

**Harbour-front Enhancement Committee**

**Evaluation of Public Engagement Processes**

**Background**

At the 12<sup>th</sup> meeting of the Harbour-front Enhancement Committee (HEC) held on 26 July 2006, Members suggested that the Secretariat should prepare a paper on the evaluation of the public engagement processes undertaken for the Wan Chai Development Phase II Review (WDIIR), Kai Tak Planning Review (KTPR) as well as Central Harbourfront and Me (CHarM) public participation programme, with a view to streamlining the process with input from the three Sub-committees for discussion at the 13<sup>th</sup> meeting of the HEC.

**Recommendation**

2. The public engagement evaluation reports on the WDIIR, KTPR as well as CHarM public participatory programme prepared by the respective Sub-committees are at Appendices A to C respectively. Taking into account the Sub-committee Secretariats' evaluation and recommendations, we suggest the following in the public engagement process for Members' considerations:

- (a) public engagement is a valuable process in understanding public aspiration for and gauging their support to harbour-front development proposals. The public should continue to be engaged in future harbour-front development reviews/studies;
- (b) consideration should be given to combining and skipping some of the public engagement activities/events/stages which would not significantly affect the outcome of the programme. For

example, the 3-stage public participation programme can be streamlined to a 2-stage programme of developing visions for the development scheme and then focusing on the recommended schemes;

- (c) as the public would be expecting outcome of each stage to be announced according to prescribed time-frame, time management has to be stressed so as to meet public's aspiration;
  - (d) public engagement activities of different reviews/studies should be phased as far as practicable to avoid consultation fatigue;
  - (e) different formats (say, in-door consultation sessions, site visits) are encouraged to enhance the attraction of the public engagement programmes; and
  - (f) the use of different aids, such as physical models, computer 3-D models, other illustrative materials and the setting up of a dedicated website, are recommended to facilitate understanding of the development proposals and enhance communication.
3. Members are invited to endorse the recommendations as stipulated in paragraph 2 above.

**Secretariat, HEC**  
**November 2006**

**Harbour-front Enhancement Committee  
Sub-committee on Wan Chai Development Phase II Review**

**Public Engagement Evaluation Report  
on Wan Chai Development Phase II Review**

**Harbour-front Enhancement Review – Wan Chai, Causeway Bay  
and Adjoining Areas**

Background

1. In the light of the judgment of the Court of Final Appeal (CFA) on 9 January 2004 in relation to the interpretation of the Protection of the Harbour Ordinance (PHO), the Government decided to commence a comprehensive planning and engineering review of the Wan Chai Development Phase II project (WDII Review) to ensure full compliance with the requirements of the PHO and the CFA judgment.
2. The Government has accepted the recommendation of the Harbour-front Enhancement Committee (HEC) to conduct a public engagement exercise entitled Harbour-front Enhancement Review – Wan Chai, Causeway Bay and Adjoining Areas (HER) under the steer of the HEC Sub-committee on WDII Review (Sub-committee) and in parallel with the WDII Review. The objectives of HER are to achieve a socially, environmentally and economically sustainable harbour-front at Wan Chai, Causeway Bay and the adjoining areas, and to satisfy the planning, transport and infrastructure needs and results of it will provide input to the WDII Review.
3. A Task Force under the Sub-committee has been set up to monitor the HER project. A specialist planning consultant has been employed to advise on the process.

## Process and Activities

4. The HER project comprises the following three stages -
  - (a) The Envisioning Stage - The purpose of the Envisioning Stage is to engage the community at an early stage to solicit their visions on the types of harbour-front developments they aspire for at Wan Chai, Causeway Bay and the adjoining areas, while acknowledging the opportunities available and the constraints for development. The Envisioning Stage was completed in end 2005.
  - (b) The Realization Stage - Based on the findings of the Envisioning Stage, a Concept Plan will be developed for evaluation using the HEC Harbour Planning Principles and the agreed sustainability principles and indicators developed at the Envisioning Stage with a view to arriving at a consensus on the preliminary development proposals.
  - (c) The Detailed Planning Stage - Based on the consensus arrived at in the Realization Stage, a Recommended Outline Development Plan (RODP) will be drawn up, and the relevant draft revised Outline Zoning Plans (OZPs) will be prepared in accordance with the statutory requirements and procedures of the Town Planning Ordinance.
5. To ensure an open and inclusive engagement process, a number of organizations representing different sectors of the public, including the relevant District Councils (DCs), community, business, green groups as well as academic and professional institutions were invited to act as collaborators.
6. The public engagement activities of the Envisioning Stage included five public forums, two community design charrettes and opinion surveys convened from May to July 2005. These activities were widely promoted. Flyers were sent to over 4,000 territorial and local organizations, including various Associations of Incorporated Owners within the study area of HER, inviting them to participate in

the public engagement activities. A public engagement kit for the Envisioning Stage setting out the constraints and opportunities for harbour-front enhancements at Wan Chai, Causeway Bay and the adjoining areas was issued. Advertisements about the activities were also posted on Chinese and English newspapers. The relevant information and materials were also uploaded onto the HEC website.

7. The purpose of the public forums was to collect views from the public as well as more active concerned groups and stakeholders on their aspirations and principles for waterfront enhancement at Wan Chai, Causeway Bay and the adjoining areas. Another purpose of the public forums was to establish a set of sustainability principles and indicators that will be used to evaluate the Concept Plan during the Realization Stage.
8. The community design charrettes focused more on design concepts of the harbour-front and preliminary concepts within the context of highway options for the Central – Wan Chai Bypass (CWB).
9. The opinion surveys consisted of telephone survey, roadside survey and self-administrated questionnaires in order to extend a wider coverage of the public, especially those who were not immediately affected by the WDII project.
10. While there was some consensus on harbour-front enhancement, views on the need for the CWB were diverse. To address the issue, the Sub-committee appointed a Transport Expert Panel (Expert Panel) comprising leading local and overseas experts in the transport and planning fields to review and make recommendations on the sustainable transport planning for the northern shore of Hong Kong Island including the need for the CWB. The Sub-committee also convened an Expert Panel Forum on Sustainable Transport Planning and CWB on 3 September 2005 to provide an opportunity for the Expert Panel Members to discuss the issues with the public, taking into consideration the submissions by the Government and the public to the Expert Panel.
11. The Expert Panel supports the construction of the CWB and the

provision of two sets of planned slip roads to magnify the benefits of the CWB. It also recognizes the need for Road P2 and has recommended a package of short-term, medium-term and long-term measures to achieve a sustainable transport strategy.

12. A Consolidation Forum was convened on 12 November 2005 to report and consolidate the ideas and proposals received from the public during the Envisioning Stage.
13. Following the conclusion of the Envisioning Stage and having supported the construction of the CWB, the Sub-committee proceeded to consider its alignments and construction forms with due focus on the harbour-front enhancement opportunities and engaged the public on these matters in April to June 2006.
14. Having examined the merits and demerits of the various options for the development of the CWB and taking into account the views received, the Sub-committee endorsed in June 2006 the adoption of Tunnel Option Variation 1 as the basis for the preparation of the Concept Plan. The Consultants were also asked to formulate land use proposals to enhance the associated harbour-front for the Sub-committee's consideration.
15. The Realization Stage was launched on 6 October 2006 to evaluate the Concept Plan prepared by the Consultants. Public engagement activities include a series of roving exhibition on details of the Concept Plan, two harbour walks and community workshops and a consensus building town hall meeting. A public engagement digest was prepared and relevant information and materials were uploaded onto the HEC website. Similar to the Envisioning Stage, activities of the Realization Stage have also been widely publicized.
16. The purpose of the community workshops was to engage the public to evaluate the Concept Plan. The harbour walks were organized in the morning of the dates of the community workshops to allow the participants to have better idea of the situation of the existing harbour-front. As for the consensus building town hall meeting, the aim is to provide a platform for community consensus building on the

Concept Plan refined taking into account the comments received.

### **Evaluation and Recommendation**

17. The public engagement activities were well received by the public as a platform for thorough exchange of views, rational discussions and consensus building. The activities offered a very good opportunity for the public to reflect their aspirations at an early stage.
  
18. Variations to the process are required in order to meet the demand of the public and to further address difficult issues. Nevertheless, as the public would be expecting outcome of each stage to be announced according to prescribed time-frame, time management has to be stressed so as to meet public's aspiration.

**Secretariat,  
HEC Sub-committee on WDII Review  
November 2006**

**Harbour-front Enhancement Committee  
Sub-committee on South East Kowloon Development Review  
Public Engagement Evaluation Report  
on Kai Tak Planning Review**

**Kai Tak Planning Review**

Background

1. On 25 June 2002, the Chief Executive in Council approved the Kai Tak (North) and (South) Outline Zoning Plans (OZPs) in providing the statutory planning framework to proceed with the implementation of the South East Kowloon Development (SEKD). On 9 January 2004, the Court of Final Appeal handed down its judgment on the draft Wan Chai North OZP clarifying the legal principles behind the Protection of the Harbour Ordinance that the “presumption against reclamation” in the harbour area can only be rebutted by meeting the “overriding public need test”. Since the approved Kai Tak OZPs would involve a total reclamation area of about 133 hectares in the harbour area, a comprehensive review of the OZPs is necessary to ensure compliance with the legal requirement.
2. The Kai Tak Planning Review commenced in July 2004. It aims to formulate a Preliminary Outline Development Plan (PODP), with “no reclamation” as the starting point and to facilitate public participation in the process.

Process and Activities

3. To foster community support to the PODP and general consensus on key issues, a 3-stage Public Participation programme has been devised to enable more structured public participation activities. It includes -
  - ◆ **Stage 1:** Community’s Vision for Kai Tak – to discuss planning objectives, key issues, development components, public aspirations and study methodology

- ◆ **Stage 2:** Outline Concept Plans (OCPs) – to discuss various development concepts and land use proposals
  - ◆ **Stage 3:** PODP – to present the recommended development concept and detailed land use proposals
4. The **Stage 1 Public Participation** programme was launched on 17 September 2004. It aimed to engage the public at the beginning of the study process to develop the community's vision for this major waterfront site in the Metro Area, discuss development constraints and opportunities, and gauge feedback on key development components as well as on the study methodology. The responses from the community provided valuable inputs to formulate the development concepts for the Kai Tak site.
  5. A wide range of public engagement activities were undertaken during the 2-month programme. These included three public forums and a community workshop in the surrounding districts. Over 500 attendees participated in these events. Views or proposals conveyed in these public events were reported in the subsequent public forums. Video recording of these events were also uploaded to the study website to enable general viewing.
  6. Over 20 briefing sessions were arranged for the statutory/advisory committees and professional/stakeholder groups to facilitate more focused discussions. Consultation and background materials were also displayed in the public events and in Planning Department's Mobile Exhibition Centre and Hong Kong Planning and Infrastructure Exhibition Gallery. The community responded positively to the 2-month programme in submitting written comments and development concepts, with about 250 written submissions received.
  7. On 19 March 2005, the HEC Sub-committee on SEKD Review organized the First Kai Tak Forum as a new initiative in the planning process to enable the public to examine the public comments/proposals received in the Stage 1 Public Participation programme and to deliberate on the responses of the Government bureaux/departments. The event was well attended with over 200 participants from various sectors of the community. The discussion in this Forum provided further inputs to

conclude the Stage 1 Public Participation and to the preparation of the OCPs.

8. The Report on Stage 1 Public Participation is available for public viewing in Planning Department's Public Enquiry Counters as well as in the study website.
9. The **Stage 2 Public Participation** was launched on 9 November 2005. It aimed to gauge feedbacks from the community on three OCPs, namely City in the Park (Concept Plan 1, with residential developments as the major focus), Kai Tak Glamour (Concept Plan 2, with business and tourism developments as the major focus) and Sports by the Harbour (Concept Plan 3, with recreational developments as the major focus), prepared on the basis of the land use themes developed in the Stage 1 Public Participation programme.
10. With the advice of the Sub-committee, the public engagement activities were extended to include a territory-wide public forum at Kai Tak Point, i.e. the tip of the ex-airport runway, three district forums to discuss issues of local concerns and three topical forums to facilitate in-depth discussion on key development issues/components of the Kai Tak Approach Channel (KTAC), multi-purpose stadium complex and cruise terminal respectively. Over 500 participants took part in these events. Views or proposals conveyed in these public events were reported in the subsequent public forums. Video recording of these events were also uploaded to the study website to enable general viewing.
11. Over 20 briefing sessions were arranged for the statutory/advisory committees and professional/stakeholder groups to facilitate more focused discussions. Consultation materials, physical models on the OCPs and 3-D computer models were also displayed in the public events and in Planning Department's Mobile Exhibition Centre and Hong Kong Planning and Infrastructure Exhibition Gallery. The community responded positively to the 2-month programme in submitting written comments and development concepts, with over 150 written submissions received.
12. On 18 March 2006, the Sub-committee hosted a site visit to Kai Tak for members of the public to familiarize themselves with the development constraints and opportunities. About 160 participants joined the visit.

13. On 25 March 2006, the Sub-committee organized the Second Kai Tak Forum. The event included a forum discussion on the comments and responses in the Stage 2 Public Participation and a workshop on the initial proposals of the study consultants to address the concerns of the community. The event was well attended with over 200 participants from various sectors of the community. The discussion in this Forum provided further inputs to consolidate the Stage 2 Public Participation Report and to the preparation of the draft PODP.
14. The Report on Stage 2 Public Participation is available for public viewing in Planning Department's Public Enquiry Counters as well as in the study website.
15. The **Stage 3 Public Participation** programme was launched on 23 June 2006. It aimed to present to the community the draft PODP and relevant land use proposals. The feedbacks from the community, where appropriate, were taken into account in finalizing the PODP.
16. Given the previous rounds of public engagement activities, the discussion moved onto more detailed land use proposals. The public engagement activities included a territory-wide public forum and three district discussion forums to deliberate on the detailed land use proposals. The public responded positively to these public engagement events, with over 400 participants took part in the forums organized by the study team. Views or proposals conveyed in these public events were reported in the subsequent public forums. Video recording of these events were also uploaded to the study website to enable general viewing.
17. Over 20 briefing sessions were arranged for the statutory/advisory bodies and stakeholder groups. Some political parties and local concerned/residents groups also organized a total of 12 local forums to discuss local planning issues and put up their own plans for public discussion. The Hong Kong Institute of Architects and Hong Kong Institute of Planners convened a design competition on the development concepts for Kai Tak.
18. A roving exhibition of the PODP proposals, including display of a physical model and 3-D computer model, was arranged during the 2-

month period at such locations as MTR stations and local venues. Consultation materials were also displayed in the public events and in Planning Department's Mobile Exhibition Centre and Hong Kong Planning and Infrastructure Exhibition Gallery. The community responded positively in submitting written comments and development concepts, with about 230 written submissions received.

19. The Report on Stage 3 Public Participation is available for public viewing in Planning Department's Public Enquiry Counters as well as in the study website.

### **Evaluation and Recommendation**

20. Valuable experience has been gained in the Kai Tak Planning Review in undertaking public engagement activities and in consolidating public views over land use proposals. Organizing public engagement activities at the beginning of the study process would help the public, stakeholder groups and local communities understand the development opportunities and constraints of the study area, and identify relevant development issues and their concerns/requests. The discussions on development concepts in the middle of the study process would provide the opportunity to explore possible development options and the pros/cons and trade-offs in accommodating various land use proposals and requests. The discussions on development plan at the final stage of the study proposals would gauge the level of acceptability of specific study proposals.
21. The 3-stage public participation programme is a systematic approach to engage the community to discuss various proposals on Kai Tak. However, some commenters consider this process too cumbersome and time-consuming and that it could be streamlined to focus on the recommended development scheme, instead of the deliberation on the concept plans. This would also help expedite the development of the ex-airport site.
22. The Kai Tak Planning Review has adopted a number of new initiatives in public engagement activities as advised by the Sub-committee. These include the site visit to Kai Tak, organizing discussion forum at prominent location of the study area and organizing topical forums on critical issues. Specifically, the Kai Tak Forum has introduced a new

component in public engagement activities of planning study whereby the commenters could participate in the deliberation of other public comments and the responses of the Government bureaux/departments and consultants. These initiatives have helped to strengthen the public participation programme, enable the building up of ownership and to consolidate public comments.

23. In response to the public participation programme organized by Planning Department, many local concerned groups and residents associations took the initiative to organize local forums to concentrate discussion on issues of their concerns. Some professional bodies also took the initiative to organize design competition with a view to enhancing the design concept for Kai Tak. Some political parties and organizations also put forward alternative design scheme to enrich the deliberation of specific land use disposition.
24. To deploy physical models, computer 3-D models and various illustrative materials and channel information through study websites also help explain the study proposals and enhance communication between the study team and the public and in the promulgation of study materials. Sub-committee members had also offered other public engagement methods, e.g. town hall meetings, interactive websites, opinion polls, etc. Given tight resources, these methods were not deployed in this study but they could be pursued in other forthcoming studies.

**Secretariat,  
HEC Sub-committee on SEKD Review  
November 2006**

**Harbour-front Enhancement Committee  
Sub-committee on Harbour Plan Review**

**Public Engagement Evaluation Report  
on Central Harbourfront and Me**

**Central Harbourfront and Me**

Background

1. Central Harbourfront and Me (CHarM) was a public participatory programme initiated by Harbour-front Enhancement Committee (HEC) to gauge the views and opinions of the public and interested parties on enhancement of the Central Ferry Piers and the adjoining areas (the Study Area).
2. City University Professional Services was commissioned as the Consultant to carry out the programme.
3. CHarM comprised five different events carried out between May to November 2005, namely, brainstorming session, random survey and interview, workshop session, exhibition and public forum.

Process and Activities

*Brainstorming Session*

4. The objective of the brainstorming session was to engage the public in the planning and design of the Study Area, collect views from different sectors of the community and identify the desired facilities, functions and overall appearance of the Study Area. Participants were by invitations only and the targeted groups included interested parties, transport operators, business groups, and representatives from relevant District Councils and concerned Government departments.
5. The session identified four main areas requiring improvements.

Over 130 functions and 150 enhancement ideas were suggested by the participants at the session.

#### *Random Survey and Interview*

6. Based on the findings of the brainstorming session, the Consultant prepared two sets of questionnaires, one for random survey to be carried out in the vicinity of the Study Area and the other for face-to-face interview with selected stakeholders/parties.
7. The objective was to collect users' and stakeholders' opinions on the core areas for enhancement based on the suggestions of the brainstorming session.
8. A total of 651 successful on-street interviews and 44 face-to-face interviews with selected stakeholders were completed. The findings were analyzed and served as supportive information for the workshop.

#### *Workshop Session*

9. The workshop session was basically a follow-up of the brainstorming session, which aimed to review the findings from previous events, identify primary functions (vision) for the Study Area and to develop different concept themes. Participants were by invitations only and the target groups were similar to those of the brainstorming session.
10. Based on the findings of the random survey and interview, the participants refined the previously identified 150 enhancement ideas to 33 key ideas.
11. The participants were divided into six teams to prepare a concept scheme each on different themes based on the 33 key ideas. Views and suggestions were exchanged among different teams on the derived concepts.

#### *Exhibition*

12. To promote public awareness of the subject and publicize the public forum, an exhibition was held in two locations within and near the Study Area. At each location, eight exhibition panels were

displayed to present the findings of previous events. Public comments on enhancement of the Study Area were further collected by means of a simplified questionnaire contained in a pamphlet.

13. A press briefing was also held on the first day of the exhibitions. The event was well covered in a number of newspapers.
14. A total of 2,000 pamphlets were distributed during the exhibition period. About 160 completed questionnaires were received. The findings were presented at the public forum.

#### *Public Forum*

15. The public forum, with an attendance of about 70 persons was held in November 2005 to conclude the programme. The issues raised at the forum were similar to those raised at the previous events.

#### **Evaluation and Recommendation**

16. Although the programme comprised five events, their objectives are quite simple and straight forward, i.e. to solicit public views on how to enhance the Study Area. While all the events were generally well-received, it was noticed that the participants of each event were basically the same and the ideas expressed were thus very similar. Besides, the eagerness of the participants had been reduced towards the latter part of the programme.
17. Given that the objective of the programme is solely to gauge public views on the enhancement of the Study Area without formulating concrete proposals for implementation, it is considered possible to streamline the programme substantially, by combining and skipping some of the events.
18. Amongst the events, the brainstorming session and the random survey and interview are considered useful in collecting views from the public, in particular, the stakeholders, and therefore should be retained. The workshop session, however, could be skipped or combined with the brainstorming session to allow the participants to develop the ideas and functions identified into concept schemes

within the same session. Whilst the exhibition and the public forum could help disseminate information more readily and reach out to the public, they would be more useful if concrete proposals had been formulated and presented to the public for further comment. Hence, both events could be skipped without significantly affecting the outcome of the programme.

19. In a nutshell, to enable any future programme of this kind to be more meaningful, the public engagement process should better be carried out hand in hand with a planning study or a design study, rather than as an isolated exercise, such that the public views and vision can serve as inputs to these studies throughout the study process in an iterative manner with a view to formulating a development proposal for implementation.

**Secretariat,  
HEC Sub-committee on Harbour Plan Review  
November 2006**