

For Discussion
on 22 October 2013

**LEGISLATIVE COUNCIL
PANEL ON DEVELOPMENT**

**Proposed Establishment of a Harbourfront Authority
Phase I Public Engagement Exercise**

Purpose

This paper briefs Members on Phase I Public Engagement (“PE”) Exercise for the proposed establishment of a Harbourfront Authority and gauge Members’ views on the proposal.

Background

Vision for the harbourfront

2. Victoria Harbour is the icon of the city and the most precious public asset of Hong Kong. It is our vision to enhance the Victoria Harbour and its harbourfront areas to become an attractive, vibrant, accessible and sustainable world-class asset: a harbour for the people and a harbour of vitality.

From harbour reclamation for development to harbourfront enhancement for public enjoyment

3. The Victoria Harbour as we see today is the result of more than a century of development-came-first approach. Successive cycles of reclamation have provided valuable land for economic activities and development. Most parts of our existing harbourfront have been formed and developed over the years, and occupied by commercial, industrial and residential buildings, roads and infrastructure, as well as public facilities. Some parts of the harbour and its adjoining harbourfront sites are also required for port operation of Hong Kong. Harbourfront planning and beautification was difficult in the early days as there was no idea when and how the final shoreline would emerge.

4. In the course of Hong Kong’s rise as an international financial, logistics, commercial and trading centre, about half of the Victoria Harbour has been

reclaimed towards the end of the 20th century. The extent of reclamation that had already taken place rendered what was remained to be the Harbour even more precious. The Protection of the Harbour Ordinance (Cap. 531) was then enacted in 1997 to protect and preserve the Victoria Harbour by establishing a presumption against reclamation.

5. After a spate of harbour reclamation litigations regarding the Central Reclamation Phase III project for the construction of Central-Wan Chai Bypass (CWB) in 2004, the Government made a high-profile statement that there would be no further reclamation in the Victoria Harbour upon completion of the reclamation required for the CWB. Since then, the Government has started taking quantum steps to enhance the Victoria Harbourfront.

Harbour-front Enhancement Committee

6. A Harbourfront Enhancement Committee (“HEC”) was set up in May 2004 to advise on planning, land uses and developments along the existing and new harbourfront of Victoria Harbour. HEC made important contributions towards shaping the future harbourfront in its almost six years of service. Harbour Planning Principles and Harbour Planning Guidelines were devised and promulgated in 2005 and 2007 respectively to provide guidance for the planning and development of harbourfront areas. 22 Action Areas were meticulously drawn up to set the agenda for action by relevant Government departments to enhance the harbourfront. With the series of 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. It was also instrumental in bringing to fruition a number of quick-win harbourfront projects for early public enjoyment, such as the West Kowloon Waterfront Promenade (2005), the temporary pet garden in Wan Chai Promenade (2006), and a promenade cum pet garden developed with Sheung Wan Stormwater Pumping Station (2009).

7. During its tenure, HEC also established a Task Group on Management Model for the Harbourfront (“Task Group”) to explore a framework for the sustainable management of the harbourfront. The Task Group reviewed a wide range of local and overseas examples, and recommended in its Report on Management Model for the Harbourfront in 2009 that an overarching, non-statutory Harbourfront Commission (“HC”) should be established to replace HEC to advise the Government on harbourfront planning, design, management and other related matters. The Task Group also considered that the ability to combine advocacy with execution as well as flexibility to operate without the constraints of bureaucracy would be conducive to bringing about

holistic, integrated and responsive changes to the management of the Victoria Harbour, and recommended that the possibility of establishing an independent statutory authority with its own executives and dedicated funding should be revisited in the longer term so as to enhance community participation, improve harbourfront activity and dynamism, and ensure timely response to public needs and aspirations.

Harbourfront Commission

8. Following the recommendations of HEC, a Harbourfront Commission (“HC”) was established in July 2010 to succeed the HEC to play an advocacy, oversight and advisory role in harbourfront planning, development and management with broad-based representation from professional institutes, civic and environmental groups and the business sector. Since its establishment, HC has generated constructive discussion among stakeholders through an open and transparent process, and has offered advice to over 80 public and private harbourfront projects. Supported by a dedicated Harbour Unit set up under the Development Bureau, a number of quick-win harbourfront enhancement projects were also taken forward in recent years, namely the Kwun Tong Promenade Stage 1 (2010), Hung Hom Waterfront Promenade (2011), as well as the advance promenades at the new Central harbourfront and Quarry Bay harbourfront (2012).

9. While the Government has made strenuous effort in opening up more harbourfront areas for public enjoyment, experience over the last nine years has shown that the conventional approach under which the relevant government departments develop and manage the harbourfront sites within the service-wide fiscal and human resources constraints might not be able to fully meet the community’s aspiration for a truly attractive and vibrant harbourfront for all to enjoy and for Hong Kong to become a world-class waterfront city.

10. To better fulfil the vision for the Victoria Harbourfront and overcome the institutional constraints, the Legislative Council (“LegCo”) Subcommittee on Harbourfront Planning of the Panel on Development had recommended, and a non-binding motion was passed by LegCo in July 2011 for, among others, the establishment of a statutory body to co-ordinate and implement strategic harbourfront development.

Proposed establishment of a Harbourfront Authority

11. Against the above background, HC has revisited the HEC’s

recommendations and vigorously deliberated the subject. In October 2012, HC submitted a report to the Government recommending the establishment of a Harbourfront Authority and its broad framework. In his Policy Address announced in January 2013, the Chief Executive welcomed HC's proposal of setting up a dedicated statutory Harbourfront Authority to press ahead with harbourfront development in a holistic manner with an innovative mindset and a more flexible management approach, and undertook that Development Bureau ("DEVB") would collaborate with HC in conducting public consultation on the proposal. Should the proposal is supported by the public, the Government would take forward the legislative work and provide the financial support.

The Proposal

A Dedicated Harbourfront Authority

12. The former HEC, HC and DEVB have earlier studied a number of waterfront cities overseas, such as Sydney, Auckland, San Francisco and Singapore, etc. These successful examples have one common feature – they all have a dedicated agency (be it statutory, independent or being part of a government department) with dedicated resources and sole priority, to pursue integrated planning, design, construction, operation and management of harbourfront projects in a holistic manner. HC believes that the establishment of a dedicated Harbourfront Authority will be the key to achieving the shared vision of an attractive, vibrant, accessible and sustainable harbourfront for public enjoyment. To address the limitations of the existing harbourfront development and management model, HC considers that the Harbourfront Authority should be an independent and dedicated body with broad-based representation, which is able to -

- plan, design, develop, operate and manage harbourfront sites holistically;
- accommodate innovative ideas and designs;
- adopt a place-making approach and manage the sites with flexibility;
- reduce bureaucratic red-tape;
- combine advocacy and execution;
- facilitate inter-departmental and cross-sectoral coordination;
- promote community involvement;
- strike a good balance between social objectives and commercial principles; and
- subject to public scrutiny.

Development priorities

13. Upon completion of the last reclamation works in the Victoria Harbour, new land will be available in the prominent waterfront areas in Central from 2016 onwards and Wan Chai in 2018-2020. There are also other harbourfront sites with the potential to become vibrant places, such as Kwun Tong Promenade, Hung Hom harbourfront area, Quarry Bay harbourfront area and the proposed boardwalk underneath the Island Eastern Corridor, etc. Taking into account the availability and conditions of these harbourfront sites, it may be more prudent and realistic for a new Harbourfront Authority to start with the most readily available opportunities in the new Central harbourfront and expand incrementally when its experience accumulates.

Public Engagement Exercise

14. As the proposal involves substantial financial commitment and vesting of valuable public resources in a new statutory body, wide community support would be essential for its success, and the public should be engaged and duly consulted before firming up the way forward. Further to the announcement in the Policy Address, HC has sounded out some stakeholders to gauge their initial feedback for preparation of the public engagement exercise. As the general public may not be fully aware of the background, process and challenges in harbourfront development, before discussing the detailed framework of the Harbourfront Authority, it would be important to enhance public awareness of the subject, build consensus on a common vision for the Harbourfront and establish the need for a change to the current development and management approach. HC has hence decided to conduct a **two-phase PE exercise**.

15. During the three-month Phase I PE exercise which was recently launched on 4 October 2013, public views would be gauged on the design and operation of the existing promenades and the facilities therein, their vision and aspirations for the future Victoria Harbourfront, whether they would prefer having a dedicated body to take up the development and management of the harbourfront over the existing model, and the possible roles and mode of operation of the Harbourfront Authority if established. To facilitate a more focused discussion, we have also put forth some non-exhaustive options of the possible institutional setup as distilled from HC's nine years of experience. For details, please refer to the PE Consultation Digest in **Annex**. Members of the public are invited to express their views through various channels. Forums and workshops would also be arranged to interact with the community and stakeholders in the coming months.

Way Forward

16. After completing Phase I PE, DEVB and HC would consolidate the public views received and put forth a concrete proposal in Phase II PE, which is tentatively scheduled for Q2 of 2014, for more focused deliberation of the detailed framework of the proposed Harbourfront Authority. The LegCo Panel on Development would be consulted again in due course.

17. Members are invited to note the arrangement and way forward of the PE exercise, and provide views on the proposed establishment of a Harbourfront Authority.

**Development Bureau
October 2013**

Proposed Establishment of a Harbourfront Authority 擬議成立海濱管理局

Phase I Public Engagement Consultation Digest
第一階段公眾參與諮詢摘要



Victoria Harbour is the icon of the city and the most precious public asset of Hong Kong. It is our vision to enhance the Victoria Harbour and its harbourfront areas to become an attractive, vibrant, accessible and sustainable world-class asset : a harbour for the people and a harbour of vitality.

維多利亞港是香港的象徵，也是最珍貴的公共資產。我們的願景是優化維港及其海濱地帶，以締造一個富吸引力、朝氣蓬勃、暢達和可持續發展的世界級資產：一個港人之港，活力之港。





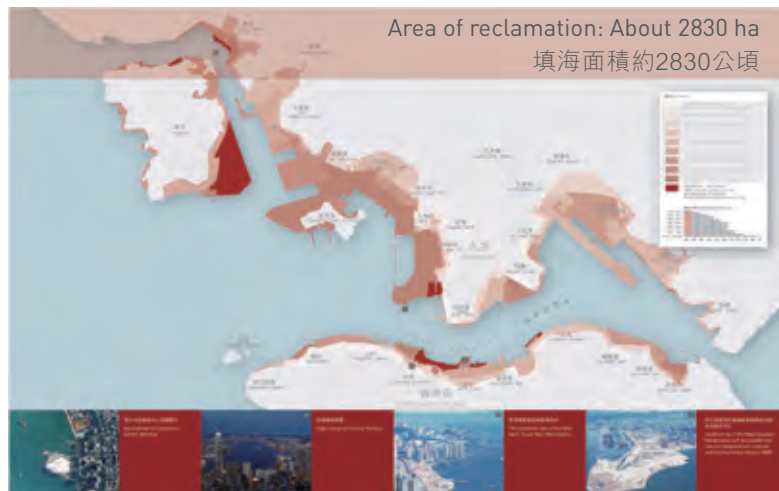
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1990s

Background 背景



As land resources have always been limited, reclamation of Victoria Harbour has become a convenient and readily available source of land supply to support our economic development and housing need for many decades. Harbourfront planning and beautification was difficult at that time as there was no idea when and how the final shoreline would emerge.

Nearly half of the Victoria Harbour had been reclaimed towards the end of the 20th century. The extent of reclamation that had already taken place rendered what was remained to be the Harbour even more precious.

香港土地資源有限，因此過去數十年來填海一直是一種便捷的方法，提供土地以支持本港經濟發展及房屋需要。由於不清楚維港最終的海岸線何時及如何出現，因此海濱規劃及美化在當時來說並不容易。

接近二十世紀末，維港差不多近半的面積已填為陸地，這令尚餘的海港更見珍貴。



1997

In 1997, the Protection of the Harbour Ordinance (Cap. 531) was enacted to protect and preserve the Victoria Harbour by establishing a presumption against reclamation.

在1997年，《保護海港條例》(第531章) 通過成為法例，藉着不准在維港內進行填海工程的推定，以保護和保存維港。

1999

In 1999, Town Planning Board first published the vision for the Harbour: *“to make the harbour attractive, vibrant, accessible and symbolic of Hong Kong – a harbour for the people and a harbour of life”*.

在1999年，城市規劃委員會首次公布有關維港的願景：即「令維港成為富吸引力、朝氣蓬勃、交通暢達及象徵香港的海港－港人之港，活力之港」。

2004



After a spate of litigations on the reclamation for the construction of Central-Wan Chai Bypass (CWB), the Government made a high-profile statement in 2004 that there would be no further reclamation in the Victoria Harbour upon completion of the reclamation required for the CWB. Since then, the Government has started taking quantum steps to enhance the Victoria Harbourfront.

經過一連串就興建中環至灣仔繞道的相關填海所引起的訴訟後，政府在2004年高調表示在完成為該繞道而需進行的填海工程後，將不會再在維港填海。此後，政府開始採取多項行動以優化維港海濱。

The Government also set up a Harbour-front Enhancement Committee (HEC) in 2004 to advise the Government on the planning, land uses and developments along the existing and the new Victoria Harbourfront. HEC promulgated the Harbour Planning Principles and Harbour Planning Guidelines in 2005 and 2007 to provide guidance for the planning and development of harbour areas.

政府亦於2004年成立共建維港委員會，就維港現有和新填海得來的海濱規劃、土地用途和發展向政府提供意見。該委員會其後於2005年和2007年公布《海港規劃原則》和《海港規劃指引》，就海濱用地的規劃及發展提供指引。





2009

In 2009, a dedicated Harbour Unit was set up under the Development Bureau to coordinate harbourfront enhancement initiatives within the Government, including a number of “quick-win” projects to enable early public enjoyment.

在2009年，發展局轄下成立了專責的海港組，負責統籌政府內部優化海濱的措施，包括推動多項短期項目，讓市民早日享用海濱。



2010

In 2010, Harbourfront Commission (HC) was established to succeed HEC, playing an advocacy, oversight and advisory role in harbourfront development and management, with broad-based representations from professional institutes, civic and environmental groups and the business sector. Since its establishment, HC has generated constructive discussion among stakeholders through an open and transparent engagement process and has offered advice to over 80 public and private harbourfront projects.

在2010年成立的海濱事務委員會繼承前共建維港委員會的工作，在海濱發展及管理方面，擔當倡導、監察及諮詢角色。海濱事務委員會具廣泛代表性，成員包括專業學會、公民及環保團體和商界組織的代表。自成立以來，海濱事務委員會通過公開和具透明度的參與過程，提供平台讓各持份者進行具建設性的討論，並就超過80個公私營海濱項目提供意見。





2011

2012

2013



With the growing aspiration of having a dedicated body to fulfil the vision for the Victoria Harbourfront and overcome the institutional constraints, the Legislative Council passed a non-binding motion in July 2011 for, among others, the establishment of a statutory body to coordinate and implement strategic harbourfront development.

隨着社會日益期望成立一個專責機構以實現對維港海濱的願景和克服制度上的限制，立法會在2011年7月通過一項無約束力的議案，當中包括促請政府成立一個法定機構，統籌及落實策略性的海濱發展。

The Financial Secretary announced in his Budget Speech in February 2012 that the Government would provide necessary financial support if the proposed establishment of a Harbourfront Authority had wide community support.



財政司司長在2012年2月的財政預算案中宣布，若成立海濱管理局的建議獲社會廣泛支持，政府會在財務上作出配合。

HC submitted a report to the Chief Executive in October 2012, recommending a broad framework of a Harbourfront Authority.

海濱事務委員會在2012年10月向行政長官提交報告，就海濱管理局的主要架構提出建議。

In January 2013, the Chief Executive welcomed HC's proposal of establishing a Harbourfront Authority in his Policy Address, and undertook that the Development Bureau would collaborate with HC in conducting public consultation on the proposal. If the proposal is supported by the public, the Government would take forward the legislative work and provide the financial support.



在2013年1月，行政長官在施政報告中表示歡迎海濱事務委員會有關成立海濱管理局的建議，並承諾發展局會聯同海濱事務委員會，就有關建議進行公眾諮詢。如建議獲支持，政府會開展立法工作，並在財政上配合。

Vision for the Harbourfront 對海濱的願景

Harbourfront enhancement is an important investment for the future of Hong Kong. Our vision is to create an attractive, vibrant, accessible and sustainable harbourfront for public enjoyment.

優化海濱是對香港未來的重要投資。我們的願景是締造一個富吸引力、朝氣蓬勃、暢達和可持續的海濱，讓市民共享。

Our common aspirations for Victoria Harbourfront are
我們對維港海濱的共同期望是

Creative and innovative in design and operations
新穎創新的設計和營運

Easily accessible
暢達

Harbourfront for the people
全民海濱

A quality destination that Hong Kong can be proud of
成為香港可引以為傲的優質目的地

Vibrant with diversified activities and events
朝氣蓬勃，具多元化的活動及節目

Do you share the same aspirations?
What else?
你是否有共同的期望？還有什麼？

Sustainable
可持續發展

People-oriented public open space
以人為本的公共休憩空間



Progress in the past decade 過去十年的進展

In the past decade, the Government has worked closely with HEC and its successor, HC, to enhance the Victoria Harbourfront for public enjoyment. There has been noticeable progress from harbourfront planning, delivery of “quick-wins” to the exploration of a sustainable harbourfront management model.

過去十年，政府一直與共建維港委員會及後繼的海濱事務委員會緊密合作，優化維港海濱讓公眾享用。從海濱規劃、推行短期優化海濱項目，以至探討可持續的海濱管理模式方面，都有長足的進展。

Planning of the harbourfront

- Harbour Planning Principles and Harbour Planning Guidelines were devised and promulgated to provide guidance for the planning and development of harbourfront areas;
- 22 Action Areas were drawn up that set the agenda for action by relevant Government departments to enhance the harbourfront;
- HEC and its successor, HC, have contributed to the planning of the mega projects like new Central harbourfront, the West Kowloon Cultural District and Kai Tak. Since the establishment of HC in July 2010, it has offered advice to over 80 public and private proposals in the harbourfront areas.

海濱的規劃

- 制定及公布《海港規劃原則》和《海港規劃指引》，為海濱用地的規劃及發展提供指引；
- 擬定22個行動區，供各有關政府部門訂定行動綱領，優化海濱；
- 共建維港委員會及後繼的海濱事務委員會對多個大型項目，例如中環新海濱、西九文化區和啟德的規劃作出貢獻。海濱事務委員會自2010年7月成立以來，已就超過80個公營和私營的建議海濱項目提供意見。



22 Action Areas
22個行動區

Delivery of “quick-wins”

On the advice of the former HEC and HC, a number of “quick-win” harbourfront enhancement projects have been pursued for early public enjoyment. The projects recently completed include Kwun Tong Promenade Stage I, Hung Hom Waterfront Promenade, as well as advance promenades at the new Central harbourfront and Quarry Bay harbourfront.

推行優化海濱的短期項目

在前共建維港委員會和海濱事務委員會的建議下，當局展開了多個優化海濱的短期項目，讓市民能早日享用。近年落成的項目包括觀塘海濱花園第一期、紅磡海濱長廊、以及位於中環新海濱及鯉魚涌海濱的海濱長廊前期工程。



Hung Hom
紅磡



Kwun Tong
觀塘



West Kowloon Cultural District
西九文化區



Kai Tak
啟德



Sheung Wan
上環



New Central Harbourfront
中環新海濱



Wan Chai
灣仔



Quarry Bay
鯉魚涌

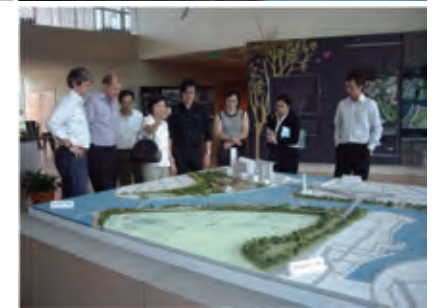
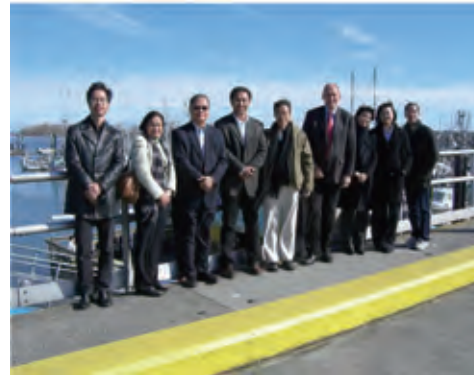


Exploration of a sustainable harbourfront management model

The former HEC conducted studies and overseas visits to explore a framework for the sustainable management of the harbourfront. It recommended replacing HEC by a high-level HC and in the longer run establishing an independent statutory authority with its own executive and dedicated funding to enhance community participation, improve harbourfront activity and dynamism and ensure a timely response to public needs and aspirations.

探討可持續的海濱管理模式

前共建維港委員會進行研究及海外考察，以探討可持續的海濱管理架構。它建議成立高層次的海濱事務委員會取代共建維港委員會，並建議長遠而言，成立擁有獨立行政部門及專項撥款的獨立法定機構，加強社區參與、促進海濱活動及活力，和適時回應公眾需要及期望。



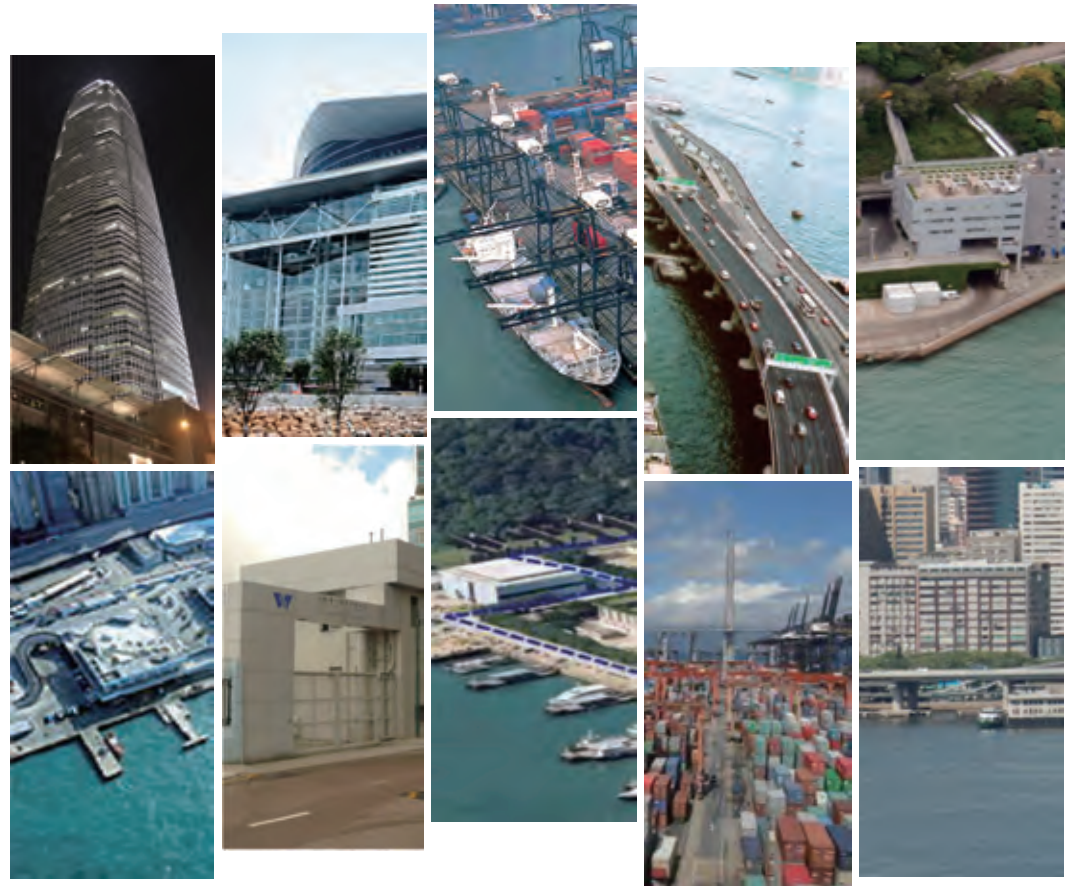
Challenges in harbourfront development and Opportunities ahead

海濱發展的挑戰和機遇

Challenges 挑戰

The waterfront of Victoria Harbour is some 73 km long. It is not a blank canvas. Many of the harbourfront areas have been developed over the years and are occupied by public facilities, roads and infrastructure, private residential, commercial and industrial buildings. Some harbourfront sites are also required for Hong Kong's port operation. While these have posed constraints for the development of a continuous promenade on both sides of the Victoria Harbour, the Government has been looking into various solutions to construct, over time, an uninterrupted promenade. This involves relocating some incompatible public facilities to non-harbourfront sites, setting back private and public buildings, reserving the area adjacent to the harbourfront as promenade when developing and redeveloping Government structures, as well as setting planning parameters and imposing lease conditions that will enhance the harbourfront when there is private site redevelopment.

維多利亞港的海濱全長約73公里，且並非白紙一張。多年來，不少海濱用地已經發展，上面有各種公共設施、道路基建、私人住宅、商業及工業大廈。有些海濱用地亦為港口運作所需。雖然這对在維港兩岸營建連貫的海濱長廊造成掣肘，但政府不斷研究各種方法，以期長遠能建造一條無間斷的海濱長廊。這涉及將一些與海濱環境不相配的公共設施搬遷到其他用地、將私人及公共大廈從海濱後移、在發展及重建政府建築物時，預留毗鄰海濱的用地作海濱長廊，以及當私人用地重新發展時，訂定可優化海濱的規劃參數及土地契約條件。



Current development and management model for waterfront promenade and its limitations

現時發展及管理海濱長廊的模式及其限制

While the Government has made strenuous effort in opening up more harbourfront areas with promenades for public enjoyment, experience over the past nine years or so has shown that the conventional Government build-and-operate model is an acceptable but not the most desirable model for harbourfront development and management with the growing public aspiration for a truly vibrant harbourfront for public enjoyment. The current approach under which the harbourfront sites are developed and managed by Government and operated within civil service-wide fiscal and human resources constraints may not be able to meet the community's aspiration in the longer run.

雖然政府致力釋出更多海濱用地，闢建海濱長廊供市民享用，但過去九年多的經驗顯示，隨着公眾對擁有一個真正朝氣蓬勃，供他們享用的海濱的期望日增，傳統由政府建造及營運模式縱可接受，卻非最理想的海濱發展及管理模式。現時由政府負責發展及管理海濱用地的模式，營運上不免受制於整個公務員體系的財政及人力資源限制，長遠而言未必能滿足公眾的期望。

(a) Development cycle takes time and resources

發展周期需時及需要資源配合

Currently, it normally takes five years or more for the Government to plan and develop a promenade, and may be longer if there is competition for resources among leisure and recreational facilities and further with other public works projects like hospitals, schools and infrastructures, etc. Should future harbourfront development and management be supported by dedicated funding that is free from annual internal competition for resources from within the Government, the development could be expedited to better meet public demand.

現時，政府一般需要五年或以上去規劃及發展海濱長廊。如果需要與其他文娛康樂設施，以至與其他公共工程項目，例如醫院、學校及基礎設施等一同競逐資源，則可能需時更長。如日後海濱發展及管理由專項撥款支持，而無須每年在政府內部競逐資源，便能加快發展，更能滿足公眾需求。



(b) Existing arrangements not conducive to creative design
 現行安排不利於創意設計

The Government has its own division of labour in developing and managing harbourfront sites. Leisure and Cultural Services Department is mainly responsible for the management of public parks and promenades whereas Architectural Services Department and Civil Engineering and Development Department are the two key works agents of promenade projects. Creative or unconventional designs may not be easily pursued under existing arrangements given the systemic constraints, e.g. statutory framework, resources or other technical limitations such as site restrictions. While there has been gradual improvement in the design of promenades in recent years, a dedicated and integrated agency responsible for design, construction and management could better promote creativity in designing the harbourfront.

政府在發展及管理海濱用地時有其分工安排。康樂及文化事務署主要負責管理公園及海濱長廊，建築署和土木工程拓展署是海濱長廊的主要承建部門。在現行安排下，由於制度上的限制，例如法例框架、資源或其他技術限制(例如用地限制)，要追求富創意或非常規的設計不太容易。雖然近年海濱長廊的設計已逐步改善，但若有一個專責及綜合的機構負責海濱的設計、建造及管理，會令海濱設計更具創意及多元化。



(c) Constraints to achieve a vibrant waterfront with diversity
 締造朝氣蓬勃及多元化海濱的限制

The Pleasure Grounds Regulation (Cap. 132BC) provides a uniform and equitable basis for management of parks over the territory. The Regulation has been effective in managing district-based passive open space. Yet, for some larger-scale waterfront parks and promenade in prominent locations, their potential could be better fulfilled if there is a dedicated management and operating agent that tailor-made suitable management rules. For instance, with more flexible, tailor-made management rules, multiple uses and featuring facilities like restaurants and cafés can be more widely promoted on the waterfront, thus breeding greater diversity, attracting more people and making them more vibrant and attractive.

《遊樂場地規例》(第132BC章)訂定了劃一及公平的基礎以管理全港公園。該規例對管理地區靜態休憩用地行之有效，但對於部分位置優越而較具規模的海濱公園及長廊，倘若有專責的管理及營運機構度身訂定合適的管理規則，便能更好地展現它們的潛力。如果有更靈活及度身訂造的管理規則，便能更廣泛地在海濱推廣不同用途及特色設施，例如食肆及茶座等，令海濱更多元化，吸引更多遊人，令海濱成為更朝氣蓬勃和具吸引力的地方。



Opportunities ahead 機遇

New harbourfront sites in Central and Wan Chai available from 2016 onwards

自2016年起逐步完成的中環及灣仔新海濱用地

Upon the completion of the last reclamation works in the Victoria Harbour, new land will be available in the prominent waterfront areas in Central from 2016 and in Wan Chai between 2018-2020. In addition, there are also other harbourfront sites with the potential to become vibrant places, such as the Kwun Tong Promenade, the Quarry Bay harbourfront area, the proposed boardwalk underneath the Island Eastern Corridor (IEC) and Hung Hom harbourfront area, etc.

當維港最後一輪的填海工程完成後，位於中環和灣仔這些重要的海濱地帶內，從填海得來的土地，將分別於2016年和2018至2020年期間可供發展。此外，其他海濱用地亦有一些有潛力發展成為朝氣蓬勃的地方，例如觀塘海濱花園、鯽魚涌海濱用地、擬議在東區走廊下興建的行人板道，以及紅磡海濱用地等。



Proposal for a dedicated Harbourfront Authority 建議成立專責的海濱管理局

The former HEC, HC and the Development Bureau have studied a number of successful waterfront cities overseas, such as Sydney, Auckland, San Francisco and Singapore, etc. These successful examples have one common feature - they all have a **dedicated agency** (be it statutory, independent or being part of a Government department) with dedicated resources and sole priority, to pursue integrated planning, design, construction, operation and management of harbourfront projects in a holistic manner.

前共建維港委員會、海濱事務委員會以及發展局研究了海外多個成功的海濱城市，例如悉尼、奧克蘭、三藩市和新加坡等。這些成功例子有一個共通點，就是設有一個**專責機構**(不論是法定機構、獨立組織或隸屬政府部門)，有獨自的資源和清晰的使命，全面綜合地規劃、設計、建造、營運及管理海濱項目。





How should we seize the opportunities and unleash the potential of the new harbourfront sites?

Need for a dedicated agency?

如何掌握機遇及釋放新海濱用地的潛力？是否需要設立專責機構？

The new harbourfront sites in Central and Wan Chai are the last chapter as well as the last prizes of many decades of reclamations in the Victoria Harbour. With the planning parameters largely settled under the Urban Design Study for the New Central Harbourfront completed in 2011, we are now at the junction to consider how best to develop and manage these precious waterfront sites, which are mainly zoned “Open Space”. Shall we seize the opportunity to unleash the potential of these important waterfront sites and make them more attractive, creative and vibrant for public enjoyment by better planning and design and vesting of sites in a dedicated agency through an open and transparent public engagement process?

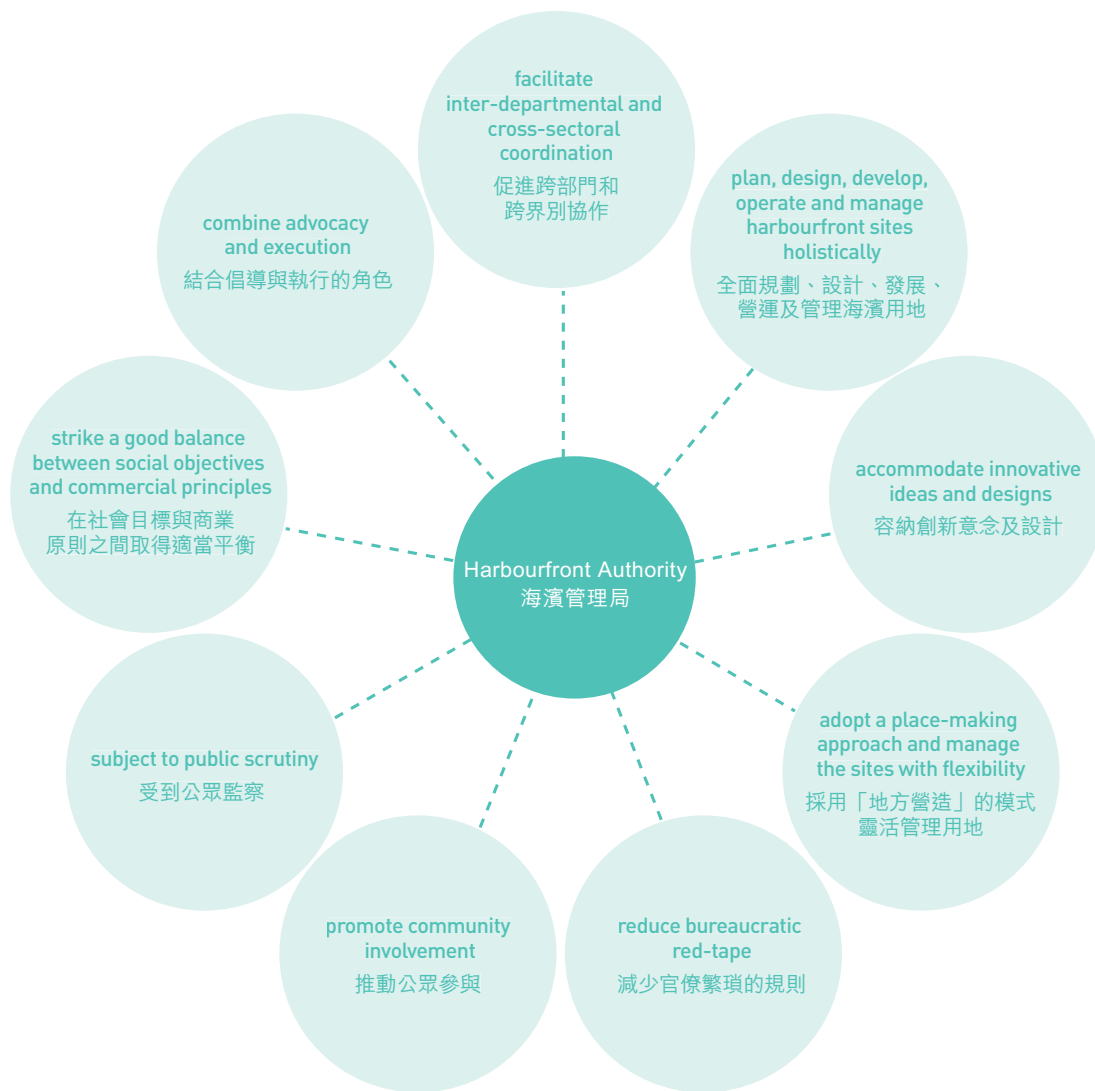
HC believes that the establishment of a dedicated Harbourfront Authority to take forward harbourfront enhancement from planning, design and construction to operation and management will be the key to achieving the shared vision of an attractive, vibrant, accessible and sustainable harbourfront for public enjoyment. Taking into account the availability and conditions of these harbourfront sites, it will be more prudent and realistic for a new Harbourfront Authority to start with the most readily available opportunities in the new Central harbourfront and expand incrementally when its experience accumulates.

中環和灣仔的新海濱用地，是維港數十年填海工程終結時所留下的最後瑰寶。隨着「中環新海濱城市設計研究」已於2011年完成，有關的規劃參數大致定出，我們正要決定如何發展及管理這片主要劃作「休憩用地」的珍貴臨海土地。我們應否掌握機遇，交由專責的機構負責發展，冀以最佳的規劃和設計，並透過公開透明的公眾參與過程，釋放這些重要海濱用地的潛力，使這些用地更富吸引力、更具創意及朝氣蓬勃，供市民享用？

海濱事務委員會相信，成立一個專責的海濱管理局，從規劃、設計、建造到營運和管理方面推行優化海濱的工作，是達成營造一個富吸引力、朝氣蓬勃、暢達和可持續的海濱，讓市民共享這個共同願景的關鍵。考慮到這些海濱用地可供發展的時間和狀況，較為審慎務實的做法是讓新成立的海濱管理局先從中環新海濱用地著手，並在累積一定經驗後逐步拓展至其他地方。

Having regard to the common public aspirations for the harbourfront, we believe that the proposed Harbourfront Authority should be an independent, dedicated body which is able to -

考慮到公眾對海濱的共同期望，我們認為擬議的海濱管理局應該是一個獨立專責的機構，並能達到下述要求 -



Governance and Management Functions 管治和管理職能	Mode 模式
	Considerations 相關考慮
Advisory and Advocacy Functions 諮詢和倡導職能	Mode 模式
	Pros 優點
	Cons 缺點
Executive Function 行政職能	Mode 模式
	Pros 優點
	Cons 缺點
	Cons 缺點

Range of Possible Approaches 可行方法

HA to have a governing board with **broad-based representation** to perform statutory governance and management functions, such as (i) oversee the development and management of the vested sites; (ii) manage the resources and finances; (iii) draw up a corporate plan; (iv) set key performance indicators and evaluate performance of the executives; and (v) implement public accountability measures.

海濱管理局設立一個具廣泛代表性的董事會，行使法定的管治和管理職能，例如(i) 監督給予管理局的土地的發展和管理;(ii) 管理資源和財政;(iii) 擬定業務計劃;(iv) 訂立表現指標和評核行政人員表現; 及(v) 落實向公眾問責的措施。

This new setup facilitates the adoption of a **one-stop holistic approach** in the planning, development and management of the harbourfront sites. The statutory status allows HA to maintain a balance between social objectives and commercial principles but with greater flexibility than government operation.

這新架構有助一站式全面地規劃、發展和管理海濱用地。管理局的法定地位有助平衡社會目標和商業原則，但較政府營運為靈活。

Disband HC. HA takes on the advisory and advocacy roles.

解散海濱事務委員會。由海濱管理局肩負諮詢和倡導角色。



Retain HC. HC continues its current advisory and advocacy roles.

保留海濱事務委員會。海濱事務委員會繼續其現時的諮詢和倡導角色。

Easily recognised by the public as a **single entity** to advise the Government, to engage the public and stakeholders, and to oversee all matters related to its vested harbourfront sites.

海濱管理局作為單一機構向政府提出意見、向公眾和持分者徵求意見和監督所有關於撥給管理局的土地，讓公眾容易辨認。

Facilitates a more **integrated approach** to planning, development and management with **融合** 規劃、發展和管理。

May preserve the **neutrality** of HC's existing advisory and advocacy roles.

可保留海濱事務委員會現時諮詢和倡導角色的中立性。

May retain the **institutional memory** of HC.

可保留海濱事務委員會的經驗傳承。

With the **perceived conflict of interest** between HA's executive role in developing harbourfront sites and its advisory / advocacy functions, HA may not be able to perform the full range of HC's existing functions, such as to advise other private or public harbourfront projects.

海濱管理局在發展海濱用地的行政角色和其諮詢和倡導角色可能引起觀感上的角色衝突。海濱管理局或未能完全履行海濱事務委員會現時所有的諮詢職能，例如向其他公營或私營的海濱計劃提出意見。

Co-existence of HA and HC may cause confusion to the public and stakeholders and may be seen as **"multi-layering"**.

海濱管理局和海濱事務委員會同時存在或會引起公眾和持分者混淆，也可能被視作架床疊屋。

HA to have an **independent executive arm** by hiring its own staff to plan, develop and manage the vested harbourfront sites, either on its own or in collaboration with others.

海濱管理局擁有獨立的行政部門，可僱用員工，自行或與其地團體合作規劃、發展和管理給予管理局的海濱用地。



HA to be served by a **dedicated multi-disciplinary Government office** through internal deployment of experienced civil servants.

海濱管理局由一支透過政府內部調配具經驗的公務員所組成的跨專業專責辦事處提供支援。

Easier to **attract talent** from both local and overseas without civil-service-wide financial and human resources limitations.

較易吸引本地和海外人才，免受公務員體制下的財政和人力資源限制。

May **reduce inter-departmental red-tape** and fragmented responsibilities with a well-structured setup; overcome some inflexible management procedures; and enable a **holistic and place-making** approach.

透過組成良好的內部架構，可減少在政府部門之間出現的繁瑣的程序和各自為政的情況，克服欠靈活的管理程序和確保採用全面和「地方營造」的方式。

Faster and less costly to start operation without the need to recruit, establish and maintain a new establishment.

無需另行招聘員工以建立和維持一支全新的隊伍，可以較快和較少資源開展工作。

May be **more effective** in project execution and management with its **better interface and liaison with government departments**.

由於與政府部門有較好的聯系，或在推行和管理工程方面更具效率。

May have **teething problems** especially during initial years of its establishment, and take time to gain momentum and accumulate experience.

可能在成立初期時出現磨合問題，並需時推動和累積經驗。

May be **less flexible** in operation given the rigidity of the established government rules and regulations, especially when partnering with the private sector.

政府既有的嚴格規條或會令運作上較欠彈性，尤其是與私人機構合作方面。

Note: The above arrangements listed are not the only possible options and not exhaustive. These are possible approaches distilled from HC's experiences in past nine years on harbourfront enhancement to facilitate a more focused discussion.

註：以上列出的安排並非所有或僅有的可行選項。這是海濱事務委員會從過去九年優化海濱的經驗中所整理出來的可行方法，以期引起更聚焦的討論。

Which is your preferred model?

哪個是你屬意的模式？

Disband Harbourfront Commission. Harbourfront Authority to take up its advisory and advocacy roles?
解散海濱事務委員會，由海濱管理局擔當其諮詢及倡導角色？

A statutory Harbourfront Authority served by a dedicated Government office?
一個由政府專責辦事處支援的法定海濱管理局？

Retain Harbourfront Commission?
保留海濱事務委員會？

A statutory Harbourfront Authority with its own executive arm?
一個擁有獨立行政部門的法定海濱管理局？

Status Quo - maintain Government build-and-operate model with Harbourfront Commission as advisory body?
維持現狀 - 繼續由政府建造和營運，而海濱事務委員會擔當諮詢角色？

Other Models?
其他模式？



Public Engagement and Way Forward

公眾參與和未來路向

The Development Bureau and HC will undertake a 2-phase Public Engagement Exercise to listen to your views on the best institutional setup to develop and manage the new harbourfront sites in a holistic manner.

We are particularly interested in knowing your views on:

- Do you agree with the common aspirations for the Victoria Harbourfront on page 6? What else?
- Could the existing harbourfront development and management model meet the public aspiration?
- Do you agree that we need a Harbourfront Authority to overcome the constraints of the existing model and develop and manage the new harbourfront areas in a more holistic manner? Which of the possible approaches on pages 17 - 18 is more suitable for Hong Kong? And why? Any other suggestions?

We look forward to receiving your views. Please send us your views through the channels below on or **before 4 January 2014**.

Website: www.hfc.org.hk/hape
 Email: hape@hfc.org.hk
 Phone: 3509 8809
 Fax: 2110 0841
 Post: 17/F, West Wing, Central Government Offices, 2 Tim Mei Avenue, Tamar, Hong Kong
 Facebook: www.facebook.com/harbourfrontauthority

Focus groups and public forums will be organized to collect views. For details, please visit our website or call 3509 8809 from 9am to 5pm, Monday to Friday (except public holidays) for enquiry.

Your views will be duly considered in working out a mainstream model and detailed framework for further discussion in the Phase 2 Public Engagement Exercise.

發展局和海濱事務委員會將進行兩階段的公眾參與活動，聆聽公眾對怎樣才是全面發展及管理新海濱最理想的組織架構的意見。

我們特別希望了解你對下述事宜的意見：

- 你是否認同第6頁所載對維港海濱的共同期望？你還有什麼期望？
- 現有的海濱發展及管理模式能否符合公眾期望？
- 你是否同意我們需要成立海濱管理局，以克服現有模式的不足，更全面地發展及管理新海濱用地？在17 - 18頁所載的可行模式中，哪個較適合香港？原因為何？有否其他建議？

我們期待收到你的意見。請透過以下途徑在**2014年1月4日或之前**遞交你的意見：

網址：www.hfc.org.hk/hape
 電郵：hape@hfc.org.hk
 電話：3509 8809
 傳真：2110 0841
 郵遞：香港添馬添美道二號政府總部西翼十七樓
 面書：www.facebook.com/harbourfrontauthority

我們會舉辦工作坊和公眾論壇，以蒐集意見。如欲了解詳情，請瀏覽我們的網頁，或逢星期一至五(公眾假期除外)上午九時至下午五時致電3509 8809查詢。

我們會充分考慮你的意見，從而制訂一套主流模式及詳細框架，以供第二階段公眾參與活動進一步討論。







VICTORIA
HARBOUR
維多利亞港

Contact Us 聯絡我們

Please express your views through the channels
listed below
請循以下途徑發表意見

Website 網址 : www.hfc.org.hk/hape

Email 電郵 : hape@hfc.org.hk

Phone 電話 : 3509 8809

Fax 傳真 : 2110 0841

Post 郵遞 : 17/F, West Wing

Central Government Offices

2 Tim Mei Avenue, Tamar

Hong Kong

香港添馬添美道二號政府總部

西翼十七樓

Facebook 面書 : www.facebook.com/harbourfrontauthority



發展局
Development Bureau



HarbourFront Commission
海港事務委員會

