For discussion
16 January 2012

Legislative Council Panel on Development

Kowloon East Development Office

PURPOSE

This paper seeks Members’ views on the proposed setting up of a dedicated Kowloon East Development Office for taking forward the initiative of Energising Kowloon East.

BACKGROUND

2. In his 2011-12 Policy Address, the Chief Executive announced that we will adopt a visionary, coordinated and integrated approach to expedite the transformation of Kowloon East into an attractive, alternative Central Business District (CBD) to support Hong Kong’s economic development. At the Meeting of the Panel on Development held on 19 December 2011, we introduced to Members the initiative of Energising Kowloon East and received Members’ overall support. On 14 December 2011, LegCo passed a motion urging the Administration to pay special attention to various aspects of the initiative in taking forward this major project.

3. Some conceptual ideas on Energising Kowloon East and details about its “connectivity”, “branding”, “design” and “diversity” elements as well as two proposed Action Areas are contained in the leaflet in Enclosure 1 and Development Panel paper CB(1)599/11-12(03), and are not repeated here. In this paper, we will present the justifications for setting up a dedicated office and its key roles and functions as envisaged.
WHY DO WE NEED A DEDICATED KOWLOON EAST DEVELOPMENT OFFICE (KEDO)

4. Since the Policy Address announcement on 12 October 2011, we have received overwhelming support from almost all quarters in society. Our briefings to stakeholders are generally well received and the unanimous feedback is that the Government should execute this blueprint with determination, speed and extensive public engagement. More specifically, there are certain commonly shared views on how the Government should implement the initiative, as follows –

(a) providing strong policy steer and effectively coordinated efforts;

(b) adopting a holistic, innovative and creative institutional framework that would overcome the conventional division of responsibilities in Government;

(c) providing capacity for public private partnership, particularly noting the ownership pattern of land in the old industrial areas of Kwun Tong and Kowloon Bay, with some drawing direct reference to the one-stop coordinated advisory service provided by the Development Opportunities Office (DOO) to land development proposals in the past two and a half years;

(d) delivering some “quick wins” to improve the environment in the former industrial areas, particularly in terms of traffic, landscape and greening; and

(e) continuing with the successful precedent of public engagement adopted in the Kai Tak Development planning to involve the community.

5. On the other hand, overseas experiences collated by Development Bureau (DEVB), including official visits made by the Secretary for Development herself to the London Canary Wharf,
Paris’ La Défense and Singapore’s Marina Bay all point to the need for a dedicated, multi-disciplinary office to take charge of an area-based transformation. Although those overseas entities differ in terms of their powers and responsibilities, they all share in common the need for a distinct office with a clear vision and mandate from a high level within the Government (normally the Mayor or the relevant Minister). In terms of resourcing, these dedicated offices are normally not big but should have direct access to the highest authority in delivering the project.

6. Against the above considerations, we propose the creation of a new KEDO in the DEVB to steer, supervise, oversee and monitor the development of Kowloon East with a view to optimising the land use of these former industrial hubs and transforming it into another key CBD.

7. The major roles of KEDO will be –

(a) to advocate the conceptual master plan of Kwun Tong and Kowloon Bay and continuously develop it to reflect the development needs of Kowloon East, and explore options for strategic refinement of the Outline Zoning Plan of KTD;

(b) to engage major stakeholders and the public to promote Kowloon East and attract local and overseas developers and users;

(c) to provide one-stop advisory and coordinating support to land development proposals from project proponents that are conducive to private sector development for transforming Kowloon East into a modern and premier business district;

(d) to undertake planning and engineering studies and implement small-scale projects such as road/traffic improvement works, improvement to pedestrian connections, streetscape, greening and promenade, waterfront enhancement, local open space, etc. in Kwun
Tong and Kowloon Bay that are directly related to the urban regeneration of Kowloon East; and specifically to coordinate government efforts in releasing the two Action Areas for development.

8. To ensure that the KEDO will meet its needed objectives, and to allow room for more consultations with stakeholders, we further propose to set up an initial KEDO for one year subject to approval of Finance Committee (FC) / Establishment Sub-committee (ESC). During its initial year, the office will develop the long-term institutional set-up for Energising Kowloon East, the best mix of talents in the team and the most appropriate mode of development to cater for the special characteristics of Kowloon East in particular the highly developed areas in Kwun Tong and Kowloon Bay. We will consult the Panel again before end of the first-year duration and seek the approval of FC/ESC for a longer-term set-up.

**Proposed Structure of KEDO**

9. Under the steer of the Secretary for Development, the proposed KEDO will supervise and monitor this highly strategic and significant development for Hong Kong. The KEDO’s work portfolio is wide-ranging; involving planning and land issues, infrastructure, etc. but in terms of accountability, KEDO will be put under the Works Branch of DEVB. The Permanent Secretary for Development (PS(W)) will supervise the operation of KEDO. The proposed KEDO will be headed by two directorate officers of Principal Government Town Planner (D3) (designated as Head of KEDO) and Government Architect (D2) (designated as Deputy Head of KEDO) respectively. They will be underpinned by 16 civil servants /non-civil service contract staff comprising a multi-disciplinary team of town planner, architect, landscape architect, engineer, estate surveyor and solicitor as well as technical and administrative support staff, though we may not create all these positions during the initial year. The mix of knowledge and experience will better equip KEDO to consider issues in a comprehensive and coordinated manner and deliver the master planning of Kowloon East as another CBD of Hong
Kong holistically, competently and efficiently.

10. The proposed set-up of KEDO within DEVB is at Enclosure 2. The proposed structure of KEDO is at Enclosure 3. Under the steer of Head of KEDO and Deputy Head of KEDO, there will be four teams providing dedicated professional input on planning, architectural and engineering fronts as well as facilitating land development proposals from the private sector. Putting the four teams under the same roof will enable the officers to work together to pursue the common goals of KEDO and facilitate better coordination and integration, and enhance efficiency, notably for the master planning of Kowloon East which will require professional input from various disciplines. Specifically, the areas of work of the four teams are set out below –

(a) Planning Team: headed by a Senior Town Planner to provide planning input in the planning studies, community engagement, preparation of conceptual master plan, etc.;

(b) Architectural Team: headed by a Senior Architect to provide professional input on urban design, architectural compatibility, landscape planning, etc.;

(c) Engineering Team: supervised by a Senior Engineer to provide professional input on the coordination and monitoring of infrastructural development in Kwun Tong and Kowloon Bay as well as the implementation of small-scale projects in these two areas; and

(d) Development Facilitation Team: a Senior Estate Surveyor to provide professional advice on land development proposals from the private sector as well as to assist in the coordination and liaison with government bureaux/departments on processing the proposals and a Senior Solicitor to provide legal input and advice on land development proposals and other projects in particular those involving complicated land issues.
Need for Directorate Support

11. The proposed KEDO will be responsible for energising Kowloon East with specific focus on the following areas-

(a) Holistic Town Planning
   It will advocate a completely new conceptual master plan for Kwun Tong and Kowloon Bay and continuously develop it to reflect the development needs of Kowloon East, and explore options of strategic refinement of the Outline Zoning Plan of KTD.

(b) Mode of Expediting Development
   It will explore different options of the mode to expedite the development of Kowloon East, in particular Kwun Tong and Kowloon Bay taking into account the characteristics of these two areas.

(c) Facilitation of Private Sector Development
   It will provide one-stop advisory service to private sector land development proposals and coordinate government departments’ efforts to expedite the development of Kowloon East.

(d) Review of Land Use
   We propose to release some 6.4 hectares of government land in Action Area 1 (as shown in Enclosure 1) for the development of a new vibrant node in Kowloon East and deck over the bus terminus in Action Area 2 (as shown in Enclosure 1) to provide public open space and outdoor performance area. The two initiatives, which will provide 572 800 square metre Gross Floor Area of office area, involve removal/relocation of existing government facilities. KEDO will closely coordinate with various government bureaux/departments and engage industry stakeholders for the reprovisioning work.
KEDO will also be responsible for the coordination work for the proposal of releasing nine under-developed government sites within Kowloon East for more gainful use.

(e) **Improvement in Connectivity**
It will be responsible for the planning and coordination with various government bureaux/departments and private developers for the implementation of improved pedestrian connections within Kwun Tong and Kowloon Bay. It will also take up the strategic coordination work with a view to improving the current traffic congestion problem in Kwun Tong and Kowloon Bay and enhancing the inter/intra connection of Kowloon East.

(f) **Promotion of Diversity**
It will take a proactive role in promoting diversity in the strategic areas within Kowloon East. One of the planned initiatives is to encourage the setting up of arts, entertainment, food and beverages facilities at the waterfront site at the above-mentioned Action Area 2. The initiative involves part closure of Hoi Bun Road to facilitate open space connection to the waterfront and extension of Hoi Bun Road Park to link up with the future Kwun Tong Promenade Phase 2. KEDO will also engage industry stakeholders for the proposed use of the water area, including the existing typhoon shelter, for marina and water sports to promote diversity within Kowloon East.

(g) **Creation of Destination Effect**
It will be responsible for coordinating the enhancement work for streetscape and greening through urban design and upgrading the existing open space, and the development of a 11-km continuous promenade within Kowloon East. We have planned to set up the site office of KEDO in Kowloon East providing an information centre for future public engagement work in regard to Kowloon East development.
12. We need dedicated support at the directorate level to lead, steer and monitor the transformation of Kowloon East. The existing districts of Kwun Tong and Kowloon Bay are highly developed areas where most of the lands are privately owned and multiple in ownership which is not conducive to the development of a premier business district. As set out in paragraph 11 above, the work of the KEDO is diversified (involving land use review; holistic town planning; urban design; infrastructure development; branding and promotion, etc.) and complex (e.g. multiple land ownership; wide ranging projects involving multiple stakeholders of investors, land owners, LegCo, District Councils, academia and different government bureaux/departments; interface issues and conflicting requirements, etc.). The workload is heavy in terms of volume and complexity.

13. Given the nature of the work, the Head of KEDO and Deputy Head of KEDO, apart from having a high level of leadership and organisational capabilities, should possess the vision, versatility and creativity to transform Kowloon East into a premier business district. Having regard to the level of responsibilities, officers at D3 and D2 ranks are considered necessary to spearhead the work of KEDO competently. In particular, the Head of KEDO should have strategic thinking, and take the lead to coordinate the efforts of different government bureaux/departments as well as to enlist their policy support in formulating the various development strategies for Kowloon East. Having regard to the responsibilities of the Head of DOO (D3), we consider that the Head of KEDO should at least be ranked at D3 given the wide spectrum of work under KEDO including, among others, the taking over from DOO the responsibility to provide one-stop advisory service to land development proposals from the private sector relating to Kowloon East development.

14. In the initial stage, there will be more significant demand for inputs to planning and land use review matters. It is therefore proposed that the Head of KEDO post be pitched at the Principal
Government Town Planner (D3) rank. The incumbent should best be complemented by a Government Architect (D2) as the Deputy Head of KEDO to provide the much-needed support on architectural and urban design. The proposed job descriptions of the Head of KEDO and Deputy Head of KEDO posts are at **Enclosure 4** and **Enclosure 5** respectively. The revised job description of PS(W) following the setting up of KEDO is at **Enclosure 6**.

15. The transformation of Kowloon East is a long-term development plan. As mentioned above, we propose to create the two directorate posts of Head of KEDO and Deputy Head of KEDO for one year with effect from 1 July 2012. As a new set-up, we will review the work of KEDO and its staff complement having regard to the actual operational experience in the initial period and consider the long-term need and institutional set-up of the office. This arrangement also allows for flexibility in refining the structure and responsibilities of KEDO at a later stage, if considered necessary. We propose to seek the approval of ESC and FC in February and April 2012 respectively on the above directorate staffing proposal. In the meantime, we are setting up a preparatory team to embark on the immediate tasks pertaining to the transformation of Kowloon East.

16. We have looked into the feasibility of redeploying existing staff at the D3 and D2 levels of the DEVB to take up the tasks of KEDO, but consider it not feasible.

**Interface between KEDO and Kai Tak Office**

17. KTD has entered into the engineering implementation phase under the KTD Outline Zoning Plan. Whilst the established Kai Tak Office (KTO) under the Civil Engineering and Development Department will continue to assume its role in delivering infrastructural projects under KTD, the proposed KEDO under the direct steer of DEVB will focus on strategic issues as mentioned in paragraphs 7, 8 and 11 in transforming Kowloon East, which include highly developed areas in Kwun Tong and Kowloon Bay, into a
premier business district. Each office has a clearly defined ambit of works and the two offices will closely collaborate in taking forward various important tasks in the development of Kowloon East.

**JOB CREATION**

18. It is difficult, if not impossible, to accurately estimate the total number of job creation in the development of Kowloon East. Based on the ultimate target of 4 million square metres additional office floor areas, the Kowloon East development will create about 6,800 jobs (about 600 for professional/technical staff and 6,200 for labourers).

**FINANCIAL IMPLICATIONS**

19. The proposed creation of the Head of KEDO and Deputy Head of KEDO posts will require an additional notional annual salary cost at mid-point of not exceeding $3,481,800, as follows-

<table>
<thead>
<tr>
<th>Rank</th>
<th>NAMS($)</th>
<th>No. of post</th>
</tr>
</thead>
<tbody>
<tr>
<td>Creation of supernumerary directorate posts</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Head 159 GS: DEVB(WB)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>D3 Principal Government Town Planner</td>
<td>1,870,200</td>
<td>+1</td>
</tr>
<tr>
<td>D2 Government Architect</td>
<td>1,611,600</td>
<td>+1</td>
</tr>
<tr>
<td></td>
<td>3,481,800</td>
<td>+2</td>
</tr>
</tbody>
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The additional full annual average staff cost, including salaries and on-cost, is estimated to be around $4,928,520.

20. KEDO will be supported by a total of 16 non-directorate staff and non-civil service contract staff. The total additional notional annual salary cost at mid-point for the ten non-directorate civil service posts will be within $6,737,880 and the full annual average staff cost, including salaries and on-cost, will be within $10,692,576.
The annual staff costs of the six non-civil service contract staff are within $3,050,000.

**ADVICE SOUGHT**

21. Members are invited to give views on the proposal. Subject to Members’ support, we will proceed to seek the approval of FC/ESC.

Development Bureau
January 2012
Hong Kong’s CBD

Kowloon East is an area comprising the former Kai Tak Airport, Kwun Tong and Kowloon Bay. This area witnessed the rapid growth of an important industrial base in the heyday of Hong Kong’s manufacturing industry, creating hundreds of thousands of jobs and propelling Hong Kong’s prosperity. Following the relocation of the Airport to Chek Lap Kok and our manufacturing base to the Mainland, this area has lost some of its past vibrancy, leaving a huge stock of industrial buildings not being fully utilised. On the other hand, with the booming in Hong Kong’s financial and service sectors as well as large numbers of regional headquarters and regional offices of multi-national companies setting their foot in Hong Kong, the demand for quality office space can no longer be met by our traditional Central Business District (CBD). Thence to good market sense and first-mover initiatives of some private developers, high grade office buildings and retail centres are emerging in Kowloon East. About 1.4 million m² office space have been completed.

The National 12th Five-Year Plan has given support to Hong Kong’s position as an international financial, trade and shipping centre, and support for Hong Kong’s development as an international asset management centre and an offshore Reminbi (RMB) business centre, increasing its impact on a global scale. To capitalize on the fast-growing opportunities of the Mainland and sustain Hong Kong’s position and longer term development, a steady and adequate supply of quality office space is pivotal. In his 2011-12 Policy Address, the Chief Executive announced that we will adopt a visionary, co-ordinated and integrated approach to expedite the transformation of Kowloon East into an attractive, alternative central business district to support Hong Kong’s economic development. Specifically, this will involve land use review, urban design, improved connectivity and the associated infrastructure.

Government Initiatives

Since April 2010, we have introduced measures to revitalise industrial buildings in Hong Kong. By end August 2011, 33 applications have been approved for wholesale conversion or redevelopment and 16 of them are in Kwun Tong and Kowloon Bay. These industrial buildings will be redeveloped or converted into offices, shops and services, and hotels.

About 1.06 million m² of office space has been planned for within the 320 hectare Kai Tak Development (KTD). We are building a Kai Tak Government Offices and are planning to relocate other government office buildings to Kai Tak. With another 0.8 million m² of retail and hotel accommodation planned, some 33,200 public and private housing units, an international cruise terminal, sports and tourism facilities, KTD will inject development density 151 hectares in Kwun Tong and Kowloon Bay. Kowloon East has great potential to evolve into a vibrant premier business district in Hong Kong.

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Proposed Organisation Chart of the Kowloon East Development Office (KEDO)

Head of KEDO  
(Principal Government Town Planner)  
(D3)  

Deputy Head of KEDO  
(Government Architect)  
(D2)  

Planning Team

Architectural Team

Senior Town Planner

Senior Architect

Engineering Team

Senior Engineer

Development Facilitation Team

Senior Solicitor

Senior Estate Surveyor

Personal Secretary I

Personal Secretary I
Proposed Job Description of
Head of Kowloon East Development Office (H/KEDO)

Rank : Principal Government Town Planner (D3)

Responsible to : Permanent Secretary for Development (Works)

Major Duties and Responsibilities –
1. Advocate the conceptual master plan of Kwun Tong and Kowloon Bay and explore options for strategic refinement of the Outline Zoning Plan of Kai Tak Development.

2. Explore different modes of expediting the development of Kowloon East.

3. Manage the Kowloon East Development Office to ensure its efficient operation and formulate the long-term institutional set-up.

4. Spearhead the coordination of inter-bureau and inter-departmental efforts on land development proposals from the private sector including review of the land development procedures, and the provision of preliminary assessments on the merits or otherwise of individual proposals in consultation with the relevant bureaux and departments.

5. Assume the central coordination and monitoring role in the project management, design direction and coordination related to infrastructural development in Kowloon Bay and Kwun Tong as well as in the strategic issues pertaining to Kai Tak Development.

6. Champion a comprehensive and coherent public relations and public engagement strategy for new initiatives and projects, and coordinate responses to demands and aspirations from the stakeholders and the public.
Proposed Job Description of
Deputy Head of Kowloon East Development Office
(DH/KEDO)

Rank : Government Architect (D2)

Responsible to : Head of Kowloon East Development Office

Major Duties and Responsibilities –
1. Oversee tasks related to planning studies, community engagement and preparation of the conceptual master plan for Kowloon Bay and Kwun Tong, and assist in exploring options for strategic refinement of the Outline Zoning Plan of Kai Tak Development.

2. Assist in exploring different modes of expediting the development of Kowloon East (KE).

3. Assist in formulating the long-term institutional set-up of KEDO.

4. Conduct research and feasibility studies and provide professional advice to land development proposals in KE from the private sector. Coordinate and liaise with various bureaux and departments on processing individual land development proposals.

5. Assist in the coordination and monitoring of the infrastructural development in Kwun Tong and Kowloon Bay as well as the strategic issues pertaining to Kai Tak Development.

6. Advise on the feasibility, budgeting, programming, public reception and priority considerations, design and implementation of public infrastructure and area improvement works in Kwun Tong and Kowloon Bay that are directly related to the urban regeneration of KE, and assist in drawing up consultation strategy
for engaging stakeholders.

7. Steer the work of the multi-disciplinary support team comprising town planner, architect, landscape architect, engineer, estate surveyor and solicitor.
Enclosure 6

Revised Job Description of
Permanent Secretary for Development (Works) (PS(W))

Rank: Administrative Officer Staff Grade A1 (D8)

Responsible to: Secretary for Development (SDEV)

Main Duties and Responsibilities –

1. To assist SDEV in steering the transformation of Kowloon East into an attractive, alternative Central Business District. [Note: New duties and responsibilities following the setting up of the Kowloon East Development Office.]

2. To assist SDEV in formulating policies in regard to slope safety, flood prevention, water supply, greening, landscape, tree management and the delivery of the Public Works Programme; and to ensure the efficient implementation of such policies.

3. To assist SDEV in securing support of the public and LegCo; and in dealing with LegCo businesses.

4. To housekeep Architectural Services Department, Civil Engineering and Development Department, Drainage Services Department, Electrical and Mechanical Services Department and Water Supplies Department.

5. To provide strategic input to directorate succession planning and leadership development in respect of Works group of Departments and to steer and implement re-organization plans where necessary.

6. To serve as Controlling Officer for resources allocated to Works Branch and to ensure their proper deployment.
7. To oversee liaison with the construction industry, in particular in regard to co-operation with the Construction Industry Council and the Construction Workers Registration Authority.

8. To explore opportunities for co-operation between stakeholders of the local construction industry and their Mainland counterparts and to promote local professional services outside Hong Kong.

9. To assist SDEV in formulating policies in regard to development-related heritage conservation so as to enable a close interface between development and heritage conservation.

10. To manage staff resources in Works Branch.