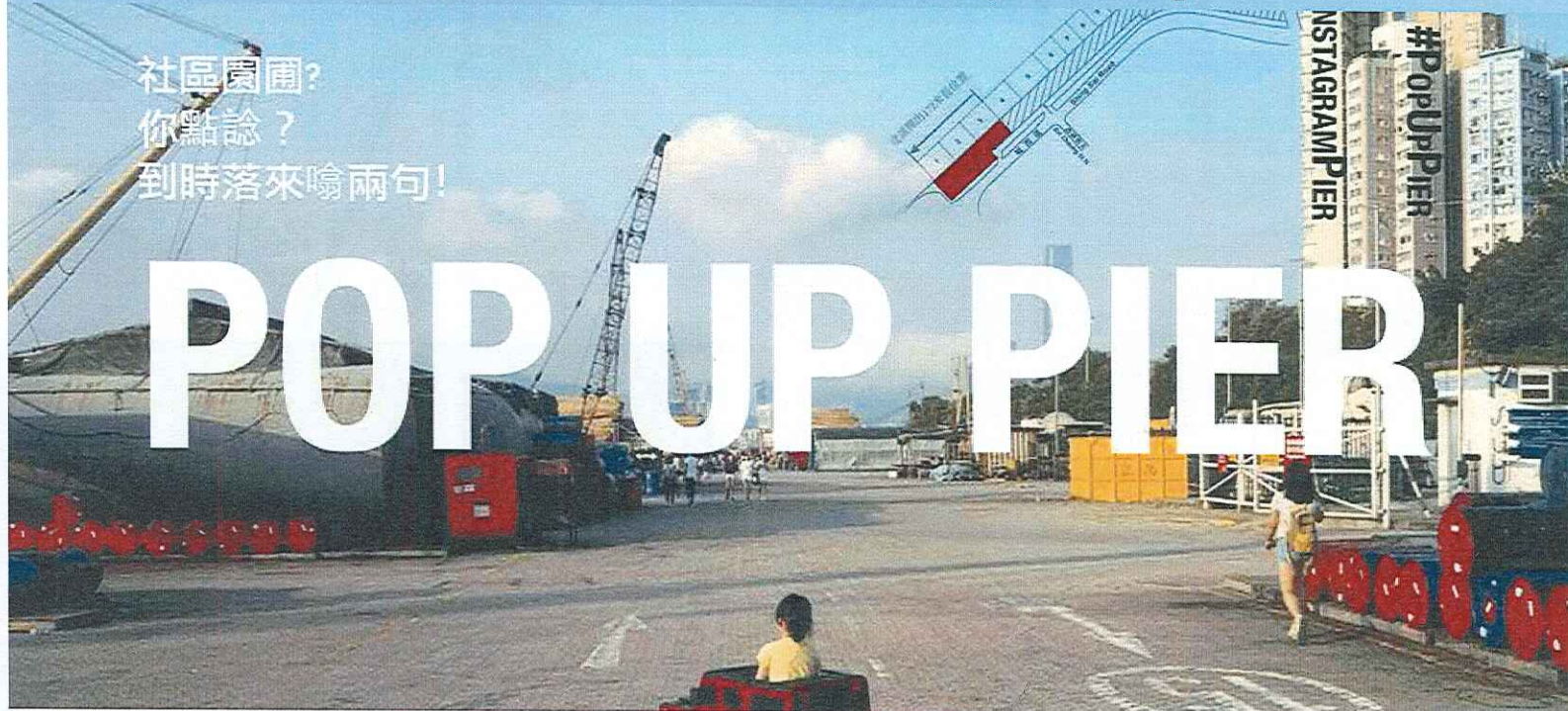


# How to Better Use and Manage Sai Wan Pier Berths 1-3 as a Public Open Space?



Discussion Document

23<sup>rd</sup> January 2018

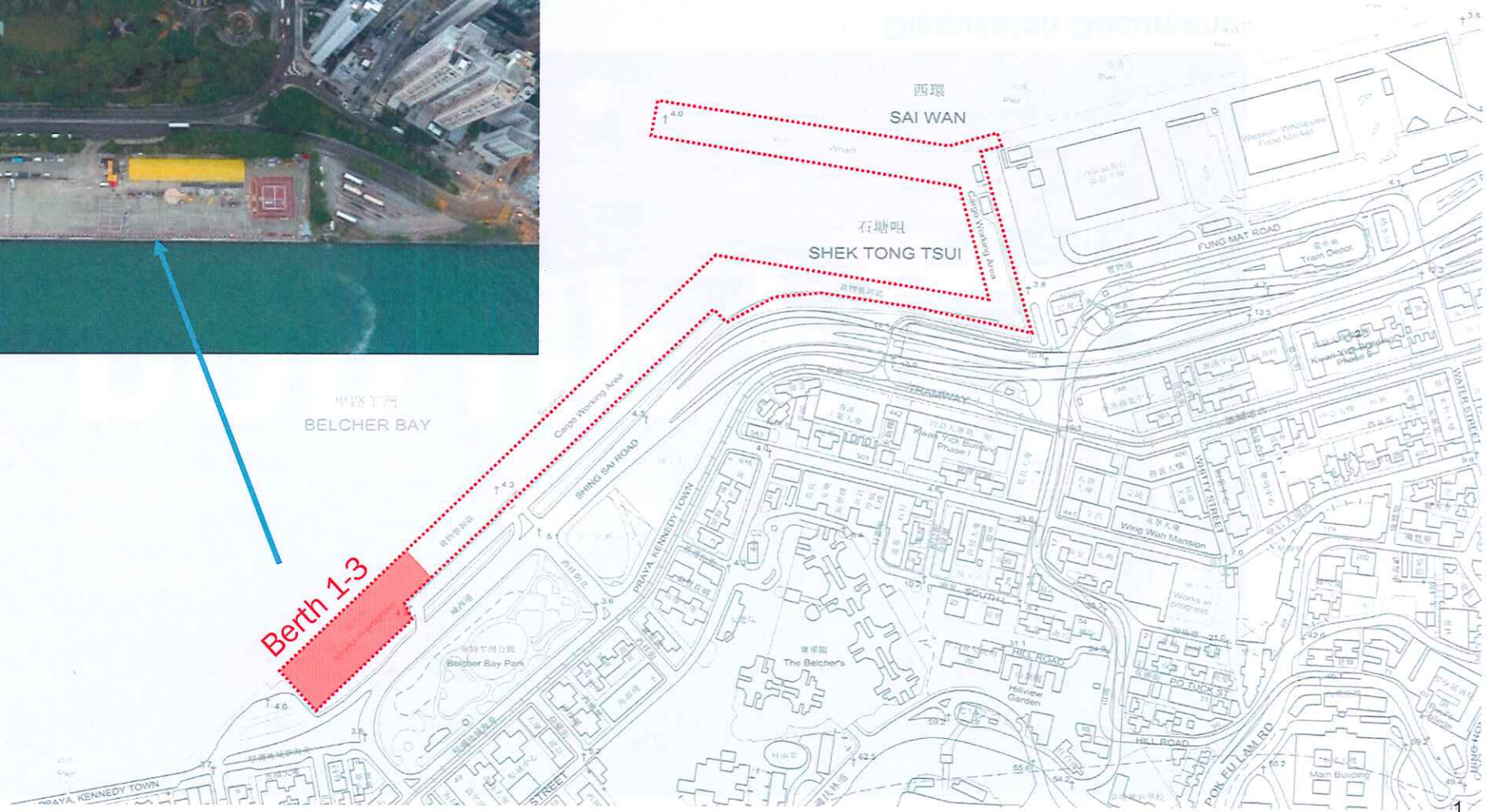
Organisations:

Central & Western District Concern Group, Central & Western Neighborhood, Island West Dynamic Movement, Pop Up Pier team, Protect Kennedy Town Alliance, Sai Wan Concern Group  
Contact email: [protectkennedytown@gmail.com](mailto:protectkennedytown@gmail.com)

# Sai Wan Pier Berths 1-3 is located at Kennedy Town & Mount Davis OZP



Source: Appledaily



堅尼地城  
KENNEDY TOWN

## Public open space is significantly lacking in Kennedy Town

### Central and Western District

Local open space per person: 0.68 sqm, falling short of the standard 1 sqm by 32%

### Kennedy Town & Mt. Davis District OZP S/H1/20

Local + District Open Space per person = 0.83 sqm, falling short of the standard 2 sqm by 59%

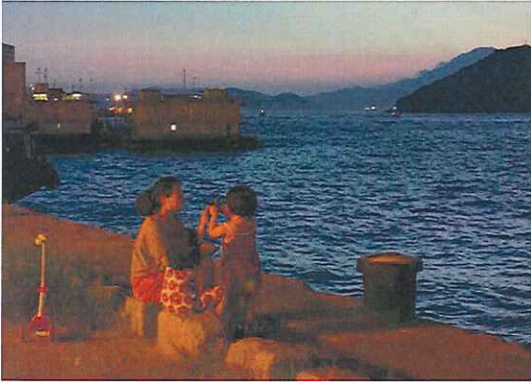
Berths 1-3 as public open space improves OZP's OS from 0.83 sqm to 0.93 sqm – a 12% improvement



*The Development Bureau should take this unique opportunity to address the problem of shortage of open space in Kennedy Town, while taking into account the characteristics of this harbourfront public open space*

## Vibrant Public Activities Already Taking Place at Berths 1-3: Please respect users

Hanging out with family



Hanging out with friends



Jogging



Cycling



Walking dogs



Pop up drawing activity



Residents & pets enjoying the sunset



## Sai Wan Pier is an Award-winning and Popular Space

People Space - Winner

### 9. Western District Public Cargo Handling Area

Sai Wan, Central & Western District



Source: HKPSI

TIME | LightBox

INSTAGRAM

### Sunset and Selfies: Welcome to Hong Kong's Instagram Pier

Olivier Laurent  
Mar 03, 2017



In Hong Kong's Western district, one sea jetty has gained unexpected popularity among photographers and Instagram users. Offering unique open views of Hong Kong's skyline, the Public Cargo Pier, as it's matter-of-factly called, has become the perfect spot for the types of selfies that quickly garner flurries of likes on Instagram.

Source: Time Magazine

By **Daniel Stone**

Photographs by **Pierfrancesco Celada**

PUBLISHED OCTOBER 19, 2017

On the west side of Hong Kong Island, on the waters of Victoria Harbor, is a pier that has become much more than just a pier. Every day, from sunrise to sunset, young people gather with their friends, props and selfie sticks to take portraits against the pier's cargo pallets, shipping bollards, and standing pools of water.

The pier, known officially as the Western District Public Cargo Working Area, has an industrial background that lends well to photos, and particularly ones that garner likes on Instagram. Italian photographer **Pierfrancesco Celada**, who lives in Hong Kong, walked by one day and noticed the pockets of people scattered all over the pier taking photos, some as silly as jumping selfies, and in other areas, official wedding photos.



Source: National Geographic

【真本土】「#instagrampier」看見香港 意籍攝影師彭靈西  
環碼頭眾生相

撰文：徐文賢 攝影：曾而發

18 Nov 2017



近年，西環碼頭（又稱IG碼頭）成為香港人的「打卡」自拍勝地。在Instagram（攝影社交軟件）搜尋 #instagrampier，會出現近一萬張在貨櫃前、石坐前與竹欄前的相

Source: Ming's Weekly

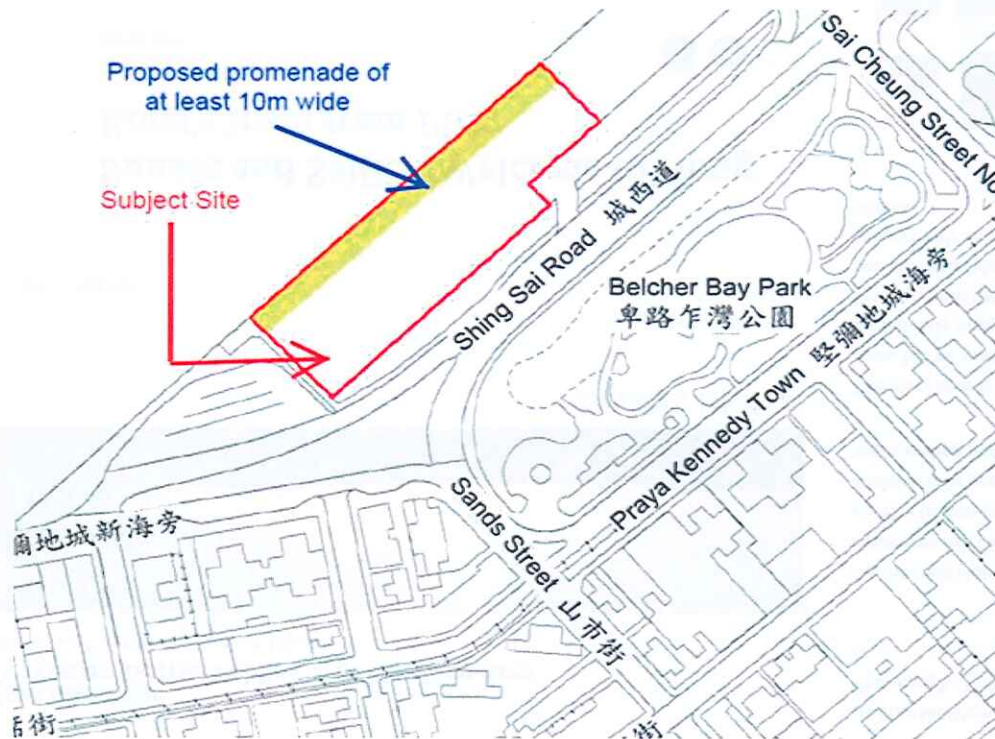


西環碼頭多年來被視為社區景點，街坊擔心規劃令人情味消失。

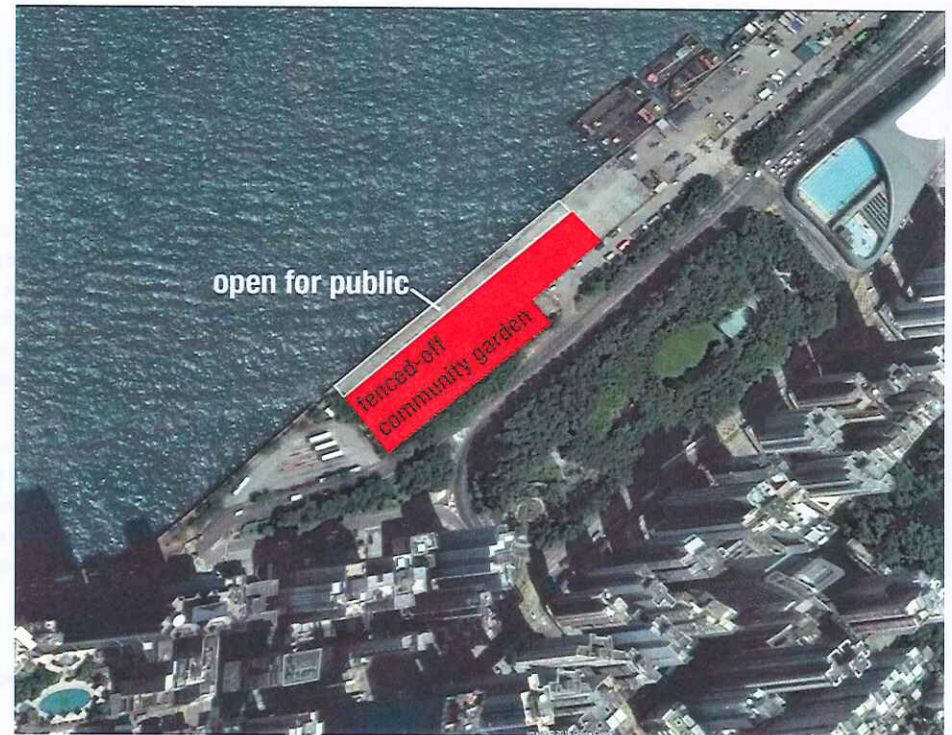
寧靜的西環碼頭（西區公眾貨物裝卸區），是街坊常會散步、垂釣和看日落的社區景點。數年前攝影發燒友透過地面積水倒影攝得「天空之

Source: Oriental Daily

## Original DevB Proposal in Jan 2017: Community garden could affect 80% of Berths 1-3 Area



Proposed temporary use of Berth 1-3 area in DC and HFC documents in January 2017



Berth 1-3 area overlaying 3D Google Earth

## The original proposal implied LCSD-type community gardens

- ★ Implied as Sun Yat Sen Memorial Park community garden was cited in the proposal (i.e., this type of community garden is for urban farming and was proposed to use the space at Sai Wan Pier Berths 1-3 to do this)



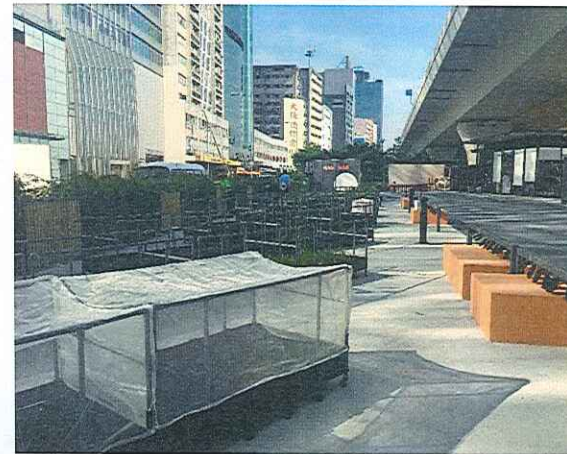
LCSD community garden near Sun Yat Sen Memorial Park ★



LCSD community garden funded by Tuen Mun DC ★



LCSD community garden in Jordan Valley Park in Open Space ★




EKEO Fly the Flyover NGO run community garden




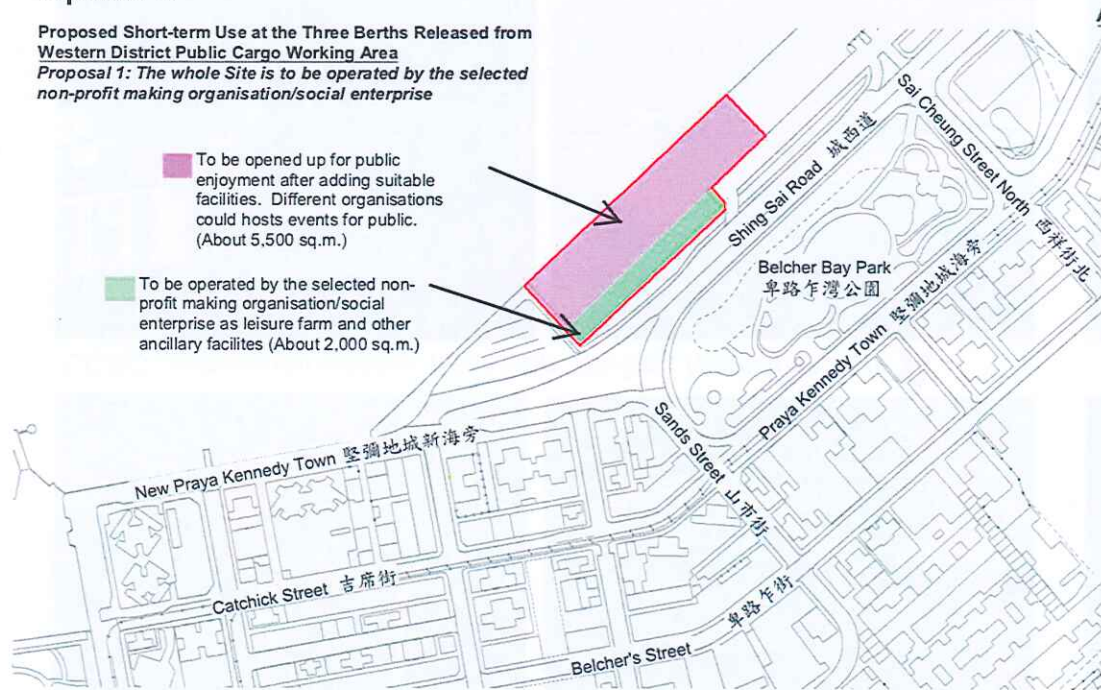
## New DevB Proposal in Jan 2018: 2 options - both reduce community garden to 27% of the site

### Option 1:

**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 organisation/social enterprise**


 To be opened up for public enjoyment after adding suitable facilities. Different organisations could hosts events for public. (About 5,500 sq.m.)


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

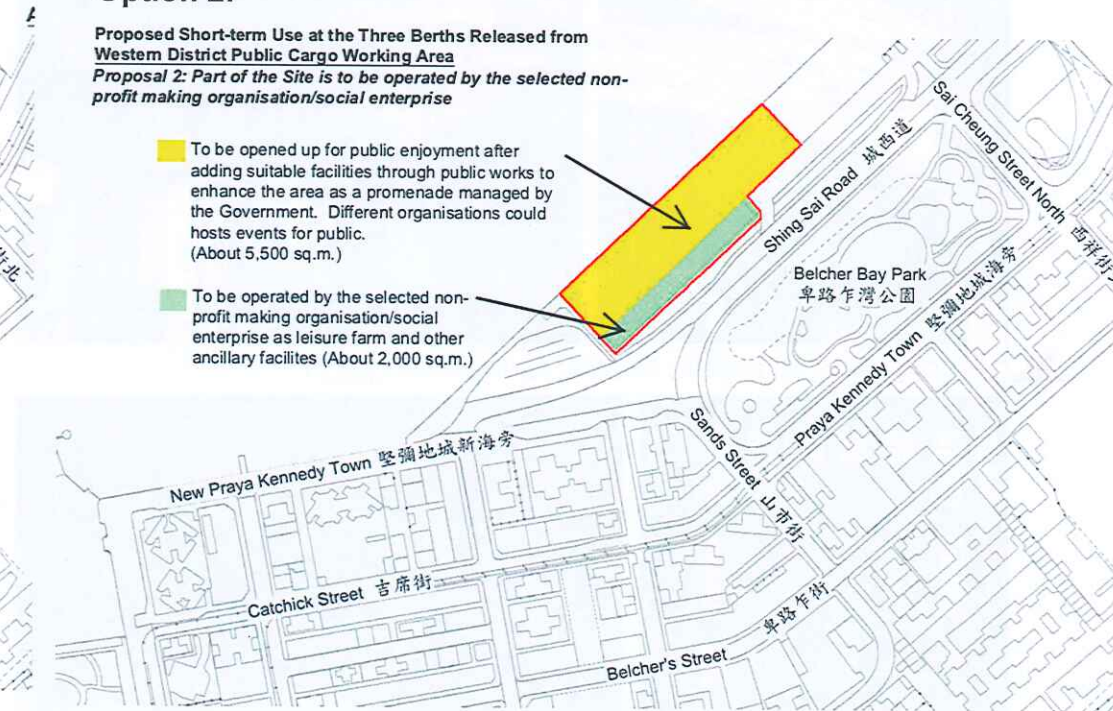


### Option 2:

**Proposed Short-term Use at the Three Berths Released from Western District Public Cargo Working Area**  
**Proposal 2: Part of the Site is to be operated by the selected non-profit making organisation/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. Different organisations could hosts events for public. (About 5,500 sq.m.)

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



### Issues with the new proposals

- The 2 new proposals still fall short of residents' expectations. Firstly, outsourced management is still proposed
- Secondly, it is unclear how the changes in the nature of the community garden in the DevB's original proposal (expected to be similar to the LCSD managed community garden) vs. the new ones that they just proposed (claiming to make reference to the operation model by a NGO commissioned by the Energizing Kowloon East Office), will affect the users of the "community garden"
- Thirdly, although the remaining open space seems to be larger than the original proposal now, it is unclear what restrictions will be placed to change the ways current users use the site
- Lastly, so far, no public consultation has been done on DevB's newly proposed options - why not consider alternative option from community?



## Outsourced management is not appropriate for harbourfront space

- Releasing Sai Wan Pier berths 1- 3 for management to the District Officer (DO) is a novel arrangement.
  - The DO decided to let the site to a religious organisation for many weeks without consultation or transparent and fair process
  - It was totally unclear what procedures the DO followed to arrive at this situation
  - The DO indicated that she will continue to let out the site to various operators. Residents are concerned that the site will be closed and fenced off after being let out again
  - This goes against the open use the residents have benefited from for many years, and implies that the site cannot be considered a public open space
  
- It is understood that the government plans to tender the area in the course of 2018 to an NGO (non-profit organisation) to manage the site as a community garden.
  - This could be a disaster as the rental income from a community garden is limited and the NGO would need to introduce commercial elements, such as restaurants, to generate revenue
  - Commercialism would destroy the serenity of the area. The current simple style is what people want to retain
  - The PMQ in Sheung Wan is a tragic example of what can go wrong
  - As the government has a trillion dollar reserve, it is ridiculous that they are not willing to invest in the well-being of residents
  - The current approach is to shirk their managerial and financial responsibilities. This is annoying and not people-oriented!

**Berths 1-3 fenced off for temporary use in Nov 2017, exacerbating dissatisfaction**



Source: Sam Choi

## De facto public open space vs. Disguised privatisation



Berth 1-3 on 23.10.2017 during the  
Pop-up Talk Event



Berth 1-3 on 28.11.2017

## Berths 1-3 let out to NGO, causing pollution and indicating flaws in outsourced model

港歷來最大道教祈福會污染西區海濱！  
一周後仍遺大量垃圾

即時要聞 2017-12-08 00:04:57 HKT 讚 124



香港道教聯合會上月22日至30日，曾於西區堅尼地城海傍舉辦歷來規模最大，為期9天的祈福盛會「羅天大醮」。南區區議員司馬文今早因西區海濱發展，接受傳媒訪問時到場視察，意外發現活動完結已一周，但現場卻仍然遺留大量垃圾，包括木板及大量膠帶等物品，部分垃圾更被強風吹落海。他今早在個人facebook直播有關情況，不禁直呼「It's a shame」。



## EKEO outsourced management referenced by DevB is essentially a bad example

### Scandal 1:

When EKEO tendered out the management, a newly set-up NGO called HKALPS Limited won with zero competition. That NGO was set up on 17 July 2015, which was right after the tendering period of EKEO. The sudden appearance of the NGO raised suspicions whether there had been “backroom dealing” in which the winner had been designated beforehand and the company was quickly set up to cover it up.

The Kwun Tong site cost HKD22 million in total, of which the government subsidized HKD20 million. The balance was borne by the NGO, costing them HKD2 million. Nowadays, the residents can freely enjoy the space there. If an NGO needs to recover its investment of HKD2 million plus the operating expenses in a 3 year lease at Sai Wan Pier, who will be charged by the NGO?

News link : <https://thestandnews.com/art/觀塘天橋底藝術空間-新成立公司無競爭下中標-業界陌生-指事情-好古怪/>

### Scandal 2:

In 2013, EKEO co-organized the Bi-City Biennale of Urbanism/ Architecture and needed to use the site under Kwun Tong Bypass. The organizer closed off the site and forced out the local artists and residents who had organically used the site for their own cultural activities before. To demonstrate the public’s dissatisfaction, around 20 bands boycotted the opening ceremony and 25% of the planning organizations withdrew. The Biennale was ended under a torrent of objections. Due to the energizing plans at the Kwun Tong area, rental costs rose significantly, pushing local artists away from the area. As a result, the ecosystem of local artists was destroyed.

The Development Bureau’s forcing out of users of open space has precedence. Yesterday’s Kwun Tong is Tomorrow’s Sai Wan. It could have been hundreds forced out of Kwun Tong, but potentially it could be many thousands driven away from the Sai Wan Pier site. Sai Wan Pier has been used as a vibrant place – is the government worried that it would be too difficult to take the pier back to make it a tunnel outlet for ELM in future, so that they are taking action to ‘force out’ people first?

News link : <http://www.inmediahk.net/node/1032588a>

Besides the aforementioned scandals, there are various problems caused by EKEO negatively impacting the use of space and existing vibrancy of community activities that have already developed at the Kwun Tong area.



## Better alternative locations for a Community Garden have been identified

### Criteria: Community Gardens in the Community

- Close to the community
- Farming happiness and social cohesion!
- Not just a temporary service!

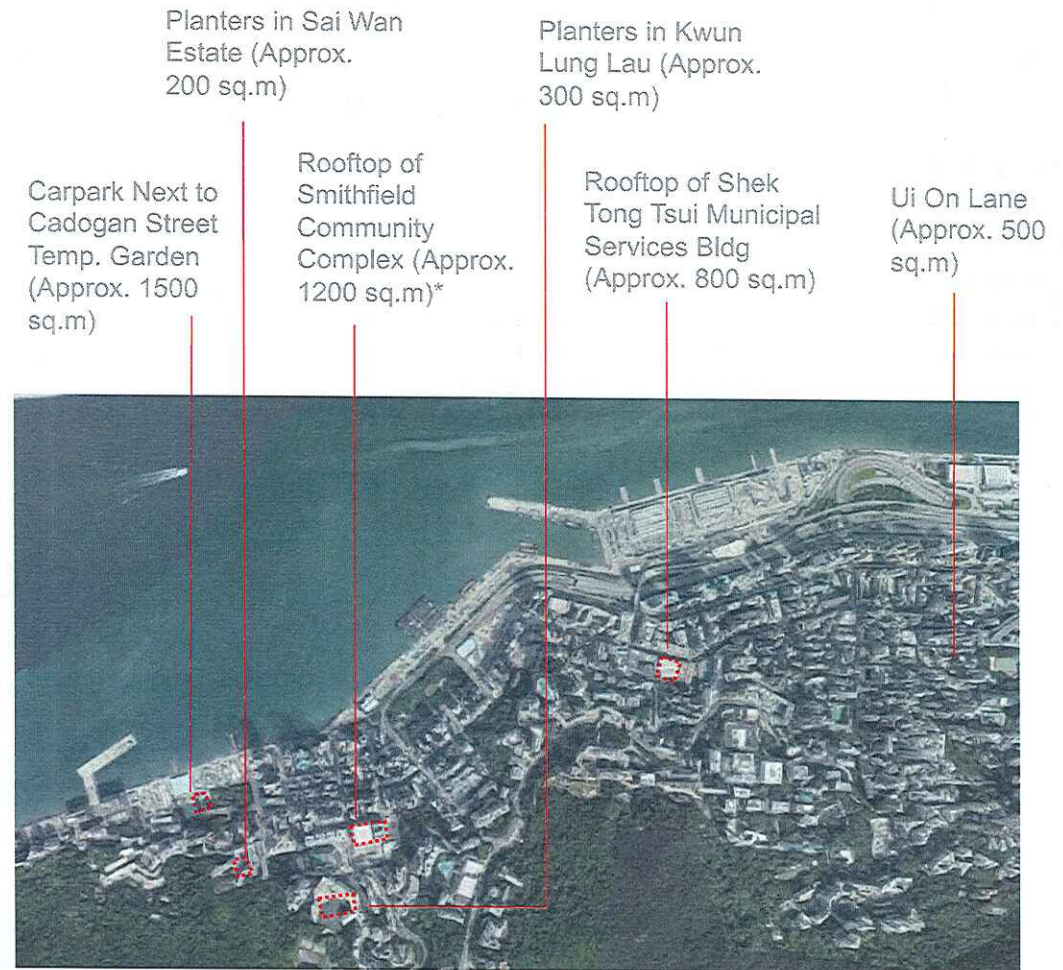
### Alternative locations identified provide 3,000 to 4,000 sqm for a community garden

- G/IC sites in Central & Western District
- Derelict area in Ui On Lane
- Empty plot by the side of Ladder Street and Circular Pathway
- Within housing estates such as Sai Wan Estate and Kwun Long Lau at Kennedy Town



Ui On Lane

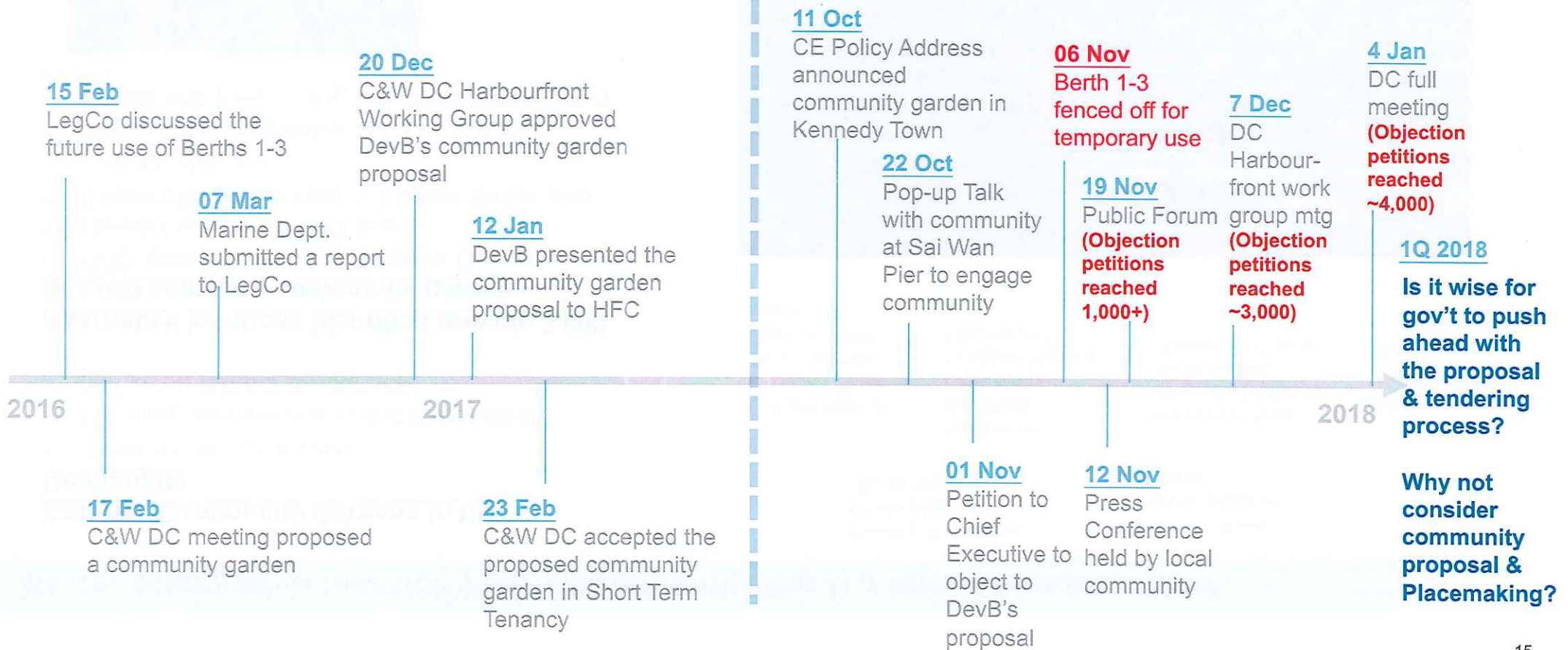
\* Government is already using this place for a community garden, demonstrating it is a workable model



## Backroom Dealing: Residents react very negatively to the government proposal

**No Public Consultation** ←

→ **Public React negatively so far**





## The vast majority of the public object to the community garden proposal at Berths 1-3

### Our public engagement approach:

- Current uses of Sai Wan Pier are assessed by the residents' engagement, conducted jointly by concern groups in various Western districts during the period: 4th Nov, 2017 to 1st Jan, 2018
- This engagement covers locations at Sai Wan Pier (berths from Shing Sai Road to Fung Mat Road) and places near residential areas at Shek Tong Tsui, Sai Wan, Kennedy Town, and Sai Ying Pun, as well as users outside Central & Western district
- Our approach avoids bias as both frequent and occasional users of the pier were surveyed to ensure a balance of views
- Use of relevant online Facebook sites and street stations to contact various residents in Kennedy Town and Central & West District to understand their views re the community garden proposal and public opinions re the uses of Sai Wan Pier Berths 1-3:
  - 3,891 residents signed the petition letters (incl. both online and offline)
  - 550 surveys with more details were conducted (incl. both online and offline) to obtain more detailed views re how they use Berths 1-3, what changes they want at the site, and demographics of those users

### Key messages from petition signed by the community:

- Object to turning the Western District Public Cargo Working Area Berths 1-3 into a community garden
- Currently, this area has been well used by residents
- Insufficient open space in Central & Western District, especially in Kennedy Town area
- The government's proposal would deprive Central & Western District residents of their right to genuine and much needed open and accessible space, if part of the Sai Wan Pier is taken up for a community garden
- Community garden should be located in the middle of the neighbourhood to beautify the environment and purify the air with more urban greening, which is significantly lacking in Kennedy Town.
- The government should find other appropriate locations to meet the needs of community garden
- Request the government to openly consult the public **[i.e. not just through the current DC approach, which is defunct and biased]**
- Discuss with residents about how to use this area to make it of more open and vibrant use by the public **[i.e. implies a Placemaking, bottom up community engagement approach]**

## The vast majority of the public object to the community garden proposal at Berths 1-3 (cont'd)

Further comments from residents who participated in the petition inform us that the natural beauty of the Berths does not require significant changes to the site as a public open space.

- “保留現狀！”“維持不變！”“乜都唔好攞，唔該”“保持原狀給居民使用❤️”。“請欣賞無為而治之美”
- “完全不明白政府，為何常常與民為敵，不能讓市民有好日子，過往往往執意作出一些不適當，不需要的行為。”
- “反對政府漠視民意自行更改西環碼頭，還市民公共空間”。“反對沒有諮詢就改變西環碼頭”
- *“We need an open space for our activities. It is most disgusting when the gov't don't care about the real need of an empty space for the community. This is our only piece of place that has NOTHING in it. Having a totally empty space in HK is a rare thing. Why does the gov't always have to mess up things by "improving" it. We don't need improvement. We need to be left alone. We need a real space for the organic growth and joy of the community.”*
- *“Sai Wan pier is one of the significant recreational areas for residents living between Sai Ying Pun and Kennedy Town, especially for the elderly. Although it wasn't a public area, residents nearby have been using it with the owners peacefully. Please respect the current active users and the community”*
- “堅城的特色，為何要強行抹殺，破壞。零諮詢，屠殺市民大眾公眾空間，還我們珍貴的海岸，好過獨享花園。”
- “強烈反對在碼頭作出任何的改動” “西環人自律地使用這個地方，望政府不要插手。”
- “請不要咁做，不要破壞我們天鏡，那裡是一唯在市區最自由的地方，人們都很自律使用那裡，包括從沒意外及用過的東西會放回原處。因為大家愛那裡所以很自律，不覺得這樣很難得嗎？”
- “林鄭你搞個碼頭只會引來西環區的市民同一眾使用公眾碼頭的人士，包括數以萬計的龍友，學生，青年人和釣魚人反對”
- “這個難得的公共空間必須保留原狀，作為該區市民，絕不希望用途被改變。” “Less is more.” “No design.” “All we need is open space.”
- “主要喺嗰度做好清潔衛生已經足夠，其他不用改變，維持原貌是最好，不要破壞寧靜嘅環境，這裏一向是西區居民放工散心散步嘅好地方請不要破壞”
- “香港欠缺就是空地一塊，而不是規則多多的康文署公園”“地方不用什麼發展，這裡已經足夠了！請保留我們的西環碼頭！這是回憶，是西環唯一的自然！”
- “這個是唯一堅利地城毫無阻擋（有些地方更四面環海）地帶，讓居民可以自由作不同活動，是居民每晚很珍惜的地方，所以反對政府作任何變動！請聽市民意見，因為用家是市民，不是政府！”

## The vast majority of the public object to the community garden proposal at Berths 1-3 (cont'd)

The survey revealed more specific activities that residents are doing, and want to do at Sai Wan Pier. Residents want to use Sai Wan Pier as a large, wide public open space with minimal infrastructure built, so as to accommodate more people and pets, enjoy the space freely for outdoor activities as they see fit, and enjoy the natural scenery along the harbourfront promenade. All these require Sai Wan Pier to be highly accessible public open space, as it has been for years. Here are the details of the findings:

Question	Results	% of respondents
A) Do residents want a community garden at the Sai Wan Pier location?	No Yes	93% 7%
B) Top 5 current uses of Sai Wan Pier	Hanging out with friends & family Jogging Photography Cycling Dog walking	63% 57% 51% 24% 22%
C) Top 5 facilities residents want to add at Sai Wan Pier	Drinking fountains Toilets Litter bins Seating More entrances	55% 49% 48% 46% 43%
D) Top 3 additional activities residents would like to do at Sai Wan Pier	Temporary art exhibitions Temp. outdoor cinema Neighbourhood parties	45% 43% 39%
E) Do residents say they want to change Sai Wan Pier?	- Sai Wan Pier is good and only some changes are required (see question C) - Sai Wan Pier is good and no change is required - Sai Wan Pier is not good and needs to change	67% 17% 15%
F) Views on railings	- Keep unique character and open edge of working pier - Yes to railings as is common along roads and other waterfronts	92% 8%

### Demographics of the residents we surveyed\*

- Usage of Sai Wan Pier:
  - 26% are frequent users (2 times+ per week);
  - 42% are regular users (once per month to once per week);
  - 32% are occasional users (couple of times per year)
  - ➔ Four viewpoints above quite consistent across different usage of users
  
- Times using the pier:
  - Most people visit Berths 1-3 on weekday evenings (33% of responses) and at weekends (34%),
  - ... while 6% during weekday mornings and 6% during weekday afternoons
  - ... and during weekend mornings and afternoons, 9% and 12% respectively
  - ➔ Even though Berths 1-3 are not officially open, people have been using them regularly all the time
  
- Locations of residents surveyed:
  - 24% from Kennedy Town (east of Sands St.)
  - 33% from Kennedy Town (west of Sands St.)
  - 30% from Sai Ying Pun, and 13% from other districts
  - ➔ Most surveyed are affected residents but the pier also currently attracts people who are living outside the affected area to visit

\* Reference only; Numbers for demographic questions are smaller than total number of residents surveyed as some residents do not provide such information

## Proposal from the community based on public consultation and engagement (1/4)

Due to the severe shortage of public open space in Western District, the whole area of Berths 1-3 should be used as public open space in the short, medium and long term

### Community Garden

- The government needs to admit and respect that residents of Western District and other visitors have been using Sai Wan Pier as a vibrant public open space for the past 10 years or so
- It is not idle land, so there is no need to put a community garden there to “activate” it or make the place “vibrant”
- Also, the community garden should be placed in another suitable location within the community and nearby residential areas for long term use, rather than under a short term tenancy scheme, so that a win-win solution can be achieved

### Site Management

- Given the minimal design and infrastructure changes required based on public consultation, outsourced management is not required. The government should be able to manage it
- Rather than outsourcing the site to one NGO as the Development Bureau wants, the site can be better managed by DO or LCSD, so that various NGOs can approach their office to apply for various activities, while allowing the general public to access the site - at the same time promoting a variety of vibrant and creative uses for the site
- For example, a container-box local office can be put at the site to facilitate NGOs/ residents to visit, and discuss Placemaking activities and rental arrangements, while carrying out management duties at the site
- The government needs to adopt more innovative practices in managing public open space, so that it does not sacrifice the spatial quality and characteristics of open space at Sai Wan Pier, and preserve current popular activities at the site incl. cycling, dog walking, etc

# Proposal from the community based on public consultation and engagement (2/4)

## Railings

- To keep the unique character and the open edge of the working pier, we recommend putting up a clear warning line and wordings near the edge and at the entrance gates to alert the public (see illustration on the right)

Together with clear publicity by the government in the community, shouldn't these already constitute reasonable measures to alert the public about safety, while preserving the character of the working pier?

### Other alternatives include:

Hong Kong's Repulse Bay - Railing design to preserve character of the pier



Boston Wharf - Railing design



Croatia - Step design at the edge of the pier with no railings



## Proposal from the community based on public consultation and engagement (3/4)

### Accessibility

- Since Sai Wan Pier is already currently being used by residents, before holistic community consultation and engagement is done, the government should keep Sai Wan Pier as it is to let residents use it without interruption. This implies that:
  - ✓ the gate near Shing Sai Road bus stop on the west of Berths 1-3 and
  - ✓ the gate near Shing Sai Road on the south of Berths 1-3 should be open for pedestrian access
  
- Currently, the site is under the DO's management. For the general public to continue to benefit from and enjoy the use of Sai Wan Pier, we request that Sai Wan Pier:
  - is allowed to be accessed by the public all the time
  
  - has clear criteria defined and publicised about being let out
  
  - does not compromise the area of open space accessible by public if it is let out (i.e. only a small fraction of the site is to be let out, rather than like the Taoist event in Nov 2017 when almost the whole site was let out for 3 weeks)
  
  - has immediate supervision by the DO to keep the site clean by tenants
  
  - has transparency re approval criteria by the DO

## Proposal from the community based on public consultation and engagement (4/4)

### Community engagement

- 5 steps to get more people involved in observing, planning, and shaping Berths 1-3
- First, meet with the community and identify stakeholders
- Spend time on-site, evaluating the space, as well as its assets or challenges
- Creation of a vision for the place
- Begin with short-term experiments
- Continue with ongoing evaluation of what has been done, and long-term improvements for the space



### Proposed Design Principles to Engage the Community

“Placemaking is community organizing.” - Fred Kent, President of PPS

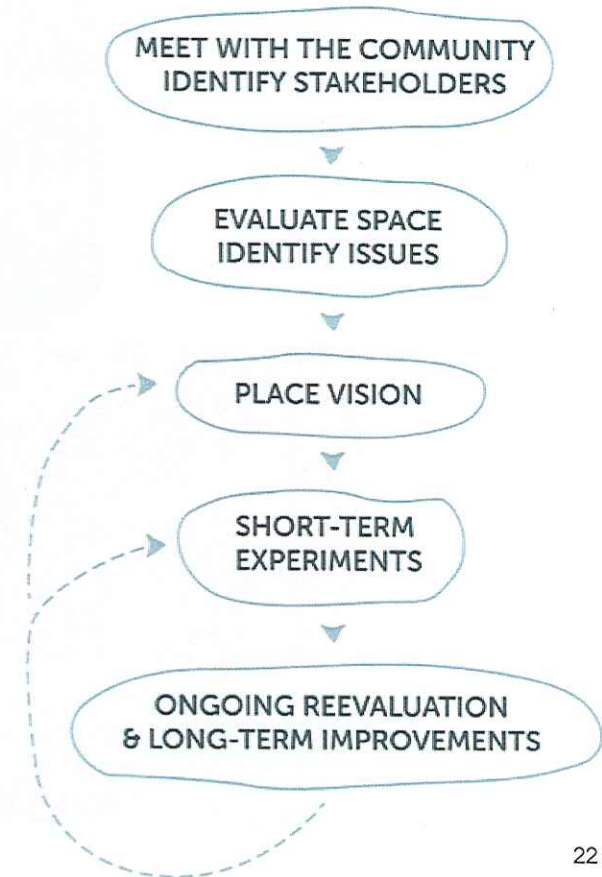
#### ***Freedom of Use***

“It is often assumed that children play in the street because they lack playground space. But many children play in the streets because they like to.” - William Whyte

#### ***Avoid Over-design and Over-Management***

“Overdesign can destroy a place, making it unsuited for the changing needs of open-space users.” - Mark Francis

#### ***Land-water Relationship along Promenade***



## Community involvement has been done before in shaping the harbourfront area – why not give Kennedy Town residents a chance to do so?

