

# **Task Force on Harbourfront Developments on Hong Kong Island**

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For discussion  
on 21 March 2018

TFHK/05/2018

## **Proposed Short-term Use at the Three Berths Released from Western District Public Cargo Working Area**

### **PURPOSE**

This paper aims to provide supplementary information on the proposed short-term use at the three berths released from the Western District Public Cargo Working Area (the Site) as requested by Members at the last meeting of the Task Force on Harbourfront Developments on Hong Kong Island (the Task Force) held on 23 January 2018, and set out the proposed way forward.

### **TASK FORCE DISCUSSION IN JANUARY**

2. At the last meeting of the Task Force on 23 January 2018, we presented two proposals for implementing the short-term use at the Site. The relevant paper is at **Annex A**. In gist, following the past discussion with the Task Force and the Central and Western District Council (C&WDC), under both proposals there will be a leisure farm and other ancillary facilities of about 2 000 m<sup>2</sup> in total area proposed to be let out to a non-profit making organisation (NPO) / social enterprise (SE) selected through open tender procedures. The major difference between the two proposals is whether the public open space portion of the Site (i.e. the remaining 5 500 m<sup>2</sup>) would be managed by the NPO / SE as well (Proposal 1) or the Government (Proposal 2).

3. Some Members preferred the Site to be managed by NPO/SE so that there could be greater flexibility in the usage of the 5 500 m<sup>2</sup> open space. On the other hand, some Members doubted whether there are NPOs/SEs which were financially and technically capable of managing the public open space on a day-to-day basis during the three-year short-term tenancy (STT). Several Members sought supplementary information on the public consultation conducted so far, as well as basic facilities to be provided by the Government before handing over the Site to the selected operator if Proposal 1 was to be pursued.

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## **CONSULTATION WITH STAKEHOLDERS**

4. We have provided at **Annex B** a list of meetings since December 2016 which were attended by DEVB to exchange views with C&WDC, Task Force and other stakeholders on the proposed three-year STT of the Site. Salient points are highlighted below-

- (a) the idea of having a leisure farm at the Site was initiated by C&WDC in December 2016 after taking into account local views. With the Task Force's support in January 2017, DEVB reverted to the C&WDC in March 2017 with a preliminary proposal as to how the leisure farm should be implemented. We have since been engaging the Task Force and C&WDC in discussion on key implementation details including most recently in January 2018 when we put Proposals 1 and 2 to the two bodies for consultation;
- (b) the leisure farm idea was announced in the Policy Address of October 2017. Some concern groups have since expressed their views through various channels including press briefing and written submissions to DEVB. We have been following the developments closely;
- (c) DEVB met and exchanged views with the concern groups on four separate occasions. Please refer to items 4-7 of Annex B. One of these meetings was specially arranged for the Under Secretary for Development and other DEVB officers to meet with the concern groups direct for face-to-face communication. The C&W District Officer has also liaised closely with the concern groups, conveying their views to DEVB for consideration. There have been adequate opportunities for Government to listen to stakeholders' views and take them into account in finalising the proposed short-term use of the Site over the next three years;
- (d) the views that the concern groups have expressed in public and through various meetings with DEVB have been fairly consistent, that they want the Site to be opened for public use as it is; and
- (e) taking into account the views received so far, DEVB considered that there is scope for accommodating other uses at the Site given its large area in addition to the proposed leisure farm. To accommodate both sides' wishes, we therefore put forward a clear proposal to the Task Force and C&WDC in their respective

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January meetings that about 20% of the Site would be used as leisure farm and the remaining 80% (including the promenade area) as open space for enjoyment by the public in the manner they desire. This mixed use model has attempted to address the demands of different parties and should be generally welcomed by the local community.

### **MANAGEMENT OF PUBLIC OPEN SPACE**

5. The outstanding issue is whether the NPO/SE selected for running the leisure farm should also be responsible for managing the public open space or whether the Leisure and Cultural Services Department (LCSD) should take over the management role. In view of some Members' concerns towards the financial and technical capability of NPO/SE in managing the open space, we have since the last meeting approached several charitable bodies/welfare NPOs gauging their informal views on the two proposals set out in paragraph 2 above. Most supported the initiative of letting out vacant government land along the harbourfront for community purposes. There were strong demand for community farm activities and some NPOs and social enterprises would have the required expertise to operate a leisure farm even if it adopts an open style.

6. On the other hand, respondents were reluctant to take up the management and maintenance of the large-sized open space owing to the potential financial burden and liability issue. The limited commercial activities that may be allowed at the Site would unlikely generate enough revenue to cover the management and maintenance expenditure and the funding gap would have to be borne by the NPO/SE. They also considered that managing the public open space on a round-the-clock basis would be too much a responsibility for NPO/SE. On the other hand, if the Site was managed by the LCSD, they envisage that they would be able to collaborate with the department and organise events such as play days for young kids and bazaars thereon as appropriate. Successful experiences quoted were the Light Rose Garden and Best of British Hong Kong organised on the Tamar Park.

7. Taking into account the views collected through the informal sounding-out exercise, we propose to proceed with Proposal 2, i.e. letting out about 2 000 m<sup>2</sup> of the Site to a NPO/SE for operating a leisure farm and ancillary facilities, and having the LCSD run the remaining 5 500 m<sup>2</sup> as public open space in the established manner. We further propose that while the tender exercise for the leisure farm is

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underway, we will carry out minor works to the 5 500 m<sup>2</sup> public open space in phases to improve public safety and amenities. Such works include installation of railings along the waterfront, provision of lighting and benches, resurfacing with paving blocks and where appropriate grass cover, etc.

8. We consider that Proposal 2 is the most practicable option in the circumstances. The mixed use model can accommodate the aspirations of different users of the Site. It can bring in the non-governmental sector in the management of harbourfront sites through the operation of a leisure farm. The provision of LCSD-managed public open space with enhanced facilities can enable district residents to enjoy the harbourfront in a safe and pleasing manner. The proposal can also be implemented fairly quickly, thereby meeting the aspirations that the Site should be opened up for public use as soon as possible.

### **NEXT STEP**

9. Subject to views of the Task Force, we will invite bids for the leisure farm as soon as possible after reporting the latest developments to the C&WDC. Our aim is to award the STT in 2018 Q3 while the minor works to the public open space will be completed and opened for public enjoyment in phases starting from 2018 Q4.

**Development Bureau  
March 2018**

## **Task Force on Harbourfront Developments on Hong Kong Island**

For discussion  
on 23 January 2018

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### **Proposed Short-term Use at the Three Berths Released from Western District Public Cargo Working Area**

#### **PURPOSE**

This paper aims to seek Members' views on two proposals for the proposed short-term use of the three berths released from the Western District Public Cargo Working Area (WDPCWA) (the Site) as a leisure farm cum public leisure space.

#### **BACKGROUND**

2. The Site was released from the boundary of WDPCWA in August 2016, and is being temporarily managed by the Central and Western District Office. As the long-term land use of the Site and the adjacent areas is still under review, the Government considers that the Site could be made available for short-term use in the next three years.

3. The Working Group on the Central and Western District Harbourfront (Working Group) of the Central & Western District Council (C&WDC) discussed and agreed at its meeting on 20 December 2016 to invite open tender for a short-term tenancy (STT) of the Site to set up a community garden and also to open up part of the Site for public enjoyment and organizing events for the public, while equipping the Site with safety measures. Development Bureau (DEVB) undertook to study the suggestion in greater details.

4. Subsequently, DEVB had made reference to the operation of LCSD's community garden at Sun Yat Sen Memorial Park. We noted that since its establishment in 2005, the community garden has been oversubscribed. However, due to site constraint and the need to open up public open space, it would not be feasible for LCSD to expand the community garden or provide new ones. Hence, we believe that if part of the Site could be used for a leisure farm and ancillary facilities, it could respond to community demand for similar activities, while bringing in a new form of leisure use to the harbourfront of the Central and Western District as well as opening up the Site for public enjoyment pending long-term development.

5. On the other hand, DEVB noted that while some members of the public are already gaining access to the Site through different means, the Site and the adjacent WDPCWA are not public open space permitted for general public access. To enable the general public to

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use the Site safely and comfortably, we proposed to construct a promenade along the waterfront edge of the Site for public access in addition to taking forward the proposed leisure farm and ancillary facilities.

6. DEVB consulted the Task Force on Harbourfront Developments on Hong Kong Island about the above-mentioned short-term use at its meeting on 12 January 2017. The Task Force supported the proposal and asked the Harbour Unit to keep Members posted of the progress of implementing the initiative.

7. At its meeting on 16 March 2017, C&WDC discussed and agreed to the short-term use proposed above. Among others, C&WDC advised that the area of the Site to be opened up for free public enjoyment should be maximized, and that part of the Site should be reserved for the public for carrying out activities other than leisure farming. DEVB has been preparing details of the proposal along this direction.

### **PUBLIC VIEWS**

8. The Policy Address announced in October 2017 states that the harbourfront is a precious natural asset in our urban area. We encourage the community to make better use of the harbourfront, and will partner with HC to take action in this area, including the identification of suitable harbourfront sites for non-governmental organizations (NGOs) to operate community facilities or organise community events. In this regard, we aim to make available a site in Kennedy Town for the running of a community garden and related uses through a short-term tenancy in the first quarter of 2018.

9. The proposal in the Policy Address truthfully reflected the results of DEVB's discussion with C&WDC and HC. Recently, some organizations and individuals have expressed their views on the arrangement of the Site, and offered their comments at the Working Group meeting on 7 December 2017. On the whole, attendees of the meeting were of the view that the Site should not be open only to patrons participating in leisure farming, but should also provide sufficient open space to the general public for carrying out different activities, including strolling, jogging, photographing, etc., as well as addressing the needs of different sectors and age groups of the community as far as possible. The Site should also be equipped with some basic facilities for public enjoyment. We see no incompatibility between these views and the direction which has all along been discussed among DEVB, C&WDC and HC.

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## PROPOSED SHORT-TERM USE

10. In response to C&WDC's proposal in the first half of 2017 to use the Site as a leisure farm and related activities, and the recent views of using the Site for other leisure purposes, we would like to put forward two proposals on how best to use the 7,500 m<sup>2</sup> Site for members' views. Both Proposals 1 and 2 aim to respond to the views of the C&WDC, relevant organizations and individuals, which are to open up a major portion of the Site for public use, and to allow different organizations to host events for public participation.

11. Under Proposal 1, we suggest letting out the whole Site (i.e. about 7,500 m<sup>2</sup>) to a non-profit making organization (NPO)/social enterprise to be selected through open tender procedures. We would require the selected operator to use not more than 20% of the Site (i.e. about 2,000 m<sup>2</sup> <sup>(1)</sup>) along Shing Sai Road (see **Annex I**) for operating leisure farm and other ancillary facilities. A core part <sup>(2)</sup> of this area should be used for an urban farm for passive greening activities.

12. Making reference to the operation model of the venue under the Kwun Tong Bypass, which is being managed by a NPO commissioned by the Energizing Kowloon East Office, we recommend running the proposed leisure farm on the Site in an open manner so as to allow participation from more members of the public. In other words, the proposed arrangement should be different from LCSD's community garden which provides planting plots for patrons to grow their plants and then take home the harvest. In contrast, there could be other elements for diversifying the activities of the leisure farm. For example, education programme, guided tour, craft workshop, farming experience day-camp, food waste collection activity, etc. could be organized for members of the public to learn about the importance of organic farming, ecology of farmlands and green living. To accommodate multiple themes, the leisure farm will be slightly larger in area as compared to LCSD's community garden which focuses mainly on farming, and could include other uses such as outdoor event space, stage, restaurant, food kiosk, temporary shop, etc. Except for regular repair and maintenance, the leisure farm would need to allow free public access during reasonable hours every day. We would also encourage the operator to proactively reach out to kindergartens, primary schools, elderly services centres, etc. of the Central and Western District for organizing guided tours to the leisure farm during weekdays, while activities during weekends could target at the working population and families, etc. for more effective crowd management.

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<sup>(1)</sup> The community garden at Sun Yat Sen Memorial Park and the urban farm under the Kwun Tong Bypass both have a site area of about 1,100 m<sup>2</sup>.

<sup>(2)</sup> That is, more than 1,000 m<sup>2</sup>.

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13. In addition, under Proposal 1, the selected operator will also be responsible for the management of the remaining 70% of the Site (about 5,500 m<sup>2</sup>). After adding suitable facilities, such as railing, lighting, seating, etc., the area should be open for public enjoyment. We would also encourage the operator to organize or collaborate with other organizations to host different events and activities for public enjoyment in a creative manner. Examples include bazaars, sports classes, photo-taking activities, etc. for enhancing the vibrancy of the area and addressing the needs of different sectors and age groups.

14. Proposal 2 (see **Annex II**) recommends letting out only about 2,000 m<sup>2</sup> of the Site through open tender to a NPO/social enterprise to operate a leisure farm and other ancillary facilities. The operation and management model would be similar to those set out in paragraphs 11 and 12 above. The remaining 5,500 m<sup>2</sup> of the Site will be open up for public enjoyment (including allowing different organizations to host events for public), after adding suitable facilities such as railing, lighting, seating, etc. through public works to enhance the area as a waterfront promenade to be managed by the Government. Related works would make reference to the simple design of other advance promenades. The Government would be responsible for its construction and future management to ensure that members of the public could enjoy the waterfront in a safe and comfortable environment.

15. Proposal 1 allows holistic management of the entire Site. The site area of about 7,500 m<sup>2</sup> should be large enough for running a leisure farm, while leaving sufficient space for the operator to bring in different events and activities. Managing a harbourfront site by an organization other than the Government would also allow more flexibility in its usage. However, managing large open space will be a challenge to many NGOs, both in terms of operational and financial capabilities. On the other hand, we believe that more NGOs would be capable of submitting bids under Proposal 2, allowing the Government to identify the best proposal among different tender submissions received. As the promenade will be operated by Government department under a conventional model, it is believed that the activities would be mainly for passive leisure purposes.

16. For both Proposals 1 and 2, rental would not be our major consideration when assessing tender submissions received. Relevant considerations would include experience of a tenderer in operating a leisure farm, proposed operation model, details of proposed activities, public access to the Site, price level, whether the services to be provided could cater for community needs, especially those of the residents of the Central and Western District, etc. In order to open the Site as early as possible, we aim to invite tenders within the first quarter of this year. After assessing the tender submissions received and completing all



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relevant procedures, the three-year STT would be awarded to the selected organization.

17. The Government presented the two proposals above to the C&WDC on 4 January 2018. While there was no clear consensus on the preferred proposal, the following motion was passed at the meeting

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*“This Council urges the Government to release as soon as possible Berth No. 1, 2 and 3 of the Western District Public Cargo Working Area for public use and explain clearly its plan on the community facilities for short-term use, including community garden and activity space for residents’ use. The Government is also urged to carry out planning and consult the public as soon as possible on its long-term use, and ensure that the Kennedy Town waterfront will continue to be open and accessible public space for development of a continuous waterfront promenade in the long run.”*

18. Members of the Task Force are invited to give views on the recommendation as set out in paragraphs 10 to 16 above.

### **WAY FORWARD**

19. We will take into account Members’ comments in finalising the preparations, with a view to launching the tender exercise within the first quarter of this year.


**Annex I Proposal 1: The whole Site is to be operated by the selected non-profit making organization/social enterprise**


**Annex II Proposal 2: Part of the Site is to be operated by the selected non-profit making organization/social enterprise**

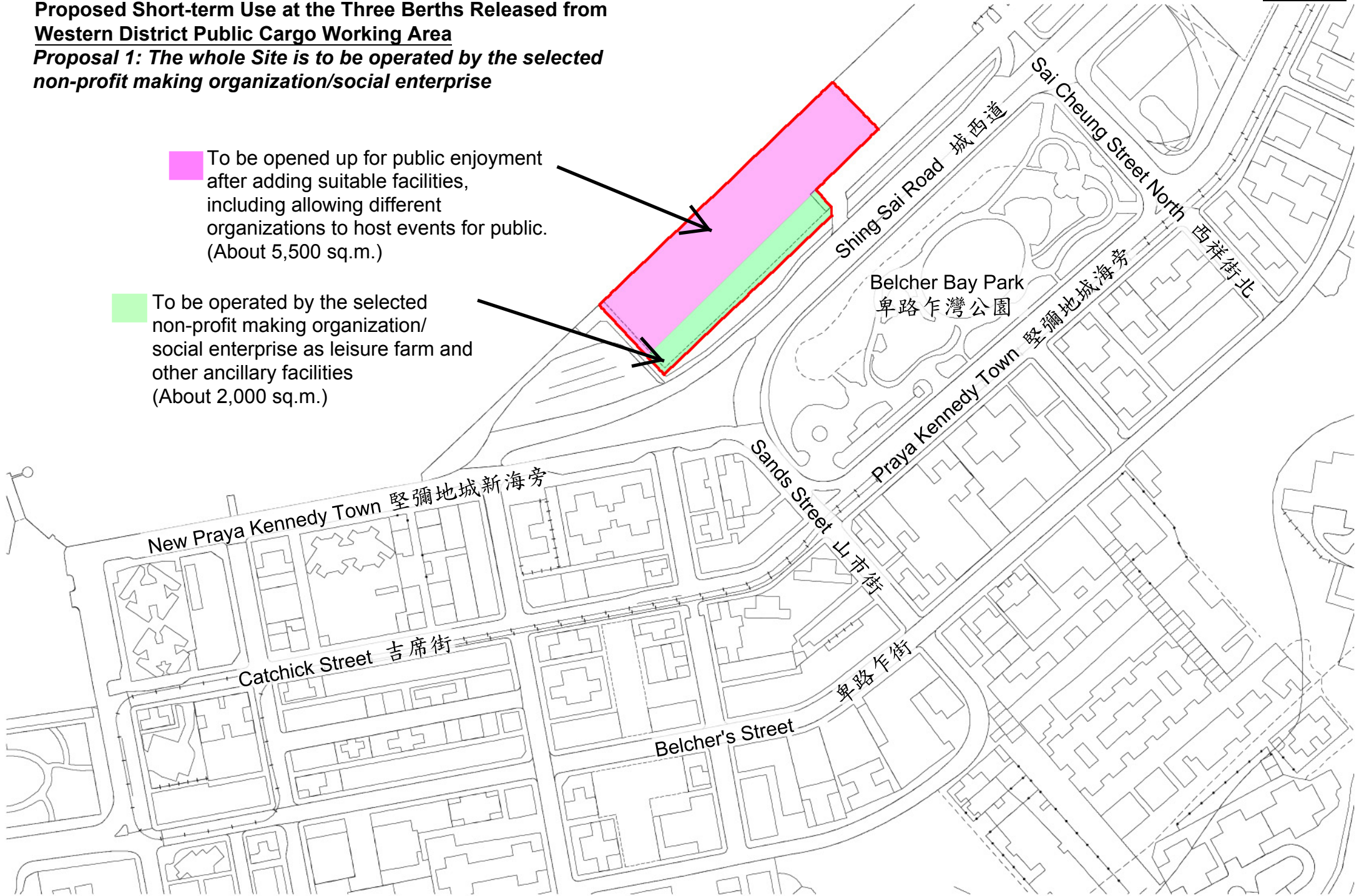
**Development Bureau  
January 2018**

**Proposed Short-term Use at the Three Berths Released from Western District Public Cargo Working Area**

**Proposal 1: The whole Site is to be operated by the selected non-profit making organization/social enterprise**

 To be opened up for public enjoyment after adding suitable facilities, including allowing different organizations to host events for public. (About 5,500 sq.m.)


 To be operated by the selected non-profit making organization/social enterprise as leisure farm and other ancillary facilities (About 2,000 sq.m.)




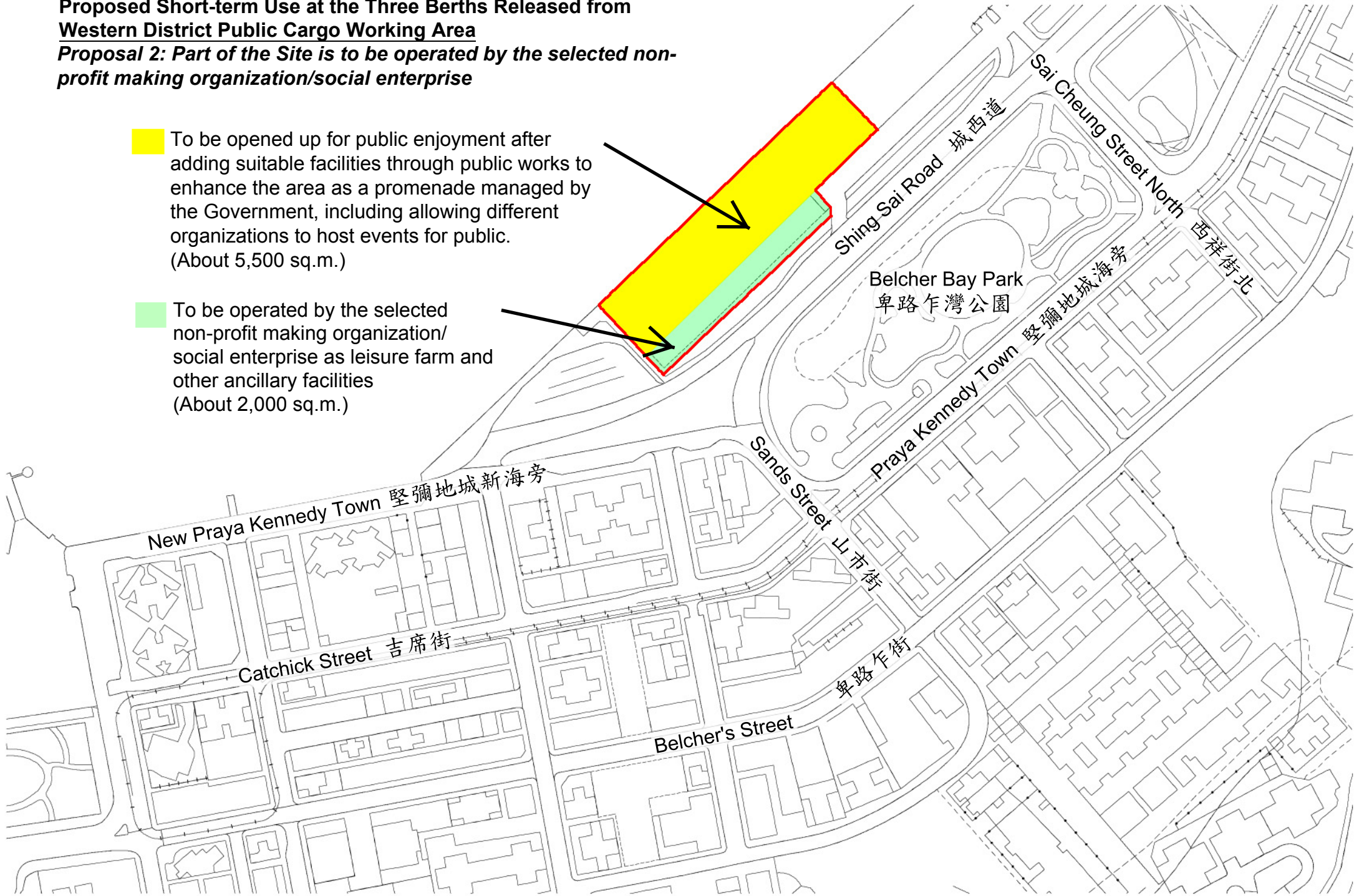
**Proposed Short-term Use at the Three Berths Released from Western District Public Cargo Working Area**

**Western District Public Cargo Working Area**

***Proposal 2: Part of the Site is to be operated by the selected non-profit making organization/social enterprise***

 To be opened up for public enjoyment after adding suitable facilities through public works to enhance the area as a promenade managed by the Government, including allowing different organizations to host events for public. (About 5,500 sq.m.)

 To be operated by the selected non-profit making organization/social enterprise as leisure farm and other ancillary facilities (About 2,000 sq.m.)



**List of Relevant Meetings**

The Development Bureau (DEVB) has attended the following meetings to listen to the views of stakeholders about the proposed short-term use and/or present DEVB's proposals for views and comments.

	<b>Date</b>	<b>Meeting</b>
1.	20 December 2016	Meeting of Working Group on the Central and Western District Harbourfront (Working Group) of the Central & Western District Council (C&WDC)
2.	12 January 2017	Meeting of Task Force on Harbourfront Developments on Hong Kong Island (TFHK) of Harbourfront Commission (HC)
3.	16 March 2017	Meeting of C&WDC
4.	7 December 2017	Meeting of Working Group of C&WDC. Concern groups present included the Central & Western District Concern Group, Protect Kennedy Town Alliance, Designing Hong Kong, HeroesToo Foundation, Sai Wan Concern, Island West Dynamic Movement, YWCA, Protect Cadogan Park Alliance, Kennedy Town Kai-Fong Welfare Association, Hong Kong Sheng Kung Hui, and Caritas Mok Cheung Sui Kun Community Centre. Further written submission was received from the Democratic Alliance for the Betterment and Progress of Hong Kong. There were also attendance and submission from local residents.
5.	4 January 2018	Meeting of C&WDC. Concern groups present included the Protect Kennedy Town Alliance, Central & Western District Concern Group, and Island West Dynamic Movement. There were also local residents.
6.	19 January 2018	Meeting between Under Secretary for Development and concern groups including the Protect Kennedy Town Alliance, Central & Western District Concern Group, Sai Wan Concern, and Island West Dynamic Movement.
7.	23 January 2018	Meeting of TFHK of HC. Concern group present included the Protect Kennedy Town Alliance.