

Victoria Harbour as a Harbour: The Importance of Integrated Land-Water Planning

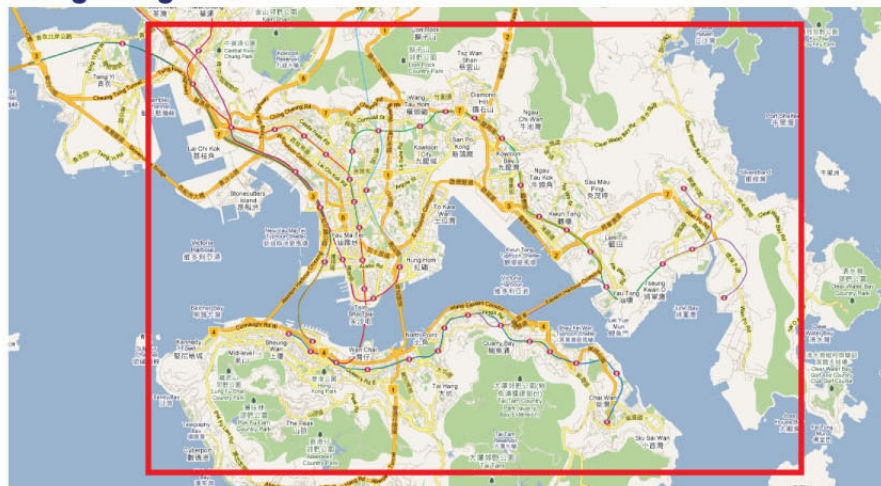
June 2011



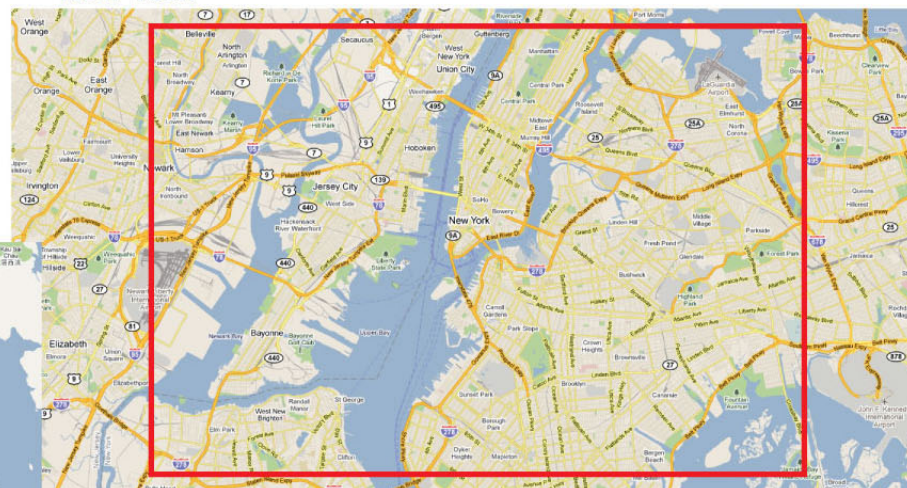


Victoria Harbour as a Harbour: How Hong Kong's Harbour Compares to other World Cities

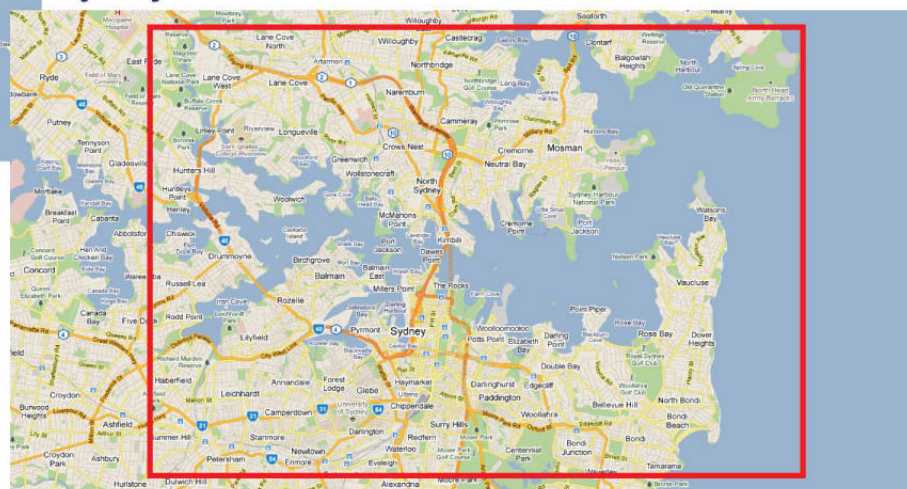
Hong Kong



New York



Sydney



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CHAIRMAN'S FOREWORD

The Harbour Business Forum (HBF) was established in 2005 due to a concern about how developments in and around Victoria Harbour could have a negative impact on the future development and competitiveness of Hong Kong. Unfortunately, in the eyes of many this development debate has primarily focused on the use of land around Victoria Harbour, to the neglect of the harbour itself. This report is all about the harbour as a whole and the importance of considering land and water-side issues together in order to make the most of Victoria Harbour's considerable potential.

Victoria Harbour is one of Hong Kong's greatest assets, and certainly our finest natural asset, but it needs to be remembered that the essence of this asset is in the Harbour's innate role as a *harbour*. Our harbour supports our GDP by providing protected waters for trade. It provides a means of direct point-to-point transport for intra-Hong Kong and cross-boundary ferry passengers and it provides a unique opportunity to bring active, outdoor leisure pursuits right into the heart of our bustling high-rise city. All of these functions are synonymous with Hong Kong but all rely on accessible and readily available land-water interfaces, which in turn require a more joined-up approach to land-water planning.

HBF has long recognised the inherent interdependency in land and water planning. Our mission statement explicitly references both the harbour and its harbourfront areas, as does our vision for the harbour which seeks to:

"revitalise Victoria Harbour and its harbourfront areas to become an attractive, diverse, vibrant, accessible and sustainable world class asset for the economy, people and visitors of Hong Kong: a harbour for the people, a harbour of life."

Considered in this manner, the importance of land-water relationships is clear. It is therefore perhaps surprising that this report marks the first time that land and marine interface issues have been considered collectively on a

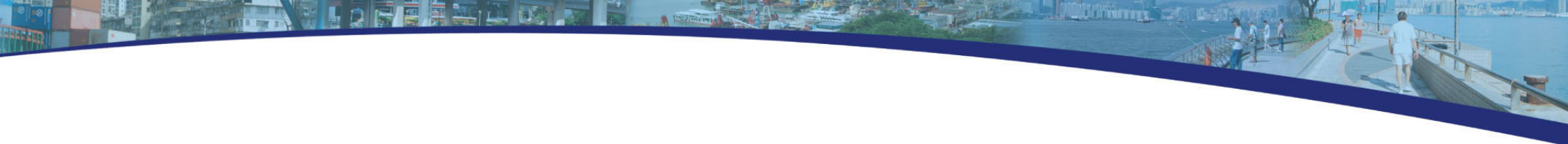
harbour-wide basis and from the perspective of activities on the water. While HBF has long argued for the adoption of an integrated approach to the planning, development and management of Victoria Harbour, this report makes it explicit that any consideration of harbour issues cannot focus on land-side issues alone but needs to consider use of the water as well. Moreover, given the relative scarcity of sheltered water in the harbour, in many instances it is the planning of the water itself that should come first.

To support this study HBF has also developed the first ever comprehensive database – the *HBF Harbour Database* – of Victoria Harbour's land and marine assets, interfaces and uses. This, in turn, has been used to generate the *HBF Interactive Harbour Map* that shows graphically the locations of these facilities all around the harbour. With the launch of this report, HBF is making this database and map freely available for public use on a newly created, harbour-focused webpage, www.victoriaharbour.hk. These ground-breaking tools are now freely available for public use and benefit.

With these tools and this report, HBF hopes to continue to shape the debate about the future of our most precious asset. Our last major study, the 2009 Integrated Harbour Study, coincided with a number of major changes in harbour planning, including a much clearer policy commitment from the Government and the establishment of Hong Kong's first Harbourfront Commission, on which the HBF is proud to have a seat. We sincerely hope that this report will have a similar impact by attracting greater attention to the possible negative impacts of land-first planning. Our starting point is simple: Victoria Harbour is first and foremost a harbour and only when land and water issues are considered collectively is the whole greater than simply the sum of its parts. "Asia's World City" should accept nothing less.

Rhydian Cox
Chair of the HBF Executive Committee





EXECUTIVE SUMMARY

1. Report Context and Objectives

This report is all about Victoria Harbour as a whole. It draws together data and analysis not just of the use of land around the harbourfront but also the situation on the water as well. Most importantly, it considers the interaction and necessary interface between the two. The starting point throughout is of Victoria Harbour as a harbour.

Perhaps surprisingly, this report is the first to attempt to consider land and water issues around Victoria Harbour in a comprehensive, collective and harbour-wide manner. Rarely has the planning of our harbour's land and water been considered collectively and, unfortunately, the unintended consequences and possible negative impacts of such single-sector planning are often over-looked. The objectives of this report are therefore to:

- Study and record evolving marine activity and land uses around the harbour and show how and where the two interact
- Determine the extent to which single-sector planning is causing potential problems or leading to missed opportunities
- Consider the need for possible administrative, regulatory or policy changes to improve harbour utility for the broader public interest
- Outline a number of indicative programmes for harbour enhancement that highlight the potential opportunities in collective, multi-sector planning

To support this report, HBF has also developed the first ever comprehensive database – the *HBF Harbour Database* – of Victoria Harbour's land and marine assets, interfaces and uses. This, in turn, has been used to generate the *HBF Interactive Harbour Map* that shows graphically the locations of these facilities all around the harbour. These powerful new tools have been used to generate much of the analysis presented in this report and, with the launch of this report, will be made freely available for public use on a newly created, harbour-focused webpage: www.victoriaharbour.hk.

2. Victoria Harbour as a Harbour

Victoria Harbour is first and foremost a harbour. It provides core resources and unique opportunities for commercial and recreational marine activities that bring vibrancy, employment and income, utility and fascination. The distribution of these activities within the harbour is effectively determined by the harbour's natural characteristics as well as the availability of marine facilities and sheltered water. By reviewing the locations of existing facilities as well as identifying past and future usage trends, an accurate picture of the state of Victoria Harbour as the harbour today – and potentially tomorrow – can be formed.

Victoria Harbour as a Working Harbour: Victoria Harbour is home to all nine of Hong Kong's container terminals and seven of Hong Kong's eight Public Cargo Working Areas (PCWAs). In 2010 these handled over a quarter of a billion tonnes of cargo and almost 24 million TEUs in 30,000 ocean-going and almost 90,000 river cargo ships - making Hong Kong the third busiest port in the world based on container throughput. Demand prospects remain encouraging but Hong Kong is struggling to secure market share for container trade in particular given competition from the Chinese Mainland. Most of Hong Kong's working harbour facilities are in the western harbour and rationalisation in this direction will continue with the upcoming closure of the Kwun Tong and Cha Kwo Ling PCWAs. Similarly, Hong Kong's fishing fleet, mainly based in Shau Kei Wan, is expected to see significant reductions in size following recent legislative controls on fishing in Hong Kong.

Victoria Harbour as a Harbour for Transport: In 2010, 26 million ferry passenger trips were made across the harbour, a further 23 million trips were made to the outlying islands and nearly 27 million trips were made on cross-boundary ferries. Victoria Harbour provides almost all the infrastructure for these trips including five dedicated outer-island ferry piers in Central and Hong Kong's two dominant cross-boundary ferry terminals. However, with the





exception of cross-boundary ferry trips, use of the water for passenger transport in Hong Kong is in long-term decline - particularly for harbour and outer-island ferry services - and some routes have already closed.

Over half of the harbour’s ferry piers lie within Central and Yau Tsim Mong. However there are only nine public piers in the harbour - just one for each district that fronts the water.

Of course, Hong Kong is also building a new cruise terminal at Kai Tak. Nearly 2,300 cruise ships and ocean-going passenger vessels arrived in Hong Kong in 2010 – down from almost 3,400 five years ago – but almost half used buoys and anchorages rather than berthing at Ocean Terminal or the China Ferry Terminal.

Victoria Harbour as a Harbour for Leisure: Across Hong Kong as a whole demand for motor-bearing leisure vessels is booming with almost 7,000 licensed pleasure vessels now registered - an increase of 60% in the past decade. However, there are only two dedicated marine recreation facilities within the harbour: the Royal Hong Kong Yacht Club facility and Kowloon Permanent Pier No.6 of Pacific Club Kowloon. Pleasure vessels in the harbour can only moor in the Causeway Bay Typhoon Shelter, where the Marine Department manages almost 300 private moorings.

Data suggests that Hong Kong as a whole is rapidly running out of space to meet this growth in leisure vessels. Hong Kong’s four marinas are now almost full, as are the existing pleasure vessel sheltered anchorages, and private moorings (of which there are now around 1,800, down from 2,300 in 1999) are running at occupancy rates of 95%. Only about 190 hectares of Hong Kong’s 400 hectares of sheltered water are available to pleasure vessels whose growth rate far exceeds the average for Hong Kong’s overall marine fleet.

3. Relating Land-Use to Water-Use

Viable marine use of the harbour requires supporting land-based facilities and uses, particularly important around scarce areas of sheltered water. Analysis of existing and future land-uses according to the HBF Harbour Database show the major land-use categories to be:

Major Land-Uses around the Whole Harbour		Major Land-Uses around Sheltered Water	
Existing Uses	Future Uses	Existing Uses	Future Uses
Recreation & Open Space, 32%	Recreation & Open Space, 43%	Land under construction, 33%	Recreation & Open Space, 52%
Logistics, 26%	Logistics, 22%	Logistics, 29%	Logistics, 22%
Land under construction, 14%	Municipal, 13%	Recreation & Open Space, 22%	Use still unknown, 11%

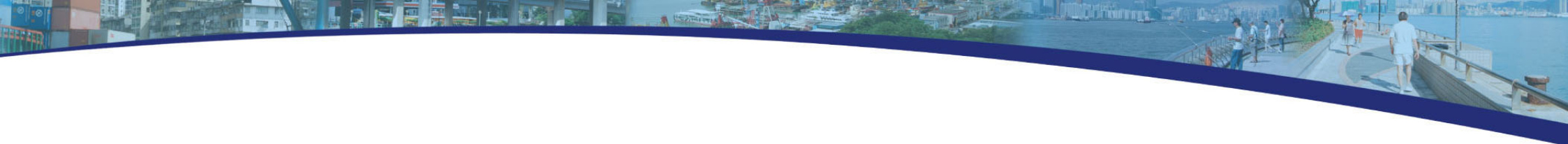
Source: HBF Harbour Database

This trend towards greater use of the harbourfront for recreation and open space is also apparent when considering the degree to which individual facilities really need to be on the waterfront or not. Adopting long-established US definitions of water-dependency and water-relatedness, currently around 40% of Victoria Harbour’s waterfront and its sheltered waters are taken up by uses that need to be there to conduct their primary purpose. However, assuming currently planned projects go-ahead as planned, this figure is estimated to fall slightly across the harbour as a whole, but will decline to just 30% around Victoria Harbour’s sheltered waters, while parks and promenades will take up over half the land around sheltered water.

This in itself may not necessarily be a problem. However, if best use is to be made of our harbourfront areas then at all times the implications of land-use planning on Victoria Harbour as a harbour must be considered. This is particularly true around scarce sheltered water since smaller vessels need these protected areas to berth and moor. Overall, the impression is that current planning does not yet plan the use of the harbourfront and the water in an integrated and strategic manner, and that the resultant plans are starting to have unintended consequences.

Further key findings are the critical importance of getting the waterfront planning at Kai Tak and Kwun Tong right given that half of Victoria Harbour’s existing sheltered waterfront is bounded by these sites, and also the limited provision of existing interfaces at both Kai Tak and West Kowloon to receive water-borne visitors. Planning of the land here is clearly important but consideration of water-side access should not be overlooked if a truly vibrant harbourfront destination is to be achieved.





4. Policy Analysis and Recommendations

While it is easy to say that Hong Kong needs to start planning its harbour and its harbourfront areas together, the practice is rather more difficult. Certainly, major harbourfront planning studies should consider the implications of their recommendations on the use of adjoining water bodies and vice versa. However, consideration of implications is still a long way short of adopting a truly integrated approach to land and water planning that appreciates the necessary interconnectedness of the two. HBF's 2009 Integrated Harbour Study (IHS) recommended the adoption of a new integrated approach to planning, developing and managing Victoria Harbour comprising six inter-related components. These components provide a useful framework for determining the extent to which the current system truly considers land and water issues in an integrated manner and where recommendations can be made for future improvement.

Policy Commitment: The Hong Kong Government's policy commitment with respect to the harbour is best and most recently expressed in its General Circular No. 3/2010 on Harbourfront Enhancement. This sets out the principles and guidelines on harbourfront enhancement, "appeals to policy bureaux and departments...for their support of harbourfront enhancement initiatives" and promotes Public-Private Partnerships as a means to develop and manage the harbourfront. While this policy strengthening and improvement in government agency practice is welcome and marks a significant step forward in the Government's policy commitment, the circular refers solely to the planning, development and management of the harbourfront. The harbour itself is not explicitly mentioned, neither is the need to recognise the necessary interaction between land and water issues.

HBF therefore recommends that the following harbour-specific policy statements be endorsed by the Government to guide future harbour planning, implementation and management:

1. Marine use of the harbour as a harbour must be maintained
2. Transport by water to connect people and places across and around the Harbour must be sustained
3. Land- and water uses at the harbourfront should be inter-dependent

4. Actively managed harbourfront venues and destinations are crucial to sustaining the vitality of the harbour
5. Infrastructure improvements that facilitate use of the harbour as a public asset are to be welcomed

A Vision and Priorities for the Harbour: A vision for Victoria Harbour was first promulgated by the TPB in 1999 and expanded by the HEC in 2006. While this latter vision explicitly differentiated between the harbour and its harbourfront areas, its interpretation has predominantly focused on the harbourfront. As part of the 2009 IHS, HBF expanded this vision to capture the importance of the harbour and also adopted a series of priorities to detail our vision, which specifically includes promoting water-based connectivity between harbour places; fostering maritime assets to support economic growth; and improving water quality. HBF recommends expanding the Government's Vision and Principles to encompass these marine priorities more explicitly.

A Strategic Framework and Plan: HBF has consistently emphasised the need for planning of activity on, and development facing, the water to be carried out in the context of a wider strategic framework and plan which set the long term strategic direction for the harbour as a whole and link actions on the ground back to the vision. Objectives, priorities and programmes of action are set "top down" according to strategic, evidence-based needs and community engagement rather than a "bottom up" collection of initiatives and area plans.

In February 2011 Planning Department presented its "Overview of Land Use Framework for Victoria Harbourfront" to the Harbourfront Commission, much of it based on the Planning Study on the Harbour and its Waterfront Areas (commonly referred to as the Harbour Plan) prepared in 2003. This framework takes strategic direction from the Harbour Planning Principles and Guidelines to guide the undertaking of a number of district-based reviews with a view to identifying enhancement opportunities.

Although presented as a "Framework", Government acknowledges that is a land use plan only, without reference to the water, and is compiled district by district rather than on a 'whole harbour' basis.





HBF maintains that a full strategic plan of the harbour is essential, one that operates top down by identifying enhancement opportunities based on what Hong Kong as a whole needs and then what the harbour needs to deliver Hong Kong's goals, rather than bottom-up by looking at each individual site in isolation. This recognition of the need for a strategic plan has been endorsed by the Harbourfront Commission and HBF fully supports its efforts to see a fully integrated land and water strategic plan developed.

An Overarching Responsible Body: The need for an overarching responsible body is never more clear than when considering the current oversight arrangements for the harbour – for example with responsibilities split between Marine Department for safety, Transport Department for use of piers and CEDD for pier maintenance. The creation of the Harbourfront Commission in 2010 brings a welcome dose of 'joined-up thinking' to harbour matters and facilitates greater debate and cross-government policy co-ordination. However, ultimately its focus, remit and powers still appear too narrow to address the political, financial and institutional complexities of harbour and harbourfront planning, delivery and management.

However, HBF notes that the HEC report that recommended the establishment of a Harbourfront Commission also recommended a "longer-run aspiration for an independent, statutory authority". In a recent statement to the Harbourfront Commission, the Secretary for Development has suggested that it may now be timely to begin the process of revisiting the case for an independent authority and HBF fully supports this potentially momentous step forward.

Changes to the Planning & Delivery System: Finally it is clear that a fully integrated approach may not be possible without changes to the existing planning and delivery systems. For a fully integrated approach to land-water planning, two immediate planning and delivery issues are apparent:

- There is a need to take account of different water uses and activities when considering land-use and vice versa. One means of doing this could be through a broad water zoning system for the harbour based on the predominant current or potential uses creating natural zones

- The interpretation of the Protection of the Harbour Ordinance has been the main obstacle restricting delivery of some key land-water interface improvements. A close reading of Circular 1/04 interpreting the Ordinance suggests that it not as restrictive as thought – or as interpreted. HBF believes that it is time to reconsider the interpretation of the Ordinance, which was never intended to end reclamation in the absolute, and will need to be overcome if water-side access is to be provided at Kai Tak and West Kowloon for example – clear examples where limited reclamation to improve connectivity must be in the public interest.

5. Indicative Harbour Enhancement Programmes

To demonstrate the importance of adopting an integrated approach to land-water planning this report ends with the identification of six indicative harbour enhancement programmes, including:

- **Rationalisation of the Working Harbour:** rationalising the use of the existing quaysides and wharves in the harbour
- **Additional Pleasure Boat Facilities in Victoria Harbour:** delivering safe mooring and easy access to a wide range of pleasure boats
- **Flexible Water-borne Passenger Transport in Victoria Harbour:** providing flexible and environmentally-friendly water transport along and around the harbour to complement existing scheduled services
- **Maritime Heritage in Victoria Harbour:** preserving and displaying the maritime cultural heritage of Hong Kong in a highly visible way to create a major attraction and destination in Victoria Harbour
- **Revitalisation of Piers in Victoria Harbour:** encouraging greater use of piers for public enjoyment and small-scale commercial activity
- **Water Events Venues and Facilities in Victoria Harbour:** providing arenas and facilities for cultural and sporting events

While all these programmes would be expected to benefit Hong Kong, the focus is not on the programmes themselves but on how they might be delivered and the need for an integrated approach to land and water planning if implementation is to be achieved.



1 INTRODUCTION, OBJECTIVE AND CONTEXT

1.1 Introduction

This report is all about Victoria Harbour as a whole. It draws together data and analysis not just of the use of land around the harbourfront but also the situation on the water as well. Most importantly, it considers the interaction and necessary interface between the two. The starting point throughout is of Victoria Harbour as a harbour.

Perhaps surprisingly this report is the first to attempt to consider land and water issues around Victoria Harbour in a comprehensive, collective and harbour-wide manner. Reviews have long been conducted of Hong Kong's port and marine activities. Likewise, as Hong Kong continues to evolve apace so the lands around our harbour have been constantly planned, replanned and planned again. However, rarely have the harbour's land and water uses been considered together. Unfortunately, the unintended consequences and possible negative impacts of such single-sector planning are often over-looked.

To support this report, the Harbour Business Forum (HBF) has developed the first ever comprehensive database of Victoria Harbour's land and marine assets, interfaces and uses. This *HBF Harbour Database* has been used to generate the *HBF Interactive Harbour Map*, which shows graphically the locations of such facilities all around the harbour. This database and map, produced on the basis of publicly available information, provide the evidence base behind this report. Moreover, with the launch of this report, HBF will make this database and map publicly available on a newly created, harbour-focussed webpage, www.victoriaharbour.hk. These ground-breaking tools will be freely available for public use and benefit, allowing all stakeholders and interested parties to analyse water and land uses around the harbour, or simply identify the location of their nearest landing-steps.

Further inputs into this report were sourced from publicly available publications, one-on-one consultations and two high-level workshops involving HBF members, Government officials and key harbour stakeholders.

1.2 Report Objectives

The objectives of this report are to:

- Study and record evolving marine activity and land uses around the harbour and show how and where the two interact
- Determine the extent to which single-sector planning is causing potential problems or leading to missed opportunities
- Consider the need for possible administrative, regulatory or policy changes to improve harbour utility for the broader public interest
- Outline a number of indicative programmes for harbour enhancement that highlight the potential opportunities in collective, multi-sector planning

1.3 Report Context: The Work of the Harbour Business Forum

The HBF was established in 2005 due to a concern about how developments in and around Victoria Harbour could have a negative impact on the future development of Hong Kong. Its vision for the harbour is “*to revitalise Victoria Harbour and its harbourfront areas to become an attractive, diverse, vibrant, accessible and sustainable world class asset for the economy, people and visitors of Hong Kong; a harbour for the people, a harbour of life.*”

Primarily a research-driven think-tank, in 2009 HBF released its *Integrated Harbour Vision and Delivery Plan – The Business Case* study (commonly referred to as the *Integrated Harbour Study*, or IHS). This study called for the Government to adopt a new integrated approach to the planning, development and management of Victoria Harbour on the basis of an extensive review to identify the reasons why Victoria Harbour was failing to live up to its considerable potential. This integrated approach comprised six complementary and individually-necessary components:





1. Clear Government policy commitment to prioritise the Harbour as a public asset and to establish leadership and direction
2. A Vision to unite all stakeholders behind a common goal and agreed objectives
3. A Strategic Plan to show how the vision will be realised
4. A Strategic Framework to clarify how actions on the ground link back to the vision and vice-versa
5. The establishment of an overarching responsible body, with resources, authority and accountability
6. Changes to the planning and delivery system to support the implementation of the strategic plan and to provide the responsible body with management tools

This report builds on the IHS through extensive marine and land-water interface analysis to highlight the importance of considering land and water issues together as part of any new integrated approach to Victoria Harbour.

1.4 Report Structure

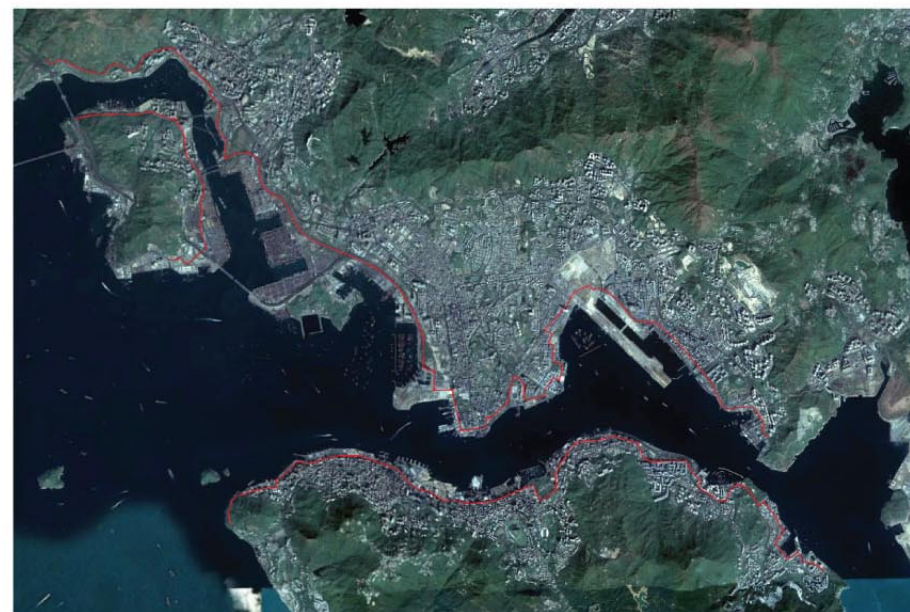
The structure of this report comprises five further sections:

- Section 2 considers Victoria Harbour as a harbour, including its predominant uses, characteristics and interfaces to identify trends and show where the major harbour functions take place
- Section 3 looks at the use of land around the harbour to determine the extent to which existing and proposed future harbourfront land-uses are congruous with, and supportive of, their adjoining water-side uses. The extent to which land and water issues appear to be planned collectively or separately is thus established and any potential consequences highlighted
- Section 4 proposes a series of policy recommendations for improving future land and water-use planning
- Section 5 presents indicative harbour enhancement programmes to show what could be achieved if these policy recommendations were enacted
- Section 6 concludes

1.5 Geographic Scope of this Report

The statutory boundary of Victoria Harbour stretches from Tsing Yi in the west to Lei Yue Mun in the east and covers some 73km of harbourfront on both sides of the harbour. For the purposes of this report, a slightly different geographic boundary has been adopted, which excludes Green Island but includes Chai Wan due to its interesting marine uses. This revised boundary covers some 76km of harbourfront, roughly split 30 / 70 between Hong Kong Island and Kowloon and the New Territories.

Figure 1-1: Geographic Scope of this Report



Source: HBF Interactive Harbour Map

2 VICTORIA HARBOUR AS A HARBOUR

2.1 Victoria Harbour as a Harbour

2.1.1 Harbour Usage

Victoria Harbour is first and foremost a harbour. It provides core resources and unique opportunities for commercial and recreational activities through direct access to protected waters of sufficient depth to handle all manner of vessels. These ships, boats, tugs and barges provide both vibrancy and economic opportunity. They provide employment and income, utility and fascination.

A Working Harbour

Victoria Harbour is home to all nine of Hong Kong's container terminals and seven of Hong Kong's eight existing Public Cargo Working Areas (PCWAs). Together, these facilities handled over a quarter of a billion tonnes of cargo in 2010 and almost 24 million TEUs ('twenty-foot equivalent unit' containers – the international standard for measuring container throughput) making Hong Kong the third busiest port in the world based on container throughput. Over 30,000 ocean-going cargo ships arrived in Hong Kong last year and almost 90,000 river-cargo ships arrived, reflecting Hong Kong's strategically important location at the mouth of the Pearl River Delta.



Source: HBF

A Harbour for Transport

Hong Kong's international cruise centre, its major cross-boundary ferry terminals and its main intra-Hong Kong ferry piers all reside within Victoria Harbour. In 2010, 26 million passenger trips were made across the harbour, a further 23 million trips were made to the outlying islands and nearly 27 million trips were made on cross-boundary ferries. In addition, some 2,300 cruise ships and ocean-going passenger vessels arrived in Hong Kong, as well as almost 90,000 river passenger vessels.



Source: HBF

A Harbour for Leisure

Almost 7,000 licensed pleasure vessels are now registered in Hong Kong, including auxiliary powered yachts, cruisers (e.g. junks) and open cruisers (e.g. power boats). Causeway Bay Typhoon Shelter provides moorings for pleasure vessels in the harbour, including public moorings, moorings belonging to the Royal Hong Kong Yacht Club and almost 300 private moorings managed by Marine Department.



Source: HBF



2.1.2 Harbour Access

The popularity of Victoria Harbour as a harbour reflects its deep, protected waters – a strength that remains as pertinent now as it did in Hong Kong’s early trading days. Depth of water is particularly important with the main fairway running through the centre of the harbour consistently 10-11 metres deep, and almost 40 metres deep at the Lei Yue Mun gap. While large ocean-going vessels requiring deep water stick to the main fairways, shallower-drafting ships and ferries can use the secondary fairways to the immediate north of Hong Kong Island’s Western District and beyond Yau Ma Tei.

Figure 2-1: Hydrographic Features of Victoria Harbour



Source: Chart reproduced courtesy of the HKSAR Government Marine Department

Figure 2-2: Victoria Harbour’s Fairways



Source: HBF Interactive Harbour Map

2.1.3 Sheltered Water

Importantly, despite successive reclamations, Hong Kong’s harbourfront still provides sheltered water for mooring and berthing smaller craft, particularly important during the summer typhoon season.

The vast majority of this sheltered water in Victoria Harbour lies within the harbour’s seven typhoon shelters. Half of Hong Kong’s typhoon shelters by number and 40% by area lie within Victoria Harbour. Together these shelters provide almost 160 hectares of protected water, with a further 11 hectares of sheltered anchorage available at Chai Wan Cargo Basin.

Figure 2-3: Typhoon Shelters and Sheltered Anchorages in the Harbour



Source: HBF Interactive Harbour Map

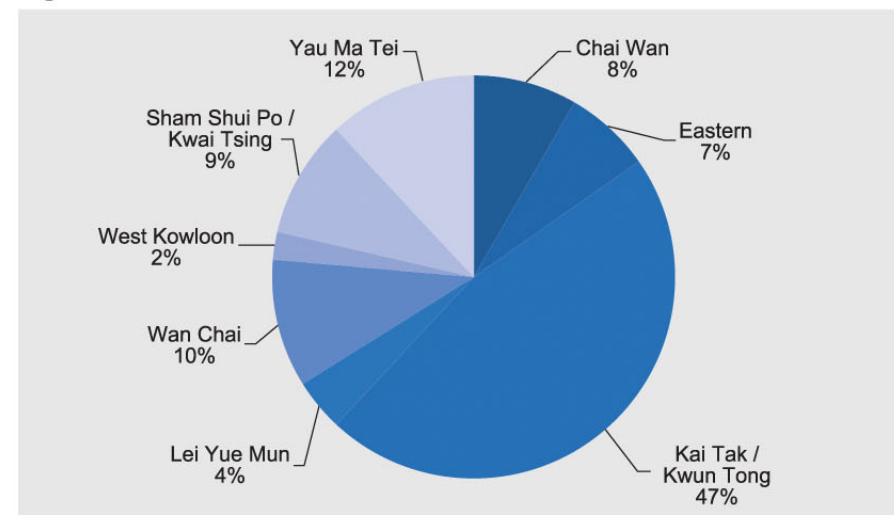
Table 2-1: Typhoon Shelters in Victoria Harbour

	Area (Hectares)
Rambler Channel Typhoon Shelter	12.9
New Yau Ma Tei Typhoon Shelter	64.6
To Kwa Wan Typhoon Shelter	14.8
Kwun Tong Typhoon Shelter	33.8
Sam Ka Tsuen Typhoon Shelter	1.9
Causeway Bay Typhoon Shelter	12.3
Shau Kei Wan Typhoon Shelter	17.2

Source: Marine Department

In terms of frontage, according to the HBF Harbour Database, almost a fifth of Victoria Harbour's coastline adjoins sheltered water, including typhoon shelters, sheltered ferry berths etc – almost 16km of the harbour's total 76km of waterfront. Almost half of this sheltered waterfront lies along the Kai Tak and Kwun Tong waterfronTS, reflecting the length of the Kai Tak runway and existing Kwun Tong Public Cargo Working Area (PCWA) either side of the nullah and Kai Tak Channel. This is by far the largest stretch of land that adjoins sheltered water throughout the entire harbour.

Figure 2-4: Location of Sheltered Waters around Victoria Harbour



Source: HBF Harbour Database

2.2 Marine Facilities within Victoria Harbour

2.2.1 Overview

A harbour is more than just a deep fairway and a collection of shallower, sheltered waters. Additional, man-made facilities are often needed to allow ships to berth and moor, passengers, cargo and provisions to be loaded and unloaded and repairs to be made. The distribution of these facilities within a harbour effectively determines the predominant use of nearby waters.



2.2.2 Location of Water-Based Marine Facilities

Facilities on the water include anchorages, moorings and bunkering facilities. The bulk of these facilities and reserved areas can be found in the waters at the western entrance to the harbour while others are arranged to either side of the major fairway. A number of the anchorage areas are reserved for vessels carrying potentially dangerous goods.

Figure 2-5: Anchorages, Mooring and Bunkering Areas in the Harbour



Source: HBF Interactive Harbour Map. Note: Anchorage areas are the large areas shaded in blue. Bunkering facilities are provided in the Sham Shui Po area and outside Lei Yue Mun. The blue mooring buoys are A-Class, the green are B-Class and the black buoys are reserved for military use only. A-Class and B-Class buoys are owned by the Hong Kong Government.

2.2.3 Location of Land-Based Marine Facilities

Land-based marine facilities include shipyards and dockyards, as well as necessary points of interface and access to the water such as piers, landing steps and PCWA areas. The table over the page shows the distribution of these facilities throughout the harbour. For historical and geographical reasons, a few distinct patterns in the distribution of such facilities around the harbour can be found.

Working Harbour Facilities – at both ends of the harbour, predominantly the west

Logistics

Hong Kong's nine container port terminals are in the Kwai Tsing District. Non-port logistics activities such as breakbulk general cargo trade, bulk material and supplementary container transfer are handled at PCWAs, of which four out of the harbour's seven are also to the western end of the harbour, at Yau Ma Tei, Stonecutters Island, Rambler Channel and Western District. In addition, mid-stream cargo handling operations use storage sites at Stonecutters Island and in Cheung Sha Wan.

The only cargo handling operation to the east of the harbour is at the Chai Wan PCWA. Between these two extremities lie the Kwun Tong and Cha Kwo Ling PCWAs, both of which are due to close shortly.

Dangerous goods ferry services operate across the eastern harbour between the vehicular ferry piers of North Point and Kwun Tong. This is the only operating vehicular ferry route across the harbour but services are frequent and busy, mainly transporting goods lorries carrying items that are prohibited from using the three cross harbour tunnels, such as fuels. Almost 30,000 vehicles are transported across the harbour this way per year.

Waste Transfer

Waste transfer by water is an important part of waste management in Hong Kong. Within the harbour, municipal waste is handled at public sector refuse transfer stations at Kennedy Town, Stonecutters Island and Chai Wan. Waste collected here is compacted and containerised for transfer to landfill by sea or road.

For other recyclable waste materials like paper and metal, the waste management process is run by the private sector. Again, most of these operations currently take place within the harbour, from the Kwun Tong and Chai Wan PCWA as well as the ex-KCRC Pier at Hung Hom. More than 90% of waste paper in Hong Kong is exported by river to the Pearl River Delta region for recycling.

Table 2-2: Land-Based Marine Facilities in Victoria Harbour

	Ferry Pier	Government Pier	Public Pier	Private Pier	Landing Steps	PWCA	Vehicular Ferry Piers	Cruise Terminal	Barging Points	Commercial Shipyards	Government Dockyard	Military Dockyard	Recreational facilities
Central & Western	8	2	2	1	8	1							
Wan Chai	1			2	5								1
Eastern	4	2	2	4	10	1	1		2	1			
Tsuen Wan	1	1	1		3								
Kwai Tsing		1	1			2				10	1		
Sham Shui Po					1							1	
Yau Tsim Mong	5	1	1		9	1		1					1
Kowloon City	2	2	2	1	3	1*	1						
Kwun Tong					3	1*							
Total	21	9	9	8	42	7	2	1	2	11	1	1	2

Source: HBF Harbour Database, based on publicly available information. Note: * denotes soon to be closed.

Shipbuilding and Repair

Most of Victoria Harbour's major public, private and military shipyards and dockyards are also located to the western end of the harbour. Shipbuilding and repair activities are concentrated in Tsing Yi North and Cheung Sha Wan, which provide repair and maintenance services to major ferry fleets in Hong Kong, and at Stonecutters Island which serves the government fleet.

Shipyards in Shau Kei Wan Typhoon Shelter and Chai Wan Cargo Basin serve as repair facilities for smaller boats, yachts and leisure crafts. The boatyard at the Royal Hong Kong Yacht Club primarily serves members. There is very little other shipbuilding and repair activity remaining in HKSAR.

Fishing

All fresh marine fish in Hong Kong is sold at wholesale fish markets. There are seven of these markets in Hong Kong, three of which are in Victoria Harbour at Cheung Sha Wan, Kwun Tong and Shau Kei Wan. Cheung Sha Wan is far by the largest of the three in terms of throughput. Almost all wet fish is delivered to the wholesale markets by boat and only a small proportion is transported by road.

Harbour Transport Facilities – piers in the inner harbour, steps all around

Cruise Ship Infrastructure

Cruise ships arriving in Hong Kong currently berth at either Ocean Terminal or the China Ferry Terminal on the western side of the Kowloon peninsular. However, almost half of the 2,100 passenger-carrying cruise ships that arrived in Hong Kong in 2010 used buoys and anchorages instead. Over 95% of cruise ship arrivals in 2010 Hong Kong were 'cruises to nowhere' – mostly overnight gambling trips out of territorial waters.

Ferry Piers

Ferry piers serve Hong Kong's scheduled ferry services, including cross-boundary ferries, ferries to the outer-islands and cross-harbour services. Over half of the harbour's ferry piers lie within Central and Yau Tsim Mong.

There are four cross-boundary passenger terminals in Hong Kong but over 90% of cross-boundary passengers arrive or depart from the two in Victoria Harbour: the Macau Ferry Terminal and the China Ferry Terminal. Both are towards the western side of the harbour and the ferries leave the harbour via this western exit.



Daily scheduled ferry services to the outer-islands from within the harbour depart from five dedicated outer-island piers in Central and also exit the harbour via its western end.

The remaining 14 ferry piers serve scheduled cross-harbour routes and are spread relatively evenly around harbour.

Ferries in Hong Kong are run on a licensed or franchised basis whereby potential operators bid for the right to run services as specified by Government and are granted exclusive pier use rights in return.

Other Types of Piers and Landing Steps

Government piers include those exclusively used by the Hong Kong Police Force, Fire Services, Customs and Excise, Immigration and Marine Departments, as well as for municipal waste transfer.

According to the publicly available information used to develop the HBF Harbour Database, there are just nine public piers around Victoria Harbour’s entire 76km of harbourfront – a very small number and equivalent to just one for each of the nine districts that front the harbour. Landing steps appear more plentiful with 42 around the harbour as a whole, most within typhoon shelters and used by sampans and launches to shuttle people between their vessels and the shore. However, picture evidence suggests not all are readily accessible and improvisation is still sometimes necessary to board craft. The sampans/walla-wallas and launches that use these steps are the only current examples of water taxis/buses in Hong Kong and are operated as private charters.

Leisure Harbour Facilities – few and far between

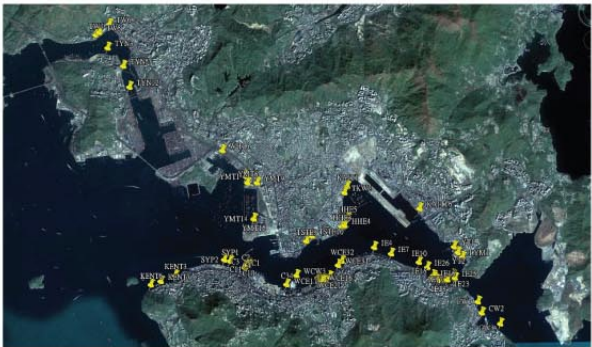
Unfortunately perhaps, there are just two marine recreation facilities dedicated within the harbour: Royal Hong Kong Yacht Club facility and the Kowloon Permanent Pier No.6 of Pacific Club Kowloon.

Figure 2-6: Scheduled Ferry Service Routes within Victoria Harbour



Source: HBF Interactive Harbour Map

Figure 2-7: Landing Steps within Victoria Harbour

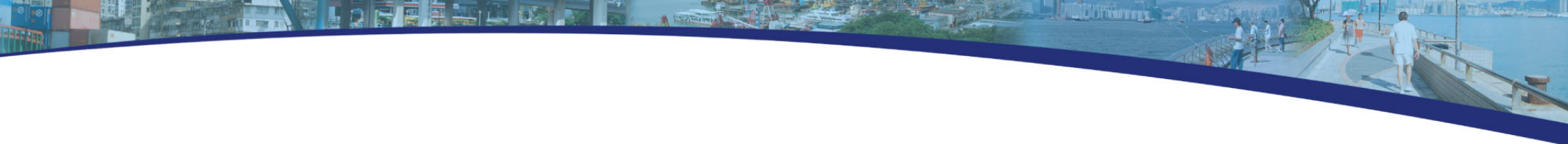


Source: HBF Interactive Harbour Map

Figure 2-8: Problems with Boarding Vessels in Victoria Harbour



Source: HBF /
DesigningHongKong



2.3 Harbour Trends

2.3.1 Overview

Identifying where existing marine facilities are located within the harbour provides a good introduction to how the harbour as a whole operates and where different harbour functions are currently undertaken. However, just because a certain area is currently used for undertaking a certain harbour function does not mean that this will necessarily always be the case. To that end a review of past and potential future usage trends in areas where significant change is occurring is informative to develop an accurate picture of the state of Victoria Harbour as a harbour today, and where our harbour might go tomorrow.

2.3.2 A Working Harbour

Logistics

The trade and logistics services sector in Hong Kong is one of constant change and reinvention, reflecting Hong Kong's position at the gateway of one of the world's most dynamic economic regions.

Hong Kong's cargo throughput continues to show an upward trend, albeit with ups and downs. Container volumes in 2010 increased 13% from 2009, but were still below the peak of 24.5 million TEU handled in 2008 before the impact of the global financial crisis. Throughput by tonnage also continues to rise. Such rising throughput despite falls in the number of vessel arrivals reflects the continued trend towards larger vessel sizes in the industry.

In terms of future trends, demand side prospects remain encouraging but the lowering of entry barriers has encouraged significant investment in Mainland container port facilities. These newer terminals have rapidly narrowed the service gap to Hong Kong whilst offering lower total through costs to customers. Consequently Hong Kong has struggled to secure market share and throughput growth has been muted. This is likely to continue.

Looking at the supply side, an upcoming Transport and Housing Bureau study will review these trends and determine the need for a tenth container terminal in Tsing Yi. For non-containerised cargo, Marine Department is currently overseeing a rationalisation of Victoria Harbour's break-bulk logistics facilities toward the western end of the harbour. Despite increases in throughput,

two of Victoria Harbour's seven PCWAs (Kwun Tong and Cha Kwo Ling) will be closed this year, reducing the total licensable PCWA frontage in Victoria Harbour by over 1,600m or some 27% and in Hong Kong as a whole by 24%. Break-bulk operations in the harbour will be further reduced by the upcoming closure of the ex-KCRC pier to make way for the construction of the Shatin-Central rail link. This facility is expected to be closed until 2018 or so.

Table 2-3: Key Working Harbour Statistics

	2005	2010
Container Throughput (in '000 TEUs)	22,600	23,700
Cargo Throughput (in '000 tones)	230,100	267,800
Ocean Cargo Vessel Arrivals	35,700	30,300
River Cargo Vessel Arrivals	117,500	91,000
Licensable PCWA Frontage	7,044m	6,672m
Size of Hong Kong's Fishing Fleet	4,150	3,700*

Source: HKSAR Government Marine Department. * denotes 2009 figure.

Fishing

The other working harbour sector in a state of flux is Hong Kong's fishing industry, which following recent environmental legislation to control industrial fishing in Hong Kong territorial waters is expected to see significant reductions in fleet size. Most of this fleet within Victoria Harbour is currently based in the Shau Kei Wan Typhoon Shelter.

2.3.3 A Harbour for Transport

With the exception of cross-boundary ferry trips, use of the water for passenger transport in Hong Kong is in long-term decline. This is particularly the case for existing cross-harbour and outer-island ferry services where dwindling patronage is causing some operators to struggle financially and some routes to close.

A case in point is the Central to Hung Hom cross-harbour service which stopped March 31st 2011 upon expiry of the Star Ferry licence, leaving 120,000 former passengers per month with few convenient and cost-effective transport alternatives in the near future. The route is seemingly no longer financially viable as Transport Department failed to attract any bidders for the new contract. Star Ferry decided against bidding to renew its licence having



operated the route at an apparent loss of HK\$20million since 1999. Although the operator had been able to offset these losses with profits from its popular Central-TST and Wanchai-TST routes, even these routes began to suffer losses in 2009 with the relocation of the old Star Ferry pier in Central further away from the main central business district.

The other major change in the use of the harbour for passenger transport will come into effect with the opening of the Kai Tak Cruise Terminal, expected to be operational in mid-2013.

Table 2-4: Key Harbour Passenger Statistics

	2005	2010
Ocean Passenger Vessels	3,400	2,300
River Passenger Vessels	75,200	88,100
Cross-Boundary Ferry Passengers	20.8mil	26.7mil
Intra-Hong Kong Ferry Passengers	56.1mil	49.7mil
Cross-Harbour Ferry Passengers	32.6mil	26.3mil
Cross-Harbour Ferry Vehicles	30,300	33,300

Source: Marine Department, Transport Department

2.3.4 A Harbour for Leisure

Opportunities for water-borne leisure in the harbour are limited with Causeway Bay currently the only typhoon shelter in the harbour where leisure boats can be moored. Across Hong Kong as a whole though, demand for leisure vessels is booming. Almost 7,000 engine-bearing leisure vessels were registered in Hong Kong by the end of 2010 – a 60% increase in the ten years since 2000.

Data suggests that Hong Kong is rapidly running out of space to meet this growth in leisure vessels. Hong Kong's four marinas are now almost full, as are the existing pleasure vessel sheltered anchorages, and private moorings (of which there are now around 1,800, down from 2,300 in 1999) are running at occupancy rates of 95%. A recent Marine Department assessment of typhoon shelter space requirements estimated that Hong Kong's existing 400 hectares of sheltered water would be sufficient to cope with expected sheltered water demand through to 2025 given average growth in demand of Hong Kong's entire marine fleet of roughly 2 hectares per year. However, only

about 190 hectares of this sheltered water is available to pleasure vessels, whose growth rate far exceeds the overall Hong Kong average.

2.4 Future Harbour Subdivisions

The above analysis shows that certain areas of the harbour tend to be used, and will likely continue to be used, for certain functions, whilst other functions are fading away or being actively relocated. On this basis it is possible to subdivide the harbour as a whole into different areas reflecting predominant water uses.

Figure 2-8 below shows predominant water uses once the current changes have been enacted. As can be seen, the closure of the Kwun Tong and Cha Kwo Ling PCWAs leaves just the To Kwa Wan Typhoon Shelter, the Shau Kei Wan fishing feet and dockyards and the Chai Wan PCWA as the only working harbour facilities east of Yau Ma Tei. As a result:

- Much of the eastern harbour waters could be freed up for recreation and transport, albeit with due consideration of the water needs of the Kai Tak Cruise Terminal currently under construction
- Industrial, logistics and municipal uses would still dominate the western side of the harbour
- Passenger transport services would continue to operate mostly from the mid-western side of the central harbour area

Figure 2-9: Predominant Future Harbour Uses



Source: HBF Interactive Harbour Map

3 RELATING LAND-USE TO WATER-USE

3.1 Introduction

Having determined predominant water uses around Victoria Harbour, this section considers the extent to which adjoining land-uses are supportive of that function. Land-uses are classified into broad groupings and predominant uses identified for particular areas around the harbour. Land-uses are then analysed to determine to what extent that use really needs to be adjacent to water. Using such an approach, it is possible to identify areas of incongruence between the water and the land and determine the extent to which land and water issues appear to be planned separately or together.

3.2 Classifying Existing Harbourfront Land Uses

3.2.1 Existing Land-Use around Victoria Harbour

The HBF Harbour Database provides a full, site by site inventory of facilities along the waterfront of Victoria Harbour. This database identifies each individual specific use and then categorises uses into the following six land-use categories as shown opposite.

Of these six categories, recreation & open space, logistics and municipal uses account for over 70% of the land fronting Victoria Harbour (Figure 3-1). Breaking-down the 'other' category is also informative and shows that some 14% of harbourfront-land – almost 11km of waterfront – is currently being used for construction and 4% is vacant. Looking closely at the data a number of geographic trends appear:

- Recreation and open space uses (predominantly promenades) are spread reasonably evenly around the harbour
- Kwai Tsing and Cheung Sha Wan account for roughly two thirds of all harbourfront land currently used for logistics, followed by Kwun Tong and Kowloon City (11%), Yau Ma Tei (6%) and Chai Wan (6%)
- Kwai Tsing and Cheung Sha Wan also account for over half the harbour's municipal uses
- Kai Tak accounts for two thirds of the harbourfront land currently being used for construction

Table 3-1: Classification of General Land-Uses around the harbour

Logistics	Municipal	Passenger Transport	Commercial	Recreation & Open Space	Other
Bulk & break-bulk cargo transfer & Outer Island supplies	Customs; Immigration; Marine Police; Fireboat; Marine Department Operations	Cross-boundary & Outer-Islands ferry services	Cruise liner terminal services	Pleasure boating and other water sports	Temporary use for construction
Containerised cargo transfer (& storage)	Waste recovery & trans-shipment	Cross-harbour ferry services	Other marine services/ bunkering	Water-based events	Vacant/ unused
Fish marketing	Government & Military dockyards	Water-taxi/Water-bus services	Ship- and boat- building and repair	Marine heritage exhibition & conservation	Residential
Dangerous goods transport	Drainage and water pumping	Pleasure boat charter/ excursions/ harbour tours	F&B & retail related to recreation & open space	Natural coastline & waterfront promenade	Ventilation & Cooling

Source: HBF Harbour Database

3.2.2 Existing Land-Use around Sheltered Waters

Given the importance of sheltered water to a functioning harbour, and the relative scarcity of these waters in Victoria Harbour, land-uses at the interface between sheltered water and the land are particularly important.

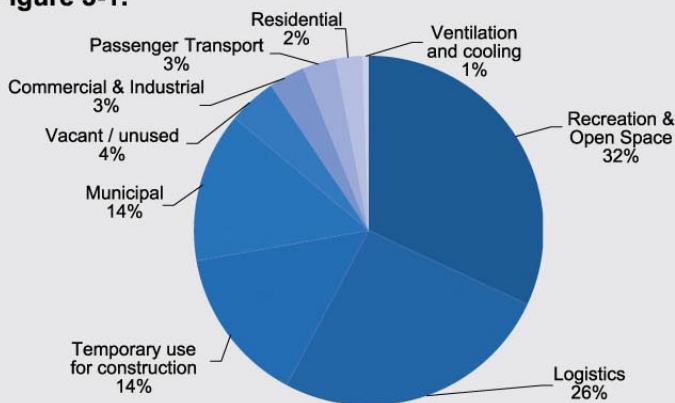
As shown in Figure 3-2, logistics count for a large proportion of these land-uses, as might be expected, mostly around the sheltered waters of Kwai Tsing and Cheung Sha Wan, Kwun Tong and Kowloon City, Yau Ma Tei, and Chai Wan. Recreation is also a major land use, a third of which fronts the Causeway Bay Typhoon Shelter, with further large stretches in Eastern, Kwun Tong and Lei Yue Mun.

However, a third of all existing land-uses at the interface with sheltered water is currently taken up with construction work, almost all of which is at Kai Tak.



Land-Use around Victoria Harbour as a whole

Figure 3-1:



Land-Use around Sheltered Water

Figure 3-2:

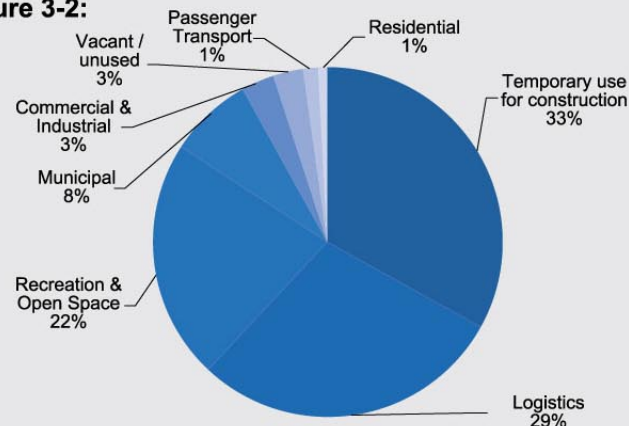


Figure 3-3:

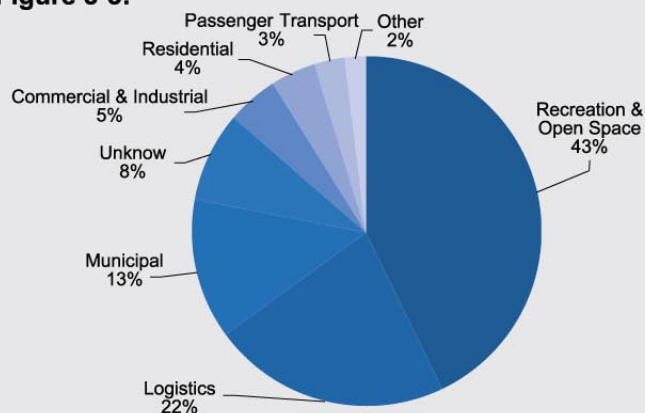
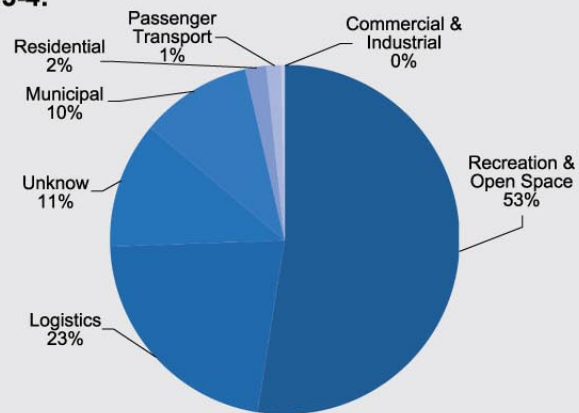


Figure 3-4:



Comparison between existing and future land-uses shows trend towards greater recreation and open space users around Victoria Harbour

Comparison between land-uses around the harbour as a whole and those around sheltered water shows that recreation and open space is taking over a greater proportion of sheltered water land-use

Source: HBF Harbour Database

3.3 Classifying Future Harbourfront Land-Uses

3.3.1 Future Land-Use around Victoria Harbour

The HBF Harbour Database also includes data on planned and committed projects around Victoria Harbour. These include:

- Construction of the Central Wanchai Bypass
- Kai Tak Development
- West Kowloon Cultural District
- Shatin-Central Link
- Guangzhou-Shenzhen-Hong Kong Express Rail Link
- West Island Line
- Truck Road T2 / closure of the Cha Kwo Ling and Kwun Tong PCWAs
- Lei Yue Mun Waterfront Enhancement Project
- Yau Tong Bay Development

Assuming all these projects are completed as per their current plans, then the resultant distribution of harbourfront land is shown in Figure 3-3. The big difference is the planned increase in recreation and open space to cover over 40% of Victoria Harbour's harbourfront, or some 30km. The future use of 8% of harbourfront land is not yet known.

3.3.2 Future Land-Use around Sheltered Waters

The same pattern emerges when considering how planned and committed projects would affect land-uses around sheltered waters (Figure 3-4):

- Recreational use of land is expected to increase by over 135%
- Logistics uses are expected to fall by a quarter
- Municipal uses are expected to increase by a third

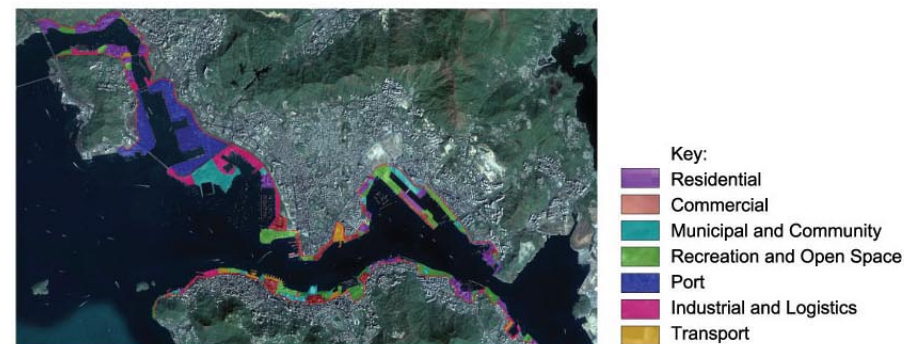
3.4 Future Harbourfront Subdivisions

3.4.1 Predominant Harbourfront Land Uses

In the same way that the HBF Interactive Harbour Map is able to show predominant future uses of the water, so it is able to show predominant future uses of land around the harbourfront. This map clearly shows:

- The continued dominance of port, industrial and municipal land-uses in the western harbour around Tseun Wan, Kwai Tsing and Cheung Sha Wan
- The major water-borne public transport services still operating from the piers in the mid-western side of the central harbour area
- The major open space and public recreation areas that intend to be created at the new Central Harbourfront, West Kowloon and Kai Tak
- The redevelopment of the area north of the Kai Tak Nullah for municipal and residential uses with open space and recreation uses expected to be introduced down the length of the existing Kwun Tong and Cha Kwo Ling PCWAs (albeit with some of the Cha Kwo Ling PCWA also taken up by municipal uses)

Figure 3-5: Predominant Future Land-Uses around Victoria Harbour



Source: HBF Interactive Harbour Map

3.4.2 Potential Areas of Incongruence

An immediate use of the HBF Interactive Harbour Map is to facilitate the identification areas of potential incongruence between water and land-uses.

For example, the graphic opposite highlights the residential development on the harbourfront at Cheung Sha Wan. Unfortunately, this development is



surrounded on three sides by industrial, municipal and military uses, and is cut off from the hinterland by the West Kowloon highway. Given these surrounding uses, it is little wonder that residents are apparently complaining to the local District Council about the noise.

Likewise, using the HBF Interactive Harbour Map it is also possible to highlight potential access issues around the harbour. For example, the West Kowloon Cultural District and Kai Tak, along with the New Central Harbourfront, are key harbourfront developments that will define Hong Kong's harbour for much of this next century. However, at present West Kowloon does not have any water-side access, neither piers nor landing-steps, and Kai Tak only has minuted, limited provision. As a result, unless remedial action is taken, visiting these key harbour attractions via the harbour will be very difficult indeed.

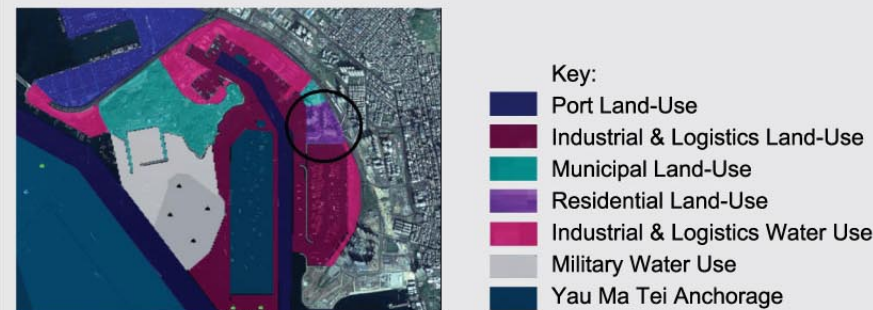
3.5 Analysis of Harbourfront Land Use

3.5.1 Introduction

Broad land-use classifications are useful for showing area agglomerations and trends over time. However, to identify the degree to which a land-use is supportive of water-side functions requires more micro analysis. Adopting long-established definitions taken from established waterfront planning practices on the United States East Coast, the HBF Harbour Database is able to provide a site by site breakdown of the degree to which land-uses fronting the harbour either must or should be on the harbourfront, i.e. the extent to which a particular land-use is *water-dependent* or *water-related*:

- **Water-Dependent Uses:** Essential activities that must physically be located in, on, over, or adjacent to water in order to conduct their primary purpose and which, therefore, cannot be located inland
- **Water-Related Uses:** Activities not dependent on direct access to water in order to conduct their primary purpose, but which provide goods or services directly related to water-dependent uses

Potential Areas of Incongruence in the Western Harbour



Source: HBF Interactive Harbour Map

The area circled is a residential development to the north of the New Yau Ma Tei Typhoon Shelter. This typhoon shelter is Hong Kong's second largest and also houses Hong Kong's largest PCWA. To the north of the residential development is then an operational base for the Marine Police and the Cheung Sha Wan Wholesale Fish Market, with dockyards and shipyards further north of that. Military uses lie to the west of the development, on the other side of the water. The surrounding water is mainly used for industrial, logistics, municipal and military uses and includes the Yau Ma Tei Anchorage.

The Need for Greater Land-Water Interface at Key Development Sites



West Kowloon currently has no land-water access. Kai Tak has only limited, minuted provision

For example, water-dependent uses are those uses that must be on the waterfront for operational reasons, such as landing, boarding, loading, unloading and mooring of vessels. Water-related uses are those that should be on the harbourfront by reason of enhancement of the value of the activity through proximity to or use of the adjacent water body. Examples of the latter are event venues and recreation facilities or operational facilities for harbour security and safety. Of course, it should be noted that while some uses may be considered 'water-dependent' if they are to continue to function as they have done historically, they may no longer be water-dependent today as technologies and possible engineering solutions evolve that could facilitate their relocation. To that end the definition adopted here emphasises the 'essential' component of these uses.

3.5.2 Analysis and Implications

Table 3-2 breaks-down all land around Victoria Harbour into five categories, depending on the degree to which existing / future land-uses really need to be on the harbourfront according to the above definitions. Two particularly interesting findings emerge:

- The relative lack of water-related land-uses in Hong Kong
- A clear shift in future land-use if planned and committed projects around the harbour go ahead as currently specified, away from uses that are water-dependent towards parks and promenades, especially on land that fronts sheltered water

This in itself is not necessarily a problem but it does pose an interesting policy question: how much of our scarce harbourfront, particularly our scarce sheltered harbourfront, do we want to allocate to water-dependent or related-uses?

Essential water-dependent or water-related uses may not necessarily be socially desirable and could have environmentally implications. Conversely, parks and promenades that are not properly integrated with the water could sterilise the harbourfront rather than add vibrancy. The key is to plan harbourfront land use in a fully integrated and strategic manner, based on proper sector studies that establish trends and future needs and make best use of existing assets such as scarce sheltered water.

Table 3-2: Water-Dependent and Water-Related Land Uses

	Uses around all Victoria Harbour		Uses Fronting just Sheltered Water	
	Existing	Future	Existing	Future
Water-Dependent Uses	39%	37%	38%	30%
Water-Related Uses	1%	1%	0%	0%
Non-WDRU	14%	18%	10%	17%
Parks & Promenades	21%	34%	15%	46%
Coastline	7%	5%	1%	1%
Unknown	18%	5%	36%	6%
Total	100%	100%	100%	100%

Source: HBF Harbour Database

3.6 The Importance of Integrated Land-Water Planning

The overall conclusion of this section is the clear need for greater and more integrated land-water planning. The movement away from water-dependent uses towards parks and promenades needs to appreciate the importance of retaining and providing water-side access. Overall, the impression is that current planning does not yet plan the use of the harbourfront and the water in an integrated and strategic manner, and that the resultant plans are starting to have unintended consequences. For example:

- New residential occupiers protesting about pre-existing working harbour functions
- The well-meaning introduction of more promenades at the harbourfront may block access to the water for more active recreational use
- Ferry piers are becoming distanced from the hinterland, deterring passenger flow and leaving operators struggling to continue services

Overall, planning around our world famous harbour appears to be land-first, water-second. Indeed, even the names of the bodies established to oversee Victoria Harbour's development – for example the former Harbourfront Enhancement Committee, the recently established Harbourfront Commission and the LegCo Subcommittee on Harbourfront Planning – all implicitly endorse this 'land-first approach' with the emphasis on the harbourfront rather than the harbour as a whole.

4 POLICY ANALYSIS AND RECOMMENDATIONS

4.1 Harbour Planning in Hong Kong

While it is easy to say that Hong Kong needs to start planning its harbour and its harbourfront areas together, the practice is rather more difficult. Certainly, major harbourfront planning studies should consider the implications of their recommendations on the use of adjoining water bodies and vice versa. However, consideration of implications is still a long way short of adopting a truly integrated approach to land and water planning that appreciates the necessary interconnectedness of the two. Any attempt to move towards such an approach needs first to appreciate the complexity of the current systems and the multitude of issues that must be addressed.

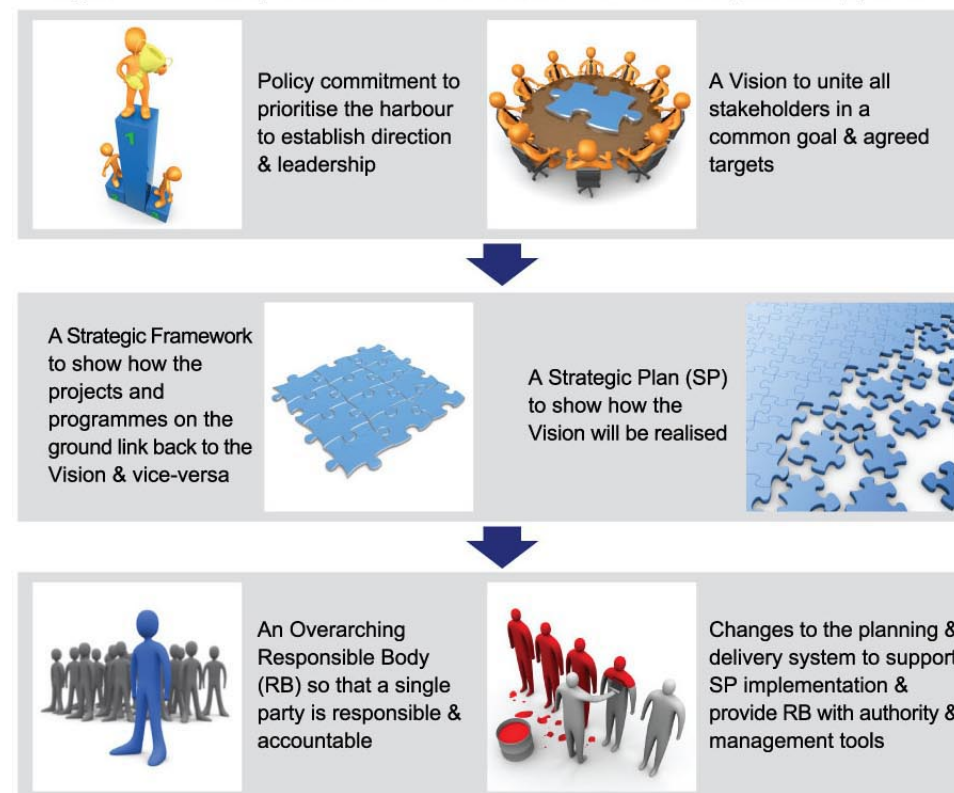
The sheer range of issues involved in effecting positive and lasting change around Hong Kong's harbour was a key finding of the Harbour Business Forum's 2009 Integrated Harbour Study. In response the Study called for the adoption of an entirely new approach to planning, implementation and management of Victoria Harbour, comprising six individually necessary and complementary components as noted in section 1.3 and shown in the figure opposite.

These components provide a useful framework for analysing the extent to which the current system truly considers land and water issues in an integrated manner and where recommendations can be made for future improvement.

4.2 A Policy Commitment to Prioritise the Harbour

The Hong Kong Government's policy commitment with respect to the harbour is best expressed in General Circular No. 3/2010 on Harbourfront Enhancement, issued in July 2010. This internal government circular sets out the "principles and guidelines on harbourfront enhancement for implementing the Government's vision to beautify the Victoria Harbourfront" and appeals to "policy bureaux and departments...for their support of harbourfront enhancement initiatives."

Figure 4-1: Components of HBF's Recommended Integrated Approach



Source: HBF/ GHK, 2009, Integrated Harbour Vision and Delivery Plan – The Business Case

In many respects this circular marks a significant step forward in the Government's policy commitment towards Victoria Harbour. It restates the key principles and guidelines as they affect the operation and development of existing, temporary and new public facilities on the harbourfront and the need to facilitate events and activities that will add vibrancy and attract people to the harbourfront. The Circular also takes the opportunity to promote Public-



Key quotes from Circular 3/2010 that should be supported include:

- “B/Ds should have due regard to [the TPB and HEC’s Harbour Vision, Planning Principles and Guidelines] when drawing up policies, proposals and projects that will impact on the harbourfront”
- “There are currently public facilities on the harbourfront that are incompatible with our harbourfront vision. Owner B/Ds should proactively consider relocating them.”
- “The occupation of harbourfront land by public facilities that are environmentally unpleasant or incompatible with the harbourfront should not be supported.”
- “Temporary uses will be discouraged”

However, references to the actual use of the water are only implicit and come through the circular’s recommendation that the HEC’s Harbour Planning Principles should be given due regard. Two of these principles in particular refer to the harbour as a harbour:

- “Integrated and long term planning, development and management of infrastructure, land and marine uses is essential” (Principle 4: Integrated Planning)
- “It is essential to balance the use of the harbour to provide both a maritime and logistics hub for the safe and efficient passage of people and goods, and as a cultural and leisure facility....” (Principle 6: Vibrant Harbour)

HBF recommends that the following harbour-specific policy statements be endorsed by the Government to guide future harbour planning, implementation and management:

1. Marine use of the harbour as a harbour must be maintained
2. Transport by water to connect people and places across and around the Harbour must be sustained
3. Land- and water uses at the harbourfront should be inter-dependent
4. Actively managed harbourfront venues and destinations are crucial to sustaining the vitality of the harbour
5. Infrastructure improvements that facilitate use of the harbour as a public asset are to be welcomed

Private Partnerships as a means to develop and manage the harbourfront and increase public engagement through the Harbourfront Commission. It also provides best practice examples and a checklist of strategies and means to improve bureaux and departments’ practices.

However, whilst this policy strengthening – and of government agency practice specifically – is welcome, the circular refers solely to the planning, development and management of the harbourfront. The harbour itself is explicitly not mentioned, neither is the need to recognise the necessary interaction between land and water issues. It appears unlikely that land and water planning will ever be conducted in a truly integrated manner until this policy commitment gap is rectified, for example through the inclusion of harbour-specific statements as suggested opposite.

4.3 A Vision and Priorities for the Harbour

HBF has long argued that Government should adopt a vision for Victoria Harbour, to unite stakeholders behind a single, common goal for what it wants Victoria Harbour to become. Such a vision was first promulgated by the TPB in 1999 and then expanded by the HEC in 2006, the latter of which the Government has since endorsed.

While the TPB vision refers to Victoria Harbour as a whole, the HEC vision explicitly differentiates between the harbour and its harbourfront areas. This vision is:

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

However, the interpretation of this vision has predominantly just focused on the harbourfront. Moreover, HBF consider that it undervalues the importance of the harbour as a harbour and of the economic value of the marine activities on it.

HBF’s own interpretation, as stated in section 1.3, expanded this vision to capture the importance of the harbour as an “*asset for the economy, people and visitors*” - reflecting the importance of the marine economy and leisure uses. HBF has also articulated a series of ‘Priorities’ for the harbour – explanatory statements that detail the most important aspects of the vision including:



- Promoting water-based connectivity between harbour places (Accessibility and Connectivity)
- Fostering maritime assets to support and grow the Hong Kong Economy (Business and Economy)
- Improving water quality to create a close connection between people and the natural harbour (Environment)

HBF recommends expanding the Government's Vision and Principles to encompass these marine priorities more explicitly.

4.4 A Strategic Framework and Plan to Turn the Vision into Reality

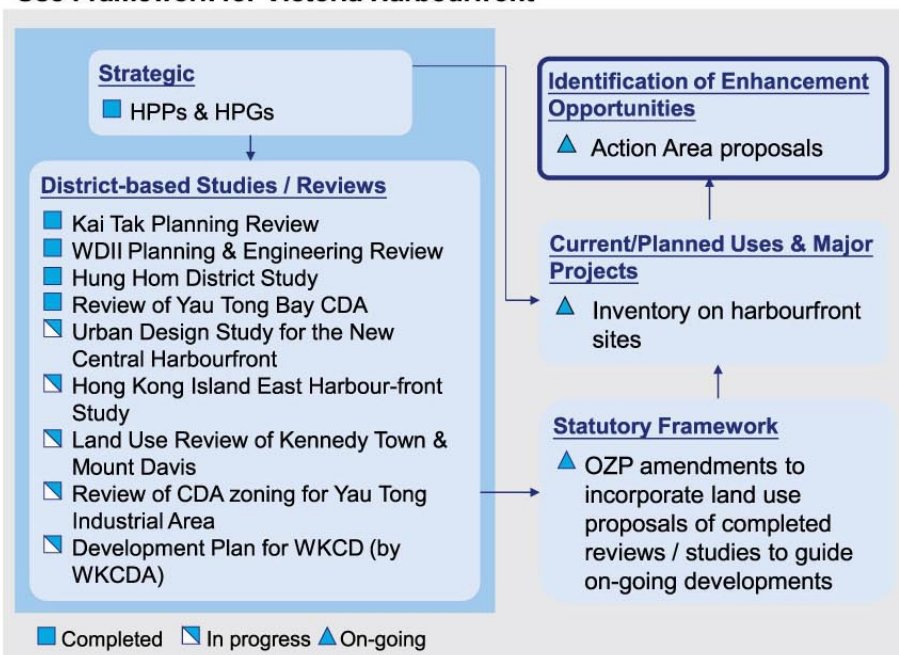
HBF has consistently emphasized the need for planning of activity on, and development facing, the water to be carried out in the context of a wider **strategic** framework and plan. These would set the long term strategic direction for the harbour as a whole and link actions on the ground back to the Vision. Objectives, priorities and programmes of action are set “top down” rather than a “bottom up” collection of initiatives and area plans.

In February 2011 Planning Department presented its “Overview of Land Use Framework for Victoria Harbourfront” to the Harbourfront Commission, much of it based on its own Planning Study on the Harbour and its Waterfront Areas (commonly referred to as the Harbour Plan) prepared in 2003. This framework, as laid out graphically in Figure 4-2, takes strategic direction from the Harbour Planning Principles and Guidelines to guide the undertaking of a number of district-based reviews to identify enhancement opportunities.

Although presented as a ‘Framework’, Government acknowledges that is a land use plan only, without reference to the water, and is compiled district by district rather than on a ‘whole harbour’ basis.

HBF maintains that a full strategic plan of the harbour is essential, i.e. a descriptive multi-sector plan, with both text and illustrative visuals and graphics, which considers the existing situation in a comprehensive and integrated way and sets out what should be done where, when, how and by whom to deliver a pre-agreed vision. In this manner it operates top down by identifying enhancement opportunities based on what Hong Kong as a whole needs and then what the harbour needs to deliver Hong Kong's goals, rather than bottom-up by simply looking at what could be achieved at each individual site in isolation.

Figure 4-2: Conclusions of the Planning Department's Overview of Land Use Framework for Victoria Harbourfront



Source: Planning Department

Importantly, a strategic plan may take many years to mature, allows for several step changes where necessary and does not mean overturning everything that is existing or planned in the short term. What it does do is establish a long term destination and provide a route map for getting there and any decision or action should be made or taken within the context and parameters of that agreed strategic direction.

This recognition of the need for a strategic plan has been endorsed by the Harbourfront Commission and HBF fully supports its efforts to see a fully integrated land-water strategic plan developed. The HBF Harbour Database and HBF Interactive Harbour Map provide useful tools in the development of this plan by helping stakeholders to understand, at a high-level, existing uses on and around the harbour and where potential areas of incongruence lie.



4.5 The Need for an Overarching Responsible Body

The need for an overarching responsible body is never more clear than when considering the current oversight arrangements for the harbour, with Marine Department solely responsible for safety on the water, Transport Department in charge of actual use of the piers and CEDD in charge of pier maintenance.

HBF has long argued for the creation of an overarching responsible body with the capacity to develop cross-sector plans and the resources, authority and accountability to ensure delivery. The first steps in this direction came with the creation of the Harbourfront Commission in 2010, upon the recommendation of the former HEC.

The Harbourfront Commission brings a welcome dose of 'joined-up thinking' to harbour matters and facilitates greater debate and cross-government policy co-ordination. Importantly, the Director of Marine is a core member so the implications of any plans on the harbour itself can always be raised. Likewise, the Commission appears to recognise the important interdependency in land and water planning and is considering setting up a fourth taskforce focusing purely on land-water interface.

However, ultimately its focus, remit and powers still appear too narrow to address the political, financial and institutional complexities of harbour and harbourfront planning, delivery and management. Its role is limited to the advocacy, oversight, advice, co-ordination and monitoring of projects that impinge on the harbour. It cannot hold funds, is insufficiently resourced to be proactive and has to rely on existing bureaux and departments for delivery. The Commission cannot task others to do as it wishes and has no direct power to overrule or overcome existing interdepartmental conflicts.

Thus the Commission will still have to oversee the planning and delivery of Victoria Harbour within the constraints of the current systems, which will be difficult and is unlikely to be as successful as HBF would like it to be.

Significantly, the HEC taskgroup report that recommended the establishment of a Harbourfront Commission also recommended a "longer-run aspiration for an independent, statutory authority, supported by its own executive and

dedicated funding, to plan, design, operate and manage the harbourfront ... to enhance public involvement, vibrancy and timely response to public needs."

In a recent statement to the Harbourfront Commission, the Secretary for Development has suggested that it may now be timely to begin this process of revisiting the case for a Harbour Authority with executive functions, funding and other resource holding capacities – and that the Harbourfront Commission should begin the groundwork to examine this and set out the parameters for a Harbour Authority. This is a potentially momentous step forward and an independent body whose remit looks both at the water as well as the land would be fully supported by HBF.

4.6 Changes to the Planning & Delivery System

4.6.1 Introduction

Finally, even if all of the above are enacted, it needs to be appreciated that a fully integrated approach may not be possible without changes to the existing planning and delivery systems as well as the development of tools to support implementation and management. In the case of trying to instigate a fully integrated approach to land-water planning, two immediate planning and delivery issues become apparent:

- The need to appreciate different water uses when considering land-use and vice versa
- The interpretation of the Protection of the Harbour Ordinance (PHO) that could potentially restrict delivery of greater land-water interface

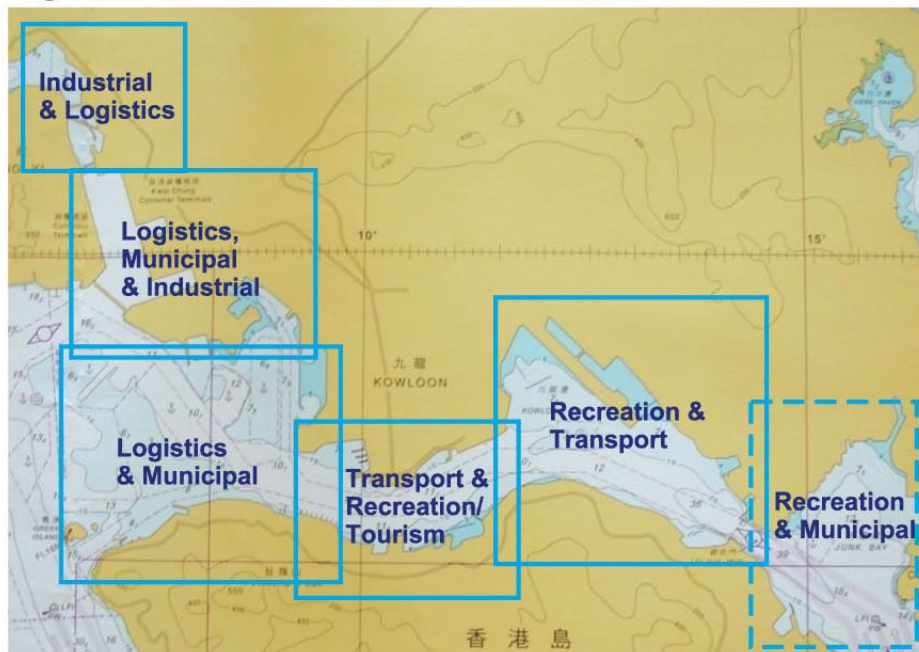
4.6.2 Water Zoning

Section 3 identified that distinct parts of the harbour have a different natural characteristics and different marine facilities where different water-uses are appropriate. Having agreed that water-use is necessary and should be maintained as part of any vibrant and economically-active harbour, the logical next step is to see how appropriate existing water-uses could be preserved and new ones developed. One means of doing this could be through a broad water zoning system for the harbour based on predominant uses as shown in Figure 4-3.





Figure 4-3: Possible Water-Use ‘Zones’



Source: HBF

These water ‘zones’ refer to the predominant likely future use of water within each area. The idea of water-zoning is not to prohibit other crafts from using that water but to recognise that certain uses require certain facilities and space, and to facilitate these needs wherever appropriate as part of a harbour-wide strategic plan. The objective is to encourage a degree of water-traffic separation between users to allow safer co-existence of working, transport and leisure uses on the water. In addition, setting these broad harbour-use zones then planning land-uses around these puts the use of water right at the heart of the planning process, thereby helping our unique Victoria Harbour reach its considerable potential.

4.6.3 The Protection of the Harbour Ordinance

The main obstacle to the development of more piers or landing steps or, indeed, marinas around the harbour has been the Protection of the Harbour Ordinance (PHO) – and specifically the way in which Technical Circular No. 1/04 interpreting the Ordinance has been applied by Government. Invariably the circular has been used to block all development on, in or over water (including for example piers and jetties) – and critically has been used to prevent proponents from even putting ideas in the public domain where cogent materials can be generated which may demonstrate whether the ‘overriding public need’ test can be met.

In fact, a close reading of the circular itself suggests that it not as restrictive as thought – or as interpreted. Paragraph 7.3 states specifically that “its legal effect is not to impose an absolute bar against reclamation. It does not prohibit reclamation altogether. As a presumption, it is capable of being rebutted” and goes on to show a process by which reclamations can get approval. Annex C sets out examples of material to justify the Overriding Public Need - and even ‘social needs’ are covered. The only reference to a ‘no reclamation’ presumption states only that this must be taken as the starting point in considering alternatives.

As one of the major obstacles to better harbourfront planning generally and many of the issues identified in this sport specifically, HBF believes that it is time to reconsider the interpretation of the PHO. The PHO was never intended to end reclamation in the absolute, merely to prevent large-scale reclamation for commercial or residential gain. To that end, the creation of piers at West Kowloon and Kai Tak to allow water-side public transport access, as well as more public piers and landing steps around the harbour as a whole, must surely be in the public interest. Moreover, with the creation of a harbour strategic plan, it is possible to demonstrate the need for such facilities by showing that proposals make the best use of land/water for the betterment of Hong Kong as a whole.



5 INDICATIVE HARBOUR ENHANCEMENT PROGRAMMES

5.1 A Framework of Harbour Enhancement Programmes

To demonstrate the importance of adopting an integrated approach to land-water planning, and in particular enacting the policy recommendations expounded in Section 4, six illustrative harbour enhancement programmes have been identified. These programmes provide tangible examples of on-the-ground actions that could improve the use of our harbour.

However, while all these programmes would be expected to benefit Hong Kong, the focus is not on the programmes themselves but on how they might be delivered. To that end HBF is not necessarily advocating the adoption of these programmes: they are purely indicative. As a result they are not intended to be site specific or detailed in level of development. Rather, their use is to highlight the difficulties of implementation without the adoption of an integrated approach to land and water planning.

5.2 Indicative Programmes for Harbour Enhancement

The six programmes were not developed on a ‘piecemeal’ basis reflecting their apparent short-term merits. Rather they were developed on the basis of the degree to which:

- Their function is water-dependent/related
- They would enhance the enjoyment of the harbour as a harbour
- They would contribute to achieving the HBF Vision

These six programmes include:

- Rationalisation of the Working Harbour
- Additional Pleasure Boat Facilities in Victoria Harbour

- Flexible Water-borne Passenger Transport in Victoria Harbour
- Maritime Heritage in Victoria Harbour
- Revitalisation of Piers in Victoria Harbour
- Water Events Venues and Facilities in Victoria Harbour

The programmes are summarised in the tables over the page focusing on delivery factors such as timetable, key delivery stakeholders and critical success factors. More detail on each programme can be found in the Appendix.

5.3 Integrated Land-Water Planning in Practice

For implementation of any of these programmes to be successful, Hong Kong will need to adopt a fully integrated and comprehensive approach to the planning of land and water uses around Victoria Harbour. All six programmes require use of water to be viable. They also require use of adjoining land to provide access and ancillary supporting functions. All six could create jobs and harbourfront vibrancy through acknowledging the inherent interrelatedness between the harbour and its harbourfront areas.

To that end, all six require a more holistic approach to planning, including:

- A policy commitment and vision from the Government that advocates vibrant water uses and prioritises land-use accordingly
- A strategic framework and plan that appreciates that certain harbour areas are better suited for certain harbour uses and plans these areas strategically to make best use of the harbour’s strengths
- A means of bringing together key water-side and land-side agencies to actively promote water-use and facilitate implementation, such as a through an overarching responsible body like a harbour authority
- Changes to the existing planning and delivery systems, like water zoning to allow safe separation of harbour traffic





Table 5-1: Indicative Harbour Enhancement Programmes

Description and Objective of Programme	Potential Sub-projects	Potential Timeline	Key Delivery Stakeholders	Critical Success Factors
Rationalisation of the Working Harbour This programme identifies which parts of Victoria Harbour we want and need to maintain working uses. It rationalizes the use of the existing quaysides and wharves in the harbour and provides a coherent relationship between the hinterland and the water bodies.	Revised layout, equipment and tenure arrangements at PCWAs in Western Harbour Create a more efficient waste collection and transfer centre for Western and Nam Cheong Wholesale Food Market sites Retention of shipyard slipways and docks enforced for productive use and reuse by businesses	2014-15 : Delivery of enabling works and waste transfer centre	Harbourfront Commission; Development Bureau coordinating other Departments and Bureaux Private sector waste recovery operators; District Councils HBF,BEC	Strategic Facilities Planning for municipal services to confirm future space requirements and locational constraints Integrated Strategic Plan for Victoria Harbour Amendment of licensing arrangements and re-planning of public cargo handling facilities
Additional Pleasure Boat Facilities in Victoria Harbour A programme to deliver safe mooring and easy access to a wide range of pleasure boats in Victoria Harbour, bringing vitality and visual interest to the harbourfront and wider use of the harbour	Piled pontoons Dredging & additional breakwater Hardstanding, boat lifts, slipways, racking Road access and parking Clubhouse facilities; boat repair facilities	2014-15 : Delivery of pilot project	Harbourfront Commission; Development Bureau coordinating other Departments and Bureaux District Councils HBF,BEC	Integrated Strategic Plan for Victoria Harbour Reconciliation with harbourfront public open space and promenade initiatives Provision of wave protection and suitable water depth Water traffic separation; and accessibility by public transport Address marine safety compliance; accessibility and emergency services requirements Establish over-riding public need under the Protection of the Harbour Ordinance
Flexible Water-borne Passenger Transport in Victoria Harbour A programme to provide flexible, energy-efficient and environmentally-friendly water transport along and around the harbour to complement existing cross-harbour scheduled services and to increase connections and quality of service for users	Water taxis, waterbus hopper services, small ferries and harbour tours Safe landing places Accreditation of alternative watercraft Ordinance change and design management Ticket sales and information services Competition framework and subvention	2013-15 : Delivery of pilot project	Harbourfront Commission; Development Bureau coordinating other Departments and Bureaux Franchised ferry operators and other private sector operators District Councils HBF,BEC	Integrated Strategic Plan Revision to transport licensing laws The accreditation and licensing of energy-efficient, fit-for-purpose watercraft. Revision of restrictions on use of public piers by ferry and harbour tour operators Determination of a viable business model



Description and Objective of Programme	Potential Sub-projects	Potential Timeline	Key Delivery Stakeholders	Critical Success Factors
Maritime Heritage in Victoria Harbour A programme to preserve, display and interpret the maritime cultural heritage of Hong Kong in a highly visible way and to create a major attraction and destination in Victoria Harbour	Dry dock or boat basin Procurement and restoration of historic vessels Visitor amenities, repair and conservation facilities	2013-15 : Engineering works 2015: Exhibition of historic vessels	Hong Kong Maritime Museum Harbourfront Commission; Development Bureau coordinating other Departments and Bureaux District Councils HBF,BEC	Integrated Strategic Plan Procurement and funding procedures to support new ways of managing the assets Ongoing funding to maintain the collection and operations Trust arrangements to ensure long-term viability Establish overriding public need under the Protection of the Harbour Ordinance
Revitalisation of Piers in Victoria Harbour A programme to encourage greater use of piers for public enjoyment and small-scale commercial activity, attracting people to the waterfront	Institutional changes Procurement of creative property Management to develop branded destinations and animation Place-specific projects for adaptive use	2013-14 : Delivery of pilot project	Harbourfront Commission; Development Bureau coordinating other Departments and Bureaux Private sector developers/operators Retail and F&B operators District Councils HBF,BEC	Integrated Strategic Plan Changes to tenure and licensing of commercial activity at piers; land-use planning and zoning matters; procurement and funding procedures Address public-private collaboration; Accessibility and emergency services requirements; adaptation and alteration of structures; marine and land interfaces
Water Events Venues and Facilities in Victoria Harbour A programme to provide arenas and facilities enabling the promotion of cultural and sporting events in the harbour	Venues and infrastructure for dragon boat racing, cross-harbour swim, rowing and canoe racing, harbour day pageants and heritage ship regattas, major yacht race stopovers/regattas, fireworks displays, concerts and opera Water quality improvement, civil and marine engineering facilities for race management and spectators	2013-15 : Engineering works 2015: First events	Harbourfront Commission; Development Bureau coordinating other Departments and Bureaux Sports Governing Bodies and other marine associations District Councils HBF,BEC	An Integrated Strategic Plan to integrate economic planning, tourism development, and transportation, environmental and land-use planning The need for calm water Access by mass transit for large numbers of spectators Road access for logistics and emergency vehicles





5.4 Indicative Economic Impact

Indicative qualitative economic impacts from introducing these programmes could include:

Table 5-2: Indicative Economic Impacts from the Harbour Enhancement Programmes

Pleasure Boat Facilities	Flexible Water Passenger Transport	Maritime Heritage	Revitalisation of Piers	Water Events Arenas & Facilities	Rationalisation of Working Harbour
<p>Improve quality of life through easier access to alternative life-styles (e.g. pleasure boat)</p>	<p>Improve access modes to key destinations</p> <p>Improve quality of life through more pleasant travel</p>	<p>Educational benefit: history & cultural preservation</p> <p>Creation of a new key tourist attraction</p>	<p>Development potential of new businesses, esp creative sector & SMEs</p> <p>Catalytic effects on area</p>	<p>Promotion of active outdoor lifestyle</p> <p>Potential to develop major int'l and local events, enhance HK's int'l profile</p>	<p>Reduce total logistics costs (distance and travel time) through more efficient PCWA layout</p>
<p>Increased sales income & job opportunities (e.g. F&B, yacht maintenance)</p>	<p>Reduce transport distances and time</p> <p>Income & job creation</p>	<p>Sales income from tourists' spending: merchandising, F&B</p> <p>Job creation</p>	<p>Increased business, income and job opportunities</p> <p>Opportunities to cross-subsidise operating costs</p>	<p>Sponsorship & marketing income</p> <p>Job creation</p> <p>Visitor expenditure (merchandising, F&B, hotel)</p>	<p>Reduce costs of doing business</p> <p>More viable long-term operation</p>

6 CONCLUSION

Victoria Harbour is one of Hong Kong's greatest assets. The essence of that asset is in the harbour's innate role as a *harbour*. This report has demonstrated that appropriate land-water interfaces and prudent harbourfront land-use planning is crucial to sustaining a harbour's vitality. A harbour is more than just a protected body of water; additional man-made facilities and direct access is required to facilitate use of that water. Key to achieving range and intensity of water uses is the ease and frequency of water-land interfaces.

Unfortunately, Hong Kong's current harbour planning processes appear to focus on land-uses first, in some instances seemingly without appreciating the possible negative impacts of such decisions on the use of the adjoining water.

This report adopts the opposite, more apposite view of considering harbourfront planning issues from the perspective of the water. As a result, this report has highlighted:

- The trend away from essential harbourfront uses toward more parks and promenades, particularly around scarce sheltered waters
- The long-term decline of water passenger transport services within Hong Kong and the potential adverse impacts of land-first planning
- The rise in demand for pleasure vessels but apparent shortage of mooring and storage options
- The relative lack of public water-access points around the harbour, particularly public piers, and specifically at key harbourfront sites that currently have no means of receiving water-borne transport
- The imperative to get the waterfront planning at Kai Tak and Kwun Tong right given the significant body of sheltered water that these sites front

To resolve these issues the report has made a number of policy recommendations, primarily supporting the tentative moves towards an

independent harbour agency and a full strategic plan for the harbour. Overall, Hong Kong needs to reorientate its planning approach to appreciate and maximise the unique potential of its greatest natural asset. As appreciated in New York, our valuable waterfront really is our city's future.



"The waterfront is so important to New York City that a plan for the waterfront's future is a plan for the city's future,"

Picture Source: Dick Groves

Quote Source: American Academy of Arts and Sciences, Commission of the Year 2000



Appendix



Programme Definition and Strategic Case for “Rationalisation of the Working Harbour”

Description of Programme

This programme identifies which parts of Victoria Harbour we want and need to maintain working uses. It rationalizes the use of the existing quaysides and wharves in the Harbour and provides a coherent relationship between the hinterland and the water bodies.

Strategic Objective of the Programme

Government plans to close two out of eight Public Cargo Working Areas in Victoria Harbour (accounting for 26% of their total quayside including Chai Wan) without a clear strategy for relocating their users to the most suitable economic and environmentally sustainable alternative locations. Non water-dependent Food Markets occupy waterfront sites that could be more productively utilized than at present. Services such as Marine Police and Marine Department are struggling to obtain suitable space in efficient locations. This programme preserves and protects the value of the Harbour by ensuring best fit between the character of the water body, the water-land interface and the hinterland; and by distributing water-dependent and water-related industrial and municipal uses where the valuable infrastructure assets can be used most productively. A comprehensive programme to rationalize the working Harbour will deliver the HBF Integrated Harbour Strategic Initiatives: “Working Harbour” (fostering marine industrial and commercial activity) and “Business Harbour” (re-use of assets and fostering small- and medium-scale commercial activity, private sector investment and jobs). Within the HBF Integrated Harbour Vision these initiatives serve the HBF Priorities “Diversity & Distinctiveness” and “Business & Economy”.

Scope of Programme and Potential Sub-projects

The programme includes policy and process changes to rationalise licencing arrangements and enable optimal use of marine infrastructure. Sub-projects include re-organisation of quayside allocation; re-provisioning and replanning of cargo working areas and municipal services; and creation of an efficient waste collection and transfer system on Kowloon side and Island side respectively. It integrates economic planning, transportation planning, environmental planning and land-use planning; together with marine safety management and licencing of use of marine infrastructure. Retention of existing infrastructure assets (including piers, wharves, shipyard slipways and docks) should be enforced and their productive use and re-use should be encouraged through business stimuli and incentives.



Source: Alex White

Benefits expected

Tangible economic benefits arise from executing a strategic plan to re-allocate quaysides where they can be most efficiently accessed, more productively utilized and most suitable to the local characteristics of land-and water. Marine infrastructure including piers, wharves, shipyard slipways, docks and typhoon shelters are invaluable assets that cannot be relocated or replaced due to the constraints of the PHO; and their retention and re-use to serve an enlarging leisure boating market is justified on both economic and environmental grounds. The economic and environmental cost of waste recovery can be minimized by means of handling and trans-shipment of waste close to where it is generated with easy road access from the urban centres. Intangible benefits arise from freeing up the hugely valuable typhoon shelter assets in the Eastern Harbour for recreational use to enable environmental and quality of life improvements for the residential and commercial communities in that part of Hong Kong.

Indicative Programme Timeline

April 2011: Programme definition and strategic case (**rationale**) agreed; **Autumn 2011:** Programme preparation (**objectives**) completed and outline business case and pilot procurement strategy accepted; **Summer 2012:** pilot project full business case (**appraisal**) completed and investment approved (following consultation, options appraisal, detailed design and tendering); **2013:** delivery (**implementation and monitoring**) of enabling works and public waste transfer centre; **2014:** Pilot project feedback (**evaluation**); **2025:** Programme close.

Primary requirements and critical success factors

1. Strategic Facilities Planning for municipal services including markets, utilities and waste management as well as police, fire, customs, etc. to confirm future space requirements and locational constraints.
2. Integrated Strategic Plan for Victoria Harbour identifying medium term demands of working uses and the right locations for compatibility of water- and land-use, resolving conflicts between vested local interests.
3. Amendment of licencing arrangements and re-planning of public cargo handling facilities to enable more productive use land and water interface.

Source of Policy Support, suggested Programme Owner and Project Proponents

General Circular No 3/2010 on Harbourfront Enhancement issued in 2010 by the Chief Secretary for Administration, Henry Tang, exhorts broad collaboration to pursue the Town Planning Board 1999 “Vision and Goals for Victoria Harbour” incorporating the following specific objectives: “To maintain a safe and efficient harbour for the transport of people and goods and for the operation of an international hub port...”. The Programme “Owner” should be the Secretary for Development until a Harbour Authority is established. Individual sub-projects can have different proponents.

Key stakeholders identified

Harbourfront Commission; Development Bureau coordinating many Departments and Bureaux: notably Marine Department; Transport and Housing Bureau; Financial Services and Treasury Bureau; Food and Health Bureau; Environment Bureau; Private sector waste recovery operators; District Councils; Society for Protection of the Harbour; Business Environment Council and Harbour Business Forum. END

Programme Definition and Strategic Case for “Pleasure Boat Facilities in Victoria Harbour”

Description of Programme

A programme to deliver safe mooring and easy access to a wide range of pleasure boats in Victoria Harbour, bringing vitality and visual interest to the harbourfront and wider use of the Harbour.

Strategic Objective of the Programme

A 2010 study by Designing Hong Kong identified a high degree of unsatisfied demand for sheltered mooring and easier, safer access to pleasure boats of all sizes and for all income brackets throughout Hong Kong, including in Victoria Harbour.

A comprehensive programme to deliver new pleasure boat facilities in Victoria Harbour will deliver the HBF Integrated Harbour Strategic Initiatives: “Harbour Places” (providing destinations of distinctive character and attraction); and “Business Harbour” (re-use of assets and fostering small- and medium-scale commercial activity, private sector investment and jobs). Within the HBF Integrated Harbour Vision these initiatives serve the HBF Priorities “Public Ownership”, “Accessibility and Connectivity”, “Diversity & Distinctiveness”, “Business & Economy” and “Destination & Heritage”.

Scope of Programme and Potential Sub-projects

The programme involves provision of sheltered mooring and public access to a wide range of pleasure boats making more mooring space for pleasure vessels available including not only yachts, junks and motor-launches but also small open vessels (licensed as “P4 sampans” or “open cruisers”) for people of all income brackets in Victoria Harbour. Opportunities for intensified mooring and better access for pleasure vessels exist within typhoon shelters at Causeway Bay, To Kwa Wan; Sam Ka Tsuen and New Yau Ma Tei. New marina facilities should ideally be provisioned Kowloon-side, for example in Kwun Tong and Yau Tung, in order to complement existing Causeway Bay facilities. The programme might also include a “SuperYacht” centre close to immigration facilities and the commercial centre of Hong Kong. Sub-projects will include: dredging and marine engineering including wave protection; landing steps and pontoons; hardstandings, boat lifts, slipways, maintenance and dry storage; boat repair facilities; road access and parking; support amenities, clubhouse facilities; sanitation, showers; bunkering, chandlery, boat sales, chartering and short term hire in a public watersports centre.

Benefits expected

As a consequence of cargo working activities moving westwards, there can be an increasing recreational focus to the Eastern Harbour. Pleasure boat moorings in Victoria Harbour will offer a major attraction, bringing the public to the water’s edge as well as a distinctive identity that will



Source: Urbis

benefit surrounding communities and the whole city. Tangible benefits will include satisfying demonstrated demand, revenue generation and job creation particularly through boat service, supplies and repair; and other commercial activities including water passenger transport and food and beverage service. A marina would also include potential for boat shows. Intangible benefits will include quality of life benefits; increase of harbourfront vibrancy; and creation of visual attraction to enhance Hong Kong’s maritime identity and an increasing recreational purpose to eastern Victoria Harbour.

Indicative Programme Timeline

April 2011: Programme definition and strategic case (**rationale**) agreed; **Autumn 2011:** Programme preparation, technical feasibility and scoping study (**objectives**) completed and outline business case and pilot procurement strategy accepted; **Summer 2012:** pilot project full business case (**appraisal**) completed and investment approved (following consultation, options appraisal, detailed design and tendering); **2015:** delivery (**implementation and monitoring**) of pilot project enabling civil engineering works and marina facilities; **2016:** Pilot project feedback (**evaluation**) and rollout; **2025:** Programme close.

Primary requirements and critical success factors

1. Integrated Strategic Plan for management of conflicts between vested local interests.
2. Reconciliation with harbour-front public open space and promenade initiatives; provision of wave protection and suitable water depth; water traffic separation; and accessibility by public transport.
3. Public-private financing and operations models for capital investment in infrastructure engineering and suitable ongoing revenue funding arrangements to ensure the sustainability of ongoing operations;
4. Place-specific projects will have to address marine safety compliance; accessibility and emergency services requirements; adaptation and alteration of structures; together with water- and land transport access issues as well as overriding public need and acceptable environmental impact under the Protection of the Harbour Ordinance.

Source of Policy Support, suggested Programme Owner and Project Proponents

General Circular No 3/2010 on Harbourfront Enhancement issued in 2010 by the Chief Secretary for Administration, Henry Tang, exhorts broad collaboration to pursue the Town Planning Board 1999 “Vision and Goals for Victoria Harbour” incorporating the following specific objectives: “To bring the people to the Harbour and the Harbour to the people; To enhance the Harbour as a unique attraction for our people and tourists; To create a quality harbour-front through ... a variety of tourist, retail, leisure and recreational activities.”. The Programme “Owner” should be the Secretary for Development until a Harbour Authority is established. Individual sub-projects can have different proponents and public-private collaboration is likely to be an effective means of procurement, funding, operation and project management.

Key stakeholders identified

Harbourfront Commission; Development Bureau coordinating many Departments and Bureaux: notably Marine Department; Environmental Protection Department; Home Affairs Bureau; Financial Services and Treasury Bureau; Transport and Housing Bureau; District Councils; Society for Protection of the Harbour; RHKYC; Marine Industries Association; Business Environment Council and Harbour Business Forum. END



Programme Definition and Strategic Case for “Flexible Water-borne Transport in Victoria Harbour”

Description of Programme

A programme to provide flexible, energy-efficient and environmentally-friendly water transport along and around the harbour to complement existing cross-harbour scheduled services and to increase connections and quality of service for users.

Strategic Objective of the Programme

Existing point-to-point cross-harbour ferry services are energy-inefficient and inflexible both in route and timing. Other than “walla-wallas”, the only alternative services are available by private charter.

Existing piers and landing steps under-utilised and many communities are poorly connected by water transport. West Kowloon and Kai Tak are prime examples. This programme delivers the HBF Strategic Initiatives, “Connected Harbour”: to provide easy connections across and along the harbour; and “Business Harbour”: to re-use assets to facilitate small- and medium-scale commercial activity, private sector investment and jobs. Within the HBF Integrated Harbour Vision, these initiatives serve the Priorities: “Accessibility and Connectivity” and “Business & Economy”; and contribute to “Diversity & Distinctiveness”, “Environmental Quality” and “Destination & Heritage”.

Scope of Programme and Potential Sub-projects

This programme enables smaller, more efficient water transport services to operate around Victoria Harbour. These can include water-bus services, water taxis, smaller ferries and harbour tours - all complementing the existing water transport in the Harbour. Inter-related sub-projects include: provision or enhancement of safe landing places including lighting and shelter at important destinations, for example, West Kowloon Cultural District; Kai Tak cruise terminal; Lei Yue Mun and Kwun Tong; accreditation of alternative watercraft; branding and signage; ticket sales facilities and information services. The programme will also include policy and process changes to enable commercial operations and optimal use of piers and steps by non-scheduled and scheduled services; competition framework, subvention and pricing structures; and potential cross-financing public-private collaboration in connection with development of new attractions and revitalization of existing piers.

Benefits expected

Tangible benefits include the increase of accessibility to several important new destinations around the harbourfront by residents, commuters and visitors. Smaller, more efficient watercraft



Source: Stephen Bradley

would be able to provide a more convenient access to a wider range of destinations for visitors and citizens and would reduce energy consumption and pollution compared with larger ferries as well as reducing end-to-end journey distances. Intangible benefits include attracting more public to the harbourfront and improved access, enjoyment and usage of public open space in West Kowloon and the Eastern Harbour in particular.

Indicative Programme Timeline

April 2011: Programme definition and strategic case (**rationale**) agreed and published; **Autumn 2011:** Programme preparation (**objectives**) completed and outline business case and pilot procurement strategy accepted; **Spring 2012:** Pilot project full business case (**appraisal**) completed and investment approved (following consultation, options appraisal, detailed design and tendering); enabling legislation and procedures agreed; **2013:** delivery (**implementation and monitoring**) of pilot project service; **2015:** Pilot project close (**evaluation**) and review for potential wider roll-out; **2025:** Programme close & evaluation.

Primary requirements and critical success factors

1. Integrated Strategic Plan for management of conflicts between vested local interests.
2. Revision to transport licencing laws to allow tickets to be sold for non-scheduled services;
3. The accreditation and licencing of energy-efficient, fit-for-purpose watercraft.
4. Revision of restrictions on use of public piers by ferry and harbour tour operators to ensure that harbour infrastructure is efficiently used
5. Determination of a viable business model

Source of Policy Support, suggested Programme Owner and Project Proponents

The Planning Department 2003 Harbour Planning Framework (5.1.19) includes the policy: “Connections for visitors between major tourism clusters should be achieved using attractive and environmentally friendly forms of transport”; (5.1.20) advocates a “tourist-oriented waterbus service following a circular route ... with stops at each major attraction, permitting hop-on/hop-off services”. General Circular No 3/2010 on Harbourfront Enhancement issued in 2010 by the Chief Secretary for Administration, Henry Tang, exhorts broad collaboration to pursue the Town Planning Board 1999 “Vision and Goals for Victoria Harbour” incorporating the following specific objectives: “To bring the people to the Harbour and the Harbour to the people; To enhance the Harbour as a unique attraction for our people and tourists; To create a quality harbour-front through encouraging innovative building design and a variety of tourist, retail, leisure and recreational activities...”. The Programme “Owner” should be the Secretary for Development until a Harbour Authority is established. Individual sub-projects can have different proponents and opportunities for private sector involvement should be sought in procurement, funding, operations and project management.

Key stakeholders identified

Harbourfront Commission; Development Bureau coordinating many Departments and Bureaux: notably Marine Department; Transport Department; Financial Services and Treasury Bureau; Transport and Housing Bureau; Home Affairs Bureau; Food and Health Bureau; Environment Bureau; District Councils; Society for Protection of the Harbour; Business Environment Council and Harbour Business Forum. Franchised ferry operators and other private sector operators. END

Programme Definition and Strategic Case for “Maritime Heritage in Victoria Harbour”

Description of Programme

A programme to preserve, display and interpret the maritime cultural heritage of Hong Kong in a highly visible way and to create a major attraction and destination in Victoria Harbour.

Strategic Objective of the Programme

There is at present very little physical presence around Victoria Harbour that symbolises Hong Kong's maritime history. An ongoing public-private collaboration to convert Central Pier 8 into a new home for the Hong Kong Maritime Museum, due to open in 2012, represents a significant development for the preservation and interpretation of Hong Kong's maritime heritage; however this is an internalised facility, with limited visibility and harbourfront impact. It can house only relatively small-scale artefacts and will not include any sea-going vessel on permanent display. A comprehensive programme to provide long-term exhibition and conservation of historic vessels will deliver the HBF Integrated Harbour Strategic Initiatives: “Harbour Places” (providing destinations of distinctive character and attraction) and “Business Harbour” (re-use of assets and fostering small- and medium-scale commercial activity, private sector investment and jobs). Within the HBF Integrated Harbour Vision these initiatives serve the HBF Priorities “Diversity & Distinctiveness”, “Business & Economy” and “Destination & Heritage”.



Source: Urbis

Scope of Programme and Potential Sub-projects

The prime goal is strategic positioning in the public realm of maritime artifacts, maritime-related public art etc. to connect HK with its maritime heritage. It will include destination attractions on Victoria Harbour providing the repair, conservation and exhibition of maritime heritage vessels and artefacts for the benefit of the public on a year-round basis [ashore, in dry dock or floating]. This would ideally be co-located with a permanent home for the Hong Kong Maritime Museum. Inter-related sub-projects include: civil engineering; procurement and restoration of vessels; visitor amenities; repair and conservation facilities. Potential locations should be visually prominent, within well-visited parts of the Harbour and close to existing visitor centres. Prime alternatives include Central Waterfront; Wanchai waterfront; or as part of comprehensive redevelopment at Yau Tong or West Kowloon. Artefacts should reflect the breadth of Hong Kong's maritime heritage, including Chinese and Western vessels.

Benefits expected

Heritage Vessels and maritime artefacts permanently based in Victoria Harbour will animate the waterfront, and will offer a major attraction for the public to the water's edge, bringing vibrancy

to the Harbour as well as distinctive identity and symbolizing the heritage and historic evolution of Victoria Harbour. It will preserve, display and interpret the maritime cultural heritage of Hong Kong in a highly visible way that brings benefit to the whole Harbour and surrounding communities, enhancing cultural awareness and understanding of Hong Kong's reliance on the sea for its existence. Tangible benefits will include revenue generation and job creation through the fostering of small-scale enterprise and craftsman skills; a prominent harbourfront destination will stimulate related commercial activities including water passenger transport and small-scale food and beverage service. Intangible benefits will include educational benefit and increase of vibrancy at the harbourfront; and the installation of photogenic symbols of Hong Kong's maritime identity.

Indicative Programme Timeline

April 2011: Programme definition and strategic case (**rationale**) agreed; **Autumn 2011:** Programme preparation (**objectives**) completed and outline business case and pilot procurement strategy accepted; **Summer 2012:** pilot project full business case (**appraisal**) completed and investment approved (following consultation, options appraisal, detailed design and tendering); **2015:** delivery (**implementation and monitoring**) of enabling civil engineering works; **2016:** delivery (**implementation and monitoring**) of first vessels on display; **2017:** Pilot project feedback (**evaluation**) and roll-out; **2025:** Programme close.

Primary requirements and critical success factors

1. A Strategic Plan for the Harbour that specifically addresses adaptive development of marine assets
2. This programme needs to integrate a broad range of policy and process changes to be successful including: procurement and funding procedures to support new ways of managing the assets; suitable ongoing funding will need to be put in place to maintain the collection and ongoing operations.
3. Place-specific projects will have to address trust arrangements to ensure long term viability; apart from acquisition and restoration costs; marine safety compliance; accessibility and emergency services requirements; adaptation and alteration of structures; together with water- and land transport access issues as well as over-riding public need and acceptable environmental impact.

Source of Policy Support, suggested Programme Owner and Project Proponents

General Circular No 3/2010 on Harbourfront Enhancement issued in 2010 by the Chief Secretary for Administration, Henry Tang, exhorts broad collaboration to pursue the Town Planning Board 1999 “Vision and Goals for Victoria Harbour” incorporating the following specific objectives: *To bring the people to the Harbour and the Harbour to the people; To enhance the Harbour as a unique attraction for our people and tourists; To create a quality harbour-front ... and a variety of tourist, retail, leisure and recreational activities....* The Programme “Owner” should be the Secretary for Development until a Harbour Authority is established. Individual sub-projects can have different proponents and opportunities for private sector involvement should be sought in procurement, funding, operations and project management.

Key stakeholders identified

Hong Kong Maritime Museum; Harbourfront Commission; Development Bureau coordinating many Departments and Bureaux: notably Marine Department; LCSD; Home Affairs Bureau; Financial Services and Treasury Bureau; Transport and Housing Bureau; District Councils; Society for Protection of the Harbour; Business Environment Council and Harbour Business Forum. END



Programme Definition and Strategic Case for “Revitalisation of Piers in Victoria Harbour”

Description of Programme

A programme to encourage greater use of piers for public enjoyment and small-scale commercial activity, attracting people to the waterfront.

Strategic Objective of the Programme

Existing piers in Victoria Harbour are under-utilised assets currently controlled by two or more Government departments without clear policy support for imaginative adaptive reuse. Under-used piers include the Western Wholesale Food Market Piers; North Point Piers; Kwun Tong Pier; To Kwa Wan Pier; Sam Ka Tsuen Pier. Many piers serve only a transport purpose. A Pier Revitalisation programme will deliver the HBF strategic Initiatives, “Harbour Places” (providing destinations of distinctive character and attraction) and “Business Harbour” (re-use of assets and fostering small- and medium-scale commercial activity, private sector investment and jobs). Within the HBF Integrated Harbour Vision these initiatives serve the HBF Priorities “Public Ownership”, “Accessibility and Connectivity”, “Diversity & Distinctiveness”, “Business & Economy” and “Destination & Heritage”.



Source: Peter Cookson Smith

Scope of Programme and Potential Sub-projects

Many piers in easily accessible locations could become distinctive multi-use destinations and attractions, bringing vibrancy to the Harbour as well as serving their primary purpose of access to boats for people and goods. In addition, some existing piers could incorporate public open space at roof level for active and passive recreation. These piers offer great potential to attract a much broader public to the water's edge and to serve as commercial and entertainment amenities. This programme involves institutional changes; procurement of creative property management to develop branded destinations and consistent animation; as well as place-specific projects for adaptive re-use of assets. Specific projects could include the Western Wholesale Food Market Piers; North Point Piers; Hung Hom “Station Pier” (ex KCRC); Kwun Tong Pier; To Kwa Wan Pier; Sam Ka Tsuen Pier; plus development of new piers at West Kowloon, Wanchai and Kai Tak Cruise Terminal and the relocated Queen's Pier.

Benefits expected

This programme of change will incentivize and facilitate productive use of existing assets in Victoria Harbour. The tangible benefits will be revenue generation and job creation through the fostering of small-scale enterprise and the increase of passengers encouraged to use ferries rather than road transport and a means of providing financial support and increased business

to ferry operations; intangible benefits will include the increase of vibrancy at the harbourfront; and, through positive design regeneration of currently unattractive and utilitarian structures, the creation of small-scale commercial facilities, community space and distinctive destinations for citizens and visitors, without taking up additional premium ground space at the harbourfront.

Indicative Programme Timeline

April 2011: Programme definition and strategic case (**rationale**) agreed and published; **Autumn 2011:** Programme preparation (**objectives**) completed and outline business case and pilot procurement strategy accepted; **Summer 2012:** Pilot project full business case (**appraisal**) completed and investment approved (following consultation, options appraisal, detailed design and tendering); **2014:** delivery (**implementation and monitoring**) of enabling legislation and procedures and pilot project contract; **2015:** Pilot project feedback (**evaluation**) and roll-out; **2025:** Programme close following evaluation of subsequent projects.

Primary requirements and critical success factors

1. A Strategic Plan for the Harbour that specifically addresses adaptive development of marine assets
2. This programme needs to integrate a broad range of policy and process changes to be successful including: changes to tenure and licensing of commercial activity at piers; land use planning and zoning matters; procurement and funding procedures to support new, dynamic ways of managing the assets.
3. Place-specific projects will have to address public-private collaboration; accessibility and emergency services requirements; adaptation and alteration of structures; together with marine and land interfaces.

The current relocation project for the HK Maritime Museum from Stanley to Central pier 8 has demonstrated that achieving change in existing piers currently requires enormous energy and bureaucratic expertise to overcome hurdles even given a strong business case and policy support.

Source of Policy Approval, suggested Programme Owner and Project Proponents

General Circular No 3/2010 on Harbourfront Enhancement issued in 2010 by the Chief Secretary for Administration, Henry Tang, exhorts broad collaboration to pursue the Town Planning Board 1999 “Vision and Goals for Victoria Harbour” incorporating the following specific objectives: *To bring the people to the Harbour and the Harbour to the people; To enhance the Harbour as a unique attraction for our people and tourists; To create a quality harbour-front through encouraging ... a variety of tourist, retail, leisure and recreational activities....* The Programme “Owner” should be the Secretary for Development until a Harbour Authority is established. Individual sub-projects can have different proponents and opportunities for private sector involvement should be sought in procurement, funding, operations and project management.

Key stakeholders identified

Harbourfront Commission; Development Bureau coordinating many Departments and Bureaux: notably Marine Department; CEDD; Financial Services and Treasury Bureau; Transport and Housing Bureau; Home Affairs Bureau; Food and Health Bureau; Environment Bureau. District Councils; Society for Protection of the Harbour; Business Environment Council and Harbour Business Forum. Private sector developer/operators. Retail and F& B operators. END

Programme Definition and Strategic Case for “Water-based Event Arenas and Facilities in Victoria Harbour”

Description of Programme

A programme to provide arenas and facilities enabling the promotion of cultural and sporting events on the Harbour.

Strategic Objective of the Programme

Victoria Harbour lacks facilities and amenities to celebrate cultural and sporting events on the harbour such as dragon-boat festival and maritime heritage pageants that would give Hong Kong worldwide prestige, spectator appeal, commercial impact and media coverage. A comprehensive programme of facilities and proactive management can attract world-class events and performances to Hong Kong and will deliver the HBF Integrated Harbour Strategic Initiatives: “Harbour Places” (providing destinations of distinctive character and attraction), “Business Harbour” (re-use of assets and fostering small- and medium-scale commercial activity, private sector investment and jobs). and “Harbour Communities” (opportunities for celebration of local character and culture). Within the HBF Integrated Harbour Vision these initiatives serve the HBF Priorities “Public Ownership”, “Accessibility and Connectivity”, “Diversity & Distinctiveness”, “Business & Economy” and “Destination & Heritage”.

Scope of Programme and Potential Sub-projects

The goal is to deliver new, well-provisioned venues and associated infrastructure for cultural and sporting events such as dragon-boat racing; cross-harbour swim; rowing and canoe/kayak racing; “harbour day” pageants and heritage ship regattas; major yacht race stopovers and regattas. The programme should include facilities for fireworks displays and open air arenas for concerts and opera. Potential locations would need to provide open space on land and sheltered water space clear of fairways and other marine constraints. Potential locations include Kwun Tong; the eastern end of Central Waterfront; Wanchai Waterfront; Causeway Bay; West Kowloon; and To Kwa Wan. There will be a number of potential sub-projects including water quality improvement; civil and marine engineering to provide launching facilities; hardstandings; structures for race management; broadcast facilities; temporary toilets; spectator seating arenas and platforms for erection of temporary grandstands.

Benefits expected

Tangible benefits include revenue generation and employment creation through sponsorship income and visitor and competitor expenditure in Hong Kong. Intangible benefits include media



Source: www.mrbigben.com

coverage and development of Hong Kong's prestige and world status; celebration of Hong Kong's historic relationship with the sea, increase in public awareness of Hong Kong's maritime heritage and provision of year-round spectacle, animation and public attraction to the Harbour.

Indicative Programme Timeline

April 2011: Programme definition and strategic case (**rationale**) agreed; **Autumn 2011:** Programme preparation, technical feasibility and scoping study (**objectives**) and pilot procurement strategy completed; outline business case accepted; **Summer 2012:** consultation, options appraisal, detailed design, tendering); and full business case (**appraisal**) for pilot project completed and investment approved **2015:** delivery (**implementation and monitoring**) of pilot project enabling civil engineering works and arena facilities; **2016:** Pilot project close (**evaluation**) and review for potential wider roll-out; **2025:** Programme close & evaluation.

Primary requirements and critical success factors

This programme needs to integrate economic planning, tourism development, transportation planning, environmental planning and land-use planning; together with marine traffic and safety management. An Integrated Strategic Plan is needed for locating sustainable uses in the right locations and management of conflicts between vested local interests. Crucial issues include the need for calm water for dragon boating and lack of current for rowing and paddlesports racing; ease of access and departure by mass transit for large numbers of spectators; road access for logistics and emergency vehicles; launching slips and hardstandings with space to erect temporary grandstands as well as F&B facilities and amenities for spectators, media, and event management such as power, water, drainage, telecoms, toilets; availability of sufficient water depth for berthing or hoisting of boats; berthing for spectator craft and press craft.

Source of Policy Support, suggested Programme Owner and Project Proponents

General Circular No 3/2010 on Harbourfront Enhancement issued in 2010 by the Chief Secretary for Administration, Henry Tang, exhorts broad collaboration to pursue the Town Planning Board 1999 “Vision and Goals for Victoria Harbour” incorporating the following specific objectives: *To bring the people to the Harbour and the Harbour to the people; To enhance the Harbour as a unique attraction for our people and tourists; To create a quality harbour-front through encouraging innovative building design and a variety of tourist, retail, leisure and recreational activities....* The Programme “Owner” should be the Secretary for Development until a Harbour Authority is established. Individual sub-projects can have different proponents and public-private collaboration is likely to be an effective means of procurement, funding and project management.

Key stakeholders identified

Harbourfront Commission; Development Bureau coordinating many Departments and Bureaux: notably Marine Department and LCSD; Tourism Board and Commission; Home Affairs Bureau; Financial Services and Treasury Bureau; Transport and Housing Bureau; Food and Health Bureau; Environment Bureau; Sports Governing Bodies; Royal Hong Kong Yacht Club; District Councils; Society for Protection of the Harbour; Business Environment Council and Harbour Business Forum. END





Glossary of Terms and Abbreviations

B/Ds	Policy Bureaux and Departments	PHO	Protection of the Harbour Ordinance
BEC	Business Environment Council	RB	<i>Responsible Body</i>
CDA	Comprehensive Development Area	RHKYC	Royal Hong Kong Yacht Club
CEDD	Civil Engineering and Development Department	SME	Small and Medium-sized Enterprises
F&B	Food and Beverage	TEU	Twenty-foot Equivalent Unit
GDP	Gross Domestic Product	TPB	Town Planning Board
HBF	Harbour Business Forum	TST	Tsim Sha Tsui
HC	Harbourfront Commission	WDII	Wan Chai Development Phase II
HEC	Harbour-front Enhancement Committee	WKCD	West Kowloon Cultural District Authority
HKSAR	Hong Kong Special Administrative Region		
HPG	Harbour Planning Guidelines		
HPP	Harbour Planning Principles		
IHS	Integrated Harbour Vision and Delivery Plan – the Business Case Study		
KCRC	Kowloon-Canton Railway Corporation		
MTR	Mass Transit Railway		
Non-WDRU	Non-Water-Dependent/Related Uses		
OZP	Outline Zoning Plan		
PCWA	Public Cargo Working Areas		





Organisations Met and Acknowledgements

Organisations Met

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- AECOM
- Asia Pacific SuperYacht Association
- BMT Asia Pacific Ltd.
- Business Environment Council
- Department of Geography, University of Hong Kong
- Designing Hong Kong
- Discovery Bay Transportation Services Ltd.
- Fish Marketing Organization
- Flynn Consulting
- Harbour-front Commission
- Headland Developments
- HKSAR Government, Civil Engineering & Development Department
- HKSAR Government, Development Bureau
- HKSAR Government, Marine Department
- HKSAR Government, Planning Department
- HKSAR Government, Transport Department
- Hong Kong & Kowloon Motor Boats & Tug Boats Association
- Hong Kong & Yaumati Ferry Co & Ltd.
- Hong Kong Cycling Alliance
- Hong Kong Institute of Planners
- Hong Kong Liner Shipping Association
- Hong Kong Maritime Museum
- Hong Kong Mid-stream Operators Association
- Hong Kong Recycle Materials & Re-production Business General Association
- Local Vessels Advisory Committee

- Masterplan
- NYK Line (HK) Ltd.
- OTC Planning and Design
- PricewaterhouseCoopers
- Rowing Association
- Royal Hong Kong Yacht Club
- Society for Protection of the Harbour
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- Waterfront Air

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This final report was written by Mr Tom Callahan of GHK (Hong Kong) Ltd, with assistance from Mr Colin Arnott and Mr Jordan Li. The main photograph on the front cover was kindly provided by Mr Dick Groves. Additional cover photographs provided by Urbis, GHK, Alan Loynd and HBF. Additional photographs used to create the report header provided by Alex White, Urbis, Dick Groves, HBF and GHK.



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Hong Kong China
Royal Hong Kong Yacht Club

Business & Professionals Federation of HK
European Chamber of Commerce in HK
Fringe Club
Hong Kong Institute of Construction of Managers
HK Small & Medium Enterprises General
Association
International Council of Chairmen
Singapore Chamber of Commerce

Harbour Business Forum

Background

HBF was formally launched in June 2005, due to a concern about how developments in and around our harbour could have a negative impact upon the future development of Hong Kong. HBF is now one of the biggest business alliances, with 121 business members - including 10 Patron Members, 29 Corporate Members, 53 Professional Members and 29 Supporting Members from business chambers and professional associations.

HBF has been primarily a research driven think tank with a distinct, if discreet, lobbying edge defined by its principles and objectives. These include the creation of an overarching agency for the harbour; the need for any harbour development to take account of the public's wish (as captured by our research) for greater access to the harbour. We have stated our support for the Harbour Planning Principles and called for their application to all future developments.

HBF's Mission

The Harbour is core to Hong Kong's heritage, an international icon and a source of inspiration to those who live and work in Hong Kong. Our mission is to see Hong Kong's harbour and harbour-front areas become a genuinely vibrant, accessible and sustainable world-class asset. We aim to engage with relevant stakeholders and the Government in order to agree upon, and implement, a common vision for the harbour.

