

Harbour-front Enhancement Committee
Task Group on Management Model for the Harbourfront

Recommendation Report on
Management Model for the Harbourfront

1. INTRODUCTION

1.1 The Task Group on Management Model for the Harbourfront (“**TGMMH**”) of the Harbour-front Enhancement Committee (“**HEC**”) has been assigned with the mission to explore a practicable management model, including public-private partnership (“**PPP**”), for the waterfront of Victoria Harbour. This report sets out the recommendation of TGMMH to establish a Harbourfront Commission, which would be effectively involved in enhancing the planning, design, development, management and operation of the Victoria Harbourfront, devising practicable PPP¹ models for managing individual harbourfront areas and facilities, and engaging the community on an ongoing basis on matters pertinent to the harbourfront.

Background

1.2 The HEC was established on 1 May 2004 to advise the Government on planning, land uses and developments along the existing and new harbourfront of the Victoria Harbour. A plan showing the statutory boundary of the Victoria Harbour, as defined under the Interpretation and General Clauses Ordinance (Cap. 1)², and the extent of

¹ PPP in this context is intended to encompass a broader meaning to include the Government’s collaboration with organisations from a variety of sectors, including commercial, social enterprises, community-based trusts, special purpose companies and other non-governmental organisations (NGOs).

² On the east, a straight line drawn from the westernmost extremity of Siu Chau Wan Point to the westernmost extremity of Ah Kung Ngam Point. On the west, a straight line drawn from the westernmost point of Island of Hong Kong to the westernmost point of Green Island, thence a straight line drawn from the westernmost point of Green Island to the south-easternmost point of Tsing Yi, thence along the eastern and northern coast lines of Tsing Yi to the westernmost extremity of Tsing Yi and thence a straight line drawn true north therefrom to the mainland.

the harbourfront areas adopted by the HEC as shown in the Harbour Planning Guidelines promulgated by the HEC in June 2007, is at **Annex A**. For general indicative purposes, the harbourfront is the land between the harbour up to and including the first major road which segregates the hinterland and the harbourfront.

1.3 One of the missions of the HEC is 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”. At its 17th meeting held on 17 October 2007, HEC decided to set up TGMMH to assist its work in this respect. TGMMH can conduct research and pay visits to overseas countries in formulating its proposal. Development Bureau (“**DEVB**”) provides TGMMH with secretariat support.

Terms of Reference

1.4 The terms of reference of TGMMH are to explore a framework for the sustainable management of the harbourfront in line with the Harbour Planning Principles and Harbour Planning Guidelines, and to come up with a practicable proposal for Government’s consideration. Specifically, TGMMH is 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 findings and recommendations.

Membership

1.5 The TGMMH, comprising 18 official and non-official members, is chaired by Professor LEE Chack-fan. The membership list is at **Annex B**.

2. WORK CARRIED OUT BY TGMMH

Meetings

2.1 Since its establishment in December 2007, TGMMH has convened ten regular meetings, as follows –

| No. | Date | Main Discussion Topics |
|-----|-----------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. | 5 December 2007 | - Membership and Terms of Reference - 2008-09 Work Plan |
| 2. | 5 February 2008 | - Development of a piazza in Tsim Sha Tsui |
| 3. | 8 April 2008 | - West Kowloon Cultural District (“WKCD”) development - Desk-top study on overseas harbour authorities and management models - Presentation by Harbour Business Forum on organisation structures and harbourfront management |
| 4. | 4 June 2008 | - Management of Avenue of Stars, West Kowloon Waterfront Promenade, Wan Chai Waterfront Promenade and Tsing Yi Promenade |
| 5. | 31 July 2008 | - Management of Jockey Club Creative Arts Centre - Management of Nan Lian Garden by Chi Lin Nunnery |
| 6. | 3 December 2008 | - Report on TGMMH overseas visits to Liverpool and London - Experience sharing on Dubai Waterfront Conference - “Design and Tender” Model of Peak Galleria |
| 7. | 19 March 2009 | - Report on TGMMH overseas visits to Singapore and Sydney - Development and management of Whampoa Garden |
| 8. | 27 May 2009 | - Report on TGMMH overseas visits to San Francisco and Vancouver - Presentation by the Avenue of Stars Management Limited |

| | | |
|-----|-----------------|------------------------------------------------------------------------------------------------------------------|
| | | - Waterfront Typology Comparison - Progress Update on Kai Tak Development |
| 9. | 28 July 2009 | - Presentation by HBF on “Towards an Alternative Strategy for Victoria Harbour” - Draft recommendation report |
| 10. | 9 December 2009 | - Draft recommendation report - Development of Sites 1 and 2 on the New Central Harbourfront |

Research and Visits

2.2 In order to come up with a practicable proposal for Government’s consideration, TGMMH had to gather relevant information and research into various management models, both local and overseas. Some of the local management models of areas and facilities that TGMMH has studied include -

- (a) conventional Government design-build-operate models such as West Kowloon Waterfront Promenade and Wan Chai Waterfront Promenade;
- (b) private sector involvement through donation, entrustment or other forms of PPP such as Tsing Yi Waterfront Promenade, Avenue of Stars, Jockey Club Creative Arts Centre at Shek Kip Mei Factory Estate and Chi Lin Nunnery Nan Lian Garden;
- (c) private sector design-build-operate models with planning control through Master Development Plans approved by Town Planning Board (“**TPB**”) (e.g. Whampoa Garden);
- (d) private sector design-build-operate models with a certain degree of design quality and management control through a “Design and Tender” model (e.g. Peak Galleria); and
- (e) the arrangements for setting up a statutory body, e.g. the West Kowloon Cultural District Authority (“**WKCD**”).

A summary of the local examples studied by TGMMH is at **Annex C**.

2.3 Apart from reviewing various local examples of management models and existing partnership arrangements in Hong Kong, TGMMH has also conducted desktop studies on a wide range of overseas institutional arrangements/management models, as well as three overseas visits to key waterfronts around the world. These overseas visits include Liverpool and London (1-8 November 2008), Singapore and Sydney (16-21 February 2009) and San Francisco and Vancouver (11-17 April 2009). During the visits, delegates of TGMMH met with officials from the relevant waterfront authorities and planning/development agencies, discussed the arrangements and operation of the waterfronts, and exchanged views on the success drivers of the developments. A summary of the overseas examples studied by TGMMH is at **Annex D**. Details on the experiences and lessons gathered from the overseas visits are set out in detail in the three visit reports at **Annex E**.

Discussion with Other Stakeholders

2.4 TGMMH has also gathered views from relevant stakeholders by inviting harbour concern groups such as HBF to give presentations on their studies. An informal meeting was held with the Legislative Council Panel on Development's Subcommittee on Harbourfront Planning in August 2009 to share with the Subcommittee its observations and experiences from the overseas visits and to exchange views on harbourfront planning and management.

Retreat and Brainstorming Session

2.5 Having looked into various local and overseas models, TGMMH conducted a full-day Retreat on 13 June 2009 to consolidate past findings and brainstorm on a suitable model for Hong Kong. 15 TGMMH members participated in the Retreat and the Secretary for Development attended the Retreat to exchange views with members on the desirable features and parameters of the proposed model. Subsequently, TGMMH submitted a progress report on the fact-finding sections and the principles underlying TGMMH's preferred model at the HEC meeting on 17 August 2009. 13 TGMMH members participated in a further brainstorming

session on 6 October 2009 to discuss the outstanding issues with a view to completing the final report.

3. TASK GROUP'S OBSERVATIONS

Current Management of the Harbourfront in Hong Kong

3.1 Harbourfront enhancement work requires visionary planning, extensive consultations and strong execution capability. However, many harbourfront sites are now held for different purposes or projects with different emphases and priorities. Different Government departments and agencies are involved as project proponents, works agents and management agents. For instance –

- (a) the Planning Department (“**PlanD**”) conducts land use planning and design studies in preparing outline zoning plans (“**OZPs**”)³ for consideration by TPB. However, PlanD does not coordinate the implementation of the OZPs, and OZPs do not exercise detailed control over urban design;
- (b) a large number of harbourfront areas are used as works areas for infrastructural projects under the control of public or private project proponents, e.g. Civil Engineering and Development Department, Drainage Services Department, Water Supplies Department, Highways Department (“**HyD**”) and MTR Corporation Limited;
- (c) roads, pavements and transport infrastructure are under the control of Transport Department (“**TD**”) and HyD;
- (d) together with numerous cultural, leisure and sports facilities along Victoria Harbour, the existing and planned harbourfront promenades are mainly under the purview of the Leisure and Cultural Services Department (“**LCSD**”);

³ OZPs are statutory plans prepared by the TPB and approved by the Chief Executive-in-Council for the regulation of land uses. Developments along the harbourfront are subject to OZP control under the Town Planning Ordinance (Cap. 131).

- (e) specific sites have been vested in/granted to and fall under the individual control of various utilities bodies and Government departments;
- (f) various sites are under the control of or designated for development by the private sector, according to the terms and conditions in the leases or tenancies set by Lands Department (“**LandsD**”) in consultation with concerned departments, provisions of the statutory plans prepared by TPB, Building Regulations set by the Buildings Department, and transport and traffic arrangements made by TD;
- (g) uses such as Public Cargo Working Areas, piers, terminals, ferry terminals and Marine Refuse Collection Points are allocated to the Marine Department (“**MD**”);
- (h) the management of Garrison facilities in the Central harbourfront and Stonecutters Island within the Victoria Harbour is outside the control of any Government department;
- (i) WKCD is under the control of WKCDA; and
- (j) vacant land (including land for permanent disposal that would be available for letting for short term uses on Short Term Tenancies to non-Government entities and land for other Government departments on temporary allocations) is within the remit of LandsD.

3.2 Each of the aforementioned Government departments has different mandates and works within specific constraints. There is no single department within the Government that has an overall mandate for the management of all harbourfront areas and facilities in an integrated, coherent and coordinated way. For example –

- (a) LCSD manages the existing harbourfront promenades under the relevant ordinances and in accordance with Government rules and regulations. These could pose constraints if these promenades are to be managed in a more flexible manner for the creation of an

active, vibrant and commercially viable waterfront;

- (b) MD's principal concerns are to ensure marine safety, smooth port operation and overall port efficiency. It is not responsible for the promotion of new marine uses or the creation of marinas;
- (c) TD facilitates the provision of transport network, traffic facilities and public transport services such as buses and ferries, as well as encourages the use of ferry piers for commercial concessions to improve the long-term financial viability of ferry services. However, harbourfront land for transport uses may pose a conflict with harbourfront enhancement;
- (d) the priority of works project proponents is to deliver public works projects in an efficient, timely and cost-effective manner. Harbourfront enhancement requirements may impose constraints on land use, demand for better and potentially more costly designs, and pose the challenge of improved interface with other waterfront uses;
- (e) the role of LandsD as the landlord is to act as the facilitator for putting land to optimal use through permanent disposal or temporary allocation to Government departments or short term tenancies to non-Government entities. Neither the works projects proponents nor LandsD has the mandate to accord priority to provide public access or leisure uses;
- (f) the established procedures and guidelines of the Food and Environmental Hygiene Department for licences and permits may pose constraints on efforts to allow for hawkers, public entertainment and outdoor seating accommodation for restaurants along the waterfront;
- (g) although the HEC, comprising members from both the private and the public sectors, has only an advisory role, it has successfully championed increased public engagement in harbourfront issues, and has developed the Harbour Planning Principles and Guidelines to guide harbourfront development; and

- (h) the Harbour Unit, established under DEVB in April 2009, coordinates new inter-departmental efforts and has stepped up harbourfront work and made progress in harbourfront planning and enhancement. However, its capability might be restricted by limited manpower and the fact that it has no direct powers over Government departments.

3.3 Similarly, there are no established mechanisms in relation to the development of the harbourfront in Hong Kong for the Government to adequately or systematically tap into the strengths of the private sector, which includes commercial, community, social enterprise, community-based trusts, special purpose companies and other non-governmental organisations. Flexible cooperation between the public and private sectors is likely to offer higher quality results in the planning, design, development, management and operation of harbourfront facilities, which would otherwise not be available in projects that are designed, built, operated and managed solely by either sector.

3.4 In view of the existing shortcomings and the opportunities available, a new and sustainable management model for Hong Kong's harbourfront is necessary so as to address the issues outlined above.

Management of the Harbourfront Areas Overseas

3.5 As observed from TGMMH's overseas visits as well as further discussions and desktop research, it is noted that there is no single model that is universally applicable to all waterfronts in the world. The functions and roles of overseas authorities in harbourfront planning and development also vary from city to city, depending on the institutional environments and contextual developments.

3.6 Some of the agencies are primarily port authorities that deal with port and navigational affairs, such as Port Metro Vancouver in Canada; while some are redevelopment corporations to regenerate defunct docklands, such as the London Docklands Development Corporation. Others are multi-functional in nature, like the Sydney Harbour Foreshore Authority and the Port of San Francisco, which may be involved in land disposal, planning, development, property management, event management,

maintenance of port facilities, etc. In Singapore, the revitalisation of the waterfront is mainly led by the Urban Redevelopment Authority which possesses integrated planning, development, land disposal and management powers. The actual planning, design and implementation of development projects in the Marina Bay of Singapore were carried out by a small team under the Urban Redevelopment Authority called Marina Bay Development Agency. Through its Board and Committees, the authority has strong input from the private sector.

3.7 Each of the aforementioned authorities was created and evolved to suit their local socio-political and development contexts. Members noticed that overseas authorities were established to arrest blight and make long-term investments in infrastructure to convert redundant and uneconomic waterfronts into vibrant community assets. In contrast, the Hong Kong harbourfront has a high land value and the last remaining sites are eagerly sought after for many, and sometimes conflicting, private and public uses.

3.8 While recognising variation and divergence of waterfront management in different cities, some common patterns and general principles that emerged from overseas studies serve as a basis for the recommended management models for Hong Kong. These include –

- (a) Policy vision and commitment – Waterfronts are recognised as important public assets in the Government’s policy statements which serve as a basis for building consensus across Government departments, for facilitating support from the general public, and for rallying support from the general public;
- (b) Development approaches and strategies – Waterfronts around the world share common strategies including an emphasis on connectivity, mixed-use development, public engagement, private-sector participation, heritage preservation and brand development; and
- (c) Management models and implementation – Sustainable waterfront developments require a strong and centralised authority to lead and organise the effort, with effective procedures to avoid departmental fragmentation separating policy and delivery, and to ensure close

cooperation with the community and the private sector.

A commonality in the overseas examples is that each has an overarching body which has a range of responsibilities for the overall advocacy, planning, coordination and monitoring of waterfront matters. Each recognises the waterfront as an important public asset with high economic, social and environmental values, and they work closely with the private sector and their respective communities. An integrated approach has been key to the successful development of these waterfronts.

3.9 The widespread presence of PPP in planning, design, development, management and operations was also a commonality featured in overseas waterfronts, as can be seen through the following examples –

- (a) In London, the South Bank was previously a rundown area with no vibrant waterfront about 10 years ago. Through PPP, the area has been transformed into a major tourist destination with key attractions like the London Eye and the Royal Festival Hall. Together with the local authorities, the South Bank Partnership and the South Bank Employers Group have helped transform the South Bank into the most sought after waterfront destination and created the South Bank as a brand with its own unique identity.
- (b) In Liverpool, the Mersey Partnership is a sub-regional partnership set up to regenerate the Mersey Waterfront. It started off with public funding and subsequently attracted much private investment to participate in the redevelopment of Pier Head, King's Cross and a wide range of environmental and recreation projects.
- (c) In Sydney, private participation has been an important mechanism for channelling private resources to finance the development, management and maintenance of Darling Harbour and the Rocks. In recent years, the private sector was substantially involved in the planning of the Barangaroo waterfront under an established framework to encourage private sector investment. An international design competition was organised to attract private sector talent in providing development ideas and project designs, including a large headland waterfront park and mixed-use development.

- (d) In Singapore, close cooperation with the private sector was a core aspect in the regeneration strategy of the Singapore River and development projects in Robertson Quay, Clarke Quay and Boat Quay. In particular, Clarke Quay is under the single ownership of a master developer and has been revitalised into a successful facility that is popular with locals and tourists. In many places in Singapore, private developers are required to construct the promenade and then return the land to the Government. The Government then licenses the promenade back with short term tenancies or licenses to adjoining property owners and users for public waterfront related activities.
- (e) In San Francisco, the redevelopment of the Port and the Ferry Building relied heavily on private sector participation because of limited public resources from the Federal government. The Port of San Francisco sets the policy planning framework to attract private redevelopment initiatives and investment, most notably, the Pacific Waterfront Partners Ltd that developed Piers 1, 3 & 5, and the Pier 39 Strategic Alliance that regenerated Pier 39.
- (f) In Vancouver, many developers participated in the Olympic Village project. The waterfront was designed and constructed first and ahead of the properties by Government funded with proceeds from land sales of the adjacent sites. Private sector investment is dominant in the case of Richmond in the development of its waterfront. Both the 2002 Waterfront Amenity Strategy and the 2009 Waterfront Strategy have provided a public policy framework to attract private development and redevelopment initiatives, notably, River Rock Casino.

3.10 The above overseas waterfronts visited by TGMMH reflect that PPP, under a strong leadership combined with private sector investments and ongoing community involvement, has emerged as a popular policy tool to develop/redevelop waterfronts and to transform harbourfront land and facilities for better public enjoyment.

4. TASK GROUP'S RECOMMENDATIONS

Recommendations

4.1 TGMMH recommends that –

- (a) an overarching non-statutory Harbourfront Commission be established to replace the HEC, which shall assume overall envisioning, advocacy, oversight, advisory, coordination and monitoring roles, with a view to enhancing the planning, design, development, management and operation of harbourfront areas, facilities and adjoining water bodies in the Victoria Harbourfront; and
- (b) the Commission advocate the wider application of PPP in harbourfront development and management in Hong Kong, putting in place mechanisms to encourage ongoing community involvement as well as identify and recommend site-specific or project-specific private sector participation arrangements in harbourfront development and enhancement for the Government's consideration.

Details of the above recommendations are set out in the ensuing paragraphs.

Principles

4.2 TGMMH considers that the Harbourfront Commission's work shall be based on the following principles -

- (a) the Commission's tasks shall be tailored to fit the socio-economic, political and institutional circumstances of Hong Kong;
- (b) the Commission shall be aspirational and innovative yet at the same time provide a deliverable/effective mandate;
- (c) the strengths of the existing organisational and institutional framework shall be recognised; the current constraints such as the

inability to deliver a holistic enhancement strategy, the lack of single bureau/department accountability and the absence of meaningful private sector involvement or participation in the management of the harbourfront shall be addressed;

- (d) private sector participation shall be actively sourced so as to improve efficiency, innovation, design standards, funding approaches and to achieve more responsive solutions to public aspirations and changing circumstances in managing the harbourfront;
- (e) the Commission shall be given high-level policy support with identification of a “champion” within the Administration, who will assume overall policy responsibility over Hong Kong’s harbourfront;
- (f) the Commission shall take a step-by-step approach in enhancing the Victoria Harbourfront over the short, medium and long term in order to accommodate the varying characteristics of different harbourfronts;
- (g) in pursuing its tasks, the Commission shall involve and respect all stakeholders (through public engagement in the broadest sense, building community ownership throughout the planning, design, implementation and operation process);
- (h) a completely new structure shall not be re-invented unnecessarily, but existing arrangements, skills and resources should be utilised as far as possible; and
- (i) the Commission shall deliver outcomes that are in line with the HEC Harbour Planning Principles and Harbour Planning Guidelines, which will continue to be refined as and when necessary.

Characteristics

4.3 The characteristics of the recommended solution are as follows –

- (a) it will address constraints and, at this stage, does not involve new statutory powers, given members' understanding of the challenges and risks associated;
- (b) the Commission will be assisted in its work by the various authorities which exist within the Government, balanced by multi-stakeholder involvement;
- (c) it will involve a building-block approach and respect existing institutional and organisational framework;
- (d) it will facilitate PPPs and provide flexibility to accommodate varying characteristics of different harbourfront areas and changing aspirations over time; and
- (e) it will also take account of all ongoing major harbourfront initiatives and maintain a close working relationship with relevant stakeholders, including the WKCDA, Legislative Council, District Councils, other harbour concern groups, private sector organisations and non-governmental organisations.

4.4 Based on the above-mentioned principles and characteristics, TGMMH advocates the creation of an overarching, non-statutory Harbourfront Commission.

Establishment of Harbourfront Commission

(i) *Terms of reference*

4.5 The Harbourfront Commission is proposed to have the following major roles and functions –

- (a) play an **advocacy**, **oversight** and **advisory** role in the envisioning, planning, urban design, marketing and branding, development, management and operation of the harbourfront areas and facilities on a continuous and ongoing basis;

- (b) exercise overall **coordination** and **monitoring** of harbourfront planning, urban design, development and management to ensure effective integration of these major aspects; and
- (c) **foster** and **encourage** the development, management and maintenance of the harbourfront through a wide range of contractual entrustment/partnership arrangements with the private sector (including the community, social enterprises and NGOs).

In line with the jurisdiction of the HEC, the boundary of the harbourfront areas that would come within the jurisdiction of the Commission would be the extent of the harbourfront areas promulgated in the Harbour Planning Guidelines⁴. The Commission would also oversee the interfacing issues pertinent to marine uses and adjoining water bodies, in order to achieve a more vibrant, active and accessible Victoria Harbourfront.

(ii) Membership and structure

4.6 To enable the Commission to carry out its roles and functions effectively, the Commission would need to tap into the expertise and resources of various parties from both within and outside the Government. It is recommended that the Commission be composed of lay members as well as senior Government officials from the relevant bureaux and departments. The lay members should comprise both individual and organisation members who come from various professional bodies, harbour concern groups, or are district/community leaders. In line with the HEC tradition, it is recommended that the organisation members should have the liberty to nominate their representatives to sit on the Commission as regular or alternate members.

4.7 On the leadership of the Commission, it is proposed that the Commission be chaired by an independent non-official. To ensure that there would be adequate high level policy steer and support from the Government, it is proposed that the Secretary for Development sit on the

⁴ As explained in paragraph 1.2 above, for general indicative purpose, the harbourfront is the land between the harbour up to and including the first major road which segregates the hinterland and the harbourfront.

Commission and take up the role of Vice-Chairman. In the event that the Secretary for Development is unable to attend the meeting of the Commission, she shall appoint the Permanent Secretary for Development (Planning and Lands) as her alternate. Noting the line of responsibility of DEVB to the Financial Secretary, it is further proposed that the Commission be appointed by and reports to the Financial Secretary.

4.8 A number of **Panels** may be set up under the Commission to assist in carrying out the Commission's key functions. The Panels are to be convened by and made up of Commission members. If deemed necessary, the Commission may co-opt further members into these panels to provide expertise on specific projects.

(iii) Relationship between the Commission, the Administration and other bodies

4.9 As the proposed Harbourfront Commission would not be given statutory or executive powers, it is expected to be assisted by the authorities that exist within the Government. It will respect the existing institutional and organisational framework. Proposals regarding the harbourfront, whether initiated by the Commission or those put forward to it for advice, should conform to the statutory requirements, including those under the Town Planning Ordinance, and have due regard for existing rights and circumstances.

4.10 The Commission may advocate, initiate and formulate initiatives, programmes and projects to enhance the planning, design, development, management and operation of harbourfront areas under the Action Areas for the Victoria Harbour as recommended by the HEC. These initiatives can be reviewed and updated on an ongoing basis, with the support and input of the Government. For the preparation of plans such as OZPs, the Government would ensure that the Commission is engaged from an early or appropriate stage so that its input and recommendations would be duly considered and incorporated in the process.

4.11 The Commission should be apprised, on a regular basis, of all Government initiated or coordinated harbourfront developments or projects (including infrastructure/utility projects) which may have impact on the

harbourfront. Government departments should invite non-government project proponents to consult the Harbourfront Commission on relevant projects and proposals. This process is essential to the Commission's effective coordination and monitoring of harbourfront planning, design, development, management and operation. To ensure that the Commission's views are adequately reflected, project proponents should seek the advice of the Commission at the early stages of their implementation.

4.12 To facilitate the consideration of harbourfront development projects by the relevant authorities (for instance, the TPB in respect of OZPs, planning briefs, etc., the Legislative Council in respect of funding approvals, District Councils in respect of local-based district enhancements, and WKCD in respect of the use of harbourfront land in WKCD), the Commission may prepare submissions setting out its views and advice, which are expected to be duly considered by the relevant authorities.

4.13 To underline the Administration's recognition and support of the work of the Commission and to ensure that bureaux and departments will interact with the Commission in the expected manner, it is recommended that the appointing authority of the Commission should issue clear instructions to all bureaux/departments to that effect.

(iv) *Execution*

4.14 Operationally, the Harbour Unit of DEVB would be responsible for following up the requests and recommendations put forth by the Commission, as well as all necessary coordination within the Government.

4.15 The Harbour Unit, on a site- or project-specific basis, may establish and sponsor multi-disciplinary **Project Teams**. The Harbour Unit and the Project Teams may acquire specialist resources, such as consultants, planners, architects, landscape architects, marine architects, PR professionals, engineers and others to assist in the work of the Commission.

4.16 The Commission may require the Project Teams to prepare materials (such as visuals, proposals and surveys) and organise activities (such as meetings, competitions and public consultation) in relation to its

facilities.

(v) *Modus operandi, secretariat and funding support*

4.17 As in the current operation of HEC, it is important for the Commission to maintain a high degree of transparency in its work. The Commission meetings will be open to the public. The agendas, papers and records of meetings will also be available in the public domain, except in situations when matters of commercial sensitivity and confidentiality are involved.

4.18 Secretariat support to the Commission will be provided by the Harbour Unit. The Unit, with the support of the Secretary for Development, would be responsible for seeking all necessary resources for funding and implementation of the Commission's operations and initiatives. Such resources should include those required by the Harbour Unit for serving the Commission and individual Project Teams to be established for the actual delivery and implementation work.

Private Sector Participation

4.19 TGMMH supports the wider application of PPP in harbourfront development and management in Hong Kong, noting that the private sector includes commercial, community, social enterprise, community-based trusts, special purpose companies and other non-governmental organisations.

4.20 Having observed the management of harbourfront areas overseas, PPP with community involvement is a widely adopted and successful policy tool around the world for harbourfront development, redevelopment and management. Such cooperation is a prerequisite to the regeneration and transformation of dilapidated and under-utilised harbourfronts into vibrant, attractive and sustainable destinations for both locals and tourists.

4.21 The Government has yet to systematically tap into the strengths of the private sector in the planning, design, construction, operation and management of the harbourfront. The public sector in Hong Kong is often

management of the harbourfront. The public sector in Hong Kong is often said to be constrained not only by service-wide rules and regulations, but also in terms of its attitude to risk-taking and the exercise of discretion in the development and management of the public realm. The departmental structure of the Government at present also limits the scope for lateral or innovative thinking. As illustrated in the overseas examples, if appropriately engaged, the private sector can provide the necessary capital, expertise, creativity, innovation, diversity, management skills and versatility that the public sector often lacks. Through PPP and better cooperation between public and private sectors, the delivery of capital projects or services would be more financially sustainable and could operate on a self-financing basis with a steady source of revenue.

4.22 Notwithstanding the benefits of PPP, it would not be too realistic to expect the private sector to proactively deliver or provide harbourfront facilities entirely for public enjoyment or for the public purpose without adequate incentive schemes or administrative measures to be provided by the Government. Successful partnership arrangements should draw on the strengths of both the public and private sectors to establish complementary relationships that would allow a vibrant and sustainable harbourfront to be realised with flexibility, innovation, creativity, while guided by the public sector's equity principles. The terms of any such PPP have to be carefully crafted to ensure the business and financial viability of any private sector involvement on the one hand; and on the other hand, to ensure that the public purpose is achieved on an ongoing basis through some suitable form of continuous Government oversight such that public accountability is not compromised. This balance should be achieved through transparency, engagement and participation of the community throughout the process in overseeing the PPP.

4.23 Noting that the community may have different views or concerns about PPP, particularly on the issue of public accountability, TGMMH considers that arrangements for a good PPP model applicable to the Hong Kong harbourfront may possess the following characteristics (including but not limited to) –

- (a) there will be community involvement throughout the different stages of the PPP process, from planning, design, development to management and operations of the harbourfront;

- (b) be able to ensure that the public purpose is achieved;
- (c) there should be opportunities for the private sector, profit making or non-profit making alike, to participate and contribute;
- (d) the PPP should bring alternative capital and recurrent funding to the future benefit of the harbourfront, without being over-reliant on the Government for capital or recurrent funding;
- (e) the PPP should, as appropriate, incentivise the private sector partner by some form of revenue sharing with the Government;
- (f) the ultimate ownership of the harbourfront shall remain vested in the Government; and
- (g) acknowledge that aspirations and needs may change over time, necessitating review of arrangements to avoid creating undue risk for the parties involved.

4.24 TGMMH notes that there are a wide variety of possible PPP models, with different levels and forms of private sector involvement, such as those set out in **Annex F**. Noting that there is no universal model that can be adopted across-the-board, TGMMH/HEC and/or the proposed Commission are expected to assist the Government in devising site-specific or project-specific PPP arrangements for consideration on a case by case basis. The characteristics of PPP models set out in the paragraph above are general in nature, and must be carefully thought through in applying to individual areas or facilities. The Government is encouraged to engage TGMMH/HEC or the proposed Commission on specific cases.

Aspirations for a Statutory Harbourfront Authority

4.25 As Task Group Members have observed, the ability to combine advocacy with execution as well as the flexibility to operate without the constraints of bureaucracy are conducive to bringing about holistic, integrated and responsive changes to the management of the harbourfront. For the same reasons, Hong Kong has seen the need to establish

independent statutory authorities in the management of key public assets, such as public hospitals and lately, the West Kowloon Cultural District. However, in the course of its deliberations, the TGMMH recognised that a major challenge in our harbourfront enhancement work at present lies in the effective resolution of conflicts between various government objectives and mandates and some incompatible land uses of harbourfront sites inherited from the past, including some in private ownership. This main consideration justifies TGMMH's above recommendations in moving forward on the basis of the existing institutional, policy and resource framework, under the championship of a non-executive Harbourfront Commission backed up by high-level steer and resolve within the Administration to address the needed resolutions. TGMMH however recommends that in the longer run the aspiration for an independent, statutory authority, supported by its own executive and dedicated funding, to plan, design, operate and manage the harbourfront should be re-visited to enhance public involvement, vibrancy and timely response to public needs.

5. CONCLUSION

5.1 As a conclusion to the extensive research, briefings and discussions carried out in the past two years, TGMMH recommends the establishment of a Harbourfront Commission, together with the associated implementation and delivery mechanisms set out in this report.

5.2 TGMMH believes that in order to achieve a truly sustainable management model for the harbourfront, it would be necessary for the future Commission to engage in continuous community involvement, ensure its operations are transparent and have the ability to continuously review and improve arrangements in order to meet public aspirations.

5.3 TGMMH also recommends the wider application of PPP in the planning, design, financing, construction, delivery and management of the harbourfront. The proposed Commission will assist the Government in devising and reviewing site- or project-specific PPP arrangements to accommodate different development and management needs.

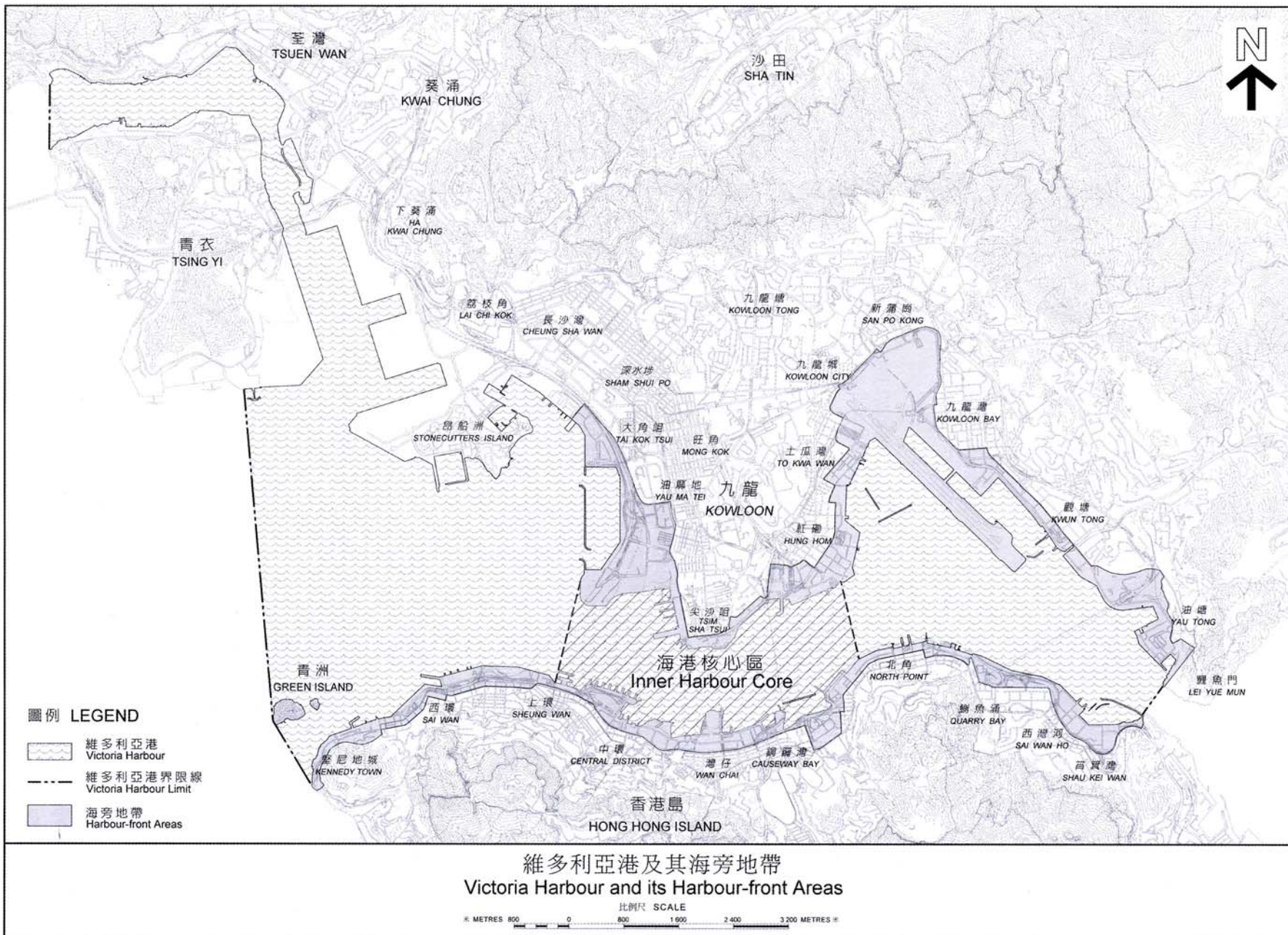
5.4 The HEC will assist the Government in taking forward the recommendations set out in this report. Pending the establishment of the

Harbourfront Commission, the HEC will continue to provide advice to the Government.

ANNEXES

- Annex A - Statutory Boundary of Victoria Harbour and Harbourfront Areas
- Annex B - Membership List of TGMMH
- Annex C - Summary of Local Examples Studied by TGMMH
- Annex D - Summary of Overseas Examples Studied by TGMMH
- Annex E - Reports on Overseas Visits
 - E1 - Liverpool and London
 - E2 - Singapore and Sydney
 - E3 - San Francisco and Vancouver
- Annex F - Examples of Delivery and Management Models Adopted in Hong Kong

TGMMH, HEC
January 2010



Task Group on Management Model for the Harbourfront Membership

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Secretary

Assistant Secretary for Development (Harbour)2

**Summary of Local Examples Studied by
Task Group on Management Model for the Harbour-front**

| | Examples Studied | Brief Description |
|---|-----------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1 | West Kowloon Waterfront Promenade | <ul style="list-style-type: none"> • A Government-funded temporary public facility funded by ArchSD's block allocation vote, i.e. project below \$21M. • Design-build-operate by Government (i.e. ArchSD design-build, repair and maintain, LCSD manage). • Daily operation partially outsourced, e.g. daily cleaning and horticultural maintenance. |
| 2 | Wan Chai Waterfront Promenade | <ul style="list-style-type: none"> • A temporary public facility funded by CEDD's block allocation vote, i.e. project below \$21M. • Government design-build-operate (i.e. CEDD as project proponent, ArchSD design-build-maintain, LCSD manage though not LCSD park). • Some flexibility / relaxation (e.g. pets allowed) compared with conventional LCSD parks which are subject to Pleasure Grounds Regulations. |
| 3 | Tsing Yi Promenade | <ul style="list-style-type: none"> • Public facilities comprising 4 portions of promenade using different development and management models as follows – <ul style="list-style-type: none"> (i) Private developer (MTRCL) was required under lease conditions to design-build (i.e. Maritime Square portion). Management subsequently entrusted to MTRCL at a nominal fee of \$1 for 10 years; (ii) Private developers were required under lease conditions to design-build. On completion of the construction works, the promenades were handed back to LCSD for management (i.e. Grand Horizon and Villa Esplanada); and (iii) Government design-build-operate by LCSD for the remaining portion of the promenade. |

| | Examples Studied | Brief Description |
|---|-------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 4 | Avenue of Stars (AOS) | <ul style="list-style-type: none"> • A public facility spearheaded by Hong Kong Tourism Board and funded by private sector (New World Development Ltd) as a “donation” project at \$40M. • New World design-build-transfer under “Deed of Donation” signed with LCSD. • Entrustment of daily management and maintenance from Government to AOS Ltd (a New World subsidiary) at \$1 for 20 years under “Management, Maintenance and Operation Deed” signed with LCSD. • Management and operation issues overseen by a Management Committee comprising LCSD, AOS Ltd, HKTB, TC, ArchSD, HAD and Hong Kong Film Awards Association Ltd. Overall management authority still rests with LCSD. • Operation is on self-financing principle. AOS Ltd may generate income from running 3 kiosks and 7 mobile carts. No commercial activities / sponsoring / advertising allowed. Profit sharing with Government on a 50/50 basis. Operational loss, if any, is to be borne solely by AOS Ltd. |
| 5 | Nan Lian Garden | <ul style="list-style-type: none"> • A Government-funded public facility under PWP. Superstructures, plants and boulders were funded by Chi Lin Nunnery as a contribution to the community. • Design-build contract-out to Chin Lin. Works supervised by a Project Coordination Committee comprising government representatives and independent professionals. • Management and maintenance entrusted to Chi Lin at \$1 for 5 years. |

| | Examples Studied | Brief Description |
|---|------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 6 | Jockey Club Creative Arts Centre (JCCAC) | <ul style="list-style-type: none"> • A non-Government initiative spearheaded by Hong Kong Baptist University (HKBU) and funded by both Hong Kong Jockey Club Charities Trust (HKJCCT) (for redevelopment and conversion works) as well as Government (through subvention of market rental). • Government signed a works entrustment agreement with HKBU and executed a short term tenancy with HKBU's wholly owned company limited, i.e. the Hong Kong Creative Arts Centre Limited (HKCACL), for operation and management. • Operation is on self-financing principle (through rental income from tenants) and non-profit-making model. An interest-free loan from HKBU to cover initial operating deficit. HAB representative sits on HKCACL Board as observer, and oversees the latter's compliance with the subvention agreement. |
| 7 | Tsim Sha Tsui Piazza | <ul style="list-style-type: none"> • A public facility spearheaded by Tourism Commission (TC). • Engagement of public through public consultation, workshops and design competition. • Currently still at planning stage undergoing design competition. • Funding, development and management mode to be decided, but likely a Government-funded PWP to be constructed by Government, while daily operation and management to be entrusted to private sector. |
| 8 | West Kowloon Cultural District (WKCD) | <ul style="list-style-type: none"> • A Government-funded initiative for an arts and cultural infrastructure / hub. • A statutory WKCD Authority to take forward the implementation of the entire project (i.e. planning, design, construction, operation, management, maintenance to marketing, organisation and sponsoring of events). • Board of WKCD Authority is the governing and executive body. It comprises both public and non-public officers with different professional knowledge, expertise and experiences. • Land grant to the Authority at nominal premium. An upfront endowment of \$21.6 billion injected to the Authority for financing the capital cost. The Authority may collect fees for the use of facilities, set up reserve funds and make investments. • Residential, hotel and office sites within WKCD will be carved out for disposal by Government. The Authority may hold, lease, hire, acquire or dispose land in accordance with land grant conditions. |

| | Examples Studied | Brief Description |
|----|-------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 9 | Peak Galleria | <ul style="list-style-type: none"> • A private development with certain degree of design quality and management control using a “design and tender” model. • Private developer design-build-operate. • Under the design and tender model, the tenderers were required to include a preliminary design proposal (in compliance with design parameters set out in the tender document) when submitting tenders. • On management and operation, the private developer was required to own and maintain the land at its own expense including development and maintenance of private open space, which should be open at all times to the public without fees or charges, and development of public open space, which has been handed back to Government. |
| 10 | Whampoa Garden | <ul style="list-style-type: none"> • A private development design-build-operate by private developer with planning control through Master Development Plans approved by Town Planning Board. • Provision of public facilities (e.g. open space) on private land through lease conditions (e.g. the developer is required to maintain open space which shall be open to the public at all times). |

**Summary of Overseas Examples Studied by
Task Group on Management Model for the Harbour-front**

| | Examples Studied | Brief Description |
|---|-------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1 | Cardiff, U.K. | <p><i>Cardiff Bay Development Corporation</i></p> <ul style="list-style-type: none"> • The Cardiff Bay Development Corporation was established by the Government to undertake redevelopment of the Cardiff Bay, including construction of the Cardiff Bay Barrage. • On completion of the redevelopment, the Corporation was dissolved in 2000 and the Cardiff Harbour Authority took over the responsibility of management, operation of the bay structures and promotion of the Cardiff Bay as a recreational and business asset. The Cardiff Harbour Authority is part of the Cardiff County Council and is funded by the Government. |
| 2 | London, U.K. | <p><i>London Docklands Development Corporation</i></p> <ul style="list-style-type: none"> • The London Docklands Development Corporation was established with public funds in 1981 to regenerate the dilapidated Docklands such as the Canary Wharf in east London. It had extensive and integrated power in planning, land disposal and management. Following the completion of key redevelopment projects, the Corporation progressively handed over planning and management powers to local borough councils and was dissolved in 1998. <p><i>South Bank Partnership</i></p> <ul style="list-style-type: none"> • The South Bank Partnership plays an active role in transforming and regenerating the South Bank Area together with local borough governments. It acts as a forum for discussing ongoing development projects and identifying strategic investment decisions within the South Bank Area. It is a cross-borough, cross-party organisation comprising elected representatives, statutory organisations, and major local stakeholders. The Partnership participates in the management and promotion of South Bank together with private organisations such as the South Bank Employers' Group. |

| | Examples Studied | Brief Description |
|---|-------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 3 | Liverpool, U.K. | <p><i>Mersey Waterfront</i></p> <ul style="list-style-type: none"> • To regenerate the derelict, industrial waterfront of Liverpool City, the Government set up the Mersey Waterfront in 2002 with public funding from the Northwest Regional Development Agency. The Mersey Waterfront is a public-private partnership which aims at identifying and coordinating waterfront development projects and initiatives. The partnership includes city and district councils, NGOs, academics and local businesses. • The initial success of the Mersey Waterfront in regenerating the waterfront has attracted private investors to participate in the partnership, which has been essential to the development of a number of recreational and commercial projects along the Merseyside, such as the Cruise liner facility and the Convention Centre near Albert Dock. |
| 4 | Singapore | <p><i>Urban Redevelopment Authority (URA) and Marina Bay Development Agency</i></p> <ul style="list-style-type: none"> • In Singapore, the revitalisation of the riverfront and waterfront is mainly led by the URA. It possesses integrative planning, development, land disposal and management powers in waterfront areas. The Marina Bay Development Agency, an executive department under the URA, is responsible for planning, designing and implementing development projects for Marina Bay. |
| 5 | Sydney, Australia | <p><i>Sydney Harbour Foreshore Authority</i></p> <ul style="list-style-type: none"> • The Sydney Harbour Foreshore Authority is the principal authority for developing and managing foreshore areas, as well as the largest single landowner in Sydney. It is a statutory body established by the Sydney Harbour Foreshore Authority Act (1998) which amalgamated functions of several individual bodies, with integrated powers in planning, developing and managing foreshore areas. It also assumes a marketing function by promoting and branding the Harbour. The Authority is under the control and direction of the NSW Minister of Planning and is self-financed. |

| | Examples Studied | Brief Description |
|---|-------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 6 | San Francisco, U.S. | <p data-bbox="555 236 864 268"><i>Port of San Francisco</i></p> <ul data-bbox="555 284 2141 560" style="list-style-type: none"> <li data-bbox="555 284 2141 560">• The Port of San Francisco has been tasked to transform the industrial port areas into a modern waterfront for recreation, civic and maritime-related uses. The Port is endowed with a wide range of powers in planning, developing and managing port lands, including land use planning, real estate development, shipping activities and maintenance of port facilities. Although the Port has no land disposal power, it may generate revenue by leasing properties. The Port is under the control of the Port Commission and operates as a government department of the City and County of San Francisco. |
| 7 | Vancouver, Canada | <p data-bbox="555 624 864 655"><i>Port Metro Vancouver</i></p> <ul data-bbox="555 671 2141 850" style="list-style-type: none"> <li data-bbox="555 671 2141 850">• Port Metro Vancouver is the dedicated authority entrusted with full control of port development in Vancouver. An amalgamation of three former port authorities, Port Metro Vancouver owns about 2,700 ha of land and is responsible for planning, developing and managing port-related land and sea uses. The Port is accountable to the Minister of Transport, Infrastructure and Communities. |

Harbour-front Enhancement Committee (HEC)
Task Group on Management Model for the Harbourfront (TGMMH)

Report on Visit to Liverpool and London (2-7 November 2008)

1. Victoria Harbour is a great natural asset and has been instrumental in the development of Hong Kong as an entreport. Hong Kong's harbourfront has been historically used as a working harbour. However, there is now growing public aspiration for the enhancement of the harbourfront to make it more vibrant, accessible and attractive for the public enjoyment of all. This offers a golden opportunity for Hong Kong to frame a new image as a harbourfront city and to redevelop the harbourfront in an innovative and creative way, and ultimately to enhance the brand of the Pearl of the Orient.
2. With the above in mind, a delegation of the TGMMH attended the Waterfront Expo at Liverpool and visited London on 2-7 November 2008 to study overseas management models of the harbourfront, with the objective of formulating a suitable management model for the Hong Kong harbourfront. A programme of the Waterfront Expo and a list of the places we visited in London are appended at Annexes A and B for reference.
3. We divide this report into three parts: our observations and findings, the lessons drawn for Hong Kong from our experiences, and our conclusion and recommended way forward for future visits.

1. Major Observations: Key Challenges and Opportunities in Waterfront Development

a. Policy Vision and Commitment

4. From the various presentations at the Waterfront Expo it is evident that a city needs a strong policy statement and unwavering commitment for waterfront development, bearing in mind that, policies that work in boom time may not work in recession. Waterfront developments take time to implement, and they cannot be developed overnight. In developing such a vision, it is necessary for the

government, in consultation with the public and stakeholders, to consider the following key issues:

- ◆ the kind of place it will be;
 - ◆ who is it for;
 - ◆ what it will add to the value of the city;
 - ◆ how it will be perceived locally and internationally; and
 - ◆ the role of the government, the private sector and the public in the planning, delivery and management of the waterfront.
5. Liverpool is a great example of a city that for several decades was on a steady decline but has undergone a miraculous recovery over the last ten years. Liverpool Vision is the first Urban Regeneration Company in the UK supported by its public sector partners such as Liverpool City Council, the Northwest Regional Development Agency and the English Partnerships which together formulated Liverpool Vision and Regeneration Plan. Public-private partnerships in the form of Mersey Partnership have come together to regenerate the city centre and transform Liverpool into the 2008 Cultural Capital of Europe.
6. Other examples that show a policy vision and strong commitment include Canary Wharf development by the London Docklands Development Corporation that transformed the rundown docklands into a thriving Second Central Business District to London over a span of 25 years before progressively handing it over to the local councils. Another successful example is the initiative of the English Partnership to acquire an area of 300 acres in the Greenwich Peninsula, which used to be the largest gas works in UK. Through sustainable development and excellent urban design, the area was transformed into a thriving award winning community with 50% affordable housing in the whole village, home to people from all over UK.
7. The regeneration agencies in Liverpool and London, Mersey Partnerships, London Docklands Development Corporation and English Partnerships, started off as government initiatives with a clear mission to regenerate declining industrial areas. They were supported by public infrastructural developments and financing, until the success of the projects eventually attracted considerable private investments. Thus, the government plays an important role in formulating a vision for the waterfront, in taking the lead to deliver the vision and in encouraging private

involvement and public engagement in a sustainable development of the waterfront.

b. Developmental approaches and strategies

8. The various cases presented at the Waterfront Expo Conference share a number of development strategies: emphasis on connectivity, mixed-use development, public engagement, private participation, heritage preservation and brand development.

(i) Connectivity

9. One of the crucial questions raised at the Waterfront Expo was reconnecting the city hinterland with the waterfront by bringing the city to the water so that people can enjoy the waterfront. Waterfront is a place to think and relax and an urban space where people meet. The views from the hinterland to the waterfront should not be blocked.

10. Most presentations highlighted the importance of public accessibility along and from the hinterland to ensure the vitality of the waterfront. In the successful cases of waterfront regeneration that the delegation came across, the government usually took the lead to attract investment by developing essential infrastructures to connect the waterfront with the urban fabric, such as roads, railways, promenades, transport logistics and a good signage system to enable easy access and navigation and to finance strategic developments as catalysts to ensure the regeneration of the waterfront.

11. The successful regeneration of Canary Wharf and Greenwich Peninsula in London, for example, was very much due to the construction of the Jubilee Line that links the former dockland areas to the heart of the city. The South Bank Partnership and the Employers' Group worked together with the Lambeth local government to improve the conditions of pavements and subways around South Bank, so as to enhance connectivity with the inner part of the city.

(ii) Heritage Conservation & Brand development

12. Apart from physical infrastructures, a brand strategy can connect people to the waterfront by providing a waterside experience that is unique to the city and

cultivates a ‘waterfront identity’ among the people. This includes making maximum use of the character of the city, investing and upgrading existing attractions and using events (along and on the water) to animate the waterfront. Events can be mega-size such as the Mersey River Festival, or small and medium ones organized regularly. The Mersey Waterfront is promoted for its unique identity and has attracted major investment in recent years.

13. Heritage is the legacy and memory of a city. Heritage preservation contributes greatly to the development of a unique waterfront ‘brand’. A city needs a waterfront vision that should strive to create a legacy, preserve memories and to understand the history and geography of the place. The vision should be set by the public sector with the public, gauging public aspirations and private sector needs, as well as giving clear guidelines and confidence to invest in the city. The Titanic Quarter development in Belfast, for instance, makes use of the city’s shipbuilding past (including the Titanic) to re-develop a maritime quarter in the city. Historical buildings and monuments related to the Titanic are preserved, such as the Thomson Dock and Pump House.

14. Effective communication strategies are also essential in informing the public and shaping their perception of the kind of unique experience that they would come across at the waterside. A calendar of events is useful in encouraging the public and tourists into waterfront areas, thus stimulating and help funding a sustainable waterfront.

15. Another successful example is South Bank, which only 10 years ago was a rundown area with no vibrant waterfront. Through public-private partnership, the area has been transformed into a major destination including key attractions like the London Eye and the Royal Festival Hall. Together with local authorities, the South Bank Partnership and the South Bank Employers Group have helped transform the South Bank into the most sought after waterfront destination and created the South Bank as a brand with its own unique identity.

(iii) Mixed Use and Sustainable Development

16. A mixed-use of various development types, including residential, commercial, recreational and environmental, is essential to enriching the diversity of waterfront experiences and adding to the attractiveness and vibrancy of the waterfront.

17. In Liverpool, the Merseyside waterfront was regenerated with a mixture of new developments: an Exhibition Centre, a Maritime Museum, Tate Modern and a new Museum of Liverpool to be completed by 2011. One of the piers was turned into a cruise berth, which helps reconnect the city to the river and encourages tourism. The delegation also visited Liverpool One, the new iconic attraction that consists of a modern mixed use development with an open shopping mall, cafes, restaurants, office buildings, and residential buildings with a lot of open space and an open area for performances in the summer. Some of the older buildings and facades were retained and reused, and existing connections to the city were strengthened to ensure that the development would link the older city to the waterfront.
18. Another example is South Bank of London. A large area of recreational space (i.e. the waterfront promenade) is cleverly integrated with the surrounding arts, cultural and commercial activities, such as street performances, graffiti, book sales, cafes, restaurants and higher-end performances and exhibitions in the National Theatre, Royal Festival Hall and Tate Modern. The public can pursue a wide range of activities along the Thames waterfront.
19. There is a need for policy and development innovation to ensure the creation of innovative and unique waterfront communities such as the Greenwich Millennium Village. The English Partnerships, the national redevelopment agency, has a mission to redevelop the area into an innovative, eco-friendly and sustainable community with 50% affordable housing in the whole village. A lot of investment went into the project despite the large capital cost. The project is said to be profitable at the end of completion. The Millennium Dome is also well used for a variety of activities, in spite of the several hiccups initially.

c. Management Models and Implementation

20. We observed that there are various types of waterfront management models and most places use a combination depending on the specific circumstances:
 - (i) Centralized Vs localized

21. A city should look for sustainable development of its waterfront and have a strong leadership and commitment to realize the city's vision. When major development is needed to revitalize an area, there seems to be a need for a centralized waterfront authority, such as the London Docklands Development Corporation responsible for regenerating the London Docklands into the new business district of Canary Wharf. The London Docklands Development Corporation set out the redevelopment planning framework. After 25 years, planning power was progressively handed over to the local district councils. Initially, the public were skeptical and against the project, but the London Docklands Development Corporation developed key infrastructural projects such as the Jubilee Line and light rail to attract private participation. Stricter urban design guidelines were enforced following the more flexible approach during the first phase of development, which was designed to attract private sector tenants into the area.

22. In other cases, the London borough governments have considerable leeway in planning and developing the waterfront areas under their jurisdictions, such as the Lambeth Government that the delegation visited. Lambeth is responsible for managing the South Bank and Vauxhall area along the Thames River. The Mayor of London or the national government does not usually intervene unless there are controversies over the projects e.g. over building heights or heritage preservation. Here again public private sector participation in the form of the South Bank Partnership and South Bank's Employers' Group were instrumental in transforming South Bank into a major tourist destination.

23. Before its dissolution in 1998, the London Docklands Development Corporation possessed extensive and integrative powers, including overall planning power, land ownership (thus was able to enter into commercial agreement with developers) and the power to broker and enter into contracts. In contrast, the Royal Docks Management Authority Limited is a functional body set up to manage the water along the Royal Docks area. Its mandate and enforcement power are quite limited, and thus has to rely on cooperation of land owners while managing the water.

(ii) Integrated Vs functional

24. The Clyde Waterfront near Glasgow, Scotland uses a combination of integrated and functional approaches in developing its riverfront. It strategically attracts

diverse users, creates events and designs extensive educational programs to bring vibrancy, diversity of uses and people to the waterfront.

(iii) Public-Private Partnership

25. If appropriately engaged, the private sector can provide the necessary capital and expertise that the public sector often lacks. Mersey Partnership is a sub-regional partnership set up to regenerate the Mersey Waterfront of Liverpool. It started off with public funding from the Northwest Regional Development Agency. The success in regenerating the Mersey waterfront has attracted many private investors to participate in Mersey Partnership, which has been essential to the redevelopment of Pier Head, King's Cross (with the Convention Centre), a new Cruise liner facility and a wide range of environmental and recreational projects that will further enhance the Mersey River Estuary into the Mersey Waterfront Regional Park.

26. Clyde Waterfront is another successful example. A Strategic Partnership Board was established to finance a 20-25 year regeneration plan for the waterfront. The total amount of public and private sector investments was about £ 5.6 billion. The regenerated waterfront attracted key industries such as IMB and BBC. A Clyde College with 3,000 students was established at the waterfront, reenergizing and animating the area. This is further complemented by events such as river festivals and Commonwealth games.

(iv) Private-initiated Partnership

27. The South Bank Employers' Group is an interesting example of an association of major organizations in South Bank, the group plays an active role in branding and coordinating the re-development and management of the South Bank, including lobbying national and local governments, submitting planning proposals to government authorities, delivering projects to improve the environment of the South Bank waterfront and promoting the South Bank as a 'brand' of London.

2. Some Lessons for Hong Kong

a. Policy vision and commitment

28. Harbourfront development and management in Hong Kong should be vision driven, as shown in the various examples in the Waterfront Expo, Liverpool and London. The formulation of a harbourfront policy vision is the most important step which helps develop common values and shared objectives, facilitate consensus building, and rally societal support for harbourfront enhancement. This policy vision should aspire to build Hong Kong into a leading international harbour city. The vision must be holistic (environment, business, tourist, recreation and residential), integrative (integrating the development of the entire harbourfront in a coordinated fashion) and unique (innovation and originality with local characteristics). The Government must take the lead to form and deliver this vision. The management structure developed for the harbourfront should be in a form that achieves integration across different policy sectors.

b. Connectivity (access from the hinterland, Shenzhen and beyond)

29. The UK experiences demonstrate that public accessibility to the waterfront is the key to the vitality of the waterfront. The Government must take the lead to provide the transport link and transport and logistics infrastructures for the harbourfront.

30. Harbourfront connectivity should go beyond the narrow confine of the local territories to achieve regional integration, so as to tap into the economy of scale and regional division of labour. Connectivity with the local and Mainland territories would add value to the harbourfront, making Hong Kong the center in the region socially, economically and culturally.

c. Heritage Conservation

31. Heritage provides a historical perspective and adds a cultural favor to the harbourfront. Heritage conservation should become an integral part of the Hong Kong harbourfront in its regeneration and management.

d. Mixed-use development

32. A successful harbourfront must feature a mixture of social, business, arts and cultural activities. Any single purpose development approach will not be sustainable, as the UK experiences demonstrate.

e. Public Engagement

33. The planning, development and management of the harbourfront in Hong Kong should be people oriented. Harbourfront for the people requires the public to be fully engaged in the process. This helps to ensure that harbourfront development meets the needs of the people and gets their endorsement. Building a strong consensus through active public engagement will cultivate a strong sense of community ownership, which will make harbourfront development more sustainable.

34. A world class waterfront could only be achieved if it meets the aspiration of the public in addition to the efforts by the government. The public should be engaged in the early stage of the design and development of the waterfront.

f. Public-Private Partnership

35. The government should set up the planning, development and management framework for the harbourfront and provide the necessary infrastructures. It could consider tapping into private sector resources and encourage private initiatives in developing harbourfront enhancement projects. Public-private partnership is more sustainable as it strikes a balance between efficiency and fairness. However, the government has to take the lead in developing harbourfront enhancement projects should there be no private initiatives.

g. Branding and Originality

36. Each harbourfront is unique. The blueprint of other harbourfronts should not be blindly duplicated. While noting overseas experiences, Hong Kong should forge its own path to managing and developing the harbourfront. Originality, creativity and innovation are necessary for creating a unique harbourfront brand and enhance the image of Pearl of the Orient.

37. Branding is an important aspect of harbourfront development. This helps to bring out the uniqueness of the harbourfront of Hong Kong. Branding will add value to the harbourfront of Hong Kong and help promote tourism and economic development in the long run. There are two core issues: what the brand should be and how it should be built. A new (or revived) image of the Pearl of the Orient may be desirable.

3. Key Conclusions

38. The delegation noted that a clear policy vision has been the vital element to achieving a world class waterfront in London and Liverpool. Similarly, a clear policy vision is a must for Hong Kong. The Hong Kong Government must take the lead to form and deliver this vision. The management structure or model developed for the waterfront should be in a form that achieves policy integration.

39. The Waterfront Expo demonstrates that public accessibility to the waterfront is key to achieving vitality of the waterfront. The success of the regeneration of Canary Wharf in London is much related to the construction of the Jubilee Line and the Light Rail system. The government must take the lead to provide the transport link and transport infrastructures for the waterfront.

40. The benefits of integration of activities have been clearly shown in the London and Liverpool waterfronts. The promenade at South Bank of London has integrated arts, cultural, entertainment and commercial activities. This may be instructive for the development of the Hong Kong harbourfront.

41. A world class waterfront could only be achieved if it meets the aspiration of the public. The public should be engaged from the early stage of the design and development of the waterfront.

42. It has taken more than ten years for the London Docklands area to be regenerated from derelict industrial waterways into a mixture of commercial, residential and leisure developments. The delegates appreciate the need for long term development of the waterfront.

43. A brand strategy is required to attract people to the waterfront so as to provide a unique waterside experience and to cultivate a waterfront identity.

4. Way Forward

a. Delegate participation in planning future visits

44. We consider that more time is necessary in preparing for the study visits. Delegates should be informed of the proposed places to visit as early as possible.

45. It is recommended that the planning for the itinerary for upcoming visits should involve TGMMH delegates, with Secretariat support from the Development Bureau and relevant government departments. Prior preparatory meetings amongst delegates and the Secretariat are recommended to ensure that the wishes of the delegates are met.

b. Meeting the Right People

46. It is essential that study visits should include arranging meetings with relevant harbourfront/waterfront authorities, e.g. the port authority. The officers-in-charge who are the master-minds behind the management model should be interviewed. To facilitate such arrangement, it is essential that the right personnel be identified prior to arranging the meetings.

47. Visits to harbourfront/waterfront authorities should focus on policy, structure and management issues. A proper questionnaire (or a list of questions) and a data table should be prepared prior to the visit. The delegation should complete the data table in order to facilitate data collection and analytical work.

c. Information Kit

48. Preferably the trip should coincide with a waterfront conference and a presentation(s) about the Hong Kong Harbourfront and the efforts of the Harbourfront Enhancement Committee should be made by the delegates.

49. Additionally it is recommended that an information kit on Victoria Harbour and the Harbourfront Enhancement Committee be prepared for distribution to the authorities and organizations that the delegation visits.

50. We hope that this report contributes to the preparation of future visits and the task of formulating a management model for the Hong Kong Harbourfront.

Annex

Annex A Waterfront Expo Programme

Annex B Visits in London

Annex C Summary table of the UK Trip - UK Experiences and Hong Kong Lessons in Waterfront Development

December 2008

Conference programme

MONDAY 3 NOVEMBER **Opening Day**

www.waterfrontexpo.com

10.00 Walking tour of Albert Dock

11.00 Registration and buffet lunch

12.30 Civic welcome

Sara Wilde, Chief Executive, Mersey Waterfront, UK

12.40 Sponsor's welcome

Phillip Harcourt, Head of Development Consulting, Colliers CRE

12.50 Opening presentation: Regenerating and developing waterfronts

Professor Michael Parkinson OBE, Director, European Institute for Urban Affairs, Liverpool John Moores University, UK

13.15 From waterports to airports: Re-organising the hinterland

Paul Warner, Research Director, 3DReid, London, UK

13.45 Case study: The Museum of Liverpool

David Fleming OBE, Director, National Museums Liverpool, Liverpool, UK

14.15 River Mersey waterfront tour including introduction and commentary

17.30 Welcome reception

Maritime Museum, Liverpool

TUESDAY 4 NOVEMBER
Global Partnerships Day

**Finance & investment session
Stream 1:
Municipal authorities & developers**

8.30 Registration, coffee and exhibition

9.20 Keynote presentation:
Connecting people with the waterfront

David Mackay, Partner, MBM Arquitectes, Barcelona, Spain

10.00 Case study: Piers 27-31, San Francisco

Andrew Wolfram, SMWM Architects, San Francisco, USA

10.30 Case study: Howard Smith Wharves, Brisbane, Australia

Daniel Keenan, Head of Urban Renewal, Brisbane City Council, Australia

11.00 to 13.00
Site visit: New Brighton

11.00 to 13.00
Site visit: Liverpool Docks and
Seaforth Container Terminal

11.00 The investment situation
*Chris Brown, Chief Executive, Igloo
Regeneration, UK*

13.15 Lunch and exhibition

14.30 Discussion group 1
(in exhibition area)

14.30 Destination branding to
connect people to waterfronts
*Malcolm Allan, Director, Locum
Consulting, UK*

14.30 Lessons from Liverpool and
the way ahead
*Jim Gill, Chief Executive, Liverpool
Vision, UK*

15.15 Discussion group 2
(in exhibition area)

15.15 Landscape architecture in
the waterfront mix
*Peter Sheard, Senior Associate,
Gensler, UK*

15.15 Public and private sector
funding
TBC

16.00 Case study: Redeveloping the Bund waterfront on the Huangpu, Shanghai
Alex Krieger, Chan Krieger Sieniewicz architects, Cambridge, USA

16.30 Case study: From obsolete to open for business - The redevelopment of the San Juan Waterfront, Puerto Rico
Karen McShea, Principal & Managing Director, Global Development Solutions, Colliers International, USA

17.00 Case study: Irvine Bay, Scotland - The coastal park, attracting people back to the water
Patrick Wiggins, Chief Executive, Irvine Bay Regeneration Company, Scotland

17.30 Close of day two

19.30 Civic reception

WEDNESDAY 5 NOVEMBER
European Partnerships Day

**Finance & investment session
Stream 2:
The Liverpool SuperPort Concept**

8.30 Registration, coffee and exhibition

9.15 Case study: Liverpool One
Rod Holmes, Director, Grosvenor, UK

9.45 Case study: Belgrade waterfront
Danica Kilbarda, Chief Executive, Port of Belgrade Authority, Serbia

10.15 Discussion group 3
(in exhibition area)

10.15 Case study: La Spezia, Italy
- Regenerating the waterfront
*Jose Maria Tomas Llavador, Areas
Ingenieria y Arquitectura, Valencia,
Spain*

9.45 Session 1: SuperPort innovation
Key issues defining Liverpool SuperPort

10.15 Session 2: Cluster
development
The current supply chains and how
these will need to adapt

11.00 Discussion group 4
(in exhibition area)

11.00 Floating structures on the
new frontier
*David Beard, CEO, Floating Concepts
Ltd, UK*

11.00 Session 3: Economic
development
SuperPort as a key economic driver
for the Liverpool City region

11.45 Lunch and exhibition

13.00 to 14.30
Site visit: Pier Head &
Mann Island

13.00 to 14.30
Site visit: Liverpool One

13.00 Session 4: Environment
The environmental impact of
SuperPort

14.45 Discussion group 5
(in exhibition area)

14.45 The role of events in
creating activity on the waterfront
*Dr Andrew Smith, University of
Westminster, London, UK*

15.45 Case study: Turner Contemporary - Catalyst for change
Victoria Pomey, Director, Turner Contemporary, Margate, UK

16.15 Case study: The Titanic Quarter, Belfast
Mike Smith, Managing Director, Titanic Quarter Ltd, Belfast, Northern Ireland

16.45 Closing remarks

17.15 Close of conference

**HEC TGMMH Overseas Visits in London
(6 – 7 November 2008)**

| Date | Tour | Time (hrs) |
|-------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------|
| 6 Nov | Briefing/tour of London Docklands by Ms Patricia Holland, local Borough Councillor: Exhibition Centre, London City Airport, Presentation by Harbour Master of Royal Docks Management Authority Limited | 1000 - 1230 |
| | Guided tour of Thames waterfront by Mr Jim Smith, Lambeth Borough Government: Presentation, tour of Vauxhall area and development sites along Albert Embankment | 1345-1600 |
| 7 Nov | Briefing/tour of Greenwich Peninsula & Greenwich Millennium Village by Ms Catherine Snow, Regional Communication Manager, The National Regeneration Agency | 0930-1130 |
| | Luncheon hosted at the South Bank Centre by London ETO with Art and Cultural sectors | 1230-1345 |
| | Guided tour of South Bank by South Bank Employers' Group | 1430-1630 |

Summary Table of the UK Trip - UK Experiences and Hong Kong Lessons in Waterfront Development

| | | Liverpool – Merseyside | London – Thames Riverside | Lessons for Hong Kong |
|-------------------------------------------------|------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| A. Policy Vision and Commitment | | Government taking initiative in formulating policy vision and demonstrating commitment: Mersey Partnerships | Government taking initiative in formulating policy vision and demonstrating commitment: London Docklands Development Corporation, and English Partnerships | Harbourfront development: vision driven - common values and shared objectives for consensus building between society and government |
| B. Development Approaches and Strategies | | | | |
| | i. Connectivity – transportation infrastructure | Connecting hinterland with waterfront: River Mersey | Connecting city with riverfront: successful regeneration of Canary Wharf and Greenwich Peninsula in London | Government provides infrastructure to connect the waterfront with urban areas and beyond to make Hong Kong the center in the region socially, economically, and culturally |
| | ii. Mixed-use development: residential, commercial, recreational and environmental | The Merseyside waterfront: an Exhibition Centre, a Maritime Museum, a Tate Museum and a new Museum of Liverpool, a shopping centre of Liverpool One | The South Bank of London: recreational space integrated with surrounding art, cultural and commercial activities, and exhibitions in the National Theatre, Royal Festival Hall and Tate Modern | Integrative development: a mixture of social, business, art and cultural activities |

| | | | | |
|---------------------------------------------|--------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | iii. Public engagement | Local consultation extensively conducted at the policy stage to assure local endorsement and support | Local consultation extensively conducted at the policy stage to assure local endorsement and support | Active public engagement: to building a strong consensus for cultivating a strong sense of community ownership to sustain harbourfront development |
| | iv. Private participation | Public policy framework from public funding to private initiatives and investment | Public policy initiatives, private investment dominates | The government: sets up the planning, development and management framework for facilitating private initiatives and investment |
| | v. Heritage preservation: creating a legacy understanding the history and geography of the place | The Merseyside waterfront: the preservation of dockyard heritage site and historic buildings | The Thames River: preserved and converted to tourist attraction or business purposes | Heritage conservation: an integral part of Hong Kong harbourfront in its regeneration and management for collective memories and tourist attractions |
| | vi. Brand development: cultivating a unique 'waterfront identity' to add value for branding | Make use of the past: Cultural heritage, recreational and business meet with traditional waterfront features The Belfast experiences: The Titanic Quarter development | Creating a new identity/image: Mixed themes with local characteristics – The South Bank in the Thames River: Lively in the form of recreation , popular performance and artistic; Canary Wharf: business meet with cultural and recreational | Branding on originality (instead of copying): Originality, creativity and innovation for creating a unique harbourfront brand and enhance the image of Oriental Pearl |
| C. Management Models and Development | | | | |

| | | | | |
|--|----------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------|
| | i. Central vs local: Central policy and planning framework for local implementation | | Centralized Waterfront Authority: The London Docklands Development Corporation responsible for regenerating the London Docklands Local implementation: London borough governments considerable leeway in planning and developing the waterfront areas under their jurisdictions, such as the Lambeth Government | A central waterfront authority with development stressing on local characteristics |
| | ii. Integrated vs functional | | The London Docklands Development Corporation: extensive and integrative powers of planning power, land ownership and managing stakeholders The Royal Docks Management Authority Limited: limited enforcement power in managing the water areas | A central authority with more integrative power tends to be more effective and desirable |
| | iii. Public-private partnership: Public-private joint investment | Mersey Partnership: initial success attracted private investors in the form of partnership The Glasgow Experiences: | South Bank Partnership – creating platform for private investment | Attractive option: The establishment of a public-private partnership for taking up the development and management of the harbourfront (under a |

| | | | | |
|--|-----------------------------------|----------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------|
| | | the Clyde Waterfront | | central authority) |
| | iv. Private-initiated partnership | | <p>The London Docklands and Canary: private development and management</p> <p>The South Bank Employers' Group: plays an active role in branding and coordinating the re-development and management of the South Bank</p> | Good option in the development and management stages. |

**Report on the Second HEC TGMMH Overseas Visit:
Singapore and Sydney (16-21 February 2009)**

1. In the continuation of its effort to tap on foreign experience, in search of an appropriate management model for managing the Hong Kong harbourfront, the TGMMH organized another overseas visit on 16-21 February 2009. Along the lines of the earlier visit to Liverpool and London on 2-7 November 2009, the core purpose of this visit to Singapore and Sydney was to get an in-depth understanding of the respective institutional arrangements of harbourfront management adopted by Singapore and Sydney, with the objective to inform the Task Group on its task of formulating a management model.
2. The delegation comprised of Mr. Vincent Ng (Delegation Leader), Dr. Sujata Govada, Prof. Carlos Lo, Mr. Paul Zimmerman, Ms. Lydia Lam of the Development Bureau and Ms. Ying Fun-fong of the Transport Department. In addition, Mr. Nicholas Brooke joined the delegation on the visit to Singapore. The itinerary of this visit is appended at Annex A for reference.
3. This report is structured the same as the UK report and is divided into three parts: observations and findings, the lessons drawn for Hong Kong from our experiences, and the conclusion and recommended way forward for the third and last visit; to Vancouver and San Francisco.

A. Major Observations: Key Challenges and Opportunities in Waterfront Development

4. 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. Through effective place marketing and place management, these waterfront cities continually seek new opportunities for waterfront development to reposition their cities.
5. Singapore's development was championed by the then Prime Minister Lee Kuan Yue, who with his strong vision and leadership transformed Singapore into a Garden City of international standard attracting over 10 million visitors annually.

Singapore was redeveloped into a major riverfront destination by successfully cleaning up of a very polluted Singapore River and formulating area-based cultural heritage conservation. Furthermore, Singapore is repositioning itself as an environmentally sustainable “City in the Garden” by further investing in its national parks, urban greenways and branding Marina Bay development, Singapore’s new CBD as a major waterfront destination. The city has been successful due to its strong national planning, development and management in the form of Singapore’s Urban Redevelopment Authority (URA), which places a greater emphasis on good quality architecture, urban design excellence, place-making, a high quality public realm, cultural diversity, heritage conservation, quality natural environment, and sustainable development. Public surveys are periodically undertaken to gauge public views. However, public engagement and involvement in shaping the city development has yet to take off, where the government is still viewed as a caretaker, similar to a “Nanny State”.

6. Sydney is a successful waterfront city attracting more than 26 million visitors annually. Its harbour, including the iconic Sydney Opera House and the Harbour Bridge, is primarily planned, developed and managed by state run agencies. Citizen participation has been prominent in Sydney from the beginning and was instrumental in preserving The Rocks, where Australia originated. Several decades later, The Rocks has become a vibrant heritage precinct, a famous waterfront destination, popular for its shops, restaurants, and museums.

a. Policy Vision and Commitment

7. From the various presentations given by Authorities in Singapore and Sydney, it is imperative for the government to provide a clear policy vision and leadership with mandate from the chief political executives for harbourfront development, in order to sustain the long-term effort that is required for its enhancement. This policy vision serves 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 in the planning, designing, developing and managing the harbourfront. Such a vision can begin with political leadership as in Singapore, or can be developed in consultation with the public and key stakeholders as is the case in Sydney.

8. Singapore has worked hard for over 40 years to change itself from a grey city to a tropical green city. The current vision is to transform Singapore from a Garden City, to a City in the Garden through a network of urban greenways and extensive open space. The Singapore URA is responsible for strategic and land use planning, development control and implementation while the Marina Bay Development Agency, a Department of the Singapore URA, manages and promotes Marina Bay and is funded by the National Government. The returns from land sales partially pay for the development.
9. The Singapore Riverfront is an outstanding example of the regeneration of the river from its decades of degradation. The entire effort was deliberated in a top-down fashion starting from the policy vision of the then Prime Minister, Lee Kuan Yee, in 1977, “In 10 years time, let’s have fishing in the Singapore river ... it can be done”. With such a strong vision, the working river that was once very polluted because of industries has been transformed into a successful mixed use activity corridor, with distinctive nodes such as Boat Quay, Clarke Quay and Robertson Quay based on a few basic principles – a vibrant mix of old and new uses, urban regeneration, heritage conservation and public private participation. All these were done through the development of a detailed land use master plan and the formulation of urban design guidelines by the Singapore URA, which was responsible for transforming Singapore River into a major destination. Singapore URA constantly reviews and looks to upgrade the various nodes, such as Clarke Quay and Boat Quay to ensure that they are popular and continue to be commercially successful.
10. A clear national policy and a recent paradigm shift towards a greater emphasis on lifestyle experience enables Singaporeans to truly enjoy their waterfront and nature, through its continuous waterfront promenades along the Singapore River and Marina Bay, 300 regional, urban and neighbourhood parks, tree lined avenues and boulevards. Singapore has truly become a city for live, work and play.
11. The Sydney harbour is planned and managed by three State run organizations, the Sydney Harbour Foreshore Authority (SHFA), The Sydney Ports Corporation (SPC) and the New South Wales Maritime Authority (NSWMA). Darling Harbour and areas close to the harbourfront are owned and managed by the SHFA. All commercial shipping Freight and Cruise liners are managed by the

SPC. The harbour itself to the high water mark and the recreational maritime activity come under the control of the NSWMA.

12. The waterfront city of Sydney represents another positive experience of harbourfront enhancement. The policy mandate of consolidating the Sydney harbour foreshore planning and development came from the State Government of New South Wales. Such a task of developing, managing and marketing the harbourfront areas was entrusted to the SHFA, which was formed in 1999 by merging the Sydney Cove Redevelopment Authority, Sydney West Development Authority and the Darling Harbour Authority.
13. Established in 1995, SPC manages and develops port facilities including the Sydney Harbour and Port Botany Bay. SPC is responsible for all commercial shipping and Freight and Cruise Liners, with two cruise terminals, one is to be relocated further out. Cruise business is a major tourist activity with events planned when cruise ships are not using the terminal. Water transport is extensive ranging from water taxis, ferries, pleasure boats etc., however, transit linkages to the harbourfront can be further strengthened.
14. NSWMA, created in 2004, is self-funded and owns Sydney harbour. It acts as a policeman to safeguard the harbour from further reclamation or prevents even the use of boardwalks to gain land side access. NSWMA is responsible for all recreational marine activities, and owns some of the reclaimed land and finger wharfs, moorings, recreational land. The Authority manages boat registrations, license drivers etc, and contracts out place management to the SHFA.

b. Developmental Approaches and Strategies

15. Singapore and Sydney display contrasting approaches of development and management of its waterfront. The Singaporean government has basically adopted a top-down approach in the form of single-agency-led (URA), inter-agency effort and delivery with government related public-private partnership (PPP) (e.g. the Singapore Cruise Centre) as the major policy tool. The riverfront development is an effort by design, with explicit strategies adopted for development and management ranging from environmental protection to urban waterfront regeneration:

- i. Creating an activity corridor for recreation and leisure through mixed land-uses;
 - ii. Mixing old and new developments; and
 - iii. Forging a public-private sector partnership.

16. Singapore River was once a working river that was very polluted because of industries. The Singapore Government took on this challenge in the 70s, and took 10 years to clean up the River, including rebuilding the river walls through PPP. The Singapore River has been transformed into a successful mixed use activity corridor, with distinctive nodes such as Boat Quay, Clarke Quay and Robertson Quay, a vibrant mix of old and new, urban regeneration and heritage conservation. A strong vision, a detailed land use master plan and urban design guidelines ensure clear typologies, maintain human scale and intimacy. Proper building massing, density and ground level activities are maintained, and major projects are policed by the URA to ensure conformance to planning intentions. Place management and place marketing by hosting events, such as the Singapore River Festival, have been fundamental in making it a key attraction and major destination enjoyed by local people and visitors alike.

17. Singapore River is active and vibrant, with a promenade that is about 10 m wide, of distinct character, hard and soft landscape, varied floorscape, lighting and streetscape furniture, including steps along the water with no railings. Public and private spaces transition seamlessly, following the guidance of Outdoor Refreshment Areas and strict management and urban design guidelines. Boat Quay is more individually owned, looks more authentic, but more difficult to manage and less successful according to URA. Clarke Quay was acquired, repackaged and sold, and is under single ownership of a Master developer. It has become commercially more successful due to its recent renovation, a better mix of activities and choices for customer, and is more popular among local people although has a themed artificial look.

18. The harbourfront development and management in Sydney has been less organized and was more evolutionary in nature, where only recently have efforts been made to consolidate the harbour foreshore development and management in a more systematic and organized way. The single-agency-led, inter-agency effort form has been adopted by setting up the SHFA in 1999, to take up the responsibility of harbourfront enhancement.

19. Political wrangling between State and Local agencies is prevalent, leading to the local community being more skeptical about the developments proposed to be undertaken by the SHFA. The Barangaroo development project in East Darling Harbour, which is to be developed on a 99-year lease as a mixed use development and as an extension of the CBD with a major headland waterfront park, is to be developed by the Barangaroo Delivery Authority. NSWMA developed Woolloomooloo finger Wharf as a high end residential development, with restaurant and marina facilities. For developments like this, they gain dual consent where more than one agency is involved.

20. All the presentations on waterfront management made during the Singapore and Sydney visits indicate strong convergence of development strategies: emphasis on connectivity, mixed-use development, public engagement, private participation, heritage preservation and brand development.
 - (i) Connectivity & Quality of Life

21. In line with the global trend of returning the waterfront (including the riverfront and harbourfront) to the general public for enjoyment and of promoting a vibrant waterfront for sustainable development, the key concern is to improve the quality of life by bringing people and the city life to the waterfront. Making the waterfront accessible to the public has thus emerged as a strategic consideration cutting across the planning, development and management dimensions. A holistic view of connectivity between the waterfront and the city hinterland physically, visually, socially, culturally and economically has now become the observable paradigm with a greater emphasis on pedestrian friendliness and environmentally sustainability.

22. Shortening the distance between the hinterland and the waterfront on the one hand, and connecting various locations along the waterfront on the other hand through the improvement of public accessibility, has underlined the riverfront enhancement efforts of the Singapore URA. Sound physical connectivity is important, as the Singapore River is seen as an activity corridor for people to gather at. A continuous promenade of about 10 m wide on both sides with sufficient crossings draws people to the riverfront for leisure. Indeed, careful attention has been given to urban design and the public realm, as well as the transportation network for enabling easy access by land and water. More effort is made to create an inviting ambience for pedestrians on the way to the

riverfront, by means of new street lighting, street furniture, landing points, ticketing kiosks, etc. The innovative infrastructure, together with a comprehensive green pedestrian and transport network of Marina Bay provided a good example of connectivity and accessibility. Extensive land-marine interface with water related leisure, recreational, and entertainment activities, are planned along a continuous waterfront promenade of 3.5 km in length and ranging from 15 m to 25 m in width.

23. “Gardens by the Bay” covering 100 ha, provides extensive open space and forms an integral part of Marina Bay, interfaced with the Integrated Resort. Designed by an UK architect through an international competition, Gardens by the Bay is a major investment of S \$ 800 million, including Super trees, a Conservatory, Biom and Lake purifier, aimed as an educational laboratory. It also enhances the real estate value of properties around. Another interesting example is the East Coast Park, a 15 km coastal stretch of parkland ranging from 25 m to around 100 m wide. It is very popular among the local people, attracting some 7.7 million people annually for a variety of activities, camping, cycling, swimming, skating, rollerblading etc.
24. Darling Harbour was developed and implemented by the SHFA in a short time, and is easier to manage as it has only 21 tenants as compared to over 300 tenants in The Rocks. Circular Quay is another vibrant destination, popular among locals and visitors alike. It should be noted that waterfront promenades with commercial uses tend to be more active and vibrant than promenades with residential development, which sometimes become dead spaces as they are perceived to be more private in nature.
25. The capacity of bringing tourists and local people to Darling Harbour by rail transit can be further improved to provide accessibility from the city centre. The monorail only serves as a tourist feature. The operation of various forms of water transport further strengthens access. For example, the water taxi facilitates people to move around the different attractions along the harbourfront, from Darling Harbour to The Rocks and the Opera House.

(ii) Heritage Conservation & Brand Development

26. 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.

27. Singapore's URA makes use of the past to forge a modern riverfront image through planning, featured by "A vibrant 24-hour lifestyle and entertainment precinct, rich in heritage and culture". Such river branding strategy is achieved through local branding by organizing festivals like the River Festival including arts and cultural events such as musicals, theatres and concerts on the river to market the river and quays.
28. By organizing events, the Marina Bay Development Agency has successfully branded Marina Bay as the Garden City by the Bay. Marina Bay is seen as a major destination even before its implementation is complete, thereby increasing its real estate value. Through carefully planned place marketing and place management strategies, people enjoy the waterfront promenade by attending national events, such as the fireworks, festivals and sporting events such as the recent and very successful F1 racing.
29. In Sydney, the SHFA has assumed more of a branding, place management and marketing function promoting Darling Harbour among other destinations. For the famous Sydney Harbour, the focus is to enhance its brand through harbourfront enhancement, creating a new image and identity through mixing the heritage tourist destination of The Rocks and the Woolloomooloo Wharf development with the modern development of Darling Harbour, and future development of the Barangaroo.
30. Heritage is the legacy and memory of the waterfront. Its preservation adds value to image and is the currency for brand building. Indeed heritage preservation is a main theme of the Singapore River regeneration and harbourfront development in Sydney. As the Singapore River is rich in heritage and culture, under the development strategy of mixing old and new development, historic sites and buildings in the riverfront are preserved and converted into tourist attractions, notably, Boat Quay, Clarke Quay, and Clifford Pier in Marina Bay. The Rocks in Sydney is a good example of heritage preservation for bringing people and visitors to the harbourfront. In its harbourfront enhancement effort, the SHFA has already planned to invest more than AUS\$300 million over the next decade to maintain and improve the property and heritage assets.

(iii) Mixed Use and Sustainable Development

31. Witnessed in the riverfront of Singapore and the harbourfront of Sydney is a mixed-use of various development types, including residential, commercial, recreational and environmental for enriching the diversity of waterfront experiences, and adding to the attractiveness and vibrancy of the waterfront.
32. Singapore's riverfront was regenerated and enhanced through designs, including a mixture of old and new developments, as well as a mix of land use. Boat Quay has retained its original appearance of small heritage properties, which are more individually owned and look more authentic to attract tourists. Clarke Quay was acquired, repackaged and sold, and is now under single ownership of a master developer. Clarke Quay is commercially more successful due to its recent renovation, a better mix of activities and choices for customer. It is also more popular among local people despite its themed artificial look. Robertson Quay is predominantly a residential area.
33. Marina Bay has successfully embarked on an aggressive mixed use development program using White and Grey zones and clear urban design guidelines, specifying development parameters and public realm infrastructure to ensure that the planned vision is implemented. Marina Bay is envisioned as the new CBD on a 360 ha site, with the extension of the city grid for proper integration of the new development with the existing city. Key features include housing, commercial, hotel and community facilities: the Integrated Resort, Singapore Flyer, an iconic pedestrian bridge, and a vehicular bridge to connect the Marina Bay development with the city. With the recent construction of the dam, the Marina Bay water body functions as a fresh water reservoir for the city. District cooling, pneumatic waste collection and separate service tunnels ensure that data, telecom, water, high security area with backup systems in place make the development sustainable and energy efficient.
34. The mixed use development can also be seen along the Sydney Harbour. The contrasting styles of the modern Darling Harbour and the heritage of The Rocks reflect the mixture of old and new developments. The harbourfront area around Circular Quay has seen the recently completed residential buildings situated next to the commercial area with the Opera House and the promenade within walking distance. The Barangaroo development project in the East Darling Harbour is

currently under planning, which is to be developed on a 99 year lease as an extension of the CBD, with mixed use development and a major headland waterfront park.

(iv) Public Engagement and Private Participation

35. Public engagement in the process of waterfront regeneration, development and enhancement is important to harbourfront management. It is a key institutional arrangement for the government to consult public opinion, obtain public input, raise public awareness, harmonize conflicting interests, increase legitimacy, cultivate a sense of identity and ownership, and rally popular support with the ultimate objective of sustaining the on-going development of a vibrant and people-oriented harbourfront. Current research has shown the public's growing interest on harbourfront development and management. The top-down approach practiced in Singapore for riverfront development has made public consultation limited in scale and participation passive in nature. Recently, the URA has acknowledged the lack of public participation and thus expressed the desire for augmenting public involvement and getting active feedback from the public on the Marina Bay development plan and other riverfront projects. The exhibition of riverfront development plans and projects organized by the URA in their Hall is one major effort for arousing public interest and promoting public engagement. For the development and enhancement of Sydney's harbour, local consultation is required at the policy and planning stage to assure local community endorsement and obtain popular support. Indeed the public input has led to a number of modifications in the planning of the Barangaroo development.

36. Private participation has been increasingly recognized as an important mechanism for channeling private resources to finance the development of the waterfront, for obtaining creative business ideas on waterfront development, for importing innovative management practices and a business model of management. 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 organizations. Such a trend is more pronounced in the case of Sydney's harbourfront enhancement, where public policy makes development

initiatives and private investment dominant. This can best be illustrated through the development of Darling Harbour and The Rocks. Recently, the private sector was involved substantially in the planning of the Barangaroo development by providing development ideas and project designs, which is based on an international design competition.

c. Management Models and Implementation

37. We observed that there are various waterfront management models, where most places use a combination depending on the specific circumstances.

(i) Centralized vs. Localized

38. Sustainable development of the waterfront requires a strong and centralized waterfront authority to lead and organize the entire effort for realizing the policy vision of waterfronts. In Singapore, the URA is the lead agency at the national level responsible for accomplishing the task of Singapore River regeneration and Marina Bay Development. Its responsibilities include planning, development, land sales and management of the riverfront and waterfront. While planning and development policies are centralized, individual riverfront projects are localized. For example, the concept plan of Marina Bay was developed by the URA and the development project handed to the Marina Bay Development Agency, a department of URA. Similarly, state-level harbourfront enhancement endeavors of Sydney have been undertaken mainly by the SHFA since 1999, which has the full responsibility of planning, development and management. However, the Barangaroo development will be undertaken by a separate agency. The SPC and NSWMA manage the harbour and the marine activities.

(ii) Integrated vs. Functional

39. The pre-requisite for a strong and centralized waterfront authority is functional integration in a holistic way in order to get away from bureaucratic fragmentation and functional departmentalization. To be vertically integrated, there must be one single government agency with full responsibility from planning, development and implementation, to the management of the waterfront. At the same time, it is the leading agency within the inter-agency effort to achieve horizontal functional coordination and integration with the ability and resources for policy delivery on its own, even in the absence of bureaucratic

support from other functional departments. This can take place at both national and local level. In Singapore, the URA is the lead agency at the national level fully in charge of riverfront regeneration, with independent financial resources coming from the disposal of lands leased from the government. The Marina Bay Development Agency is its local agency in charge of developing Marina Bay in an integrated and holistic fashion, discharging the full functions of concept planning, urban design, development control, sale of sites, development coordination, marketing of the area, attracting investors, maintaining public spaces, place management and creating events to make the area a destination. In Sydney, the lead agency at the state level is the SHFA, which holds a strong position in that it owns land in the harbourfront areas. The Barangaroo development project in East Darling Harbour is to be developed in a holistic way by a separate agency. The SPC and NSWMA are responsible for the Harbour, marine activity within and development on reclaimed land.

(iii) Public-Private Partnership (PPP)

40. PPP has emerged as a desirable alternative to bureaucratic operation and provision, particularly under the growing influence of Osborne and Gaebler's idea of "reinventing government" since the 1990s. Indeed, the private sector can provide the necessary capital, business ideas, and management expertise that are often not available in the public sector. In Singapore, the URA set the framework through the Singapore River Enhancement Plan for forging PPP to use private resources for carrying out redevelopment and enhancement, as well as invite development projects delivered by the private sector along the river - the Robertson Quay, Clarke Quay and Boat Quay. PPP is basically a state-led effort in Singapore, as major business organization are government owned, most notably, the Singapore Cruise Centre which eventually became a private limited company. In Sydney, the planning of Barangaroo by the SHFA is to provide a framework for PPP and private investment. In addition, the SPC and NSWMA also serve as platforms for organizing PPPs and facilitating private initiatives.

B. Some Lessons for Hong Kong: Insights from the Singapore/Sydney Visits on Harbourfront Management

41. Hong Kong needs a strong vision and leadership, to transform Victoria Harbour into one of the major destinations in the region and in the world, through promoting urban design excellence, investing in the public realm and urban greenways, as well as providing open space to give relief from the extreme high

density of the city. Hong Kong also needs a strong development bureau like that of Singapore's URA, which is responsible for planning, implementation, management and marketing. Detailed planning for all districts along the harbour, including urban design guidelines to ensure a vibrant harbourfront, should be undertaken. The harbourfront promenade can vary from 10 m to 25 m in width and be developed as distinctive nodes in various areas.

42. Similar to Sydney, Victoria Harbour needs to be taken care of, so that we can also plan the marine side including maritime activities, ensuring that the working harbour functions are kept, a place for back house facilities and charter boats. Marine transport should be increased, considering the use of floating pontoons in place of landing steps to access ferries and water taxis etc, to cater for the various waterfront destinations that will be developed.

a. Current Problems in Hong Kong

- fragmented authority: functional fragmentation: policy, planning, development, implementation, and management fragmentation
- lack of ownership
- uncertain project identity
- lack of a responsible agency with adequate authority to take full charge of policy delivery and management

b. Harbourfront Management: Basic Principles for considerations (drawn from the Singapore/Sydney Experience)

43. Integration: Vertical and holistic under one single government agency – the cases of the Singapore URA and the SHFA

Vertical: from planning, development, implementation to management

- Planning: setting framework for development, with planning details to ensure some key design features (e.g. covered walkway, public space, architectural design principles) are adhered to by individual development projects
- Development: translating the plan into different development projects
- Implementation: implement these development projects
- Management: management of the daily operation of these projects after completion

44. Harbourfront: responsible agency - ownership of the harbourfront/harbourfront projects – the cases of the Marina Bay Development Agency, SHFA and the SPC.
45. Harbourfront Project: there must be a home for a harbourfront project and a responsible agency to take charge of the project in a holistic way, including planning, coordination, development, implementation, and management – future development. The delivery of the project with clear result-oriented assessment.
46. A clear harbourfront policy vision with support from leading political executives: high level endorsement to build policy consensus and legitimacy inside the bureaucracy and across all bureaucratic departments – facilitate bureaucratic coordination and strength bureaucratic bargaining – particularly the case of the Singapore URA.
47. A high level policy platform for inter-agency coordination and collaboration in harbourfront development and management.
48. A government authority with a very high bureaucratic status/rank which can play a leading role to make things happen (both the case of Singapore URA and SHFA – with land ownership):
 - ownership of land along the harbourfront (a weaker version – the lease of land)
 - the legitimacy of the harbourfront policy vision: promulgated and endorsed by the top political leaders, the mandate and the blessing of leading political executives
 - administrative capacity to deliver the harbourfront management policy/projects
 - vertical and holistic harbourfront policy integration: from planning to management
 - ability to develop, implement and manage harbourfront enhancement projects even in the absence of bureaucratic support.
49. This harbourfront authority should have an independent source of funding and its own budget, either from the sale of land along the harbourfront (SHFA) or the rent from the lease of land under its disposal (Singapore URA). Such financial

arrangement will provide the needed capacity to have greater control over the implementation of harbourfront enhancement initiatives.

50. Policy instruments for harbourfront management: full options – from agency delivery, contracting out, PPP, to private investment (to be harbourfront agency-led: Singapore URA).
51. Top-down approach of harbourfront development and management: with the administrative ability to force/push inter-agency cooperation and the administrative capacity/resources to deliver even in the absence of inter-agency support – the case of Singapore URA and SHFA.
52. Public participation and consultation: for enhancing the policy consensus and legitimacy of harbourfront planning, development and management – regular and extensive exhibition – Marina Bay (Singapore), and Barangaroo (Sydney). In general, citizen participation should be an open, transparent and an integral part of the planning and development of our harbourfront, so that there is a sense of ownership and pride.

c. Lessons Specific for the Kai-Tak Project

53. Kai Tak should not be developed by selling off parcels of land without a business strategy, management plan, place marketing and event strategy in place. The establishment of a Kai Tak Development Agency that is responsible for branding, place management and marketing to make it a destination while the planning is still under way. The transit connections need to be carefully planned to ensure the cruise terminal is viable. Kai Tak is similar in scale to the Marina Bay Development in Singapore and can be developed in a similar manner. The initial focus is on the waterfront and public facilities. Events and festivals are important in building a reputation for the area.

(i). Marina Bay and Kai Tak – A meaningful comparison

54. Based on our visit to Singapore with the HEC, and given the upcoming trip to Vancouver and San Francisco, the following compares the development of Kai Tak and Marina Bay. The similarities of the site and plans are remarkable, making the comparison of the management models meaningful as shown in the table below:

| Hong Kong – Kai Tak Development | Singapore – Marina Bay Development |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Development Character</p> <ul style="list-style-type: none"> • 320 ha of land without structures and minimal constraints in the heart of the city • Land is owned by the Government • A long waterfront including a semi enclosed bay area (the Approach Channel) • Plans include an international cruise terminal and high profile sports stadium • A large amount of mixed developments • Metro park. • Live-work-play concept | <p>Development Character</p> <ul style="list-style-type: none"> • 360 ha of reclaimed land in the heart of the city • Land is owned by the Government • A long waterfront including a semi-enclosed bay area • Plans include an international cruise terminal and high profile public facilities • A large amount of mixed developments • A large park • Live-work-play concept |
| <p>Management of Kai Tak Development</p> <ul style="list-style-type: none"> • Development Bureau is responsible for planning, urban design, development control, sale of sites, development co-ordination. • Kai Tak Supervisory Team led by the Secretary for Development coordinates different Government agencies • CEDD’s Kowloon Development Office is responsible for implementation coordination, until it hands the sites over to other departments • Lands Department is responsible for land sales | <p>Management of Marina Bay Development, Singapore</p> <ul style="list-style-type: none"> • URA is responsible for concept planning, master planning, urban design, development control, sale of sites, development co-ordination, marketing of the area, attracting investors, maintaining and managing public spaces, place management, and creating events to make the area a destination. • The URA reports to the Minister for National Development – although a separate organization, it is not the land owner, and ‘authority’ appears to be a fancy name for what is an administrative |

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| <ul style="list-style-type: none"> • Lands Department is responsible for short term tenancies • Marine Department will look after marine safety, but is otherwise not involved • Highways Department is responsible for road planning and construction • Planning Department prepared the OZP and passed it on. It will assist with processing changes to the OZP when needed. • EVERY ONE HAS ITS OWN OBJECTIVES AND PERFORMANCE RESPONSIBILITY | <p>department or bureau</p> <ul style="list-style-type: none"> • The development of Marina Bay is managed by the Marina Bay Development Agency (MBA), a department of the URA rather than a legally separate agency • URA received a grant to be able to do its job • Key Performance Indicators for management includes land sales (% of land sales as commission), traffic (visitors), and various other criteria measured with annual performance surveys – <u>i.e. the planners are responsible for the final outcome</u> • The URA Management (the Development Bureau) has several ‘sounding boards’ <ul style="list-style-type: none"> ○ The Board of URA includes business leaders including from advertising field ○ a ‘Design Guidelines Waiver Committee’, a ‘Design Advisory Committee’ and a ‘Conservation Advisory Panel’. ○ Master Plan Committee includes representatives of all other Government agencies and is lead by the Chief Planner ○ Bay Watch Alliance consolidates business interests and organizes some public activities in Marina Bay |
| <p>Kai Tak Development Process</p> <ul style="list-style-type: none"> • Several prior plans with extensive reclamation were scrapped | <p>The Marina Bay Development process</p> <ul style="list-style-type: none"> • Marina Bay is recognized as a strategic area, a core national |

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| <p>due the CFA judgement and the overriding public need for reclamation</p> <ul style="list-style-type: none"> • Re-planning for Kai Tak started with zero reclamation as a base as opposed to previous plans that included extensive reclamation to avoid any litigation or court cases • The Kai Tak Study was launched with an extensive three Stage public engagement process including focus group discussions, workshops, charrettes • However, the public engagement was started with certain predetermined uses such as the Cruise Terminal, a large Stadium and the Metro Park • The Cruise Terminal has received much public opposition, and recently bids were cancelled as the Cruise Terminal at Kai Tak was deemed commercially not viable by the private sector bids, thereby the Government has taken over the project as a public project. • Government is currently pursuing the detailed planning for Kai Tak development and engineering plans are being developed with no public input or any monitoring to ensure that harbourfront enhancement is actually achieved • Currently Kai Tak is treated as a project under CEDD as no separate development Agency has been set up to date | <p>development project</p> <ul style="list-style-type: none"> • Marina Bay is branded and the waterfront is activated early with events to create visibility and awareness for the area, and to drive the value for future land sales. The public facilities and waterfront are built ahead of other sites. • Use of white (and 'grey') zones to let the market determine outcomes • Gradual implementation of the plan to allow adjustments • Full plan review once every five years, strategy review once every ten years • Other notes: <ul style="list-style-type: none"> ○ Developers are required to construct the promenade and then return the land to the Government, after which the promenade is licensed back with short term tenancies/licenses under 'Outdoor Refreshment Agreements' ○ 'Green' developments ○ Common Services Tunnel for water, electricity and communications, separate tunnels/pipes for gas and sewage ○ Singapore Master Plan 2008 covers strategic areas, transport, but also greening and making better use of waterways and water bodies. The Active, Beautiful and Clean Waters Programme, or ABC Waters has led to a Public Spaces and Urban Waterfront Master Plan |
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55. The Opportunity of the Kai Tak Approach Channel: The enclosed water, the Approach Channel, is in many ways identical to Marina Bay and Darling Harbour. The proximity of the shores on both sides and the sight of activities at both ends once activated with various public, leisure, entertainment, and marine uses, will create an intimate atmosphere which attracts more people. The enclosed water body becomes a stage and platform – as can be seen in both Sydney and Singapore where both use floating stages for events and where both have various vessels actively plying the waters. The surrounding land in Kai Tak must be designed with the same type of uses in mind. Moreover, this will require an immediate change to the design of the taxi way bridge to allow the passage of vessels and a rethink of the layout of the roads which run immediately adjacent to the Channel’s waterfront.
56. Development model and management of Kai Tak can be addressed urgently: Although the URA in Singapore is responsible for the whole Territory, their organization chart, as published in their annual report, can be used as a template (albeit it with fewer headcounts) for the development of Kai Tak. We should consider upgrading CEDD’s Kowloon Development Office (KDO) and extend its responsibilities similar to the model outlined above. The funding for this office, in addition to engineering, will need to include money (HK\$200 million?) for branding and event management (or at a minimum the pro-active management of STTs and the surrounding waters for public uses). By kick starting the public and community uses of Kai Tak and the surrounding water bodies, we create awareness and value, which is paid back with increase in land sales and job creation. Rather than a rigid implementation of the OZP, we need flexibility and a ‘continuous improvement program’ fine tuning the plans.
57. Outdoor seating – a critical ingredient: An important component of successful waterfronts in Sydney and Singapore is the availability of outdoor seating with food and beverage services creating alfresco dining opportunities. With the temperature on average 4 degrees lower on the waterfront compared to the inner city in the summer months, there are ample reasons for Hong Kong to pursue this. The management responsible for specific areas – whether it is the SHFA or the URA in Singapore manage both the process for designating areas and for the approval of licenses. In Hong Kong, the designation of areas is an opaque process, and the licensing authority is with the FEHD, an organisation which is more concerned with avoiding obstruction, nuisance and maintaining a hygienic environment, then with the activation and vibrancy of the waterfront. Both the

designation of areas and the licensing authority of the waterfront should be with those responsible for managing and activating the areas.

58. Successful waterfront mix public and private realm: In Singapore developers are required to construct the promenade and then return the land to the Government. The Government then licenses the promenade back with short term tenancies/licenses to adjoining property owners and users. In Sydney all waterfronts are public, except where legacy ownership makes that difficult. Through short term licenses the public space can be used for kiosk, outdoor seating, etc. Equally, through short term tenancies, the sea-bed can be used to erect moorings, pontoons and berthings.
59. Well planned, smart solutions: In Singapore's Marina Bay development, the Government is building Common Services Tunnels for water, electricity and communications, separate tunnels/pipes for gas and sewage. In Sydney, the waterfront promenade around the Opera House had all services available under removable tiles for easy access and adjustment and minimum interruption.

C. Conclusion and Way Forward

60. The delegates have found this study visit to Singapore and Sydney a very fruitful experience. Appropriate authorities were met and the right personnel were interviewed.
61. In the past five years or so, the Hong Kong Government together with the Harbour-front Enhancement Committee, has spent tremendous efforts in the planning and design of harbourfront land while engaging the public during the process. The community has shared the vision *"to enhance Victoria Harbour and its harbour-front areas to become an attractive, vibrant, accessible and sustainable world-class asset: a harbour for the people, a harbour of life."*
62. However, an attractive and vibrant harbour does not stop at the plan making process alone. For the realisation of this vision, it is vital that further issues including urban design, place making, development control, public space management, marketing and destination promotion need to be considered and relevant policies should be formulated. Therefore, holistic and vertical integration from plan making to execution and management of harbourfront areas definitely need further enhancement.

63. Learning from the Marina Bay Development Agency of the URA in Singapore, and the SHFA, the Hong Kong Government could consider using Kai Tak as a start, by establishing a single government agency equipped with the necessary powers and resources to assume responsibility for the co-ordination of plan making and urban design, subject to the ultimate approval of the TPB, setting design principles and guidelines, preparing development briefs in the case of sites for disposal as a basis for Conditions of Sale with the actual disposal being handled by the Lands Department, monitoring both private and public development , including infrastructure provision, implementing and managing public places, organizing and promoting activities both on the landside and the waterside and branding and marketing Kai Tak as a destination.
64. Diversity in management models will add vibrancy to the harbourfront. West Kowloon will be developed by the West Kowloon Cultural District Authority. Certain areas may better suit the purview of the Urban Renewal Authority. The Central Waterfront could be developed under the purview of an NGO representing the surrounding owners. Other areas of the harbourfront can come under the purview of the Harbourfront Enhancement Committee, which can continue to monitor but may need more manpower. In the long run, the Hong Kong Government should see to the need for the establishment of a Harbour Authority (or similar agency) to oversee the management of the entire harbourfront (or certain crucial parts) of Victoria Harbour.
65. Ultimately the success depends on the motivation of people. The performance indicators for the planners in Singapore range from land sales to visitors attracted to Marina Bay. In Sydney, the three organizations which look after planning and regulating the areas under their mandate, earn revenues leasing and licensing the use of these areas. Aligning objectives and incentives from planning to delivery are critical to the success of the harbour and the harbourfronts as providers of both leisure and commercial opportunities which contribute to the city in a sustainable manner.
66. We hope that this report contributes to the preparation of future visits and the task of formulating a management model for the Hong Kong harbourfront.

Note: Photos of the visit provided by the delegates and other background materials obtained from the Singapore and Sydney authorities by Mr Paul Zimmerman were sent to Members in the form of a CD on 17 March 2009.

Singapore

1. Urban Redevelopment Authority Annual Report 2007/2008
2. Marina Bay Brochure
3. UrProspectus for Business & Financial Centre at Marina Bay
4. Land Parcel A at Marina Boulevard, Tender Brief
5. URA Guidelines for Outdoor Kiosks and Outdoor Refreshment Areas along Singapore River Promenade

Sydney

1. Sydney Harbour Foreshore Authority Annual Report 02/03
2. Sydney Harbour Foreshore Authority Annual Report 03/04
3. Sydney Harbour Foreshore Authority Annual Report 04/05
4. Sydney Harbour Foreshore Authority Annual Report 06/07
5. Sydney Harbour Foreshore Authority Annual Report 07/08
6. Sydney Harbour Foreshore Authority weblinks
7. Ballast Point Masterplan Sample
8. Barangaroo Development Overview
9. Darling Harbour Visitor Snapshot 06/07
10. Darling Harbour Visitation Snapshot 07/08
11. Darling Harbour Visitation Snapshot 05/06
12. Darling Harbour Visitation 2007
13. Darling Harbour Visitation Australia Day 2008
14. Darling Harbour Visitor Satisfaction 05
15. Rocks Visitation 05/06
16. Rocks Visitation 06/07
17. Rocks Visitation 07/08
18. Rocks Visitation 2007
19. The Rocks Heritage Management Policy
20. The Rocks Heritage Management Plan
21. The History of George Street
22. Fact Sheet 88 George Street
23. Ultimo Piermont A Decade of Renewal
24. Outdoor seating license agreement specimen
25. Darling Harbour outdoor seating tech manual
26. Foreshore promenade guiding principles
27. Rocks and Circular Quay Outdoor seating tech manual
28. Sustainable fit out guide

**HEC TGMMH Overseas Visit to Singapore and Sydney
(16-21 February 2009)**

| Date | Time | Organizations/places visited |
|-----------------|---------------|---------------------------------------------------------------------------------------------------------------------|
| 16 Feb (Mon) | 16:30 – 18:00 | Urban Redevelopment Authority |
| 17 Feb (Tue) | 10:00 – 12:30 | Singapore Cruise Centre |
| | 15:00 – 17:00 | Singapore harbour cruise on board “The Imperial Cheng Ho” vessel of Watertours |
| | 17:30 – 19:00 | Riverside Walk – the Esplanade Mall and Park, Boat Quay, and Clarke Quay |
| 18 Feb (Wed) | 11:00 – 12:30 | Marina Bay Development Agency |
| | 14:30 – 17:00 | National Parks, Gardens by the Bay, City in a Garden & East Coast Park Tour of East Coast Park |
| 19 Feb (Thu) | 13:00 – 17:00 | Sydney Harbour Foreshore Authority and tour to Darling Harbour and Barangaroo Project, the Rocks, and Circular Quay |
| 20 Feb (Fri) | 10:00 – 12:00 | Harbour Walk – Sydney Opera House and Sydney Harbour Bridge |
| | 12:30 – 14:00 | Sydney Ports Corporation |
| | 14:30 – 16:00 | NSW Maritime and Woolloomooloo Wharf |
| | 16:30 – 17:00 | Sydney Fish Market |

Table One: Summary of the Singapore/Sydney Trip - Singapore/Sydney Experiences and Hong Kong Lessons in Waterfront Development

| | | Singapore – Urban Waterfront | Sydney – Harbourfront | Lessons for Hong Kong |
|-------------------------------------------------|--|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------|
| A. Policy Vision and Commitment | | Government taking initiative in formulating policy vision and demonstrating commitment: Marina Bay Development Agency, National Parks Singapore. | State Government taking initiative in formulating policy vision and demonstrating commitment: Sydney Harbour Foreshore Authority; and Sydney Ports Corporation | Harbourfront development: vision driven - common values and shared objectives for consensus building between society and government |
| B. Development Approaches and Strategies | | Top-down approach: single-agency-led (interagency effort) and delivery with government related ppp – the Singapore Cruise Centre Explicit Strategies for Development and | Single-agency-led (interagency effort) with land ownership The case of SHFA: consolidate Sydney harbour foreshore planning, development and | A single led and responsible agency for interagency effort, probably with land ownership? Eg WKCD Authority |

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| | | <p>Management – from environmental protection to urban waterfront development</p> <ol style="list-style-type: none"> 1. Creating an activity corridor for recreation and leisure through mixed land- uses 2. Mixing old and new developments 3. Forging a public-private sector partnership | <p>management for a designated area</p> <p>Sydney Ports Corporation:</p> | |
| | i. Connectivity – transportation infrastructure | Connecting city center with harbourfront based on the principle of highly accessible: comprehensive transport network, pedestrian network, and waterway | Connecting city with harbourfront: the Darling harbour – bring people to the harbourfront | Government provides infrastructure to connect the waterfront with urban areas and beyond to make Hong Kong the center in the region socially, economically, and culturally |
| | ii. Mixed-use development: residential, | The urban waterfront: a national park, Robertson | The Sydney harbourfront: balancing community, | Integrative development: a mixture of social, business, |

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|--|--------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------|
| | commercial, recreational and environmental | Quay (hotel and residential), Clarke Quay (commercial and entertainment); Boat Quay (civic and commercial), and Mariana Bay (Museum, theatres) | environmental and commercial needs: Darling Harbour (Sydney Convention and Exhibition Centre, Sydney Aquarium, Sydney Entertainment Centre) and the Barangaroo | art and cultural activities |
| | iii. Public engagement | Local consultation conducted at the policy stage to assure meeting local interests and to get active support: top-down approach with limited consultation and passive participation | Local consultation: conducted at the policy stage to assure local community endorsement and support, the modifications in the planning of Barangaroo | Active public engagement: to building a strong consensus for cultivating a strong sense of community ownership to sustain harbourfront development |
| | iv. Private participation | Using private resources: Public policy and planning framework from public funding (Singapore Riverfront Enhancement Plan and Master Plan | Public policy initiatives, private investment dominates: the Darling Harbour, the Rocks | The government: sets up the planning, development and management framework for facilitating private initiatives and investment |

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| | | 2003) to attract private redevelopment initiatives and investment -government related ppp | | |
| | v. Heritage preservation: creating a legacy understanding the history and geography of the place | Rich in heritage and culture: The Urban waterfront - mixing old and new development – historic sites and buildings preserved and converted to tourist attraction or business purposes – Boat quay and Clarke Quay; Marina Bay: Clifford Pier | The Rocks: preserved and converted to tourist attraction or business purposes | Heritage conservation: an integral part of Hong Kong harbourfront in its regeneration and management for collective memories and tourist attractions |
| | vi. Brand development: cultivating a unique ‘waterfront identity’ to add value for branding | Make use the past to forge a modern waterfront image through planning: A vibrant 24-hour lifestyle and entertainment precinct, rich in heritage and culture – through local branding - art and cultural | Creating a new identity/image: Mixed themes with local characteristics – The Rocks and the Darling Harbour | Branding on originality (instead of copying): Originality, creativity and innovation for creating a unique harbourfront brand and enhance the image of Oriental Pearl |

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|---------------------------------------------|-------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | | events to brand river and quays, the example of Marina Bay – Garden City by the Bay | | |
| C. Management Models and Development | | | | |
| | i. Central vs local: Central policy and planning framework for local implementation | Centralized planning and development and localized waterfront project: the case of Marina Bay Development Agency under the Singapore Urban Redevelopment Authority | State-level harbourfront endeavor - planning, development and management: the Sydney Harbour Foreshore Authority, the Sydney Ports Corporation | A centralized harbourfront authority with ownership over localized harbourfront projects |
| | ii. Integrated vs functional | Functional and vertical integration: Proactive and holistic approach: taking up full responsibility of strategic formulation, planning, developing, implementation and management of waterfront | Functional and vertical integration: Proactive and holistic approach: taking up full responsibility of strategic formulation, planning, developing, implementation and | A harbourfront authority with functional and vertical integration in a holistic way: to claim ownership and responsibility over overall harbourfront development and individual |

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| | | enhancement, both at the national and the local levels – URA as a led and responsible agency in the interagency effort. | management of waterfront enhancement at the city level - the Sydney Harbour Foreshore Authority as a led and responsible agency in the interagency effort. | harbourfront development projects. As an interim, an inter-departmental task group led by Planning Department and LCSD, (Tourism Board ?) to integrate the planning and management in the early stage for each local project. |
| | iii. Public-private partnership: Public-private joint investment | URA: Singapore River Enhancement Plan to set the framework for using private resources to carry out redevelopment and enhancement by the private sector along the river: Robertson Quay, Clarke Quay and Boat Quay. It is basically a state-led effort in PPP – | The planning of Plymouth and Barangaroo to provide a framework for public-private partnership and private investment Sydney Ports Corporation: as a platform for public-private partnership and private initiatives | Attractive option: The establishment of a public-private partnership for taking up the development and management of the harbourfront under a local project |

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| | | e.g. Singapore Cruise Centre | | |
| | iv. Private-initiated partnership | Limited private initiated partnership. It is basically a state-led effort in PPP – e.g. Singapore Cruise Centre | Redevelopment of the dockyards into residential apartment and restaurants: private development and management with ownership rested with Sydney Ports Corporation | Good option in the development and management stages. |

Report on the Third HEC TGMMH Overseas Visit: San Francisco and Vancouver (11-17 April 2009)

1. Introduction

- 1.1. The TGMMH organised the third overseas visit to San Francisco and Vancouver from 11 to 17 April 2009 as the last sequel of its planned study effort to develop a sound harbourfront management model for revitalising Victoria Harbour. This progressive endeavour focused on the policy framework and institutional arrangements adopted by these two successful cities and their efforts to transform the traditional port surroundings into modern urban waterfronts.
- 1.2. The delegation was led by Prof. C.F. Lee and other members of the group included, Dr. Mee-Kam Ng, Dr Sujata Govada, Prof Carlos Lo, Mr Nicholas Brooke, Ms. Hoi Shan Cheung of the Development Bureau, Mr. Raymond Lee of the Planning Department, Mr. Luk Wing Cheung of the Transport Department, and Mr. David Chaiong of the Leisure and Cultural Services Department. Mr Paul Zimmerman joined the delegation in Vancouver. The itinerary of this visit is appended at Annex A for reference.
- 1.3. This report adopts basically the same structure used in the earlier two reports for analysing information collected from the recent trip to San Francisco and Vancouver. It is divided into three parts, beginning with our observations and findings, and the lessons drawn for Hong Kong from our experience, followed by a conclusion and the way forward.

2. Major Observations: Key Challenges and Opportunities in Waterfront Development

- 2.1. San Francisco (SF) Harbourfront – was once a thriving and one of the busiest working seaports in the US with several finger piers, many of them currently in dilapidated condition. The importance of San Francisco's waterfront to the local economy has been diminishing due to various physical constraints to meet the growing demand for container port and marine related activities. The functions of its traditional industrial port activities have been absorbed by the neighbouring Oakland Port since the 1960s. 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. As the Trustee for Public Trust Lands for 12 kilometres of San Francisco Bay shoreline, it has had the full right of disposal over the 40.5 ha public lands under its jurisdiction.

- 2.2. The task of redeveloping the San Francisco waterfront is full of challenges. There is a strong community aspiration for low rise development and the public use of the waterfront. Land use restrictions result in limited development potential of the San Francisco waterfront as it is Public Trust Land. There are special requirements and associated huge costs of revitalisation, as some of the piers are designated as heritage sites. Waterfront development in San Francisco is financially unattractive, however the availability of heritage tax credits to offset the huge restoration costs makes the development of the piers economically viable. The entire redevelopment effort has to be self-financing, as it is seen more as a social investment, giving back to the city. The pride of being at the San Francisco waterfront is a civic gesture more than a lucrative business proposition. . This situation is aggravated by the restriction of existing planning and development rules and regulations which limit SF's waterfront land in Public Trust to maritime dependent or related uses including commerce, fisheries, navigation, recreation and environmental preservation. According to the California State Lands Commission (undated, p.1), 'Ancillary or incidental uses, that is, uses that directly promote trust uses, are directly supportive and necessary for trust uses, or that accommodate the public's enjoyment of trust lands, are also permitted. Examples include facilities to serve visitors, such as hotels and restaurants, shops, parking lots, and restrooms'. As the most profitable residential developments are not allowed, these land uses may not allow PSF to generate adequate revenue to finance the expensive regeneration of the piers and other defunct maritime facilities. Additional hindrance comes from conflicting public interests and diverse public opinions on the proper development of the piers along the harbourfront.
- 2.3. Formulation of the Waterfront Land Use Plan in 1997 which took the Waterfront Plan Advisory Board six years of public planning process to

complete, has not settled all the controversies. Despite some initial success in forging public-private partnership to develop the AT&T Park and Stadium, the Mission Bay and the rehabilitation of historic buildings on the waterfront, the PSF is still in the trial and error stage to work out an appropriate development model and management strategy for regenerating the piers and other maritime facilities. Thus the progress has been slow and the prospect for any accelerated transformation is not promising in the absence of funding and a sense of development urgency among the public and active support from local communities.

- 2.4. Vancouver is a city of edges, especially the waterfront edges 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. Buildings are draped around to orient to waterside retail, with consideration to how the development would look like and function. The City of Vancouver works closely and uses negotiation (or extortion) with the developers to get the project developed as per good urban design principles for public benefit. The City owns a lot of land, and includes several landmark developments at False Creek, Coal Harbour, and more recently Olympic Village. The Olympic village site is an old Shipyard, to be released on leasehold, after the Olympics. The South East False Creek Public Realm Plan encourages private land owners to spill out transient chairs to create vibrant public places. Engineering/planning, road and infrastructure, endorsement agreements, liquor permitting, development permitting, discretionary zoning agreements, site specific building agreements and financial agreements are used to ensure effective implementation of plans.
- 2.5. The City of Vancouver has a Development Board and an Urban Design Panel consisting of 10-12 development planners that whet the proposals submitted by the developers. The city urban designers offer free advice and work closely with the architectural and urban design firms, and developers to ensure that the project would create a vibrant and attractive development especially at street level. There is a Board of Variance that reviews projects

on a case by case basis. Visual Impact Analysis including shadow analysis is required for projects in addition to heritage impact, traffic impact, retail impact and landscape impact assessment etc. The City of Vancouver encourages innovative and creative developments through its Board of Variance.

- 2.6. Port Metro, Vancouver was recently formed in 2008 by the amalgamation of the economically more successful Port of Vancouver with the Fraser River Port Authority and the North Fraser Port Authority. The establishment of Port Metro was a milestone event in strengthening the organizational capacity to enhance the Vancouver ports developments. However, this was no easy task, given the varying nature, regulations and jurisdictions of the three separate authorities. Port Metro is slowly adapting to the current reality, as the issues and challenges facing river and ocean ports are totally different. Today, Port Metro is the largest generator of wealth, accounting for a third of the economy. Port Metro of Vancouver being the largest and busiest port in Canada with nearly 600 km of shoreline, is an economic pillar of the national economy and a gateway to the country. The Port Metro Vancouver is the dedicated authority in full control of port development, operating on a self-financing basis without any subsidies from the Provincial Government. The Port owns the right to the water body and generally the land below the high water mark with a few exceptions and it currently owns about 2,700 ha with plans to expand to 5,000 ha by 2050. The Port Metro is responsible for all planning, development and management but works closely with the community, the City and environmental agencies such as Environment Canada. Its challenge mainly comes from the need to work with local interests in the sixteen municipalities bordering with the Port to meet their aspiration for a modern recreational waterfront. The port is currently considering strategies to move some of the port operations inland using intermodal connections, while balancing the maritime needs of the working port. Port Metro recognizes the importance of working with the community, and has recently set up a community relations team to work with the community, organizing forums and workshop on a regular basis. .. Filling in the water is not something that is considered as it would require millions of dollars and Environment Canada's approval. Other restrictions includes: the current legislation does not allow the Port to sell land for non-marine related uses

as the Port cannot retain the proceeds generated from land sale which will go to the Ministry of Transport in the Federal Government.

a. Policy Vision and Commitment

- 2.7. From the several presentations given by the Port and the City Planning Department of San Francisco, the National Parks Service, Port Metro Vancouver, the City of Vancouver and the Planning Department of the City of Richmond, it is clear that a strategic policy framework, a waterfront vision, a waterfront urban design plan developed together with the community is a necessary precondition for the enhancement, sustainable development, successful implementation and proper management of the urban waterfront. This policy vision serves 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, in the planning, designing, developing, financing and managing the waterfront. It is mandatory that such a vision be a shared one, from all the stakeholders through proper public engagement, making it necessary for even powerful agencies such as the Port Metro of Vancouver to talk regularly with all the 16 municipalities that border its turf. Another important aspect is the need for the leading department to work closely with other related departments to ensure the proper implementation of the waterfront vision.
- 2.8. 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. The policy vision set for this regeneration endeavour in 1997 by The Port of San Francisco's Waterfront Land Use Plan was “reuniting the City with its waterfront” given the current dissonant development and separation between the two areas.
- 2.9. The Waterfront Plan is considered to be the Port’s comprehensive land use policy document, which governs all property under its jurisdiction, generally from Fisherman’s Wharf to the India Basin, describing how and where existing and new land uses will be located along the waterfront over the next 20 years. Most of the Port’s properties are held in “Public Trust” for all the people of California, and as a trustee of the property since 1969,

the Port is required to promote maritime commerce, navigation and fisheries, as well as to protect the natural resources and develop recreational facilities for public use. This Waterfront Plan is intended to provide for the long-term land use need of each of the Port's maritime activities, including cargo shipping, ship repair, passenger cruises, fishing, ferries and excursions, recreational boating, etc. – by reserving approximately 2/3 of the Port's property for these uses.

- 2.10. Four goals which guided development of the Waterfront Plan on how design and access of new waterfront activities help achieve its waterfront vision: 1) Urban design worthy of the waterfront setting – design of new developments should be of exemplary quality and should highlight visual and physical access to and from the Bay, while respecting the waterfront's rich historic context and the character of neighbouring development. 2) Access to and along the waterfront – network of parks, plazas, walkways, open spaces and integrated transportation improvements should improve access to and enhancement enjoyment and appreciation of the Bay environment. 3) An evolving waterfront, mindful of its past and future – improvements should respect and enhance the waterfront's historic character, while also creating new opportunities for San Franciscans to integrate marine activities into their daily lives. 4) A diversity of activities and people – Port lands should host a diverse and exciting array of maritime, commercial, entertainment, civic, open space, recreation and other waterfront activities for all locals and visitors to enjoy.
- 2.11. The Port Authority has operationalized the task as “the making of a public waterfront” with an emphasis on open space, full public accessibility and variety of maritime related developments for public consumption, toward the objective of integrating marine activities into city lives. This Public Trust-regulated vision to make the San Francisco waterfront an urban waterfront falls short on two related aspects. First, community interests for the public use of the waterfront and strong competing interests of various stakeholders and ongoing dialogue creates several challenges in its rather lengthy redevelopment process. Another issue is that the maritime-related approach to revitalise the port and Federal and State regulations make it restrictive with limited development potential to be financially viable, completely ignoring its working port heritage. The slow progress in the process of revitalising the waterfront indicates these constraints.

- 2.12. The Vancouver Ports represent the experiences of waterfront enhancement and development of a historically strong port economy, in an interesting contrast with the weak economic position of Port of San Francisco. “Strong port, strong economy” are the watch words that inform the policy vision of playing “globally as a leader in port sustainability” in the commitment to on-going waterfront enhancement. This economically driven policy vision sets the aspiration to be the waterfront transportation hub of the region as the direction of development to connect city with the waterfront.
- 2.13. In the Olympic Village, one of the key redevelopment projects along the Vancouver waterfront, the shared vision allowed participation of many private companies in building a city that celebrates public spaces and the building of a sustainable community embracing extrovert architecture and design. The most interesting aspect of this project is the development of a \$12 million public waterfront promenade in the foreground, while the construction of the development is underway behind. The promenade is currently enjoyed by the people of Vancouver even before the Olympic Village is complete. This would be an important lesson for Kai Tak development, to ensure that the promenades are developed first before the actual construction of the development is commenced.
- 2.14. Vancouver’s neighbouring City of Richmond has provided an even more aggressive policy vision of “a dynamic, productive and sustainable world-class waterfront”. Even though the City does not own a lot of the land along the waterfront, they try to share their vision with other authorities and have done a great job in not just building the Oval but also linking it with the enhancement of the waterfront on both sides of the River. The clear policy vision in both cases of Port Metro Vancouver and City of Richmond indicate strong city commitment to the sustainable development of the waterfront.
- 2.15. The visions of the Presidio in SF, the Olympic Village in Vancouver and the waterfront in the City of Richmond are great examples. Vision-driven development is something HK needs to learn more about. In the Presidio, their vision is partnership which helps them overcome many obstacles at the Federal level, to the extent that local lawyers were solicited for guidance to find ways to overcome rules imposed by National Park Service.

In the Olympic Village, the shared vision allowed participation of many private companies in realising 21st century Vancouver urbanism at the waterfront. In Richmond, through strong commitment to lead and partner with different stakeholders, they aspire to “redefine living on the edge”.

b. Development approaches and strategies

2.16. San Francisco and Vancouver have shared a lot of commonalities in the approach of development and management of its waterfront. These cities have basically adopted the format of a single agency-led interagency effort. Port of San Francisco and Port Metro Vancouver are the authorities specifically set up to plan, implement and manage developments along their waterfront. Both of them are public enterprises with land ownership of public lands along the waterfront operating on a self-funding basis. The Port Metro Vancouver is a strong port setup in the merger of three port authorities to strengthen the organizational capacity of port development and management. In the absence of central funding, these two port authorities have subscribed to private resources to finance their waterfront development and enhancement projects. The City of Richmond shows how a local municipality neighbouring Vancouver goes about developing a vision for its waterfront. The approach for revitalising Port of San Francisco is predominantly maritime-based. It is port-centred development and enhancement in the case of Port Metro Vancouver, while in City of Richmond, it is a holistic approach of waterfront development.

2.17. Presentations on waterfront and port management delivered by port and planning authorities during the San Francisco and Vancouver visits displayed common development strategies: emphasis on connectivity, mixed-use development, public engagement, private participation, heritage preservation, and brand development.

(i) Connectivity & Quality of Life

2.18. The key aspects of waterfront management in both San Francisco and Vancouver (including Port Metro Vancouver, Olympic Village and Richmond) are to integrate the coastal front into city life and bring people to the waterfront. This is indeed aligned with the global trends of making the waterfront for public enjoyment and of promoting a vibrant waterfront

for sustainable development. Making the coastal line fully accessible to the public has thus emerged as a strategic focus of planning, development and management of waterfront. The dominant view is to unite and connect the waterfront and the city (and its hinterland) physically, visually, socially, culturally and economically.

2.19. Connecting city with the waterfront in San Francisco takes the theme of “reuniting the city with its waterfront”. The current focus is to make the declining industrial and maritime port a public waterfront in its revitalisation. Principles adopted are: continuity - to be achieved through the construction of a continuous waterfront walkway; sequence – to institute sequence of major open spaces at 5 to 7 minute walking intervals; and variety – to provide different development opportunities and a host of attractions along the waterfront. They tried to create certain nodes that link directly to major development axes in the surrounding areas. All these are aimed at making the waterfront user friendly for the people to enjoy.

2.20. The sense of the purpose of connectivity is particularly strong in both Port Metro Vancouver and the City of Richmond with economic growth a major driver. Port Metro Vancouver has developed a concept plan to turn the site opposite Canada Place (built by the Federal Government) into a world class transportation interchange to overcome the existing railway lines fronting the harbourfront. The idea is to bring the city to the waterfront and turn the site into a transit concourse linking the West Coast Express, the Sky train and the Seabus at the waterfront to create mixed and vibrant public places. For the city of Richmond, connecting city and hinterland with the waterfront has emerged as a major theme of waterfront development as it sets the objective to be the regional green way connection and aspire to be great waterfront destinations.

(ii) Heritage Conservation & Brand Development

2.21. Brand development of the waterfront takes different paths in the three destinations visited. There is a strong sense of historical continuation in the cases of Port of San Francisco and Port Metro Vancouver. In the former case, the brand image of a port is very heavy in the revitalisation of the industrial port to a public waterfront. All development projects are restricted to maritime related uses and the thrust is to redevelop existing

piers and wharfs for commercial and retail uses. Thus, the Port of San Francisco makes use of the past (industrial port) to forge a modern waterfront image through redevelopment: a maritime-based regeneration for making the industrial port a public waterfront. In the later case, the brand positioning is basically port-centred by making it a waterfront transportation hub in order to enhance the position of strong port for strong economic performance. In comparison, the branding strategy for Richmond waterfront is less bounded by historical development under the theme of creating a premier urban waterfront. Richmond is now marketed as the premiere Pacific Rim edge City for high quality and sustained investment – living on the water’s edge.

- 2.22. Fisherman’s Wharf has enjoyed continued success as a tourist destination, however, it is not popular among San Franciscans, and is a popular tourist destination with a variety of shops, restaurants, museums and other entertainment outlets and attractions. The strong waterfront pedestrian link along the waterfront loses its focus at Fisherman’s Wharf. The areas currently under review to aim to come up with a new plan to revamp Fisherman’s Wharf, to make it a more attractive destination to tourists as well as locals. The new cruise terminal is expected to come at Pier 27.
- 2.23. 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 business purposes, for example, Fisherman’s Wharf, Ferry Building, Market Hall, Pier 11/2, Pier 3 and Pier 5. In Richmond, heritage is preserved and converted to tourist attractions or to serve business purposes. Most notable effort was the full restoration of Britannia: Britannia Heritage Shipyards preserved for tourist purposes, and Britannia docks constructed to host festival. In brownfield site redevelopment such as the Olympic Village in the City of Vancouver, landscape design and materials used in the public realm remind people that the site was once a piece of industrial land with ship-building activities.

(iii) Mixed Use and Sustainable Development

- 2.24. Mixed use of the waterfront has been widely practiced in Vancouver, for residential, commercial, recreational and environmental for enriching the diversity of waterfront experiences and adding to the attractiveness and vibrancy of the waterfront. In San Francisco there is mixed use development but setback from the waterfront due to various restrictions from the federal, state regulations and is primarily limited to marine related uses along the waterfront. This also follows the general aspiration of San Franciscans who prefer low rise, smaller scale development along the waterfront, primarily oriented to public use, Waterfront developments are seen as a civic gesture, it is a social investment, giving back to the city of San Francisco and the pride of being at the SF waterfront, rather than a lucrative business proposition.
- 2.25. Although the Port of San Francisco has set “variety” as one of the principles to revitalise the old industrial port waterfront areas, the mixed use of waterfront public lands is more restrictive to maritime related development projects. Hotels and residential use is restricted, height control of buildings is strict, and the preservation of existing pier and port facilities is mandatory. Current mixed uses are mainly recreational, commercial, and cruise terminals. The Ferry building is the 3rd most visited place in San Francisco, it is primarily for public use.
- 2.26. For the Port Metro Vancouver, a vibrant waterfront is to be achieved by means of mixed-use with the emphasis on non-residential development to balance community, environmental and commercial needs. The current uses are mainly recreational, commercial, tourist & hotels, as well as cruise terminals. The City of Richmond is very innovative to encourage mixed use development along its waterfront ensuring that there is a generous provision of public open space. The mixed uses of different types of developments along the waterfront enables the city to balance environmental, economic and social needs and objectives: river transportation, residential and commercial development, tourism and recreational development, and environmental friendly used of river resource, for example, Steveston – eco-tourism business, and the River Rock Casino. To facilitate the mixed use of the waterfront, the City of Vancouver has set up an Urban Design Panel as a review authority to provide advice to developers. For the

Olympic Village project, the Urban Design Panel came up with an urban design framework and different firms follow the framework in their design to produce a new Vancouver urbanism at the waterfront.

2.27. Another great example in Vancouver is Granville Island, which was originally a shanty town and later developed as an industrial area in Vancouver that declined with several factories and related uses moving out. The site was regenerated in 1970 by the Govt. at a cost of \$19 million to be transformed into a 'people-friendly' place with a mix of various uses, consisting of passive parkland, housing and more active market area and public exhibition space including the Cement Batching Plant that is still operational today. Granville Island has become a major destination, and continues to be popular among residents and tourists alike. Today, the site is still owned and managed by the government, generating an estimated \$35 million per year in taxes.

(iv) Public Engagement and Private Sector Participation

2.28. Public Engagement in the process of waterfront regeneration, development and enhancement is an important feature of harbourfront management in the democratic political systems of San Francisco and Vancouver. Local consultation conducted at the planning and project proposal stages to ensure that the conflicting interests of all stakeholders are well-considered. Most notable, the voters voted for Proposition H and the diverse communities worked with the Waterfront Plan Advisory Board for 6 years to come up with the Waterfront Land Use Plan in San Francisco. In addition, the Port of SF meets with 12 citizens group regularly with half of these geographically based. The importance of public participation has been highlighted as “Strategy Direction No. 1” in the form of “working together”, however, different groups have different views and consensus on certain issues is difficult to attain. It was said that everyone has a stake in the future of the waterfront: it is important to have a shared vision from which each stakeholder understands their role and works towards contributing to the creation of a dynamic, productive and sustainable city-wide waterfront.

2.29. Crissy Field of Presidio National Park, a former military use is a great example of community driven restoration championed by the Golden Gate National Parks Conservancy in 1999 through a US\$ 34.5 million capital

campaign including substantial private donations and unprecedented volunteer efforts from the community. The Presidio was successfully transformed into Crissy Field, a world class waterfront park restoring the site's unique ecology, rich history, and scenic beauty. The restored Crissy Field shoreline with its 20 acre tidal marsh, a 29 acre grassy meadow offers both indoor and outdoor amenity including a 1.5 mile promenade and the Crissy Field Center is popular among locals and visitors alike. The National Parks Service has done a great job in mobilising community resources, raising community awareness and ownership to revitalize not only the park but also the waterfront, respecting its natural and built heritage. Using private sector resources is predominately the strategy of the National Parks Conservancy in successfully transforming Presidio's Crissy Field to become the pride of all San Franciscans.

2.30. The Port of San Francisco also relies on private sector participation because of its limited public resources from the Federal government for transforming the maritime port into an urban waterfront. In this respect, it sets the policy planning framework to attract private redevelopment initiatives and investment, most notably, the Pacific Waterfront Partners Ltd. that developed Piers 1 ½, 3 & 5, and the Pier 39 Strategic Alliance that has successfully ensured that Pier 39 continues to be a unique destination for over 30 years.

2.31. In Vancouver, many developers have participated in the Olympic Village project, with 3.74 FAR and 19 metre wide streets. The project consists of multi-family housing, senior homes, day-care centres, housing for rental and affordable housing. Altogether there will be 20% affordable housing and 80% for market consumption (normally there are 30% affordable housing). Private sector investment is quite dominant in the case of Richmond in the development of its waterfront. Both the 2002 Waterfront Amenity Strategy and the 2009 Waterfront Strategy has provided a public policy framework to attract private development and redevelopment initiatives, notably, River Rock Casino.

c. Management Models and Implementation

- 2.32. We observed that there are various types of waterfront management models and most places use a combination, depending on the specific circumstances.
- 2.33. In San Francisco, the City Planning Department formulated the city-level General Plan and the planning of waterfront was localized. The Port of San Francisco is the public agency responsible for and fully in charge of this localized waterfront revitalisation effort ranging from planning to development and management. It is not in a very powerful position, constrained heavily by the limited financial support from the higher level governments and the limited ability to generate adequate financial resources. Similar institutional arrangements have been adopted in Vancouver. The Planning Department of the City of Vancouver provides the city-level General Plan, however, all 28 municipalities have their own plans, including the 16 bordering Port Metro Vancouver, Port Metro Vancouver in a way has ‘centralised’ port planning and development because it was formed by amalgamating three port authorities. The Port Metro Vancouver is the public enterprise to take up the responsibility of the planning, development, and management of the waterfront. In contrast to the city of Vancouver, Richmond has a more localised system, where the entire effort in the city planning department where an interdepartmental team was established to take charge of waterfront redevelopment, probably because of the smaller physical size of the city. Both the Port Metro Vancouver and the Planning Department of Richmond presented themselves as strong agencies to lead interdepartmental effort to deliver the task of sustainable waterfront development – in terms of independent financial resources, the power of disposing public lands along the waterfront, the ability to dictate the course of action prescribed by the waterfront plan, and the capacity to deliver development projects.
- 2.34. The waterfront agencies in both cities have taken a proactive and holistic approach of waterfront revitalisation, development, and enhancement to strategic formulation, planning, development, implementation, and the management of waterfront at the local community level. The Port of San Francisco, the Port Metro Vancouver and the Planning Department of the City of Richmond are lead and responsible agencies in the interagency effort and are quite independent in performing their function. Strictly speaking, waterfront in SF is not ‘integrated’ because there are two

agencies taking care of it: PSF over the pier land and the National Park Service over the northern and western side, which have been instrumental in transforming their respective waterfronts.

2.35. In planning waterfront land, ‘integration’ along the waterfront is not adequate. Integration in terms of planning, design, development and management with the hinterland is more important. Port authorities in SF and Vancouver need to work with many stakeholders on a daily basis. Although the Port of SF can issue permits or authorisation necessary for construction on Port property, as the trustee of Public Trust Lands, they have to observe the Public Trust Law imposed by the Federal Government. They are bound by the California Environmental Quality Act (CEQA) and require the Planning Department’s approval of their environmental review. The SF Bay Conservation and Development Commission (BCDC) is a State agency to ensure that land uses along the Bay will provide maximum public access, prevent the filling in of the Bay except for water oriented uses in exceptional circumstances. At the same time, the Port of SF has to work with the Planning Department’s land use plans (e.g. SF General Plan, Zoning Map), policies and regulations (e.g. Planning Code provisions), the City Charter, the various communities next to the waterfront as well as its tenants and development partners in the private sector.

2.36. The 2009 Waterfront Strategy was approved by the City Council in Richmond on 9 February 2009. The Strategy was formulated by a team of 20 led by the Port Office, with planners, engineers and stakeholders, as well as city departments. Others not from the City government such as Port Metro Vancouver, Federal or State environmental stakeholders, fish and wildlife form part of the New Waterfront Strategy Steering Committee. There was a core team of six members that worked on the drafting process and the consultation and strategy developments stages

(i) Public-Private Partnership

2.37. 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.

- 2.38. The Port of San Francisco makes use of the waterfront land use plan to set the framework and provide development opportunities for private investment to carry out redevelopment projects. While it is important to ensure conformity between the SF General Plan and the Waterfront Land Use Plan, the Burton Act Transfer Agreement stipulates that ‘a proposed capital improvement project on Port property does not conform to the General Plan does not preclude the Board of Supervisors from authorising an appropriation of Port funds for the capital improvement project’ (Transfer Agreement, Article II, Sec. 20 cited in Port of SF, 2009).
- 2.39. The Port does not receive subsidies from the City, and reimburses the City for any services provided by general fund departments. The Port’s ability to fund Port operations, maintain Port property and provide public access and open space improvements therefore depends almost solely on its ability to generate revenues from the use of properties under its stewardship. Funding sources come from Port tenants, the Port’s operating budget, revenue bonds, development projects, Infrastructure Financing District bonds and General Obligation Bonds.
- 2.40. Public-Private Partnership is an important model for regenerating some of the Port’s most important historic asset. The Ferry Building is a case in point. The contract with the private developer is an exclusive negotiating agreement and the property is leased for 66 years. The \$100 million project includes publicly accessible open space which amounts to 30 per cent of the land (100,000ft²). The regeneration of Pier 1 next to the Ferry Building is also a result of public-private partnership facilitated by Federal Rehabilitation Tax Credit (equivalent to 20% of the development cost) offered by the National Park Service as Pier 1 is a designated historic building. The \$64 million project complements the Ferry Building waterfront area and provides quality space for public enjoyment. According to the developer, Pacific Waterfront Partners Ltd., a lot of the investments in the Port properties are driven by passion, love of the place and social responsibility, rather than just pure profit-maximisation purpose.
- 2.41. The Presidio in San Francisco was built primarily by private funds and voluntary and effective individuals. The development cost of \$34 million was raised privately through non-profit organisations. However, the Presidio has also leased buildings to organisations for uses that are

complementary to the purposes of the Park. On the eastern side, 900,000 ft² of non-historic elements with underground parking that connects to the highway (and hence minimise impacts within the Park) is leased for the development of a Digital Arts Creative Centre. The Company invested \$400 million on the space, employing 1,500 people and generates an annual rent of \$6 million. The Presidio has a conference retreat facility for people to come together and discuss important global issues in a national park environment.

2.42. The transformation of the Fort Mason Center in the Presidio is a fascinating case of public-community partnership. The 300,000ft² Center is a national landmark, once an embarkation port where more than one million soldiers were sent to the Korean War. Hence it is important to respect the historicity of the site. The planning process for making a decision on the adaptive reuse of the site included a two-day retreat among the non-profit organisations and the result of the setting up of a non-profit-making umbrella organisation (Fort Mason Foundation). The Foundation has a Corporate Agreement with the National Park Service for a long-term lease and agrees to manage the space as a cultural and environmental education centre on a self-sufficient basis. Leases in the Center are rather long-term, 55-60 years, so that NPOs can attract donors for longer term commitment. There are 42 NPOs in the Centre and more than 2,000 organisations around the Bay Area have contributed programmes or activities in the Center. The Center has six theatre companies offering more than 12,000 programmes per year and every day, giving a daily average of 65 programmes per day, from simple arts programmes to major events of 40,000 people during weekends.

2.43. In the City of Vancouver, the Port Metro Vancouver provided the concept plan, while the Planning Department of Richmond uses the 2002 and 2009 waterfront strategies to serve as the framework for public-private partnership and private investment, for example, the Millennium Water Project in Vancouver, and private eco-businesses in the Steveston Area, River Rock Casino/Hotel in Richmond. Port Metro Vancouver has more than 100 leases but receives no support from the Federal Government. Instead, it is a steady contributor to the Federal revenue. When engaging in capital projects with more than 2,500 ha of land, Port Metro Vancouver can borrow from the public sector. Port Metro Vancouver has been contributing

astronomical amount of grants in lieu of taxes to city governments bordering the Port.

2.44. Many developers have participated in the Olympic Village project in the City of Vancouver, while the land is owned by the City, the cost of development is around \$1.2 to 1.4 billion. Besides commercial housing, the project consists of family and single housing, senior homes, three day-care centres, housing for rental and affordable housing. Altogether there will be 20% affordable housing and 80% for market consumption (normally there are 30% affordable housing). Unlike other developments, the project developed the public realm upfront at a development cost of \$12 million to create a strong edge along False Creek, with cycle paths, specially designed features and furniture, as well as landscape design that echoes the history of the site and even a small island with special habitats to add perimeter shoreline to the Creek. This public-private partnership that ensures the enjoyment of the waterfront by the general public is made possible because the Urban Design Panel has come up with an urban design framework to facilitate the various design and development firms to come up with a new Vancouver waterfront urbanism.

2.45. In Richmond, the development of the Olympic Oval shows the importance of visionary leadership. While the project was not a public-private partnership endeavour, the Municipal Government has exercised leadership in building an infrastructure and at the same time, regeneration a place at the waterfront. The City Government received \$60 million from the Federal Government and built a \$178 million facility through the selling of carefully partitioned land on the west of the facility, after a careful design of the waterfront with diversion of a riverside road to a disused Canadian Pacific Railway alignment. The City of Richmond has also started a few years ago to levy 'Development Cost Charge': calculations are done for the installation of public infrastructure and facilities in each development and a development cost is charged accordingly. In other words, development taking place in a community will bring more affordable housing and child care facilities etc.

3. Some Lessons for Hong Kong: Insights from the San Francisco/Vancouver Visits on Harbourfront Management

a. Policy Vision and Commitment

- 3.1. The study tour re-confirms the importance of having a clear strategy and an agreed plan driven by a shared vision to build a sustainable waterfront through continuous engagement of different parties in the process. Usually, the process will be led by a single-agency working in collaboration with a core team.
- 3.2. In San Francisco, the societal debate on the demolition of the Embarcadero Freeway and the consequent vote as part of the process to decide on the planning of the current San Francisco Waterfront Land Use Plan seem to be an important though rather a long process that has ensured current success. The Plan seems to be well respected and parties concerned are trying hard to realise it—rather than just putting it up on the bookshelf. Although most of the port functions have been relocated to Oakland, San Francisco still faces the challenge of harmonizing the working port with the leisure port functions. Their vision is a sustainable one, particularly impressive is the vision of ensuring those receiving economic opportunities (at the Port of San Francisco) will ‘reflect the diversity of the City of San Francisco’.
- 3.3. In the Presidio, the vision of ‘exciting’ local communities to be on board in transforming the ex-military post into a community asset sustained by deepening voluntary work and sense of ownership gives us much food for thought. Hong Kongers no doubt love our beautiful Victoria Harbour—this in fact gives us an easier base to further ‘excite’ them to turn our waterfront into a first class destinations for all!
- 3.4. In the Olympic Village, Vancouver, their concerns surround environmental (e.g., LEED certified buildings), social (affordable housing, senior housing, child care facilities, rental housing, community centre at the waterfront) and economic (market housing, signature building, Vancouver urbanism with vibrant economic activities at street level) sustainability.
- 3.5. In Richmond, the planners have used Patrick Geddes’ ‘live, work and play’ as a working principle in place making. This theme echoes throughout the visits in both cities: the waterfront is not just for work but it’s not all for fun either. Balancing ‘live, work and play’ is an art that we have to learn to master. In Port Metro Vancouver, as the Port generates 129,500 jobs, \$6.1

billion in wages, and \$10.5 billion in GDP across Canada, accommodating an active and functional port and the recreational needs and aspirations of the local communities is a constant challenge to the commitment of realising the vision.

- 3.6. In both cities of San Francisco and Vancouver, ‘reclamation’ or they call it ‘filling in of the water’ is generally not preferred. In San Francisco, all the land entrusted to the Port of SF is protected by the Public Trust, no filling in is allowed and uses are limited to water dependent or related uses including commerce, fisheries, and navigation, recreation and environmental preservation. In Vancouver, waterfronts are zoned into green, yellow and red zones and any filling in needs the endorsement of Environment Canada. Are we determined to uphold our Protection of the Harbour Ordinance? Should we also identify what should or should not be done along our waterfront?

b. Development Approaches and Strategies

- 3.7. One major observation is that 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 to run an economically important functional port, the Presidio is running a National Park, the Olympic Village is a piece of real estate development, and the City of Richmond faces a lot of development and intensification pressure. They are all dedicated to produce, as far as possible, a decent harbourfront for public enjoyment, and their approach is to solicit private resources, work together with one another within the multi-scalar administrative system and engage communities near and far. They all emphasize connectivity and linkages of the waterfront with existing developments in the hinterland and use the valuable opportunity to revitalise the urban fabric to spur city development.
- 3.8. In both cities, engaging the community on a regular basis on developments along the waterfront seems to be a norm. For instance, the Port of San Francisco has regular meetings with 12 citizen groups, half of which are geographically based. To the Presidio, community engagement seems to be their major asset in building the Park. In Vancouver, Port Metro Vancouver holds bi-monthly meetings with the 16 municipalities sharing a border with the Port. This is the practice that Hong Kong should learn.

3.9. In the case of the Port of San Francisco, we can see that the successful regeneration of the Port by public-private partnership is a result of concerted efforts by various authorities, investors, community groups, and policies that provide incentives for heritage conservation of buildings, etc. In fact, except Port Metro Vancouver which seems to be in very healthy financial situation, the other authorities have to be rather creative in generating financial resources to sustain their development. Under the constraints of relying heavily on private or community resources and fulfilling the legal or political ‘requirements’ imposed by different authorities and stakeholders on these authorities, their achievements are hard fought gains. Here, government authorities and people in Hong Kong should be inspired to make diligent effort to overcome existing institutional barriers to provide for better designed waterfront spaces.

3.10. In Richmond, while public-private partnership was not used to build the Oval, the City Government has been very creative in re-planning the place and through dividing the adjacent land plots for land sales has succeeded in providing a world class sports facility at a regenerated waterfront.

c. Management Models and Implementation

3.11. A dedicated authority can be found in planning, (re)developing and managing the waterfront in both cities though this has not made their work in improving the public realm along the waterfront easier, but to say that there is a dedicated authority is kind of an over-statement. In San Francisco, there is the Port of San Francisco and the National Park Service, and we have heard little about how integrated their planning is though the restructuring functions of the Port of SF has perhaps by default made their integration rather natural. In Vancouver, Port Metro Vancouver is an amalgamation of three port authorities. The fact that they have three plans with three different scales merged without thorough integration sums it all. Port Metro Vancouver as the gateway port for Canada faces a significant challenge in terms of accommodating an economically active functional port and an increasing aspiration of local communities for a leisure-oriented port. However, the implementation can be characterized as a ‘single agency-led inter-agency collaboration’.

- 3.12. All the concerned authorities in both cities have to work with higher level authorities, their horizontal counterparts and various local communities. Both have devised an effective mode in working with so many stakeholders. The context that they have to operate and network with looks rather complicated but somehow, this complexity has ensured a certain level of checks and balances which is essential because these authorities seem to rely rather heavily on public-private partnership to launch development projects and to sponsor the design, planning and development of the public realm for enjoyment of the communities. For the Presidio in San Francisco and Richmond in Vancouver, our hosts seem to take great pride in their successful partnership culture with local communities and other stakeholders.
- 3.13. In the City of Vancouver, the setting up of the Urban Design Panel may be useful for Hong Kong to ensure that its public realm spaces are properly designed and that buildings complement their surroundings. For instance, the success of the Olympic Village has to do with the urban design framework first developed by the Urban Design Panel.
- 3.14. The Olympic Village's success in providing a \$12 million public open space upfront when construction is going on provides much food for thought for us in the development of Kai Tak, West Kowloon, Hung Hom, Central, Wan Chai, North Point etc. Closing the centrally located waterfront site during construction to the overcrowded Kowloon peninsula looks much less reasonable after the visit to the tranquil and nicely designed False Creek south bank in front of a busy construction site.

4. Conclusion

- 4.1. Like the other two earlier trips, the delegates have found this visit to San Francisco and Vancouver insightful for the study of harbourfront management in developed urban cities. Presentations from and discussion with port authorities, planning departments, private developers involved in waterfront development have enabled us to get a clear picture of the evolution, strategies and approaches, institutional context, and institutional constraints of planning, development, management of the harbourfront in these two cities.

- 4.2. This trip has strengthened the belief that harbourfront management is an important public policy and management issues world-wide that Hong Kong Government should take it seriously. A proper policy regime of harbourfront management should be carefully formulated.
- 4.3. Harbourfront management can be evolutionary in nature as shown in the case of the Port of San Francisco, Port Metro Vancouver and the City of Richmond. They are all evolving and have been affected by deliberate policy designs. PSF did not exist until 1968 as the State passed the responsibility to the City, Hong Kong should take proactive steps with proper intervention to shape the policy and management of the Victoria harbourfront.
- 4.4. Learning from the experiences of the harbourfront management in San Francisco, Vancouver and Richmond, harbourfront management should be vision driven with the achievement of a strong policy consensus among all bureaucratic departments, the private sector and the local communities. The strategy should be holistic stretching from planning, development, implementation, to management. The management approach should be integrated with functions properly coordinated and performed, desirably led by a single agency with the collaboration of concerned parties. The responsible agency should be able to take full charge of the management task with adequate financial resources and jurisdiction over public lands along the harbourfront. The policy instrument should encourage public-private partnership as far as possible. Public engagement in the process of harbourfront management must be properly arranged. Connectivity, heritage conservation, mixed development, and vibrancy in environmental, social and economic terms are among the major principles of sustainable harbourfront management. Finally, harbourfront meeting local needs and aspiration is imperative.
- 4.5. Both San Francisco and Vancouver promote land marine interface by incorporating and prioritising land uses which support and enhance marine activities. In Vancouver it is considered difficult to reclaim, as it is very expensive, needs to be agreed by the community and seek approval from Environment Canada. While they can't fill the bay area in SF, they can have facilities built that facilitate marine activities. Something our PHO should consider is flexibility, that if any area is reclaimed for marine related

activities then an equal area of water should be created within the existing area.

- 4.6. To first complete public access and use of the waterfront while the construction of the hinterland proceeds is a model that should be mandated for Central, Kai Tak, Hung Hom, North Point Estate and West Kowloon. Waterfront access in Hong Kong should become a must as in Vancouver and San Francisco and not a choice.
- 4.7. In both San Francisco and Vancouver, the general plans for the waterfronts have the roads behind the waterfront properties, safeguarding the waterfronts for pedestrians and cyclists.
- 4.8. After agreeing with the waterfront vision and strategy, the actual plans in SF and Vancouver evolve over time as the many stakeholders continuously debate their ideas in public. Although this may slow the completion of waterfronts, it allows for the development of waterfronts which better reflect the opportunities of each site and the evolving aspirations of the community. In the context of HK this means an agreed vision and strategy for waterfront development that is adopted across all departments, and using a more flexible approach and the continuous review and improvements of outline zoning plans as needed to ensure harbourfront enhancement that truly reflects a growing community aspiration to enjoy Victoria Harbour.
- 4.9. Both San Francisco and Vancouver have public realm plans and detailed urban design strategies to promote an active use of the public realm, including outdoor seating, kiosks, permitting performances, and so forth. An accessible, vibrant and attractive waterfront is a must not a choice, it is seen as a priority that is given due importance.
- 4.10. The sustainable development and enhancement of the Victoria Harbour and the waterfront of Hong Kong depends very much on the ability of the Hong Kong government to design a proper policy regime and establish appropriate institutional arrangements for harbourfront management.
- 4.11. The waterfront of each city has its own history of evolution and its own constraints. This applies to Hong Kong as well, where land supply is a big constraint when compared to North America. Regardless, community

expectation for harbourfront enhancement does increase with time in most coastal cities around the world, necessitating new policy initiatives and direction.

4.12. Finally if there is vision, commitment and above all passion, it can be envisaged for Hong Kong to have a single agency with the prime responsibility of initiating, coordinating and managing all uses and activities along the public areas of the waterfront, using both public and private agencies and organisations as its service providers. This agency will need to liaise and interface with those private owners who already own waterfront property, to ensure a holistic approach and consistent standards.

4.13. Whilst the single agency, in order to have the necessary authority to secure cooperation from both Government Departments and private owners will probably need to be based within Government, it should contain within its membership representatives from all stakeholders, particularly for transparency reasons. Community involvement is also important, to ensure that the dedicated agency/agencies plan with the neighbouring districts, which is crucial for effective implementation and management. We are talking about power and effective checks and balances, assuming resources are available.

4.14. Alongside the Agency, we need to develop a range of “standard Public/Private mechanisms” for delivering world class waterfront projects along the lines of the models we have seen elsewhere and subsequent to delivery, the Agency can then entrust the ongoing pro-active management to the most appropriate public or private party. We are also talking about expert advice especially in terms of urban design and aspirations of the general public and the functional aspects of the harbourfront.

5. Way Forward

5.1. We hope that this report, together with the other two, will help stimulate thoughts, insights and aspirations towards a new paradigm of thinking in revitalising the policy regime and reinventing the management of Victoria Harbourfront.

5.2. The insights gained on this visit and the two earlier overseas visits along with other case studies previously examined by the TGMMH, will be further analysed in a retreat of the TGMMH in June, 2009, in fulfilment of its mandate to recommend viable options for improved management of the Hong Kong's harbourfront.

**Itinerary for HEC TGMMH Overseas Visit to
San Francisco and Vancouver
(11-17 April 2009)**

| Date | Time | Itinerary |
|-----------------|-----------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 11 Apr (Sat) | 16:24-13:50 | From Hong Kong to San Francisco (CX 879) |
| 12 Apr (Sun) | 10:00- 12:00 | EDAW/AECOM Host: Mr Stephen Engblom, Senior Vice President and Mr Scott Preston, Senior Associate |
| | P.M. | Harbour Walk (self-tour) |
| 13 Apr (Mon) | 09:00-10:30 | Department of Planning of San Francisco Host: Mr John Rahaim, Director of Planning Department and Mr William Lee, Planning Commissioner |
| | 10:30- 11:45 | Golden Gate National Park Conservancy and guided tour to Crissy Field and Presidio Host: Mr Brian O'Neill, Superintendent |
| | 14:00-15:50 | Port of San Francisco, Pier 39 Strategic Alliances and guided tour around the Harbour (Ferry Building, Piers 11/2, 3 and 5) Host: Mr Dan Hodapp, Chairperson of waterfront Design Advisory Committee and Mr Mark Paez, Associate Urban Planner |
| | 16:00 17:00 | Pier 39 Strategy Alliance and guided tour at Pier 39 Host: Mr Robert MacIntosh, President and CEO, Pier 39 Strategic Alliances |
| 14 Apr (Tue) | 09:00-10:00 | San Francisco Waterfront Partners Group and site visit Host: Mr Simon Snellgrove, Founder, Managing Director and Principal; Ms Alicia Esterkamp, Principal; and Mr Paul Osmundson, Senior Vice President |

| Date | Time | Itinerary |
|-----------------|-----------------|-------------------------------------------------------------------------------------------------------------------------------------|
| | 12:34–14:50 | From San Francisco to Vancouver (UA 474) |
| | 16:00– 18:00 | Steveston Harbour—self tour of Fisherman Wharf and Steveston Waterfront |
| 15 Apr (Wed) | 09:00–09:30 | Port Metro Authority Host: Mr Carlos Felip, Manager Planning, planning and Development Department |
| | 10:00–10:45 | Guided tour at Lonsdale Quay, North Vancouver |
| | 13:00–13:30 | Meeting with Planning Department, City of Vancouver Host: Mr Scot Hein, City Planner, City of Vancouver |
| | 13:30–16:00 | Guided tour to False Creek, Granville Island, Coal Harbour Walk and Stanley Park Seawall Promenade |
| 16 Apr (Thu) | 10:30–12:00 | Meeting with Planning Department, City of Richmond Host: Mr Terry Crowe, Manager, Policy planning Division, City of Richmond |
| | 15:10–19:55+1 | From Vancouver to Hong Kong (CX 839) |

HEC TGMMH Secretariat
April 2009

Table: Summary of the San Francisco/Vancouver Trip and Lessons for Hong Kong

| | | San Francisco – Harbourfront | Vancouver – Harbourfront/Richmond – Waterfront | Lessons for Hong Kong |
|-------------------------------------------------|--|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------|
| A. Policy Vision and Commitment | | Evolutionary changes – the natural withering away of industrial port, lack of an updated policy vision in the transformation of the industrial port into a modern harbourfront at the city and state level – out-fashioned direction of maritime-related development | A clear policy vision to demonstrate city commitment: aspiring to develop Vancouver harbour to be the waterfront transportation hub (in the case of city of Vancouver); a dynamic, productive and sustainable world-class waterfront (in the case of city of Richmond) | Harbourfront development: vision driven - common values and shared objectives for consensus building between society and government |
| B. Development Approaches and Strategies | | Single-agency-led (interagency effort) with land ownership along the harbourfront: Port of San | Single-agency-led (interagency effort) with full land ownership along the harbourfront – | A single led and responsible agency for interagency effort, probably with land |

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| | | <p>Francisco – a self supporting enterprise agency with the vision of making port of San Francisco a public waterfront, limited resources – even not enough to maintain the existing deserted port facilities</p> | <p>strengthened capacity in combining three port authorities into one setup: Port Metro Vancouver (city of Vancouver) and – an inter-department team under the helm of the Planning Department (City of Richmond) adopting an integrated and sustainable approach of managing the waterfront</p> | <p>ownership?</p> |
| | <p>i. Connectivity – transportation infrastructure</p> | <p>Connecting city center with harbourfront: the Pier Fishman’s Wharf – bringing people to the waterfront: current focus – making a public waterfront based on the principles of continuity (walkway along the waterfront), sequence</p> | <p>Connecting city with waterfront as a major theme: the Vancouver harbour – bring people from the land to the harbourfront and marine terminal; the Richmond Port – to be the regional green way connection and</p> | <p>Government provides infrastructure to connect the waterfront with urban areas and beyond to make Hong Kong the center in the region socially, economically, and culturally</p> |

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| | | (open space) and variety (development and attractions) | aspire to be great waterfront destinations | |
| | ii. Mixed-use development: residential, commercial, recreational and environmental | The port of San Francisco: restricted use: maritime related development projects only – hotels and residential are not allowed, height control, and the preservation of existing pier and port facilities. Current mix: mainly recreational, commercial, and cruise terminals | The port of Vancouver: a vibrant waterfront by means of mixed-use with the emphasis on non-residential development - balancing community, environmental and commercial needs - Current mix: mainly recreational, commercial, tourist & hotels, as well as cruise terminals; The port of Richmond: balancing environmental, economic and social needs and objectives: river transportation, residential and commercial development, tourism and | Integrative development: a mixture of social, business, art and cultural activities – residential development: secondary consideration? |

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| | | | recreational development, and environmental friendly used of river resources, for example, Steveston – eco-tourism business, River Rock Casino | |
| | iii. Public engagement | Local consultation conducted at the planning and project proposal stages to ensure that the conflicting interests of all stakeholders are well-considered. At current stage, there are two major camps – the progressive camp supporting quick transformation, while the conservative camp resistant to changes for the protection of their interests, most notably, the seaviews. | Local consultation: conducted at the policy stage to assure local community endorsement and support. | Active public engagement: to building a strong consensus for cultivating a strong sense of community ownership to sustain harbourfront development |

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| | iv. Private participation | Using private resources predominately because of limited public resources for regenerating the maritime port: policy planning framework from Port of San Francisco to attract private redevelopment initiatives and investment, mostly notably, the Pacific Water Partner Ltd., and Pier 39 Strategic Alliance | Public policy initiatives, private investment dominates: the 2002 Waterfront Amenity strategy and the 2009 Water strategy to attract private development and redevelopment initiatives, notably, River Rock Casino | The government: sets up the planning, development and management framework for facilitating private initiatives and investment |
| | v. Heritage preservation: creating a legacy understanding the history and geography of the place | Strict rules on demolition of existing port structures and facilities. A lot of old port facilities: piers, cruise terminals, warehouses, ferry buildings – preserved and converted to tourist attraction, public recreation, or business purposes – Fisherman’s | Heritage preservation is a major component part of harbourfront/waterfront development and redevelopment: preserved and converted to tourist attraction or business purposes – Britannia Heritage Shipyard (in the case of Port Richmond) | Heritage conservation: an integral part of Hong Kong harbourfront in its regeneration and management for collective memories and tourist attractions |

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| | | Wharf, Ferry Building, Market Hall, Pier 11/2, Pier 3 and Pier 5 | | |
| | vi. Brand development: cultivating a unique 'waterfront identity' to add value for branding | Make use the past to forge a modern waterfront image through planning: A maritime-based regeneration for making a public waterfront | Creating a new identity/image: waterfront transportation hub for Vancouver harbour, and markets as the premiere Pacific Rim edge City for high quality and sustained investment for Richmond waterfront– living on the edge | Branding on originality (instead of copying): Originality, creativity and innovation for creating a unique harbourfront brand and enhance the image of Oriental Pearl |
| C. Management Models and Development | | | | |
| | i. Central vs local: Central policy and planning framework for local implementation | City-level General Plan (by San Francisco Planning Department) and localized waterfront plan, development and management: Port of San Francisco | City of Vancouver: City-level General Plan (by City of Vancouver, Planning Department) and localized waterfront plan, development and management: Port Metro | A centralized harbourfront authority with ownership over localized harbourfront projects |

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| | | | Vancouver; City of Richmond: City-level harbourfront endeavor in the case of - planning, development and management: the Planning Department (of the City of Richmond) | |
| | ii. Integrated vs functional | Functional and vertical integration: Proactive and holistic approach: taking up full responsibility of strategic formulation, planning, developing, implementation and management of waterfront redevelopment at the local (community) level – Port of San Francisco as a lead and responsible agency in the interagency effort yet quite independent. | Functional and vertical integration: Proactive and holistic approach: taking up full responsibility of strategic formulation, planning, developing, implementation and management of waterfront enhancement at the city level – both Port Metro Vancouver and the Planning Department of City of Richmond serve as | A harbourfront authority with functional and vertical integration in a holistic way: to claim ownership and responsibility over overall harbourfront development and individual harbourfront development projects. |

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| | | | a led and responsible agency in the interagency effort. | |
| | iii. Public-private partnership: Public-private joint investment | PSF: The waterfront land use plan to set the framework and provide development opportunities for private investment to carry out redevelopment projects: for example, Pier 27 cruise terminal, Fishman's Wharf, Pier 1 and others – Pier 39 Strategic Alliance and Pacific Water Partner Ltd | City of Vancouver: the concept plan by Port Metro Vancouver. City of Richmond: 2002 and 2009 waterfront strategy provide a framework for public-private partnership and private investment. For example, the Millenium Water Project in Vancouver. | Attractive option: The establishment of a public-private partnership for taking up the development and management of the harbourfront under a local project |
| | iv. Private-initiated partnership | Redevelopment of Pier 1 1/2 , 3 & 5 into restaurants, office and recreational areas initiated by Pacific Water Partner Ltd | Richmond: private eco-businesses in the Steveston Area, River Rock Casino/Hotel. | Good option in the development and management stages. |

Examples of Delivery and Management Models Adopted in Hong Kong

| | Model | Key Features | Pros and Cons | Applicability |
|---|------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1 | Government Design-Build-Operate (DBO) | <ul style="list-style-type: none"> • Conventional DBO method by Government departments • Government-funded, either through Public Works Programme (PWP) for larger projects or as minor works projects if under \$21M. • Harbour Unit of Development Bureau or relevant departments identify harbourfront enhancement projects in consultation with HEC. Harbour Unit to coordinate if necessary. | <p><u>Pros</u></p> <ul style="list-style-type: none"> • No need to change / modify existing institutional arrangements • Strong Government support <p><u>Cons</u></p> <ul style="list-style-type: none"> • Less flexibility in design and management • Less creativity • Long delivery time and competing priorities • Entirely reliant on public money | <ul style="list-style-type: none"> • Temporary harbourfront enhancement • Where there is little or no incentive for private sector participation • Where delivery of the public facility is a core responsibility of Government and cannot be transferred / outsourced <p><u>Examples</u></p> <ul style="list-style-type: none"> • West Kowloon Waterfront Promenade • Wan Chai Waterfront Promenade • Quarry Bay Park |
| 2 | Government design-build, with operation and management entrusted to private sector | <ul style="list-style-type: none"> • Design-build by Government • Operation and management by private sector through tenancy and service agreement | <p><u>Pros</u></p> <ul style="list-style-type: none"> • Government retains control and responsibility • More efficient management by private sector <p><u>Cons</u></p> <ul style="list-style-type: none"> • Less creativity in design • Government bears construction cost • Longer delivery time | <ul style="list-style-type: none"> • Where expertise from private sector is desirable but there is little commercial / business incentive for private sector to fund and build the facility <p><u>Example</u></p> <ul style="list-style-type: none"> • Possibly the development and management mode for TST Piazza now under planning |

| | Model | Key Features | Pros and Cons | Applicability |
|---|-------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 3 | Contracting and Entrustment | <ul style="list-style-type: none"> • Government-funded public facility, but with DBO contracted out / entrusted to the private sector. • Design and construction works can be supervised by setting up a project coordination committee comprising government representatives and independent professionals. • Management can be overseen by an advisory committee with community input. | <p><u>Pros</u></p> <ul style="list-style-type: none"> • Creative design and flexibility • More uniqueness reflecting the character of the facility • Integrated, coordinated approach in design and management <p><u>Cons</u></p> <ul style="list-style-type: none"> • Reliant on public money • Government can outsource work but not responsibility. As a public facility, government rules and regulations may still apply. • Insufficient incentive to find a taker. | <ul style="list-style-type: none"> • Where expertise from private sector is desirable • Where private management is preferred for integrated management with adjacent developments <p><u>Example</u></p> <ul style="list-style-type: none"> • Nan Lian Garden |
| 4 | Public facility on government land design-build by private sector | <ul style="list-style-type: none"> • Design and build by private sector required under lease conditions • Funded by private sector • Facility handed back to the Government for operation / management; or entrusted to the private developer for management | <p><u>Pros</u></p> <ul style="list-style-type: none"> • Creative design and flexibility • Shorter delivery time • Integrated, coordinated approach in design, build and management • Less reliant on public money <p><u>Cons</u></p> <ul style="list-style-type: none"> • Possibility of mediocre design and lack of quality assurance if there is insufficient commercial incentive | <ul style="list-style-type: none"> • Where public management is more appropriate, e.g. adjacent areas with different or fragmented private developments <p><u>Example</u></p> <ul style="list-style-type: none"> • Portions of Tsing Yi Promenade (i.e. Grand Horizon and Villa Esplanada) |

| | Model | Key Features | Pros and Cons | Applicability |
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| 5 | Public open space on private land DBO by private sector | <ul style="list-style-type: none"> • Public facility such as public open space DBO by private sector required under lease conditions • Funded by private sector, on private lot • Required to be built and operated by private developer, and open to the public | <p><u>Pros</u></p> <ul style="list-style-type: none"> • Creative design and flexibility • Shorter delivery time and minimise interface problems • Integrated, coordinated approach in design, build and management <p><u>Cons</u></p> <ul style="list-style-type: none"> • Possibility of mediocre design and lack of quality assurance • Possible dispute over right of use / access and opening hours • Private owners have to shoulder financial cost of maintenance | <ul style="list-style-type: none"> • Public open space on private land <p><i>Example</i></p> <ul style="list-style-type: none"> • Grand Promenade in Sai Wan Ho |
| 6 | Donation by private sector and entrustment of management | <ul style="list-style-type: none"> • Design-build-transfer • Ownership lies with Government • Management entrusted to private sector under Management Agreement • Self-financing principle with some income generating activities • Management Committee to oversee operation and management issues | <p><u>Pros</u></p> <ul style="list-style-type: none"> • Creative design and flexibility • Effective delivery of project • Integrated, coordinated approach in design, build and management • No financial burden to Government <p><u>Cons</u></p> <ul style="list-style-type: none"> • Reliant on private sector donation, hence not easily applicable in all harbourfront areas | <ul style="list-style-type: none"> • A community contribution • Where there is adjacent private development and may generate intangible economic benefits to the donor <p><i>Example</i></p> <ul style="list-style-type: none"> • Avenue of Stars |

| | Model | Key Features | Pros and Cons | Applicability |
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| 7 | Partnership with social enterprises / charitable or non-profit-making organisations | <p><u>Design and build</u></p> <ul style="list-style-type: none"> • By entrustment or open tender. A tenderer may establish a social enterprise to implement the project • Financial support in the form of a one-off grant or land premium deduction <p><u>Management and Operation</u></p> <ul style="list-style-type: none"> • Entrusted or leased by Government to social enterprises / charitable or non-profit-making organisations • Financial support in the form of a one-off grant (to meet initial set up or operating costs say for a fixed period of time) or nominal rent or annual rental subvention • Allow commercial activities to generate income • A sinking fund may be set up to save net profits for reinvesting into the project • Government and community may participate in the design and management through a board of directors or advisory committee | <p><u>Pros</u></p> <ul style="list-style-type: none"> • Creative design and flexibility • Effective delivery of project • Integrated, coordinated approach in design, build and management • Less long-term financial commitment and burden to Government • Commercial activities may attract private investments and enable more responsive services • Supports development of social enterprises / charitable or non-profit-making organisations • Less controversial than cooperating with an entirely commercial body <p><u>Cons</u></p> <ul style="list-style-type: none"> • Need to monitor the financial support / sponsorship for the social enterprises / charitable or non-profit-making organisations • Public may not be able to afford fee-charging services • Little commercial incentives and may therefore be difficult to find a partner with the needed experience & expertise. | <ul style="list-style-type: none"> • Where community or social enterprise participation is preferred but some financial support from Government is necessary <p><u>Examples</u></p> <ul style="list-style-type: none"> • Ma Wan Park • Heritage revitalisation projects (e.g. former Tai O Police Station) |

| | Model | Key Features | Pros and Cons | Applicability |
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| 8 | DBO by area based social enterprise | <ul style="list-style-type: none"> • Design-build-operate by area-based social enterprise with its own source of funding • Possible government financial support in the form of nominal rent or premium | <p><u>Pros</u></p> <ul style="list-style-type: none"> • Responsive to public / area-based needs and social demands • Fewer restrictions and constraints • Effective delivery of service <p><u>Cons</u></p> <ul style="list-style-type: none"> • Smaller scale and impact • Design and service quality not guaranteed | <ul style="list-style-type: none"> • Small scale area-based projects <p><i>Examples</i></p> <ul style="list-style-type: none"> • Lam Tsuen Wishing Square Development Limited • Possibly the Central Police Station by HK Jockey Club |
| 9 | Private development DBO with service agreement | <ul style="list-style-type: none"> • DBO by private developer through land tender or land grant • Government may stipulate terms of operation in the form of service agreement, and/or design and management requirements in tender document or land grant • May carve out certain areas / sites as protected lands to conserve historic architecture, environment or special qualities of the protected sites. | <p><u>Pros</u></p> <ul style="list-style-type: none"> • Creative design and flexibility • Effective delivery of project • Integrated, coordinated approach in design, build and management • No financial burden to the Government <p><u>Cons</u></p> <ul style="list-style-type: none"> • May be difficult to align private and public interests in managing the harbourfront | <ul style="list-style-type: none"> • Land sale sites, where a certain degree of design and management control is preferred to protect public interest and enjoyment <p><i>Examples</i></p> <ul style="list-style-type: none"> • Former Marine Police HQs • Peak Galleria • Whampoa Garden |

| | Model | Key Features | Pros and Cons | Applicability |
|----|----------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 10 | DBO by statutory authority | <ul style="list-style-type: none"> • DBO by a statutory body vested with integrated powers in planning, implementation and management • The statutory body can be a new set up or an existing body like the Urban Renewal Authority (URA) | <u>Pros</u> <ul style="list-style-type: none"> • Effective delivery of project • Integrated, coordinated approach in design, build and management <u>Cons</u> <ul style="list-style-type: none"> • Lengthy research, discussion and legislative process if a new body is to be set up | <ul style="list-style-type: none"> • Large-scale development projects that require comprehensive powers for delivery <u>Example</u> <ul style="list-style-type: none"> • West Kowloon Cultural District Authority |