

### 延續「共建維港」使命

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

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

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

因此，本書取名為《活力維港》。

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

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

今天，共建維港委員會雖曲終人散，但「共建維港」的使命仍需延續下去。

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

吳永順  
《活力維港》編輯組主席  
二〇一〇年五月



HARBOUR OF LIFE  
活力維港  
HARBOUR-FRONT ENHANCEMENT COMMITTEE  
共建維港委員會



HARBOUR-FRONT ENHANCEMENT COMMITTEE 共建維港委員會

### The Mission of Harbourfront Enhancement Lives On

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

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

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

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

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

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

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

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

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

HARBOUR

of LIFE 活力維港

HARBOUR-FRONT ENHANCEMENT COMMITTEE 共建維港委員會



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



### Our Vision 我們的願景

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

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

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

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

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

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

Professor Lee Chack-fan  
Chairman  
Harbour-front Enhancement Committee

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

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

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

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

共建維港委員會主席李焯芬教授

## Foreword by the Secretary for Development 發展局局長序



### Our Joint Efforts 我們的共同努力

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

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

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

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

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

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

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

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

Mrs Carrie Lam  
Secretary for Development

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

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

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

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

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

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

發展局局長林鄭月娥

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

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

我們的貢獻 **OUR**

# CONTRIBUTION



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

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



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

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

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

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

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

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

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

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

Principle 2 – Stakeholder Engagement

Principle 3 – Sustainable Development

Principle 4 – Integrated Planning

Principle 6 – Vibrant Harbour

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

## Stakeholder Engagement

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

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

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

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

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

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

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

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

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

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

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

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

# 中環新海濱

## 研究的公眾參與

中環新海濱研究專責小組主席  
黃澤恩博士工程師

### 中環新海濱研究的背景及公眾參與的情況

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

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

### 第一階段公眾參與

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

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

### 第二階段公眾參與

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

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

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



圖一



### 意見整合論壇

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

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

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

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





圖二：建議於原址重置皇后碼頭，並建造人工湖

### 專責小組對社會共識的建議

論壇後，專責小組經過討論，向政府提出以下建議：

- 一、避免於中環新海濱發展高層樓宇；一號及二號用地的樓面面積應重新分配到其他地方，例如五號用地。該處商廈發展可以支援新政府總部的需求，及連接新海濱與灣仔腹地；
- 二、移除二號用地的公共交通交匯處，以巴士停車處取代；
- 三、原址重置天星碼頭舊鐘樓；
- 四、大部分非官方的專責小組成員傾向原址重置皇后碼頭，並於其前方建造人工湖，湖濱土地則可供舉辦各種活動(詳見圖二)。少數成員及官方成員則傾向於海濱重置皇后碼頭。
- 五、設計一個綜合行人通道系統，通過香港演藝學院的延伸部分，改善海濱與灣仔腹地的連接。行人通道必須有足夠的空間及設計特色，容許舉行適當的活動，以豐富步行體驗，提升此地段的活力。



圖三：修訂後的總網發展藍圖

### 討論及總結

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

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

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

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

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

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

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



圖四：修訂後的中環海濱立面構想圖



# Challenges on Harbourfront Planning and Enhancement Policy:

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

Samuel Mok Cheuk-sum

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

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



### Challenges of Policy Implementation

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

#### i) Objections from concerned pressure groups

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

#### ii) Influence from mass media

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

#### iii) Influence from political parties

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

#### iv) Influence from private developers

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

#### v) Changing public attitudes on preservation

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

#### vi) Bureaucracy within Government departments

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

#### vii) Technical constraints on port-related facilities

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

### Conclusion

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

# New Central Harbourfront "CHarM leading on to UDS"

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

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

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

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

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



## Urban Design Study for the New Central Harbourfront

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

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

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

## Stage 1 Public Engagement



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

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

## Stage 2 Public Engagement



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

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

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

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

## Meeting Objectives

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

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

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

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

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

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

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



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

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

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

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

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

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

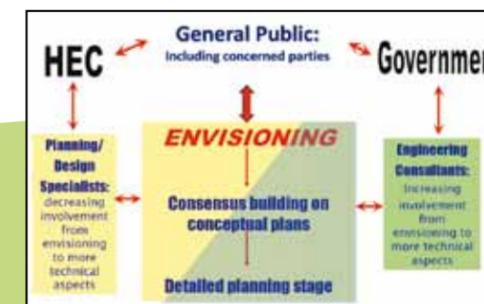


Figure 1: CE@H’s proposed engagement model  
(Source: Dr Ng Mee-kam, 2004, on behalf of CE@H)

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

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

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

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

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



# The Kai Tak Experience:

## A Showcase of Consultation, Collaboration and Consensus

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

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

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

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

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



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

#### Institutional Change – Developing Partnership

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

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

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

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

#### Consultation and Collaboration - From Different Angles and in Different Ways

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

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

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

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

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

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

#### Public Participation

- Stage 1**
  - 3 Public Forums
  - 1 Community Workshop
  - 1 Kai Tak Forum
- Stage 2**
  - 1 Public Forum
  - 3 District Forums
  - 3 Topical Forums on complex issues such as Kai Tak Approach Channel, Multi-Purpose Stadium and Cruise Terminal
  - 1 Kai Tak Forum
- Stage 3**
  - 1 Public Forum
  - 3 District Forums

#### Public Forum Participation

- Stage 1**
  - 500 participants
  - 23 panelists
  - 25 registered presentations
- Stage 2**
  - 38 panelists
  - 107 speakers from the public
- Stage 3**
  - 20 panelists
  - 74 speakers



### Consultation and Collaboration - From General to Specific

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

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

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

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

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

### Consensus Building on Shared Vision and Desired Proposals

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

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

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

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

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

### Lessons Learnt from the Overall Kai Tak Planning Experience

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

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

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

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

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

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

### Concluding Remark

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

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

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

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

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

支持推行短期優化措施  
CHAMPIONING QUICK-WIN

OPPORTUNITIES



# 月映長堤伴維港

海港計劃檢討小組委員會主席吳永順

西九龍海濱長廊，在二〇〇五年的中秋前夕啟用了。

這是共建維港委員會推動下建成的首個臨時海濱長廊。

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



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

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

只知道，今日的維港，仍未完全屬於市民；對比世界級海港，還有一段距離。

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

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

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

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

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

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

一輪明月下，筆者體會了建築師的心思意念，為「還港於民」踏出了第一步。

寫於二〇〇五年中秋



# 讓觀塘動起來的海濱長廊

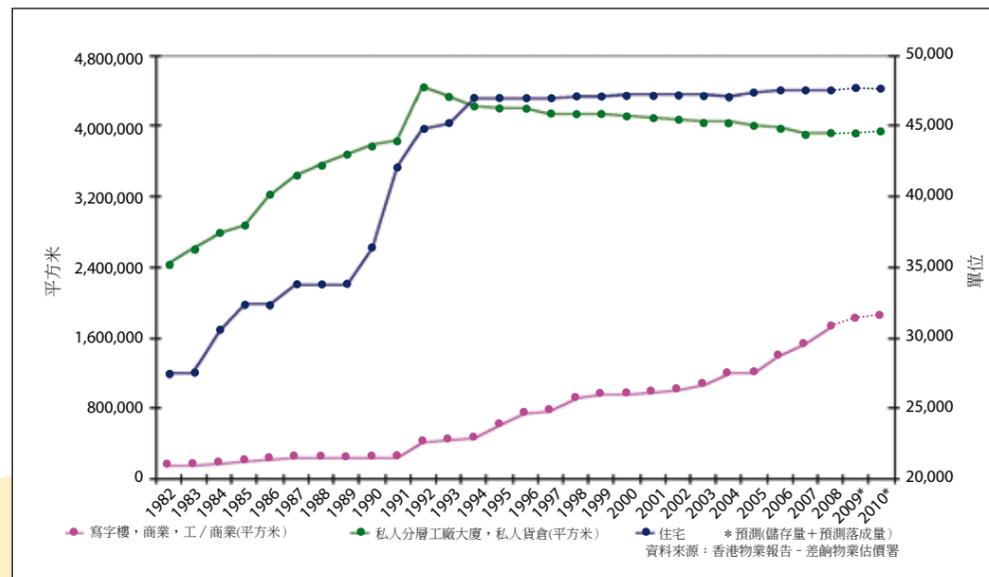
余錦雄



六十至七十年代觀塘鳥瞰圖

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

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



圖表一：私人住宅數量，工業/廠房及商業/寫字樓面積

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

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

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



白天的長廊



晚上的長廊

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

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



白天的塔樓



晚上的塔樓

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

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

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



資料來源：觀塘區議會文件第76/2008號



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

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

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

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

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

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

# Kwun Tong Promenade Stage 1

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

## A Waterfront Awaiting a Facelift

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

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

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



The Kwun Tong Public Cargo Working Area

## To Develop with Kai Tak

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

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

## Collaborative Efforts

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



Kwun Tong Promenade Stage 1

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

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

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



Transformed cargo working area



Painting the Kwun Tong Bypass brightens up the place



Promenade features



Design inspiration

### Promenade Design

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

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

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

### The Winning Formula

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

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

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



Opening ceremony

## 觀塘區議會嘉許信

觀塘區議會  
九龍觀塘區衙門街六號觀塘政府合署  
觀塘民政事務處  
傳真：2174 6785  
2152 2015



KWUN TONG DISTRICT COUNCIL  
c/o Kwun Tong District Office  
Kwun Tong District Branch Offices Building,  
6 Tung Yan Street,  
Kwun Tong, Kowloon  
Fax: 2174 6785  
2152 2015

Our Ref. HAD KTDC/13/15/8  
Your Ref.

電話號碼 Tel. No. 2171 7455

發展局局長  
林鄭月娥女士, JP

鄭局長：

### 嘉許信

於2010年1月16日開幕的“觀塘海濱花園第一期”，是啟德發展計劃下第一個休憩用地項目，對觀塘區以至全港市民都非常重要。工程在極短時間內完成諮詢、規劃及圓滿竣工，成效廣受各界稱譽，實在有賴各政府部門與市民目標一致積極配合，維持良好的溝通，體現以民為本及構建和諧社會的理念，其努力及貢獻值得充分肯定。

本委員會衷心感謝貴部門負責同事同心協力，令工程得以順利完成，使在優化海濱方面的工作邁進一步。展望將來，本委員會期望貴部門能繼續與市民攜手合作，盡快開展第二期工程，共同實現活化海濱及促進持續發展的美好願景。

觀塘區議會  
地區設施管理委員會主席

2010年3月16日

# Hung Hom Waterfront Promenade

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

## A Stroll from Tsim Sha Tsui to Hung Hom

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



Hung Hom Waterfront Promenade: location



## Quick-win of the Last Mile

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

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



Hung Hom Waterfront Promenade: perspective view

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

## Promenade Design

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

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

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

## The Link at Hung Hom

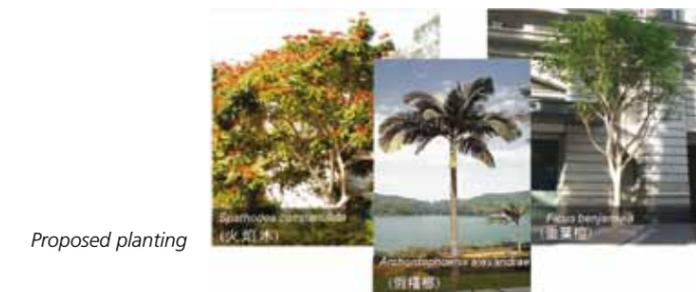
Upon completion in 2011, the promenade at Hung Hom will make available a prime harbourfront site for public enjoyment. The promenade will link up an existing footbridge connecting the Tsim Sha Tsui promenade in the west and the Whampoa Garden / Laguna Verde promenade in the east, forming a 4km continuous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



Promenade design: section with rain shelter



Promenade design: section with large undulating lawn



Proposed planting



# 為政府項目出謀獻策

## ADVISING ON

# GOVERNMENT PROJECTS

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

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



# 抽水站變身海濱公園

海港計劃檢討小組  
委員會主席吳永順

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

渠務署和公園，兩者看似風馬牛不相及，原來背後卻有個故事。

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

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

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

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

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

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

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

渠務署從善如流把設計修改，於數個月後把修訂後的設計交給委員會審議。

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

抽水站的設計終於過關，工程也順利展開已是三年多前的事了。

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

公園面積不大，但有二百米長的海濱長廊和共五千七百平方米的綠化園景；還有小型廣場、寵物公園、卵石徑和太極園。地底就是一個容量達九千萬立方米的貯水池。唯一的地面建築是個泵房，天台是個綠化區。值得一提的是，泵房旁邊的太極園，其實是個年檢維修區，不過每年只用兩次。在過去，維修區就是維修區，為了方便部門管理，必定鎖上鐵閘，閒人免進。如今有關方面能改變思維，將其設計成公園的一部分，於不用維修的時間，開放給市民晨運、耍太極，落實讓公眾盡量享受海旁的理念。

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

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





## 一個(碼頭)都不能少

海港計劃檢討小組委員會主席吳永順



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

在共建維港委員會海港計劃檢討小組委員會會議中，就有這樣的一項討論。

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

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

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

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



事件拖拉超過一年，部門各自為政，你推我讓。兜兜轉轉，還是沒有結果。

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

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

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

最後，委員會反對清拆碼頭的建議。

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



# LIAISON AND

# 聯繫與合作

# COOPERATION



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

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

# 北角汀綜合發展城市設計概念比賽

劉興達

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

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

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

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

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

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

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



## 東區參與共建維港的歷程

劉興達

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

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

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

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

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

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

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

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



North Point Ferry Pier

Island Eastern Corridor

Java Road

# Task Group on Management Model for the Harbourfront

Dr Sujata Govada

### Reflections from Overseas Trips

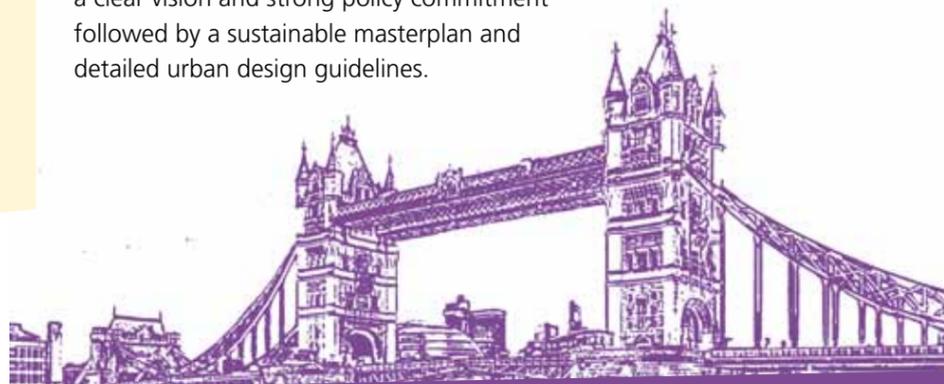
Waterfront developments take time to implement and cannot be completed overnight, as is evident from the recent overseas trips to Liverpool, London, Singapore, Sydney, San Francisco and Vancouver undertaken by the Harbourfront Enhancement Committee's Task Group on Management Model for the Harbourfront.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

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

### London and Liverpool

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

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



### Singapore and Sydney

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

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

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

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

### San Francisco and Vancouver

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

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

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





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

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

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

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

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

#### Lessons for Hong Kong

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

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

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

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

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

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

#### Conclusion

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

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

MANAGEMENT FRAMEWORK

FOR HONG KONG'S HARBOURFRONT

構思新的海濱管理模式

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

共建維港委員會探討了持續管理海濱的架構，以提出可行的建議。



# Public-Private Partnerships for the Harbourfront

## Nicholas Brooke

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

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

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

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

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

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

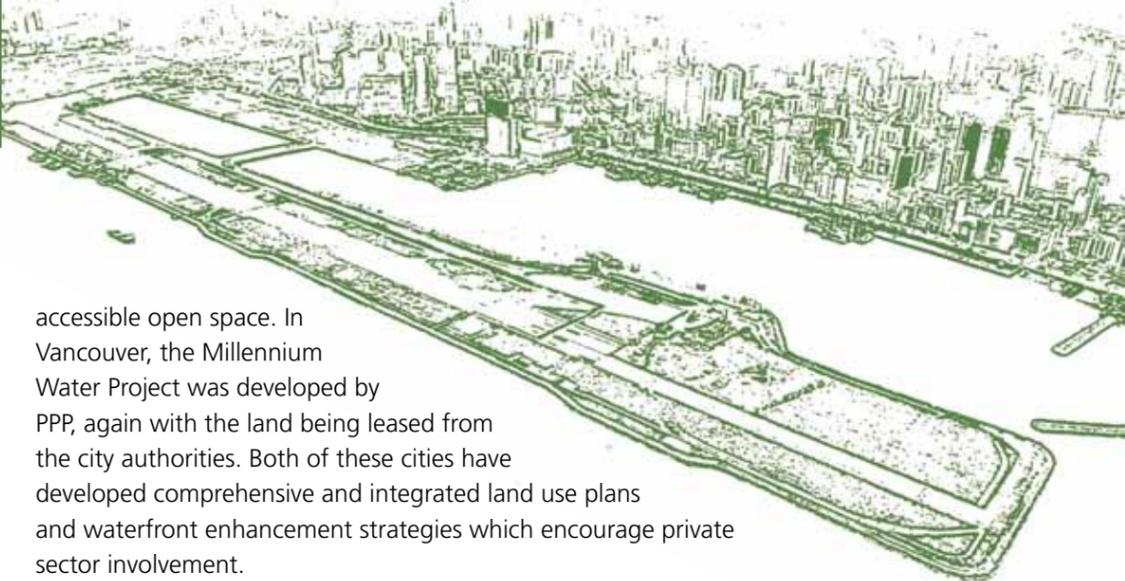
Typically, a private sector company or group of companies forms a special-purpose vehicle (SPV) to develop, build, maintain and operate the asset for a contracted period. In cases where the government itself has invested in the project, it is usually (but not always) allotted an equity share in the SPV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

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

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

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

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



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

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

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

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

## The Process and the Conceptual Reference

Professor Carlos Lo Wing-hung

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

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

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

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

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

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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### Sustainable Harbourfront Development and Management Principles

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

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

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

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

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

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

### Reflections

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

# Towards a Sustainable Harbourfront Management Model for Hong Kong

## Nicholas Brooke

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

The Terms of Reference of TGMMH specifically required it to:

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

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

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

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

### Victoria Harbour: Vision

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

### Victoria Harbour: Mission

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

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

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



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

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

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

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

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

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

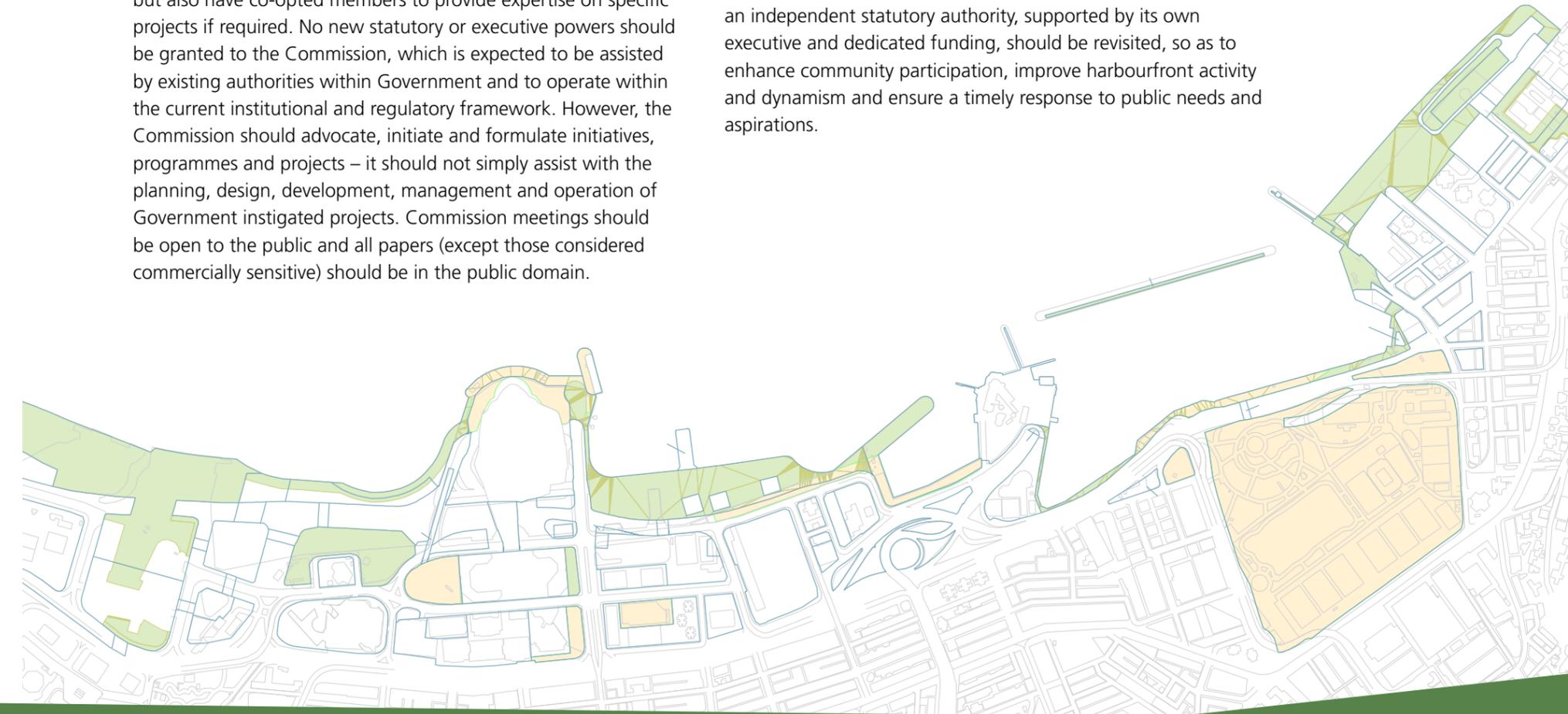
In addition, and based on the experience of the various overseas examples, TGMMH recommended the wider involvement of private sector entities in harbourfront management, whether these be companies, NGOs, for profit or not for profit. It is considered that such expanded involvement would not only assist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

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

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

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

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



反思經歷 展望將來

REFLECTIONS AND

ASPIRATIONS

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

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



## 從公眾諮詢

# 到公眾參與的演變

水務署署長馬利德

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



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

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

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

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

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

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

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

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



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

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

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

# Our Aspiration for the Harbourfront Commission and Beyond

Dr Ng Mee-kam

## Overall Vision

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

## Dedicated Authority with Resolve and Resources to Deliver the Vision

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

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

## Partnership!

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

## A Credible Planning Process

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

## Accessible Information and Transparency

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

## A Longer Range View

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

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

## Finally...

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



# Protection of the Harbour Ordinance: Past and Future

Dr Ng Mee-kam  
Paul Zimmerman

## A Mother's Anguish

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

## "Save Our Harbour" Campaign

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

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



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

## Protection of the Harbour Ordinance

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

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

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

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

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

## Court Judgments that Protect Victoria Harbour

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

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

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

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

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



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

### Harbour-front Enhancement Committee

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

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

### Temporary Reclamation

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

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

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

### Different Uses, Different Needs

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

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

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

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

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

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

### A “Living” Harbour

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

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

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

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

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

### A Case for Good Reclamation

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

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

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

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

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

# 緬懷陳偉群博士

共建維港委員會主席李焯芬教授



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

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

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

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

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

## In Memory of W K Chan

Dr Ng Mee-kam

He loved Victoria Harbour.

He was a walking dictionary of development in Victoria Harbour.

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

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

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

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

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

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

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

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

Who was he?

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



ANNEXES

附錄



# Harbour-front Enhancement Committee Terms of Reference

## 共建維港委員會職權範圍

To advise the Government through the Secretary for Development on planning, land uses and developments along the existing and new harbourfront of Victoria Harbour, with a view to protecting the harbour; improving the accessibility, utilisation and vibrancy of the harbourfront areas; and safeguarding public enjoyment of the harbour through a balanced, effective and public participation approach, in line with the Harbour Planning Principles (HPPs) and Harbour Planning Guidelines (HPGs).

Specifically, the Committee will:

- (a) Provide input to the Urban Design Study for the New Central Harbourfront;
- (b) Advise on the planning, design and development issues including land use, transport and infrastructure, landscape and other matters relating to the existing and new harbourfront and the adjoining areas;
- (c) Advise on means to enlist greater public involvement in the planning and design of the harbourfront areas; and
- (d) Explore a framework for the sustainable management of the harbourfront in line with the HPPs and HPGs, including public-private partnership.

根據《海港規劃原則》及《海港規劃指引》，就維多利亞港現有和新海旁的規劃、土地用途和發展，經由發展局局長向政府提供意見，以便在保護維港之餘，使市民更容易直達海旁，令海旁更加地盡其利，更有朝氣，同時透過均衡而有效的公眾參與，確保公眾得以享用維港。

委員會的具體任務包括：

- (a) 就中環新海濱城市設計研究提供意見；
- (b) 就現有及新海旁和鄰近地區的規劃、設計及發展事宜(包括土地用途、運輸及基建、景觀美化及其他事項) 提供意見；
- (c) 就如何提高公眾對海旁規劃及設計的參與程度提供意見；以及
- (d) 根據《海港規劃原則》和《海港規劃指引》，探討持續管理海旁的架構，包括政府與私營界別的合作。



# Membership

## 成員



**Back Row (from left):** Yu Kam-hung, David Ho, Michael Hui, Paul Zimmerman, Dr Andrew Thomson, Nicholas Brooke

**Middle Row (from left):** Samuel Mok, Louis Loong, Leslie Chen, Patrick Lau, Lam Kin-lai, Prof Carlos Lo, Dr Ng Mee-kam, Ir Dr Greg Wong

**Front Row (from left):** Annie Tam, John Chai, Vincent Ng, Carrie Lam, Prof Lee Chack-fan, Thomas Chow, Kim Chan, Ava Ng

後排(左起): 余錦雄、何志豪、許華傑、司馬文、譚安德博士、蒲祿祺

中排(左起): 莫卓琛、龍漢標、陳弘志、劉興達、林乾禮、盧永鴻教授、伍美琴博士、黃澤恩博士工程師

前排(左起): 譚贛蘭、蔡新榮、吳永順、林鄭月娥、李焯芬教授、周達明、陳劍安、伍謝淑瑩

**Chairman 主席:**

Prof Lee Chack-fan 李焯芬教授

### Non-official Members (Organisations) 非官方成員(機構/團體)

Business Environment Council 商界環保協會  
Chartered Institute of Logistics and Transport in Hong Kong 香港運輸物流學會  
Citizen Envisioning @ Harbour 想創維港  
Conservancy Association 長春社  
Friends of the Earth 地球之友  
Hong Kong Institute of Architects 香港建築師學會  
Hong Kong Institute of Landscape Architects 香港園境師學會  
Hong Kong Institute of Planners 香港規劃師學會  
Hong Kong Institute of Surveyors 香港測量師學會  
Hong Kong Institution of Engineers 香港工程師學會

Hong Kong Tourism Board 香港旅遊發展局  
Real Estate Developers Association of Hong Kong 香港地產建設商會  
Society for Protection of the Harbour Ltd 保護海港協會有限公司

### Represented by 代表

Dr Andrew Thomson 譚安德博士  
Prof Wong Sze-chun 黃仕進教授  
Dr Ng Mee-kam 伍美琴博士  
Lam Kin-lai 林乾禮  
Prof Carlos Lo 盧永鴻教授  
Vincent Ng 吳永順  
Leslie Chen 陳弘志  
Kim Chan 陳劍安  
Yu Kam-hung 余錦雄  
Ir Dr Greg Wong 黃澤恩博士工程師  
Mason Hung 洪忠興  
Louis Loong 龍漢標  
Paul Zimmerman 司馬文

### Alternate 交替會員

Roger Nissim 李森先生  
Dr Lo Hong-kam 羅康錦博士  
Dr Sujata Govada 高慧德博士  
Rico Wong 黃子勁  
Mei Ng 吳方笑薇  
Andy Leung 梁傑文  
Lo Shun-cheong 盧順昌  
Dr Peter Cookson Smith 施倍德博士  
Dr Paul Ho 何學強博士  
Ir Dr Chan Fuk-cheung 陳福祥博士工程師  
Priscilla Poon 彭早敏  
Shuki Leung 梁樹基  
Dennis Li 李傑偉

### Non-official Members (Individuals) 非官方成員(個人)

Nicholas Brooke 蒲祿祺	Jimmy Kwok 郭振華	Patrick Lau 劉興達	Dr Anissa Chan 陳黃麗娟博士
David Ho 何志豪	Michael Hui 許華傑	Samuel Mok 莫卓琛	Derrick Pang 彭一邦

### Official Members 官方成員

Permanent Secretary for Development (Planning and Lands) or his representative 發展局常任秘書長(規劃及地政)或其代表  
Deputy Secretary for Transport and Housing (Transport)1 or his representative 運輸及房屋局副秘書長(運輸)1或其代表  
Director of Civil Engineering and Development or his representative 土木工程拓展署署長或其代表  
Director of Lands or her representative 地政總署署長或其代表  
Director of Planning or her representative 規劃署署長或其代表  
Assistant Director of Home Affairs or his representative 民政事務總署助理署長或其代表

**Secretary 秘書:**

Principal Assistant Secretary (Harbour) 發展局首席助理秘書長(海港)

# Work and Achievements of HEC at a Glance

## 共建維港委員會工作成果概覽

### Harbour-front Enhancement Committee (HEC) 共建維港委員會



#### KEY FIGURES AND DATES 重要數字及日期



1 chairman; 13 organisational members; 9 individual members; 6 official members  
1位主席；13位機構成員；9位個人成員；6位官方成員

#### WORK AND ACHIEVEMENTS

- Established to advise on planning, land uses and developments along the existing and new harbourfront of Victoria Harbour
- Comprised **broad-based representatives** to foster balanced discussions, build consensus and liaise with other parties on harbourfront matters, such as the Legislative Council's Sub-committee on Harbourfront Planning and the West Kowloon Cultural District Authority
- HEC meetings generally held bi-monthly, and members could opt to join **sub-committees** and **task groups** on specific issues
- HEC received **regular reports** from sub-committees and **endorsed major recommendations**
- HEC held a symposium called **Harbourfront Enhancement Out of Public Engagement** in June 2007, which served as an opportunity to consolidate and review its successful experiences on the processes and models for public engagement
- The symposium included presentations by HEC members and an overseas speaker, roundtable discussions and workshops

#### 工作及成果

- 就維多利亞港現有和新海旁的規劃、土地用途和發展提供意見
- 由**具有廣泛代表性的人士**組成，以便就海濱事務促進各方持平討論、達成共識，並與立法會海濱規劃事宜小組委員會、西九文化區管理局等不同組織聯繫
- 共建維港委員會會議一般隔月舉行；委員亦可就特定議題，參與其轄下**小組委員會和專責小組**
- 共建維港委員會接受各小組委員會提交的定期報告，並通過各項**重要建議**
- 共建維港委員會於二〇〇七年六月舉辦「**共建維港未來**」**峰會**，讓各界討論及回顧各種公眾參與活動的流程、模式及箇中成效
- 峰會內容包括共建維港委員會委員和海外講者的簡報、圓桌會議、工作坊

### Harbour Plan Review 海港計劃檢討

#### KEY FIGURES AND DATES 重要數字及日期

**Sub-committee on Harbour Plan Review** (HPR Subcom) convened **31** meetings (first: 4 Aug 2004; final: 20 Jan 2010)  
**海港計劃檢討小組委員會**召開了**31**次會議  
(首次：二〇〇四年八月四日；最後一次：二〇一〇年一月二十日)

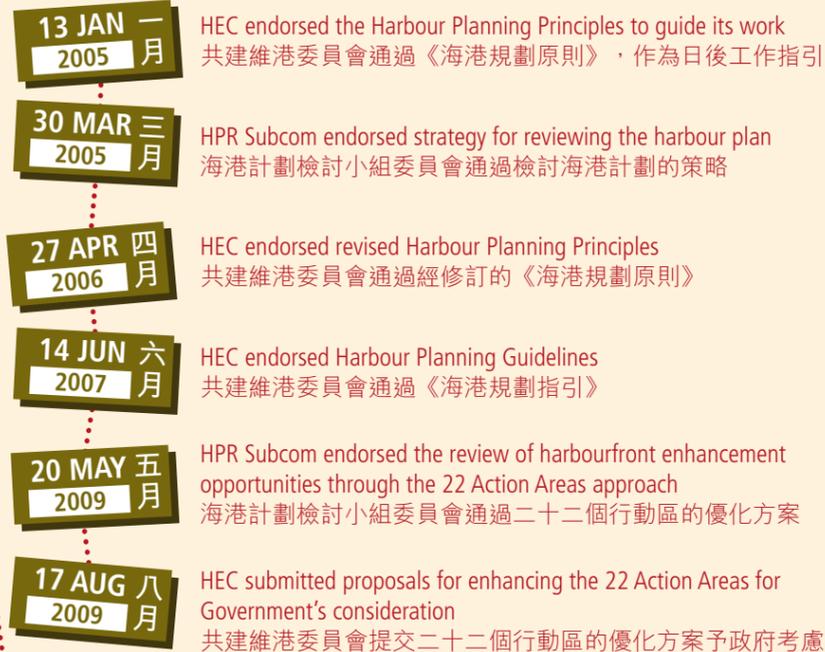
1 chairman; 9 organisational members; 2 individual members; 6 official members  
1位主席；9位機構成員；2位個人成員；6位官方成員

#### WORK AND ACHIEVEMENTS

- HEC agreed to set up the HPR Subcom at its first meeting to review the harbour plan in a systematic fashion. As part of the review, the **Hung Hom District Study** was completed in 2008 and the **Hong Kong Island East Harbourfront Study** commenced in 2009
- Members' efforts crystallised into the formulation of the **Harbour Planning Principles** which include a vision, a mission statement and eight principles and a set of **Harbour Planning Guidelines** elaborating on the intentions and requirements of the Principles
- HPR Subcom regularly monitored **harbourfront development proposals** and advised project proponents (for residential/ commercial developments, utility facilities, advertising signage, temporary uses and events) on how to **reduce the adverse impact** of their projects and to enhance the harbourfront as far as possible
- HEC and HPR Subcom initiated or oversaw the creation of **quick-win harbourfront enhancement projects** in West Kowloon, Kwun Tong and Hung Hom, some of which were launched in collaboration with District Councils



- HPR Subcom comprehensively reviewed developments along the harbourfront. It made specific recommendations to enhance **22 Action Areas** on both sides of Victoria Harbour. These recommendations were endorsed by HEC, and were highlighted in the Chief Executive's 2009-10 Policy Address



#### 工作及成果

- 共建維港委員會在首個會議上，同意成立海港計劃檢討小組委員會，從而系統地檢討海港計劃。作為檢討的一部分，「**紅磡地區研究**」於二〇〇八年完成，而「**港島東海旁研究**」亦於二〇〇九年展開
- 委員制定了《**海港規劃原則**》，內容包括理想、使命和八項規劃原則，並制訂了《**海港規劃指引**》以闡釋《海港規劃原則》的意向和要求
- 海港計劃檢討小組委員會定期監察**海濱的各項發展計劃**，並建議項目倡議人(如住宅/商業發展、公用設施、廣告燈箱、臨時用途和臨時活動)可以如何**減少其項目所帶來的負面影響**和優化海濱等
- 共建維港委員會和海港計劃檢討小組委員會提出並監察在西九、觀塘及紅磡的**短期海濱優化項目**，更與區議會合作推行部分項目
- 海港計劃檢討小組委員會對海濱的發展作出全面檢討，並就維港兩岸**二十二個行動區**提出具體的優化建議。這些建議已獲得共建維港委員會通過，而在行政長官《二〇〇九至一〇年施政報告》中亦有所提及

## Major development projects 主要發展項目

### Kai Tak 啟德

#### KEY FIGURES AND DATES 重要數字及日期

Sub-committee on South East Kowloon Development Review convened 15 meetings (first: 27 Jul 2004; final: 7 Jun 2007)

東南九龍發展計劃檢討小組委員會召開了15次會議  
(首次：二〇〇四年七月廿七日；最後一次：二〇〇七年六月七日)

1 chairman; 7 organisational members; 4 individual members; 6 official members  
1位主席；7位機構成員；4位個人成員；6位官方成員

Organised and participated in 3 stages of Kai Tak Planning Review, which lasted from Jul 2004 to Aug 2006  
由二〇〇四年七月至二〇〇六年八月，組織及參與了共分3個階段進行的啟德規劃檢討

#### WORK AND ACHIEVEMENTS

- Planning Department commissioned an overall review of the Kai Tak Development in July 2004, and the HEC concurrently formed the Sub-committee on South East Kowloon Development Review to provide input
- Planning Department's Kai Tak Planning Review sought to formulate a **Preliminary Outline Development Plan** for Kai Tak as a basis for amending the statutory outline zoning plans and conducting other feasibility studies for future implementation
  - HEC's Sub-committee effectively **established dialogue and built consensus** within the community on the approach and scale of development
    - Kai Tak is now on track for a facelift to become a distinguished, vibrant, attractive and people-orientated hub incorporating elements of heritage, green, sports and tourism

HEC formed Sub-committees or Task Groups dovetailing with the Government's planning studies and reviews to focus discussion and tender advice to the Government.

共建維港委員會成立了多個小組委員會和專責小組，就政府的規劃研究和檢討作出重點討論並提出建議。



#### 工作及成果

- 二〇〇四年七月，規劃署開始全面檢討啟德發展；同時，共建維港委員會成立東南九龍發展計劃檢討小組委員會，以提供意見、參與其中
- 規劃署透過啟德規劃檢討，為啟德制定**初步發展大綱草圖**，作為修改分區計劃大綱圖的基礎，並為未來的實施計劃進行可行性研究
- 共建維港委員會的小組委員會就發展方式及規模，成功**促成社會各界對話，建立共識**
- 啟德現將按序地變成富有特色、朝氣蓬勃、優美動人及與民共享的新焦點，並集歷史文化、綠茵、體育及旅遊特色於一身

### Central 中環

#### KEY FIGURES AND DATES 重要數字及日期

APR 2005 四月

Launch of public engagement activities under **Central Harbourfront and Me (CHaRM)**

展開「中環海濱與我」的公眾參與活動

27 APR 2006 四月

HEC discussed the final report and design brief arising from CHaRM study

共建維港委員會就「中環海濱與我」的最後報告及設計綱要進行討論

20 JUN 2006 六月

"My Dreamed Harbour" drawing competition launched  
展開「理想維港」繪畫比賽



#### WORK AND ACHIEVEMENTS

- HPR Subcom established a **Task Group on CHaRM** in April 2005, which oversaw a 10-month public participatory programme to gauge community views
- Over **3,000 participants** were involved throughout various stages of the programme
- A **design brief** for the Central Ferry Piers and Adjoining Area Enhancement was submitted to the Government in May 2006, as input to the formulation of enhancement projects and planning review in Central
- Planning Department commissioned the UDS in March 2007, with an aim to refining the existing **urban design framework** that guides the detailed planning and design. In October 2007, HEC agreed to set up a TGUDS to provide specific input in relation to the public engagement programme and design concepts/proposals
- TGUDS gathered further public consensus through various forums and workshops, and made final recommendations to the Government in August 2009. The recommendations were largely taken on board, particularly the **significant reduction of development intensity** at two harbourfront sites in front of International Finance Centre II which was highlighted in the Chief Executive's 2009-10 Policy Address

Task Group on Urban Design Study for the New Central Harbourfront (TGUDS) convened 6 meetings (first: 6 Dec 2007; final: 18 June 2009)

中環新海濱研究專責小組召開了6次會議  
(首次：二〇〇七年十二月六日；最後一次：二〇〇九年六月十八日)

1 chairman; 7 organisational members; 6 individual members and 5 official members

1位主席；7位機構成員；6位個人成員；5位官方成員

Apr – Jul 2008: Participated in Stage 2 Public Engagement activities of the Urban Design Study for the New Central Harbourfront (UDS)  
二〇〇八年四月至七月：  
參與中環新海濱城市設計研究第二階段公眾參與活動

28 FEB 2009 二月

Organised the Consolidation Forum for UDS  
中環新海濱研究專責小組籌辦綜合意見論壇

17 AUG 2009 八月

HEC endorsed Summary Report of TGUDS  
共建維港委員會通過中環新海濱研究專責小組的總結報告

#### 工作及成果

- 海港計劃檢討小組委員會於二〇〇五年四月成立「**中環海濱與我**」督導委員會，展開了為期十個月的公眾參與計劃，蒐集公眾意見
- 逾**3,000人**參與上述計劃各階段
- 二〇〇六年五月，向政府遞交「**優化中環碼頭及鄰近海濱設計綱要**」，作為制定中區優化工程以及規劃檢討方面的建議
- 二〇〇七年三月，規劃署展開「中環新海濱城市設計研究」，目的為優化現有的**城市設計大綱**，並為未來的詳細規劃和設計提供指引；二〇〇七年十月，共建維港委員會同意成立中環新海濱研究專責小組，就公眾參與計劃及設計概念/建議提出意見
- 中環新海濱研究專責小組藉籌辦不同的講座及工作坊，進一步凝聚公眾共識，並於二〇〇九年八月向政府提交最後建議。建議大部分獲得接納，當中包括將國際金融中心二期前方兩幅海旁用地的**發展密度大幅降低**，此建議亦為行政長官《二〇〇九至一〇年施政報告》的重點項目

KEY FIGURES AND DATES 重要數字及日期

**Sub-committee on Wan Chai Development Phase II Review** (Subcom on WDII Review) convened **17** meetings (first: 11 Aug 2004; final: 14 May 2007)  
**灣仔發展計劃第二期檢討小組委員會**召開了**17**次會議  
 (首次：二〇〇四年八月十一日；最後一次：二〇〇七年五月十四日)

- 1 chairman; 5 organisational members; 4 individual members; 7 official members
- 1位主席；5位機構成員；4位個人成員；7位官方成員

WORK AND ACHIEVEMENTS

- The Government's Wan Chai Development Phase II project was to make provision for **essential transport infrastructure** along the northern shore of Hong Kong Island. The Government commenced a comprehensive planning and engineering review in March 2004, with a view to ensure full compliance with the Protection of Harbour Ordinance
- HEC's Subcom on WDII Review embarked on the **HER**, engaging the public to express their aspirations and to build consensus. This was an important component to the WDII Review
- The Subcom on WDII Review established and ascertained the **overriding public need** for the WDII project, in particular by convening an **expert panel forum** on sustainable transport planning and the Central-Wan Chai Bypass. This gave the Government a **reassuring mandate** to proceed with the project in public interest
- HEC's Subcom on WDII Review also oversaw the making of the former **Wan Chai Pet Garden** as a quick-win project

13 OCT 十月  
2004

WDII Subcom conceived a public participatory programme named **Harbour-front Enhancement Review – Wan Chai, Causeway Bay and Adjoining Areas** (HER)  
**灣仔發展計劃第二期檢討小組委員會**構思名為「**優化灣仔、銅鑼灣及鄰近地區海濱的研究**」之公眾參與活動

The Task Force on HER convened **16** meetings and organised HER Review in **3 stages**, lasting from May 2005 to June 2007  
 二〇〇五年五月至二〇〇七年六月期間，專責上述研究的小組召開了**16**次會議，並組織了**3**個階段的檢討研究

Report submitted to Town Planning Board, reflecting public consensus gathered through HER  
 向城規會呈交報告，反映上述研究檢討中取得的公眾共識

27 JUN 六月  
2007



工作及成果

- 政府推行灣仔發展計劃第二期，目的在於提供港島北岸的**主要運輸基建**。政府於二〇〇四年三月開始整體規劃及工程檢討，以確保有關計劃符合《保護海港條例》
- 共建維港委員會轄下灣仔發展計劃第二期檢討小組委員會，展開「**優化灣仔、銅鑼灣及鄰近地區海濱的研究**」，邀請公眾表達對於計劃的願景並藉以達成共識。這是檢討灣仔發展計劃第二期的一个重要部分
- 灣仔發展計劃第二期檢討小組委員會就可持續運輸規劃及中環灣仔繞道事宜召開**專家小組論壇**，從而確立有關計劃的**凌駕性公眾需要**。政府為公眾利益推行有關計劃獲得進一步肯定
- 灣仔發展計劃第二期檢討小組委員會亦促成了一個短期優化項目：**前灣仔寵物公園**

Management Model for the Harbourfront 海濱管理模式

KEY FIGURES AND DATES 重要數字及日期

**Task Group on Management Model for the Harbourfront** (TGMMH) convened **10** meetings (first: 5 Dec 2007; final: 9 Dec 2009)  
**海濱管理模式專責小組**召開了**10**次會議  
 (首次：二〇〇七年十二月五日；最後一次：二〇〇九年十二月九日)

- 1 chairman; 9 organisational members; 3 individual members; 5 official members
- 1位主席；9位機構成員；3位個人成員；5位官方成員
- 10 local examples of facility management studied
- 研究了**10**個本地設施管理的例子



WORK AND ACHIEVEMENTS

- In search of a framework for the **sustainable management of the Harbourfront**, HEC set up TGMMH in December 2007
- TGMMH reviewed a wide variety of **local and overseas examples**, involving different institutional arrangements and management models, through extensive research, brainstorming, discussions and visits
- The Task Group's report recommended the establishment of a non-statutory **Harbourfront Commission** to assume a wider range of roles, as well as the wider application of **public-private partnership** on Hong Kong's harbourfront
- The report was endorsed at the final meeting of HEC in February 2010



Nov 2008, Feb 2009 and Apr 2009: Visits to overseas waterfronts in **6** cities  
 二〇〇八年十一月、二〇〇九年二月、二〇〇九年四月：遠赴**6**個海外城市的海濱地區進行考察

13 JUN 六月  
2009

TGMMH held a one-day retreat to brainstorm on the final recommendations  
**海濱管理模式專責小組**舉行了全日集思會，擬備最後建議

18 FEB 二月  
2010

HEC endorsed the TGMMH's recommendation report  
**共建維港委員會**通過專責小組的建議報告

工作及成果

- 為探討**可持續管理海旁**的架構，共建維港委員會於二〇〇七年十二月成立了海濱管理模式專責小組
- 海濱管理模式專責小組透過深入研究、集思廣益、交流討論、實地考察，就不同的體制及管理模式探討了**本地及海外案例**
- 海濱管理模式專責小組的報告建議，成立涵蓋更大工作範疇的非法**海濱事務委員會**，以及在優化本港海濱方面加強**公私營界別模式合作**
- 二〇一〇年二月，共建維港委員會在最後會議上通過有關報告

\* Membership figures are as at final meeting  
 \* 委員人數按最後會議計算

# Action Areas on Hong Kong Island 香港島行動區

In August 2009, the Harbour-front Enhancement Committee submitted to the Government enhancement proposals on both sides of Victoria Harbour under 22 Action Areas.

共建維港委員會已在二〇〇九年八月向政府提交建議，臚列了維港兩岸二十二個行動區的優化方案。



Sai Wan 西環



Sai Ying Pun 西營盤



Sheung Wan 上環



Central 中環



Wan Chai West 灣仔西



Wan Chai East 灣仔東



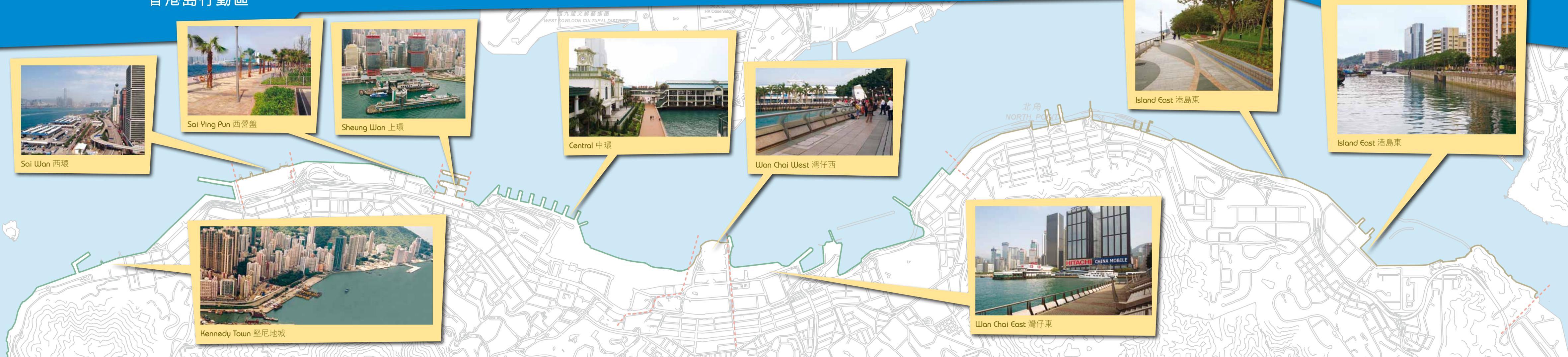
Island East 港島東



Island East 港島東



Kennedy Town 堅尼地城



# Action Areas in Kowloon 九龍行動區



# Harbour Planning Principles

## 《海港規劃原則》

As part of the Harbour Plan Review, the Harbour-front Enhancement Committee endorsed a set of Harbour Planning Principles, including a Vision and a Mission Statement, which aim to serve as guidelines for all individuals and organisations in the planning, preservation, development and management of Victoria Harbour and its harbourfront areas. The Harbour-front Enhancement Committee agreed that the Principles should be taken as a “living” document and would be subject to review to reflect changing planning circumstances and public aspirations when appropriate.

### VICTORIA HARBOUR AND ITS WATERFRONT AREAS – VISION, MISSION & PLANNING PRINCIPLES

#### Victoria Harbour : Vision

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

#### Victoria Harbour : Mission

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

#### Harbour Planning Principles

The Harbour Planning Principles were developed and are monitored by the Harbour-front Enhancement Committee as a set of guidelines for all individuals and organisations to facilitate the sustainable planning, preservation, development and management of Victoria Harbour and the harbourfront areas.

#### Preserving Victoria Harbour

Principle 1: Victoria Harbour must be protected and preserved for Hong Kong people and visitors as a special public asset, a natural and cultural heritage asset, and a driver for the creation of economic and social values.

#### Stakeholder Engagement

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

#### Sustainable Development

Principle 3: The planning, development and management of Victoria Harbour and its harbourfront areas should embrace the principles of sustainable development to balance and cater for the economic, social and environmental needs of all sectors of the present generation, without compromising the needs of future generations.

#### Integrated Planning

Principle 4: Integrated and long-term planning, development and management of infrastructure, land and marine uses, and water quality are essential to ensure that Victoria Harbour and its harbourfront areas support and enhance the economic, environmental and social aspirations of Hong Kong.

#### Proactive Harbour Enhancement

Principle 5: The planning, development and management of Victoria Harbour must proactively enhance the harbour and its harbourfront areas as Hong Kong’s symbol of urban design excellence and Hong Kong’s brand identity to the international community.

#### Vibrant Harbour

Principle 6: It is essential to balance the use of the harbour to provide both a maritime and logistics hub for the safe and efficient passage of people and goods, and as a cultural and leisure facility. Both marine and land-side activities must cater to and balance with the aspirations of all sectors of the community.

#### Accessible Harbour

Principle 7: Victoria Harbour must integrate with the hinterland in a comprehensive manner, including ample unrestricted and convenient visual and physical access for pedestrians, preferably at grade, to and along the harbour as well as the harbourfront areas.

#### Public Enjoyment

Principle 8: The planning, development and management of Victoria Harbour and its harbourfront areas should maximise opportunities for public enjoyment. Land required for and the impact from infrastructure developments, utility installations and land uses incompatible with the harbour planning principles should be minimised.

作為檢討海港規劃的一部分，共建維港委員會通過了一套海港規劃理想、使命和原則，為各界人士和團體就規劃、保存、發展和管理維多利亞港及其海旁地帶提供指引。共建維港委員會認為海港規劃原則應是有生命力的，因此將在適當時候因應最新的規劃情況和公眾期望而再更新。

#### 維多利亞港及其海旁地帶 — 理想、使命及規劃原則

##### 維多利亞港：理想

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

##### 維多利亞港：使命

透過有效和均衡地使用海陸資源，嚴格遵行《海港規劃原則》，以及開放透明的公眾參與過程，實現理想的維多利亞港的理想。

##### 海港規劃原則

《海港規劃原則》由共建維港委員會制訂和監察，是一套供各界人士和團體參考的指引，以促進維多利亞港及其海旁地帶的可持續規劃、保存、發展與管理。

#### 保存維多利亞港

原則1—保護和保存維多利亞港，作為香港市民和訪客共享的特殊公眾天然和文化資產，以及創建經濟和社會價值的動力。

#### 公眾參與

原則2—透過提高透明度和建立多方面共識，讓社會各界人士及早和持續地參與維多利亞港及其海旁地帶的規劃、發展和管理。

#### 可持續發展

原則3—維多利亞港及其海旁地帶的規劃、發展和管理，須秉承可持續發展的原則，平衡和滿足現代各階層人士的經濟、社會和環境需要，而又不曾損及後代人滿足其需求的能力。

#### 綜合規劃

原則4—必須就基建、土地和海事用途方面，進行綜合和長遠的規劃、發展和管理，及保持優良水質，以確保維多利亞港及其海旁地帶能符合和提升香港市民對經濟、環境和社會的期望。

#### 積極改善海港

原則5—維多利亞港的規劃、發展和管理必須積極進取，以改善維多利亞港及其海旁地帶，使之成為在國際社會內象徵香港的標誌和卓越城市設計的品牌。

#### 朝氣蓬勃的海港

原則6—維多利亞港既是航運物流樞紐，提供安全和高效率的客貨運輸，亦是文娛消閒地區，兩者之間必須取得平衡。海上和陸上活動必須兼顧得宜，以滿足社會不同階層人士的訴求。

#### 交通暢達的海港

原則7—透過充裕而暢通無阻及便利行人的觀景廊及通道(以地面通道為宜)，把維多利亞港的海旁及其海旁地帶與離海旁較遠的地區整體地聯繫起來。

#### 公眾享用的地方

原則8—維多利亞港及其海旁地帶的規劃、發展和管理，必須令公眾能夠盡量享用海港及其海旁地帶。應盡量減少利用海旁地帶作基建發展、公用設施裝置，和與海港規劃原則不符的用途，以及應盡量減低這些發展和用途所帶來的影響。

# HARBOUR of LIFE 活力維港

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