was a member in the first term of HEC, heading the Sub-committee on South East Kowloon Development Review.

He led the Kai Tak Planning Review, creatively suggesting stages 1.5 and 2.5 to empower stakeholders to screen collected views and information. The project won the Hong Kong Institute of Planners' Silver Award.

The acronym Wan Chai HER (Harbour-front Enhancement Review) was a “product” of his quick wit.

With foresight and unique perspectives, he advocated the need to have a sustainability review of Island north shore development from the very first HEC meeting.

He promoted HEC briefings to offer unique opportunities for the general public to discuss the future development of Victoria Harbour. His wish was to see the briefings grow.

He spoke gently, with depth and historical insight, and yet his speeches were always marked by a great sense of humour.

He utilised his in-depth knowledge, rich work experience and passionate service to the community to communicate with people. He personified everything Hong Kong needs. He is deeply respected and loved by the private sector, the public sector and civil society groups.

Who was he?

He was rather short, but he is a tall figure in all our hearts. He is WK — W K Chan, the one who continues to inspire and is sorely missed by all of us!



ANNEXES

附錄



Harbour-front Enhancement Committee Terms of Reference

共建維港委員會職權範圍

To advise the Government through the Secretary for Development on planning, land uses and developments along the existing and new harbourfront of Victoria Harbour, with a view to protecting the harbour; improving the accessibility, utilisation and vibrancy of the harbourfront areas; and safeguarding public enjoyment of the harbour through a balanced, effective and public participation approach, in line with the Harbour Planning Principles (HPPs) and Harbour Planning Guidelines (HPGs).

Specifically, the Committee will:

- (a) Provide input to the Urban Design Study for the New Central Harbourfront;
- (b) Advise on the planning, design and development issues including land use, transport and infrastructure, landscape and other matters relating to the existing and new harbourfront and the adjoining areas;
- (c) Advise on means to enlist greater public involvement in the planning and design of the harbourfront areas; and
- (d) Explore a framework for the sustainable management of the harbourfront in line with the HPPs and HPGs, including public-private partnership.

根據《海港規劃原則》及《海港規劃指引》，就維多利亞港現有和新海旁的規劃、土地用途和發展，經由發展局局長向政府提供意見，以便在保護維港之餘，使市民更容易直達海旁，令海旁更加地盡其利，更有朝氣，同時透過均衡而有效的公眾參與，確保公眾得以享用維港。

委員會的具體任務包括：

- (a) 就中環新海濱城市設計研究提供意見；
- (b) 就現有及新海旁和鄰近地區的規劃、設計及發展事宜(包括土地用途、運輸及基建、景觀美化及其他事項) 提供意見；
- (c) 就如何提高公眾對海旁規劃及設計的參與程度提供意見；以及
- (d) 根據《海港規劃原則》和《海港規劃指引》，探討持續管理海旁的架構，包括政府與私營界別的合作。





Membership

成員

Back Row (from left): Yu Kam-hung, David Ho, Michael Hui, Paul Zimmerman, Dr Andrew Thomson, Nicholas Brooke

Middle Row (from left): Samuel Mok, Louis Loong, Leslie Chen, Patrick Lau, Lam Kin-lai, Prof Carlos Lo, Dr Ng Mee-kam, Ir Dr Greg Wong

Front Row (from left): Annie Tam, John Chai, Vincent Ng, Carrie Lam, Prof Lee Chack-fan, Thomas Chow, Kim Chan, Ava Ng

後排(左起)：余錦雄、何志豪、許華傑、司馬文、譚安德博士、蒲祿祺

中排(左起)：莫卓琛、龍漢標、陳弘志、劉興達、林乾禮、盧永鴻教授、伍美琴博士、黃澤恩博士工程師

前排(左起)：譚贛蘭、蔡新榮、吳永順、林鄭月娥、李焯芬教授、周達明、陳劍安、伍謝淑瑩

Chairman 主席:		Prof Lee Chack-fan 李焯芬教授	
Non-official Members (Organisations) 非官方成員(機構/團體)		Represented by 代表	Alternate 交替會員
Business Environment Council 商界環保協會		Dr Andrew Thomson 譚安德博士	Roger Nissim 李森先生
Chartered Institute of Logistics and Transport in Hong Kong 香港運輸物流學會		Prof Wong Sze-chun 黃仕進教授	Dr Lo Hong-kam 羅康錦博士
Citizen Envisioning @ Harbour 想創維港		Dr Ng Mee-kam 伍美琴博士	Dr Sujata Govada 高慧德博士
Conservancy Association 長春社		Lam Kin-lai 林乾禮	Rico Wong 黃子勁
Friends of the Earth 地球之友		Prof Carlos Lo 盧永鴻教授	Mei Ng 吳方笑薇
Hong Kong Institute of Architects 香港建築師學會		Vincent Ng 吳永順	Andy Leung 梁傑文
Hong Kong Institute of Landscape Architects 香港園境師學會		Leslie Chen 陳弘志	Lo Shun-cheong 盧順昌
Hong Kong Institute of Planners 香港規劃師學會		Kim Chan 陳劍安	Dr Peter Cookson Smith 施倍德博士
Hong Kong Institute of Surveyors 香港測量師學會		Yu Kam-hung 余錦雄	Dr Paul Ho 何學強博士
Hong Kong Institution of Engineers 香港工程師學會		Ir Dr Greg Wong 黃澤恩博士工程師	Ir Dr Chan Fuk-cheung 陳福祥博士工程師
Hong Kong Tourism Board 香港旅遊發展局		Mason Hung 洪忠興	Priscilla Poon 彭早敏
Real Estate Developers Association of Hong Kong 香港地產建設商會		Louis Loong 龍漢標	Shuki Leung 梁樹基
Society for Protection of the Harbour Ltd 保護海港協會有限公司		Paul Zimmerman 司馬文	Dennis Li 李傑偉
Non-official Members (Individuals) 非官方成員 (個人)			
Nicholas Brooke 蒲祿祺	Jimmy Kwok 郭振華	Patrick Lau 劉興達	Dr Anissa Chan 陳黃麗娟博士
David Ho 何志豪	Michael Hui 許華傑	Samuel Mok 莫卓琛	Derrick Pang 彭一邦
Official Members 官方成員			
Permanent Secretary for Development (Planning and Lands) or his representative 發展局常任秘書長(規劃及地政)或其代表			
Deputy Secretary for Transport and Housing (Transport)1 or his representative 運輸及房屋局副秘書長(運輸)1或其代表			
Director of Civil Engineering and Development or his representative 土木工程拓展署署長或其代表			
Director of Lands or her representative 地政總署署長或其代表			
Director of Planning or her representative 規劃署署長或其代表			
Assistant Director of Home Affairs or his representative 民政事務總署助理署長或其代表			
Secretary 秘書:		Principal Assistant Secretary (Harbour) 發展局首席助理秘書長(海港)	

Work and Achievements of HEC at a Glance

共建維港委員會工作成果概覽

Harbour-front Enhancement Committee (HEC) 共建維港委員會

KEY FIGURES AND DATES 重要數字及日期

First 首次
6 MAY 五月
2004

30 meetings
30次會議

Final 最後一次
18 FEB 二月
2010

1 chairman; 13 organisational members; 9 individual members; 6 official members
1位主席；13位機構成員；9位個人成員；6位官方成員

WORK AND ACHIEVEMENTS

- Established to advise on planning, land uses and developments along the existing and new harbourfront of Victoria Harbour
- Comprised **broad-based representatives** to foster balanced discussions, build consensus and liaise with other parties on harbourfront matters, such as the Legislative Council's Sub-committee on Harbourfront Planning and the West Kowloon Cultural District Authority
- HEC meetings generally held bi-monthly, and members could opt to join **sub-committees** and **task groups** on specific issues
- HEC received **regular reports** from sub-committees and **endorsed major recommendations**
- HEC held a symposium called **Harbourfront Enhancement Out of Public Engagement** in June 2007, which served as an opportunity to consolidate and review its successful experiences on the processes and models for public engagement
- The symposium included presentations by HEC members and an overseas speaker, roundtable discussions and workshops

工作及成果

- 就維多利亞港現有和新海旁的規劃、土地用途和發展提供意見
- 由**具有廣泛代表性的人士**組成，以便就海濱事務促進各方持平討論、達成共識，並與立法會海濱規劃事宜小組委員會、西九文化區管理局等不同組織聯繫
- 共建維港委員會會議一般隔月舉行；委員亦可就特定議題，參與其轄下**小組委員會和專責小組**
- 共建維港委員會接受各小組委員會提交的定期報告，並通過各項**重要建議**
- 共建維港委員會於二〇〇七年六月舉辦「**共建維港未來**」**峰會**，讓各界討論及回顧各種公眾參與活動的流程、模式及箇中成效
- 峰會內容包括共建維港委員會委員和海外講者的簡報、圓桌會議、工作坊



Harbour Plan Review 海港計劃檢討

KEY FIGURES AND DATES 重要數字及日期

Sub-committee on Harbour Plan Review (HPR Subcom) convened
31 meetings (first: 4 Aug 2004; final: 20 Jan 2010)
海港計劃檢討小組委員會召開了**31**次會議
(首次：二〇〇四年八月四日；最後一次：二〇一〇年一月二十日)

1 chairman; 9 organisational members; 2 individual members; 6 official members
1位主席；9位機構成員；2位個人成員；6位官方成員

WORK AND ACHIEVEMENTS

- HEC agreed to set up the HPR Subcom at its first meeting to review the harbour plan in a systematic fashion. As part of the review, the **Hung Hom District Study** was completed in 2008 and the **Hong Kong Island East Harbour-front Study** commenced in 2009
- Members' efforts crystallised into the formulation of the **Harbour Planning Principles** which include a vision, a mission statement and eight principles and a set of **Harbour Planning Guidelines** elaborating on the intentions and requirements of the Principles
- HPR Subcom regularly monitored **harbourfront development proposals** and advised project proponents (for residential/ commercial developments, utility facilities, advertising signage, temporary uses and events) on how to **reduce the adverse impact** of their projects and to enhance the harbourfront as far as possible
- HEC and HPR Subcom initiated or oversaw the creation of **quick-win harbourfront enhancement projects** in West Kowloon, Kwun Tong and Hung Hom, some of which were launched in collaboration with District Councils



- HPR Subcom comprehensively reviewed developments along the harbourfront. It made specific recommendations to enhance **22 Action Areas** on both sides of Victoria Harbour. These recommendations were endorsed by HEC, and were highlighted in the Chief Executive's 2009-10 Policy Address

13 JAN 一月
2005
HEC endorsed the Harbour Planning Principles to guide its work
共建維港委員會通過《海港規劃原則》，作為日後工作指引

30 MAR 三月
2005
HPR Subcom endorsed strategy for reviewing the harbour plan
海港計劃檢討小組委員會通過檢討海港計劃的策略

27 APR 四月
2006
HEC endorsed revised Harbour Planning Principles
共建維港委員會通過經修訂的《海港規劃原則》

14 JUN 六月
2007
HEC endorsed Harbour Planning Guidelines
共建維港委員會通過《海港規劃指引》

20 MAY 五月
2009
HPR Subcom endorsed the review of harbourfront enhancement opportunities through the 22 Action Areas approach
海港計劃檢討小組委員會通過二十二個行動區的優化方案

17 AUG 八月
2009
HEC submitted proposals for enhancing the 22 Action Areas for Government's consideration
共建維港委員會提交二十二個行動區的優化方案予政府考慮

工作及成果

- 共建維港委員會在首個會議上，同意成立海港計劃檢討小組委員會，從而有系統地檢討海港計劃。作為檢討的一部分，「**紅磡地區研究**」於二〇〇八年完成，而「**港島東海旁研究**」亦於二〇〇九年展開
- 委員制定了《**海港規劃原則**》，內容包括理想、使命和八項規劃原則，並制訂了《**海港規劃指引**》以闡釋《海港規劃原則》的意向和要求
- 海港計劃檢討小組委員會定期監察**海濱的各項發展計劃**，並建議項目倡議人(如住宅/商業發展、公用設施、廣告燈箱、臨時用途和臨時活動)可以如何**減少其項目所帶來的負面影響**和優化海濱等
- 共建維港委員會和海港計劃檢討小組委員會提出並監察在西九、觀塘及紅磡的**短期海濱優化項目**，更與區議會合作推行部分項目
- 海港計劃檢討小組委員會對海濱的發展作出全面檢討，並就維港兩岸**二十二個行動區**提出具體的優化建議。這些建議已獲得共建維港委員會通過，而在行政長官《二〇〇九至一〇年施政報告》中亦有所提及

Major development projects 主要發展項目

Kai Tak 啟德



KEY FIGURES AND DATES 重要數字及日期

- **Sub-committee on South East Kowloon Development Review** convened **15** meetings (first: 27 Jul 2004; final: 7 Jun 2007)
東南九龍發展計劃檢討小組委員會召開了**15**次會議
(首次：二〇〇四年七月廿七日；最後一次：二〇〇七年六月七日)
- **1** chairman; **7** organisational members; **4** individual members; **6** official members
1位主席；**7**位機構成員；**4**位個人成員；**6**位官方成員
- Organised and participated in **3 stages** of Kai Tak Planning Review, which lasted from Jul 2004 to Aug 2006
由二〇〇四年七月至二〇〇六年八月，組織及參與了共分**3個階段**進行的啟德規劃檢討

WORK AND ACHIEVEMENTS

- Planning Department commissioned an overall review of the Kai Tak Development in July 2004, and the HEC concurrently formed the Sub-committee on South East Kowloon Development Review to provide input
- Planning Department's Kai Tak Planning Review sought to formulate a **Preliminary Outline Development Plan** for Kai Tak as a basis for amending the statutory outline zoning plans and conducting other feasibility studies for future implementation
 - HEC's Sub-committee effectively **established dialogue and built consensus** within the community on the approach and scale of development
 - Kai Tak is now on track for a facelift to become a distinguished, vibrant, attractive and people-orientated hub incorporating elements of heritage, green, sports and tourism

HEC formed Sub-committees or Task Groups dovetailing with the Government's planning studies and reviews to focus discussion and tender advice to the Government.

共建維港委員會成立了多個小組委員會和專責小組，就政府的規劃研究和檢討作出重點討論並提出建議。



工作及成果

- 二〇〇四年七月，規劃署開始全面檢討啟德發展；同時，共建維港委員會成立東南九龍發展計劃檢討小組委員會，以提供意見、參與其中
- 規劃署透過啟德規劃檢討，為啟德制定**初步發展大綱草圖**，作為修改分區計劃大綱圖的基礎，並為未來的實施計劃進行可行性研究
- 共建維港委員會的小組委員會就發展方式及規模，成功**促成社會各界對話，建立共識**
- 啟德現將按序地變成富有特色、朝氣蓬勃、優美動人及與民共享的新焦點，並集歷史文化、綠茵、體育及旅遊特色於一身

Central 中環



KEY FIGURES AND DATES 重要數字及日期

APR 2005 四月

Launch of public engagement activities under **Central Harbourfront and Me** (CHaRM)
展開「**中環海濱與我**」的公眾參與活動

27 APR 2006 四月

HEC discussed the final report and design brief arising from CHaRM study
共建維港委員會就「中環海濱與我」的最後報告及設計綱要進行討論

20 JUN 2006 六月

"My Dreamed Harbour" drawing competition launched
展開「**理想維港**」繪畫比賽



WORK AND ACHIEVEMENTS

- HPR Subcom established a **Task Group on CHaRM** in April 2005, which oversaw a 10-month public participatory programme to gauge community views
- Over **3,000 participants** were involved throughout various stages of the programme
- A **design brief** for the Central Ferry Piers and Adjoining Area Enhancement was submitted to the Government in May 2006, as input to the formulation of enhancement projects and planning review in Central
- Planning Department commissioned the UDS in March 2007, with an aim to refining the existing **urban design framework** that guides the detailed planning and design. In October 2007, HEC agreed to set up a TGUDS to provide specific input in relation to the public engagement programme and design concepts/proposals
- TGUDS gathered further public consensus through various forums and workshops, and made final recommendations to the Government in August 2009. The recommendations were largely taken on board, particularly the **significant reduction of development intensity** at two harbourfront sites in front of International Finance Centre II which was highlighted in the Chief Executive's 2009-10 Policy Address

- **Task Group on Urban Design Study for the New Central Harbourfront** (TGUDS) convened **6** meetings (first: 6 Dec 2007; final: 18 June 2009)
中環新海濱研究專責小組召開了**6**次會議
(首次：二〇〇七年十二月六日；最後一次：二〇〇九年六月十八日)
- **1** chairman; **7** organisational members; **6** individual members and **5** official members
1位主席；**7**位機構成員；**6**位個人成員；**5**位官方成員
- Apr – Jul 2008: Participated in Stage 2 Public Engagement activities of the Urban Design Study for the New Central Harbourfront (UDS)
二〇〇八年四月至七月：
參與中環新海濱城市設計研究第二階段公眾參與活動
- **28 FEB 2009 二月**
Organised the Consolidation Forum for UDS
中環新海濱研究專責小組籌辦綜合意見論壇
- **17 AUG 2009 八月**
HEC endorsed Summary Report of TGUDS
共建維港委員會通過中環新海濱研究專責小組的總結報告

工作及成果

- 海港計劃檢討小組委員會於二〇〇五年四月成立「**中環海濱與我**」督導委員會，展開了為期十個月的公眾參與計劃，蒐集公眾意見
- 逾**3,000人**參與上述計劃各階段
- 二〇〇六年五月，向政府遞交「**優化中環碼頭及鄰近海濱設計綱要**」，作為制定中區優化工程以及規劃檢討方面的建議
- 二〇〇七年三月，規劃署展開「中環新海濱城市設計研究」，目的為優化現有的**城市設計大綱**，並為未來的詳細規劃和設計提供指引；二〇〇七年十月，共建維港委員會同意成立中環新海濱研究專責小組，就公眾參與計劃及設計概念/ 建議提出意見
- 中環新海濱研究專責小組藉籌辦不同的講座及工作坊，進一步凝聚公眾共識，並於二〇〇九年八月向政府提交最後建議。建議大部分獲得接納，當中包括將國際金融中心二期前方兩幅海旁用地的**發展密度大幅降低**，此建議亦為行政長官《二〇〇九至一〇年施政報告》的重點項目

Wan Chai 灣仔

KEY FIGURES AND DATES 重要數字及日期

Sub-committee on Wan Chai Development Phase II Review (Subcom on WDII Review) convened **17** meetings (first: 11 Aug 2004; final: 14 May 2007)

灣仔發展計劃第二期檢討小組委員會召開了**17**次會議
(首次：二〇〇四年八月十一日；最後一次：二〇〇七年五月十四日)

1 chairman; **5** organisational members; **4** individual members;
7 official members

1位主席；**5**位機構成員；**4**位個人成員；**7**位官方成員

13 OCT 十月
2004

WDII Subcom conceived a public participatory programme named **Harbour-front Enhancement Review – Wan Chai, Causeway Bay and Adjoining Areas** (HER)
灣仔發展計劃第二期檢討小組委員會構思名為「**優化灣仔、銅鑼灣及鄰近地區海濱的研究**」之公眾參與活動

The Task Force on HER convened **16** meetings and organised HER Review in **3 stages**, lasting from May 2005 to June 2007

二〇〇五年五月至二〇〇七年六月期間，專責上述研究的小組召開了**16**次會議，並組織了**3**個階段的檢討研究

Report submitted to Town Planning Board, reflecting public consensus gathered through HER

向城規會呈交報告，反映上述研究檢討中取得的公眾共識

27 JUN 六月
2007

WORK AND ACHIEVEMENTS

- The Government's Wan Chai Development Phase II project was to make provision for **essential transport infrastructure** along the northern shore of Hong Kong Island. The Government commenced a comprehensive planning and engineering review in March 2004, with a view to ensure full compliance with the Protection of Harbour Ordinance
- HEC's Subcom on WDII Review embarked on the **HER**, engaging the public to express their aspirations and to build consensus. This was an important component to the WDII Review
- The Subcom on WDII Review established and ascertained the **overriding public need** for the WDII project, in particular by convening an **expert panel forum** on sustainable transport planning and the Central-Wan Chai Bypass. This gave the Government a **reassuring mandate** to proceed with the project in public interest
- HEC's Subcom on WDII Review also oversaw the making of the former **Wan Chai Pet Garden** as a quick-win project

工作及成果

- 政府推行灣仔發展計劃第二期，目的在於提供港島北岸的**主要運輸基建**。政府於二〇〇四年三月開始整體規劃及工程檢討，以確保有關計劃符合《保護海港條例》
- 共建維港委員會轄下灣仔發展計劃第二期檢討小組委員會，展開「**優化灣仔、銅鑼灣及鄰近地區海濱的研究**」，邀請公眾表達對於計劃的願景並藉以達成共識。這是檢討灣仔發展計劃第二期的一个重要部分
- 灣仔發展計劃第二期檢討小組委員會就可持續運輸規劃及中環灣仔繞道事宜召開**專家小組論壇**，從而確立有關計劃的**凌駕性公眾需要**。政府為公眾利益推行有關計劃**獲得進一步肯定**
- 灣仔發展計劃第二期檢討小組委員會亦促成了一個短期優化項目：**前灣仔寵物公園**



Management Model for the Harbourfront 海濱管理模式

KEY FIGURES AND DATES 重要數字及日期

Task Group on Management Model for the Harbourfront (TGMMH) convened **10** meetings (first: 5 Dec 2007; final: 9 Dec 2009)

海濱管理模式專責小組召開了**10**次會議
(首次：二〇〇七年十二月五日；最後一次：二〇〇九年十二月九日)

1 chairman; **9** organisational members; **3** individual members; **5** official members

1位主席；**9**位機構成員；**3**位個人成員；**5**位官方成員

10 local examples of facility management studied
研究了**10**個本地設施管理的例子



WORK AND ACHIEVEMENTS

- In search of a framework for the **sustainable management of the Harbourfront**, HEC set up TGMMH in December 2007
- TGMMH reviewed a wide variety of **local and overseas examples**, involving different institutional arrangements and management models, through extensive research, brainstorming, discussions and visits
- The Task Group's report recommended the establishment of a non-statutory **Harbourfront Commission** to assume a wider range of roles, as well as the wider application of **public-private partnership** on Hong Kong's harbourfront
- The report was endorsed at the final meeting of HEC in February 2010

Nov 2008, Feb 2009 and Apr 2009:
Visits to overseas waterfronts in **6** cities
二〇〇八年十一月、二〇〇九年二月、二〇〇九年四月：
遠赴**6**個海外城市的海濱地區進行考察

13 JUN 六月
2009

TGMMH held a one-day retreat to brainstorm on the final recommendations
海濱管理模式專責小組舉行了全日集思會，擬備最後建議

18 FEB 二月
2010

HEC endorsed the TGMMH's recommendation report
共建維港委員會通過專責小組的建議報告

工作及成果

- 為探討**可持續管理海旁**的架構，共建維港委員會於二〇〇七年十二月成立了海濱管理模式專責小組
- 海濱管理模式專責小組透過深入研究、集思廣益、交流討論、實地考察，就不同的體制及管理模式探討了**本地及海外案例**
- 海濱管理模式專責小組的報告建議，成立涵蓋更大工作範疇的非法**海濱事務委員會**，以及在優化本港海濱方面加強**公私營界別模式合作**
- 二〇一〇年二月，共建維港委員會在最後會議上通過有關報告



* Membership figures are as at final meeting

* 委員人數按最後會議計算

Action Areas on Hong Kong Island 香港島行動區

In August 2009, the Harbour-front Enhancement Committee submitted to the Government enhancement proposals on both sides of Victoria Harbour under 22 Action Areas.

共建維港委員會已在二〇〇九年八月向政府提交建議，臚列了維港兩岸二十二個行動區的優化方案。



Sai Wan 西環



Sai Ying Pun 西營盤



Sheung Wan 上環



Central 中環



Wan Chai West 灣仔西



Wan Chai East 灣仔東



Island East 港島東



Island East 港島東



Kennedy Town 堅尼地城

Action Areas in Kowloon 九龍行動區



Harbour Planning Principles

《海港規劃原則》

As part of the Harbour Plan Review, the Harbour-front Enhancement Committee endorsed a set of Harbour Planning Principles, including a Vision and a Mission Statement, which aim to serve as guidelines for all individuals and organisations in the planning, preservation, development and management of Victoria Harbour and its harbourfront areas. The Harbour-front Enhancement Committee agreed that the Principles should be taken as a “living” document and would be subject to review to reflect changing planning circumstances and public aspirations when appropriate.

VICTORIA HARBOUR AND ITS WATERFRONT AREAS – VISION, MISSION & PLANNING PRINCIPLES

Victoria Harbour : Vision

To enhance Victoria Harbour and its harbourfront areas to become an attractive, vibrant, accessible and sustainable world-class asset: a harbour for the people, a harbour of life.

Victoria Harbour : Mission

To realise the vision of Victoria Harbour through effective and balanced utilisation of land and marine resources having regard to the Harbour Planning Principles and subject to an open and transparent public engagement process.

Harbour Planning Principles

The Harbour Planning Principles were developed and are monitored by the Harbour-front Enhancement Committee as a set of guidelines for all individuals and organisations to facilitate the sustainable planning, preservation, development and management of Victoria Harbour and the harbourfront areas.

Preserving Victoria Harbour

Principle 1: Victoria Harbour must be protected and preserved for Hong Kong people and visitors as a special public asset, a natural and cultural heritage asset, and a driver for the creation of economic and social values.

Stakeholder Engagement

Principle 2: All sectors of the community must be engaged at an early stage and on an ongoing basis in the planning, development and management of Victoria Harbour and its harbourfront areas through transparent and inclusive consensus building processes.

Sustainable Development

Principle 3: The planning, development and management of Victoria Harbour and its harbourfront areas should embrace the principles of sustainable development to balance and cater for the economic, social and environmental needs of all sectors of the present generation, without compromising the needs of future generations.

Integrated Planning

Principle 4: Integrated and long-term planning, development and management of infrastructure, land and marine uses, and water quality are essential to ensure that Victoria Harbour and its harbourfront areas support and enhance the economic, environmental and social aspirations of Hong Kong.

Proactive Harbour Enhancement

Principle 5: The planning, development and management of Victoria Harbour must proactively enhance the harbour and its harbourfront areas as Hong Kong’s symbol of urban design excellence and Hong Kong’s brand identity to the international community.

Vibrant Harbour

Principle 6: It is essential to balance the use of the harbour to provide both a maritime and logistics hub for the safe and efficient passage of people and goods, and as a cultural and leisure facility. Both marine and land-side activities must cater to and balance with the aspirations of all sectors of the community.

Accessible Harbour

Principle 7: Victoria Harbour must integrate with the hinterland in a comprehensive manner, including ample unrestricted and convenient visual and physical access for pedestrians, preferably at grade, to and along the harbour as well as the harbourfront areas.

Public Enjoyment

Principle 8: The planning, development and management of Victoria Harbour and its harbourfront areas should maximise opportunities for public enjoyment. Land required for and the impact from infrastructure developments, utility installations and land uses incompatible with the harbour planning principles should be minimised.

作為檢討海港規劃的一部分，共建維港委員會通過了一套海港規劃理想、使命和原則，為各界人士和團體就規劃、保存、發展和管理維多利亞港及其海旁地帶提供指引。共建維港委員會認為海港規劃原則應是有生命力的，因此將在適當時候因應最新的規劃情況和公眾期望而再更新。

維多利亞港及其海旁地帶 — 理想、使命及規劃原則

維多利亞港：理想

優化維多利亞港及其海旁地帶，使成為富吸引力、朝氣蓬勃、交通暢達和可持續發展的世界級資產：港人之港、活力之港。

維多利亞港：使命

透過有效和均衡地使用海陸資源，嚴格遵行《海港規劃原則》，以及開放透明的公眾參與過程，實現理想的維多利亞港的理想。

海港規劃原則

《海港規劃原則》由共建維港委員會制訂和監察，是一套供各界人士和團體參考的指引，以促進維多利亞港及其海旁地帶的可持續規劃、保存、發展與管理。

保存維多利亞港

原則1—保護和保存維多利亞港，作為香港市民和訪客共享的特殊公眾天然和文化資產，以及創建經濟和社會價值的動力。

公眾參與

原則2—透過提高透明度和建立多方面共識，讓社會各界人士及早和持續地參與維多利亞港及其海旁地帶的規劃、發展和管理。

可持續發展

原則3—維多利亞港及其海旁地帶的規劃、發展和管理，須秉承可持續發展的原則，平衡和滿足現代各階層人士的經濟、社會和環境需要，而又不曾損及後代人滿足其需求的能力。

綜合規劃

原則4—必須就基建、土地和海事用途方面，進行綜合和長遠的規劃、發展和管理，及保持優良水質，以確保維多利亞港及其海旁地帶能符合和提升香港市民對經濟、環境和社會的期望。

積極改善海港

原則5—維多利亞港的規劃、發展和管理必須積極進取，以改善維多利亞港及其海旁地帶，使之成為在國際社會內象徵香港的標誌和卓越城市設計的品牌。

朝氣蓬勃的海港

原則6—維多利亞港既是航運物流樞紐，提供安全和高效率的客貨運輸，亦是文娛消閒地區，兩者之間必須取得平衡。海上和陸上活動必須兼顧得宜，以滿足社會不同階層人士的訴求。

交通暢達的海港

原則7—透過充裕而暢通無阻及便利行人的觀景廊及通道(以地面通道為宜)，把維多利亞港的海旁及其海旁地帶與離海旁較遠的地區整體地聯繫起來。

公眾享用的地方

原則8—維多利亞港及其海旁地帶的規劃、發展和管理，必須令公眾能夠盡量享用海港及其海旁地帶。應盡量減少利用海旁地帶作基建發展、公用設施裝置，和與海港規劃原則不符的用途，以及應盡量減低這些發展和用途所帶來的影響。



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中環新海濱主要用地最新進展

用地	用途地帶	最後設計概念	建議的 [#] 總樓面面積／ 建築物高度	最新進展
一號用地 (1.89 公頃)	「綜合發展區」	<ul style="list-style-type: none"> 主要供市民享用的文娛樞紐 一號用地包括兩幢建築物，作零售、餐廳和展覽用途；二號用地包括一幢地標建築物，作文化、零售、餐廳、娛樂、旅遊、「政府、機構或社區」用途及節日活動之用 在中環四號至六號碼頭上蓋加建 1.5 樓層作商業用途 	16 120 平方米 (包括零售、餐廳、展覽場地、展覽館等及在中環四號至六號碼頭的 12 600 平方米) (主水平基準上 25 米)	<ul style="list-style-type: none"> 我們計劃以公私營合作模式，把一號和二號用地發展成獨特的文娛樞紐和多元化用途區，並發展低層建築作展覽、零售、娛樂、文娛及社區用途。我們已就採用公私營合作模式發展有關用地諮詢前共建維港委員會及其轄下的海濱管理模式專責小組，他們普遍支持這個發展模式。一號和二號用地的發展需要一段時間才可落實，因為這兩幅用地有不同部分須進行中環灣仔繞道的相關工程，直至 2015 年 7 月。
二號用地 (0.41 公頃)	「商業」	<ul style="list-style-type: none"> 廣闊的園景平台和公眾休憩用地達約 1.7 公頃，供綠化、休憩和節日活動之用 取消二號用地的公共交通交匯處，以便騰出更多地面空間和容納更多街頭活動 	19 000 平方米 (包括展覽場地、展覽館、零售、劇院等) (主水平基準上 60 米)	
三號用地 (5.23 公頃)	「綜合發展區」	<ul style="list-style-type: none"> 零售及辦公室發展 較大的園景平台，改善行人通道的連接，令視野更廣闊 較多地面休憩用地，並有街頭活動 在原址重建天星鐘樓 	157 400 平方米(包括 44 800 平方米作為辦公室，105 200 平方米作零售用途，3 800 平方米開設 150 個泊車位； 3 600 平方米撥供公共交通設施) (主水平基準上 50/40/30 米)	<ul style="list-style-type: none"> 由於中環灣仔繞道工程關係，三號用地最早批出的時間為 2015 年 7 月。在這段期間，我們正積極就搬遷位於三號用地的政府郵政總局一事與相關政策局和部門聯絡。我們亦會探討三號用地的短期用途，以便在批地前使該處的海濱更朝氣蓬勃。
四號用地 (1.7 公頃)	「其他指定用途」註明「與海濱有關的商業及休憩用途」	<ul style="list-style-type: none"> 與海濱有關的商業及零售發展 個別及較細小的建築物，感覺舒服自然的庭園空間 露天食肆和餐廳 不設天星鐘樓 	7 500 平方米 (主水平基準上 20 米)	<ul style="list-style-type: none"> 為了增添海濱活力及配合添馬艦發展項目的竣工時間，我們已開始四號用地發展的規劃。考慮到四號用地最早在 2011 年年底可供使用，我們現正探討是否可採用公私營合作模式盡早訂定四號用地的發展計劃。我們會就這個模式諮詢海濱事務委員會。如發現公私營合作模式可行並獲海濱事務委員會支持，我們將最快在 2010 年年底／2011 年年初進行邀請意向書或土地招標的工作。
五號用地 (1.16 公頃)	「政府、機構或社區」	<ul style="list-style-type: none"> 酒店及辦公室發展 現正研究在五號用地南面提供額外約 21 000 平方米總樓面面積作辦公室發展的可行性 	58 000 平方米 (25 000 平方米作為辦公室及 33 000 平方米作為酒店) (主水平基準上 80 米)	<ul style="list-style-type: none"> 五號用地要到 2013 年年底才可批出，因為部分用地須因應灣仔發展計劃第二期工程作臨時交通改道安排。考慮到屆時市場對甲級寫字樓及酒店發展的需求，我們會於稍後階段更改五號用地的土地用途。

用地	用途地帶	最後設計概念	建議的 [#] 總樓面面積／ 建築物高度	最新進展
六號用地 (1.89 公頃)	「其他指定用途」註明「與海濱有關的商業及休憩用途」及「休憩用地」	<ul style="list-style-type: none"> 與海濱有關的商業及休憩用途，以海洋為主題 進一步改善行人通道的連接 	2 900 平方米 (主水平基準上 15/20 米)	<ul style="list-style-type: none"> 六號用地要到 2017 年中環灣仔繞道工程完成後才可供使用。我們會於稍後再探討有關用地的發展時間。
七號用地 (7.8 公頃)	「休憩用地」	<ul style="list-style-type: none"> 海濱長廊 都市公園和都市綠洲的混合概念 在公園內增設露天食肆 	480 平方米 (主水平基準上 10 米)	<ul style="list-style-type: none"> 我們會在七號用地提供連綿的海濱長廊及包括廣場和觀景台等的中心景點。康樂及文化事務署現正擬備永久海濱長廊的工程範圍，並將諮詢中西區區議會。建築署之後會就海濱長廊進行技術可行性研究。如技術可行性研究獲得確認及有可用資源，七號用地的建築工程最快可於 2013 年展開。
八號用地 (0.22 公頃)	「其他指定用途」註明「與海濱有關的商業及休憩用途」	<ul style="list-style-type: none"> 在中環九號及十號碼頭之間的海濱重組皇后碼頭，並對九號及十號碼頭加以翻新 改善渡輪廣場的設計 	1 200 平方米* (主水平基準上 11.24 米)	<ul style="list-style-type: none"> 為了讓公眾能早日前往中環新海濱，我們已在七號用地開始一些前期工程。這些前期工程包括添馬艦發展項目前方的「綠地毯」，以及連接中環十號碼頭至「綠地毯」以北位置的海濱行人通道。擬議的前期工程已獲得中西區區議會支持。有關工程預期於 2012 年年初完成。 我們會因應位於七號用地的永久海濱長廊的規劃情況，考慮如何在八號土地上重組皇后碼頭。

預計總樓面面積總數須按詳細設計修訂

* 皇后碼頭的上蓋面積

按行動區劃分擬議的短、中、長期優化海濱措施摘要

	行動區	已規劃的項目	中期至長期改善方案
1	堅尼地城	重置位於城西道的堅尼地城游泳池 (預計完工日期： 第一階段：2011 年 第二階段：2015 年)	於西港島線落成後，檢討昔日焚化爐和屠場所在用地的土地用途
2	西環	不適用	活化位於西區副食品批發市場的空置碼頭及使用率偏低的地方
3	西營盤	*中山紀念公園 (公園部分已完工並於2010年6月向公眾開放；游泳池場館預計完工日期：2011年年初) *中山紀念公園以西的景觀美化區 (預計完工日期：分階段由2012年至2014年)	改善道路之間的連接
4	上環	*位於前上環大笪地的海濱公園 ¹ (已完工並於2009年11月向公眾開放) *連接位於前上環大笪地海濱公園與中山紀念公園之間的行人道 ²	透過與私人物業業主協商，從而改善沿海濱的地面行人徑

¹ 本項目在共建維港委員會轄下的海港計劃檢討小組委員會(委員會)原來的建議中屬於「西營盤行動區」項目。基於其地理位置，我們認為把這個項目歸入上環行動區內較為適合。

² 同樣地，本項目在委員會原來的建議中屬於「西營盤行動區」項目。基於其地理位置，我們認為把這個項目歸入上環行動區內較為適合。

	行動區	已規劃的項目	中期至長期改善方案
		(預計完工日期：2010年年中)	
5	中環	把香港海事博物館遷移至八號碼頭 (預計在獲得撥款及城市規劃委員會批准後，大約需要兩年時間完成項目) *添馬艦發展工程內的休憩用地及毗連的海濱 (預計完工日期：2011年下半年)	落實中環新海濱的發展項目
6	灣仔西	不適用	在完成灣仔發展計劃第二期和中環灣仔繞道後發展灣仔海濱
7	灣仔東	闢設永久的直升機升降坪 (預計完工日期：2012年)	在完成灣仔發展計劃第二期和中環灣仔繞道後發展灣仔海濱
8	港島東	*沿前北角邨東面用地的臨時海濱長廊 (已完工並於2010年6月向公眾開放) *愛秩序灣公園 (預計完工日期：2011年年初)	透過前北角邨可出售用地(私人發展項目)提供海濱長廊和休憩空間 興建海裕街海濱長廊(可透過公私營合作模式發展該用地) 在油街可出售用地(私人發展項目)內提供公眾休憩空間及連接日後海旁的園景行人道 ³

³ 這項改善措施在委員會原來的建議中屬於「灣仔東行動區」項目。基於其地理位置，我們認為把這個項

	行動區	已規劃的項目	中期至長期改善方案
			在得悉港島東海旁研究的結果後，重設被東區走廊阻礙的海濱通道
9	鯉魚門	鯉魚門優化海濱項目，包括興建公眾登岸設施及海濱長廊，以及其他街景改善工程 (預計完工日期：旅遊事務署現正覆檢中)	不適用
10	油塘	不適用	在「綜合發展區」用地(私人發展項目)內興建海濱長廊 重建沿海旁的工業大廈
11	油塘灣	不適用	在「綜合發展區」用地(私人發展項目)內興建海濱長廊 重建沿海旁的工業大廈
12	啓德	*觀塘海濱花園第一期 (已完工並於 2010 年 1 月向公眾開放) *啓德跑道公園 (預計第一期發展的完工日期：2013 年)	待公眾貨物裝卸區關閉後，開始觀塘海濱花園第二期的發展 在第一期發展完成後，全面推行啓德跑道公園的發展

	行動區	已規劃的項目	中期至長期改善方案
13	土瓜灣	*浙江街休憩用地 (預計完工日期：康文署現正覆檢中，初步預計為 2015 年)	重新發展那些對前往海濱的通道造成阻礙並與海旁不相配的土地用途(私人發展項目)
14	紅磡東	*大環山公園(海濱長廊)美化工程 (已於 2009 年 4 月完工) 紅磡海濱長廊初期發展項目 (預計完工日期：2011 年年中)	全面發展紅磡海濱長廊連同西面建灣街的空地
15	紅磡西	不適用	在搬遷國際郵件中心和港鐵貨運場及在沙中線竣工後，落實「紅磡地區研究」
16	尖沙咀東	*在尖沙咀天星碼頭旁的海濱用地發展露天廣場 (預計完工日期：旅遊事務署現正覆檢中)	可優化康文署的文化用地
17	尖沙咀西	不適用	透過私人參與，優化海運大廈及連接西九文化區的通道

	行動區	已規劃的項目	中期至長期改善方案
18	西九龍	在西九文化區設施施工前和施工期間，把用地撥作臨時用途(例如於2009年10／11月舉辦的「香港美酒佳餚巡禮」，以及於2009年12月／2010年1月舉辦的「二零零九深圳香港城市／建築雙城雙年展」)。西九文化區管理局在開展西九文化區工程前，會繼續探討西九文化區用地的臨時用途。	落實西九文化區總綱圖，包括發展23公頃的公眾休憩用地／海濱長廊
19	油麻地	<p>*位於原大角咀巴士總站舊址的休憩用地 (預計完工日期：2013年)</p> <p>*大角咀海旁的海濱長廊(毗鄰九龍內地段第11146號)(私人發展項目) (預計完工日期：2012年)</p>	優化現時連接沿油麻地公眾貨物裝卸區和避風塘至北面大角咀海旁和南面西九文化區的行人連接
20	維港西面	不適用	與港口有關的海濱發展
21	荃灣	透過土木工程拓展署的荃灣至屯門單車徑計劃，使市民更容易直達海旁 (預計完工日期：2014年)	在荃灣西鐵物業發展項目用地內興建海濱長廊
22	青衣	*担杆山路的休憩用地	不適用

	行動區	已規劃的項目	中期至長期 改善方案
		(已完工並於 2010 年 6 月向公眾開放)	

* 上述附加*號並以粗體顯示的項目屬於預計在 2009 年至 2014 年期間完工的 15 個項目，我們已於 2009 年 4 月 6 日的立法會海濱規劃事宜小組委員會會議上呈交有關資料。

共建維港委員會及發展局局長
曾考察的海濱城市

A. 共建維港委員會海濱管理模式專責小組曾考察的城市

考察的城市和日期	管理模式
英國利物浦 (2008 年 11 月 2 至 5 日)	<p>默西河畔(Mersey Waterfront)</p> <ul style="list-style-type: none"> 為活化利物浦市內已荒廢的工業區河畔，政府在 2002 年成立了默西河畔計劃 (Mersey Waterfront)，由西北區域發展署 (Northwest Regional Development Agency) 以公帑提供經費。默西河畔計劃是一項公私營界別合作安排，目標是要訂定和協調河畔發展項目和措施。合作伙伴包括市議會和區議會、非政府機構、學術界人士和當地的商業機構。 默西河畔計劃在更新海旁方面初步取得成功，吸引了私人投資者參與，對於推展默西河畔一帶多個康樂和商業項目十分重要，例如亞爾伯特船塢 (Albert Dock) 附近的郵輪設施和會議中心。
英國倫敦 (2008 年 11 月 5 至 7 日)	<p>倫敦碼頭區發展公司 (London Docklands Development Corporation)</p> <ul style="list-style-type: none"> 倫敦碼頭區發展公司在 1981 年以公帑成立，目標為活化殘舊失修的船塢區，例如倫敦東部的金絲雀碼頭 (Canary Wharf)。該公司在規劃、批地及管理方面具有廣泛和整合的權力。繼完成主要的重建項目後，該公司已逐步將其規劃和管理權力移交倫敦地方議會，繼而在 1998 年解散。 <p>南岸合作計劃 (South Bank Partnership)</p> <ul style="list-style-type: none"> 南岸合作計劃聯同倫敦地方政府，積極改變和更新南岸區。南岸合作計劃提供了一個平台，以討論在南岸區持續進行的發展項目及探索策略性的投資決定。它是一個跨地方、跨政黨的組織，成員由選出的代表、法定機構和當地的主要持份者組成。該公司聯同私人組織，例如南岸僱主組織，參與管理和推廣南岸工作。
新加坡 (2009 年 2 月 16 至 18 日)	<p>市區重建局 (Urban Redevelopment Authority) 及濱海灣發展機構 (Marina Bay Development Agency)</p> <ul style="list-style-type: none"> 新加坡的活化河岸和海旁的工作，主要由市區重建局牽頭。該局具有綜合規劃、發展、批地和管理海旁區的權力。濱海灣發展機構是該局轄下的

	執行部門，負責濱海灣的規劃、設計和落實發展項目。
澳洲悉尼 (2009年2月 19至21日)	<p><i>悉尼港前濱管理局 (Sydney Harbour Foreshore Authority)</i></p> <ul style="list-style-type: none"> 悉尼港前濱管理局是發展和管理前濱區的主要當局，亦是悉尼最大的單一土地擁有者。該局是法定組織，根據1998年《悉尼港前濱管理局法令》(<i>Sydney Harbour Foreshore Authority Act (1998)</i>)成立。該法令合併了數個獨立組織的職能，使悉尼港前濱管理局具有規劃、發展和管理前濱區的綜合權力。該局亦肩負市場推廣的職能，負責推廣悉尼海港，並為海港建立品牌。該局由新南威爾士規劃部部長(<i>New South Wales Minister for Planning</i>)規管和督導，財政上則自負盈虧。
美國三藩市 (2009年4月 12至14日)	<p><i>三藩市港口局 (Port of San Francisco)</i></p> <ul style="list-style-type: none"> 三藩市港口局的職責是把工業港口區改變為現代化的海旁，作康樂、文娛和海上活動等用途。港口局在規劃、發展和管理港口用地等方面獲賦予多元化的權力，包括土地用途規劃、地產發展、航運、維修保養港口設施等。雖然港口局沒有批地的權力，但可透過出租物業獲取收入。港口局由港口事務委員會(<i>Port Commission</i>)規管，並以三藩市市縣的政府部門形式運作。
加拿大溫哥華 (2009年4月 14至16日)	<p><i>加拿大溫哥華港口局 (Port Metro Vancouver)</i></p> <ul style="list-style-type: none"> 溫哥華港口局是一個專責機關，獲賦予全面規管溫哥華港口發展的權力。溫哥華港口局由三個前港口部門合併而成，擁有面積達2 700公頃的土地，負責規劃、發展和管理與港口有關的土地和海上用途。港口局須向運輸、基建和社區事務部長負責。

B. 發展局局長曾考察的其他城市

考察的城市和日期	管理模式
新西蘭 威靈頓 (2010年5月)	<p><i>威靈頓海濱有限公司 (Wellington Waterfront Ltd)</i></p> <ul style="list-style-type: none"> 威靈頓海濱有限公司是威靈頓市議會(<i>Wellington City Council</i>)擁有的公司，其主要職務是推行《威

4 至 5 日)	<p>靈頓海濱發展綱領》(Wellington Waterfront Framework)所載的計劃，並進行清潔、保安及一般保養等日常海濱管理工作。</p> <ul style="list-style-type: none"> 威靈頓市議會於 2000 年成立了海濱領導小組 (Waterfront Leadership Group)，以制訂綱領，為佔地 20 公頃的威靈頓中央海濱區提供發展方面的指引。《威靈頓海濱發展綱領》於 2001 年 4 月撰成。
<p>新西蘭 奧克蘭 (2010 年 5 月 6 至 7 日)</p>	<p>大奧克蘭地區議會(Auckland Regional Council)和奧克蘭市議會(Auckland City Council)</p> <ul style="list-style-type: none"> 為展現奧克蘭中心商業區海旁的潛力，大奧克蘭地區議會和奧克蘭市議會建立伙伴合作關係，透過綜合模式作該地區日後的發展。兩個議會在 2005 年公布了《2040 年奧克蘭海濱發展願景》(Auckland Waterfront Vision 2040)，作為該中心商業區海旁直至 2040 年的發展指引。 《願景》指定了四個海濱地區(即韋斯特黑文濱海(Westhaven Marina)、溫耶德點(Wynyard Point)、中央碼頭區(Central Wharves)和港口區(The Port))，指其能夠帶出海旁一帶整體的特色。每一個海濱地區既有其獨特的面貌，又能作多種特定用途和進行不同活動。當局進行詳細的海濱地區規劃及整個規管過程中，需作相關考慮。 <p>Sea+City 項目有限公司(Sea+City Projects Ltd.)</p> <ul style="list-style-type: none"> Sea+City 項目有限公司是由奧克蘭區域控股公司(Auckland Regional Holdings)成立的全資附屬公司，專責管理 Sea+City 項目。Sea+City 項目區位於溫耶德點中心，佔地 18.5 公頃。該項目預計需時 20 至 25 年落成。首階段的第一期基建工程已經展開，預計 2011 年完工。