

2014 年 11 月 25 日  
討論文件

## 立法會發展事務委員會

### 擬議成立海濱管理局 第二階段公眾參與活動

#### 目的

本文件旨在向議員簡介擬議成立海濱管理局(管理局)的第二階段公眾參與活動，並徵求議員對有關建議的意見。

#### 背景 – 第一階段公眾參與活動

2. 在2012年10月，海濱事務委員會(委員會)向行政長官提交報告，建議成立海濱管理局，務求以新思維及更靈活的管理模式，全面推動海濱發展。其後，委員會聯同發展局在2013年10月展開了兩階段的公眾參與活動。

3. 第一階段的公眾參與活動由2013年10月至2014年1月期間進行，徵求公眾就以下方面的意見：對海濱的期望、現有模式能否滿足他們的期望、應否成立海濱管理局，以及如應成立管理局，哪個模式或方法將會更為合適。在第一階段公眾參與活動期間，當局為各持份者共舉辦了27場簡介會，當中包括到九個連接維港海岸線的區議會、專業團體、本地及海外商會、智囊組織和大學進行簡介，當中亦包括四場公眾論壇。我們於2013年10月22日諮詢了立法會發展事務委員會。第一階段公眾參與活動所蒐集到的意見顯示市民普遍支持成立一個專責的海濱管理局，惟對管理局應採納的模式有不同意見。

#### 第二階段公眾參與活動 – 目標

4. 第二階段公眾參與活動的目標是就擬議成立海濱管理局的詳細安排諮詢公眾，並促進社會就議題作更深入的討論。

5. 根據第一階段公眾參與活動所蒐集到的意見，委員會和發展局就擬議成立的海濱管理局的運作擬訂了詳細的框架，包括其願景、職能、財務安排、撥地和向公眾問責措施。我們希望載列於附件的公眾參與諮詢摘要的詳細建議，能夠回應第一階段公眾參與活動的意見。建議的主要內容現載列如下。

## 第二階段公眾參與活動 – 詳細建議

### 海濱管理局的願景

6. 第一階段公眾參與活動中，大部分公眾認同建議的願景，即“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。”因此，我們建議海濱管理局應採用上述的願景。

### 海濱管理局的目標

7. 公眾對於建議海濱管理局應採納的目標並沒有太多不同意見，當中包括推動公眾參與、促進跨界別協作和在社會目標與商業原則之間取得平衡。考慮到公眾在第一階段公眾參與活動中表達的其他意見，我們建議海濱管理局應按下列主要目標履行其職能：

- (a) 保護、保存及優化維港；維持並加強其作為香港象徵的地位；以及培養港人對維港及其海濱的歸屬感；
- (b) 推廣及打造一個富吸引力、朝氣蓬勃、綠化、暢達、可持續發展及提供多元化景點和活動的海濱供大眾享用；
- (c) 確認維港是個高效的作業海港，而維港海濱則是讓全港市民共同享用的獨特公共城市空間，並在發展的同時在兩者之間維持平衡；
- (d) 促進及加強海濱管理局、政府、非政府機構和私營機構之間的伙伴及合作關係，在規劃、設計、建造、營運以至管理海濱項目時，於經濟利益、社會目標及締造美好環境之間取得平衡；

- (e) 在海濱項目發展的各個階段，推動公眾參與，並鼓勵地區廣泛參與設計及管理撥予海濱管理局用地內的公眾休憩空間；以及
- (f) 推廣共享公共空間的理念，並結合創新設計及靈活管理，以締造一個共融和多元化的海濱。

我們亦建議上述的擬議目標和目的可作為評核海濱管理局表現的準則。

### **海濱管理局的職能**

8. 第一階段公眾參與活動中，委員會和發展局建議擬議成立的海濱管理局可履行三項主要職能，即(i)管治和管理；(ii)諮詢和倡導；以及(iii)行政職能。考慮到公眾表達的意見和關注，我們建議管理局應履行的職能詳列如下。

#### **管治和管理職能**

9. 海濱管理局的管治方面，我們建議管理局應設立董事局，以監督其運作，包括擬定業務綱領及計劃；監督撥予管理局的用地的整體發展和管理工作；落實向公眾問責的措施；管理資源和財政；以及訂立主要表現指標並評核行政人員的表現。

#### **董事局的組成**

10. 我們建議管理局的董事局應有廣泛代表性。為使董事局能有效運作，其成員人數不應超過20人，董事局應包括主席和副主席(其中一位為公職人員，而另一位為非公職人員)、相關政策局和部門的資深公職人員、海濱管理局的行政部門主管、立法會議員／維港海濱地區的區議員，以及具備如城市規劃、城市設計、建築、園境設計、工程、測量、法律、金融、經濟、策略性規劃、環境保護和可持續發展、產業／場地管理、宣傳／市場推廣或地方營造等專業知識及經驗的非公職人員。除當然成員外，所有董事局成員將由行政長官以個人身分委任。為了讓更多持份者能參與海濱規劃、發展和管理的過程，我們亦建議海濱管理局應成立委員會，讓董事局成員以外的人士亦能參與有關工作，或擔任增

補委員。

## 問責措施

11. 在第一階段公眾參與活動中，公眾認為由於海濱管理局會獲得龐大的公共資源，因此須有足夠的問責措施。為向公眾保證管理局會盡責及妥善地履行其職能，並會以審慎及具透明度的方式運用公共資源，我們參考了相若法定機構所採用的問責安排。我們建議管理局採納現時適用於相若法定機構的主要要求，這包括提交業務綱領和財政計劃供政府審批；向政府及立法會提交年度報告；接受審計署署長的審查；公開進行董事局會議（除討論機密議題外）；以及披露董事局成員的利益關係等。

## 土地事宜

12. 維港沿岸全長73公里，而且不少用地已經發展或須用作港口運作用途，因此，由海濱管理局接收並管理整個維港海濱並不可行。有見及此，我們建議管理局應採取循序漸進的發展策略，而最初只宜相對審慎地將土地撥予海濱管理局發展及管理。撥地優次方面應先從那些在海濱管理局成立之始即可供發展的海濱用地着手，以便管理局可立刻運用其創意及靈活性。在管理局累積足夠經驗、建立聲譽及奠定良好往績後，再逐步拓展至其他合適及可用的土地。

13. 可供考慮撥予海濱管理局的用地包括中環新海濱、灣仔－北角海濱、觀塘海濱、紅磡海濱和鰂魚涌海濱。我們建議透過保持一個均衡的海濱項目和用地組合，海濱管理局會在商業回報和社會目標之間維持平衡，並能夠長遠達致財政自給和獨立。儘管如此，海濱管理局不應將其發展及管理的海濱用地“私有化”，即該局不得出售有關用地以及在用地內的物業。

## 財務事宜

14. 在第一階段公眾參與活動中，公眾對財務安排有不同意見。有意見認為海濱管理局應獲給予為數較大的一筆過撥款，而不應倚賴政府經常性撥款，以確保更能獨立及靈活。但亦有人擔心，如管理局需要在財政上自給，可能會鼓勵其過度商業化，並



在實踐其願景時作出妥協。

15. 考慮到以上意見，我們認為一方面要回應政府內部競逐資源的情況，確保海濱管理局有穩定的資金。另一方面，我們亦要減低公眾對政府向新成立機構作出一筆過巨額撥款的疑慮。我們因此建議在政府內部先預留一筆金額大概足以支付指定用地的資本成本的專項基金。與其提供一筆過撥款，我們建議從專項基金向海濱管理局提供初期資金，以支持譬如首五年的營運費用。而當某項目可予落實，亦可從專項基金中另外提取所需款項。與其他工務工程項目相若，撥款申請須獲立法會批准。進一步注資則可因應海濱管理局日後的發展計劃再作考慮。

16. 我們將進行財務顧問研究，以評估可能撥予海濱管理局的土地，在不同發展及營運方案下的預算撥款要求。有關研究預計於2015年完成。

### 諮詢和倡導職能

17. 現時，海濱事務委員會在構想、規劃、發展、管理及營運海濱用地方面，擔當諮詢和倡導角色。我們建議在海濱管理局成立後由管理局肩負現時海濱事務委員會在維港海濱整體的諮詢和倡導方面的職能，並解散海濱事務委員會，以免公眾混淆或做成架床疊屋的觀感。

18. 將來，除其他職能，海濱管理局會就包括海濱及其相關水陸連接的全面及策略性發展事宜，向政府提出意見；為公營和私人倡議者就有關維港海濱規劃和項目提供意見；並推動更廣泛採用《海港規劃原則》和《海港規劃指引》。

### 行政職能

19. 為履行上述的願景和目標，我們建議海濱管理局應獲賦予行政職能，發展及管理撥予管理局的指定海濱用地。然而，管理局不會減損政府相關政策局、部門和法定機構的現有權力和職能。此外，成立海濱管理局亦不會影響《保護海港條例》(香港法例第531章)等現行法例的涵蓋範圍。

20. 有關海濱管理局的行政部門的安排，公眾在第一階段公眾

參與活動中對管理局應擁有獨立的行政團隊，還是由跨專業的政府團隊提供支援，表達了不同的意見。我們認為合適的安排應考慮到海濱管理局在不同發展階段的需要，並集中關注其在始創階段的需要。因此，我們建議成立一支由來自不同相關範疇、富經驗和由公務員組成的政府專責團隊，在海濱管理局成立初期借調予管理局，以支援其運作，並向管理局的董事局負責。此舉能令管理局能較順暢地展開工作，和有助管理局與政府保持更密切的聯繫。管理局亦可招聘一些未能即時在公務員團隊中覓得的合適專才，以確保有一支具備多方才能的隊伍，令海濱管理局的項目得以全面規劃及發展。當海濱管理局的運作及其項目的發展漸上軌道，並逐漸累積足夠經驗後，管理局會開始建立自己的獨立行政隊伍，並逐步以聘自私人機構的合適專才，取代政府人員。

## 第二階段公眾參與活動 – 活動

21. 海濱事務委員會和發展局於2014年9月25日展開了為期三個月的第二階段公眾參與活動。除向立法會發展事務委員會簡介外，我們也會到訪九個連接維港海岸線的區議會、專業團體及商會簡介我們的建議。我們在2014年10月11日和11月8日舉辦了兩場公眾論壇，隨後會於2014年12月13日多舉辦一場公眾論壇。公眾亦同時可以透過不同方式表達意見，包括網頁([www.hfc.org.hk/hape](http://www.hfc.org.hk/hape))、Facebook和問卷。

## 未來路向

22. 海濱事務委員會和發展局雖然提出了以上建議安排諮詢公眾，但一切尚未有最終定案。海濱事務委員會和發展局希望沿用長久建立的公眾參與方式，以互動的形式邀請市民向我們表達他們認為可以推展優化海濱的建議。完成第二階段公眾參與活動後，委員會和發展局會整合收到的公眾意見，並按這些意見擬訂未來的路向。

23. 議員請察悉以上安排及建議的公眾參與活動未來路向，並就擬議海濱管理局的詳細框架提供意見。

發展局

2014年11月

# Proposed Establishment of a Harbourfront Authority

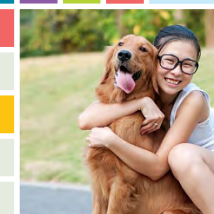
## 擬議成立海濱管理局



### Phase II

Public Engagement Consultation Digest

第二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 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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# Background

## 背景

In the past decade, the Harbourfront Commission ("HC") and its predecessor, the Harbour-front Enhancement Committee, have worked closely with the Government to enhance the harbourfront area of Victoria Harbour ("Victoria Harbourfront") for public enjoyment. There has been noticeable progress, from the planning and delivery of harbourfront enhancement projects to exploring sustainable harbourfront management models.



過去十年，海濱事務委員會及其前身共建維港委員會一直與政府緊密合作，優化維多利亞港（“維港”）海濱地帶讓公眾享用。至今，從規劃和推行優化海濱項目，以至探討可持續的海濱管理模式，都有顯著的進展。

While the Government has made strenuous efforts to open up more harbourfront areas with promenades for public enjoyment, experience over the past ten years has shown that the conventional Government build-and-operate model, while acceptable, is not the most desirable model for harbourfront development and management. For example, the current approach under which the harbourfront sites are developed and managed by the Government and operated within civil service-wide fiscal and human resources constraints results in long development cycles and cannot meet growing public aspirations for a harbourfront for public enjoyment. The existing division of responsibilities within Government in developing and managing harbourfront sites and the rule-based management framework are not conducive to creative designs and pose constraints in achieving a truly vibrant waterfront with diversified activities.

雖然政府致力釋放更多海濱用地，興建海濱長廊供市民享用，過去十年的經驗卻顯示，傳統由政府建造及營運模式雖可被接受，但卻非最理想的海濱發展及管理模式。例如，現時由政府負責發展及管理海濱用地，營運上不免受整個公務員體系的財政及人力資源限制，導致較長的發展周期，未能滿足公眾對享用海濱與日俱增的期望。現時政府內就發展及管理海濱用地的分工安排，和以規條為本的管理模式，亦不利帶來有創意的設計，對達致一個真正朝氣蓬勃及提供多元化活動的海濱造成限制。







Upon the completion of the last reclamation works in Victoria Harbour, new land will be available in the prominent waterfront areas of Central from 2016-17 and Wan Chai between 2018 and 2020. There are also other harbourfront sites, mainly zoned as open space, with the potential to become more vibrant places, such as the Kwun Tong Promenade, the Quarry Bay harbourfront area, the proposed boardwalk underneath the Island Eastern Corridor as well as the Hung Hom harbourfront area.

當完成維港最後一輪的填海工程後，中環和灣仔這些重要的海濱地帶於2016-17年度和2018年至2020年期間將分別有新土地可供發展。此外，亦有主要劃作休憩用地的海濱用地有潛力發展成為朝氣蓬勃的地方，例如觀塘海濱花園、鯉魚涌海濱用地、擬議在東區走廊下興建的行人板道，以及紅磡海濱用地。



In January 2013, the Chief Executive (“CE”) welcomed HC’s proposal to establish a Harbourfront Authority (“HFA”) in his Policy Address, and undertook that the Development Bureau (“DEVB”) would collaborate with HC in conducting public consultation on the proposal and, if the proposal is supported by the public, the Government would take forward the legislative work and provide the financial support.

行政長官在2013年1月宣讀的《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，並表示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，並在財政上作出配合。





Against the above background, HC and DEVB jointly launched a 2-phase Public Engagement ("PE") Exercise. Phase I PE was conducted from October 2013 to January 2014 to seek public views on their aspirations for the harbourfront; whether the existing model could meet their aspirations; whether an HFA should be established; and if so, which model or approach they thought would be more suitable.

在上述背景下，海濱事務委員會和發展局展開了兩階段的公眾參與活動。第一階段的公眾參與活動已於2013年10月至2014年1月期間進行，徵求公眾就以下方面的意見：對海濱的期望、現有模式能否滿足他們的期望、應否成立海濱管理局、以及如應成立管理局，他們認為哪個模式或方法將會更為合適。





During the 3-month Phase I PE, a total of 27 briefings were held for various stakeholders, including the Legislative Council ("LegCo") Panel on Development, nine District Councils ("DCs") with shoreline on Victoria Harbour, professional bodies, local and overseas chambers of commerce, think tanks, and universities as well as four public forums. Questionnaires were also distributed and views were collected on an anonymous basis. A dedicated website and a Facebook page were also launched to facilitate information dissemination and collection of views. The Social Sciences Research Centre of the University of Hong Kong was engaged as our consultant to provide independent analysis and reporting services for the PE exercise.

在為期三個月的第一階段公眾參與活動期間，當局為各持份者共舉辦了27場簡介會，當中包括到立法會發展事務委員會、九個連接維港海岸線的區議會、各專業團體、本地及海外商會、智囊組織和大學進行簡介。當局也舉辦了四場公眾論壇。我們亦派發問卷，以不記名的方式蒐集意見。此外，我們設立了專題網站和Facebook專頁，以便發放資訊及蒐集意見。我們並委聘香港大學社會科學研究中心為顧問，就公眾參與活動提供獨立分析及撰寫報告。



Based on the feedback from Phase I PE, there was general support for the establishment of an HFA with dedicated resources and sole priority to pursue integrated planning of the harbourfront areas and the design, construction, operation and management of harbourfront projects in a holistic manner. Taking into account the public and stakeholders' views received, we have drawn up a proposal to establish a dedicated body to take up the holistic planning, design, operation and management of proposed harbourfront sites and the detailed framework for further discussion in Phase II PE.

根據第一階段公眾參與活動所蒐集到的意見，市民普遍支持成立一個有專屬資源和單一使命的海濱管理局，即綜合地規劃海濱地帶、全面地設計、建造、營運及管理海濱項目。考慮到所收到的公眾和持份者的意見，我們建議成立一個專責機構全面規劃、設計、營運和管理擬議海濱用地，並就此擬訂詳細的框架，在第二階段公眾參與活動作進一步討論。



# Phase I Public Engagement: Summary of Public Views

## 第一階段公眾參與： 公眾意見摘要

The four key questions stated in the PE Digest were widely discussed during Phase I PE exercise. The majority views showed that the public:

在第一階段公眾參與活動期間，公眾就諮詢摘要載述的四個主要問題進行了廣泛討論。蒐集所得的大部分意見顯示市民：

1

generally shared our vision to create an attractive, vibrant, accessible and sustainable harbourfront for public enjoyment

普遍認同我們締造一個富吸引力、朝氣蓬勃、暢達和可持續發展的海濱，供市民享用的願景



2

considered the current model inadequate in delivering public aspirations and the agreed vision for the harbourfront

認為現行模式不足以實現公眾對海濱的期望及大家所認同的願景



3

agreed that the establishment of an HFA could overcome the constraints of the existing Government development and management model

認同成立海濱管理局可以克服現有政府發展及管理模式的限制



4

expressed different views on the exact model or approach to be adopted

對管理局應採納的模式或方法有不同意見



Details of public comments received during Phase I PE were compiled in a report prepared by the Social Sciences Research Centre of the University of Hong Kong and linked to the following website:

香港大學社會科學研究中心已就第一階段公眾參與活動蒐集所得的公眾意見詳情擬備報告書，報告書已上載至下列網站連結：

[www.hfc.org.hk/hape](http://www.hfc.org.hk/hape)



During the open discussions in Phase I PE, public views were also gauged on various key aspects of the proposed HFA and are summarised below:  
在第一階段公眾參與活動公開討論期間，我們亦蒐集了公眾對擬議成立的海濱管理局各個主要範疇的意見，現撮錄如下：

## Public Aspirations for the Victoria Harbourfront

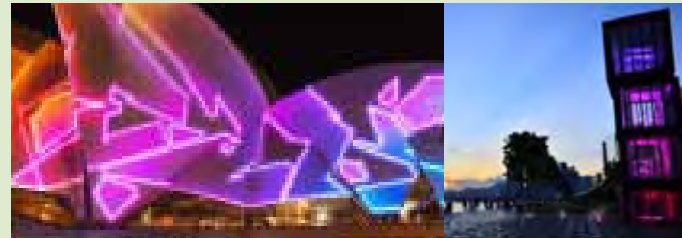
The Victoria harbourfront should be:

## 公眾對維港海濱的期望

維港海濱應：



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



creative and innovative in its design and operation  
在設計和營運方面具創意而且創新



easily accessible and have better water-land interfaces  
是暢達和有更佳的水陸連接



sustainable and environmentally-friendly  
可持續發展及符合環保原則



a people-oriented public open space  
為以人為本的公眾休憩空間



a harbourfront for the people to enjoy  
為全民享用的海濱



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



infused with Hong Kong culture  
including its maritime heritage  
注入香港文化，包括其海事傳統




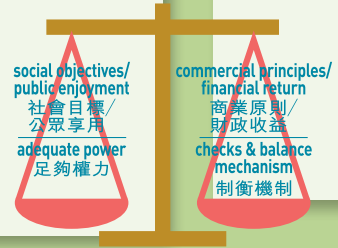

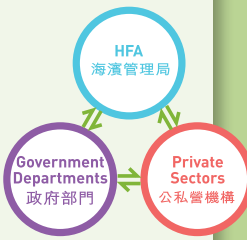



allowing pets and cycling at least along certain sections of the harbourfront,  
and should not be over-commercialised or purely tourism-oriented  
至少有部分容許寵物進入及踏單車，而且不應過分商業化或純粹側重旅遊業



## Public expectations of the Harbourfront Authority 公眾對海濱管理局的期望



The proposed HFA should be an independent and dedicated body that: 擬議的海濱管理局應該是一個獨立專責的機構，並應：

- 1 adopts a one-stop, holistic and place-making approach in its planning, development and management of the harbourfront  
在規劃、發展及管理海濱方面採用一站式、全面和“地方營造”的模式  

- 2 maintains a suitable balance between social objectives / public enjoyment and commercial principles / financial return  
在社會目標 / 公眾享用，與商業原則 / 財政收益之間取得適當平衡  

- 3 has adequate power and resources to effectively carry out its functions while not becoming an “independent kingdom” or a “white elephant”  
在有足夠權力和資源有效履行其職能的同時，不會成為“獨立王國”或“大白象”
- 4 reduces bureaucratic red-tape and is people-oriented and flexible in delivering its initiatives  
減少官僚繁瑣的規則、並以以人為本和靈活的方式推行項目  

- 5 facilitates inter-departmental, cross-sectoral and public-private collaboration and maintain close liaison with Government departments to ensure effective execution of projects  
促進跨部門、跨界別和公私營協作，並與政府部門保持密切聯繫，確保項目能夠獲得有效落實  

- 6 promotes public engagement at all stages of development  
在發展各個階段推動公眾參與  

- 7 promotes the concept of “sharing” to create an inclusive and diversified harbourfront with innovative designs and flexible management  
推廣“共享”理念，並結合創新設計及靈活管理，締造一個共融和多元化的海濱  

- 8 recognises Victoria Harbour to be both a working harbour and a harbour for leisure  
確認維港作為作業海港和休憩海港的定位  


Geographically, there were views that “harbourfront” should be more clearly defined, and a few suggested that the remit of HFA should include the waterbody and / or waterfront outside Victoria Harbour.

Planning wise, the majority considered that the Town Planning Board (“TPB”) should retain its planning authority over the territory as the waterfront should not be planned in isolation, though some quarters suggested that the proposed HFA should have the powers to draft plans for enhancing and developing harbourfront areas and recommend water uses within the Harbour.

地理上，有意見認為應為“海濱”定下更清楚的定義，亦有少數意見指出，海濱管理局的職權範圍應包括維港以外的海濱和水體。

規劃方面，大部分意見認為海濱規劃不應獨立於其他地方進行，因此城市規劃委員會（“城規會”）應繼續保持其現有負責對全港土地進行規劃的角色和職能；然而亦有人提出，擬議的海濱管理局應有權力對優化和發展維港海濱地帶草擬規劃圖則，和就維港範圍內的水體用途提出建議。



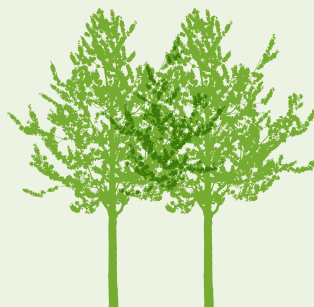
## Functions of the Harbourfront Authority and Possible Approaches 海濱管理局的職能和可行方案

### Governance and Management Functions 管治和管理職能

#### 1 Board composition 董事局的組成

It was generally agreed that the governing board of the proposed HFA should have broad-based representation to enable it to strike a good balance between social objectives and commercial principles. It should comprise relevant professionals, Government representatives (to ensure effective inter-departmental co-ordination) and District Councillors (to reflect local views). While recognising the established *ad personam* appointment mechanism for statutory bodies, some suggested retaining the present HC organisation membership system. Some considered it important to have effective public representation within the HFA governing body.

公眾普遍同意擬議海濱管理局的董事局應具廣泛代表性，使其能夠在社會目標與商業原則之間取得適當平衡。董事局應由相關專業人士、政府代表（以確保有效的跨部門協作）和區議員（以反映地區意見）組成。雖然公眾認同現時法定機構既定的機制，即其董事局成員均以個人身分獲委任，有部分人士建議保留海濱事務委員會現行的團體成員制度。亦有意見認為有效的公眾代表性在海濱管理局的管治架構內至為重要。



#### 2 Public accountability 公眾問責

All agreed that the proposed HFA, to be allocated with considerable public resources, must be accountable to the public. There should be a proper and sufficient checks and balance mechanism to alleviate public concern that it may become an over-powerful independent body that is ineffective or causes further multi-layering.

第一階段所蒐集到的意見均贊同，由於擬議海濱管理局將獲得為數不少的公共資源，故必須向公眾問責。當局應有適當和足夠的制衡機制，以減輕公眾對海濱管理局可能成為權力過大、運作欠缺效率、架床疊屋的獨立架構的疑慮。

#### 3 Land matters 土地事宜

It was generally agreed that the allocation of land to HFA should be modest and conservative. It was considered more appropriate for HFA to adopt an incremental development strategy, e.g. to start with the newly reclaimed sites in Central and Wan Chai and to expand incrementally when it had accumulated experience and reputation. Some also expressed that the proposed HFA should not have the power to sell vested land or resume private land.

公眾普遍同意，撥予海濱管理局的土地應為適度及審慎的。公眾認為海濱管理局更適合採取循序漸進的發展策略，例如先從中環和灣仔自新填海得來的用地着手，並在累積一定經驗和建立聲譽後，再逐步拓展至其他地方。此外，亦有意見認為，擬議的海濱管理局不應有權出售撥予該局的土地或收回私人土地。

#### 4 Financial arrangement 財務安排

Many considered that devising a satisfactory financial arrangement would be the key to success for the proposed HFA. However, there were diverse views on the financial arrangement. Some opined that HFA should be given a bigger upfront endowment and not rely on recurrent funding from the Government so as to provide for greater independence and flexibility; but others worried that this might encourage over-commercialization and compromise HFA's vision if it needed to be financially self-sustainable. Some considered it necessary for the Government to provide recurrent funding as HFA was mainly tasked to operate and manage "open space" which would be resource-draining and could hardly be self-sustainable in the long term. If funding injections were to be provided, the majority agreed that the amount and timing of injection should take into account the development plans of HFA.

不少公眾認為，訂立一個理想的財務安排是擬議海濱管理局成功的關鍵，但公眾對財務安排的意見不一。有意見認為海濱管理局不應倚賴政府經常性撥款，而應獲給予為數較大的一筆過撥款，令其更為自主及靈活。但亦有人擔心，如管理局需要在財政上自給，這可能會鼓勵其過度商業化，並就其願景作出妥協。另有意見認為，由於海濱管理局主要的職責是營運及管理“休憩空間”，有關工作長期需要資源上的配合，長遠來說難以讓管理局實現財政自給，政府因此有需要提供經常性撥款。如提供注資，大部分意見均認為，其金額及撥款的時間應考慮到管理局的發展計劃。





## Advisory and Advocacy Functions 諮詢和倡導職能

When asked whether HC should be disbanded or retained when the proposed HFA is established, the majority view was that only a single entity should exist to avoid confusion and multi-layering, and the current advisory and advocacy functions of the HC to be taken over by HFA. Some suggested that working groups or task forces be set up under the governing board with wider stakeholders and community participation in advising on public and private harbourfront projects or proposals.

當被問及成立擬議的海濱管理局後，海濱事務委員會應予解散還是保留，大部分的意見認為應只保留單一機構，以避免公眾混淆及架床疊屋。海濱事務委員會現行的諮詢和倡導職能則交由海濱管理局肩負。亦有建議指出董事局之下應設立有較廣泛持份者及公眾參與的工作小組或專責小組，並就公私營海濱項目或建議提供意見。

## Executive Function 行政職能

The proposed HFA should delineate its roles clearly to avoid overlapping with other Government departments or organisations that are also responsible for harbourfront areas, e.g. West Kowloon Cultural District Authority and Energizing Kowloon East Office.

擬議的海濱管理局應明確界定其角色，避免與其他負責海濱地帶的政府部門或機構，例如西九文化區管理局和起動九龍東辦事處的職責重疊。

There were diverse views on whether the proposed HFA should be supported by an independent executive arm or a multi-disciplinary Government office. Some supported the former for greater independence and flexibility, and considered it easier to attract talents from the private sector, reduce bureaucratic red-tape and adopt holistic and place-making approach in the planning and development of harbourfront sites. Some preferred having a dedicated multi-disciplinary Government office as it might be more accountable to the public. They also considered it less costly to set up and more effective in project execution and management with closer interface and liaison with Government departments.

就擬議的海濱管理局應由獨立的行政部門還是由跨專業的政府辦事處提供支援，公眾的意見不一。有人支持前者，因管理局能夠更為自主及靈活，並認為這較易吸引私人機構的人才、減少官僚繁瑣的規則，以及在規劃及發展海濱用地時採用全面和“地方營造”的方式。有人則傾向成立跨專業的專責政府辦事處，因為這可加強向公眾問責。他們並認為成立有關辦事處可能需要較少資源，在推行及管理項目上更具效率，且可與政府部門保持更密切的互動和聯繫。



# Phase II Public Engagement: The Proposal

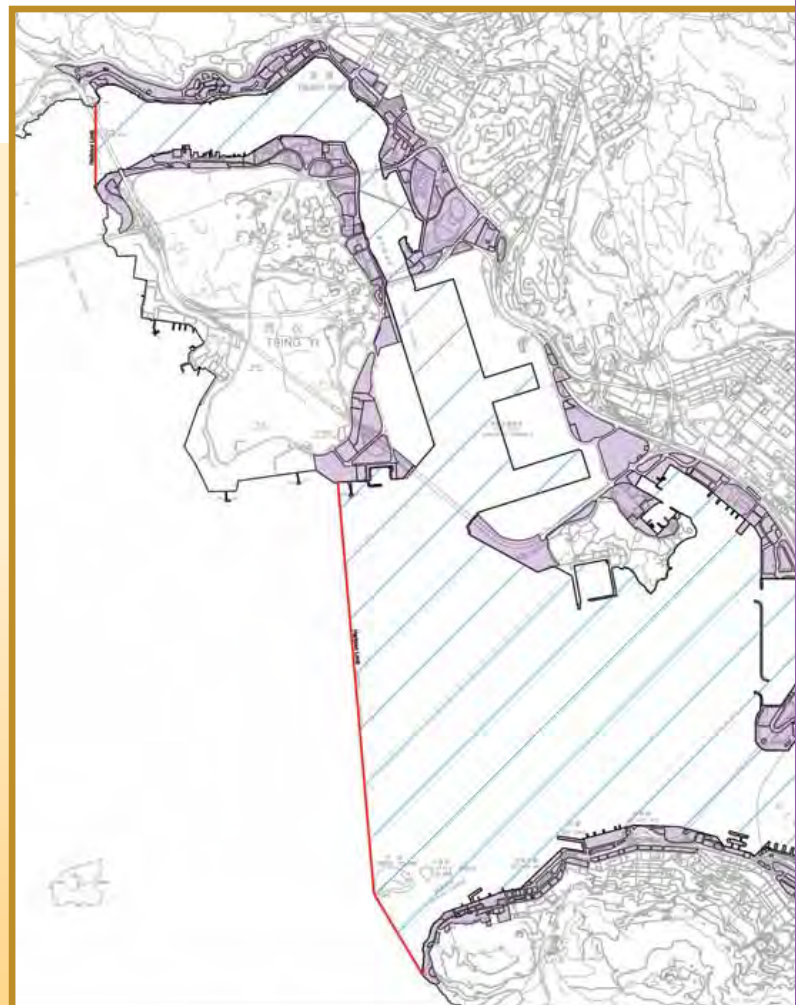
## 第二階段公眾參與：建議

With general support for the proposed establishment of an HFA during Phase I PE, HC and DEVB have drawn up a proposal setting out a broad framework of HFA for more focused discussion by the public in Phase II PE.

公眾在第一階段公眾參與活動中普遍對擬議成立海濱管理局表示支持。海濱事務委員會和發展局擬備了關於海濱管理局基本架構的建議，以便公眾在第二階段公眾參與作更聚焦的討論。

This model has taken into consideration the views expressed during Phase I PE and whilst it is appreciated that other possibilities exist, this approach is considered to be most likely to succeed in delivering the key objectives set out below. If the proposal receives general public support, the detailed framework for the proposed HFA will then be formulated having regard to the views received during Phase II PE.

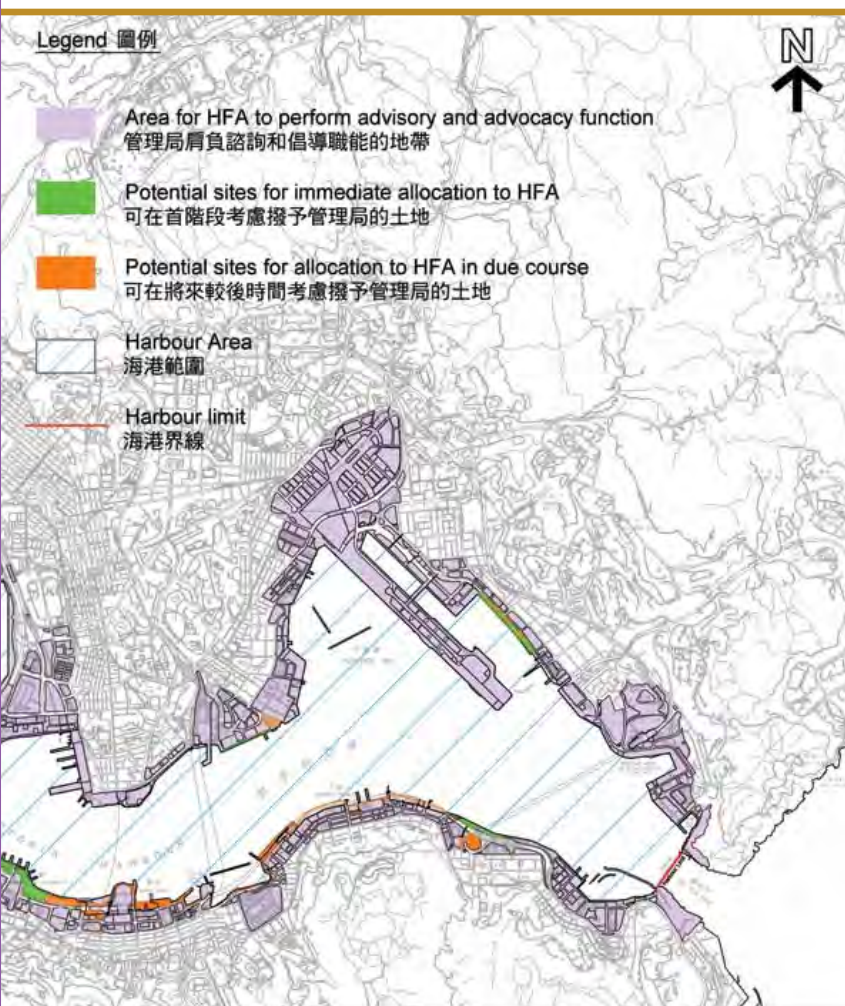
這方案已考慮了公眾在第一階段公眾參與活動表達的意見。雖然有其他可行方案，我們認為現時提出的方案最有機會成功達致下面列出的主要目標。如建議獲得大眾普遍支持，我們會按第二階段公眾參與活動所收到的意見，制定擬議海濱管理局的詳細架構。



Harbour Limit, Harbourfront Area and  
海港界線、海濱地帶和







nd Potential Sites for allocation to HFA  
考慮撥予海濱管理局的土地

## Definition of “Victoria Harbourfront” “維港海濱”的定義



“Victoria Harbourfront” refers to the harbourfront areas delineated by the Harbour Limit as defined in Interpretation and General Clauses Ordinance (Cap. 1), and generally refers to the land area between the shoreline and the first main road / segregator that HC currently adopts as the geographical remit for performing its advisory function.

“維港海濱”是指按《釋義及通則條例》（香港法例第1章）所界定的海港界線範圍內的海濱地帶。一般而言，泛指海岸線與內陸第一條主要街道／分界線之間的陸地，這亦是現時海濱事務委員會採用作為履行其諮詢職能的地域範圍。

It is proposed that HFA will continue to perform HC's existing advisory role in respect of the Victoria Harbourfront as a whole while having an executive role to develop and manage projects in specific harbourfront sites allocated to HFA. Detailed functions are set out below.

我們建議海濱管理局應繼續擔當海濱事務委員會現時就整個維港海濱的諮詢角色，並同時就撥予該局的特定海濱用地，肩負行政角色，發展和營運有關項目。海濱管理局的詳細職能將於下文詳述。



## Key Objectives of the Harbourfront Authority 海濱管理局的目標

Having regard to the common vision and public aspirations for the Victoria Harbourfront, we propose that HFA should perform its functions having regard to the following key objectives to:

基於公眾對維港海濱的共同願景和期望，我們建議海濱管理局應按下列主要目標履行其職能：

- 1** protect, preserve and enhance Victoria Harbour, uphold and strengthen its position as the icon of Hong Kong, and nurture the sense of belonging that Hong Kong people have for Victoria Harbour and its harbourfront



保護、保存及優化維港；維持並加強其作為香港象徵的地位；以及培養港人對維港及其海濱的歸屬感

- 2** promote and deliver an attractive, vibrant, green, accessible and sustainable harbourfront with diversified attractions and activities for public enjoyment

推廣及打造一個富吸引力、朝氣蓬勃、綠化、暢達、可持續發展及提供多元化的景點和活動的海濱供大眾享用



**3**



recognise Victoria Harbour as an efficient working harbour and its harbourfront as a unique public urban space for all people of Hong Kong to enjoy and maintain this balance going forward

確認維港是個高效的作業海港，而維港海濱則是讓全港市民共同享用的獨特公共城市空間，並在發展的同時在兩者之間維持平衡

- 4** facilitate and enhance partnership and collaboration between HFA, Government, non-government organisation and the private sector in pursuing harbourfront projects from planning, design, construction, operation to management with a view to achieving balance in economic benefits, social objectives and environmental well-being

促進及加強海濱管理局、政府、非政府機構和私營機構之間的伙伴關係及合作，在規劃、設計、建造、營運以至管理海濱項目時，於經濟利益、社會目標及締造美好環境之間取得平衡



- 5** promote public engagement at all stages of project development and encourage wide participation of the local community in designing and managing public open space within the sites allocated to HFA

在海濱項目發展的各個階段，推動公眾參與，並鼓勵地區廣泛參與設計及管理撥予海濱管理局用地內的公眾休憩空間



**6**

promote the concept of sharing of public space and create an inclusive and diversified harbourfront with innovative designs and flexible management

推廣共享公共空間的理念，並結合創新設計及靈活管理，以締造一個共融和多元化的海濱







In order to ensure delivery and implementation of successful harbourfront areas and the above objectives, it is proposed that HFA will work with stakeholders to identify public aspirations for uses and enhancement of harbourfront areas. Within allocated sites, HFA will organise and oversee planning, design, construction, operation and management. The proposed uses, structures, attractions and management for harbourfront areas and sites will depend not only on the overall vision for Victoria Harbour but also the site location on the harbourfront, the views of stakeholders, other projects in the vicinity, availability of resources as well as private sector input and operational expertise where and when appropriate. HC has discussed the following as projects within allocated sites which could be considered in the future:

- make places which people want to visit;
- promote a lively, interesting, accessible and sustainable harbourfront;
- extend links with and along the harbourfront;
- ensure consistent and informative signage;
- facilitate clusters of varying scale and levels of activity to meet needs of harbourfront users and visitors;
- improve land-water interconnectivity;
- support both commercial and leisure maritime industries / facilities;
- rationalise under-utilised assets, e.g. piers;
- promote programmes, events and activities, both local and international, for young and old;
- reflect local culture and characteristics;
- create destinations of distinctive character for both residents and visitors; and
- provide soft landscaping and quality greening.

為確保能夠成功達致和落實打造成功的海濱以及上述的目標，我們建議海濱管理局與持分者共同擬訂公眾對使用及優化海濱地帶的期望。在撥予管理局的土地內，管理局將組織和監督有關規劃、設計、建造、營運和管理的工作。有關的建議用途、建構、景點、以及海濱地帶和用地的管理，將不單視乎對維港的整體願景，亦在不同地方及時間視乎包括有關用地在海濱的地點、持分者的意見、鄰近的項目、可運用的資源、私營機構的參與程度及營運專長。委員會曾討論下述各項，將來作為可在撥予管理局的土地內考慮的項目：

- 營造市民渴望到達的地方；
- 推廣一個充滿活力、有趣、暢達和可持續的海濱；
- 延伸海濱兩岸和沿岸的聯繫；
- 確保一致及資料詳盡的指示牌；
- 促進不同規模及性質的建築群，符合海濱用者和訪客的需要；
- 改善水陸連繫；
- 支持商業和休閒海事產業/設施；
- 理順未獲充分使用的資產，例如碼頭；
- 為全民推廣本地及國際性節目、活動和盛事；
- 反映本土文化和特色；
- 為香港居民和訪客創造有特色的目的地；以及
- 提供花卉園景和具質素的綠化環境。



**The above objectives and targets may also serve as yardsticks for evaluating the performance of HFA.**  
上述目標和目的亦可作為評核海濱管理局表現的準則。



## Functions of the Harbourfront Authority 海濱管理局的職能

The proposed HFA will perform three key functions, which are (i) Governance & Management, (ii) Advisory & Advocacy, and (iii) Executive. 擬議成立的海濱管理局會履行三項主要職能：(i) 管治和管理職能；(ii) 諮詢和倡導職能；以及 (iii) 行政職能。

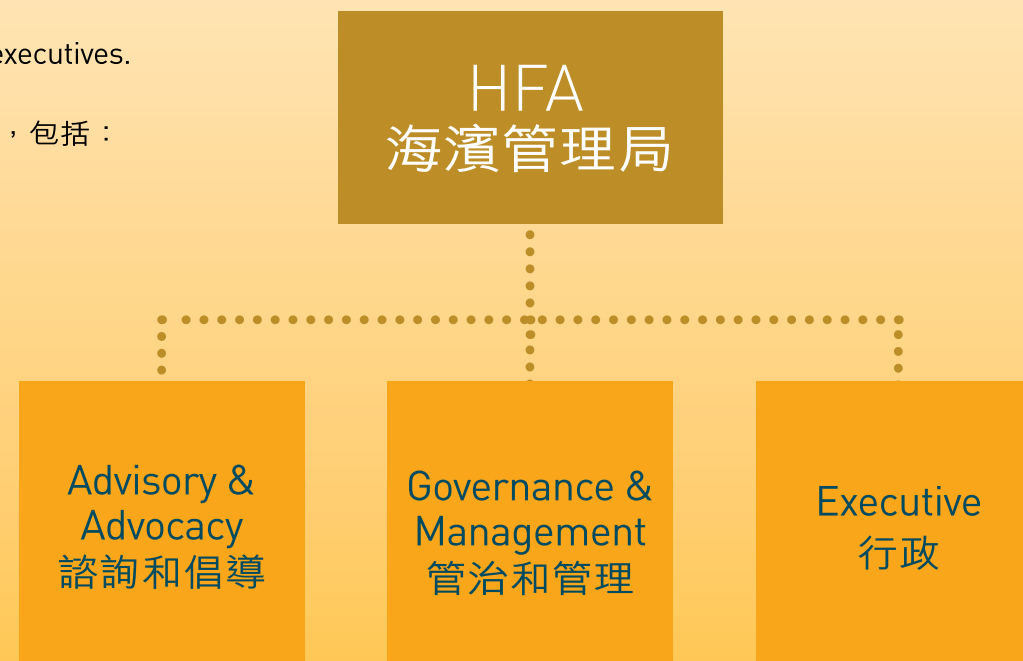
### Governance and Management Functions 管治和管理職能

It is proposed that a governing board of HFA ("the Board") should be formed to perform the statutory governance and management functions, including:

- (i) draw up corporate and business plans;
- (ii) oversee the overall development and management of the sites allocated to HFA;
- (iii) implement public accountability measures;
- (iv) manage resources and finances; and
- (v) set key performance indicators and evaluate performance of the executives.

我們建議海濱管理局應設立董事局，以履行法定的管治和管理職能，包括：

- (i) 擬定業務綱領及計劃；
- (ii) 監督撥予管理局的用地的整體發展和管理工作；
- (iii) 落實向公眾問責的措施；
- (iv) 管理資源和財政；以及
- (v) 訂立主要表現指標並評核行政人員的表現。



## Board Composition

The Board should have broad-based representation. For efficient operation of the Board, it should comprise not more than 20 members, with a Chairman and a Vice-Chairman (one being a public official with the other being a non-public official), some senior public official members from relevant bureaux and departments, head of the HFA executive arm, a LegCo/DC member from harbourfront districts, and non-public official members with a mix of professional expertise and experience, such as town planning, urban design, architecture, landscape architecture, engineering, surveying, legal, finance, economics, strategic planning, environmental and sustainability matters, property/venue management, promotion/marketing, place-making, etc.

In line with the arrangement of similar statutory bodies, relevant organisations (including professional bodies and relevant stakeholders) may submit their recommendations of non-public official members for consideration of appointment by CE at the beginning of each appointment cycle. Save for public official members, all Board members will be appointed by CE on a personal basis.

To enable wider stakeholder and public participation in the process of harbourfront planning, development and management, HFA would establish committees (such as working groups or task forces) to involve or co-opt members other than the appointed Board members.



## 董事局的組成

董事局應有廣泛代表性。為使董事局能有效運作，其成員人數不應超過20人，當中包括主席和副主席（其中一位為公職人員，而另一位為非公職人員）、來自相關政策局和部門的資深公職人員、海濱管理局的行政部門主管、立法會議員／維港海濱地區的區議員，以及具備如城市規劃、城市設計、建築、園境設計、工程、測量、法律、金融、經濟、策略性規劃、環境保護和可持續發展、產業／場地管理、宣傳／市場推廣或地方營造等專業知識及經驗的非公職人員。

一如其他相類法定機構的安排，有關機構（包括專業團體和有關持分者）可於每次委任週期開始時，就非公職人員的人選提出他們的建議，供行政長官考慮作出任命。除官方成員外，所有董事局成員將由行政長官以個人身分委任。

為了讓更多持份者和公眾能參與海濱規劃、發展和管理的過程，海濱管理局會成立委員會（例如工作小組或專責小組），讓董事局成員以外的人士亦能參與有關工作，或擔任增補委員。



## Public Accountability

As HFA would be vested with considerable public resources, it is necessary to assure the public that HFA would dutifully and properly discharge its functions and deploy public resources in a prudent and transparent manner. With reference to the arrangements of similar statutory bodies, it is proposed that the following statutory requirements be included in the enabling legislation to safeguard public interest and enhance public accountability of HFA:

## 向公眾問責

由於海濱管理局會獲得龐大的公共資源，因此我們必須向公眾保證管理局會盡責及妥善地履行其職能，並會以審慎及具透明度的方式運用公共資源。參考相若法定機構的安排，我們建議於賦權法例中加入下列的法定要求，以保障公眾利益和提高海濱管理局的公眾問責性：

- 1 to submit a corporate plan covering its programmes of activities and financial plans in the coming three years, and a business plan setting out the details of its activities and projects to be conducted in the coming year for approval by the Government with suitable key performance indicators  
提交未來三年的業務綱領，當中包括擬辦活動的時間表和財政計劃，以及列明將於未來一年進行的活動和項目詳情的業務計劃，供政府審閱，當中須述明合適的主要表現指標
- 2 to submit a statement of accounts and an annual report, and an auditor's report to the Government, and to be tabled in LegCo  
向政府及立法會提交帳目、年度報告及審計報告
- 3 to empower the Director of Audit to conduct an examination into the economy, efficiency and effectiveness of HFA in expending resources for performing its functions  
授權審計署署長審查海濱管理局在動用資源履行其職能方面的經濟效益、效率及成效
- 4 the Chairman of the Board and the Head of the executive arm to attend LegCo meetings and answer questions upon LegCo's request  
董事局主席和行政部門主管須應立法會要求出席立法會會議及答覆質詢
- 5 to consult the public on matters relating to the overall development and management of the harbourfront related facilities  
就與海濱設施的發展及管理有關的事宜諮詢公眾
- 6 to conduct Board meetings openly, except for discussions of confidential or commercially sensitive issues  
除討論機密或商業敏感的議題外，董事局會議應公開進行
- 7 all members of the Board and committees to disclose their interests regularly for public inspection and implementation of appropriate withdrawal measures  
董事局和委員會所有成員均須定期披露自身的利益關係讓市民查閱，並落實適當的避席機制
- 8 to include HFA and its committees in Schedule 1 of the Prevention of Bribery Ordinance (Cap.201)  
把海濱管理局及其委員會納入《防止賄賂條例》(香港法例第201章)附表1之內
- 9 to make HFA accountable to a Principal Official and include standard provisions to empower the Government to give directions in the public interest, obtain information and make subsidiary legislation  
海濱管理局須向一名政府主要官員負責，並在法例中訂明一般性條文，授權政府可在符合公眾利益的情況下給予指引、索取資料及擬定附屬法例
- 10 to establish committees to deal with such matters as audit, staff and finance, planning, marketing; and set up a consultation panel chaired by a non-board member to systematically collect public views on HFA's projects  
成立委員會以處理審計、人力資源及財務、規劃及市場推廣等事宜；並成立由非董事局成員主持的諮詢會，以便有系統地蒐集市民對海濱管理局項目的意見



## Resources: Land Matters

### 資源：土地事宜



While the shoreline of Victoria Harbourfront is some 73km long, it is not a blank canvas as parts 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 port operation and other water-dependent uses. It is thus not feasible for HFA to take up and manage the entire Victoria harbourfront, but rather to achieve its vision of creating an attractive, vibrant, green, accessible and sustainable Victoria Harbourfront with diversified attractions and activities for public enjoyment through ongoing efforts and collaboration with both the public and private sectors.

維港沿岸全長約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。有些海濱用地亦須作港口運作及其他依靠水體進行的用途。因此，要求海濱管理局管理整個維港海濱並不可行，但該局可透過持續的努力和公私營合作，實現締造一個富吸引力、朝氣蓬勃、綠化、暢達和可持續發展的維港海濱的目標，提供多元化的景點和活動供大眾享用。

### Initial allocation should be relatively modest

最初只宜相對審慎地撥地

Having regard to the public views in Phase I PE, it is proposed that the initial allocation of land to HFA for development and management should be relatively modest. An incremental development strategy should be adopted with priority given to those sites that are ready for development upon the establishment of HFA and could immediately capitalise on its creativity and flexibility, with subsequent gradual expansion to other suitable and available sites when it has accumulated adequate experience and built its reputation and track record.

根據第一階段公眾參與活動所蒐集到的公眾意見，我們建議最初只宜相對審慎地撥出土地予海濱管理局發展及管理。管理局應採取循序漸進的發展策略，先從那些在成立之始可即時供發展的海濱用地着手，以便立刻運用其創意及靈活性，在累積足夠經驗、建立聲譽及奠定良好往績後，再逐步拓展至其他合適及可用的用地。

Below are some possible harbourfront sites which can be considered for allocation. These are newly reclaimed land and /or sites primarily zoned as open space, and are available for development in phases over the next 5 to 10 years:

下列為一些可供考慮撥予管理局的用地。這些用地均為新填海得來的用地及 / 或主要劃作休憩用途的用地，可在未來五至十年分階段發展：

### New Central Harbourfront 中環新海濱



**Sites 1 and 2 1號及2號用地**  
**Approximate Size** 大約面積 16,000m<sup>2</sup> 平方米  
**Site availability** 可供發展年份 2016-17年度

**Sites 4 and 7 (western part) 4號及7號用地 (西部)**  
**Approximate Size** 大約面積 56,000m<sup>2</sup> 平方米  
**Site availability** 可供發展年份 2017-18年度

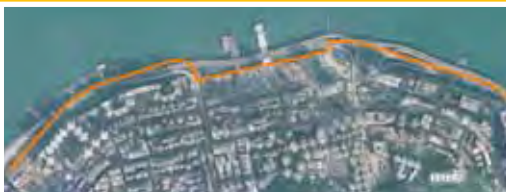
**Sites 6 and 7 (eastern part) 6號及7號用地 (東部)**  
**Approximate Size** 大約面積 43,500m<sup>2</sup> 平方米  
**Site availability** 可供發展年份 2018-19年度

### Wanchai - North Point Harbourfront 灣仔 — 北角海濱

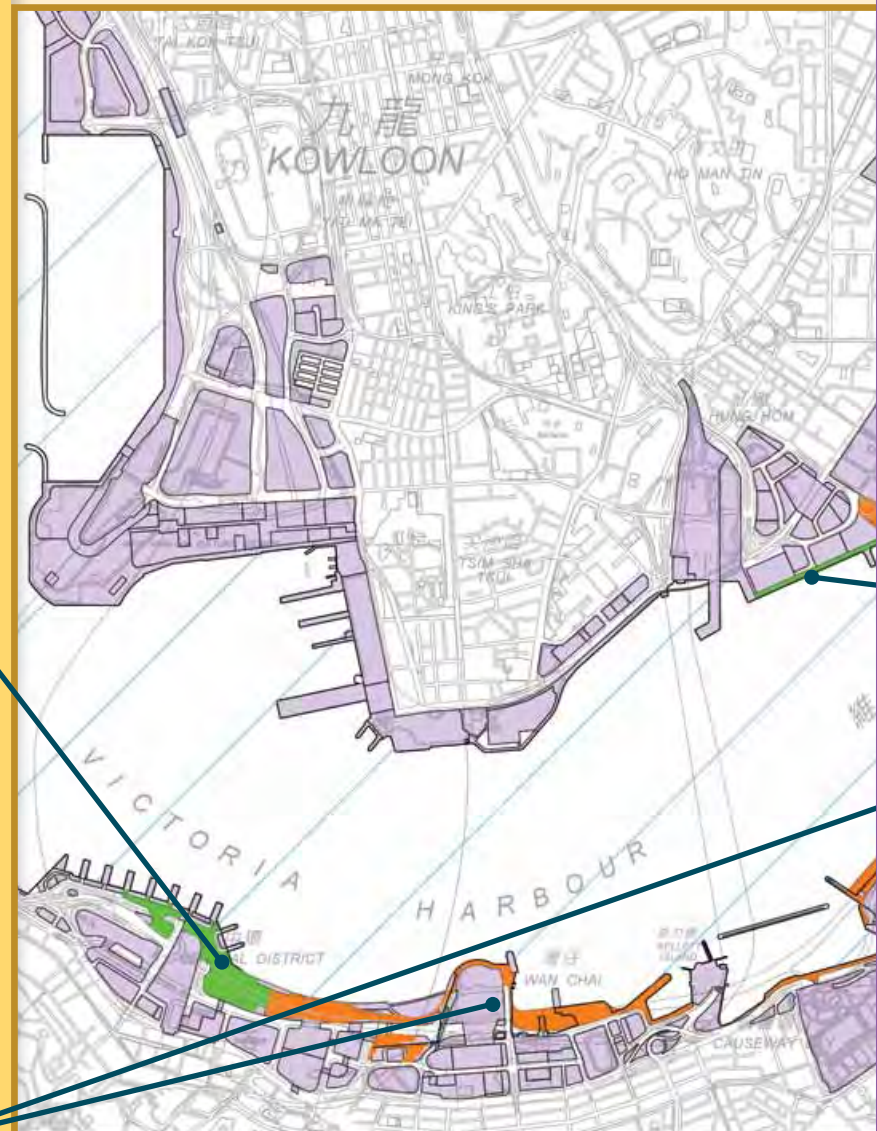


**Wanchai Development Phase II (WDII) Sites – Wanchai and Causeway Bay section**  
 灣仔發展計劃第二期用地 — 灣仔及銅鑼灣段  
**Approximate Size** 大約面積 99,800m<sup>2</sup> 平方米  
**Site availability** 可供發展年份 2018-20年度

**WDII Sites – North Point section**  
 灣仔發展計劃第二期用地 — 北角段  
**Approximate Size** 大約面積 26,500m<sup>2</sup> 平方米  
**Site availability** 可供發展年份 2018年度

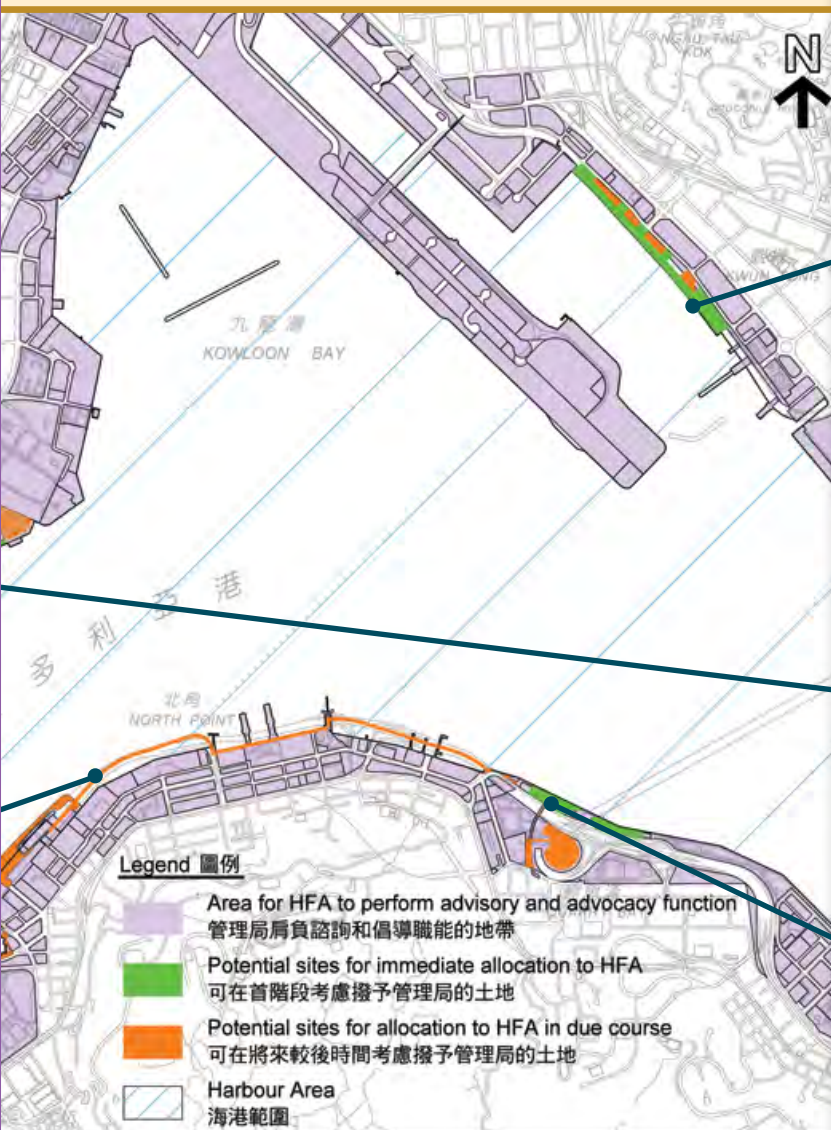


**Proposed boardwalk underneath Island Eastern Corridor**  
 擬在東區走廊下興建的行人板道  
**Approximate Size** 大約面積 2,200m<sup>2</sup> 平方米  
**Site availability** 可供發展年份 To be Confirmed 待定



Potential Sites for allocation  
 考慮撥予海濱管理局





location to HFA  
理局的土地

### Kwun Tong Harbourfront 觀塘海濱

**Kwun Tong Promenade 觀塘海濱花園**

**Approximate Size 大約面積** 42,000m<sup>2</sup> 平方米

**Site availability 可供發展年份** 2015

**Areas underneath Kwun Tong Bypass behind Kwun Tong Promenade**

觀塘海濱花園後觀塘繞道下的地方

**Approximate Size 大約面積** 12,300m<sup>2</sup> 平方米

**Site availability 可供發展年份** 2020-21年度



### Hung Hom Harbourfront 紅磡海濱

**Hung Hom Promenade 紅磡海濱花園**

**Approximate Size 大約面積** 12,000m<sup>2</sup> 平方米

**Site availability 可供發展年份** Now 現在

**Open space site adjacent to Hung Hom Ferry Pier after relocation of the public transport interchange**

在搬遷公共交通交匯處後紅磡碼頭旁的休憩用地

**Approximate Size 大約面積** 20,000m<sup>2</sup> 平方米

**Site availability 可供發展年份** 2018-19年度



### Quarry Bay Harbourfront 鯗魚涌海濱

**Quarry Bay Promenade and adjacent sites**

鯗魚涌海濱花園及毗鄰用地

**Approximate Size 大約面積** 19,000m<sup>2</sup> 平方米

**Site availability 可供發展年份** Now 現在

**Quarry Bay Park Phase II (Stages 2 and 3) site (after relocation of Government facilities)**

鯗魚涌公園二期(第二及第三階段)用地(在搬遷政府設施後)

**Approximate Size 大約面積** 24,000m<sup>2</sup> 平方米

**Site availability 可供發展年份** 2019-20年度





**HFA may identify potential sites for discussion and consideration by the Government**

管理局可物色具潛力的用地  
讓政府作出討論及考慮

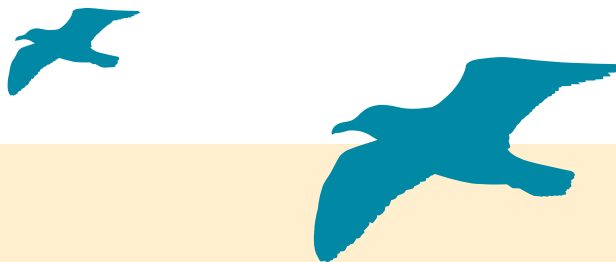


Waterfront parks or open spaces currently managed by the Leisure and Cultural Services Department may also be potential sites for HFA to take up over time, after evaluation of development potential and due public consultation, particularly with the DCs and relevant stakeholders. HFA may also conduct studies on its own or consult DCs to identify such potential sites for discussion and consideration by the Government.

現時由康樂及文化事務署管理的海濱公園或休憩用地，將來亦有機會由海濱管理局接手，前提是有關過程需經評估其發展潛力及進行充分公眾諮詢，特別是諮詢區議會及相關持份者。海濱管理局亦可自行進行研究或諮詢區議會，物色具潛力的用地讓政府作出討論及考慮。







**Desirable for HFA to keep a balanced portfolio of projects**

管理局適宜保持一個均衡的海濱項目組合

The proposed HFA will maintain a careful balance of commercial return and social objectives. While some proposed sites may possibly be able to generate a stable stream of income over time for sustaining the operation of HFA and buttress its future development, HFA is also expected to take up some innovative harbourfront projects or public open space with minimal commercial elements which could be financially draining. To achieve overall financial sustainability and independence in the long run, it is desirable for HFA to keep a balanced portfolio of projects, subject to allocation of sites and facilities to be managed by HFA.

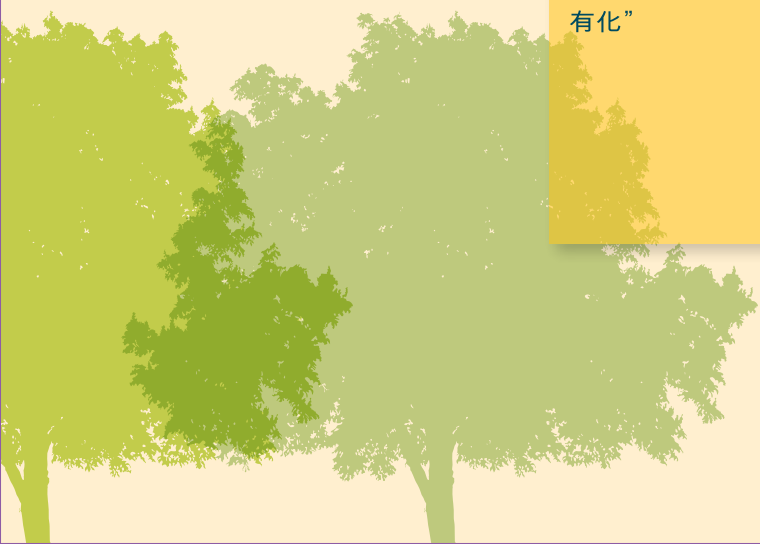
擬議成立的海濱管理局會小心在商業回報和社會目標之間維持平衡。當某部分建議用地可能逐漸帶來穩定的收入，以維持管理局的運作和支持未來的發展的同時，管理局亦預計會接手一些只具備少量商業元素，甚至會消耗財力的創新海濱項目和公共休憩空間。為了讓海濱管理局能夠長遠達致財政自給和獨立，視乎撥予管理局的土地及其管理的設施，管理局適宜保持一個均衡的海濱項目組合。

**Sites allocated to HFA should not be “privatized”**

撥予管理局的土地不應被“私有化”

The harbourfront sites to be developed and managed by HFA are intended for public enjoyment and should not be “privatised”. While HFA may sub-let or sub-lease the sites or properties therein to other entities for development, operation and management over a certain period of time, it will not be allowed to sell land or properties therein. The land allocation arrangements, including the terms and conditions of each site, will be examined and worked out by the Government.

由海濱管理局發展及管理的海濱用地，旨在供大眾共享，故不應將其“私有化”。雖然管理局可以將用地內個別地方或物業分租或轉租予其他組織，容許其在特定時間內進行發展、營運和管理，但該局不得出售有關用地或在內的物業。政府會研究及訂定有關的撥地安排，包括每幅用地的條款。



## Finance Matters 財務安排

### Government to provide capital injection and allocation of land as in-kind support

政府注資及撥地作實質支持

The resources of HFA would include capital injection and land allocated by the Government at nominal or reduced premium (depending on the development parameters of such sites) as a major in-kind support to be provided to HFA.

海濱管理局的資源，包括來自政府的注資及政府以象徵式或低於市值的地價撥給該局（視乎有關土地的發展參數而定），作為對該局所作出的實質支持。

### Set aside a dedicated fund within Government

在政府內預留專項基金

While a one-off capital injection upon establishment may provide financial certainty and independence for HFA, having regard to the experience of other statutory bodies, such an arrangement could pose constraints on its development resources if construction costs continue to surge disproportionately over the coming years. It is intended that harbourfront sites of varying business potential will be allocated to HFA by phases (some sites providing income stream and some relying on revenue generated from other sites to sustain/cross-subsidise their operation). In addition, there will be different funding requirements under different development and public-private collaboration models to reflect fluctuations of construction costs and economic cycles.

雖然在海濱管理局成立時給予一筆過注資可確管理局的財政穩定性和獨立性，但根據其他法定機構的經驗，這樣的安排下，如因建築成本在往後多年持續大幅上漲，會為管理局可用作發展的資源帶來限制。我們打算分階段將海濱用地撥給海濱管理局，而這些用地各具不同商業潛力（有些用地本身能帶來收入，而有些用地則須依靠其他用地帶來的收益來維持／補貼其運作）；加上不同發展及公私營合作模式，以反映建築成本及經濟周期波動等各種因素，將有不同的財務需要。



**Resources will be drawn from the dedicated fund when project is ready for implementation (subject to Legislative Council's approval)**

當某項目可予落實，可從專項基金提取款項（須獲立法會批准）

To address the issue of resource competition within the Government and to ensure certainty of funding availability for timely development by HFA on the one hand, and to alleviate public concern over the allocation of a large sum of one-off funding to a newly established body on the other, it is proposed that a dedicated fund be set aside within the Government that is roughly sufficient to cover the capital costs of the designated sites / projects, with further injection of capital funding to be considered having regard to the future development plans of HFA. Instead of an upfront endowment, it is proposed that HFA will be provided with an initial funding to cover, say, the first five years of operation, and resources will be drawn from the dedicated fund when its project(s) is/are ready for implementation. Funding approval from LegCo will be required in a similar manner to other public works projects. Subject to further deliberations within the Government on its feasibility, it is also suggested that HFA reaches agreement with LegCo to allow minor capital works within a pre-established level of delegated authority to proceed without attaining their prior approval.

回應政府內部競逐資源的情況，為確保有穩定的資金支持海濱管理局作適時發展，另一方面減輕公眾對政府向新成立機構作出一筆過巨額撥款的疑慮，我們建議在政府內部先預留一筆金額大概足以支付指定用地／項目的資本成本的專項基金，再因應海濱管理局日後的發展計劃考慮進一步注資。與其提供一筆過撥款，我們建議向海濱管理局提供初期資金，以支持譬如首五年的營運費用。當某項目可予落實，便可從專項基金中提取所須款項。與其他工務工程項目相若，有關項目向基金的撥款申請須獲立法會批准。此外，亦有建議提出海濱管理局與立法會訂立安排，以容許管理局在無需獲立法會事先批准的情況下，獲授權自行進行不超過某預訂水平的小型工務工程。這建議的可行性須待政府內部作進一步討論。

**Balanced portfolios of projects to help achieve the long-term financial sustainability**

均衡海濱項目組合，長遠有助達致財政自給

It is anticipated that some of the sites allocated to HFA may be able to generate income over time and contribute towards its future operation. If community consensus over a balanced portfolio of projects can be achieved, the income generated could cover recurrent expenditure and help achieve overall financial sustainability over the long term.

我們預計，個別撥予海濱管理局的用地可以慢慢帶來穩定的收入，並對管理局將來營運帶來貢獻。如果公眾能就一個均衡的項目組合達致共識，有關用地帶來的收入可以抵銷管理局的經常性支出，長遠有助達致財政上的可持續性。

**Financial consultancy study will be conducted to assess the estimates of funding requirements**

將進行財務顧問研究，以評估預算撥款要求

A financial consultancy study will be conducted to assess the estimates of funding requirements for potential sites listed earlier (under Land Matters) under various development and operational scenarios. This study will also consider operational resource requirements for HFA. The study is expected to be completed in 2015 and will provide support for the way forward.

當局將進行財務顧問研究，以評估較早前（在土地事宜部分）所列出，可能撥予管理局的土地，在不同發展及營運方案下的預算撥款要求。有關研究亦會涵蓋管理局營運上所需的資源，並預計於2015年完成，為發展方向提供支持。





## Advisory and Advocacy Functions 諮詢和倡導職能

It is proposed that HC will be disbanded upon the establishment of HFA to avoid confusion or the perception of multi-layering. HFA will take over the current advisory and advocacy role of HC in relation to Victoria Harbourfront as a whole, including:

我們建議在海濱管理局成立後解散海濱事務委員會，以免公眾混淆或做成架床疊屋的觀感。屆時海濱管理局將會肩負現時海濱事務委員會在維港海濱整體的諮詢和倡導方面的職能，包括：



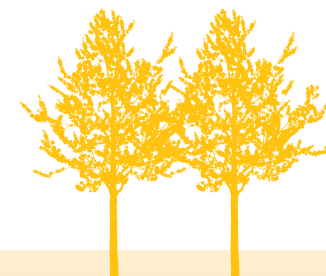
1

to advise the Government on the holistic and strategic development of the harbourfront and its associated water-land interface, such as:

- (i) devising a strategic framework on HFA's vision for future harbourfront development including public engagement;
- (ii) conducting topical planning and research studies that support its advisory function and provide a context for further deliberation and planning;
- (iii) identifying potential sites within the harbourfront suitable for development by HFA; and
- (iv) acting as an opinion leader in commenting on works or development projects that are conducive to enjoyment and enhancement of the harbour

就海濱及其相關水陸連接的全面及策略性發展事宜，向政府提出意見，例如：

- (i) 包括透過公眾參與，就海濱管理局對未來海濱發展的願景制定策略性框架；
- (ii) 進行專題規劃及研究以支持其諮詢職能，並提供平台供進一步討論及規劃；
- (iii) 在海濱範圍內物色具潛力並適合海濱管理局發展的用地；以及
- (iv) 擔當意見領袖，就有利於享用及優化海濱的工程或發展項目發表意見





2

to play an advocacy role in the envisioning, planning, urban design, marketing and branding, development, management and operation of the harbourfront areas and facilities in collaboration with relevant stakeholders and DCs

與相關持份者和區議會攜手，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，擔當倡導角色



5

to facilitate and foster public-private partnership in the development, management and maintenance of the harbourfront (including engagement of community, social enterprises and non-governmental organisations)

在海濱發展、管理及保養方面促進及推動公私營合作（包括公眾、社會企業及非政府機構的參與）



3

to comment on plans and projects on Victoria Harbourfront raised by private and public proponents

為公營和私人倡議者就有關維港海濱規劃和項目提供意見



6

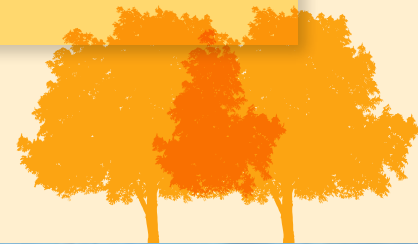


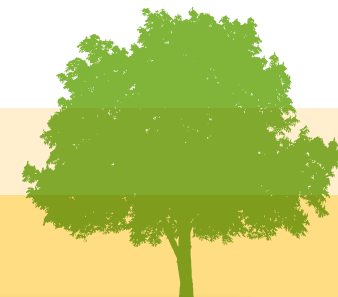
to promote, organise or sponsor recreational/leisure activities that enhance the brand/image of the Victoria Harbour and the harbourfront  
推廣、組織或資助優化維港及提升維港海濱的品牌／形象的康樂／文娛活動

4



to promote wider application of Harbour Planning Principles and Harbour Planning Guidelines, and to update them as necessary  
推動更廣泛採用《海港規劃原則》和《海港規劃指引》，並按需要更新有關原則和指引





## Executive Function 行政職能

It is proposed that HFA will be empowered with an executive function to develop and manage the designated harbourfront sites through land allocation:  
我們建議海濱管理局應獲賦予行政職能，發展及管理撥予管理局的指定海濱用地：

- 1 plan, design, construct, operate and manage the allocated sites in accordance with the land use and other requirements or conditions specified in the statutory plans under the Town Planning Ordinance (Cap. 131), and where necessary propose amendments to the specified land use for approval by TPB

根據《城市規劃條例》(香港法例第131章)下的法定圖則中所指明的土地用途和其他要求或條件，規劃、設計、建造、營運和管理獲撥予的用地。如有需要，管理局可提出對指定土地用途作出修訂，供城規會審批

- 2 conduct project-level planning and prepare plans, where appropriate, for approval by TPB

進行項目層面的規劃，和擬備圖則，並在合適的情況下供城規會審批

- 3 design, construct, operate, and manage the harbourfront related facilities (including retail/dining/entertainment facilities) and other ancillary facilities at the designated sites on its own or with other parties

自行或與其他各方合作，設計、建造、營運及管理指定用地的海濱相關設施(包括零售／餐飲／娛樂設施)及其他配套設施

- 4 initiate and oversee relevant broad-based public engagement exercises, topical planning studies, social impact assessments and other research and studies related to the development of the allocated sites

發起和監督與發展撥予管理局的土地有關的大規模公眾參與活動、專題規劃研究、社會影響評估和其他相關研究

- 5 monitor progress of implementation and management of allocated sites and projects

監察獲撥予土地和項目的落實進度和管理工作

- 6 foster temporary, quick-win or other harbourfront enhancement projects

促進暫時性、短期或其他優化海濱項目

In this connection, HFA should be empowered to do things that are necessary for, or incidental or conducive to, the performance of its functions.  
為此，海濱管理局應獲賦權作出所有對執行其職能屬必需、附帶或有幫助的事情。

To ensure that HFA fits in the system well with other existing Government departments and statutory bodies, it will not derogate from the existing powers and functions of relevant Government bureaux and departments as well as statutory bodies, such as the Marine Department regarding the regulation of harbour activities and TPB regarding the statutory planning process. Also, the establishment of HFA will not affect the scope of existing laws, such as the Protection of the Harbour Ordinance. [Cap. 531]  
為使海濱管理局能在制度內與其他現有政府部門和法定機構相配合，管理局不會減損政府相關政策局、部門和法定機構的現有權力和職能，例如海事處規管海上活動，以及城規會規管法定規劃程序。此外，成立海濱管理局亦不會影響《保護海港條例》(香港法例第531章)等現行法例的涵蓋範圍。



## Executive Office

There were diverse views expressed during the Phase I PE on whether the executive function of HFA should be served by an independent executive team or a dedicated multi-disciplinary Government team. As there is no perfect option, we should take into account the needs of HFA at different stages of development, and initially focus on the needs during its establishment period.

The executive office of HFA will serve as the secretariat of the governing Board (and its committees and task forces), which requires close liaison and coordination with both Government departments and stakeholders in effectively carrying out its advisory function. It is expected that there will be multifaceted interfaces with the Government during the initial setup and project planning and design stages, in particular the complicated land allocation and financing matters.

It is proposed therefore that a dedicated Government team with experienced civil servants from relevant disciplines be seconded to HFA to support its operation and report to HFA's Board. This will facilitate not only a rapid start-up but also foster closer liaison and collaboration between HFA and Government departments especially during its initial establishment and operation. It is expected that the initial setup of the Government team will be moderate and grow gradually with an expanded portfolio of new projects and initiatives. While civil servants will form the backbone of the team, suitable talents with business acumen and market operation experience which are not readily available in the civil service would also be recruited by HFA to ensure there is a well-rounded team in place for holistic planning and development of projects.

When the operation of HFA and its development of projects are on track with adequate experience accumulated over time, HFA would start building its own independent executive team and gradually phase out the Government officers and replace them with suitable talents recruited from the private sector.

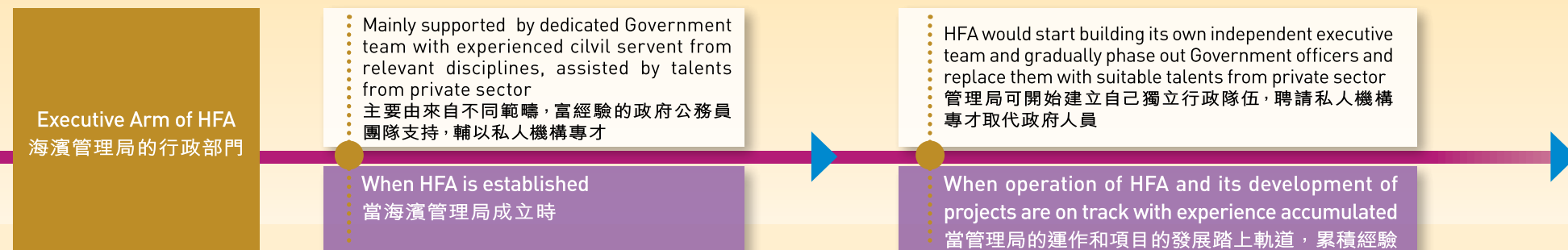
## 行政部門

在第一階段公眾參與活動期間，公眾對海濱管理局應否擁有獨立的行政團隊還是由跨專業的政府團隊提供支援方面，表達了不同的意見。由於沒有一個十全十美的方案，因此我們應考慮海濱管理局在不同發展階段的需要，並集中關注其在創始階段的需要。

管理局的行政部門將會擔當董事局、其委員會及其轄下小組的秘書處，因此須與政府部門和持份者保持緊密聯繫及協調，以使管理局能有效履行其諮詢職能；尤其是預計管理局在成立初期及項目規劃和設計階段（特別是在複雜的土地分配及財務事宜上），須與政府保持多方面的接觸。

因此我們建議成立一支由來自不同相關範疇、富經驗和由公務員組成的政府專責團隊，在海濱管理局成立初期借調予管理局，以支援其運作，並向管理局的董事局負責。此舉不但能令管理局較快展開工作，亦有助管理局與政府部門保持更密切的聯繫和合作，特別是在管理局成立及運作初期。預計這支政府隊伍在初期的編制不大，但會隨著新項目和計劃的組合有所增加而逐步擴展。為建立一支具備多方才能的隊伍，令海濱管理局的項目得以全面規劃及發展，除起用公務員作為團隊骨幹外，管理局亦會招聘一些具備商業觸覺和市場運作經驗的人士，以彌補未能即時在公務員團隊中覓得合適專才。

當海濱管理局的運作及其項目的發展漸上軌道，並逐漸累積足夠經驗後，該局便會開始建立自己的獨立行政隊伍，並逐步以聘自私人機構的合適專才，取代政府人員執行職務。



# Way Forward

## 未來路向

HC and DEVB will jointly conduct a three-month Phase II PE from September to December 2014 to listen to your views on the proposed framework of HFA.

Your views are particularly sought on:

- (a) the objectives of HFA;
- (b) the definition of “Victoria Harbourfront” and the remit of HFA;
- (c) HFA’s governance and management functions, including board composition, land and finance matters, and provisions on public accountability;
- (d) HFA’s advisory and advocacy functions in respect of the Victoria Harbourfront as a whole; and
- (e) HFA’s executive functions in respect of the harbourfront sites allocated to it, and the setup of its executive office.

海濱事務委員會聯同發展局將在2014年9月至12月期間進行為期三個月的第二階段公眾參與活動，以聽取你對海濱管理局擬議框架的意見。

我們特別希望了解你對下述事宜的意見：

- (a) 海濱管理局的目標；
- (b) “維港海濱”的定義及海濱管理局的管轄範圍；
- (c) 海濱管理局的管治和管理職能，包括董事局的組成、土地及財務事宜，以及向公眾問責的規定；
- (d) 海濱管理局就維港海濱整體的諮詢和倡導職能；以及
- (e) 海濱管理局就撥給該局的海濱用地的行政職能，以及其行政部門的架構。







We look forward to receiving your views. Please send us these through the channels below on or before 24 December 2014.

我們期待收到你的意見。請透過以下途徑在2014年12月24日或之前遞交你的意見：

Website	網址：	<a href="http://www.hfc.org.hk/hape">www.hfc.org.hk/hape</a>
Email	電郵：	<a href="mailto:hape@hfc.org.hk">hape@hfc.org.hk</a>
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：	<a href="http://www.facebook.com/harbourfrontauthority">www.facebook.com/harbourfrontauthority</a>

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.

我們會舉辦公眾論壇，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。

# Note

## 備忘

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## Contact Us 聯絡我們

Please express your views through the channels listed below  
請透過以下途徑發表意見

Website 網址 : [www.hfc.org.hk/hape](http://www.hfc.org.hk/hape)  
Email 電郵 : [hape@hfc.org.hk](mailto: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](https://www.facebook.com/harbourfrontauthority)



發展局  
Development Bureau



VICTORIA HARBOUR  
維多利亞港

## Acknowledgements 鳴謝

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