FINAL REPORT

STRATEGIC PLANNING - APPROACHES, PROCESSES AND PRACTICES

INTERNATIONAL REVIEW AND LESSONS TO LEARN FOR HONG KONG 2030+

Prepared by
Gr8t Planning Studio

CHAN Chun Yin Tommy
CHU Wing Sing Don
LAI Chung Ho Faith
LEE Ming Wa Vivian
LEI Shyja Leslie
LOK Tsz Yin Anna
TAM Tsz Ho Cyrus
WONG Yiu Pin Vivian
Executive Summary

As the highest tier of planning in Hong Kong’s hierarchy of Plan, the “Hong Kong 2030+: Towards a Planning Vision and Strategy Transcending 2030” is a Territorial Development Strategy (TDS) aims to provide a broad, long-term land use-transport-environment spatial framework for planning and development of strategic infrastructure. With the promulgation of public engagement document in 2017, the Gr8t Planning Studio was commissioned to review the approaches, practices and processes of SSP in Hong Kong and provide appropriate recommendations. The consultant hereby presents this Final Report as the third deliverable as agreed on the study “Strategic Planning Approaches, Processes and Practices: International Review and Lessons to Learn from HK2030+” (the Study).

The Study is conducted in three stages, namely (1) Contextual Study and preliminary review, (2) International Review and (3) Recommendations. Throughout the study, an issue-based approach is adopted to formulate solution-oriented recommendations for the SSP of HK, which are not bounded by the theoretical understanding of SSP but align with the working definition in HK.

With the primary data supplemented by interviews conducted with stakeholder from diverse backgrounds of Planning authority, academics, professionals and representatives of the civil society, 6 key issues are identified in the following aspects:

1. Planning Intention & Approach
2. Institutional Capacity of the Planning Body
3. Efficiency of Strategy Translation
4. Efficacy of Public Engagement
5. Flexibility & Responsiveness
6. Targets & Monitoring

To address the respective issues, International Review is conducted on 8 cities (Core Studies: Kuala Lumpur, Seoul, Singapore & Sydney; Supplementary Studies: Copenhagen, Melbourne, New York City & Shenzhen) with the help of sub-consultants. While relevant practices for each SSP components have been identified and compared, the Study team is aware of the context-dependent nature of SSP. Thus, the adaptability and feasibility of international practices have been critically examined before recommending improvement directions.
Based on the description of “the TDS is a living document that is constantly updated together with the community”, this study adopts a **Dual Understanding of SSP** as (1) a **long-term, physical proposal of development** and (2) a **social process of “becoming”**. An **incremental approach with 6 improvement directions** is proposed to help Hong Kong steer towards the vision of “an integrative, publicly-understood, transformative SSP”:

**Stage 1: Targeted to address the 6 key issues of HK2030+ to strengthen the function of TDS (Short to Medium Term: 0-10 years)**

**Direction 1** – Improve governmental coordination in plan making process

**Direction 2** – Strengthen coordination between spatial plans

**Direction 3** – Rethink the workflow & techniques of public engagement

**Direction 4** – Introduce a monitoring and evaluation mechanism

**Stage 2: Contribute to the achievement of a city-wide vision (Long-term: > 10 years)**

**Direction 5** – People-centric, inclusive path through co-production

**Direction 6** – New institutional arena that facilitates synergy among various policy aspects

The detailed guiding principles, key actions and actors, implications and potential limitations of the above directions are included for the consideration of relevant Bureaus/Departments. Also, the key actions are proposed under the rationale of being **interlinked, targeted and less-resource intensive** to ensure the feasibility of the proposed recommendations.

It is anticipated that the above recommendations could improve the approaches, processes and practices of SSP in Hong Kong can help contribute to one that helps steer towards a desirable future with its citizens at its heart of planning.
# Table of Contents

**Executive Summary** ................................................................. i

**Table of Contents** ................................................................ iii

**List of Figures** ........................................................................ v

**List of Tables** .......................................................................... viii

**Abbreviation and Acronyms** .................................................... ix

1 **Introduction** ........................................................................... 1
   1.1 Study Background .......................................................... 1
   1.2 Study Goal .................................................................. 1
   1.3 Study Objectives ......................................................... 2
   1.4 Structure of the Report .................................................. 3

2 **Methodology** .......................................................................... 4
   2.1 Workflow and Tasks .................................................... 4
   2.2 Issue-based Approach ................................................. 4
   2.3 Source of Data .......................................................... 4
   2.4 Stage 1 Contextual Study and Preliminary Review .......... 6
   2.5 Stage 2 International Review ....................................... 7
   2.6 Stage 3 Recommendations ......................................... 8

3 **Theoretical Review of Strategic Spatial Planning** .............. 9
   3.1 Introduction ............................................................... 9
   3.2 Emergence of SSP ...................................................... 9
   3.3 Main Characteristics .................................................. 10
   3.4 A Dual Understanding of SSP ..................................... 11
   3.5 Shift in Strategic Focuses .......................................... 11
   3.6 Examining Approaches, Processes and Practices of SSP .. 12

4 **Evolution of Strategic Spatial Planning in Hong Kong** ...... 15
   4.1 Overview ................................................................. 15
   4.2 Planning Intention ...................................................... 16
   4.3 Institutional Arena ..................................................... 19
   4.4 Stakeholder Engagement .......................................... 21
   4.5 Inter-departmental Cooperation .................................. 22
   4.6 Evaluation Mechanism ............................................. 23
   4.7 Summary ................................................................. 23

5 **Key Issues in Hong Kong** ................................................... 25
   5.1 Working Definition of SSP ........................................ 25
   5.2 Issue 1: Planning Intention & Approach ...................... 25
   5.3 Issue 2: Institutional Capacity of the Planning Body .... 28
5.4 Issue 3: Efficiency of Strategy Translation 31
5.5 Issue 4: Efficacy of Public Engagement 34
5.6 Issue 5: Flexibility & Responsiveness 37
5.7 Issue 6: Targets & Monitoring 39

6 Case Studies .................................................................................................. 41
6.1 Background of Selected Cities 41
6.2 Profile of the Selected SSPs 41
6.3 Overview of Insights from Case Studies on Key Issues 43
6.4 Issue 1: Planning Intention and Approach 44
6.5 Issue 2: Institutional Capacity of the Planning Body 49
6.6 Issue 3: Efficiency of Strategy Translation 55
6.7 Issue 4: Efficacy of Public Engagement 62
6.8 Issue 5: Flexibility & Responsiveness 72
6.9 Issue 6: Targets & Monitoring 83
6.10 Summary of Case Studies 87

7 Improvement Directions and Key Actions ................................................... 89
7.1 Overview 89
7.2 Vision 89
7.3 Improvement Directions and Actions: An Incremental Approach 89
7.4 Structure 90
7.5 Direction 1 - Improve Governmental Collaboration in Plan Making Process 91
7.6 Direction 2 - Strengthen Coordination between Spatial Plans 99
7.7 Direction 3 - Rethink the Workflow and Techniques of Public Engagement 105
7.8 Direction 4 - Introduce a Monitoring and Evaluation Mechanism 115
7.9 Direction 5 - People Centric, Inclusive Plan through Co-production 124
7.10 Direction 6 - New Institutional Arena that Facilitates Synergy among Various Policy Aspects 128
7.11 Summary on Improvement Directions and Actions 132

8 Conclusion ................................................................................................... 135
8.1 Overview 135
8.2 Summary of Findings 135
8.3 Concluding Remarks 136

9 References ................................................................................................... 137

10 Appendices .................................................................................................. 146
Appendix A – Study Programme 146
Appendix B – APP of 8 cities 147
Appendix C - Company Profile 153
Appendix D – Gist of Interviews 156
List of Figures

Figure 1-1 Study flowchart
Figure 2-1 Study objectives and key tasks flow chart
Figure 3-1 Emergence and shift of focuses of Strategic Spatial Planning
Figure 3-2 Components of Approaches, Processes and Practices framework
Figure 4-1 Timeline of the evolution of Strategic Spatial Planning in Hong Kong
Figure 4-2 Summary of the review of Hong Kong’s Strategic Spatial Planning regarding the 5 major components that shown substantive changes
Figure 4-3 Consideration of cooperating with the city-regions in the Pearl River Delta Region in HK 2030 (Source: PlanD)
Figure 4-4 Institutional structure of Strategic Spatial Planning in Hong Kong
Figure 4-5 Guided visits and knowledge sharing seminars in HK 2030+ (Source: DEVB)
Figure 4-6 Public consultation reports in HK 2030 (Source: PlanD)
Figure 5-1 Key strategic directions proposed for planning for a liveable city
Figure 5-2 Missing links between SSP and local level actions
Figure 5-3 Planning hierarchy of HK
Figure 5-4 Comparison of PE attempts of HK 2030 and HK 2030+
Figure 5-5 Online exposure of HK 2030+ (turquoise), Lantau Tomorrow (red) and TFLS (navy blue) (Source: Google Trends)
Figure 5-6 Schematic drawing of the spatial framework of HK 2030+ (Source: PlanD)
Figure 5-7 Examples of the evaluation criteria in HK 2030 for selection of development alternatives
Figure 6-1 An illustration of the positioning of plan-making bodies of the four major case studies
Figure 6-2: Collective research results on island-wide childcare gap (Left) and Public Transport Analysis (Right) (Source: URA)

Figure 6-3 A research article targeting at improving plan-making and PE for Singapore (Source: CLC)

Figure 6-4 A comparison of plan hierarchy among the core 4 international cities

Figure 6-5 Proposed BRT & Congestion Charging Zone in KLSP 2040 (Left) & Interest groups objecting violations in KLSP 2020 (Source: Malaymail, 2017)

Figure 6-6 Strategy translation in Seoul under explicit guidelines for implementation

Figure 6-7 A clear plan hierarchy with emphasis on the alignment of visions and objectives in Sydney

Figure 6-8: Planning Hierarchy of Copenhagen

Figure 6-9 A summary of the engagement activities in the four case studies

Figure 6-10 Public exhibition as the dominant engagement practice of SSP in Kuala Lumpur (Source: The Star Online, 2020)

Figure 6-11 Citizen Group Plenary in Seoul (Left); Age and occupation composition of citizen group in Seoul (Right) (Source: SMG)

Figure 6-12 Seoul Urban Planning Citizen’s Academy (Left) (Source: Educational News Broadcasting); Citizen Opinion Board of the 2040 Seoul Plan (Right)

Figure 6-13 Public Exhibition of Draft MP 2019 (Source: URA)

Figure 6-14 Innovative Public Engagement: My Metropolis App (Left); Community Challenge in Sydney (Right) (Source: GSC)

Figure 6-15 “Talk Bus” (Source: GSC)

Figure 6-16 Spatial Presentation of Case Studies

Figure 6-17 Reserved Zoning in Statutory Master Plan (Reserved Site Zoning is highlighted in yellow) (Source: URA)
Figure 6-18 Graphical Representation of Implementation Status of Actions (Source: The State of Victoria, 2019)

Figure 6-19 Three scenarios of the distribution of new households (Source: The City of Copenhagen, 2015)

Figure 6-20 Greater Sydney Dashboard containing contextual data for baseline study and measurement of performance indicators (Source: GSC)

Figure 7-1 Beta version of Hong Kong Geodata Store, based on the Common Spatial Data Infrastructure (Source: DEVB)

Figure 7-2 Development and Conservation Awareness Map (DCAM) (Source: Designforconservation)

Figure 7-3 The procedure for incorporating a collaboration plugin for the use of all bureaux

Figure 7-4 A visualization of the collaboration platform

Figure 7-5 Summary for actions in direction 1

Figure 7-6 Inclusion of strategic context in Hung Shui Kiu OZP (Source: OZP)

Figure 7-7 Organization chart of the Planning Department with SPS & DPO highlighted (Source: PlanD and modified by Gr8t Planning Studio)

Figure 7-8 The implementation steps for the two actions in direction 2

Figure 7-9 Reports of 3 stages of PE in HK2030 (Source: PlanD)

Figure 7-10 Proposed PE sessions on the new workflow of SSP

Figure 7-11 NYC Planning Lab to disseminate and visualise planning information online for public access (Source: NYC Planning Lab)

Figure 7-12 HK2030+: booklets with different maps to illustrate actions

Figure 7-13 Visualizing plan details through interactive spatial platform (refers to direction 1); dialogue boxes to offer additional information (Courtesy: ground.hk)

Figure 7-14 “My Metropolis”: mobile game developed by Sydney government on collecting users’ pattern and big data as comments (Source: My Metropolis)
Figure 7-15 3D Visualisation invented by Singapore government for 3D virtual reality technology (Source: NRF)

Figure 7-16 Previous practice on official feedback on PE in HK2030 (Source: PlanD)

Figure 7-17 Summary of actions in direction 3

Figure 7-18 Intervals for monitoring situation (Source: Chapter 15 of HK 2030)

Figure 7-19 Examples of performance indicators for An Integrated City under Building Block 1 (Source: PlanD)

Figure 7-20 Example of proposed dashboard of indicators

Figure 7-21 Summary of Improvement Direction 4

Figure 7-22 Major Tasks of HK 2030+ (Source: PE Booklet of HK 2030+)

Figure 7-23 Example of co-envisioning practice

Figure 7-24 Example of Strategic Plans and Blueprints (Source: HK Gov)

Figure 7-25 The implementation roadmap

Figure 7-26 The new SSP process after the suggested actions

**List of Tables**

Table 5-1 Newspaper exposure of HK2030+, Lantau Tomorrow and TFLS in Wise News database

Table 6-1 A comparison of strategic direction of transport accessibility between Sydney and Hong Kong (Source: PlanD, 2016; Greater Sydney Commission, 2018)

Table 6-2 Examples of Seoul sectoral plans and its corresponding plan-making body

Table 6-3 An Example of the Detailed Information of Implementation Plan (Source: Plan Melbourne 2017-2050 Implementation Actions)

Table 6-4 Sustainable Development Goals alignment with Plan Melbourne (Source: Plan Melbourne 2017-2050, P.137)
## Abbreviation and Acronyms

<table>
<thead>
<tr>
<th>Abbreviations &amp; Acronyms</th>
<th>Phrase</th>
</tr>
</thead>
<tbody>
<tr>
<td>APP</td>
<td>Approaches, Processes, Practices</td>
</tr>
<tr>
<td>BSAP</td>
<td>Biodiversity Strategy and Action Plan</td>
</tr>
<tr>
<td>CEDD</td>
<td>Civil Engineering and Development Department</td>
</tr>
<tr>
<td>CSP</td>
<td>Community Strategic Plans</td>
</tr>
<tr>
<td>CLC</td>
<td>Centre of Liveable Cities (Singapore)</td>
</tr>
<tr>
<td>CP</td>
<td>Concept Plan (Singapore)</td>
</tr>
<tr>
<td>CPA</td>
<td>NSW Common Planning Assumptions</td>
</tr>
<tr>
<td>CPH 2025</td>
<td>The Copenhagen 2025 Climate Plan</td>
</tr>
<tr>
<td>CSF</td>
<td>Centre of Strategic Future (Singapore)</td>
</tr>
<tr>
<td>CSP</td>
<td>Community Strategic Plans</td>
</tr>
<tr>
<td>DPO</td>
<td>District Planning Office</td>
</tr>
<tr>
<td>ELM</td>
<td>East Lantau Metropolis</td>
</tr>
<tr>
<td>EP&amp;A Act</td>
<td>Environmental Planning and Assessment Act 1979</td>
</tr>
<tr>
<td>GCA</td>
<td>Greater Copenhagen Area</td>
</tr>
<tr>
<td>GSC</td>
<td>Greater Sydney Commission</td>
</tr>
<tr>
<td>HK</td>
<td>Hong Kong</td>
</tr>
<tr>
<td>HK 2030</td>
<td>Hong Kong 2030: Planning Vision and Strategy</td>
</tr>
<tr>
<td>HK 2030+</td>
<td>Hong Kong 2030+: Towards a Planning Vision and Strategy Transcending 2030</td>
</tr>
<tr>
<td>KLUO</td>
<td>Kuala Lumpur Urban Observatory</td>
</tr>
<tr>
<td>KLSP</td>
<td>Kuala Lumpur Structure Plan</td>
</tr>
<tr>
<td>KPI</td>
<td>Key performance indicator</td>
</tr>
<tr>
<td>Acronym</td>
<td>Description</td>
</tr>
<tr>
<td>---------</td>
<td>-------------</td>
</tr>
<tr>
<td>LSPS</td>
<td>Local Strategic Planning Statement</td>
</tr>
<tr>
<td>LTA</td>
<td>Land Transport Authority</td>
</tr>
<tr>
<td>LTV</td>
<td>Lantau Tomorrow Vision</td>
</tr>
<tr>
<td>MND</td>
<td>Ministry of National Development (Singapore)</td>
</tr>
<tr>
<td>MP</td>
<td>Master Plan (Singapore)</td>
</tr>
<tr>
<td>NSW</td>
<td>New South Wales</td>
</tr>
<tr>
<td>OZP</td>
<td>Outline Zoning Plan</td>
</tr>
<tr>
<td>PCO</td>
<td>Planning and Coordination Office (Seoul)</td>
</tr>
<tr>
<td>PRD</td>
<td>Peral River Delta</td>
</tr>
<tr>
<td>PE</td>
<td>Public Engagement</td>
</tr>
<tr>
<td>PlanD</td>
<td>Planning Department</td>
</tr>
<tr>
<td>RODPs</td>
<td>Recommended Outline Development Plans</td>
</tr>
<tr>
<td>SSP</td>
<td>Strategic Spatial Plan</td>
</tr>
<tr>
<td>SMG</td>
<td>Seoul Metropolitan Government</td>
</tr>
<tr>
<td>TD</td>
<td>Transport Department</td>
</tr>
<tr>
<td>TDS</td>
<td>Territorial Development Strategy</td>
</tr>
<tr>
<td>TFLS</td>
<td>Task Force on Land Supply</td>
</tr>
<tr>
<td>UPB</td>
<td>Urban Planning Bureau</td>
</tr>
<tr>
<td>URA</td>
<td>Urban Redevelopment Authority (Singapore)</td>
</tr>
</tbody>
</table>
1 Introduction

1.1 Study Background

1.1.1 The significance of cities and urban regions as both the centres of population growth and economic opportunities, as well as the hubs of innovation and agents of changes for sustainability, has been increasingly recognised. Given the unparalleled fast changes in socio-economic, political, and environmental aspects in recent decades, a long-term, visionary, and integrated planning for cities has never been more important than now. There is no paucity of strategic spatial planning (hereby SSP) for major cities worldwide, yet they adopt different approaches and undergo varying processes and practices under specific contextual settings, governance and institutional frameworks (Oliveira & Hersperger, 2019).

1.1.2 In Hong Kong, the Abercrombie Report (1948) – the first territorial-wide strategic planning was published more than half a century ago. Since the first attempt to compile an overall development plan, urban planning in HK has evolved over time in many ways including the approaches, strategic orientations and responsible bodies.

1.1.3 The latest territorial development strategy (hereby TDS), Hong Kong 2030+: Towards a Planning Vision and Strategy Transcending 2030 (hereby the HK 2030+), has been under preparation since 2015. It is hence high time to conduct a comprehensive review of the key issues and opportunities of SSP with the primary focuses of Approaches, Processes, and Practices (hereby the APP), with a view to proposing recommendations and implementation steps to improve HK 2030+ and future plans.

1.2 Study Goal

1.2.1 The goal of this consultancy study is to provide recommendations to strengthen the SSP of HK through a critical review of the latest strategic plans, in terms of APP particularly, and drawing inspirations from international experiences and emerging global trends. Recommendations and steps of implementation will be developed with careful consideration of the local context and institutional setting.
1.3 Study Objectives

1.3.1 With the purpose of making meaningful and feasible recommendations to improve SSP in HK, the report aims at fulfilling the following objectives:

- Conduct a literature review to give a theoretical account of SSP and various components of APP
- Review the history and evolution of SSP of HK
- Examine the key issues of SSP of HK critically through various sources of data including stakeholders’ interviews
- Conduct comprehensive multiple-case studies of selected cities to study the different ways of doing in addressing the key issues
- Develop suitable recommendations and implementation steps to strengthen SSP of HK by drawing lessons and inspirations from overseas experiences and making careful adaptation to the local context

1.3.2 The flowchart below (Figure 1-1) summarises the major steps that have been taken to fulfil the goals and objectives in the study process.

![Study flowchart](image-url)
1.4 Structure of the Report

1.4.1 Incorporating the findings of Inception and Working Paper, the Final Report consist of 8 chapters, including this introductory chapter.

- **Chapter 2** outlines workflow and methodology of the Study;
- **Chapter 3** highlights the key concepts of SSP through literature review and put forward the components of APP as theoretical lenses;
- **Chapter 4** investigates the evolution of SSP in HK over the past few decades;
- **Chapter 5** identifies and consolidates the 6 key issues of SSP in HK;
- **Chapter 6** reviews international experiences and highlights the key takeaways for the improvement directions of HK;
- **Chapter 7** proposes the vision, guiding principles, key actions of improvement directions through an incremental approach; and
- **Chapter 8** concludes the study with key insights for the future path of SSP in HK.
2 Methodology

2.1 Workflow and Tasks

2.1.1 The study has been carried out in three stages to achieve the study goals and objectives stated in Section 1.2 & 1.3. Stage 1 has conducted a broad contextual study and preliminary review of the APP of SSP in Hong Kong. This was intended to identify key issues on HK’s SSP which would form the fundamentals of the following investigations and recommendations. Stage 2 has extended the key issues identified in the Inception Report through conducting in-depth international reviews and understanding the views of relevant stakeholders. Stage 3 consolidated the findings in Stage 1 and 2, and recommended a set of improvements directions for the six identified key issues of SSP in HK in an incremental approach, paving the way towards an integrative, publicly-understood and transformative SSP for HK.

2.1.2 A total 7 key tasks were performed in the three stages. Figure 2-1 maps out the sequential flow of key tasks and the study objectives in the respective study stages. For the study programme, please refer to Appendix A

2.2 Issue-based Approach

2.2.1 Given the dynamic, flexible and complex nature of SSP, a rigid framework to investigate issues from the components would be insufficient to reveal the full picture of the SSP of HK. For instance, interactions can be found among components regarding an issue, while different issues can also be interrelated with each other. Thus, a more inclusive and issue-based approach would be adopted from Task 1.3 onwards to formulate solution-oriented recommendations for HK’s case. The flexibility of issue-based approach enabled critical understanding of case studies which facilitated the identification of improvement directions without bounded by the theoretical understanding of APP components.

2.3 Source of Data

2.3.1 To facilitate the identification of key issues and respective recommendations, a combination of primary and secondary data was collected throughout the study process. Primary data were mainly attained from the interviews involving 16 local and international experts. Meanwhile, secondary data were obtained from academic publications, newspapers, government/ institutional reports, etc to set the basis for identifying HK’s issues, as well as formulating an overview and deriving insights from international case studies.
Figure 2-1 Study objectives and flow chart of key tasks
2.4 Stage 1 Contextual Study and Preliminary Review

Task 1.1 Theoretical review of SSP

2.4.1 Task 1.1 critically reviewed the key concepts and proposed theoretical lenses regarding the APP of SSP to facilitate further investigations in later stages. An extensive source of academic journals and documents from international organizations was reviewed to understand the purposes, key characteristics and emerging trends of SSP. The task also captured the dual understanding of SSP as both a social process and a spatial plan.

Task 1.2 Evolution of SSP in HK

2.4.2 Task 1.2 consolidated the evolution of SSP in HK. Inspired by theoretical lenses formulated in the earlier part, the transformation of various aspects of APP of Strategic Plans from the Abercrombie Plan (1948) to HK 2030+ (2015-2020) has been examined in detailed. The five areas of evolution (i.e. Planning intention, Institutional arena, Stakeholder Engagement, Multi-level governmental cooperation and Evaluation Mechanism) selected out of the 10 APP components were based on the observable changes over decades and the availability of information in the public domain. These evolution paths have assisted the identification of key issues in Task 1.3 and 2.1. An overview of past practice also serves to examine the feasibility and adaptability of recommendations into local context.

Task 1.3 Key issues of SSP in HK

2.4.3 Task 1.3 reviewed the key issues of SSP in HK with reference to the latest public engagement document of HK 2030+, to delineate the aspects of investigations for case studies in Stage 2 and recommendations in Stage 3.

2.4.4 Findings from evolution paths (Task 1.2) and commentaries from desktop research were incorporated and utilised to identify key issues. First, rooms for improvement were derived based on the initial findings of evolution paths, in which insufficiencies would be spotted in comparison to previous SSPs. In addition, heated debates or issues with stronger topicality derived from desktop research were incorporated to pinpoint the potential issues of SSP in HK.
2.5 Stage 2 International Review

Task 2.1 Stakeholder interview and analysis

2.5.1 While Task 1.3 has preliminary identified the key issues of SSP through secondary data, Task 2.1 is intended to consolidate findings through interviews to better understand stakeholders’ views and concerns over the APP of SSP in HK. A total of 11 local stakeholders have been interviewed to understand the feedback and aspirations of different actors on the SSP of HK. Given the diverse background of interviewees, multi-faceted opinions were obtained. These interviews also provided the opportunities for the team to test out ideas regarding the potential improvement directions. The full list of interviewees and the interview excerpts are available in Appendix D.

2.5.2 Upon consolidation of primary and secondary data, the team has summarised the six key issues of SSP in HK as followed:

1. Planning intention and approach
2. Institutional capacity of planning body
3. Efficiency of strategy translation
4. Efficacy of public engagement
5. Flexibility and responsiveness
6. Targets and monitoring

Task 2.2 Case studies analysis

2.5.3 Four international cities, namely Kuala Lumpur, Seoul, Singapore, and Sydney, were selected as case studies. In addition, to broaden the scope of International Case Studies, the study team has appointed Plantopia and Urbanet to provide sub-consultancy services. Insights from Copenhagen, Melbourne, New York and Shenzhen derived from sub-consultants have been selectively incorporated to identify possible solution for the SSP of HK.

2.5.4 Given the context-dependent nature of SSP, a multiple case study approach was adopted to draw meaning insights regarding the 6 key issues. In particular, the absence of an issue in SSPs is not necessarily the result of a single component. Through looking into multiple case studies, it is easier to eliminate externalities that are less relevant to SSPs such as political forces and public opinions. Such approach has facilitated the identification of key action steps after examining the dynamic interaction between different components in resolving the six identified issues.
2.6 Stage 3 Recommendations

**Task 3.1 Synthesise recommendations**

2.6.1 With the insights drawn from international case studies in *Task 2.2*, *Task 3.1* adopted a 2-step incremental approach to push forward the vision statement of “towards an integrative, publicly-understood and transformative SSP”. While stage 1 recommendations proposed 4 improvement directions to resolve the 6 key issues (*Task 2.1*), stage 2 recommendations paved the way to a visionary SSP for HK through 2 exploratory improvement directions.

2.6.2 The 6 improvement directions were further elaborated with the guiding principles and benchmarking insights to ensure the delivery of issue-oriented key actions.

**Task 3.2 Implementation proposal and implication analysis**

2.6.3 To ensure the practicability of recommendations synthesised in *Task 3.1*, *Task 3.2* examined the key considerations for different actions and laid out the implementation priority in short, medium and long term. Key actors and required resources were identified to understand the prerequisites for implementation.

2.6.4 Moreover, the implications and potential limitations of the recommended actions were pinpointed. While implications are expected to point towards the existing issues, it is important to note that actions with the least potential limitations were prioritised to progressively move towards the vision statement.
3 Theoretical Review of Strategic Spatial Planning

3.1 Introduction

“Strategy is not the consequence of planning but the opposite:
Its starting point”

(Henry Mintzberg, 1994)

3.1.1 With its military origin and the widespread application in the business sector, the idea of strategic planning in the field of urban planning has gained popularity among world-class and emerging cities and has proven its significance in guiding medium- to long-term development of urban regions. This chapter will begin with a literature review of the emergence and key features of SSP. Acknowledging that SSP is multidimensional and contextual dependent in nature, overseas experiences and their different ways of doing discussed in literatures will be reviewed in order to offer an extensive analysis of various aspects concerning APP of SSP.

3.2 Emergence of SSP

3.2.1 In the 1950s and 60s, comprehensive planning was dominant in western European cities. Although detailed land use maps and precise administrative regulations were made in a rational and logical manner, it was also characterised by rigidity and technocracy (Sartorio, 2005).

3.2.2 When the Keynesian-Fordist model in the UK and US was replaced by the neoliberal ideology in the 1980s, the retreat of state government and public spending, together with deregulation, displaced regional and urban planning into individual projects, especially for inner city revitalisation (Rodriguez and Martinez, 2003).

3.2.3 Facing the problems of fragmented urban development internally, as well as the need for enhancing city competitiveness in attracting foreign investment in the globalised market and responding to the call for environmental movement. External impetus also includes the promise of territorial development in fostering economic opportunities, environmental sustainability, and social cohesion, enabled by the establishment of new international economic (and political) organisations such as the European Union.

3.2.4 The concept of SSP emerged in the 1990s as a response to the above urban problems and socio-political conditions in western cities, signifying a shift to a long-term thinking and more coordinated planning practice for creating a better future for the cities (Albrechts, Healey & Kunzmann, 2003). The objectives of SSP are to devise a coherent spatial development strategy regarding land uses, physical environment and
infrastructure projects for framing medium-to-long-term development of urban regions. (Oliverira, Tobias & Hersperger, 2018).

3.3 Main Characteristics

3.3.1 SSP has demonstrated apparent difference in planning intention and attitudes towards urban planning from the past. SSP has been considered as a departure from the passive and restrictive land use planning – traditionally used as a regulatory instrument to control the direction of land development. Planning has become strategic, aiming to create a favourable environment for development rather than limiting to granting land permits. Five key characteristics of SSP will be summarised in the following.

Visioning

3.3.2 SSP starts with inspirational visions by thinking ahead what people desire and wish to see in the future of the urban regions. Visioning is a deliberate act to represent the values a city is committed to in the future (Albrechts, 2006). It also informs the prioritisation of key strategies to orient SSP to issues that truly matter to the city. One thing to note is that visions have to be grounded in contexts to be realistic and practical for a shared future.

Transformative

3.3.3 Secondly, SSP contains transformative power as new ways of imaging and influencing urban space (Healey, 2009). Building of new ideas through strategic directions and actions, graphic visualisation, and spatial frameworks are pivotal in moulding policy decisions, construction projects, ways of implementation and evaluation.

Integrative

3.3.4 In addition, in response to the long quest for better vertical and horizontal coordination, SSP is integrative in terms of institutional structure, policy aspects, and stakeholders to overcome the typical problem of compartmented departments within the government structure (Demaziere & Serrano, 2017).

Dynamic

3.3.5 Besides, the dynamism of SSP has to be stressed (Healey, 2004). In contrast with comprehensive planning which adopts fixed forecasting and a technocratic approach to decision making, SSP is an open, ongoing process that takes a relational concept of how space and different groups of stakeholders interact and take part throughout the whole process.
**Action-oriented**

3.3.6 Unlike traditional spatial planning, SSP concerns less about conformance to proposals, but it acts a driver of change and actions in delivering the aspiration of the city’s future. As the basis of subsidiary plans, SSP helps relates visions and objectives to policy decisions, programmes and resource allocation.

### 3.4 A Dual Understanding of SSP

3.4.1 While there is no paucity of strategic plans of cities in the West and emerging Asian countries, the concept of SSP can be comprehended in two layers. A dual understanding of SSP is proposed: Not only is SSP a weighty printed proposal that spells out the development principles, mega projects and initiatives for an urban region in the coming decades, it is also a social process through which collective efforts by actors from different sectors and institutions are made to bring forth spatial changes (Wu, 2007).

**A long-term, physical proposal of development**

3.4.2 Strategic spatial planning, in a literal manner, is referred to an officially published plan that stipulates the long-term vision and future development strategy for the city region, supplemented with a range of proposals in selected themes such as housing, transportation infrastructure and economic activities, that visualise ‘what’ to be taken place at ‘where’ in certain time periods graphically (Hersperger, et al, 2019). However, the written plan supplemented with cartographic presentation, as a tangible output, should not be viewed as static and the outcome of SSP.

**A social process of ‘becoming’**

3.4.3 Debates in today’s news headlines mostly revolve around the content of SSP, namely the construction of a new highway or a new central business district, but less attention is given to view SSP as a continuous, dynamic, evolving social process that includes actors from both the public and private sectors interacting intensively and engaging in devising visions, strategies and programmes which will transform the urban spatially (Albrechts, 2006). This dual understanding of SSP offers us an inspiring theoretical lens and broadens our analysis to look at what is at the core: the Approaches, Processes, and Practices.

### 3.5 Shift in Strategic Focuses

3.5.1 Since the rise of SSP in western cities in 1990s, the focuses have been changing with respect to different impetus and planning intensions (Figure 3-1). SSP arose in the 1990s as a shift in the overall planning approach from traditional restrictive land-use zoning to applying the strategic thinking in business and setting up new forms of urban
management policy. SSP was deemed as a means to enhance economic growth of a city and resolve the urban decay problems at the local scale (Albrechts, 1991).

3.5.2 In 2000s, city governments adopted an entrepreneurial style of planning in order to appeal to multinational corporations and foreign investors, strengthening the positions of cities in regional and international business markets. Meanwhile, there was a stronger quest for social equality given the rise of urban movements (Fainstein, 2009).

3.5.3 After 2011, attention of SSP shifted to how to strengthen the competitive capacities of cities and to boost city images in order to lift up to new urban challenges (Bruvo & Jakovcic, 2019). Public participation and public satisfaction towards the plans began to be valued in the plan formulation process.

3.5.4 In view of the new global trend of low-carbon economy, big data technology and the universal yearning for a better living environment, SSP of cities has set its emphasis on concepts such as climate-resilience, smart city, and liveability (Dixon, Montgomery, Horton-Baker & Farrelly, 2018).

![Figure 3-1 Emergence and shift of focuses of Strategic Spatial Planning](Diagrams/Figure_3-1_Emergence_and_shift_of_focusses_of_Strategic_Spatial_Planning.png)

3.6 Examining Approaches, Processes and Practices of SSP

3.6.1 After extensive reading of research papers and overseas experiences, it is found that, although strategic plans look similar in their outlines, they adopt discrete forms of planning in different contexts, and vary in the types of planning, urban governance, and implementation procedures (Albrechts et al, 2004; Hersperger et al, 2019). This section intends to provide a fundamental understanding of the diverse components of APP impacting the multidimensional SSP. The interlinkages of APP components should be highlighted, instead of limiting the discussion to an exhaustive checklist of items. It is hoped to offer some insights into how to structure the analysis of evolution and key issues of SSP in HK in later chapters.
### Approaches

3.6.2 Approaches concern how SSP orients itself in relation to other types of planning in terms of planning intention, legal status, projection techniques, and spatial presentation. As one of main drivers of SSP in the 1990s, the competitiveness agenda of projecting city regions onto the global business arena has prompted western cities to switch their planning style from managerial to entrepreneurial (Harvey, 1989). Shifting from comprehensive planning which was founded in positivism and rationality to the dynamic SSP, the technocratic view of planning has given way to collaborative planning intended to highlight the importance of stakeholder participation (Albrechts et al, 2003).

3.6.3 Whether or not a strategic spatial plan is statutory, is often inherited from urban planning traditions. The legal status of the plan determines if it is legally binding to “conform” development projects according to what has been proposed or is only indicative to “perform” a collection of indicative strategies, in Rivolin’s term (2008).

3.6.4 As SSP is forward-looking, projection techniques and use of data such as population, housing demand, and GDP are essential to the development of suitable strategic directions in planning, as well as the efficient delivery of actions in the later stages.

3.6.5 The essence of SSP lies on its spatial elements, and hence the visualisation and imagery of spatial concepts. In terms of spatial model, patterns of development in global cities usually adopt either monocentric or polycentric (Green, 2007). The choice of cartographic representation reflects the details of the plan and understanding of the spatial relationship (Elinbaum & Galland, 2016). Land use zoning maps showing discrete “powerlines” is more deterministic in directing development than schematic maps which use bubbles and arrows to display relational concepts (Neuman, 1998).

### Processes

3.6.6 Processes refer to the institutional set-up and the series of steps involved in the making of SSP. A workflow chat may look ordinary, yet it entails important information such as the in/exclusion of certain stakeholders, the authority and responsibility of each party. Investigation into the key actors as well as the power relationships of the institutional arena at which decisions are made in the plan making process helps shed light to the outcomes of the plan.

3.6.7 The sequence and hence the priority of certain steps and working tasks, as well as the existence of any feedback mechanism for channelling comments into the institutional arena are also examples of aspects that processes are concerned with. For instance, the “Reading 2050” in the UK experimented a formal visioning process through methods of urban foresight in partnerships between local government, business sector, university scholars and civil society (coined as “quadruple helix model of innovation” in Arnikil, Jarvesivu, Koski, Piiraninen, 2011) in the early onset of the plan-making process (Dixon et al, 2018).
Practices

3.6.8 Practices look at how the SSP is carried out in effect. Components that affect how SSP is planned, implemented, and operated include stakeholder engagement, plan delivery, multi-level governmental cooperation and evaluation mechanism to name but a few.

3.6.9 Due to the complexity and broad coverage of SSP, a myriad of actors and interest groups are involved in it, yet with different means of access to the arena, social networks, knowledge and power which can influence their ability to effect development proposals and policy decisions in the negotiation and consensus-building processes. The tools and techniques used to promote civic involvement and participation have also extended to the use of electronic means such as interactive maps and social media.

3.6.10 The translation of territorial-wide development visions into actionable plans and projects require a “rescaling” of planning strategies to enable cooperation among different levels of governmental agencies in an integrated manner. While SSP is inherently a government-led planning exercise, how they are developed and implemented involves much more than just personnel in the local authorities, but also the private sectors and the public (Brindley, Rydin & Stoker, 1996).

3.6.11 SSP does not cease its function at the promulgation of strategic plans. London and Paris, for example, draft reports to review their metropolitan plans regularly, showing a continuous effort to monitor and keep track of their performances in terms of both the implementation progress and end results in relation to objectives (Elinbaum & Galland, 2016).

3.6.12 Figure 3-2 summarises the components of APP and suggests a relevant theoretical lens to inform what to consider when reviewing and analysing SSP in HK and overseas cities.

![Figure 3-2 Components of Approaches, Processes and Practices framework](image-url)
4 Evolution of Strategic Spatial Planning in Hong Kong

4.1 Overview

4.1.1 In the post-WWI recovery period, Sir Patrick Abercrombie wrote the first preliminary strategic plan for HK after staying in the city for merely 34 days. Since then, extensive transformation has been witnessed, regarding economic development as well as its global and regional positioning. Meanwhile, it is identifiable that SSP in HK has also been responsive to global changes, for example, the rising concern on sustainability and living environment after the concept has been proliferated in the late 20th century. Overall, SSP is targeting towards a global outlook, and a local vision to uplift living quality of citizens.

Figure 4-1 Timeline of the evolution of Strategic Spatial Planning in Hong Kong

4.1.2 From section 4.6, 10 major components of SSP is identified. In this chapter, a historical review of the evolution trend of strategic spatial planning in HK is presented with respect to the 10 component framework. It is noted that while some observable trends of evolution are identified, some components do show only subtle changes over the
years of strategic spatial planning (to be covered in subsequent sections). With such consideration, five components will be discussed in detail, which has substantially illustrated the major changes that SSP has gone through over the years and has portraited some important issues which are to be framed in our recommendations.

4.1.3 Figure 4-2 presents a short summary of the 5 major components selected for discussion. Trends of evolution are observable, which offers insights on conceptualising key issues regarding the latest strategic plans. Again, the remaining 5 components have only shown limited changes throughout the years, so to its negligence.

<table>
<thead>
<tr>
<th>Selected components</th>
<th>AP</th>
<th>COP</th>
<th>HKOP</th>
<th>TDS</th>
<th>TDSR</th>
<th>HK 2030</th>
<th>HK 2030+</th>
</tr>
</thead>
<tbody>
<tr>
<td>Planning intention</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Housing and land issues</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Economic competitiveness</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Sustainable development</td>
<td></td>
<td></td>
<td></td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Regional development</td>
<td></td>
<td></td>
<td></td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Approaches</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Processes</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Institutional arena</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Responsible plan making body</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Re-organisation of plan making body throughout the years</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
</tbody>
</table>

Figure 4-2 Summary of the review of Hong Kong’s Strategic Spatial Planning regarding the 5 major components that shown substantive changes

4.2 Planning Intention

4.2.1 Economic competitiveness has always been the centre of strategic planning since the initial stage. As early as the Abercrombie Plan, the importance of the status of HK in the economic market was stressed by the colonial government, reinforcing HK to be the Britain’s trade stronghold in the East Asia region. The notion of economic development is continued along the timeline, from targeting towards the “Asia World
City” to embracing the new economic challenges and opportunities. Hence, albeit
details and targets vary, economic competitiveness of Hong Kong is considerably
maintained as one of the major goals for SSP throughout the years.

4.2.2 Meanwhile, it should not be forgotten that one of major goals of the Abercrombie Plan
was to identify suitable land development sites. It has always been a “consensus” for
the SSPs to offer a strategic framework to resolve land development and housing
issues, from searching for development potentials (Abercrombie Plan), to an integrated
land use-transport framework to guide physical development (Territorial Development
Strategy (hereby TDS)), towards new and unconventional development options in
terms of brownfield sites (HK 2030+).

4.2.3 However, it is not just the concern on economic and land development that HK’s SSPs
were designated for, and new trends have emerged in the more recent SSPs. The
Territorial Development Strategy Review (1996) (hereby TDSR) was a milestone in
proposing a comprehensive framework of integrated land use transport-environment
planning, incorporating concepts of sustainability and resource availability deliberately.
The HK 2030 and HK 2030+ have put forward concepts of sustainability and liveability,
further reinforcing the idea of environmental conservation, protection and regeneration
to balance urban development.

4.2.4 The TDSR also projected that, by referring to the development of Peral River Delta
(hereby PRD), HK’s future growth needs would expand across the border. In the wake
of the booming economy of China since 1990s, HK 2030 also stipulated the importance
for closer economic activities interaction with the Mainland. Moving beyond the
proposal of physical transport linkages in TDSR, HK 2030 capitalised on the barrier
with a number of trade and services, tourism and cross-boundary infrastructure projects.
Figure 4-3 Consideration of cooperating with the city-regions in the Pearl River Delta Region in HK 2030
(Source: PlanD)
4.2.5 In summary, economic development and housing issues were the major impetus of SSP in HK. Strategic plans prepared before TDSR were inward-looking, lacking in a regional dimension, and targeted for economic excellence only (Ng, 1998; Chan, 2002). It was not until the TDSR for HK to consider the environmental challenges and the need for regional collaboration. However, the strategies laid out tend to be conceptual without apparent consideration of the overall framework of SD Goals (Ng, 2008). Similarly, HK 2030+ was criticised for prioritising economy over environment (2016; 張, 2018), hindering the pursuit of true sustainability and liveability. All in all, strategic planning in HK is positively steering to a more comprehensive framework, a greater scope of visions, and a more resilient development model. However, there are also increasing concerns regarding the complexified urban problems that HK is currently facing, which reinstates the need for a forward-looking, innovative and comprehensive SSP.

4.3 Institutional Arena

4.3.1 The structure and role of the institution in charge of SSP have gone through several changes along with the evolving political system in HK. Figure 4-4 presents an overview of the responsible bodies for plan-making throughout the timeline of SSPs, indicating changes that affects the power and responsibility for the plan-making body.

4.3.2 Back in 1947, the Town Planning Unit was merely established to provide assistance in preparing land utilisation plans and necessary surveys. Since then, a series of institutional reforms are witnessed, and the responsibility of plan making has shuffled inside the governmental structure. In the later plans, a three-tier planning system, namely the Strategic Planning Unit-the Town Planning Division-the Urban Area Development Organisation, together with the New Territories Development Department, was clearly identified.

4.3.3 Planning Department (hereby PlanD) was established in 1990 as an independent department merging the functions of various planning bodies and preparing for the TDSR. It is under the Development Bureau which leads a number of relevant departments regarding urban development, and other relevant departments (e.g. Environmental Protection Department) are at a farer reach under the existing structure.

4.3.4 Despite being reconfigured under different bureaux, the strategic planning institution has remained at the department level, but not the bureaux/ chief executive level. From observing the institutional set-up, it is also identified that the SSP in Hong Kong is merely regarded as a spatial development guidance, where the responsibility of plan-making is often assigned to departments related to development and planning.
Figure 4-4 Institutional structure of Strategic Spatial Planning in Hong Kong
4.4 Stakeholder Engagement

4.4.1 The earliest public engagement attempt could be traced back to 1991 when the colonial government collected public views on territorial planning (Ho, 2018). The whole process of SSP in HK was a closed and top-down in the colonial regime (Ng, 1993). The degree of participation of the public was limited to a community and local level (Chan, 2002). Despite more professionals admitted to the Town Planning Board (TPB) in late colonial era (Ho, 2018), the Board only dealt with planning issues on a local scale, while territorial-wide or vision oriented issues were out of reach. In short, the plan making process was conducted internally, without participation of public stakeholder before TDSR.

4.4.2 TDSR (1996) was first demonstrating government’s efforts in formalising public engagement. There was a six-months exercise with a wide range of engagement activities, in which the responses are compiled in the report. TDSR enabled a higher degree of public participation through different forms of activities and offering official replies, though the techniques and process of plan-making was still of low transparency. Lai and Baker (2014) pointed out the persistent rational planning style in TDSR, in which the process was dominated by government officials and professionals without the involvement of the public. Moreover, the one-off public engagement programme only came at the later stage of plan making, giving people an impression of fulfilling certain procedures rather than a genuine dialogue.

4.4.3 After the 1997 Handover, the degree of public participation of SSP is further increased. In the preparation of HK 2030, public consultations were extended into three stages of the plan-making process from 2001 to 2003. Moreover, similar to TDSR, HK 2030 showed a responsive approach with room for comment when handling public views (Striker, 2011). This illustrated an enhancement of transparency and public participation in different stages of plan-making in HK 2030.

4.4.4 In 2016, HK 2030+ conducted a large-scale public participation exercise for six months holding a total of 230 events. Contrastingly, HK 2030+ only conducted one engagement stage before the promulgation of the final plans. The previous efforts about the timing of public engagement and techniques used in the process have not yet been addressed at the time being. Hence, among the 4,000 public opinions received, many comments expressed queries of the transparency of plan-making process (Ma, 2017).
4.5 Inter-departmental Cooperation

4.5.1 Referring to the previous figure about institutional arrangement, in 1960s departmental specialisation and intersectoral collaboration for making comprehensive strategic proposals were observed. The preparation of Colony Outline Plan in 1970 began with reports done by six interdepartmental working committees under the Colony Outline Planning Division.

4.5.2 As TDSR aims to develop an integrated land use-transport-environment framework for Hong Kong, PlanD has consulted and collaborated with the Environmental Protection Department in formulating the Strategic Environmental Assessment Framework during the plan evaluation stage. The practice has been continued till HK 2030+, together with
some other assessments on the finalised spatial framework that capitalises expertise of other departments during the plan formulation stage.

4.5.3 In the case of HK 2030 and HK 2030+, there are consultation sessions held by the Planning Department to invite comments on the study approach and targeted planning issues. The internal consultation extends further to the district councils, gathering local inputs regarding the spatial plan. However, a relatively low level of transparency regarding the collaboration mechanism for HK 2030 and HK 2030+ limits further exploration, which are to be complemented by stakeholder findings in the later chapters.

4.6 Evaluation Mechanism

4.6.1 As early plans in the colonial era were problem-solving oriented, with a short to medium timescale and ad hoc process, official evaluation mechanisms were absent (Lai & Baker, 2014). However, the continuity of visions, objectives or ideas between plans can be seen in the amending process or adaptation of previous ideas as part of evaluation. The closest attempts of a formal evaluation mechanism can be seen in HK 2030 in which an evaluation framework was set on sustainable development criteria. However, the "evaluation framework" emphasises on alternative evaluation which is done in the plan formation process. There are no evaluations of the performance of actions after promulgation of plan.

4.6.2 Still, there are uncertainty on whether such an alternative evaluation mechanism is available upon the promulgation of the HK 2030+ final report, as HK 2030+ follows a single scenario approach in making estimations for the future development. Similarly, there are no guarantee that an evaluation of the previous HK2030 on plan implementation is presented deliberately in the HK 2030+ report.

4.7 Summary

4.7.1 In short, the 5 components above has illustrated the major and substantive changes that SSP has witnessed throughout the years. Regarding the remaining components,

- **Legislation**: SSP in HK is never legalised as a statutory document. It was always a policy guidance on territorial spatial development, which offers directions for generic development pathways in the future.

- **Projection techniques**: Along the timeline, SSP in HK relies on quantitative projections regarding planning parameters (e.g. population, economic development). The only difference is that scenarios are adopted in certain SSPs to enhance flexibility.

- **Spatial presentation**: As SSP is a spatial guidance, throughout the years SSP in HK has a relatively high level of granularity: development strategies are illustrated
imprecisely regarding its spatial attributes, which also increases flexibility when being implemented.

- **Workflow**: As mentioned by Lai and Baker (2014), SSP in HK illustrates a relatively top-down approach to strategic spatial planning, which involves the professional-led plan making stage, public engagement sections in the middle of plan-making, and the promulgation of plans after technical assessments from the government. It is noted that there are certain changes regarding the workflow, which is due to the change in public engagement arrangements (as in HK 2030 and HK 2030+).

- **Plan delivery**: The SSP is not strictly delivered through implementation plans and concrete actions, due to its nature of being a spatial policy guidance. However, most of the proposed actions in previous SSPs are eventually accomplished, which asserts the SSP’s status as a leading policy pathway regarding spatial development.

4.7.2 Overall, a number of interesting observations are seen regarding the evolution of SSP in HK, which has helped identifying key issues regarding the latest SSPs. In some areas (e.g. the planning intention component), the SSP is achieving towards a more future-oriented notion, heading to a more visionary SSP that tackles urban issues and prepares for future global changes. On the other hand, there are also inheriting institutional settings (for example, responsibility of plan making body) that has prolonged throughout the years. The discussion in this chapter will be further assisted by desktop research and stakeholder interviews in the next chapter to clarify possible concerns and identify potential opportunities to strengthen the SSP.
5 Key Issues in Hong Kong

5.1 Working Definition of SSP

5.1.1 The highest tier of planning in Hong Kong’s hierarchy of town plans is the Territorial Development Strategy (TDS), which aims to provide a broad, long-term land use-transport-environment spatial framework for planning and development of strategic infrastructure. The latest TDS is named “Hong Kong 2030+: Towards a Planning Vision and Strategy Transcending 2030” (HK 2030+), which has its draft version published for public consultation in 2016. It is regarded as an update and review of its predecessor “Hong Kong 2030: Planning Vision and Strategy” (HK 2030) released around a decade ago in 2007.

5.1.2 As SSP usually refers to the plan that stipulates the overall development strategy for the whole city region under an overarching vision, HK 2030+ will be the subject of investigation in the following. However, as public engagement booklet of HK 2030+ is merely a draft version, and as at the time of writing, the HK 2030+ is still undergoing impact assessments and finalisation of strategic directions, the following analysis is based primarily on the more recent information available in the public domain.

5.2 Issue 1: Planning Intention & Approach

Issues analysis

5.2.1 The HK 2030+ has proposed a comprehensive spatial framework, covering a wide range of themes and concepts that could promote holistic spatial improvement. Regarding its main vision – liveability, a number of improvement measures are proposed, which mainly pertain to the transformation of urban spaces with considerable scale. With reference to Figure 5-1, it is identified that the key strategic directions proposed for planning for a liveable city is mostly focused at creating urban spaces and promoting compatible land uses. It is acknowledged that SSP is intended to be an overall spatial guidance for the territory, and macro-scale strategies to improve liveability are fundamental to foster the transformation. However, it is also crucial for the SSPs to look into how to retain the social function of city space at the human scale.

5.2.2 In HK 2030+, the conceptual spatial framework and the schematic map have only indicated major infrastructure projects such as CDBs and development corridors. Such an approach has not recognised the function of social and communal spaces in uplifting the liveability of citizens, and that community or neighbourhood-based spatial initiatives are less concerned.
A compact city is a highly sustainable and efficient form of development. It provides convenience, reduces unnecessary travel, and prevents urban sprawl. The high concentration of people, goods and services reduces the need for land use. It also creates economies of scale, facilitates exchange of information and ideas, spurs innovation and contributes to vibrancy of the city. Hong Kong is successful in this respect.

We propose to continue to champion a compact development model with a well-connected transportation system to facilitate the flow of people, goods and information. The city needs to manage density properly, seeking an appropriate balance between adequate housing and other land supply through optimisation and ensuring a livable environment. We seek to promote efficient use of urban spaces by innovative means, compact development of various levels, and innovative urban design concepts to create a quality living environment.

The city works like an ecosystem. Different components are inter-related, both physically and functionally. They have to be well-connected and integrated for the city to perform well. The notion of "integration" is not only about integrating land use, transport and environmental considerations. It involves embracing easy access to work, businesses, public amenities, neighbourhood facilities, recreational opportunities, nature, etc. This is a notion to enhance urban mobility and to promote physical and functional integration.

In addition to promoting connectivity by rail, road and waterborne transport, we should also promote smart travel choices and green mobility. We should also focus on the network and regular forms of travel—walking. We propose to continue adopting an integrated land use transport environment approach in planning our city to promote an efficient nexus of connected walkable, bicycle, accessible and permeable spaces.

**Figure 5-1 Key strategic directions proposed for planning for a liveable city**
5.2.3 For example, cultural preservation and revitalisation which create social values for citizens are given less attention in the plan. While the plan aims to create a unique, diverse and vibrant city, the key strategic directions to embrace diversity stipulated are only scratching the surface. For example, only the following two key directions in HK 2030+ are covered regarding cultural preservation:

- To conserve heritage buildings and their historic ambience
- To prudently review the existing guidelines on built heritage conservation

5.2.4 While it is understandable that the SSP offers only a strategic direction, with a visionary notion, SSP could be more aggressive and holistic in offering more possibilities for cultural preservation, bringing intangible benefits to the social life of citizens.

**Insights**

5.2.5 SSP aims to deliver a pathway guiding future spatial development. While territorial strategies and developments have always proved its functioning to uplift the living quality, there should be increasing consideration for improvements at the neighbourhood and community scale. Especially when the main vision of the plan is to enhance liveability, it is crucial to look into community-based improvements that brings more direct and visible benefits to citizens in their daily life.

5.2.6 It is acknowledged that the SSP is merely a guiding policy document. Hence, actions and strategies stipulated requires further deliberation. Yet, by being a spatial plan with the highest status in the plan hierarchy, it is thus essential to make all-round considerations for the future. The previous evolution of SSPs has also demonstrated the relative lack of human-centric or community-based considerations in plan-making, that improvement directions suggested are of a territorial scale and are less directly beneficial to citizen’s social life (see, for example, Ng (1997)’s criticism). This also relates to the conventional top-down approach in SSP in Hong Kong where social and daily needs could possibly be undermined. Still, the topic on planning intention and approach requires further discussion as it involves a number of topics which is disputable.
5.3 **Issue 2: Institutional Capacity of the Planning Body**

**Issues analysis**

5.3.1 Strategic spatial planning targets at a longer policy and development horizon, in which uncertainties and political challenges might hamper the delivery of spatial outcomes. As such, it requires collective and collaborative efforts from different bodies to uplift the planning capacity, as to render a better strategic plan and as to facilitate cross-departmental implementation.

5.3.2 In the case of Hong Kong, the plan-making process of SSPs is led by the Planning Department. As being merely a departmental-level body under HK’s multi-level governmental system, there could be inherent difficulties in facilitating collaborative plan-making under the subordinate relationships between PlanD and other bureaux/departments in concern, and the relatively compartmentalised governance mode in Hong Kong regarding urban issues (Ng, 2008; HK01, 2018).

5.3.3 HK 2030+ as a spatial framework aspires to certain aspatial improvement (e.g. promoting a diversity of economic sectors) through its spatial framework. As being a long-term spatial development framework, which could exert impacts on other policy fields, improving the SSP requires more collaborative efforts in plan-making (in terms of planning intention, and expected outcomes). It could help gather better ideas and insights which could assist planning, creating better plans that could be considerate and insightful for the future.

5.3.4 To lead the plan-making process, a Steering Committee and four individual thematic Task Groups for HK 2030+ was set up, gathering inputs and consulting expert advice across a number of governmental departments and bureaux. It is led by the Development Bureau and PlanD, while other bureaux led the other thematic task groups. However, the efficiency of the Steering Committee is questioned from the responses of interviewees. **Interviewee G3** opined that the lack of subordinate relationship between PlanD and Development Bureau with other participants in the committee will not bring the Steering Committee’s role into full play. Similarly, **interviewee G1** criticised not the settings of the committee, but the comparatively low efforts in pushing forward collaborations between participants. The current form of cooperation is only regarded as consultation on paper, which has less facilitated the innovative collaboration of members striving for a better SSP.

5.3.5 In parallel, the Steering Committee on Land Supply (SCLS) is another similar board that covers the government plans for development and supply of land. It is noted that this committee is chaired by the Financial Secretary, with the Secretary of all policy bureaux as the participant. Other than resolving land supply issues, it is also described
as a “clearing house” for all inter-departmental conflicts, making use of the Financial Secretary’s executive power in making decisions. The set-up of SCLS is opposite to what interviewee P1’s comment to the Steering Committee of HK 2030+, regarding the possibilities of disputes and the lack of decision making power in relation to plan-making opinions from different members. Conversely, the SCLS is only prepared for resolving land supply matters, and for the SSP with broader planning intention, the involvement consists only of departmental and bureaux representatives.

5.3.6 Other than the organisational settings, to build a culture of collaborative innovation also requires the necessary and efficient tools to enhance communication and eliminate misunderstandings. Currently, there is less evidence that PlanD has been adopting innovative solutions to facilitate plan-making. It is not a pre-requisite for a better SSP, but such effort could not only further enhance the plan making process, but also to establish a more regular and productive collaboration practice among bureaux and departments.

5.3.7 Moving to the field of plan implementation, interviewees G5 and S1 have further clarified PlanD’s role in constructing and implementing SSP. It is described that the PlanD-led SSP serves the function as a spatial policy guidance, and the implementation of such policy actions lies in the responsibility of other relevant departments, for example, Civil Engineering and Development Department. To supplement, interviewee G2 also emphasised the confidence of PlanD in delivering spatial objectives of HK 2030+, while giving less priority and assurance in aspatial policies stipulated in the plan.

**Insights**

5.3.8 A collaborative institutional arena through multi-level governmental collaboration is necessary to improve the quality of SSP, as well as to secure implementation amongst bureaux/ departments under the fact that the SSP in Hong Kong was led by a departmental body.

5.3.9 Capacity of PlanD in terms of plan-making and plan-implementation is inherently limited, due to the fact that PlanD is a departmental level body, which is not the most compelling body in the multi-levelled governmental structure of HKSAR. In most cases, collaboration and communication has to be escalated to bureau level, and efficiency of such collaboration is questioned especially when the inputs are limited, in terms of quality, quantity and frequency. Hence, resources and insights from other departments are not well capitalized to improve SSP, under PlanD’s limitation. The case of the Steering Committee of HK 2030+ has further illustrated the inefficiency of the current
mechanism in facilitating fruitful collaboration between departments for rendering a better plan.

5.3.10 Meanwhile, it is also clarified that the SSP’s scope should cover substantively spatial policies, and hence collaboration regarding policy suggestions and outcome of plans should be emphasised on the spatial dimension. The delivery of aspatial policies are also possible, only under an effective collaboration system which could ensure improved communication and commitment in implementation among other government bureaux/departments.
5.4 Issue 3: Efficiency of Strategy Translation

Issues analysis

![Diagram of Strategic Spatial Plan, Spatial Improvement, OZPs/guidelines, District Planning Office, and Two-Way Communication]

Figure 5-2 Missing links between SSP and local level actions

5.4.1 The transformation of development visions and its strategies into actionable measures (i.e. plan delivery) is one of the important components in the SSP practices, in which the efficiency of strategy translation is being questioned under the current planning system of HK. It is ambiguous in the procedural linkage between strategic plans and local plans and policies, and that the missing link might not guarantee spatial improvements to be accurately delivered.

5.4.2 In the current plan delivery system, a two-tier hierarchy, rather than the previous three-tier hierarchy is demonstrated as in Figure 5-3. The missing tier, which is also known as the sub-regional plan, may lead to a sudden jump from the TDS level to the local OZP level (HKIUD, 2016), affecting the efficiency of plan delivery in HK for building the desired city for living. Although a two-way communication mechanism is identified between the strategic planning section and district planning office (DPO) in facilitating the intra-departmental communication, interviewees G1 and S8 both commented the linkage between levels of plan requires improvement. A better plan delivery should be defined for better strategy translation of the visions in SSP to the implementation in action plans.

![Diagram of Planning hierarchy of HK]

Figure 5-3 Planning hierarchy of HK

5.4.3 Schematic mapping is used in the SSP of HK. Spatial presentation through schematic illustration may be vague when it comes to plan delivery. Interviewee S2 expressed
that it may affect how accurate spatial needs are addressed through the SSPs into action plans, in which the interviewee suggests the provision of an indicative roadmap. The illustration of roadmap might help illustrate the detail of policy translations by showing predicted processes and responsibilities, in the sense of how lands can be utilized for achieving the visions in SSP.

5.4.4 Regarding spatial improvements, while there is an identified two-tier plan hierarchy (SSPs and OZPs/guidelines), the alignment and coordination of the two-level of plans are not certain and ambiguous. Interviewee S8 mentioned the importance of OZP in translation of visions to actions, however the implementation mechanism is yet to be seen. Additionally, as there is no information about the condition of OZP revision after the promulgation of new SSP, the process of translation is not guaranteed.

5.4.5 When reviewing OZPs, it is found that some of the newly prepared OZPs have a new approach to incorporate the strategic planning context. The NENT NDAs study stated that statutory plans for these NDs will be based on the planning themes identified. Sections titled as the strategic planning context, opportunities and constraints, planning themes are therefore added in the explanatory statement of KTN, FLN, HSK’s OZPs. However, the attempt in incorporating strategic directions in OZPs is only found in newly prepared ones with Recommended Outline Development Plans (RODPs). For the existing OZPs, initiatives like smart cities, climate resilience, and other related approaches mentioned in HK 2030 or HK 2030+ are not incorporated clearly under the new sections in the explanatory statement as those newly formed OZPs. The uncertain plan delivery process may lead to a poor translation from the visions of SSP to the statutory action plan in building the desired HK.

5.4.6 Apart from policy translation from SSP to OZP, the intra-departmental linkage within PlanD may affect the quality of plan delivery among different units of the same department. Interviewee G1 described the current linkage as subtle, mainly due to the planning application under the DPO in the Planning Department should demonstrate the intention of SSP in order to illustrate the relationship and linkage between SSP and local plans/planning applications. In other words, intra-departmental linkage between the strategic planning section and DPO should be reviewed and enhanced in order to facilitate better plan delivery in terms of actions.

**Insights**

5.4.7 Capacity of PlanD in translating visions of SSP to action plans are revealed, but the current linkages are rather subtle and unguaranteed, as mentioned by the interviewees. In most cases, the linkages are usually uncertain and ambiguous as most of the implementation mechanisms are yet to be seen through public resources. This may
lead to poor plan delivery, mainly because of no standardised procedure in handling or monitoring of accurate translation.

5.4.8 There is a need in refining the current linkages for better plan delivery. With all the visionary ideas for building a more desired city found in the HK 2030 and HK 2030+, it will be a pity if the plan delivery is uncertain. Concerning the departmental structure of PlanD, and also the need for swift improvement for future translation of HK 2030+ to action plans, strengthening intra-departmental communication may be the more acceptable measures. It is expected to deliver a more definite plan delivery system and create better alignment of SSP and action plans from PlanD.
5.5 Issue 4: Efficacy of Public Engagement

Issues analysis

5.5.1 As SSP involved comprehensive concepts and wide coverage which affects myriad stakeholders and interest groups, the involvement of stakeholders in SSP is necessary to understand their views and needs. It is visible that PlanD has made efforts in undertaking stakeholder engagement in HK 2030+. However, the relatively low efficacy of public engagement is criticised in which limited PE capacity and impact under a tight plan-making schedule is observed.

5.5.2 When comparing the series of working tasks in the plan preparation process, HK 2030 had demonstrated more attempts of PE in multiple periods of SSP including the earlier stage, whereas there was only one stage of PE before the finalisation of the spatial framework in SSP (Figure 5-4). Besides, the PE report is released after each PE stage in HK2030 while the PE report will only be released at the stage of plan promulgation. It is undoubted that SSP required extraordinary efforts and time, but the limited scope of PE in HK 2030+ might undermine the procedural importance.

5.5.3 The limited capacity and impact directly lead to the knowledge gaps between the officials and the general public. In addition, the failure of delivering public needs in SSP is a common criticism with respect to the limited scope and coverage.

Figure 5-4 Comparison of PE attempts of HK 2030 and HK 2030+

5.5.4 Furthermore, comparatively low media coverage of the SSP of Hong Kong than other government documents is identified, which might affect the level of public understanding, and hence the efficacy of public engagement. Although PlanD managed to reach a large number of sessions and a high participation rate (over 200 sessions and 18,000 participants) within the six months of the PE process, low media exposure is identified. Statistics of an internet search engine (Figure 5-5) and an online newspaper database (Table 5-1) showed that, in comparison with LTV and TFLS, the frequency of HK 2030+ is considerably lower. This might suggest the limited coverage and information dissemination, and therefore weak communication with the public.
Figure 5-5 Online exposure of HK2030+ (turquoise), Lantau Tomorrow (red) and TFLS (navy blue)  
(Source: Google Trend)

<table>
<thead>
<tr>
<th>Topic</th>
<th>HK 2030+</th>
<th>Lantau Tomorrow</th>
<th>TFLS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of databases concerned (from 2016/01/01 to 2020/04/01)</td>
<td>56</td>
<td>963</td>
<td>261</td>
</tr>
</tbody>
</table>

Table 5-1 Newspaper exposure of HK2030+, Lantau Tomorrow and TFLS in Wise News database

5.5.5 There are gaps in understanding between the officials and the public as revealed in interviewees’ views on PE. To begin with, multiple interviewees (G1, G2, S1, S2) agreed that the planning intention of SSP should be driven by social interests, while interviewee S1 contrastingly stated the utmost agenda of the current SSP is to develop new towns to tackle housing needs. As a result, PE in HK 2030+ might be merely regarded as a procedural process, in view of the overriding planning intention regarding land development.

5.5.6 On the other hand, several interviewees (G1, G2 and S2) identified some factors that affected the efficacy of PE efforts. For example, interviewee G1 received the feedback from the public that the content of the plan and related planning concepts were hard to grasp by ordinary citizens. Moreover, interviewee G2 mentioned the current limited PE practices in terms of scale and arrangement leads to insufficient public input, which widens the gap between the public’s expectation and the plan.

5.5.7 Meanwhile, interviewees generally agreed that the introduction of PE processes in multiple stages of SSP could increase public exposure, allow more time and opportunities for deeper understanding and interactive communication. Especially, Interviewee S2 suggested co-visioning with the public in the SSP vision setting stage.
could be one of the ways to enrich the plan-making capacity of SSP and to build the credibility of PlanD.

5.5.8  The PE report is an important document in the stage of PE as stated by interviewee S2. This serves as a feedback mechanism of PE to deliver official responses towards the opinions collected in the PE stage. Reintroducing the feedback mechanism of PE in HK2030 is a possible way in fostering bilateral communication between the public and the Government in PE exercises.

5.5.9  Furthermore, the increasing types of activities and methods of engagement could diversify and deepen the PE process among all age groups, in return increasing the efficacy of the engagement stage.

Insights

5.5.10  It is undeniable that the balance of PE efficiency and time cost should be considered. While compromising efficiency and plan legibility from the public, a broader lens should be adopted to identify possible improvement directions. To summarise, further elaboration of strategies and the planning intention behind planning professionals could help facilitate bilateral communication and allow the public to provide meaningful input in the future. It is also suggested to engage the public in more parts of the workflow, such as the co-visioning stage, in order to increase the public contribution to the SSP. The methods and tools used in stakeholder engagement should also be innovative and diversified in order to encourage public participation. The reintroduction of official feedback to PE submissions should also be considered to ensure two-way communication between the public and the planning authority.
5.6 Issue 5: Flexibility & Responsiveness

Issues analysis

5.6.1 As the major function of SSP is to identify broad directions for future development covering a long period, flexibility in the planning process and responsiveness towards changes are indispensable elements of SSP. SSP in HK is not regulated by legislation and is indicative in nature, hence providing a certain level of flexibility in terms of its procedures, practices and implementations.

5.6.2 HK 2030+ has exhibited the characteristics of relational planning through schematic mapping (Figure 5-6). Growth poles and transport corridors are indicated by bubbles and arrows. Such spatial presentation method would allow higher flexibility as the actual development process is carried out by multiple actors including the Government, private developers and the market force (Searle, 2013). While clear development directions are conveyed, flexibility in plan making and implementation is retained.

![Figure 5-6 Schematic drawing of HK 2030+ (Source: PlanD)](image)

5.6.3 As an update of HK 2030, there is a change in the projection technique in HK 2030+. In the previous SSP, two alternative scenarios, in addition to the reference scenario were developed for evaluating the impacts of varying population and economic growth on the land use pattern. Response actions to the development of NDAs were proposed to handle the variation of these What-if scenarios, allowing the institutions to switch between different developed desirable development options (Malekpour, Brown & de Haan, 2015). On the other hand, the latest information of HK 2030+ shows that it has adopted a single scenario projection of population growth and housing needs, with a capacity of 10% buffer.

5.6.4 There were past attempts in strengthening the responsive mechanism by setting up checkpoints, every two to three years, to monitor the trend of growth in HK 2030. Yet, the outcomes of monitoring, whether there were deviations from the reference scenario are unknown to the public. The inclusion of similar mechanisms remains to be seen in
the final report of HK 2030+, leaving the responsiveness of SSP in question. The ability of SSP in identifying and responding to external changes and underperformances might be hindered with the absence of monitoring and evaluations.

5.6.5 **Interviewee S1** has helped shed light on the change in the scenario setting approach in HK 2030+: As it is the extension of HK 2030 which has already been focusing on the most feasible development scenario, multiple scenarios are thus not applicable in the case of HK 2030+.

5.6.6 Other interviewees have expressed their views towards the implications of adopting single or multiple scenarios setting approaches in terms of planning outcomes and responsiveness. It is commonly agreed among interviewees that the difference in approach is in minimal, and **interviewee G4** added that, no matter in which scenario, increasing the supply of developable land is the most pressing task. Despite the change from multiple scenario to single scenario approach, the effects of such amendment are deemed insignificant, and the flexibility and responsiveness of SSPs are less related to the adopted projection techniques.

5.6.7 Different ways of maintaining flexibility and responsiveness of SSPs are suggested by the interviewees. Currently, ‘windows of opportunity’ have been incorporated into development proposals during the detailed planning stage of NDAs. For example, in the planning of Hung Shui Kiu NDA, the station plaza has adopted a flexible design, leaving opportunities of connection with Shenzhen in the future (**interviewee G5**). While some interviews agreed that monitoring and evaluation could prompt more responsive actions, it was also pointed out that annual reporting of the progress of SSPs was not a usual practice in HK. **Interviewee G2** has mentioned that the development mode of Singapore in addressing the issues of flexibility and responsiveness could be a good reference for Hong Kong.

**Insights**

5.6.8 In sum, SSP in HK is flexible in terms of guiding development given its spatial presentation of broad strategies, yet of relatively low responsiveness. Interview findings suggested that the single scenario approach can also allow the same level of flexibility and responsiveness in planning with the complement of different strategies. Thus, the projection technique is not the determining factor of flexibility and responsiveness. An evaluation mechanism with clear and continuous revision and monitoring could enhance the responsiveness of current SSP, although due consideration has to be given to the actual operation and potential limitations.
5.7 Issue 6: Targets & Monitoring

**Issues analysis**

5.7.1 While strategic plans can be in different formats, the ultimate purpose is to assist the preparation of a road map for realisation of targets and development goals (Friedmann, 2004). The study of the evolution of Hong Kong’s SSP in the last chapter showed that plans of TDS in the early period were prepared as a reaction to immediate urban problems (Lai & Baker, 2014). Review of previous strategies was only triggered by the need to update the plans, around once a decade. Hence the objectives of TDS in the past were straightforward – containing imminent problems, with no established efforts to evaluate the attainment of targets by specific criteria.

5.7.2 Since the draft document of HK 2030+ is undergoing technical assessments and finalisation of development strategy at the time of writing, the following will focus on HK 2030. In the final report of HK 2030, Chapter 10 (titled A Basis for Evaluation) was prepared to account for the five-stream evaluation framework that had been developed to assess different development options, with a view to achieving the overarching goal of sustainable development. Evaluation criteria laid out the “preferred states” for five impact areas in ordinal terms (lower, balanced, or higher) for the use in deciding the desirable paths. Notwithstanding, there were neither measurable goals nor time-bound targets for these chosen development options during the implementation stage. Reporting of the effectiveness of the options in implementation and the extent to which they have reached the “preferred states” are not available to the public.

<table>
<thead>
<tr>
<th>Evaluation Criteria</th>
<th>Preferred State</th>
</tr>
</thead>
<tbody>
<tr>
<td>Environmental</td>
<td></td>
</tr>
<tr>
<td>(a) To enhance environmental quality and conserve natural and heritage resources</td>
<td></td>
</tr>
<tr>
<td>• Air pollutant emissions</td>
<td>Lower</td>
</tr>
<tr>
<td>• Exposure to roadside air pollution</td>
<td>Lower</td>
</tr>
<tr>
<td>• Noise exposure</td>
<td>Lower</td>
</tr>
<tr>
<td>• Exposure to potentially hazardous installations (P-Hle)</td>
<td>Lower</td>
</tr>
<tr>
<td>• Impacts on the quality of fresh and marine waters</td>
<td>Lower</td>
</tr>
<tr>
<td>• Impacts on areas with ecological values</td>
<td>Lower</td>
</tr>
<tr>
<td>• Impacts on areas with heritage values</td>
<td>Lower</td>
</tr>
</tbody>
</table>

Figure 5-7 Example of the evaluation criteria in HK 2030 for selection of development alternatives
(Source: PlanD)

5.7.3 The importance of devising targets and monitoring has been stressed in a number of interviews. **Interviewee S5** expressed absolute agreement for the need for setting targets and regular monitoring of implementation progress. Targets and corresponding
work schedule are deemed to be imperative, otherwise, the plan will be “just a lip service”, in interviewee G3’s words. Aside from the purpose of monitoring and evaluation, interviewee G1 made a remark that denoting development goals in numeric targets could potentially be utilised as a kind of communication language and a tool for information dissemination, enhancing public’s understanding of the planning outcomes in layman’s terms.

5.7.4 On the other hand, interviewees cast light on the difficulties in setting targets, or performance indicators in the context of Hong Kong. The process and methods of evaluation, according to interviewee G3, is value-laden and subjective, as shown in the prioritisation of criteria and indicators over the others. Therefore, public consultation should be integral to devising evaluation criteria in order to gain community support and enhance credibility (interviewee G3 & P1).

5.7.5 While KPI is a prevalent technique used by business to track progress and measure if a strategic plan is successful (Deloitte, 2020), its limitations include the problematic quantification of certain goals (interviewee G4) and the unintended consequences of mindless chasing of numbers (interviewee G2). Acknowledging the unpredictability of futures, interviewees G3 & P1 exerted emphasis on the importance of continuous monitoring and adaptive management over strict adherence to rigid work schedules.

Insights

5.7.6 Interview findings have provided important insights into this key issue. Firstly, monitoring and evaluation are indispensable tasks in the workflow of SSP. Feedback and revision have to be incorporated in the process of SSP, which should not cease at the time of plan promulgation and implication (Albrechts, 2004). Secondly, measurable performance indicators can serve dual purposes: as both a tool for monitoring progress and communicating development objectives with the public. In addition, different stakeholders have to also be engaged in the process as a means to facilitate consensus building. Lastly, the purpose of setting targets for monitoring and evaluation lies in timely response and adaptability, rather than a yardstick of success.
6 Case Studies

6.1 Background of Selected Cities

Core studies

6.1.1 The four selected case studies for core studies are Kuala Lumpur, Seoul, Singapore, and Sydney. Their approaches and practices in tackling the key issues regarding SSP components will be studied. While Kuala Lumpur and Singapore are selected as per client’s request, Seoul and Sydney are selected with reference to their merits in planning and specifically SSP, including but not limited to:

- **Seoul**: Strong engagement practices, with transparent governance and manifest multi-level government cooperation (An & Kim, 2015)
- **Sydney**: A flexible policy framework, with a well-developed monitoring and evaluation mechanism for testing and updates (Hu, 2015)

Supplementary studies

6.1.2 The four selected cases for supplementary studies conducted by sub-consultants (Urbanet and Plantopia) are Copenhagen, Melbourne, New York City and Shenzhen. With reference to their working papers, findings of these cities will be incorporated from wherever relevant to supplement on the four core studies. The merits in planning and specifically SSP of the four cases include but not limit to:

- **Copenhagen**: Inclusive feedback mechanism, responsive public engagement and effective monitoring.
- **Melbourne**: Flexible and responsive review framework with comprehensive community feedback.
- **New York City**: Strong institutional collaboration, data infrastructure with wide scope of public engagement outreach and effective periodic review.
- **Shenzhen**: A evolutionary institutional framework, flexible regulation (趙, 2016) and “rolling planning” for review in the Master Plan level.

6.2 Profile of the Selected SSPs

6.2.1 Brief information of the 8 international cities and its SSP is presented below. For the overview of the SSP Approaches, Processes and Practices among the 8 international cities, please refer to Appendix B.
Core studies

**Kuala Lumpur**
*Structure Plan 2020, 2040*
Vision: Sustainability, inclusiveness with a 20-year horizon

**Seoul**
*2030, 2040 Seoul Plan*
Vision: Quality of life with a 20-year horizon

**Singapore**
*Concept Plan 2001, 2011*
Vision: Liveability, quality of the living environment with a 40-50 year horizon

**Sydney**
*The Metropolis of Three cities*
Vision: Liveability, productivity and sustainability with a 40-year vision

Supplementary studies

**Copenhagen**
*Finger Plan, 2019 Municipal Strategic Plan and sub-plans*
Vision: A unique world city with a 12-year horizon

**Melbourne**
*Plan Melbourne 2014 and 2017-2050*
Vision: Sustainability, livability and legacy of distinctiveness with a 30-year horizon

**New York City**
*OneNYC 2050*
Vision: Resilience and sustainability with a 30-year horizon

**Shenzhen**
*2030 Development Strategy*
Vision: Balancing economic, social and environmental aspects with a 20-year horizon
6.3 Overview of Insights from Case Studies on Key Issues

6.3.1 In the following section, insights from the case studies will be presented according to the 6 identified issues, through which to identify different ways of dealing with similar issues in contexts outside of Hong Kong. While there is no intention to pinpoint the only best practices and to directly imitate theirs without modification, the problem-solving approach to studying international cases would help provide hints of improvement directions, which are subjected to further feasibility and adaptability considerations in the next stage of the working tasks.

6.3.2 Four core studies – Kuala Lumpur, Seoul, Singapore and Sydney will be examined under each of the six key issues, while supplementary cases – Copenhagen, Melbourne, New York City, and Shenzhen will be included wherever relevant.

6.3.3 The issue-based case studies analysis will be presented with

(1) A brief recap of the issues;

(2) An investigation of the four core cities, together with selected supplementary cases, in regard to their different ways of doing and relevant components; and

(3) Insights derived from the discussion of case studies.

6.3.4 Experts’ views regarding the international cities will be mentioned if applicable. In situations where good practices are identified, further elaboration of the case studies will be performed for informing possible improvement strategies. The insights from case studies will be evaluated together with insights gathered from interviews regarding HK’s SSP in the later section on possible improvement directions.
6.4 Issue 1: Planning Intention and Approach

6.4.1 Planning intention and approach of cities differ by context. However, it is also valuable to look into measures in other cities in fostering a more people-centric plan, which could be taken as a reference for suggesting possible measures to tackle the issue or improvement directions that is conducive to a more people-centric plan.

Case studies

Kuala Lumpur Developing dynamically based on equitable, resilient and sustainable growth

6.4.2 With the aim of turning Kuala Lumpur to a “city for all”, the SSP proposes the transformation needed to achieve the vision. Housing issues are considered as a key concern of the plan, of which providing housing to all age groups is of utmost importance. Meanwhile, another strategic direction is to produce a conducive, good quality neighbourhood that encourages social interaction. What is being emphasised is the provision of community hubs in high density neighbourhood, which does not merely serve as a gathering place, but a one-stop centre where local social development programmes could be implemented. For example, other than the support to all age groups, the provision of libraries, payment and IT centre will equip the community hub with a comprehensive platform that allows neighbours to enjoy different social benefits, and to keep in touch with the city.

6.4.3 However, it is also noted that while the city wants to become “a city for all”, there are relatively less attention to the actual people-centric development actions that offer more visible and direct improvements to citizens in daily life. For example, the proposed strategic directions are only stressing housing needs and community bonding, and there is less contribution to how different social groups could be supported, and be immersed in the city. For example, the proposed strategic directions are only stressing housing needs and community bonding, and there is less contribution to how different social groups could be supported, and be immersed in the city. Yet, it is contingent upon how the subsidiary plan, the KL Local Plan 2040 will interpret the planning framework and strategic directions and derive an implementation plan which “no one is left out”.

6.4.4 Meanwhile, one effort of the Kuala Lumpur Structure Plan is to initiate the Neighbourhood Plan, in which locals could raise small-scaled improvement projects with a short implementation timeframe, and the government will acknowledge the plan and identify relevant departments for the subsequent actions. This has illustrated KL’s effort in identifying people’s true needs regarding the city
Seoul | Creating spatial capacity for people-centric policy agendas in fulfilling non-materialistic needs

6.4.5 Since 2012, Seoul has moved into the era of Social Innovation under the leadership of Mayor Park Won-soon, a former social justice and human right activist. The focus of SSP has shifted from basic urban infrastructure and economic growth to foster societal participation and communication with policies that focus on citizen’s daily life and co-governance. In such, the vision of the 2030 Seoul Plan is to create “A Pleasant City for Citizens with Communication and Consideration.” The five key directions under the vision has a strong emphasis on the well-being of citizens not only fulfilling their physical/materialistic needs, but also the psychological/non-materialistic aspects of social equity, community bonding, cultural identity and safety (薛, 陸 & 陈, 2017). Despite being the highest-level policy guidance that includes aspatial policy, land use implications still play a significant role in fulfilling these goals.

6.4.6 Speaking of the schematic map of 2030 Seoul Plan, on top of the development cores and economic axis, the greenery axis, transport axis, and regeneration corridors have been indicated to shape a people-centric spatial framework. Moreover, the plan also delineates the needs of different groups by age, social class and cultural background to achieve its goal of becoming a “non-discriminatory city”. Acknowledging the heightened multi-culturalism, ageing population and the intensified polarisation of social classes, the plan has established targets for the provision of facilities in community level, including the provision of international schools, elderly and health centres, fitness facilities and family support facilities. Apart from supporting individual groups, SSP of Seoul emphasises the integration of different groups through multi-community facilities that foster interactions between elderly and youngsters, as well as different ethnic groups. Overall speaking, 2030 Seoul Plan has adopted a strong approach in creating capacity for aspatial policy initiatives through spatial provision.

Singapore | All-round SSP with people-centric initiatives in creating a liveable Singapore

6.4.7 Concept Plan (CP) (SSP of Singapore) shared a similar vision with that of HK, which is to provide ‘a high-quality living environment’ for all people. To secure their leading position as the most liveable cities in the world, while dealing with the pressure of an increasing population, CP provides development directions that can support a larger population while maintaining a high-quality living environment for Singaporeans by 2030. It has suggested a holistic city planning and land use plan in multiple aspects ranging from land supplies, housing, open space, to culture, history, and sustainability in the city. It makes use of spatial solutions to resolve the liveability problems, utilising
schematic mapping and previous development projects as a demonstration of their future directions. The use of schematic mapping not only shows the housing and economic development, but also mentions future blue and green initiatives. Therefore, it is comprehensive for Singaporeans to understand and possibly give useful comments during the public engagement process.

6.4.8 As the CP is targeting all Singaporeans, people-centric initiatives are included in building the best living environment. Embracing the past and their sense of identity is one of the planning directions in promoting the liveability of Singapore. Multiple initiatives like developing a heritage trail, preservation of heritage, using their history as development themes etc., are all attempts to conserve their unique heritage and history in enriching their identity as Singaporeans. Although there is no specific chapter mentioning the cultural aspects, those initiatives can be found throughout the whole reports. Importance of building the best living environment with the sense of identity can be easily observed. Meanwhile, the CP also cares about the vulnerable group. Strategies, such as establishing more integrated hospitals, providing a range of care facilities, are mentioned to provide more cares for the elderly, driven by the projected large proportion of elderly in the future population. Therefore, incorporating spatial programmes focusing historical and health care aspects helps enrich the ‘planning for all’ vision of the SSP.

**Sydney**: A people-centric planning city that respects ethnic culture, priorities and responds to different social groups’ need

6.4.9 The Region Plan consists of interconnected and integrated spatial elements to deliver this vision of “30 minutes city” – residents living within 30 minutes of their jobs, education and health facilities, services and great places. The needs of different social groups are always the emphasis of various development directions (Greater Sydney Commission, 2018). The people-centric planning approach can be seen not only in meeting the ethnic minority’s needs but also the attempt to cater to the shifting age groups. As there will be an increasing proportion of both elder people and children, while the number of working-age groups is estimated to decline, coping with the greater pressure on health and education services as well as accessible neighbourhoods and homes becomes the plan’s key focuses.

6.4.10 The Aboriginal people managing and cultivating Sydney’s present location is an immemorial piece of history. With this unique historical background, the Region Plan stressed the importance of incorporating the cultures and connections of the region’s Aboriginal communities in plan-making. The vision of the three metropolises also reflects the Aboriginal relationship with these lands, for example, the Eastern Harbour
City is developed from ‘saltwater country’ and the Central River City from ‘muddy river country’ (Greater Sydney Commission, 2018). Furthermore, the contribution of the Aboriginal communities is acknowledged under a number of development directions and objectives, showing respect towards their cultures and identity. For example, a legal framework will be developed to protect Aboriginal cultural heritage, and an education and fund programme, Training Services NSW, to provide employment support to them. In addition, their speciality in art is seen as economic opportunities for them under the objective of supporting creative industries. From the overall vision to detailed objectives and actions, The Greater Sydney Region Plan has demonstrated great effort in improving the Aboriginal communities’ life socially, environmentally and economically.

6.4.11 The Region Plan has the same key strategic directions as HK 2030+ in terms of planning a healthy, liveable, inclusive and supportive city. However, Sydney has been addressing the specific needs of different social groups much closer. For example, in terms of liveability, the Region Plan has the primary focus on improving housing affordability for lower-income households and vulnerable groups, as well as maintain adequate housing supply according to the forecast demand of the three cities respectively.

6.4.12 To summarise, the needs of different social groups in Sydney are analyzed and taken into full consideration when developing detailed strategic actions, ensuring the SSP is planning for people.

**Discussion**

6.4.13 The vision and development directions of a city are specific to the history and evolution of local planning practices. The cases of Seoul and Singapore show that the planning intention of the SSP represents the political wills of the government, with the former one stressing social development, and the later national identity through promoting cultures and sense of place. The history and special status of indigenous communities in Greater Sydney Regions have enriched the meaning of the plan which transcends as a mere infrastructure proposal.

6.4.14 A human centric approach has been widely adopted in all of the four core studies. There are increasing emphasis on concepts such as living quality, livable cities, inclusiveness, and community needs. With visions “city for all” in Kuala Lumpur and Sydney and similar plan intentions that target all citizens in Singapore and Seoul, initiatives that address the human dimension can be easily found in the plans and mapped indicatively (spatial presentation).
6.4.15 While many of the themes in their SSP also appear in HK 2030+, their coverage and depth of strategies and key actions are broader and deeper. HK 2030+ has taken a top-down approach with more general actions and less concern about the unique needs of different social groups. For example, under the direction of improving accessibility, The Greater Sydney Region Plan specifically emphasised that services and infrastructure such as schools, recreation, transport, arts and cultural, community and health facilities need to be located to meet the varying needs of population groups, especially the young and elder generation (Table 61) (Greater Sydney Commission, 2018). Besides, in terms of providing education facilities, while HK 2030+ merely proposed the need to provide suitable land space, Sydney estimated the number of students that need to be accommodated in government and non-government schools and emphasised the importance of educational facilities in the neighbourhood for younger generation.

<table>
<thead>
<tr>
<th>Key Planning Direction: Accessibility</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>The Greater Sydney Region Plan (P.50)</strong></td>
</tr>
<tr>
<td>‘Improved health, public transport and accessibility outcomes can be achieved through the provision of schools, recreation, transport, arts and cultural, community and health facilities in walkable, mixed-use places co-located with social infrastructure and local services. Good accessibility to local services for young people, older people and culturally and linguistically diverse communities is an important way of enabling people to age within their community.’</td>
</tr>
</tbody>
</table>

**Table 6-1 A comparison of strategic direction of transport accessibility between Sydney and HK**
(Source: PlanD, 2016; Greater Sydney Commission, 2018)

**Insights**

6.4.16 Diverse needs and spatial requirements of different groups of people, in terms of age and ethnicity, are catered in the people-centric approach. In addition to the large-scale infrastructure projects, the human dimension with consideration of who truly matter to the people at the local scale.

6.4.17 Cities can take advantage of their local history and unique characters in building the sense of place and in developing an integrated spatial plan with visions shared by their citizens.
6.5 Issue 2: Institutional Capacity of the Planning Body

6.5.1 Stakeholder interviews have revealed the compartmentalised governance in Hong Kong regarding urban issues such that the institutional capacity of PlanD alone might hamper the planning-making and delivery of spatial outcomes. Hence, case studies would be essential for the identification of “workable” arrangements of the plan-making body and shed light on the possible directions to strengthen collaborative efforts within the multi-levelled governmental structure.

**Case studies**

![Diagram showing positioning of plan-making bodies of the four major case studies]

Figure 6-1 An illustration of the positioning of plan-making bodies of the four major case studies

Kuala Lumpur: Enhanced coordination and capacity through mayor-led plan-making and information exchange

6.5.2 Kuala Lumpur’s SSP, namely the KL Structure Plan (KLSP) is a mayor-led plan. As the mayor governs the city hall (as the local government), financial and human resources could be optimally allocated to facilitate plan-making and implementation. Similarly, a mayor-led system might also enhance coordination, as policies for sectoral departments are aligned with the SSP.

6.5.3 Furthermore, KLSP 2040 proposed that the formation of Kuala Lumpur Urban Observatory (KLUO)\(^1\) could foster coordination with other stakeholders for data collection/analysis and serve as an information exchange platform to resolve the issue of limited data sharing among government departments within KLCH (Ministry of Housing and Local Government, 2018). Some tentative infrastructures include a multi-agency geospatial platform and urban indicators. The enhanced information exchange is expected to provide action-oriented analyses to support better decision-making.

---

\(^1\) The make-up of KLUO is subject to further announcement by the KLCH.
Seoul | Enhanced institutional capacity with vice-mayor level coordination body supplementing planning authority

6.5.4 Apart from the Urban Planning Bureau, the 2030 Seoul Plan was supported by the Planning and Coordination Office (PCO), a vice-mayor level office responsible for the effective communication and collaboration among SMG agencies. Given its right to budget, deploy resources/ personnel and policy planning, the Urban Planning Bureau (UPB) could better capitalise resources and expertise of other departments/ bureaus to facilitate decision-making and plan-implementation. As the PCO reports directly to the mayor, other sectoral bureaus are obliged to follow the directions mapped out by the office. Despite the status of SSP being elevated, the Urban Planning Bureau still plays a significant role in leading the plan-making process.

6.5.5 The Seoul Plan 2030 subcommittee is one of the steering mechanisms adopted to foster better communication among government agencies. Apart from the involvement of councillors, citizen representatives and experts, each subcommittee was connected to relevant SMG agencies with direct access to departments that oversee relevant matters (Centre for Liveable Cities and the Seoul Institute, 2017). Subcommittees General meetings provide opportunities for PCO and UPB to settle cross-bureau/ department matters for better plan-making and strategy translation.

6.5.6 In addition, multi-level governmental communication is reinforced through administrative order. Under the National Land Planning and Use Act, the Urban Planning Bureau is obliged to request comments from all relevant bureau/ department within 30 days upon changes. The procedural requirement could ensure bureaus to respond effectively to changes regardless of its relative role and position, thus supplementing regularised communication other than Steering Committee meetings.

Singapore | Extensive institutional power with coordination capacity complemented by data infrastructure and research institutes

6.5.7 CP and other subsequent plans are prepared by the Urban Renewal Authority (URA), which is a national authority in charge of urban planning, conservation, land sales and development control (Wong & Litao, 2016). Despite being only an agency under the Ministry, URA is entitled to extensive power stipulated in the URA Act (Chapter 340) over development matters. Apart from planning enforcement, URA has the role to inform and advise the Government on land development policies. URA also has the capacity in coordinating other agencies such as National Parks Board (Nparks), Housing Development Board (HDB), in policy formulation and implementation.
6.5.8 The planning capacity of the URA is further enhanced through ePlanner and Land Data Hub, integrated land data sharing platforms that stitch together spatial data across 30 government agencies. These platforms enabled wider exchange of information and collaborations across different agencies for well-informed decisions in SSPs. For example, URA worked with the Land Transport Authority and Early Childhood Development Agency to analyse travel demand and the capacity of childcare facilities (Figure 6-2) (Centre for Liveable Cities Singapore, 2018). Compared with other data-sharing initiatives, Singapore has gone further in sharing and collaborating to generate research insights/ outcomes. This reveals the rising significance of technological infrastructure in fostering cross-agency collaborations at working level to substitute institutional insufficiencies.

![Collective research results on island-wide childcare gap (Left) and Public Transport Analysis (Right) (Source: URA)](image)

**Figure 6-2: Collective research results on island-wide childcare gap (Left) and Public Transport Analysis (Right) (Source: URA)**

6.5.9 In addition, research institutes established by the Government, e.g. the Centre for Liveable Cities (CLC) and the Centre for Strategic Futures (CSF) also expanded the institutional capacity of URA. These research institutes act as a support in justifying the decisions made by government agencies, analysing global trends and citizens’ aspirations so as to ensure the appropriateness of policies and strategic directions developed by the Government (See Figure 6-3).
Sydney Enhanced institutional capacity through a new independent coordinator

6.5.10 The previous SSP in 2014 prepared by the Department of Planning of the NSW was arguable to be lacking in institutional power for effective coordination and plan delivery (Harris et al., 2019, P.5). Hence, the establishment of the Greater Sydney Commission (GSC) as an independent body, under the *Greater Sydney Commission Act 2015* was seen as a great opportunity of transiting the SSP into a well-coordinated system. The GSC does not only aim at enhancing governance and coordination across different agencies at government and local level but also aligning and delivering metropolitan and local district SSPs.

6.5.11 To achieve the goals, statutory powers have been given to the GSC which is not subject to the order of the Planning Minister and has direct reporting to the Premier of NSW Government, assuring its role at the centre of Government. Furthermore, it is also legally required for other government agencies to comply with the Commission’s request and opinion. The broad-ranging powers of the Commission to override decisions of other agencies has contributed to the clear decision-making governance structure, effective coordination of reaching consensus among agencies at the regional and district level.
6.5.12 Under the leadership of the de Blasio administration team, the Mayor’s Office of Sustainability (NYMOS) was established to facilitate the formulation of OneNYC. As a mayor-led agency, NYMOS has the institutional capacity to coordinate and advise liaison between different government agencies. The centralised devising mechanism facilitates resources allocation and division of labour among different agencies.

6.5.13 As the scope of SSP spans across different administrative jurisdictions, cross-agency thematic working groups were formed to develop the initial proposal of OneNYC. Under the leadership of senior government agency officials, relevant public agencies would take part identifying policy gaps and mapping out implementation steps.

6.5.14 Moreover, open data platform has facilitated information exchange across different agencies. With raw data of other agencies readily available on NYC Open Data webpage, data analysis would not be constrained by administrative jurisdiction. For example, the planning authority could access electric network data at ease which was under the purview of New York Power Authority. Thus, evidence-based decision making could be made possible through data-driven planning.

Discussion

6.5.15 Among the international case studies, it is prevalent for SSPs to be formulated by higher-level agencies such as mayoral/ vice-mayoral bodies and ministries/bureaus. Notwithstanding the high status of plan-making body, better resources dedication and coordination among government agencies (governmental cooperation) is key to ensuring effective outcomes in plan-making.

6.5.16 In the case of Seoul, Sydney and New York, individual coordination offices were established to coordinate planning policies among subsidiary bureaux. While the GSC in Sydney and NYMOS in New York City substituted the original plan-making bodies, PCO in Seoul still counts on the UPB as the leading authority in formulating SSPs. Regardless of the actual institutional arrangement of planning bodies, the three cities illustrated effective outcomes on enhancing their SSPs as long as planning and policy matters could be well-coordinated. This has pinpointed the fact that institutional reform is only one of the approaches, but not exhaustive to the improvement of coordination and collaboration.

6.5.17 While the formulation of SSP remains to be the responsibility of the PlanD in HK, institutional formation of sectoral departments is bounded by the organisation structure...
of the HKSAR Government. In such, institutional reform should be regarded as the last resort to resolve the issue of compartmentalised governance.

6.5.18 As seen from the case of Seoul and New York City, working group/committees is another possible steering mechanism to strengthen cross-agency collaboration without inducing major institutional reform. Yet, the background study of HK has revealed the insufficiencies of Steering Committee in fostering regularised communication among bureaus. Administrative orders that regularise cross-bureau/department communication outside the Steering Committee might better resolve collaboration issues in HK.

6.5.19 Moving into the digital era, data platform is essential for information exchange across different agencies. From the example of Singapore and New York City, potentials for collaborative analysis across agencies could be spotted through the development of data infrastructure. The sharing of data set and analysis outcome could essentially serve as the first step to further establish collaborative relationship for future planning and implementation.

Insights

6.5.20 Administrative measures that mandate comments from other bureaus/departments within a designated period is useful to regularise communication between government agencies.

6.5.21 Data platform that enables collaborative analysis is essential to strengthen planning capacity for better decision-making.
6.6 **Issue 3: Efficiency of Strategy Translation**

6.6.1 The previous stakeholder analysis identified that the current linkages of spatial plan within the planning hierarchy of HK is rather weak, which in turn, the efficiency of strategy translation from SSP to the local plans is questioned. The focuses of international cases would be on the planning hierarchy and the linkages within. Moreover, the mechanism of strategy translation through the planning hierarchy will be explored.

**Case studies**

![Figure 6-4 A comparison of plan hierarchy among the core 4 international cities](image)

6.6.2 Here, a rough comparison of the plan delivery system is displayed as an introduction (Figure 6-4). Similar to HK, it is identified that all the international cities adopted multiple levels of plans from , classified either by geographical scale or level of actions. It is also identified that certain plans are formulated under the cooperation of multiple government bodies, for example, the Urban Basic Plan (the SSP) in Seoul.

- **Kuala Lumpur**: A clear hierarchy for translation, but the actual implementation may not go as expected

6.6.3 The plan hierarchy and alignment in KL is secured by legal arrangements. The legislation *Federal Territory (Planning) Act 1982* imposed a clear plan hierarchy for Kuala Lumpur, where the KL Structure Plan (KLSP) is the guiding document for urban development in the state. In terms of the development strategies, the KLSP is accurate in pinpointing the exact improvement locations and directions (Figure 6-4), and it is by law that subsequent actions (e.g. planning controls) should follow the details designated in the SSP. Hence, the translation from SSPs to proposed actions is secured.
6.6.4 However, the political and institutional arena of KL has greatly affected the translation process (according to interviewee P3). There was a notable delay in KLSP2020’s translation to the subsidiary plans which was resulted from the minister’s opposition to the KLSP prepared by the mayor (C4 Center, 2019; Malaymail, 2017). Implementation is further hindered by the inefficiency to prepare, adopt and approve local plans (Ahmad, Maidin & Zainol, 2013). There were cases in which conflict between SSP and local plans were observed. For example, contradictory planning permissions are granted (e.g. permitting commercial development in a planned open space), which incited huge public objections (Figure 6-5).

Figure 6-5 Proposed BRT & Congestion Charging Zone in KLSP 2040 (Left) & Interest groups objecting violations in KLSP 2020 (Source: Malaymail, 2017)

Seoul: A clear hierarchy of strategic, sectoral and control plans with strong multi-level cooperation reinforced by legal and plan-making workflow

6.6.5 National legislation has safeguarded the alignment of plans in Seoul, in which the 4-tier plan system works closely to ensure efficient strategy translation. The National Land Planning and Use Act Ch 3 and 4 stipulated the function of SSPs in all cities/counties as the highest-level plan that encompass all the other plans established by the city-level government. This has ensured the consistency of planning directions among Urban Basic Plan, Urban Management and Sectoral Plans and Implementation plans.

6.6.6 The urban basic plan maps out the long-term vision and strategies of Seoul with 20 years of time-horizon. Respective land-use strategies are formulated and presented as schematic drawings to guide infrastructure development and land-use implications. The plan is a collective outcome among different bureaus as representatives of the relevant bureau are involved in the envisioning and plan-making processes. The plan will be further supplemented by the living zone plans for 140 zones, which is to incorporate bottom-up, district-based directions into the overall urban development
strategy while driving changes in urban management plans (Centre for Liveable Cities & the Seoul Institute, 2017).

6.6.7 While urban management plans include land use zoning plans to enforce planning control, sectoral plans are policy plans formulated by other relevant bureaus (Table 6-2). According to interviewee S4’s past experience, legal enforcement alone is insufficient as other bureaus are usually rather passive and uninterested in translating the strategies into actual action steps. In view of the situation, Seoul has demonstrated diligent efforts in strategy translation through the provision of clear implementation guidelines to the individual bureau. Which different bureaus are required to include these action steps in their own sectoral plans and implementation plans. Figure 6-5 illustrated how Energy, Landscape and Greenspace Sectoral plans could collectively contribute to Air Quality Improvement under the explicit guidelines set for each bureau during the subcommittee meetings.

<table>
<thead>
<tr>
<th>Sectoral Plan</th>
<th>Plan-making body</th>
</tr>
</thead>
<tbody>
<tr>
<td>Seoul Economic Vision</td>
<td>Economic Policy Bureau</td>
</tr>
<tr>
<td>Environment Plan</td>
<td>Climate &amp; Environment Bureau</td>
</tr>
<tr>
<td>Greenspace Plan</td>
<td>Blue City Bureau</td>
</tr>
<tr>
<td>Energy Plan</td>
<td>Climate &amp; Environment Bureau</td>
</tr>
</tbody>
</table>

Table 6-2 Examples of Seoul sectoral plans and its corresponding plan-making body

**SUB-COMMITTEE (INVOLVING ALL RELEVANT BUREAU)**

**BUREAU BASED**

**Issue 1** Sustainable City

**Goal 1-1** Air Quality improvement

**Strategy**
- Create Wind Path
- Expand Open Space
- Enhance Public Transport

**Urban Planning Bureau**
- Spatial consideration wind path
- Climate & Environment Bureau
- Build basis for better air quality (Other bureaus)

**Proposals in Energy Plan, Landscape Plan, Green space Plan** (Drafted by relevant Bureau)

Figure 6-6 Strategy translation in Seoul under explicit guidelines for implementation

**Singapore** A clear hierarchy of strategic plan and implementation through extended functions of local plans and strong government coordination power

6.6.8 SSP in Singapore, the Concept Plan (CP), serves to provide broad development guidance – similar to the situation of HK, whereas the Master Plan (MP) is statutory.
Although there is no legal-binding document to guide the translation of CP into MP, the extended scope of MP and the strong government coordination power (Wong & Litao, 2016) can ensure that plans could align to the same vision and strategies as in CP for consistent plan translation.

6.6.9 The CP maps out the long-term land-use strategies, in the latest 2011 CP a clear vision of becoming the most liveable city in the world is proposed. Intentions of the CP are translated into the MP which is legally enforced to guide the physical development through development control. The detailed control plans and guidelines will serve as non-statutory plans at district and project levels, further guiding the development of Singapore to work towards the vision and strategies identified in CP.

6.6.10 Singapore has adopted a different approach in strengthening the linkages between spatial plan. MP functions more than a land-use zoning plan, development themes and strategies are also components in the MP. The inclusion of development themes in statutory zoning plan can better secure the translation of strategies identified in SSP to local plan, fostering the spatial transformation and positioning identified in SSP.

6.6.11 Furthermore, multi-level government cooperation in plan making and plan implementation is observed in the CP and MP. CP is conducted by URA, with support from the MND. It serves as a common reference point on the appropriate development for the different agencies in their management of land (Yuen, 2009). Different agencies under the MND are required to take a broad view and respect the provisions of the CP when preparing their development proposals, for instance, the Transport Master Plan presented by the Land Transport Authority (LTA) is consistent with the CP. This demonstrated the strong interdepartmental cooperation and consistency in plan translation within the governmental structure.

**Sydney** A clear hierarchy of plans among scales with strong cooperation reinforced by legal and administrative measures

6.6.12 Under the State Environmental Planning Policies, a clear hierarchy of strategic planning instruments from setting regional planning directions to delivery of plan at district and community levels was established in legislation (Figure 6-7).

6.6.13 After the release of the latest Region Plan, an additional layer of Local Strategic Planning Statement (LSPS), under the amended EP&A Act, was introduced to the established planning framework in 2018. Local councils were mandated to prepare and set out land use, planning priorities and actions for 20-year vision. The LSPS performs as a coordinator between the regional and local planning, as it is the key instrument in
delivering regional and district SSPs’ objectives and including the bottom-up local response (Dwyer, 2018) of Community Strategic Plans (CSP) to a higher level.²

6.6.14 With the enhanced planning capacity of GSC mentioned previously, both regional and district level SSPs were prepared by the Commission, which has guaranteed the consistency of multi-level plan delivery. While the LSPSs are prepared by local councils, they are legally required to be consistent with any SSPs and CSP with the review and agreement of GSC. In addition, the Region Plan is in alignment with key state-level transport and infrastructure plans, namely the Future Transport 2056 and the State Infrastructure Strategy 2018 – 2038 under the NSW Common Planning Assumptions (CPA). CPA makes certain that consistent baseline data are used across agencies by setting out standard definitions of terms, shared datasets such as population and housing projections and analytical tools.

---

² District Plan: A 20-year plan for the five districts in the Greater Sydney Region to achieve the 40-year vision prepared by GSC. It serves as a bridge between regional and local planning, containing actions required to deliver the planning priorities which are consistent with the objectives and strategies of the Region Plan.

LSPS: Prepared by each Council in NSW starting from 2020; a 20-year vision for land use in local area, giving effect to the Region and District Plans. It also helps inform amendments to regulatory documents (Local Environmental Plan and Development Control Plan). The list of content to be included is legally required (EP&A Action section 3.9), and has to be updated at least every 7 years.

CSP: A 10-year vision built on LSPS, led by Mayor and Councillors and developed through engagement with the community. It is a legal requirement (the Local Government Act 1993) to prepare a suite of documents (CSP, Delivery Programme, Operational Plan), and to prepare a 4-year plan that sets priorities for the current council term. Reporting is required.
Copenhagen: A clear hierarchy of plans with strong coordination through legal and administrative measures

6.6.15 The major spatial plans in Copenhagen, Denmark are the national plan and municipality plan, with the region plan in between playing a minor role within the hierarchy (Figure 6-8). The municipality reform in 2007 has redistributed the tasks between municipalities, regions and the state; a further decentralisation from the state and merger of municipalities to improve overall planning and administrative efficiency (Ministry of the Interior and Health, 2005). Local municipalities have taken more control of their own planning, which local strategic plans are prepared by the municipal councils. However, planning in the Greater Copenhagen Area is still guided by a higher-level strategic plan, the Finger Plan. Strong linkages between plans are found.

6.6.16 Given the capital status of Copenhagen, the Finger Plan has been developed since 1947 (PlanInfo, 2020). Being the SSP of the Greater Copenhagen Area (GCA), the Finger Plan is prepared by the state which guides the formulation of local plans for the 34 municipalities within the area. The Planning Act requires the state to prepare guidance for the overall spatial framework of GCA, which it takes the form of the Finger Plan. The 34 municipalities are then required to prepare their local plans within the Finger Plan spatial framework. Strategies such as the green wedges, transport infrastructures, core growth areas and periphery regions are outlined in SSP, which local municipal plans are required to be developed in accordance with it. SSP in Copenhagen provides strong guidance to subsequent plans in the form of clear spatial framework, which is secured through administrative measures.

Figure 6-8: Planning Hierarchy of Copenhagen
Discussion

6.6.17 In all of the planning practices of the international cases, a hierarchy of plans with different scales of details and clarity can be observed (plan delivery). Similar to HK, the tiered system has been used for funnelling the vision of SSP to lower level, yet cities have adopted different approaches in ensuring the linkages between plans in the tiered planning system. The Urban Basic Plan of Seoul, serving as a strategic plan at the highest level, has outlined clear goals and implementation guidelines for individual bureaux who are involved in the translation and delivery of strategies. Copenhagen shares a similar approach in which the Finger Plan provides a clear guidance to the development of local plans. In the case of Singapore and Sydney, additional mechanism (LSPS in Sydney) and extended plan functionality (Function of MP in Singapore) have contributed to efficient translation of strategies from SSP to local plans.

6.6.18 Although legislation, which is observed in most of the cases, renders formality to the hierarchy of plans and regulates the functions and uses of different types of plan, the focus of discussion is about the linkage and alignment of the visions and objectives in the system. The case of Kuala Lumpur exhibited the limitations of accurately translating the overarching objectives of SSP into local plans in practice in spite of the having legal requirements. Legislative measures, such as legalising the SSP, are thus considered with lower priority when strengthening the strategy translation process.

6.6.19 To facilitate the smooth and well-coordinated translation of strategy, consistency is a prerequisite. Multi-level governmental cooperation also has to rest upon the consistent understanding of strategies, projection equations, and other parameters. The alignment of SSP with other development plans through cooperation across different levels of the government in Sydney is achieved through the introduction of agreed information assets for uses in the development of new policies.

Insights

6.6.20 SSP should provide a clear guidance in terms of spatial framework for local plans.

6.6.21 Efficiency of strategy translation does not solely depend on legal requirements, but rather a combination of suitable administrative measures. There is potential to strengthen the linkages of spatial plans through incorporating visions into subsequent statutory plans.
6.7 Issue 4: Efficacy of Public Engagement

6.7.1 The relatively low efficacy of public engagement in Hong Kong is revealed by its inefficient information dissemination to the public, the knowledge gaps between the public and the officials, the comparatively low media coverage, limited PE capacity and impact under a tight plan-making schedule and unilateral PE activities. Hence, the focuses of international cases would be on the exploration of engagement tools which facilities public participation towards SSP. The coverage and timeframe of public engagement in the whole plan-making process will also be explored.

Case studies

6.7.2 The comprehensiveness, diversity and efficiency of engagement process (stakeholder & public) differ among cities. Figure 6-9 compares the different processes and practices of PE in the four core studies:
Strategic Planning Approaches, Processes and Practices: International Review and Lessons to Learn for HK 2030+

**Final Report**

**Preparation Stage**

**Tools, Coverage & Timeframe**

**Kuala Lumpur**
- Advisory Group
  - 7 officials
- Public Exhibition
  - Exhibition at city hall
- Public Hearing
  - 942 objections

**Seoul**
- Advisory Group
  - 33 Civic group & academic experts
- Citizen Group
  - 100 random citizens
- Youth Group
  - 16 representatives
- Public Survey
  - 1000 responses
- Sub-committee
  - 108 officials, citizens, experts
- Public Forum
  - City Council

**Singapore**
- Internal Review
  - Government bodies
- Advisory Group
  - 70 professionals, community leaders
- Public Forum
  - Feedback on Advisory Group's recommendations
- Public Survey
  - Over 5000 responses
- Citizen Group
  - Over 10 sessions on different population segments

**Sydney**
- Advisory Group & Citizen Group
  - 7,500 people & 142,000 interactions on social media
- Public Survey
  - 2000 responses
- Public Forum
  - 598 comments and questions
- Advisory Forum
  - Civic groups
- Briefing & Workshops
  - 7,750 people engaged & 38,402 individuals views on website

**Legend**
- Internal Engagement
- External Engagement

Figure 6-9 A summary of the engagement activities in the four case studies
Kuala Lumpur  Formalised, but efficiency, transparency and credibility are doubted

6.7.3 As seen in Figure 6-10, the PE process is considered less comprehensive and diversified compared to the other cities. While there are formalised procedures to exhibit plans and receive objections (at least 1 month by law), there is no consideration of incorporating public inputs in the plan making procedures, where SSP goals and issues are only judged by a small advisory group comprising top-level sectoral officials.

![Public exhibition as the dominant engagement practice of SSP in Kuala Lumpur](Source: The Star Online, 2020)

Figure 6-10 Public exhibition as the dominant engagement practice of SSP in Kuala Lumpur
(Source: The Star Online, 2020)

6.7.4 Meanwhile, there is no assertion that public views would be incorporated to the revised plans, even if public hearing sections are available (Ahmad, Maidin & Zainol, 2013; Omar & Leh, 2009), and even if there are strong objections (C4 Center, 2019). Regarding the engagement practices, it is identified that the plan communication is limited in the previous SSP, where the public may not understand the plan itself (Omar & Leh, 2009), and the plan is only available for viewing in a number of locations.

6.7.5 On a side note, KLSP 2040 will introduce the “Neighbourhood Plan”, where communities could submit plans targeted at short-term improvements. It could be viewed as a form of continuous engagement, where the scheme allows the public to “make visible changes” regarding the neighbourhood and allows the authority to understand public demands and visions.
Seoul | Co-envisioning of SSP to create a shared vision among Seoul citizens

6.7.6 In terms of planning intention, under the leadership of the former Korean Citizen Campaign Leader Mayor Park Won-soon, PE has shifted from a “side-dish” to the most significant part throughout the plan-making process since the 2030 Seoul Plan.

6.7.7 More stringent democratic and deliberative procedures have been adopted by the SMG, where local expertise have been capitalised through stakeholder’s engagement. According to interviewee S4, SMG believes that aligning development strategy with citizens’ aspiration is conducive to a resilient SSP upon changes of political terms.

6.7.8 Regarding the envisioning stage, before the co-envisioning exercise with the public, professional works are done to identify basic directions of the plan and formulate strategies for citizen participation. The Seoul Institute, an independent research institute was selected as the appropriate coordinator for the engagement process, in view of its political independence.

6.7.9 During the envisioning stage, focus group and questionnaire survey approaches have been adopted to understand citizen’s aspiration. Particularly about the focus group, the 100-citizen group was formed by random sampling to include members from a diverse background (i.e. age, living district, occupation, education, etc.) (Figure 6-11).

6.7.10 Within 2 months’ time, citizen group members took part in a series of training and plenary sections to draft the overall planning vision of “a pleasant city for citizens with communication and consideration”. Moreover, a separate entity of Youth Group was established to avoid their ideas from being suppressed or influenced by adults in the main citizen group (Centre for Liveable Cities & the Seoul Institute, 2017). Both the citizen group and youth group will be regularly consulted to check whether the content of the plan aligns with their input.

<table>
<thead>
<tr>
<th>Age</th>
<th>University Student</th>
<th>Office Worker</th>
<th>Entrepreneur</th>
<th>Self-employed</th>
<th>Housewife</th>
<th>Others</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Disabled</td>
<td>Foreign</td>
<td>National</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Senior Citizen</td>
<td>13</td>
<td>5</td>
<td></td>
<td>2</td>
<td>2</td>
<td>29</td>
<td></td>
</tr>
<tr>
<td>20s</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>20</td>
</tr>
<tr>
<td>30s</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>17</td>
</tr>
<tr>
<td>40s</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>26</td>
</tr>
<tr>
<td>50s</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>25</td>
</tr>
<tr>
<td>60s+</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>12</td>
</tr>
<tr>
<td>Total</td>
<td>13</td>
<td>39</td>
<td>7</td>
<td>14</td>
<td>16</td>
<td>6</td>
<td>100</td>
</tr>
</tbody>
</table>

Figure 6-11 Citizen Group Plenary in Seoul (Left); Age and occupation composition of citizen group in Seoul (Right) (Source: SMG)

6.7.11 Once the vision and key issues have been identified, a 108-member subcommittee was established to translate the visions into plans. Based on the key issues identified,
thematic subcommittees consisted of citizens, officials, professionals and academics were established. These subcommittees were responsible for the formulation of goals, respective strategies and directions and guidelines for the individual bureau. To expand the scope of consultation, public debates and forums were also conducted.

6.7.12 Regarding public communication, SMG spends constant effort to enhance public understanding and exposure of SSPs through diversified communication channels. Since the 2030 Seoul Plan, urban basic plans have been simplified into more apprehendable language for laymen and streamlined the number of goals (An & Kim, 2015). Civic Education Programmes such as “Seoul Urban Planning Citizen’s Academy” also strengthen the public’s urban planning capabilities and understanding (Figure 6-12). Moving into a digital era, online communication platforms have also been adopted (Figure 6-12). According to interviewee S4, the 2040 Seoul Plan has even recruited 250 citizens to establish a Citizen Reporter Group to publicize the plan-making process on social media platforms.

![Figure 6-12 Seoul Urban Planning Citizen’s Academy (Left) (Source: Educational News Broadcasting); Citizen Opinion Board of the 2040 Seoul Plan (Right)](image)

**Singapore** Public participation aided by the government with a top-down approach

6.7.13 Given the top-down nature of planning in Singapore, government-aided participation is developed (Son & Yuen, 2006). There is an emphasis on the expert-led advisory group in providing a steering role towards the public engagement exercise. Even though Singapore does not have a clear legal requirement regarding engagement, the procedures are consistent throughout the different versions of CP which last for around 10 months.

6.7.14 An overview of the 3-step public participation is presented. In the preparation stages, an internal strategy review of the previous CP is conducted. In plan-making stages, a
two-pronged strategy is illustrated by the URA for demonstrating their consultation efforts, from professional insights to public voices.

6.7.15 The first step is the establishment of advisory professional focus groups to analyse the key areas of concern in the plan (e.g. ageing issues). The professional recommendations will be consulted to the public through public forums for feedback.

6.7.16 The second step is the broad availability of communication platforms for the general public, including but not limited to questionnaire surveys (with over 5000 responses), and citizen focus group discussions. The wide variety of public participation exercises in Singapore is to address the planning intention as the lifestyle aspiration of citizens.

6.7.17 Upon the release of the draft plan, a public exhibition will be conducted for further feedback before the release of the final plan as demonstrated in Figure 6-13. At the plan translation and implementation stage, another round of engagement exercise including public exhibition, local and community engagement sessions and workshops will be conducted before the translated master plan is released.

![Figure 6-13 Public Exhibition of Draft MP 2019 (Source: URA)](image)

6.7.18 A promising trend regarding public engagement is identified as the technological advancements of public engagement exercises and tools. Virtual Singapore is one of the projects that creates a dynamic three-dimensional (3D) city model and collaborative platform for effectively demonstrating planning ideas in a visualized manner. It improves bilateral communication and renders the public engagement process a more interesting and approachable, especially for the young age groups.

**Sydney** Innovative and extensive engagement exercises with feedback

6.7.19 The requirements for stakeholder engagement and community participation to be undertaken by planning bodies are stated in the *EP&A Act* (Division 2.6 Community participation). It is mandatory to host public exhibitions for a minimum period of time (at
least 28 days), notify the public, and provide the rationale behind planning development.

6.7.20 Engagement exercises had been carried out in three stages, from the early on-set of research and baseline study to commenting on first and second sets of draft plans. Feedback and public submissions on the draft plans were well documented in reports and answered with official responses. GSC has shown its commitment and efficiency to recognise the aspirations of the public through multiple iterations of plan-making and public engagement, where the whole plan-making process, from early engagement, exhibitions towards the drafting of the final round plans, took 27 months to complete.

6.7.21 In contrast to the use of conventional publicity events and briefing sessions at which communication is largely unidirectional, GSC has employed innovative engagement methods and the latest technology to facilitate meaningful dialogue with a wider spectrum of stakeholders. For example, the “Talk Bus” went deep into communities across six districts in the region to invite the participation of local people on the ground and gather their thoughts about their neighbourhoods.

6.7.22 In addition to the wide coverage, quality outcomes are also emphasised. An exciting event called Community Challenge, which provided a creative platform for students, community groups and practitioners to brainstorm ideas about how to make the cities a better place to live, was held, and a report will be produced to document the finding and to serve as a valuable input to the preparation of upcoming Urban Design Guide. The first-of-its-kind mobile application – My Metropolis App was developed as a continuous commitment to PE, where Sydneysiders, especially young people and children could have a chance to imagine and create their future city (Figure 6-14).

Figure 6-14 Innovative Public Engagement: My Metropolis App (Left); Community Challenge in Sydney (Right) (Source: GSC)
6.7.23 OneNYC2050 adopted various innovative methods in promotion and public engagement. As it only contains one PE session at the beginning of the workflow, comprehensive effort has been made to ensure wide coverage. In the beginning of the PE, some popular social media platforms are used to illustrate the information and content of the PE activities. Along with the attachment of online survey links, the officials wish to enhance media coverage of the PE and more public participation in the survey. There are more than 14,000 people who expressed their opinions in the online survey. Moreover, more responses from the public can be seen in the 5-Borough Tour, which is a campaign that includes varieties of PE activities in different formats such as community meetings and pop-up events (OneNYC, 2019). The public reaction in New York City illustrated the use of social media platforms has effectively accelerated the spread of information.

6.7.24 In terms of the information dissemination in the PE process, interactive visualisation of existing data and plan details are used. The planning practices of New York City are identified as data-driven, in which decisions and interventions of previous strategic plans were mostly derived from the data result and its analysis. In order to provide a clearer understanding of those data to the public, the formation of NYC Planning Lab visualised the existing data online through the assistance of GIS technology, map illustrations and infographics. According to the Lab (2019), these illustrations are interactive through which the public can contribute their opinions and input their information onto the online platform. Visualisation of data is used as the tool of information dissemination to facilitate the discussion and the process of building up consensus, which helps enhance the public understanding of the data and the planning intention behind.
Copenhagen Inclusive strategic plan through responsive feedback mechanism and high information transparency

6.7.25 PE efforts in Copenhagen emphasis public participation in different stage of strategic plan workflow as the Danish government valued the PE process and feedback from the public. The government ensured the transparency of planning related data through online information platforms for public access. Danish Natural Environment Portal and the City of Copenhagen’s Consultation Portal are two major online platforms to illustrate land use and environment related data. Public are free to access the above planning information, which facilitate the discussion of PE.

6.7.26 The feedback mechanism of PE is well structured which ensured the public views are valued and being responded. According to the Danish Ministry of Environment (2012), a debate session for public was held before the drafting of strategic plans for building consensus on planning strategies. After the debate and eight weeks of public consultation, a planning proposal will be promulgated for another eight-week open consultation. Once the plan is finalised, government will publish new strategic plan based on the collaborated plan in public consultation, in which official feedback with responses are given. In short, the open access of planning related data and well-structured feedback mechanism are the efforts of Copenhagen in creating an inclusive and responsive strategic plan.

Discussion

6.7.27 While statutory requirements are common in enforcing PE actions throughout the SSP process, often minimal requirements are stipulated, for example, at least one month of public exhibitions in Kuala Lumpur. However, the type of PE activities and whether it is constructive in information dissemination and gathering public views matter more than the quantity and length of time.

6.7.28 Regarding the engagement practices, four principles are identified: to engage early, broadly, often and innovatively, which is well exemplified in the case of Seoul, Sydney and New York. The availability of early engagement exercise before plan making (workflow) allows visions, goals and concerns to be incorporated into the plan-making stages, which renders SSP a more comprehensive and efficient process. Further, also in the case of Singapore, engagement exercises took place after plan promulgation, in which public views could assist a better implementation process.

6.7.29 Meanwhile, the engagement activities are often of a large scale and of various innovative formats seen in the series of engagement actions from Sydney, in order to maximise reach and maximise reach to the youngsters. Another approach identified is
in Seoul, where PE focused on the depth of comments received through the continuous engagement exercises on the particular group of residents. In New York City, new technologies and social media are used to facilitate public discussion and raise media coverage. The use of visualised illustration on existing data helps reduce the gap of public understanding on data implication and analysis. In the case of Singapore, the use of 3D virtual reality visualisation delivered a comprehensive and detailed illustration on the city, which enhanced the public understanding on certain and hence facilitated the discussion process.

6.7.30 Furthermore, the case of Seoul also illustrates the idea of shared capacity, where the practice is performed by the Seoul Institute as an individual policy think tank, and the Urban Planning Bureau could then focus on carrying out plan formulation and plan delivery.

6.7.31 Overall, PE exercises seen from the cities are targeted in maximising quality and diverse inputs from the public over different stages of SSP, and to allow mutual understanding. Not only does it improve SSP, but it also helps to build credibility and expanding the capacity of urban planning as general progress.

**Insights**

6.7.32 The efficacy of public engagement depends on the workflow and tools of PE activities. In terms of timeframe, more public engagement sessions during different stages of plan making process, such as the co-visioning stage, effectively collects the public inputs towards SSP and keep the public informed of the progress.

6.7.33 In terms of tools, using simple terminologies in PE documents enhances the understanding of the general public in the paneing strategies and rationales. The PE activities should be diversified and innovative, such as social media campaign and data visualization using advanced technology, in order to facilitate public participation among different groups in the whole community.
6.8 **Issue 5: Flexibility & Responsiveness**

6.8.1 The conceptual spatial framework of HK 2030+ presents the strategic growth areas, development axes and transport networks in a schematic map for indicative uses, ensuring the flexibility of the plan. A clear responsive mechanism with monitoring and follow-up actions is however less visible in Hong Kong.

**Case studies**

6.8.2 From literature review and stakeholders’ interviews, using schematic maps and indicative land-use zoning maps for the spatial presentation can help retain flexibility in the development strategies of SSP. Moreover, regular reporting and periodic review can contribute to delivering timely responses to the underperformance and external changes. Figure 6-15 illustrates the spatial representation in case studies. Content wise, in some of the international case studies, strategic responsiveness can also be seen in their visionary actions towards development opportunities as well as external challenges, for example, taking regionalism and climate resilience as key future considerations to allow resilient development.

**Kuala Lumpur** | Less flexible and responsive SSPs; “Chaotic”

6.8.3 While the national plans require strategies and policies of SSPs to be flexible according to the targeted population, there are less observable efforts in making KLSP more future proof. The strict translation process of strategies (i.e. the SSP designates concrete improvement directions) made amendments to planning less straightforward and effective, and that legal procedures are required for revoking decisions.

6.8.4 Due to the long review period between the SSPs (i.e. 20 years), extra piecemeal developments are observed as to balance the lack of flexibility and responsiveness of the SSPs, which was described by *interviewee P3* to be “chaotic”. The decision and mechanism to grant these development permissions are not publicised, in which the transparency for these “responsive” measures are questioned. Meanwhile, mentioned previously, the ad-hoc developments targeted at economic benefits have also incited huge public debate.
Seoul | Less flexible projection and plan-making techniques supplemented with a certain degree of responsiveness brought by evaluation mechanism

6.8.5 The 2030 Seoul Plan has projected a steady population in the next 20 years such that the plan was formulated based on the total population of 10.2 million. According to interviewee S4, despite Seoul’s fame for its sophisticated use of data analytics in urban management, the focus of the plan was placed on gaining social consensus over statistical data analysis and predictive modelling techniques. As a result, there is only one scenario proposed for the land use strategy giving rise to lower flexibility in the first place of plan-making.

6.8.6 However, a responsive evaluation mechanism has ensured updates on the planning policy and development in response to the changing environment. With the release of an annual evaluation report on existing urban trends and monitoring KPIs, way forward suggesting reviews of policy and implementation plans are recommended. Land-use zoning within urban management plans will also be amended upon review.
Indicative land use zoning map  
Schematic map

Figure 6-16 Spatial presentation in case studies
6.8.7 Singapore is responsive but not very flexible in planning. CP is updated every decade based on the latest estimated population and trend of economic growth. For example, CP 2011 was written based on the estimation of 6.5-6.9 million total population and 2-4% growth in the economy by 2030 (Tan & Low, 2013). The single-based scenario with a range in projection presents the upper limit of estimated population and economic development for planning authority in visioning the future 40-50 years development of Singapore, showing the low flexibility in SSP. Meanwhile, there are think tanks like the CSF or CLC set up by the government to provide projections and solutions on the vision of the SSP in Singapore. Their work includes conducting public forums, building tools or capacities for strategic anticipation and risk management, strengthening communication with stakeholders and many more aspects to generate input towards the projection exercise in the CP. This can reduce the workload of the URA in delivering feasible actions to deal with the persistent and emerging urban challenges in building Singapore a liveable city.

6.8.8 In terms of spatial representation, an indicative land-use zoning map is used to illustrate the future development strategies. Although it is indicative in nature, it is less flexible than schematic maps as the development direction is limited regarding the zoning practices.

6.8.9 As mentioned by our interviewee G2, Singapore demonstrated its responsiveness in planning by administrative measures such as reserving some developable land as a reserved site in their statutory land use plan (See Figure 6-17). Those lands will be rolled out according to the socio-economic situation in response to future challenges. Once it is decided to be developed, the public consultation will be conducted with the neighbourhood in a one-off project-based approach. Secondly, Singapore will update its CP within the designed 10-year timeframe if significant deviations are observed. For example, due to the higher projected population and new growth sectors, a mid-term CP review in 2006 is conducted five years after the CP 2001 was published. These two examples demonstrated that the Singapore planning authority is responsive to the socio-economic environment in planning for the future of Singapore. It helps to ensure CP is up-to-date and able to deal with unexpected significant changes at the time of promulgation, allowing fitted implementation and delivery of strategy to achieve the proposed objectives.
Sydney The shift to flexible and responsive strategic planning

6.8.10 A notable feature of the Greater Sydney Region Plan distinctive from other plans is that it sets a long-term vision for the next 40-year (to 2056) and establishes a plan on a 20-year time frame. The 40-year time horizon, according to interviewee S5, helps open up the possibility and space to think and perform visioning exercises, instead of relentlessly catching up imminent challenges and demands, while at the same time, retains practicality by focusing development directions for medium terms.

6.8.11 The Region Plan is formulated to address the most pressing issue of Sydney – growing population and the induced demands for housing and employment, but not just in terms of number, also their spatial distribution in the “three cities”. A 20-year projection was made to estimate the additional population growth, dwelling and job from 2016 to 2036. In the video interview, interviewee S5 recounted the study conducted by Infrastructure Australia (2018), independent infrastructure research and advisory body funded by the country, in which the impacts of three scenarios of future growth on transport and social infrastructure were modelled and tested. Findings showed that the spatial configuration of urban structure did not differ significantly under the business-as-usual (70% of the future population in existing built-up areas/30% greenfield on the urban fringe), dispersed (50/50), and centralised (90/10) scenarios. Despite testing the two extreme scenarios, the overall picture of infrastructures in Greater Sydney is largely similar.

6.8.12 While Australian metropolitan strategies have the traditions of being deterministic and detailed, interviewee S7, drew attention to the gradual shift to a relational approach in handling spatial elements of strategic plans. Since the 2010 Sydney metropolitan plan,
former blueprint plans with clear demarcation of the boundary of new development areas were replaced by a schematic drawing of nodes and transport corridors for indicative use aiming at establishing a shared vision and informing both the private sector and the public. Such spatial presentation allows a higher degree of flexibility in making future decisions and development actions and meanwhile sits comfortably within the framework of the strategic plan. (Searle, 2013).

6.8.13 The fluidity of relational planning could result in a lower degree of certainty in implementation and plan delivery (Hiller, 2007). The responsiveness of the Greater Sydney Region Plan is compensated by monitoring of progress and actions on a regular basis, as required by the EP&A Act (Section 3.5). The submission of annual reports by GSC provides up-to-date feedback which helps inform plan refinement.

6.8.14 The fluidity of relational planning could result in a lower degree of certainty in implementation and plan delivery (Hiller, 2007). The responsiveness of the Greater Sydney Region Plan is compensated by monitoring of progress and actions on a regular basis, as required by the EP&A Act (Section 3.5). The submission of annual reports by GSC provides up-to-date feedback which helps inform plan refinement.

**Melbourne** Flexible and responsive SSP with review framework to track the plan’s progress towards the Sustainable Development Goals.

6.8.15 The Plan Melbourne 2017-2050 adopted schematic maps to indicate the potential infrastructure and transportation projects and gateways, which will be updated in alignment with the Government’s response to the Infrastructure Victoria’s 30-Year Plan. The Infrastructure Victoria’s 30 Year Plan was first released in 2016 and will be updated in 2021. It performs as the state’s smart infrastructure guiding strategy that requires the Victorian Government to respond and deliver a five-year plan in a time period of 12 months, consequently influencing the five-year review of The Plan Melbourne 2017-2050 (Victoria State Government, 2017). This approach of updating the spatial maps of the city-level SSP in response to state-wide guiding strategy has ensured flexibility in the spatial development and its timely responsiveness to the emerging challenges.

6.8.16 It is specifically stressed in Plan Melbourne that to ensure the proper implementation of the plan at state-wide, regional and local level, an implementation plan, which will be reviewed every five year, is prepared (Victoria State Government, 2017). The implementation plan consists of detailed information on the timing of actions, funding, delivery and decision-making processes, which will be allocated to government departments and agencies to provide coordination and define responsibility (Table 6-3). In addition, a monitoring and reporting framework with publicly available reports is
developed to track the progress of the status of actions of the implementation plan. The data regarding Melbourne’s growth and change will also be published and updated in the yearly progress reports by the government during the implementation process (Figure 6-18). The formal periodic revision of SSP along with its implementation plan has guaranteed the plan being responsive and well-executed.

<table>
<thead>
<tr>
<th>Plan Melbourne Chapter/Outcome</th>
<th>#</th>
<th>Action name</th>
<th>Action details</th>
<th>Directions</th>
<th>Time frame</th>
<th>Lead agency</th>
<th>Implementation partner/s</th>
</tr>
</thead>
<tbody>
<tr>
<td>Outcome 1: Melbourne is a productive city that attracts investment, supports innovation and creates jobs</td>
<td>6</td>
<td>Health and education precincts</td>
<td>Review planning provisions for health and education precincts to support their continued effective operation and their future growth and expansion, including in the case of health precincts, for associated allied health services. Many health and education precincts are within NEICs, metropolitan or major activity centres, so may be included in planning for these locations.</td>
<td>1.1</td>
<td>S-M</td>
<td>VPA</td>
<td>DHHS, DET, DELWP, DEDJTR, councils</td>
</tr>
</tbody>
</table>

Table 6-3 An Example of the Detailed Information of Implementation Plan(Source: Plan Melbourne 2017-2050 Implementation Actions)

Figure 6-18 Graphical Representation of Implementation Status of Actions (Source: The State of Victoria, 2019)
<table>
<thead>
<tr>
<th>Sustainable Development goal</th>
<th>Relevant Plan</th>
<th>Melbourne directions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Good health and wellbeing</td>
<td>Direction 5.3</td>
<td>Deliver social infrastructure to support strong communities</td>
</tr>
<tr>
<td>Affordable and clean energy</td>
<td>Direction 6.1</td>
<td>Transition to a low-carbon city to enable Victoria to achieve its target of net zero greenhouse gas emissions by 2050</td>
</tr>
<tr>
<td>Climate action</td>
<td>Direction 6.1</td>
<td>Transition to a low-carbon city to enable Victoria to achieve its target of net zero greenhouse gas emissions by 2050</td>
</tr>
<tr>
<td></td>
<td>Direction 6.2</td>
<td>Reduce the likelihood and consequences of natural hazard events and adapt to climate change</td>
</tr>
</tbody>
</table>

Table 6-4 Sustainable Development Goals alignment with Plan Melbourne (Source: Plan Melbourne 2017-2050, P.137)

6.8.17 It is also worth mentioning that the reporting framework makes an effort to track the plan’s progress in achieving the United Nations Sustainable Development Goals (an example is shown in Table 6-3). The plan further shows responsiveness through land-use planning by addressing and analysing the need for taking responses to mitigate and adapt to impacts of natural hazards and climate changes.

6.8.18 Concerning scenario setting technique, it can be observed that the previous SSP of Melbourne in 2002, the Melbourne 2030 used to have three scenarios in the population that are the low, medium and high population growth situation. However, the plan stressed more on the need for matching growth and infrastructure demand, instead of using different scenarios to increase flexibility. The later Plan Melbourne 2017-2050 adopted single scenario in population growth and two scenarios for new housing distribution between established areas and growth area greenfield. One scenario assumes the continuation of current development trends to locate at least 65 per cent of new housing in established areas of Melbourne and no more than 35 per cent in growth areas. An alternative aspirational scenario for future development is to have more new housing (70 per cent) to be located in the established areas. This can potentially increase the flexibility in land use planning.

**Copenhagen** Flexible and responsive SSP with double loop reviewing mechanism towards climate change

6.8.19 The 2015 Municipal Plan adopts a single scenario of population projection and does not cover much on spatial presentation except for existing conditions. However, based on the expected population growth, multiple scenarios including the minimum, maximum as well as the adopted recommendation are identified as solutions for housing construction needs, prioritisation of urban development areas and plot ratic
using schematic maps (The City of Copenhagen, 2015). For example, as shown in Figure 6-19, the three different scenarios of the distribution of new households' construction are illustrated in an indicative way. Relevant results under different scenarios are also assessed in the plan. In the minimum scenario, the SSP will enable the construction of 31,000 new homes, failed to restrain increasing housing price. While in the maximum scenario, with 56,000 new homes being constructed, greater municipal investments will be needed. Through this multiple scenario analysis, the flexibility of SSP is provided as alternative scenarios can be chosen by the government, meanwhile, the selected scenario is well-justified.

Figure 6-19 Three scenarios of the distribution of new households
(Source: The City of Copenhagen, 2015)

6.8.20 Visionary actions in response to the trend of regional competition and climate change can be seen in the 2015 Municipal Plan. In face of Denmark’s poorer economic growth compared with neighbouring countries, ‘Greater Copenhagen’ is established in collaboration between municipalities and regions in Southern Sweden and Eastern Denmark, expanding infrastructure and public transport to generate economic growth, to attract assets and professionals and increase employment (The City of Copenhagen, 2015). In addition, with the goal of keeping the green economy of Copenhagen, the 2015 Municipal Plan stressed on its connection with The Copenhagen 2025 Climate Plan (CPH 2025) to improve the city's climate adaption. CPH 2025 is the city’s holistic plan with specific goals and initiatives to achieve carbon neutrality by 2025 (The City of Copenhagen, 2012).

6.8.21 There are three general evaluations, alongside regular biannual performance reports, in the implementation of climate initiatives of CPH 2025. The first two evaluations will provide input for adjustment and new initiatives for the plan. It is noted that this established review and reporting mechanism forms a double-loop learning process, contributing to the plan’s timely response towards changes. Furthermore, the performance reporting is carried in various forms, for example, Copenhagen Climate
Projects: Annual Report and Copenhagen European Green Capital 2014: A Review (Jones, 2017). The reporting of the plan’s performance has also been used to support greater investment in specific climate initiatives according to Jones (2017). As the outcome of the plan is expressly presented through reports, business and the local community’s comprehending towards the necessities of climate initiatives can be greatly enhanced, which will ensure the better implementation of the plan.

Discussion

6.8.22 From the international case studies, it is believed that the use of schematic maps (spatial presentation) in the initial stages can provide guidance to, rather than imposing restrictions on development. It further creates flexibility in plan making and responsiveness towards the dynamic nature of SSP in plan implementation stages. To its credit, in the case of Hong Kong’s SSP, the spatial presentation with schematic maps indicating different growth corridors as initial development direction means flexibility in implementation after the promulgation of strategic plan. Alternatively, the example of Singapore illustrated the ability to utilize the administrative measures to introduce flexibility to land use zoning maps, such as by reserving the developable land as ‘reserved sites’ on the land use plan. This can provide responsiveness to their CP in response to the future socio-economic environment.

6.8.23 The international cities also demonstrated the lessened importance of multiple projections and scenarios. In most of the international cities, the single scenario of population projection is adopted. Specifically, in the cases of Melbourne and Copenhagen, multiple projection techniques are only adopted in defining the detailed distribution of construction, for example, different scenarios for developing new households in land-use planning. In such a case, multiple scenarios can potentially be adapted to analyse the supply and demand for certain new development projects in Hong Kong. The effective adaptation to future trends could be premised on sufficient and effective monitoring and reporting mechanism.

6.8.24 Periodic monitoring and appropriate follow-up plans help ensure the SSP in responding to the current needs of the cities. It is believed that a regular monitoring and evaluation mechanism with a high level of public understanding is the prerequisite in enhancing the responsiveness of the SSP in coping with the unpredictable future environment. Taking Singapore as an example, although quantitative goals and targets are presented in the CP to envision the future development, periodic monitoring mechanism is currently absent, and hence the progress of implementation is unknown. It is worth noting that in both Melbourne and Copenhagen, the reporting framework additionally endeavours to track the plan’s progress in achieving sustainable development goals or climate initiatives, which can ensure a responsive and resilient
SSP. Copenhagen, the reporting mechanism takes up multiple forms linking economic performance and environmental goals, aiming at a better communication with stakeholders for implementing the plan.

Insights

6.8.25 Schematic maps for indicative land-use zoning and development directions for spatial presentation helps guide development while at the same time preserves flexibility.

6.8.26 The difference between single scenario and multiple scenarios setting in projections and affecting the overall spatial framework is not significant.

6.8.27 Establishment of a comprehensive regular monitoring and reporting mechanism with open public access can enhance the responsiveness of SSP, while reporting helps draw the attention of the key stakeholders to respond to feedback and make changes.
6.9 Issue 6: Targets & Monitoring

6.9.1 While SSP of Hong Kong outlines proposals of key strategic infrastructures in the spatial frameworks, there is no mention of specific targets nor a monitoring system to observe the progress of development. Experiences of other cities might help illustrate the effects of regular reviews of the status of objectives on the efficiency of SSP.

Case studies

**Kuala Lumpur** Targets are not well delineated, and the absence of monitoring system is to be tackled

6.9.2 While a total of 21 strategic directions and 71 actions is illustrated in the newest SSP, there are less concrete targets observable in the SSPs, for example, “protecting biodiversity assets of the city” is described as one of the actions, which was criticised by the shortage of details (Sreetharan & Adnan, 2007). Similar to Singapore, a general non-statutory review on the achievements of the previous SSP is available in the next SSP, however, it is in a 20-year time interval.

6.9.3 It is observed that the Kuala Lumpur Urban Observatory (KLUA), will be formulated, focusing on analysing city performance regarding sustainable development goals in KLSP 2040. KLUA will function as a Central Data Repository to gather and disseminate updated socio-economic and environmental data for planning purposes. As an independent institute less adhered to the planning arena, the KLUA illustrates Kuala Lumpur’s effort in monitoring city and SSP performance. However, the amendment to the workflow of SSP to incorporate the monitoring mechanism and to report updates on plan remains to be seen.

**Seoul** An annual evaluation and monitoring system consisting of goals related KPIs, city trend diagnosis and way forward for implementation plans

6.9.4 The comprehensive annual evaluation and monitoring system, which is mandated by law, mainly consists of two sets of indicators, namely city trend diagnosis indicator and the 17 urban basic plan KPIs.

6.9.5 Using a single scenario projection technique, it is important for SMG to keep track of population, housing provisions, employment, socio-economic and land use trends using the same set of indicators across years. This is to ensure the validity of the established SSPs and to urge responses/ follow-up actions if deviations from the projected scenario are observed.

6.9.6 As for the 17 KPIs, they act as a measurement to track the implementation progress of SSPs. Derived based on the 17 goals, some qualitative aspects were translated into
quantitative measurement for easy tracking. For example, the goal of “integrating culture into life to transform Seoul as a History City” was monitored by the Cultural Environment Satisfaction of Seoul citizens. Apart from tracking implementation progress, SMG also regards this as a tool for better public understanding of the deliverables of SSPs (Seoul Metropolitan Government, 2015).

6.9.7 Apart from reviewing the indicators, SMG will also look into the alignment of all city-level spatial and policy plans, reinforcing the status of an urban basic plan. As mentioned in issue 5, implementation plans will also be updated according to the latest indicators. Lastly, findings of evaluation will be taken up by the next SSP, which is generally promulgated after four annual monitoring reports.

Singapore | Availability of targets, but a lack of effective monitoring system

6.9.8 Quantitative targets and goals are introduced to guide the future development of Singapore in pursuing the vision of improving liveability of the city. For example, the Concept Plan mentioned that at least 85% of the Singaporeans can live within 400m of a park by 2030. Unfortunately, monitoring is absent to check if it has been realised. There is no reporting of the progress of implementation or any monitoring mechanism in the CP. Hence the public do not know if the proposed targets are achieved. As discussed in the previous chapter, it is a general practice for Singapore to carry out a review during the preparation of new strategic plans, which is generally in a 10-year time interval.

Sydney | A comprehensive evaluation mechanism consisting of representative performance indicators, periodic reporting of progress and refinement of plans

6.9.9 The development of performance indicators has been counted as one of the important actions of SSP in Sydney (Action 14 of the Region Plan). In order to develop representative and widely agreed performance indicators, GSC has actively engaged relevant stakeholders, including State agencies, city councils, the industrial sector, social and environmental groups, and a Citizens Panel composed of 100 people, to identify key concern areas and recognise their desires at the local level, before reaching the four areas of indicators that succinctly capture the interrelated aspects of 10 directions of the Region Plan.

6.9.10 GSC published the report The Pulse of Greater Sydney (2019), a year after the release of the final Region Plan, outlining a thorough monitoring and reporting framework alongside a baseline study of metrics as a benchmark for tracking future improvement scientifically. An online web page named Greater Sydney Dashboard gathering all
relevant data from different government units for free public view has been established to assure transparency and accessibility of data (Figure).

6.9.11 The EP&A Act (Section 3.5) mandates that GSC has to submit an annual report to update to delivery of actions to the Parliament. As stipulated in the Objective 40 of the Region Plan, plans are expected to be refined following compulsory progress reviews every four years. Continuous review of performance enables learning from experiences and timely responses to optimise the outcomes of development programmes.

Figure 6-20 Greater Sydney Dashboard containing contextual data for baseline study and measurement of performance indicators (Source: GSC)

New York Annual reporting of a comprehensive list of measurable indicators

6.9.12 OneNYC has included a clear list of measurable indicators both at the vision level and for its eight goals. Achievement targets and dates have been set, with frequent updating and tracking of the performance indicators in the annual progress reports. In addition, it is mandated by City Charter that review of long-term plan has to be implemented every four (Espey, Mesa, Ruckstuhl & Prakash, 2018). The latest review of OneNYC2050 was conducted between September 2018 and April 2019, during which public engagement was also carried out. The whole review process was completed in one year’s time, ensuring that the plan is revised with the most up-to-date information.
Copenhagen: Performance status and targets for individual sub-plans

6.9.13 While there is no established evaluation mechanism outlined in the Municipal Strategic Plan 2019, evaluation of individual targets and performance of strategic focuses are carried out for its corresponding sub-plans plans. For instance, the Urban Life Account, published bi-annually, measures and monitors the status of ambitions of the plan "Co-create Copenhagen Vision for 2025", which was formulated in relation to the municipal strategy of a coherent city. Through tracking the trends, the Urban Life Account presents survey results and reports if the targets have been reached over the years. Performance indicators such as citizen's satisfaction of urban life and increase in pedestrian walking distance are measured to evaluate the quality of urban spaces in the City of Copenhagen. The performance indicators of the account have been revised in response to the changes in objectives and goals upon the release of a new sub-plan.

Discussion

6.9.14 Most of the cases have a regular review mechanism for SSP in an interval of 4 – 5 years to keep track of the progress towards achieving SSP’s objectives and inform potential reviews of plans. In comparison, the review of SSP in Hong Kong has been implicit and merged into the baseline study of the next plan which focuses more the larger context of Hong Kong, instead of evaluating the progress of implementation of development strategies and challenges faced.

6.9.15 Performance indicators are devised and measured to observe the changing environment and status of strategic objective in Seoul, Sydney and New York City across years. For instance, the case of Seoul has illustrated the possibility to quantify qualitative goals and objectives. Moreover, comparison with baseline conditions is adopted, so that the responsiveness of the planning system can be improved.

6.9.16 Monitoring systems also serve as tools to enhance public understanding. The case of Sydney has illustrated how the use of digital techniques in evaluation and monitoring could enhance transparency and accessibility of data to better understand the actual impact of SSP.

Insights

6.9.17 Interim review of such long-term plans as SSP which usually has a vision of 30 years is important to review the progress of development made towards achieving its proposed objectives against baseline conditions. Performance indicators can be applied to measurable outcomes of key actions and qualitative aspects such as liveability for more consistent reporting of progress.
6.10 Summary of Case Studies

6.10.1 International case studies and interviews with global experts revealed different practices that other cities are adopting in making and implementing SSPs. Regarding each issue, relevant practices for the related SSP components are identified and compared. While successful examples are seen, adopting these examples requires further feasibility and adaptability assessments, which are to be considered in the next step of our working task. The following part summarises the key insights gathered from international case studies regarding each of the 6 issues from the 4 cities. It pinpoints a number of components that could be improved to address the issue and highlights possible improvement strategies to be adopted and referred.

Planning Approach and Intention

6.10.2 Contextual differences are important in understanding planning intention and approaches of SSPs. There are initiatives to bring SSP into a more people-centric plan that covers a number of social groups, which is dependent on how their views could be reflected in the plan making process.

Institutional Capacity of the Planning Body

6.10.3 Administrative measures that mandate comments from other bureaus/ departments within a designated period is useful to regularise communication between government agencies. Meanwhile, data and sharing platform that enables collaborative analysis is essential to strengthen planning capacity for better decision-making.

Efficiency of Strategy Translation

6.10.4 SSP should provide a clear guidance in terms of spatial framework for local plans. Meanwhile, efficiency of strategy translation does not solely depend on legal requirements, but rather a combination of suitable administrative measures. There is potential to strengthen the linkages of spatial plans through incorporating visions into subsequent statutory plans.

Efficacy of Public Engagement

6.10.5 The PE activities should be diversified and innovative, with the use of different technologies to facilitate inputs. Meanwhile, having higher frequency of public engagement actions also increase credibility of plans.
**Flexibility & Responsiveness**

6.10.6 Establishment of a comprehensive regular monitoring and reporting mechanism with open public access can enhance the responsiveness of SSPs to a great extent. The monitoring and reporting process in the implementation stage should perform as a learning process, while new reporting methods to draw the attention of the key stakeholders are adopted, the SSP will respond to their feedback and make changes.

**Targets & Achievements**

6.10.7 Interim review of such long-term plans as SSP which usually has a vision of 30 years is important to review the progress of development made towards achieving its proposed objectives against baseline conditions. Performance indicators can be applied to measurable outcomes of key actions and qualitative aspects such as liveability for more consistent reporting of progress.
7 Improvement Directions and Key Actions

7.1 Overview

7.1.1 The ultimate goal of this consultancy study is to suggest and formulate recommendations to improve the SSP of Hong Kong, by drawing insights from stakeholder interviews and inspiration from international case studies. An in-depth investigation of the key issues of latest strategic plans of Hong Kong under the APP framework (Chapter 7) helps pinpoint the relevant and interlinked components for consideration. The multiple case studies (Chapter 8) has been closely examined based on the six key issues in order to learn the different of ways of doing and lessons from overseas experiences.

7.1.2 Consolidating the findings of the case studies and the conditions of Hong Kong, recommendations adapted to suit the local context and institutional setting are proposed, with a view to improving SSP of Hong Kong.

7.2 Vision

7.2.1 The vision of the proposed improvement directions and actions is to help Hong Kong steer towards "an integrative, publicly-understood, transformative SSP".

7.2.2 By integrative, it means the strategic plan should demonstrate a coherent, coordinated, spatial framework under a more open multi-level governance for the long-term development of the city.

7.2.3 Meanwhile, the vision and contents of the plan needs to be widely recognised, in order to assemble commitment of key actions for creating better futures of a city based on shared values (Ogilvy, 2002)

7.2.4 Instead of a static written document, the dynamic, action-oriented nature of SSP means that it is constantly evolving and is a “becoming” process. Transformative here refers to the role of SSP in stimulating and influencing spatial changes in the built environment and associated social implications.

7.3 Improvement Directions and Actions: An Incremental Approach

7.3.1 The study begins with the dual understanding of SSP (Section 4.4) as both a long-term spatial plan outlining land uses and infrastructure proposals, and a social process through which different actors participate and interact in the urban transformation (Kunzmann, 2013).

7.3.2 A total of six improvement directions are proposed in an incremental approach. Improvement directions 1 – 4 are recommendations targeted to address the six key
issues of HK 2030+ in HK, strengthening the function of Territorial Development Strategy (TDS) as a physical planning framework that guides development and investment. Given the interlinkages of the issues, proposed improvement directions may cover more than one identified issue. Built on the existing institutional setting and resources, they are short-to-medium improvement measures.

7.3.3 As society progresses and with higher awareness of urban development, TDS has gradually evolved its planning ideology and advocated a visionary, people-centric approach in its latest plan. The focus of “becoming” in SSP has rendered it different functions, processes and practices from conventional land use planning and technical reports. Moving beyond a printed document, SSP of Hong Kong should also be seen as a social process which brings together key actors in an integrative, publicly understood and transformative manner, which can also help raise the quality of the spatial plan and reach the overarching vision of the city.

7.3.4 Improvement directions 5 – 6 are formulated in the belief that they will help HK 2030+ and future strategic plans contribute to the achievement of a city-wide vision – “a liveable, competitive and sustainable “Asia’s World City”. The amount of time and efforts required are relatively larger for these long-term recommendations.

7.4 Structure

7.4.1 Improvement directions and key actions will be presented with
- A recap of the key issues
- Insights drawn from case studies
- A review of the existing policy framework and initiatives by the government
- Guiding principles that set the objectives of the improvement directions and actions
- Details of the key actions, implications and potential limitations
- A summary of expected outcomes
7.5 Direction 1 - Improve Governmental Collaboration in Plan Making Process

7.5.1 The first improvement direction is drawn from Key issue 2: the institutional capacity of planning body. The previous analysis of key issues in section 5.3 and case studies in 6.5 illustrates the challenges in facilitating collaboration for better plan-making in Hong Kong, and the opportunities and successful experiences other cities have gained. It is identified that information exchange is a crucial component to enhance collaboration, and inefficiency regarding the existing arrangement of the Steering Committee for HK2030+ is seen.

7.5.2 Regarding the insights from case studies, it is recalled that the cases of Singapore and New York offer a comprehensive data platform not just for the sharing of data, but also for presenting analysis outcomes that generate useful information for other governmental departments, and to visualise strategic plan details.

7.5.3 Regarding the existing practices, there are inheriting drawbacks that the Steering Committee for HK 2030+ could not facilitate participation because of PlanD’s positioning in the governmental structure. Meanwhile, the Steering Committee for Land Supply (SCLS) has been formalised and will be reformed to secure inputs from different secretaries of policy bureaux regarding land supply.

7.5.4 On the other hand, there are visible government efforts in enhancing consistency and transparency among departments through different smart city initiatives. The GovCloud, an inter-bureaux information system will be implemented by Office of the Government Chief Information Officer (OGCIO), and the Common Spatial Data Infrastructure (CSDI) developed by Development Bureau. Supported with other initiatives, it is observable that these efforts could facilitate better data transfer and communication among departments, yet opportunities could be further seized to improve collaboration premised on these efforts.
7.5.5 Summarising the findings, a number of guiding principles can be determined in suggesting actions for this improvement direction. It represents the outcome that the proposed actions aim to achieve. In general, the guiding principles for the actions in direction 1 are to:

- **Expand the planning capacity of PlanD through capitalising on resources and input from different bureaux/ departments**
  Better sharing of data, information and insights among bureaux/ departments could assist decision making for SSPs. In return, PlanD could also reinforce and transfer the concept of planning for a longer horizon to the other departments/ bureaux, exerting positive influence on other strategic plans.

- **Regularise communication and coordination as to secure plan implementation**
  Better sharing of data, information and insights among bureaux/ departments could assist decision making for SSPs. In return, PlanD could also reinforce and transfer the concept of planning for a longer horizon to the other departments/ bureaux, exerting positive influence on other strategic plans.

7.5.6 Hence, three actions are proposed, which are to be implemented with respect to the progress of the on-going government policies to enhance coordination and collaboration. All the three action emphasised on making institutional enhancements at a small expense and with minimal changes, and are targeted for short and medium term improvements.
### Action 1-1: Formulate a spatial collaboration arena inside the GovCloud

<table>
<thead>
<tr>
<th>Settings</th>
<th>Action type</th>
<th>Digital platform enhancement</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Resources</strong></td>
<td>Low requirement: Financial resources to enhance the infrastructure; administrative resources to handle daily operation</td>
<td></td>
</tr>
<tr>
<td><strong>Actors</strong></td>
<td>DEVB &amp; PlanD in charge to manage the platform; OGCIO to assist the technical arrangements</td>
<td></td>
</tr>
</tbody>
</table>

**Targeted issues**
The lack of interactive tools among government bureaux/ departments regarding policy discussions in spatial dimension

**Bench-marking Insights**
- Singapore & Los Angeles (supplementary examples): The sharing of not just spatial data among departments for collaboration, but also research insights in apprehensible formats (e.g. travel demand, job accessibility)
- Development & Conservation Awareness Map for Hong Kong: Visualization of government development strategies, and the availability of feedback system to encourage collaboration on the spatial platform

![Figure 7-2 Development and Conservation Awareness Map (DCAM) (Source: Designforconservation)](image)

**Description**
The action utilises existing institutional and technological resources by capitalizing on two smart city initiatives: the aforementioned GovCloud & CSDI to formulate an additional digital spatial collaboration arena. It aims to offer a favourable environment with innovative measures, under existing resources to enhance spatial collaboration. The arena will be built as an additional plugin based on the CSDI, which are to be incorporated to the GovCloud to facilitate multi-departmental inputs regarding plan-details. Participants from different departments could make use of the feedback system on the platform, providing space-specific insights regarding information pieces available.
Figure 7-3 The procedure for incorporating a collaboration plugin for the use of all bureaux

**Implication**
- Offering a channel possible for digital, interactive and frequent collaboration in spatial dimensions inside the whole government, for the plan-making process of SSP and in other occasions

**Potential limitation**
- Requires further consideration on the administrative arrangements: on who to have the rights to participate/ provide feedbacks on the platform
**Action 1-2: Encourage interactive collaborations on the platform**

**Settings**
- **Action type**: Administrative/executive arrangements
- **Resources**: Moderate requirement: Efforts for PlanD to actively share and encourage collaboration on the platform
- **Actors**: PlanD and other collaborators (participating bureaux/departments in the plan-making and implementation stage)

**Targeted issues**
The lack of innovative ways for collaboration regarding plan-making

**Benchmarking Insights**
(Similar to action 1-1)

**Description**
This action aims to encourage collaborations, premised on the spatial platform build through action 1-1. To facilitate the collaboration, PlanD will take the lead in actively sharing all the plans related to HK 2030+ (e.g., potential sites for technological development), where other bureaux/departments could make specific feedbacks on the initiative, or provide overall insights based on the interactive "plans" available.

Meanwhile, PlanD will also initiative the active sharing of spatial research outcomes (for example, office space projections), in which other departments could not just work with data, but work with processed information that assists their decision making. This also differentiates with existing government initiatives and other oversea experiences where only data is shared, without much consideration on the collaboration arrangements.

*Figure 7-4 A visualization of the collaboration platform*
Implication

- Acknowledging the use of data and technology in strategic spatial planning to expedite and innovate the plan making process
- Eliminating possibility of silos and redundancies among departments (and in their own strategic plans)
- Allowing a better understanding of strategic plans from other departments (e.g. CEDD, TD) to facilitate plan implementation
- Making use of collaborative efforts: capitalizing on resources/ research insights between departments on spatial issues

Potential limitation

- Contribution from individual bureaux/ departments is not guaranteed, requiring further administrative measures to further strengthen collaboration
Action 1-3: Foster mandatory feedbacks/ sharing of information amongst B/Ds

<table>
<thead>
<tr>
<th>Settings</th>
<th>Action type</th>
<th>Administrative arrangement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resources</td>
<td>Moderate requirement: Establishing an administrative internal circular mechanism</td>
<td></td>
</tr>
<tr>
<td>Actors</td>
<td>Financial Secretary and other executive bodies</td>
<td></td>
</tr>
</tbody>
</table>

Targeted issues Voluntarism in the plan-making process in different bureaux/ departments, in which the lack of coordination will affect quality of the SSP

Benchmarking Insights

- The existing establishment of the Steering Committee for Land Supply, headed by Financial Secretary with secretaries from all policy bureaux
- The enhancement proposal for SCLS: 2013 Inter-departmental Communication Enhancement Proposal on land development matters, where principal officials can issue internal circular demanding the head of departments to communicate personally in a timely manner
- Seoul’s mechanism in fostering mandatory inputs regarding the Seoul Plan, which has achieved success in plan making and implementation

Description

With existing policy reference, the action aims to establish an internal circular mechanism under the SCLS that principal officials can demand for a mandatory response amongst B/D within a designated period of 30 days. Unresolved issues are to be escalated to the Financial Secretary as the chair of SCLS, which has the final say regarding land supply matters. In the future, with such a strong set-up for the SCLS, matters regarding HK 2030+ can be raised in the committee, securing inputs from other policy bureaux. The Steering Committee for HK 2030+ will then be delegated to a lessened role, emphasising on detailed discussions among the key responsible departments (e.g. PlanD, CEDD, TD) for implementation.

Implication

Avoiding ignorance and unduly dragging of discussions at the working level, where policy directions are coordinated and well-informed among departments
Ensuring feedbacks from other relevant bureaux/ departments, supplementing the knowledge gaps of plan-making authorities
Targeting towards a more streamlined and regularised cross department communication arrangement

Potential limitation

Administrative capacity of financial secretary to drive actions
Summary

7.5.7 In summary, the implementation of the three actions can be concluded with the following flowchart, emphasising the relationship between action 1 and 2, as well as the parallel progress for action 3 all together to achieve the outcomes. The collaboration improvements can not only improve plan making, but also secure understandings regarding plan implementation among departments. Overall, it is aspired that the plan making process should be more interactive, with mutual inputs and better understanding of plans. Meanwhile, it persuades more inputs from other expertise to expand the planning capacity, without making significant institutional changes.

![Flowchart showing actions 1-1, 1-2, and 1-3 with relationships and feedback mechanism]

*Figure 7-5 Summary for actions in direction 1*
7.6  Direction 2 - Strengthen Coordination between Spatial Plans

7.6.1 The second direction of improvement is to strengthen the coordination between spatial plans. It is identified in Key issue 3 (section 5.4) that the current translation of strategies from SSP through the planning hierarchy remains rather subtle. Linkages between spatial plans are deemed necessary for an efficient translation of development strategies and objectives from the SSP to other lower-level plans and working papers. The improvement direction thus aims to enhance the strategy translation process through establishing clear linkages between spatial plans.

7.6.2 Regarding the insights from case studies, the case of Singapore has demonstrated the possibility of increasing the functionality of subsequent plans, with strategic directions identified being a part of the local plans. Sydney even adopted additional mechanism in ensuring the translation and alignment of plans through the local strategic planning statements. Copenhagen has shown the interconnectedness of different spatial plans which SSP provides guidance for the preparation of lower level plans.

7.6.3 Regarding the existing practices, communication channels between the strategic planning section and DPO are present but can further be strengthened. Interviews with the government officials revealed that there could be closer cooperation between the two branches under PlanD. Also, potential gap between the different tiers of plan is identified, the abrupt transition from strategic plan to local plans may affect the translation of strategies. Attempts in better aligning local plans (i.e. OZPs) with SSP were made in recent years. Newly prepared OZPs has included the strategic positioning of the planning area in the explanatory statement, acting as a guidance for spatial transformation. Yet, the linkages within the current planning hierarchy have to be strengthened.

6.  STRATEGIC PLANNING CONTEXT

6.1 In view of continued population growth, increase in number of households and public aspirations for more housing supply, HS/K NDA would be an important component in the overall development strategy to provide housing land for Hong Kong in the medium- to long-term. HS/K NDA will be the next generation new town of Hong Kong planned for a total population of about 218,000 upon full development. HS/K NDA will be an integrated community with wide-ranging commercial, retail, community, recreational and cultural facilities providing employment opportunities serving the NDA as well as the adjacent areas of Tuen Mun, TSW and Yuen Long New Towns.

6.2 Being strategically located in the North West New Territories (NWNT) and well connected to the Hong Kong International Airport and the Shenzhen areas, the HS/K NDA will provide development spaces in the NWNT to meet the surging demand for various commercial and economic land uses and position to become the Regional Economic and Civic Hub for the whole NWNT region.

Figure 7-6 Inclusion of strategic context in Hung Shui Kiu OZP (Source: OZP)
7.6.4 With regard to the above findings from case studies and existing practices, the **guiding principles** below are developed for the formulation of the second improvement direction.

- **Strengthen the communication and translation of plans from strategic level to action level**
  In order to strengthen the coordination between spatial plans, the communication between plans is valued both during the plan-making and plan implementation stage. Communication in plan-making stage mainly refers to the communication between different working branches, while communication in implementation stage refers to how plans in different hierarchy relate to each other.

- **Focus on the translation of spatial solutions under the nature of TDS in HK**
  As TDS focuses on the development of broad planning framework and provision of strategic infrastructure, the improvement direction will target on enhancing the translation of spatial solutions.

- **Take advantage of the current established planning hierarchy**
  The linkage within the planning hierarchy is identified as the key for better translation of strategy. Therefore, rather than reorganizing the planning hierarchy, the actions proposed will take advantage of the long-standing planning hierarchy of HK. It is also considered that by enriching the existing practices, the proposed actions will be more feasible and achieve a more desirable outcome.

7.6.5 Hence, two actions are proposed under this direction, capitalizing on the current setup of PlanD and the existing planning hierarchy. These actions would enhance and streamline the translation of strategy from SSP to local plans, which are targeted for short and medium term improvements.
### Action 2-1: Enhance intra-departmental communication

<table>
<thead>
<tr>
<th><strong>Settings</strong></th>
<th><strong>Action type</strong></th>
<th>Intra-departmental arrangement</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Resources</strong></td>
<td><strong>Low</strong> requirement: Based on the current setup of PlanD, administrative cost and time cost for the establishment of regular communication channels</td>
<td></td>
</tr>
<tr>
<td><strong>Actor</strong></td>
<td>PlanD</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Targeted issues</strong></th>
<th>The relatively weak linkage between the Strategic Planning Section (SPS) and District Planning Office (DPO)</th>
</tr>
</thead>
</table>

**Benchmarking Insights**
- Copenhagen: Strong coordination and direction provided in SSP to guide the development of local plans
- Singapore: Strong inter-departmental collaboration on planning issues

**Description**
The action capitalises on the existing institutional setup of PlanD to develop a more regular communication channel between the SPS and DPO. More frequent and dedicated meetings for clear delivery of visions from HK 2030+ to action plans are recommended to be conducted through the regularised communication channel.

Referring to the existing setup of PlanD, territorial planning and district planning are under different branches. We believe that both branches hold respective information which can contribute to better plan formulation. For example, DPO can provide specific information about its planning area, which SPS can take into account when formulating overall spatial strategies. Communication and collaboration between the two branches also allow DPO to better understand the desired spatial transformation outlined in SSP. Upon gaining more detailed understanding from the planning intention of HK 2030+, DPO can further incorporate the strategies in SSP as consideration criteria for planning application, working towards the vision of SSP.
Implication

- Enhancing sharing of information between SPS and DPO for better plan formulation
- Creating a clearer funnelling of strategies from the SPS to DPO to realize strategies developed by the SPS
- Preventing any misunderstanding or misinterpretation to the planning intention and implementation within PlanD

Potential limitation

- Communication cost is required for regular meeting across different working branches
**Action 2-2: Strengthen the linkages of spatial plans within the planning hierarchy**

<table>
<thead>
<tr>
<th>Settings</th>
<th>Action type</th>
<th>Internal protocol development</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Refinement on OZP framework</td>
<td></td>
</tr>
<tr>
<td>Resources</td>
<td>Moderate</td>
<td>requirement: Administrative cost and labour cost for PlanD in revising all OZPs with the new framework</td>
</tr>
<tr>
<td>Actor</td>
<td>PlanD</td>
<td></td>
</tr>
</tbody>
</table>

**Targeted issues**
The subtle and insufficient translation from visions of SSP to statutory action plans as implementation mechanism.

**Bench-marking Insights**
- Singapore: Potential to strengthen the linkages of spatial plans through incorporating visions into statutory plans
- HK newly made OZP with RODP: Incorporation with the SSP is found in explanatory statement of KTN, FLN, HSK’s OZPs for translating visions in HK 2030+ into action plans

**Description**
The action utilises existing plan delivery channel which is used as translating SSP visions into action plans. It aims at strengthening the linkages of SSP in HK with the spatial plans within the planning hierarchy. With consideration of the current planning hierarchy, rather than adding a new legislation mechanism or documents to enhance the linkages, amendment on the OZP and refinement within PlanD may be the more cost-effective way for significant improvement. A new internal protocol on a compulsory revision of OZPs upon the release of SSP would be developed. This should not be only targeting on the newly made OZPs with RODP, but all the OZPs currently in the planning system. During the revision of OZP, a new section on strategic planning context is to be added in the explanatory statement. It will illustrate the strategies outlined in the SSP for that planning scheme area. For example, the initiatives of the Eastern Knowledge and Technology Corridor as mentioned in HK 2030+ could be included in Tseung Kwan O’s for the transformation of TKO’s industrial estate into new technological hub. We believed that the action could be strengthen the linkages between TDS and OZPs, in the way that the conceptual schematic mappings can be translate into action plans that guide the future planning of the related areas.

**Implication**
- Translating the visions in SSP into action plans in a more comprehensive manner
- Refining the interlinking relationship between the planning applications of SSP
- Realising the planning intention of SSP by providing additional guidance on planning with the new OZP framework.
- Inducing the spatial transformation outlined by SSP in the urban redevelopment project or new development projects
Potential limitation

- Some of the strategies may not be having strong spatial implication for the translation from SSP to OZPs
- Further discussion may be needed within PlanD, typically on the method of reporting in the explanatory statement. Possible directions may be incorporating a general/overall strategic directions, or a more detailed and specific strategies mentioned in the building blocks, or even more detailed action plans in the OZPs in realising the planning intention in SSP

Summary

7.6.6 In summary, the implementation of the two actions can be concluded with the following flowchart, emphasising the relationship between action 1 and 2 under the different stages of HK 2030+. The collaboration improvements can not only improve plan delivery, but also secure the planning intention in SSP being realize in the future development under the planning control like OZP. Overall, it is aspired that the intra-departmental communication, and also the linkages of spatial plans, can be strengthened, with consideration towards the current planning hierarchy. Meanwhile, it is expected that the more communicative and more concrete the plan delivery process is, the more effectively and efficient the planning intention can be translated to actions in building the more desired HK.
7.7  **Direction 3 - Rethink the Workflow and Techniques of Public Engagement**

7.7.1 In the third improvement direction, the ideas of all actions are drawn from **Key issue 4:** the efficacy of public engagement. The previous analysis of key issues in section 5.5 illustrated the gaps in understanding between public and officials in PE process in Hong Kong. It is identified that the workflow of PE engagement context and feedback mechanism are important to improve the public responsiveness and quality on PE itself, in which the effective and clear information dissemination can help reducing the gap of misunderstanding and facilitate the discussion process.

7.7.2 Drawing **insights from case studies,** the practices of New York and Seoul showed the opportunities of utilising social media as alternative ways to enhance the media coverage of PE and reach the youth. The practice of Sydney offers another informal but alternative method of using mobile game to conduct big data analysis to facilitate informal discussion and data collection through the result of gaming pattern of the public. Moreover, the practices of New York and Copenhagen showed examples of an interactive, visualised online data platform, through which the public gain a better understanding of planning information through the visualised data in map or infographic format. Furthermore, the adoption of 3D virtual reality visualisation platform with commenting system in Singapore allows informal feedback and provides a clear visual experience for public.

7.7.3 In terms of **existing practices,** it is observed that PE has been reduced to only one session in HK 2030+, from three sessions in HK 2030 before the promulgation of final report. The absence of engagement in the earlier stage of PE raised public criticisms. While it is a good sign that new PE activities were organised in the consultation period of HK 2030+, such as school talks and field trips, there are more the planning authority could do to improve its engagement tools such as the advancement of on 3D illustrations and information dissemination techniques in other government departments.

7.7.4 Summarising the findings, several **guiding principles** are developed in suggesting actions for this improvement direction:

- **Achieve a workflow in which the public are engaged**
  Increase the opportunity of public engagement during different stage of plan making process, in which public can engage deeper and earlier

- **Disseminate information in a publicly understood manner**
  Enhance the understanding of the general public of planning strategies and rationales

- **Implement diversified and innovative activities**
  Adopt diversified, innovative and interactive PE activities
• **Provide bilateral communication**
  Ensure two-way communication between the public and the government in PE exercise

7.7.5 Hence, capitalising past practices, on-going government efforts, and overseas experiences, four actions are proposed to enhance the quality of PE exercises. With the diversified focus on the four actions, they are targeted for short-to-medium-term improvements.
Action 3-1: Initiate PE sessions throughout different stages of workflow

**Settings**

**Action type** Rearrangement of the workflow

**Resources**

- **Low requirement:** Financial resources; administrative resources on additional PE process; manpower with planning expertise to facilitate PE activities

**Actors**

DEVB & PlanD in charge on organising the PE process; participation of third parties on operating PE

**Targeted issues**

Limited PE capacity and impact under a tight plan-making schedule

**Bench-marking Insights**

- New York City and Copenhagen: Practice of PE process in the earlier stage of workflow of strategic plan; Seoul: more than one stage of PE in the workflow of strategic plan
- Past practice of Hong Kong in HK2030: three stages of PE, which cover all stages in the workflow.

![Figure 7-9 Reports of 3 stages of PE in HK2030 (Source: PlanD)](image)

**Description**

The action aims to increase the opportunity of PE sessions in the overall workflow of strategic plans. It is suggested providing an additional PE session between the stages of baseline issues review and formulation of proposed framework. By enabling PE sessions in the earlier stage of plan making process, the capacity and volume of PE can be enhanced.

![Figure 7-10 Proposed PE sessions on the new workflow of SSP](image)
Implication

- Improving up the credibility and public image of government by allowing more public participation
- Increasing the representativeness and quality of the strategic plan by adapting public inputs in the plan
- Providing multiple PE sessions for plan refinement as a kind of two ways communication from official to public
- Empowering the public and encouraging more participation in urban development issues

Potential limitation

- Substantial resource required in terms of manpower, time and cost
- Efficiency of plan making may has to be compensated
Action 3-2: Improve information dissemination of plans through online platforms

<table>
<thead>
<tr>
<th>Settings</th>
<th>Action type</th>
<th>Digital platform enhancement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resources</td>
<td>Low requirement: Additional Technical resources (based on similar actions in direction 1)</td>
<td></td>
</tr>
<tr>
<td>Actor</td>
<td>DEVB &amp; PlanD in charge to manage the platform; Third parties to assist the technical arrangements</td>
<td></td>
</tr>
</tbody>
</table>

Targeted issues: Inefficient information dissemination to the public which lead to the creation of knowledge gaps.

Benchmarking Insights:
- New York and Copenhagen: visualisation of planning information, plan details in online portals or website

Figure 7-11 NYC Planning Lab to disseminate and visualise planning information online for public access (Source: NYC Planning Lab)

Description:
The action aims to improve the information dissemination techniques through visualising the plan details in a more interactive and clearer format, based on the existing efforts by the government and the similar concept mentioned in the direction 1. By map and infographic illustration, the process of discussion in PE can be facilitated, in which the public are able to retrieve the data from the online system and interpret, "play around", make analysis for more in-depth discussion. It will provide an alternative method for public to acquire planning information and SSP plan details apart from the PE booklet (see Figure 7-12).
Figure 7-12 HK2030+: booklets with different maps to illustrate actions;
Figure 7-13 Visualizing plan details through interactive spatial platform (refers to Direction 1); dialogue boxes to offer additional information (Courtesy: ground.hk)

**Implication**

- Increasing the legitimacy of the decisions made by the government
- Enhancing the understanding of the public of planning intentions, trade-offs and limitation of government policy
- Bridging the gap in understanding of data, facilitating discussions and the consensus building process
- Generating motivation for the public to access the data through visualising and in a simple format

**Potential limitation**

- Additional technical assistance required for certain groups of users
- Interpretation of data subject to personal preferences
- Additional efforts required for cyber security
Action 3-3: Revamp the engagement tools

**Settings**

- **Action type**: Amendments to the engagement tools and methods
- **Resources**: Low requirement: Talents in technology; additional financial resources
- **Actors**: PlanD in charge to manage and organise engagement activities; DEVB and third party to assist the technical arrangements and operation

**Targeted issues**

Comparatively low media coverage on the PE of SSP; Knowledge gaps in understanding between the public and the officials

**Bench-marking Insights**

- Sydney: Using mobile game as one of the engagement tools to conduct big data analysis and as informal but alternative engagement method; Figure 7-14 “My Metropolis”: mobile game developed by Sydney government on collecting users’ pattern and big data as comments (Source: My Metropolis)

- New York City and Seoul: utilising social media functions to increase media coverage and reach more public; Singapore: 3D virtual reality visualization platform with commenting system; Figure 7-15 3D Visualisation invented by Singapore government on the urban data
Description
This action can be divided into two concepts: the use of new media to enhance media coverage of SSP; and using unconventional tools as alternative way in PE. To begin with, by utilising the functions of social media, such as livestreaming and hashtag challenges, the information of SSP and the promotion of PE activities can be shared and advertised through these new methods available in the social media platform. Besides, innovative tools and new technology will be used as an alternative to the conventional engagement tools in PE activities. VR technology will be used in the PE activities by offering visualisations for public to brainstorm ideas, of which the methods can capitalise the existing government efforts in 3D spatial infrastructure model constructed by DEVB. The enhancement of existing 3D illustration can adopted as the engagement tools for public to facilitate discussion and public understanding. Furthermore, the use of mobile game as informal tools in the engagement to conduct big data and collection of users’ feedback will bring in a new interactive engagement experience.

Implication
- Maximising media exposure of SSP through social media
- Providing a brand-new experience of visualisation and simulation of innovative technology
- Enriching the participation experience by employing new methods and media
- Improving the understanding of the public towards SSP via realistic visualisation to facilitate discussions and the consensus building process

Potential limitation
- Additional technical assistance required for certain groups of users
- Quality of the data collected subject to the competence level of the public
- Additional efforts on cyber security
Action 3-4: Re-introduce feedback mechanism of PE

Settings  Action type  Rearrangement of the workflow
Resources  Low  requirement: Additional resources to consolidate public views in limited period of time
Actor  PlanD

Targeted issues

- Copenhagen: A document to illustrate the comments and views on the strategies along with official reply
- Past practice of Hong Kong in HK2030: Publishing official documents on responding the public comments

Benchmarking Insights

- Figure 7-16 Previous practice on official feedback on PE in HK2030 (Source: PlanD)

Description

The action refers to the reinstatement the official feedback mechanism practiced in the HK2030. By illustrating clear responses from official on the comments and views raised by public collected in the PE. The publication of feedback can be illustrated through official documents or illustrate online in order to maintain a two-way communication between government and public on the SSP.

Implication

- Demonstrating the responsiveness of government to public comments
- Higher transparency and confidence on government of working strategic planning
- Willingness of the public to participate in consultations as their views and opinions are valued by government
Potential limitation

- Lengthening the time required for plan making, hence the efficiency may have to be compensated

Summary

7.7.6 In summary, the implementation of four actions can be concluded in the following chart, emphasising the ascending relationship between all actions to achieve the outcomes. The provisions of more engagement opportunities and access to planning information helps empower the public and enable them to participate in meaningful discussions generating useful input which can be fed back to improve the quality of SSP through the interaction engagement tools and two-way communication channels.

![Figure 7-17 Summary of actions in direction 3](image-url)
7.8 Direction 4 - Introduce a Monitoring and Evaluation Mechanism

7.8.1 With reference to Key issues 5 and 6, despite attempts at formulating a response mechanism in HK 2030, continuous monitoring of changes and follow-up actions have been obscure and unavailable to the public domain, affecting the delivery of timely response to underperformance and external changes. The fourth improvement direction is to introduce a well-established evaluation mechanism to enhance the responsiveness of strategic plans and to measure the performance of initiatives in achieving the proposed objectives.

7.8.2 International scholar (S5) has asserted the necessity of monitoring SSP on a regular basis in interview. International case studies have found that cities such as Singapore, Sydney and New York City have conducted mid-term reviews, at an interval of 4 – 5 years, of SSP to assess the progress made towards achieving its planned goals. Besides, performance indicators are employed to monitor the changes against baseline conditions annually, showing the possibility of measuring the status and progress of development initiatives.

7.8.3 As at the time of writing, there is no mention of evaluation criteria of development options nor a systematic review and evaluation mechanism that serves to monitor and react to the changing environment in the public consultation booklet of HK 2030+. On the other hand, the final report of HK 2030 has proposed a response mechanism with checkpoints every two years (Figure 7-18). However, since the promulgation of the plan, the review process and outcomes have not been published and are unknown to the general public.

Figure 15.1 Response Mechanism

Figure 7-18 Intervals for monitoring situation (Source: Chapter 15 of HK 2030)
7.8.4 The fourth improvement direction is formulated based on the following guiding principles:

- **Enhance the role of HK 2030+ as a spatial framework that guides development**
  Outputs can help better inform and prioritise actions, and optimise the efforts of relevant working units by synchronising understandings of expected progress and outcomes.

- **Focus on the delivery of spatial aspects**
  Spatial intervention can be quantified and measured over time. The changes in figures can also be easily understood by the public.

- **Enable responsive measures for preparing subsidiary district plans or development projects**
  Timely adaptation to the fast-changing environment to ensure the plan can keep up with the dynamic nature of development.

7.8.5 Four key actions are proposed under this direction: performance indicators, regular and continuous monitoring, interim review as well as a feedback loop for plan refinement. These actions will help enhance the responsiveness of strategic plans and serve as a communication tool between the government and the public, targeting for medium term improvements.

**Action 4-1: Develop performance indicators**

<table>
<thead>
<tr>
<th>Settings</th>
<th>Action type</th>
<th>Development of measurement tools</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resources</td>
<td><strong>Low</strong> requirement: Administrative cost and manpower for PlanD in developing workable indicators</td>
<td></td>
</tr>
<tr>
<td>Actors</td>
<td>PlanD, with consultation with other government departments</td>
<td></td>
</tr>
</tbody>
</table>

**Targeted issues**
Systematic Monitoring and review of the performance of SSP initiatives unavailable

**Bench-marking**
- Copenhagen, Singapore, Seoul, New York City: Annual measurement and reporting of performance indicators

**Insights**
- HK’s BSAP: indicators for monitoring biodiversity
Description

This action aims to substantiate key actions under each strategic development of HK 2030+ with measurable outcomes. The performance indicators will serve two purposes: (i) the foundation of a systematic monitoring and evaluation mechanism; and (ii) a tool of public communication to increase understanding of the proposed effects of SSP. By relating objectives and goals by the plan directly with the expected outcomes of development, indicators help review development priorities and effectiveness of initiatives taken.

Stakeholder engagement is crucial in the development of a widely-recognised performance indicators. The implementation of development strategies and data collection require joint efforts of different key actors in the government. Consultations should be held with relevant stakeholders and the public to identify their key concern areas and to acknowledge their needs and aspirations.

### Lead agencies:
PlanD, TD, LCSD

### Performance indicators

#### Connectivity
- Percentage of population fall within MTR’s catchment area
- Percentage of countryside area accessible by public transport

#### Walkability
- Walking trips as a percentage of all trips
- Progress of streetscape enhancement

#### Cyclability
- Length of cycling lanes

#### Accessibility
- Percentage of residents with access to public amenities
- Job containment and distribution by types

#### Permeability
- Progress of streetscape enhancement

---

**Figure 7-19 Examples of performance indicators for An Integrated City under Building Block 1**
(Source: PlanD)
Implication

- Raising public understanding of the expected outcomes of SSP
- Optimising the efforts of relevant government units by synchronising their understandings of development strategy and actions
- Allowing consistency in performance monitoring and efficiency in reporting

Potential limitation

- Certain goals, such as the multi-dimensional concept of liveability, can sometimes be hard to be quantified and measured
- There is a tendency of responsible agencies to chase after numbers at the expense of the quality of measures
Action 4-2: Develop an open access dashboard of indicators

**Settings**  
Action type: Development of information dissemination platform

**Resources**  
Low requirement: technical support to incorporate the dashboard to the spatial platform proposed in Direction 1 & 3; Administration cost for information gathering and graphic visualisation

**Actors**  
PlanD, with data input other government departments

**Targeted issues**  
The obscure monitoring and review of the status of proposed objectives and performance of SSP initiatives

**Bench-marking**  
- Sydney: Greater Sydney Dashboard  
- HK: Updates on coronavirus and “City at a glance” in website DATA.GOV.HK.

**Insights**

**Description**  
This action aims to build an open dashboard, in coherent efforts of Improvement Direction 1 and 3, for presenting baseline conditions and changes over time. The dashboard will gather most recent publicly available data and provide updates on the status and progress of implementing development projects. It is suggested presenting the data in table forms and graphically to ease the reading of ordinary citizens (examples see Figure 7-19). Through comparing with the baseline conditions, the public can easily comprehend the growth and changes made by the government. A reader-friendly interface further contributes to the interactivity and transparency of SSP practices.

<table>
<thead>
<tr>
<th>Key Actions</th>
<th>Performance Indicator</th>
<th>Status</th>
<th>2007</th>
<th>2012</th>
<th>2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>Connectivity</td>
<td>The percentage of population fall within MTR’s catchment</td>
<td>Ongoing</td>
<td>56%</td>
<td>75%</td>
<td>80%</td>
</tr>
</tbody>
</table>

Figure 7-20 Example of proposed dashboard of indicators
Implication

- An interactive tool containing a wide range of data sources to help monitor growth and change
- Enhancing public access to planning related information and progress of plan implementation

Potential limitation

- Caution should be exercised when interpreting the trends, as there could be interruption by external factors such as economic recession, and changing public aspiration
**Action 4-3: Introduce interim review on the progress**

<table>
<thead>
<tr>
<th>Settings</th>
<th>Action type</th>
<th>Administrative arrangement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resources</td>
<td>Low requirement: Administrative costs in compiling reports and developing follow-up actions</td>
<td></td>
</tr>
<tr>
<td>Actors</td>
<td>PlanD, with data input other government departments</td>
<td></td>
</tr>
</tbody>
</table>

**Targeted issues**
Absence of regular monitoring

**Bench-marking Insights**
- Singapore, Sydney, New York City: Mid-term review at an interval of 4 – 5 years to assess the changing environment and implementation progress
- HK: Population By-census

**Description**
As pointed out in the PE booklet of HK 2030+, “the territorial development strategy is a living document that is constantly updated together with the community.” (p.1), there is a necessity to introduce an interim review every 5 year to strengthen the responsiveness of the plan. Through regular review of the progress and monitoring of the latest trends, more timely responses and interventions to unexpected socio-economic events, such as economic recession, and outbreak of pandemic, can be made. The focuses of the interim review will rest on the progress made towards achieving the objectives, and the challenges and obstacles faced, in order to inform follow-up actions and prioritisation of resources.

**Implication**
- Enabling plan refinement to adapt to the changing environment and make the plan best suit the dynamic nature development
- Updating the public on the progress of implementation and increasing transparency

**Potential limitation**
- Given the long period of time required for major development projects, e.g. NDAs, a 5-year review may not be able to show significant changes
Action 4-4: Establish a feedback loop for plan refinement

<table>
<thead>
<tr>
<th>Settings</th>
<th>Action type</th>
<th>Internal feedback mechanism</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resources</td>
<td>Moderate requirement: intra-department coordination</td>
<td></td>
</tr>
<tr>
<td>Actor</td>
<td>PlanD</td>
<td></td>
</tr>
</tbody>
</table>

Targeted issues: Long timeframe of SSP without regular monitoring in-between plans

Benchmarking Insights:
- Singapore, Sydney, New York City: Mid-term review at an internal of 4 – 5 years to assess the changing environment and implementation progress

Description
Results from regular monitoring of performance monitoring, and plan reviews, at 5 and 10-year intervals, are important pieces of information that can be used to improve the development and quality of development strategies and key actions. A feedback loop is suggested so that refinement of key actions and adaptive management of development plans can be introduced through learning from experiences and lessons from past practices (Figure 7-20). As proposed in Improvement Direction 2, the feedback loop will also initiate the revision of relevant OZPs in order to reflect the possible changes in development strategies in accordance to the actual situation.

Implication
- Enabling up-to-date planning actions
- Learning from experiences and practices through on-going review

Potential limitation
- Areas such as economic growth and land supply require sufficient time to see the changes
Summary

7.8.6 The four actions of the Improvement Direction 4 can be concluded in the following figure. The workflow of SSP shall not cease at the promulgation of plan. Continuous monitoring and review are essential for plan implementation and evaluation. Open access to such information to the public as an effective communication tool is crucial too. Interim reports and full review once a decade are important sources of information which can be fed back to refine the development of strategic directions and key actions, for advancing the city closer to the overarching vision.

![Figure 7-21 Summary of Improvement Direction 4](image-url)
7.9 Direction 5 - People Centric, Inclusive Plan through Co-production

7.9.1 Direction 5 is an exploratory thought of seeing SSP as a social process through which stakeholders develop strategies and actions for guiding spatial changes with a shared vision and a human-centric approach (Key issue 1) for the future of the city (Healey, 2009). It would require fundamental changes to current SSP of Hong Kong – the Territorial Development Strategy (TDS) in terms of its approaches and practices of public engagement and incorporation of various views in its plan making process.

7.9.2 Scholars have observed that existing planning systems have been largely a stage-managed process that is characterised by a technical thinking and predominance of expert knowledge (Swyngedouw, 2010). SSP, being transformative and action-oriented, is in fact also a force in enabling change. Co-production, as an innovative practice for collective decision making, is proposed to create integrative, publicly recognised socio-spatial places (Albrechts, Barbanent & Monno, 2019). The bottom-up input can potentially add to the human dimensions of SSP, informing what truly matter to the citizens and to localise broad concepts such liveability and accessibility to the community level.

7.9.3 Studies of other international cities illustrates the possibility not only to engage the citizens since the early on-set of plan preparation, but also to allow discussion and contribution by the public in developing goals, strategies and plans respectively that orient to people, as in Copenhagen and Seoul. In the supplementary example of Reading, UK, a participatory framework of stakeholder engagement was adopted to co-develop the city’s overall vision statement and strategic directions through a series of workshops and incorporation of stakeholder views into the official plan (Dixon et al, 2018).

7.9.4 The plan making process of HK 2030+ and previous TDS is primarily a top-down one. The overarching vision – “Asia’s World City” was devised by the Central Policy Unit, together with the then Chief Executive for branding Hong Kong to the international community in 2000 (Interviewee G3 & G4). While the drafting of HK 2030+ has collaborated with different parties, including other government bureaux and departments, scholars and expertise, the public are only engaged at a later stage (Figure 7-22). The public are not involved nor consulted until the proposed spatial development framework and key strategies have been formulated by the government. In other words, SSP of Hong Kong remains at the tokenism in the ladder of public participation. As society progresses, the quest for a more people-centric, inclusive plan has been growing.
Figure 7-22 Major Tasks of HK 2030+ (Source: PE Booklet of HK 2030+)
**Action 5-1: Introduce co-envisioning by urban foresight techniques**

<table>
<thead>
<tr>
<th>Settings</th>
<th>Action type</th>
<th>Resources</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Introduction of new engagement techniques and thinking</td>
<td>Moderate requirement: Revision of workflow; Time and administrative costs in engagement activities; Training for planners</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Actor: PlanD</td>
</tr>
</tbody>
</table>

**Targeted issues**
Top-down plan making process with pre-determined vision and strategies

**Benchmarking Insights**
- Seoul: In-depth focus group discussion by Citizen Group
- Copenhagen: Preliminary debate and discussion on past and upcoming strategies
- Reading, UK: Co-created city visioning through urban foresight techniques

**Description**
This action aims to engage the public early, deeply, and interactively, providing them the channel and opportunity to co-develop the overall vision for the city, and development strategies and actions needed to reach the shared futures. Urban foresight techniques refer to the science of thinking ahead the future of cities – beginning with ideas about what desirable future(s) of a city ones want to achieve and then co-creating the paths needed to achieve these and drive changes (Dixon et al, 2018). Participatory vision building activities are key to generating an integrative and inclusive plan, in which citizens are empowered to contribute to the SSP through consensus building. The co-production techniques should be seen a continuous mutual learning process between the authorities and the general public, in order to narrow the scope of misinterpretation and synchronise the yearning for a favourable city future.

Figure 7.23 illustrates how the co-envisioning process can be carried out in practice. It begins with the formation of Citizen Group comprised of participants from diverse background, such as age, education, ethnicity, occupation and living district. In-depth engagement activities such as thematic forums and training can help empower citizens to take part in fruitful dialogues and make collective decisions. Shared visions can be reached through consensus building and territory-wide public consultation. The outcomes will then be fed back to the planning agency and can be further developed with the help of experts such as designers and planners to be integrated into SSP.
Figure 7-23 Example of co-envisioning practice

**Implication**
- Enhancing commitment and agreement of the vision and development strategies by key actors
- Increasing the legitimacy of the plan
- Improving public understanding of and support for the plan

**Potential limitation**
- Consensus building takes time, and lengthy negotiation may lower the efficiency of plan making
- The quality of the discussion outputs depends on the competence of the participants, and the incorporation of ideas into the official plans depends on how the authorities make use of them
- Problem of representativeness of participants and sample sizes
7.10 Direction 6 - New Institutional Arena that Facilitates Synergy among Various Policy Aspects

7.10.1 Improvement direction 6 is formulated on top of Direction 1 as an exploratory action. Upon improvements on coordination and collaboration, the future of SSP could ideally move towards the vision of having a coordinated series of strategic plans. If the long term vision is also shared among other strategic plans/ blueprints, the collective effect amongst Bureaus/ Departments is more likely to enhance the achievability of SSP. With the increasing complexity of urban conditions, the future of cities requires a multi-disciplinary perspective in approaching urban issues (Bagaini, Balmas, Koryakina, Mangiatordi, Pesce and Reccia, 2017). There is no exception to the plan-making and implementation to SSP, such that stronger synergy among various policy aspects will be essential in the future.

7.10.2 Positioned as a Territorial Development Strategy, it is acknowledged that SSP has a primary focus on spatial implications over other policy arenas. Yet, the Hong Kong Institute of Planner has reiterated that the plan-making process of SSP should also invoke discussion beyond the narrow definition of land use planning (2002). Thus, major policy falling beyond the remit of PlanD and DEVB is one of the major hindrances for SSP in HK to unleash its full potential.

7.10.3 In addition, strategic plans promulgated by different Bureaus/ Departments remain rather uncoordinated nowadays. Although HK2030+ has cross referenced different strategic plans, such as the Biodiversity Strategy and Action Plan (BSAP), Energy Saving Plan, Blueprint for Sustainable Use of Resources (Figure 7-24), etc, the target year of each plan differs. Interviewee G2 also remarked the difficulties in aligning all plans as other bureaus/ departments do not have the practices of planning for a long time horizon, while Interviewee P1 (Member of the BSAP Steering Committee) revealed the absence of consideration during the BSAP formulation process.

Figure 7-24 Example of Strategic Plans and Blueprints (Source: HK Gov)
7.10.4 Regarding **insights from case studies**, it is recalled that the case of Seoul, New York and Sydney have formed higher-level coordination bodies to ensure effective integration of goals and coordination of actions among various agencies. Not only can such arrangement facilitate better resources allocation, but also ensure the subjectivity of the decision-making process, which is beneficial to both plan-making and plan-implementation.

7.10.5 Regarding **existing practices**, the Policy Innovation and Coordination Office was revamped from the Central Policy Unit as a new office under the Chief Executive for policy research and innovation, co-ordination across bureaux and departments, enhancing public participation in policy formulation as well as rendering assistance in co-ordination work for cross-bureaux policies (PICO, n.d.). Apart from its responsibility and position within the organisational structure of the government, PICO has a multi-disciplinary team of economists, policy analysts, town planners and statisticians to oversee coordination and innovation matters. Together with its familiarity with the commission on innovation and strategic planning, the potential for PICO to oversee inter-bureaus/ departments coordination on strategic planning matters should not be understated.
Action 6: PICO as the coordination body to strengthen synergies among bureaus/ departments

Settings

<table>
<thead>
<tr>
<th>Action type</th>
<th>Revise the key actions of PICO</th>
</tr>
</thead>
</table>

Actor

Policy Innovation and Coordination Office (PICO), leading bureaus/ departments of Strategic Plans (e.g. ENB, ITB, THB), DEVB and PlanD

Bench-marking Insights

- Seoul, New York and Sydney: The establishment of a higher level coordination body to initiate synergy among different government agencies.

Description

The action capitalises on the expertise and institutional capacity to strengthen synergies among Bureaus/ Departments. The proposed concrete actions of PICO include but are not limited to:

- **Plan-making**: Identify the commonalities and tally the timeframe of different strategic plans and blueprints; and
- **Plan Implementation**: Translate key actions in SSP into policy agendas of different Bureau/ Departments.

Regarding the synergy during the **plan-making** process, Smart City Initiative is one of the policy directions that demonstrate urgent need for better coordination among different policy arenas due to its multi-disciplinary nature. While smart mobility is covered in both the Smart City Blueprints (ITB) and the HK2030+ (DEVB & PlanD), many of its strategic actions fall into the jurisdiction of THB & TD. Thus, PICO could better coordinate the division of labour and allocation of resources to support policy initiatives at planning stage.

Regarding the synergy in **plan-implementation**, translating strategies into policy agenda of different Bureaus/ Departments is another critical step for the comprehensive delivery of SSP. Looking into the 2nd building block of “Embracing New Economic Challenges and opportunities”, the two stated strategic directions of “sufficient and suitable human capital” and “a diversity of economic sections” require the further provision of economic incentives for the business sector and talent programmes to maximise the opportunities offered by spatial considerations. This ultimately requires the involvement of other agencies including Commercial and Economic Development Bureau (CEDB), Security Bureau (SB), Immigration Department (IMMD), etc under the policy plans coordinated by the PICO.
Implication
• Cultivating better communication and coordination among Bureau/Departments

Potential limitation
• Concrete division of labour subject to further feasibility studies due to its substantial change to the existing coordination structure through steering mechanism
7.11 Summary on Improvement Directions and Actions

7.11.1 In summary, six improvement directions are suggested based on the identified key issues regarding SSPs in HK. The first two direction aims to enhance the existing institutional practice in the government and the planning body (PlanD), which facilitates better coordination and collaboration in plan making and plan delivery. Direction 3 and 4 aims to improve the next SSP based on its suggested actions to alter the SSP process, including the public engagement workflow and actions, and the monitoring, evaluation and adaptation mechanism. Finally, direction 5 and 6 targets at longer-term improvements, as the two direction requires more administrative resource, planning capacity and further commitments for achieving towards a transformative SSP.

7.11.2 It is also re-emphasised that actions proposed are:

- **Interlinked**: to achieve a more coordinated improvement, certain actions proposed rely on the progress and efforts of the other actions. For example, the development of the spatial collaboration arena for internal governmental use can be utilised to enhance information dissemination of plans to the public, which is stipulated as an action.

- **Less-resource intensive**: due to the intricate governmental settings, existing resources, arrangements and policy reference are capitalised in order to formulate more feasible, less resource-intensive and more probable actions, for example, taking reference of the success of utilising data dashboards (in the Coronavirus period) to enhance public understanding of urban management.

- **Targeted**: The improvement directions proposed are regarded as a resolution to the identified key issues regarding SSPs in HK.

7.11.3 Figure 7-25 summarises the implementation roadmap for the suggested actions. As being less reformative, actions in direction 1 to 4 will be implemented with a short to medium timeframe, that with successful application the actions could be in effect before the next SSP. As direction 5 and 6 constitutes actions with more resource usage and are more reformatory to the status quo, a longer time for implementation is expected. Figure 7-26 illustrates the new SSP process after all actions have been implemented. The suggested actions cover all stages of the SSP process, and will extend beyond the plan formulation stage of SSP. For example, the co-visioning stage will happen before deriving the plan’s key issues and conducting baseline studies, which aims to consolidate public inputs regarding the plan vision and progress indicators.
Figure 7-25 The implementation roadmap for the suggested actions
Figure 7-26 The new SSP process after the suggested actions
8 Conclusion

8.1 Overview

8.1.1 This Final Report has consolidated the analysis of the key issues of HK 2030+, the strategic spatial planning of Hong Kong, and proposed recommendations to improve the plan and future ones in terms of approaches, processes and practices. The Study begins with a theoretical review the emergence of the concept and key characteristics, arriving a dual understanding of SSP: as both a long-term physical proposal of development and a social process of ‘becoming’. The history and evolution of SSP in Hong Kong have been examined, providing a solid foundation for the later study. An APP framework of 10 components is a flexible analytical framework which is useful in identifying relevant components in the analysis of key issues of HK 2030+ which are often interlinked. Multi-case studies of eight overseas cities are conducted to investigate the different ways of doing in each key issue, through which insights are drawn for the case of Hong Kong. Through an incremental approach, a total of six improvement directions are suggested to improve the SSP of HK towards the vision of an integrative, publicly understood, transformative SSP ultimately.

8.2 Summary of Findings

8.2.1 An issue-based approach is adopted in the analysis of key issues of HK 2030+ as they better present the interlinkages of APP components in effecting the outcomes. With the input from 11 stakeholder interviews with local scholars, government planners, and professionals, the six key issues identified are as follows:

1. Planning intention and approach
2. Institutional capacity of planning body
3. Efficiency of strategy translation
4. Efficacy of public engagement
5. Flexibility and responsiveness
6. Targets and monitoring.

8.2.2 Taking lessons from overseas cities and stakeholder interviews, and with careful consideration of the existing conditions and adaptability to the context of Hong Kong, six improvement directions are proposed in an incremental approach to improving the TDS of Hong Kong, and moving closer to a visionary SSP:
Stage 1: Targeted to address the 6 key issues of HK2030+ to strengthen the function of TDS (Short to Medium Term: 0-10 years)

Direction 1 – Improve governmental coordination in plan making process
Direction 2 – Strengthen coordination between spatial plans
Direction 3 – Rethink the workflow & techniques of public engagement
Direction 4 – Introduce a monitoring and evaluation mechanism

Stage 2: Contribute to the achievement of a city-wide vision (Long-term: > 10 years)

Direction 5 – People-centric, inclusive path through co-production
Direction 6 – New institutional arena that facilitates synergy among various policy aspects

8.3 Concluding Remarks

8.3.1 The Study is conducted at the times of finalisation stage of HK 2030+ and based largely on the information available in the public domain. It is hoped that, the above six improvement directions aiming to improve the approaches, processes and practices of SSP in Hong Kong can help contribute to one that helps steer towards a desirable future with its citizens at its heart of planning.
9 References


Albrechts, L. (2010). More of the same is not enough! How could strategic spatial planning be instrumental in dealing with the challenges ahead?. Environment and Planning B: Planning and Design, 37(6), 1115-1127


Housing Planning and Control Activities. Asian Journal of Behavioural Studies, 3(13), 68-77.


趙劍英 (2016), 新型城市化的深圳實踐，中國: 中國社會科學出版社.


黃靜薇. (2017), “2030+公眾諮詢今結束 收逾 4000 份意見”, 香港 01, April 30, https://www.hk01.com/%E7%A4%BE%E6%9C%83%E6%96%B0%E8%81%9E/87765/2030%E5%85%A C%E7%9C%BE%E8%AB%AE%E8%A9%A2%E4%BB%8A%E7%B5%90%E6%9D%9F-% E6%94%B6%E9%80%80%E4%BB%BD%E6%84%8F%E8%A6%8B, (last accessed on 2 March 2020).
## 10 Appendices

### Appendix A – Study Programme

<table>
<thead>
<tr>
<th>Tasks</th>
<th>Duration (Weeks)</th>
<th>Jan-20</th>
<th>Jan-27</th>
<th>Feb-03</th>
<th>Feb-10</th>
<th>Feb-17</th>
<th>Mar-02</th>
<th>Mar-09</th>
<th>Mar-16</th>
<th>Mar-23</th>
<th>Mar-30</th>
<th>Apr-06</th>
<th>Apr-13</th>
<th>Apr-20</th>
<th>Apr-27</th>
<th>May-04</th>
<th>May-11</th>
<th>May-18</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-1</td>
<td>Theoretical review of SSP</td>
<td>3</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1-2</td>
<td>Evolution of SSP in HK</td>
<td>5</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1-3</td>
<td>Key issues of SSP in HK</td>
<td>5</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1-P</td>
<td>Preparation of Inception Stage Presentation</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Inception Stage Presentation</td>
<td>-</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1-R</td>
<td>Preparation of Inception Report</td>
<td>9</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Submission of Inception Report (Mar-23)</td>
<td>-</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Stage 1: Inception Report**

<table>
<thead>
<tr>
<th>Tasks</th>
<th>Duration (Weeks)</th>
<th>Jan-20</th>
<th>Jan-27</th>
<th>Feb-03</th>
<th>Feb-10</th>
<th>Feb-17</th>
<th>Mar-02</th>
<th>Mar-09</th>
<th>Mar-16</th>
<th>Mar-23</th>
<th>Mar-30</th>
<th>Apr-06</th>
<th>Apr-13</th>
<th>Apr-20</th>
<th>Apr-27</th>
<th>May-04</th>
<th>May-11</th>
<th>May-18</th>
</tr>
</thead>
<tbody>
<tr>
<td>2-1</td>
<td>Desktop Research for Stakeholders Interview and Analysis</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Conduct Interviews for Stakeholders Interview and Analysis</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2-2</td>
<td>Desktop Research for Case Studies Analysis*</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Conduct Interviews for Case Studies Analysis</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2-P</td>
<td>Preparation of Working Paper Presentation</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Working Paper Presentation</td>
<td>-</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2-R</td>
<td>Preparation of Working Paper</td>
<td>4</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Submission of Working Paper (Apr-16)</td>
<td>-</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Stage 2: Working Paper**

<table>
<thead>
<tr>
<th>Tasks</th>
<th>Duration (Weeks)</th>
<th>Jan-20</th>
<th>Jan-27</th>
<th>Feb-03</th>
<th>Feb-10</th>
<th>Feb-17</th>
<th>Mar-02</th>
<th>Mar-09</th>
<th>Mar-16</th>
<th>Mar-23</th>
<th>Mar-30</th>
<th>Apr-06</th>
<th>Apr-13</th>
<th>Apr-20</th>
<th>Apr-27</th>
<th>May-04</th>
<th>May-11</th>
<th>May-18</th>
</tr>
</thead>
<tbody>
<tr>
<td>3-1</td>
<td>Compile findings from Sub-consultants (Plantopia, Urbanet)</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Synthesizing recommendations</td>
<td>3</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3-2</td>
<td>Implementation proposal</td>
<td>3</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Implication analysis</td>
<td>3</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3-P</td>
<td>Preparation of Final Report</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Final Presentation</td>
<td>-</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3-R</td>
<td>Preparation of Final Report</td>
<td>5</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Submission of Final Report (May-18)</td>
<td>-</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Stage 3: Final Report**
# Appendix B – APP of 8 cities

## Approaches

<table>
<thead>
<tr>
<th></th>
<th>Kuala Lumpur</th>
<th>Seoul</th>
<th>Singapore</th>
<th>Sydney</th>
<th>Shenzhen</th>
<th>Melbourne</th>
<th>Copenhagen</th>
<th>New York City</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Planning intention</strong></td>
<td>Sustainability; achieving global commitments</td>
<td>Quality of life: Social harmony, economic dynamism &amp; local assets</td>
<td>The most liveable city in the world; a high-quality living environment</td>
<td>Liveability, productivity and sustainability framework</td>
<td>Sustainability, Creating growth, Regional economic cooperation</td>
<td>Sustainability, liveability, and legacy of distinctiveness</td>
<td>Quality of Life, Creating growth</td>
<td>Sustainability, Growth, Equity, Resiliency, Diversity and Inclusion</td>
</tr>
<tr>
<td><strong>Legislation</strong></td>
<td>Federal Territory (Planning) Act 1982, on SSP procedures, actors and power throughout the plan-making process</td>
<td>National Land Planning and Use Act Ch 3 &amp; 4, on SSP status, procedures and technical requirements</td>
<td>*Non-statutory Concept Plan Planning Act Ch 232</td>
<td>Environmental Planning &amp; Assessment Act 1979, on SSP status, procedures, actors, implementation and reporting</td>
<td>Urban-Rural Planning Act Approved by the Standing Committee of Shenzhen National People’s Congress</td>
<td>*Non-statutory The Victoria State Planning Policy Framework to be amended for the legalisation of the plan</td>
<td>More statutory power is delegated to the City of Copenhagen at municipal level who are responsible for both the strategic and local planning</td>
<td>New York City’s Charter City Charter stated the city government is necessary to draft strategic plan in every 4 years</td>
</tr>
<tr>
<td><strong>Projection techniques</strong></td>
<td>Single scenario in population growth in 20 years with 5% reserve for flexibility</td>
<td>Single scenario in population growth in 20 years</td>
<td>Single scenario economic and population growth estimation of 2030</td>
<td>Single scenario in population, housing and job estimation for 20 years</td>
<td>Multiple scenarios in population including low, medium and high growth from 2005 to 2030</td>
<td>Multiple scenarios only in households</td>
<td>Single Scenario in population growth from 2015 to 2027</td>
<td>Single scenario in population projection to 2050</td>
</tr>
<tr>
<td>Spatial presentation</td>
<td>Detailed strategies (e.g. directions and routing for new LRT), and indicative land-use zoning plan</td>
<td>Schematic drawing (e.g. nodes and corridors) supplemented by subsidiary implementation plans</td>
<td>Indicative land-use zoning plan</td>
<td>Schematic drawing (e.g. nodes and corridors) supplemented with subsidiary implementation plans</td>
<td>Schematic maps</td>
<td>Schematic maps</td>
<td>Schematic maps (Municipal Plans)</td>
<td>Maps, infographics and charts</td>
</tr>
</tbody>
</table>
**Processes**

<table>
<thead>
<tr>
<th></th>
<th>Kuala Lumpur</th>
<th>Seoul</th>
<th>Singapore</th>
<th>Sydney</th>
<th>Shenzhen</th>
<th>Melbourne</th>
<th>Copenhagen</th>
<th>New York City</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Institutional arena of plan making</strong></td>
<td>Commissioned by mayors and his government (City Hall)</td>
<td>Led by Planning and Coordination Office and Urban Planning Bureau</td>
<td>Coordinated by the MND and the URA</td>
<td>Led by Greater Sydney Commission with direct reporting to NSW government</td>
<td>Shenzhen Municipal Party Committee and Planning Bureau of Shenzhen Municipality</td>
<td>Department of Environment, Land, Water and Planning (DELWP), in partnership with Victorian Planning Authority (VPA)</td>
<td>City of Copenhagen (Municipal Council)</td>
<td>Mayor’s Office of Sustainability (NYMOS)</td>
</tr>
<tr>
<td></td>
<td>Responsible for drafting and revising plans, which will be gazetted by the Minister</td>
<td>Sectoral Plan further established by relevant bureau</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Guided by the Ministry of Environment (State)</td>
<td>New York City Department of City Planning</td>
</tr>
</tbody>
</table>

| **Duration varies a lot due to political influence; 3 months of objection time** | Usually 5 years with ~2 years of PE in parallel | Usually <4 years with 10 months of PE | 27 months with 8 months of PE |  |  |  |  |  |

*PE = Public engagement, SE = Stakeholder engagement*
### Practices

<table>
<thead>
<tr>
<th>Stakeholder engagement</th>
<th>Kuala Lumpur</th>
<th>Seoul</th>
<th>Singapore</th>
<th>Sydney</th>
<th>Shenzhen</th>
<th>Melbourne</th>
<th>Copenhagen</th>
<th>New York City</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public: PE as a statutory process; Exhibitions and objection processes available with less guarantee of consideration to plan</td>
<td>Public: PE as a statutory process; Multi-faceted and deep engagement exercise activities¹</td>
<td>Public: Advisory focus group as the steering force for PE; Survey and Focus groups aided with ‘super-citizens’)²</td>
<td>Public: PE as a statutory process; Submission Response Report available to provide official replies</td>
<td>Public: Online survey and forums within a month</td>
<td>Means Based on Ministerial Advisory Committee’s findings</td>
<td>Public: Statutory PE process Working groups Citizens meeting Draft plan for public consultation in PE as the basic concept of strategic plan</td>
<td>Public: Online and paper survey Public events from pop-up events, school tours to community meetings Working groups, digital and social media campaigns Stakeholders: Civic and community leaders, elected officials, advocates, senior officials from surrounding cities and counties, network and agency partner</td>
<td></td>
</tr>
<tr>
<td>Stakeholders: Less involvement of the private sector and the academics¹</td>
<td>Stakeholders: Actively engage the academics and sectoral experts throughout stages</td>
<td>Stakeholders: Actively involve the academics, sectoral experts, private sectors throughout stages</td>
<td>Stakeholders: Actively engage the academics, sectoral experts, private sectors throughout stages</td>
<td>Stakeholders: Actively engage the academics, sectoral experts, private sectors throughout stages</td>
<td>Stakeholders: Actively engage the academics, sectoral experts, private sectors throughout stages</td>
<td>Stakeholders: Actively engage the academics, sectoral experts, private sectors throughout stages</td>
<td>Stakeholders: Actively engage the academics, sectoral experts, private sectors throughout stages</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Plan delivery</th>
<th>Kuala Lumpur</th>
<th>Seoul</th>
<th>Singapore</th>
<th>Sydney</th>
<th>Shenzhen</th>
<th>Melbourne</th>
<th>Copenhagen</th>
<th>New York City</th>
</tr>
</thead>
<tbody>
<tr>
<td>3-tier translation Structure Plan  &gt; Local Plan  &gt; Development order &amp; guidelines</td>
<td>4-tier plan, 3-tier translation Urban Basic Plan supported by Living Zone Plan  &gt; Urban Management &amp; Sectorial Plans  &gt; Implementation Plans</td>
<td>3-tier translation Concept Plan  &gt; Master Plan  &gt; Urban Design Guidelines &amp; Control Plans</td>
<td>3-tier translation Region + District Plan  &gt; Local Strategic Planning Statement  &gt; Community Strategic Plan</td>
<td>Shenzhen Development Strategy  &gt; Master Plan  &gt; Sub-regional plans  &gt; District plans  &gt; Statutory plans and detailed blueprints  &gt; 5-year implementation plans</td>
<td>Plan Melbourne  &gt; 5-year implementation plan</td>
<td>12-year Municipal plan  &gt; 4-year strategy plan</td>
<td>4-years strategic plan  &gt; ZoLa (Zoning and Land Use)  &gt; Zoning index map of New York</td>
<td></td>
</tr>
</tbody>
</table>

---

1. **Kuala Lumpur**: Public: PE as a statutory process; Exhibitions and objection processes available with less guarantee of consideration to plan.

2. **Singapore**: Public: Advisory focus group as the steering force for PE; Survey and Focus groups aided with ‘super-citizens’)².

3. **Sydney**: Public: PE as a statutory process; Submission Response Report available to provide official replies.

4. **Shenzhen**: Public: Online survey and forums within a month.

5. **Melbourne**: Means Based on Ministerial Advisory Committee’s findings.

6. **Copenhagen**: Public: Statutory PE process Working groups Citizens meeting Draft plan for public consultation in PE as the basic concept of strategic plan.

7. **New York City**: Public: Online and paper survey Public events from pop-up events, school tours to community meetings Working groups, digital and social media campaigns.

8. **Stakeholders**: Civic and community leaders, elected officials, advocates, senior officials from surrounding cities and counties, network and agency partner.

---

**Plan delivery**:
- **Shenzhen**: Development Strategy  > Master Plan  > Sub-regional plans  > District plans  > Statutory plans and detailed blueprints  > 5-year implementation plans.
- **Melbourne**: 5-year implementation plan.
- **Copenhagen**: 12-year Municipal plan  > 4-year strategy plan.
- **New York City**: 4-years strategic plan  > ZoLa (Zoning and Land Use)  > Zoning index map of New York.
| Multi-level governmental cooperation | SSP formulated at mayor level, hence a guiding nature for all the subsidiary bodies in terms of vision, policies and resource allocation | Relevant bureau involvement in the formulation of goals of SSP and Subsidiary Sectoral Plans | URA and NMD as the coordination forces for other agencies; Concept Plan serves as a common reference point for different agencies | NSW Common Planning Assumptions Single scenario NSW Common Planning Assumptions ensures the alignment & agreed understanding of relevant data and policies among bureaux | SSP formulated by the statutory body, the Planning and Natural Resources of Bureau that co-manages the city renewal and the Land Development Bureau | The Victoria State Government integrated the Department of Environment, Land, Water and Planning (DELWP) | The Victorian Planning Authority (VPA) is a State Government statutory authority that acts under the direction of the Minister for Planning | Authority reform transforming from state-led SSP by the Greater Copenhagen Authority to a municipality-led SSP by the City of Copenhagen | Mayor’s Office of Sustainability (NYMOS) to guide the whole process of strategic plans includes managing and coordinating with agencies | Cross-agency thematic working groups chaired by senior government agency officials allow related public agencies will join depending on the themes |

SSP formulated by the statutory body, the Planning and Natural Resources of Bureau that co-manages the city renewal and the Land Development Bureau.
| Evaluation mechanism | Review every 20 years before the next Structure Plan; Proposed KL Urban Observatory to monitor sustainability goals performance | Review every 10 years before the next Concept Plan that plans for 40-50 years | Periodic review of performance indicators & reporting (annual, every 3 years and 5 years) | Flexible “rolling planning” for review to adapt to the needs of different eras; Review in the Master Plan level every five years; Lack of a clear structure | 5-year implementation plan and progress review reports | Municipal Plan publishes every 4 years | Indicator report indicating current, baseline and target in numerical data or indicative manner | Progress report points out the progress of each initiative in a yearly time frame | Statutory report to review plan implementation progress |

1 (Yakob, Yusof & Hamdan, 2018), 2 to be discussed in later sections, 3 (Leong, 2000), 4 (Yuen, 2009)
Appendix C - Company Profile

The Gr8t Planning Studio is an emerging planning consultancy firm in Hong Kong with experienced expertise from various backgrounds and we are confident that we can provide multidisciplinary analysis and recommendations for improving the strategic spatial plan in Hong Kong.

Organisation chart

- Chief Town Planner
  - LOK Tsz Yin, Anna

- Senior Town Planner
  - LEI Shuyu, Leslie

- Senior Town Planner
  - CHAN Chun Yin, Tommy

- Senior Policy Analyst
  - LEE Ming Wai, Vivian

- Environmental Consultant
  - TAM Tsz Ho, Cyrus

- Transport Consultant
  - LAI Chung Hon, Faith

- Urban Data Specialist
  - WONG Yui Hin, Isaac

- Engineering Consultant
  - CHU Wing Sing, Don
## Roles of our staff

<table>
<thead>
<tr>
<th>Staff Name (Role)</th>
<th>Post</th>
<th>Major Duties and Responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Dr. LOK Tsz Yin, Anna (Project Manager)</strong></td>
<td>Chief Town Planner (RPP, MRTP, MHKIP)</td>
<td>• Supervise the study process and coordinate the division of labour among planners and consultants&lt;br&gt;• Contact interviewees and coordinate external interview sessions&lt;br&gt;• Establish the theoretical foundations of the study</td>
</tr>
<tr>
<td><strong>Ms. LEI Shuyu, Leslie (Deputy Project Manager)</strong></td>
<td>Senior Town Planner (RPP, MRTP, MHKIP)</td>
<td>• Preliminary identification of case studies&lt;br&gt;• Review and advise on Public Engagement related matters&lt;br&gt;• Advise on the monitoring and evaluation of SSP in HK</td>
</tr>
<tr>
<td><strong>Mr. CHAN Chun Yin, Tommy (Deputy Project Manager)</strong></td>
<td>Senior Town Planner (RPP, MHKIP)</td>
<td>• Formulate the study methodology and propose respective working tasks for each study stage&lt;br&gt;• Review and advise on Public Engagement related matters&lt;br&gt;• Advise on the monitoring and evaluation of SSP in HK</td>
</tr>
<tr>
<td><strong>Dr. LEE Ming Wai, Vivian (Deputy Project Manager)</strong></td>
<td>Senior Policy Analyst</td>
<td>• Analyse the adaptability of international cases to HK&lt;br&gt;• Baseline review on existing policies of HK&lt;br&gt;• Outline the institutional structure of HK and other international cases</td>
</tr>
<tr>
<td>Name</td>
<td>Position</td>
<td>Responsibilities</td>
</tr>
<tr>
<td>-------------------------------</td>
<td>-----------------------------------------------</td>
<td>----------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Mr. TAM Tsz Ho, Cyrus</td>
<td>(Secretary) Environmental Consultant</td>
<td>• Review and advise on sustainability and environmental management matters</td>
</tr>
<tr>
<td></td>
<td>(EMAHK)</td>
<td>• Review the planning intention of SSP in HK</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Advise on the monitoring and evaluation of SSP in HK</td>
</tr>
<tr>
<td>Mr. CHU Wing Sing, Don</td>
<td>(Treasurer) Engineering Consultant</td>
<td>• Review and advise on infrastructure planning matters</td>
</tr>
<tr>
<td></td>
<td>(MHKIE)</td>
<td>• Review the planning intention of SSP in HK</td>
</tr>
<tr>
<td>Mr. LAI Chung Hon, Faith</td>
<td>(Secretary) Transport Consultant</td>
<td>• Review and advise on transport policy and planning matters</td>
</tr>
<tr>
<td></td>
<td>(CMILT, MRTP)</td>
<td>• Review the planning intention of SSP in HK</td>
</tr>
<tr>
<td>Mr. WONG Yui Hin, Isaac</td>
<td>(Secretary) Urban Data Specialist</td>
<td>• Evaluate data infrastructure, management and engagement tools of the existing practice</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Formulate technology-related recommendations to improve the APP of SSP</td>
</tr>
</tbody>
</table>
## Appendix D – Gist of Interviews

List of interviewees (in alphabetical order)

<table>
<thead>
<tr>
<th>Interviewee</th>
<th>Profile</th>
<th>Format</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professor Louis ALBRECHTS</td>
<td>Professor of Planning at the Department of Architecture, Urbanism and Planning, Catholic University of Leuven</td>
<td>Written</td>
</tr>
<tr>
<td>Dr Roger CHAN</td>
<td>Associate Professor, Department of Urban Planning and Design, HKU</td>
<td>Video</td>
</tr>
<tr>
<td>Professor Rebecca CHIU</td>
<td>Head of Department and Professor, Department of Urban Planning and Design, HKU</td>
<td>Video</td>
</tr>
<tr>
<td>Dr Inhee KIM</td>
<td>Senior Research Fellow, Department of Urban Planning and Design Research, The Seoul Institute</td>
<td>Written</td>
</tr>
<tr>
<td>Ms Camille LAM</td>
<td>Member, Liber Research Community</td>
<td>Video</td>
</tr>
<tr>
<td>Dr Michael LAU</td>
<td>Nature Conservation Subcommittee Member, Advisory Council on the Environment, Environment Protection Bureau</td>
<td>Video</td>
</tr>
<tr>
<td>Professor Jimmy LEUNG</td>
<td>Former Director of Planning</td>
<td>Video</td>
</tr>
<tr>
<td>Professor K.K. LING</td>
<td>Former Director of Planning</td>
<td>Video</td>
</tr>
<tr>
<td>Mr Augustine NG</td>
<td>Former Assistant Director of Planning</td>
<td>Video</td>
</tr>
<tr>
<td>Professor M.K. NG</td>
<td>Department Vice-Chairman, Department of Geography and Resource Management, CUHK</td>
<td>Video</td>
</tr>
<tr>
<td>Professor Simon PINNEGAR</td>
<td>Associate Professor, Faculty of Built Environment, UNSW Sydney</td>
<td>Video</td>
</tr>
<tr>
<td>Interviewee</td>
<td>Profile</td>
<td>Format</td>
</tr>
<tr>
<td>-----------------------------</td>
<td>-------------------------------------------------------------------------</td>
<td>--------</td>
</tr>
<tr>
<td>Professor Glen SEARLE</td>
<td>Australian Town Planner and Honorary Associate Professor at The University of Queensland and at the University of Sydney</td>
<td>Video</td>
</tr>
<tr>
<td>Dr Kenneth TANG</td>
<td>Adjunct Associate Professor, Department of Urban Planning and Design, HKU</td>
<td>Video</td>
</tr>
<tr>
<td>Mr Roger TANG</td>
<td>Former Head of Planning and Design, Urban Renewal Authority</td>
<td>Video</td>
</tr>
<tr>
<td>Government Town Planner A</td>
<td>Town Planner</td>
<td>Video</td>
</tr>
<tr>
<td>Government Town Planner B</td>
<td>Town Planner</td>
<td>Video</td>
</tr>
</tbody>
</table>
Gist of interviews

Interview Excerpt G1
Interviewee: G1
Date: 18 Mar 2020
Format: Zoom interview

1. The impact of SSP on North East New Territories New Development Areas (NENT NDAs) Study
   - Early New Town Development approaches are more straightforward (e.g. extension of Fanling Sheung Shui into NDA) and have less consideration on sustainability/ environmental study
   - In 2008 planning and engineering study of Fanling/Sheung Shui New Town: Public aspiration is less significant in early stage engagement, but removal of brownfield operations is strong in second/third stage public engagement
   - Preliminary Outline Development Plan of NENT NDAs released before HK 2030+ but the plan already has a stronger emphasis on sustainability concepts like air ventilation corridors, open space provision
   - Upon the release of HK 2030+, a lot of investigations have been done on how to actualise the building blocks of HK 2030+ in NDAs, e.g. open space capacity (3 sq.m/person, which is a surplus when compared with the current standard) and riverfront development (under study by DSD)

2. HK 2030+’s building blocks priority
   - Three building blocks are equally important
   - Measures to achieve all three building blocks have been done in different perspectives. Taking F/SS NDA as an example,
     i. Liveability: MTR public transport catchment (covering up to 90% of population)
     ii. Economic Capacity: R&D business parks, synergy with Lok Ma Chau Loop
     iii. Environmental Capacity: Public Space and river ecology

3. Hierarchy of plans
   - Task Force of Land Supply provides a broader perspective to understand public demands on development issues
   - There is not much deviation on the outcomes of development strategy of HK 2030+ and Task force. The results from TFLS may possibly make HK 2030+ more justified
• Whether there are deviations of the actual number for supply of land, this figure deviation might not be important before planning and engineering study as there are a lot of technical concerns in later stages
• HK 2030+ should be carried out at the Chief Secretary for Administration level rather than PlanD level. Although the Development Bureau participated, there is no clear distinction in decision-making
• As HK 2030+ should be the overall vision of the entire HK, PlanD should take the leading role while the Chief Secretary for Administration ’s participation is essential in pushing forward the collaborative effort among different bureaux and departments

4. Inter-departmental collaboration and communication
• If departments are under different bureau, there is no decision-maker on who can override who. (e.g. EDB and DEVB have equal power)
• Example: PlanD and LCSD have different understandings of the quality of public space. PlanD has no capacity in forcing LCSD to deliver Regional Public Space (Town Park) when LCSD just makes it as a normal district open space with a less bold attempt.
Interview Excerpt G2
Interviewee: G2
Date: 18 Mar 2020
Format: Zoom interview

1. Departmental collaboration
   - PlanD tends to look further into the future, other government units may not be able to catch up with the long-term planning and visions
   - Difficult for PlanD to set KPIs because launching necessary follow-up programmes or measures are beyond the jurisdiction of PlanD

2. Regional cooperation
   - Release of the Greater Bay Area (GBA) framework gives a clearer direction on regional cooperation
   - HK 2030+ might be inward-looking at this stage because there is not much framework to follow
   - PlanD maintains a good dialogue with the Guangdong & Shenzhen planning authorities. (e.g. having regular liaison meetings to exchange opinions)
   - The association of governmental authorities has no real power but only serves as a liaison and cooperative platform for discussions on the issues which cannot be solved by a single government
   - GBA is associated with the Constitutional and Mainland Affairs Bureau, it is hard for PlanD to be involved in
   - There is more environmental cooperation than planning cooperation under GBA

3. Plan implementation
   - The release of final report of HK 2030+ is delayed due to multiple factors (TFLS, GBA), there are overlapping between different works within the Government
   - PlanD is more confident in spatial elements over non-spatial elements in HK 2030+. PlanD cannot ensure the efficiency and effectiveness of the plan implementation as implementation is mostly carried out by other departments instead of PlanD
Interview Excerpt G3
Interviewee: G3
Date: 30 Mar 2020
Format: Zoom interview

1. Plan flexibility
   - Planning is a process which is far more important than the plan itself
   - Plan flexibility should exist in every plan, and be a part of plan evaluation
   - Example: Reclamation in the middle of the sea has lower flexibility than reclamation along the coastline

2. Evaluation of Strategic Plan
   - Timeline is an important element for evaluating strategic planning
   - Evaluation is subjective and value-laden as it is often tailor-made to get favourable outcomes
   - Objectivity can be obtained through gaining the general support from the community towards the indicators (e.g. sustainability assessment tools)

3. Institutional setting
   - Interdepartmental steering committee is rather low in power level.
   - There is no affiliation between the ministers of bureaux.
   - Strategic planning is a kind of departmental activity.
   - UK example: Joint planning committee (under 2004 local government act), which is high level in decision making.

4. Public engagement
   - Public engagement serves two main purposes: as an inspirational process and as a consensus building process.
   - Practical experience shows that public engagement is a form of advocacy. Some lead the discussion, and some listen to public views.

5. Regional development
   - Cities cooperate and compete. The difference is small between cooperation and competition.
   - Regional development should consider the interests of Hong Kong, and the planning capacity of Hong Kong should not be undermined
Interview Excerpt G4

Interviewee: G4
Date: 25 Mar 2020
Format: Zoom interview

1. Vision
   - At the time of TDSR, criticisms about engaging the public too late arose. First time for the Government to visit Macau, Shenzhen, Zhuhai and Guangzhou for discussing with planners to see the comments, an improvement over TDSR. However, criticisms about allowing earlier public involvement in envisioning, objectives setting, and preliminary proposals still exist.
   - These criticisms were reviewed at the start of the HK 2030 study. A continuous improvement in the part of consultation process on the strategic plan.
   - About the dynamic planning context, this increases the difficulties in making a long-term plan because the world changes so fast and new IT technology emerges.
   - The strategic plan in HK is not governed under the *Town Planning Ordinance*. It is prepared by the administration which has no set in time frame, requirements and the duration.

2. Interdepartmental cooperation
   - Looking into the institutional setting of SSP in Hong Kong, it is headed by the Development Bureau and supported by PlanD, which cannot lead the other bureaux and ask them what to do. Unlike in the UK, the strategic planning is led by the Mayor, which has a higher power.
   - A higher steering level is expected in the plan preparation, like by the Chief Executive, in order to increase the institutional capacity.

3. Plan flexibility
   - Regarding the scenario setting, no matter the high growth scenario and the low growth scenario still have the pressing land demands.
   - Multiple scenarios may look better in paper, but not practical in the context of Hong Kong.

4. Stakeholder engagement
   - During the formal plan making process, PlanD invited experts and professionals to be the Advisory Committee.
• Having think tanks will be beneficial because it provides more choice to the Government and helps to facilitate the discussion in the community.

• There is always a gap in public understanding.

• At the time of the HK 2030 study, it was the most comprehensive one so far in terms of public engagement. For primary school students, we have drawing competitions on the future of Hong Kong. For the secondary schools, there are essay competitions. For the public, we have town hall meetings and exhibitions. It is believed that it is a long term process.

5. Regional development

• ‘Asia’s world city’ vision was formed after the return of Hong Kong to China.

• There is a rise in the investment on the cross boundary infrastructure to pave the way towards regional development.
Interview Excerpt G5
Interviewee: G5
Date: 20 Mar 2020
Format: Zoom interview

1. Coordination of departments and plans within the government
   - Interdepartmental office is useful. However, the office needs clear objectives and targets on what the organization do (e.g. EKEO = transferring industrial to commercial buildings) and requires the right combination of colleagues such as town planner, architects, engineers, landscape architect, etc.
   - Position in the government hierarchy
     - EKEO: Bureau level
     - SLO: An office within CEDD
     - Under bureau level is better to make changes to existing policy while under departments means the implementation of policy solely
   - If EKEO has new directions, then it is better to put it in the bureau level (e.g. EKEO has a more direct connection with the secretary of development). In my opinion, EKEO has achieved more than SLO. An implementable action plan is also important. (e.g. EKEO has formulated the conceptual master plan and action areas.)
   - HK 2030+ is only a spatial strategic plan published by the Development Bureau and prepared by PlanD. There are also other different strategic plans published by other bureaus.
   - Close liaison, information exchange, interaction and discussion, mutual influence are needed to ensure no contradictory outcome.
   - Endorsed plans from other bureaux should be taken into consideration on their recommendation.
   - For ongoing plans like Railway Development Strategy 2014, close interaction with the project team when preparing HK 2030+ was carried out, such as the relationship between the Northern Lane and new development areas.
   - Flexibility is needed but the importance is to provide development options with minimal cost.
   - Steering committee consists of colleagues from other bureaus, proposal under HK 2030+ is generally acceptable to all the departments under the Government.
   - Advisory group as the outsider consisting of non-civil servants. Their views are considered seriously.

2. Public engagement
   - Public engagement is a ‘painful’ process.
• Professional judgement is required.
• If the plan is more tangible, it can be appreciated by the members of the public easily.
• Relation to daily examples is a good way to explain abstract information.
• The results from the Task force of land supply (brownfield conversion & reclamation outside Victoria Harbour) conform with HK 2030+ (ELM and NDAs).
• Public engagement feedback of the Task Force partly reflects that the type of developments proposed in HK 2030+ are accepted by the public.

3. Regional development

• PlanD is having a good liaison, dialogue with Guangdong and Shenzhen planning authorities, regular liaison meetings to exchange information.
• Studies on Liangtong, Lok Ma Chau Loop are examples of a process of communication and agreement at a regional level.
• Difficulties: time cost, politics of HK hinders the development.
Interview Excerpt S1
Interviewee: S1
Date: 20 Mar 2020 and 23 Mar 2020
Format: Zoom interview

1. Expert Advisory Panel
   - PlanD sent invitations to potential candidates of the expert advisory panel of HK 2030+. There are no clear criteria of the member selection. PlanD tried to invite people covering the key types or urban professionals in the community. People who are leaders in professional fields, academic fields and governmental practice will be invited.
   - PlanD is very keen to go further and discuss the advice from the expert advisory panel.
   - Members of the panel are expected to give expert views, knowledge, and insights from different sections. PlanD has put incorporated their comments and ideas into consultation documents.
   - Although we express our views and comments, however other government departments may not have certain long-term views and may not respond to those comments. They are quite remote for us. This is one of the biggest difficulties.

2. PlanD
   - PlanD is responsible for planning but not implementation. Actual implementation will be done by other departments like TD, LD, EPD etc.
   - PlanD at best can only deliver through planning application system.

3. Liveability
   - Difficult to set a standard as it is always about affordability
   - But for the public housing, there is a standard > 10sq m per person

4. Planning techniques
   - It is a fact that when it comes to land resumption, planning matters. The process is getting longer because we have more public participation/ democratic processes
   - Evidence-based conclusions and arguments are more important, which are the reasons & contextual background behind dropping the scenario-based approach.
5. Public participation

- CY Leung wanted to have 2030+ study to be completed quickly.
- Due to the pressing need for land supply, they cut the scenario building stage.
- Personally, it is believed that a more democratic approach would be better for the plan building process because we hear more voices from the public. However, it cannot guarantee the best planning decision due to time cost. Everyone will give different answers according to their value system.
- A more democratic approach is a better plan building process because we can involve the public a lot more. Building the sense of community, the process is enriching itself. But whether it will be the best planning decision, it cannot be guaranteed and impose time cost.
Interview Excerpt S2
Interviewee: S2
Date: 25 Mar 2020
Format: Zoom interview

1. Agenda Setting
   - Quantitative methodologies are not equal to a verification to planning ideology which is not necessarily rational and objective.
   - Quantitative measures help us to understand the facts but not help us to position values.
   - Numbers are important for strategic spatial planning, but the quantitative measures are pretty much the end of the pipe process.
   - It is needed to have values right and then understanding is granted in a wider context (GBA, the world).
   - In the urban-setting, it explains why cities often stick with policies that are at odds with what general models and common sense would predict.

2. Institutional setting and status of plan
   - Hong Kong SSP does not really have a clear implementation mechanism.
   - It is trying to work on the spatial needs of different policies.
   - Looking into the spatial concepts, the bubbles indicating NDA or CBD3 described have no roadmap for implementation because some are implemented but some not.
   - It is questionable on the knowledge corridor, on how to implement and on what the implications are.
   - There is no effective implementation in HK.
   - It is needed to have a clearer timeline and roadmap, leading to a more transparent system.
   - The process is flawed.
   - PlanD did not ask the whole community to revisit the goals and objectives and only visited several policy areas.
   - PlanD has no right and power to rationalise.

3. Public engagement and involvement
   - HK 2030+ was prepared in house.
   - It is a bit ridiculous to release public engagement results together with the final report. It is a step backward in public engagement.
• Urban thinkers campus sent comments to PlanD 2-3 years ago and never received any replies or acknowledgements
• It is needed to compare all the versions and public engagement report
• Singapore: They have a citizen’s feedback unit which allows the public to talk to the high-level officials [in the principles of thinking ahead, thinking again, thinking across]. They even came to HK to learn about the failure in new town development.
• It is needed to have a better job in engaging the public (multi-pronged approach). If the officials are not listening to all comments, they would give the public the reasons. This approach works well in the whole government approach in the past.

4. Evaluation of Strategic Plan
• KPIs are needed for implementation.
• People can see with their eyes on the impacts of carrying out this plan.
• People will be in a better position to tackle the mismatch.
• At the time of HK 2030, there was a huge mismatch between public aspiration and the final actions.
• The public has a very little role in the SSP, and it is not protected by any legal document.
• Even within the government, civil servants (apart from the strategic planning unit) might not have the opportunity to be involved in the discussion.
1. Regional development

- Regional integration issues like border control point and infrastructural projects, covers a lot of issues and is holistic.
- SSP is conceptual and provides a direction or blueprint.
- Coordination, Cooperation and collaboration (3C)
- 3C during policy implementation will facilitate the development.
- The Greater Bay Area provides opportunities and challenges to Hong Kong.
- Human resources will be competitive in the region (under the trend of re-industrialization and smart city development).
- Hong Kong has a higher transparency in terms of public monitoring.
- Hong Kong is special in "One Country, Two Systems".
- There are already three tariff regions in The Greater Bay Area.
- HK's position of international financial centre is secured.
- Regional sustainability is still a progress and not satisfactory from the environmental field like water, air quality. Pearl River Delta is in conjunction with industrial development.
- In terms of water, Dongjiang river must be monitored with a higher-level institutional setting.
- In terms of air, this problem has no boundary. No point source emission was arrested.
- A bit disappointed within the jurisdiction of Hong Kong towards environmental issues (e.g. household waste management)

2. Institutional setting

- PlanD cannot directly affect policy making.
- PlanD needs to channel up to the bureau or even chief executive in working with the counterparts in China.
- Funding source on regional infrastructure projects is also a concern.
- It is the fact that we are having very different institutional settings between Hong Kong, Macau and other Chinese cities.
- Need to come up with some innovative ideas to be an alternative form of collaboration
Interview Excerpt S4
Interviewee: S4
Format: Email interview

1. Public engagement
   - 2030 Seoul Plan emphasises on citizen participation, thus 100 citizens were randomly selected to participate in the envisioning process.
   - After three workshops discussing the strengths and weaknesses of Seoul, major issues, and discussions to draw a future image, “Pleasant City for Citizens with Communication and Consideration” was set as the future image of Seoul in 2030.
   - Since the establishment of the 2030 Seoul Plan, the representative issues, participation methods and scope problems of 100 citizen participation groups had been raised. It was suggested to include more citizens, especially the underprivileged.
   - Accordingly, in the 2040 Seoul Plan, the scope of participation was expanded to residents of the metropolitan area who are commuting, attending school, and living culturally. The number of participants will be 120 people, including 100 citizens of Seoul and 20 residents of the metropolitan area.
   - 44 people were selected from five underprivileged groups, including youth, disabled, foreign workers, residents of the village, and sexual minorities, who could not receive opinions through the participation method.
   - In order to share and promote the progress of the Seoul Plan, Seoul Plan Supporters (Citizen Reporters) was constructed. Supporters composed of a total of 250 people monitor the entire process of the Seoul Plan.
   - Online plans for the selection process and results of the Seoul Plan Future Award on YouTube, blog, Instagram are available.
   - Indirect participation was promoted through publicity. The Seoul Plan Academy was run from July to November 2019.
   - We decided on various issues and held public forums for 10 times.

2. Hierarchy of Plans, Approaches and Implementation
   Role and function of the life plan
   - The 2030 Seoul Plan is an intermediate unit plan between the Urban Basic Plan and the Urban Management Plan.
   - The role of the autonomous district and the feasibility of the plan were strengthened by presenting the basis for the establishment of a living zone plan.
The life zone plan is based on the main content of the Seoul Plan, such as plans and space structures for each core issue, in units of life zones.

- The purpose is to provide guidance and direction to sub-plans, such as the city management plan, to be concrete. In the past, when carrying out district unit plans or various urban development projects, the contents presented by the Seoul Plan were too general to reflect.

- In the 2030 Seoul Plan, the urban area project and district unit plan served as a basis for developing a concrete city management plan.

- The spatial structure of the living zone plan is composed of 5 large living zones and 116 regional living zones. Specific plans for each area and local living area was established in 2014 after the release of the 2030 Seoul Plan. After three years of work, a specific plan for the entire region was completed.

- The 2040 Seoul Plan will not establish a separate living zone plan, but it will review the changed conditions.

- It is progressing to a level that complements the development direction for each region and the operation of the living zone plan.

*Conversion from comprehensive planning to strategic planning*

- The Seoul Plan contains physical elements such as urban planning, housing, transportation, infrastructure, and the environment.

- It is a comprehensive plan. As a result of citizen leading and participation, non-physical elements (like welfare, education, health, equality, culture, etc) became the main.

- Besides, rather than a long-term plan, a short-term, haptic policy was expected. The plan was then devised in a direction contrary to the original purpose of the Seoul Plan at the beginning stage of thinking.

- However, the Citizen Participation Plan was successful in discovering innovative policies with a focus on short-term tangible experiences.

- There were limits. Therefore, in the 2040 Seoul Plan, Seoul's global long-term challenges such as urban competitiveness, improvement of old infrastructure, and promotion of maintenance projects will be included.

3. **Institutional capacity**

   *Power and roles of the Seoul Plan Promotion Committee*

   - The Seoul Plan is the highest court plan established by the Seoul Metropolitan Government and is responsible for all departments of the Seoul Metropolitan Government. It has a general status.
• However, there are 18 city planning offices in Seoul. As one of the departments, collaboration and coordination are not easy. Also, it is common to have conflicting issues among departments.
• The role of the Urban Planning Bureau is insufficient to summarize. The Seoul Plan is designed for collaboration and coordination between departments.
• Although it is essential, participation in the actual department was very passive and uninterested. In the 2030 Seoul Plan, in connection with the Seoul Metropolitan Government's budget and personnel planning coordination office, a planning organization was organized. Inter-plan coordination and collaboration were operated through the Planning Coordination Office (at the vice-mayor level). As a result, all departments participated actively.
• In 2040, the secretariat was established under the direct control of the market to strengthen collaboration. The Secretariat consists of the Planning and Coordination Office, the Urban Planning Bureau, and the Seoul Institute, and is responsible for the overall planning.
• It functions to coordinate the opinions of all departments and the conflicts of vision between departments, policy business. Discrepancies between the Committee and the Vision Division established with citizens are coordinated by the Secretariat.
• Operational problems are negligible because they agreed on the direction of the core tasks of the Seoul Plan.
• The mayor has the power to establish the Seoul Plan Promotion Committee and the Secretariat. Here, all policies are coordinated and finalized.

Seoul Plan Establishment Cycle and Seoul Mayor's Term

• Before the Seoul Plan 2030, urban master plans were frequently scrapped and re-established when a new mayor took office. While plans need to be flexible in response to external change, it is undesirable for high-level statutory provisions to be easily modified without popular consent.
• Given the high degree of citizen involvement, such modifications are unlikely, the plan is formed under public consensus instead of the mayor's idea and thus the Seoul Plan 2030 is a model example of an urban master plan that combines flexibility with sustainability.

Use of technology to improve planning processes and outcome

• Urban master plans before the Seoul Plan 2030 had been established with the help of various technologies such as surveys, statistical data analysis and predictive modelling techniques. However, they failed to be implemented or did
not gain social consensus, leading some to regard urban master plans as ineffective.

- While the government encourages direct citizen participation and the use of advanced information and communications technology equally, promoting direct citizen participation was prioritised over the use of technology in the Seoul Plan 2030. Therefore, in the Seoul Plan 2030, the focus was on obtaining public consensus.
Interview Excerpt S5
Interviewee: S5
Format: Email interview

1. Planning ideologies
   - Co-production as a central concept, from agenda setting until the final implementation of the policies, is key for planning agencies
   - A cooperative model (involving different actors) can be the first step in working towards a co-production approach

2. Legal status of SSP
   - There are three components (compulsory, descriptive/analytic, and prescriptive)
   - The compulsory part ensures the legal binding for different levels of the Government, while it is only one of the parts for SSP.

3. Institutional arena
   - A clear hierarchy of institutional arrangement facilitates the development of different levels of plans.
   - All related agencies in different levels should be involved right from the beginning stage of plan making to ensure the alignment of plans.
   - Plans should be developed in different levels of the Government serving relevant purposes, while aligning to the highest level of plan.
   - The functions and details of SSP should be clearly defined to avoid being restrictive to lower level planning.
   - Plans, specifically SSP, must be approved by the central authority.
   - A cooperative mode should be adopted within the institutional arena, the different actors (different sectors and citizens) should also be considered.

4. Public engagement
   - Co-production of vision should be observed during public engagement exercise.
   - The four-track approach (i.e. one for the vision, a second for the short-term and long-term actions, a third for the involvement of the key actors and the last track to involve the broader public in major decisions) can be integrated with the co-production of vision

5. Evaluation Mechanism
   - SSP requires monitoring on a regular basis
   - Flexible KPI could help in effective monitoring
Interview Excerpt S6
Interviewee: S6
Date: 24 Mar 2020
Format: Zoom interview

1. Status and institutional capacity of Greater Sydney Commission (GSC)
   - GSC was formed in 2015 under the concern of absence in the metropolitan-wide body leading the strategic plan in Sydney.
   - It was used to have the state taking the lead.
   - However, there were concerns about the strategic direction at the state level, problems in translating to local level, governance framework which is insufficient to address the complex situation in Sydney.
   - In parliament, the formation received support from both sides because they also signalled the persistent problems in strategic planning.
   - Quasi-governmental structure and lean organisational structure (chief + 3 commissioners econ socio environmental + 6 spatially district commissioner)
   - In 2016, there was a review on the Department of Planning.
   - Plan for growing city in 2014 developed district plans under plan 2014, then rewrote 2014 plan and three cities plan.
   - Within 18 months, Three Cities plan was released in 2018.
     - Rebounding the cities, rebalancing housing, economic activities, transport, environment
     - 30-minute city, live, work and play aligning to the three cities
     - Key principles and ideas (liveability, sustainability, productivity)
   - There was a significant change in direction & strength (authority of the plan).
   - In the past, there was no statutory weight (serving as only a guiding document).
   - This made the local authorities not have clear instruction (e.g. housing target not being met)
   - Land use zones might not align with transport plans in the past, but now they share the same story of the future Sydney.
   - Transport plan and economic strategy plan now release at the same time (coherent terminologies and ideologies)
   - The establishment of GSC changed the SSP process in Sydney.
   - Latest changes:
     - Filter strategic vision down the planning system (align region plan and district plan and coordinate infrastructure plan)
     - Hierarchy state level visions → Local strategic statement
   - City of Sydney: Distinct council from others
• Powerful, rich, great capacity in strategic thinking and resourcing

Implementation:
  o Collaborative framework, coordinated by the GSC, bring together all the interested parties, make sure working towards the same directions
  o Coordinate decision making within the government, e.g. resource allocation to infrastructure, place infrastructure projects

2. Vision and scenario setting

• SSP in Sydney was traditionally a 20-year plan, however it became political.
• Population growth in doubling rate 5-10 years ago
• Before: used to catch up with the imminent demand, not having the space to think about the development direction (e.g. focusing on the golden arc corridor)
• Now: Opening up possibilities to ask Qs, thinking about the challenges in both the politics & community space, acknowledging the future challenges and discussing on how to prepare for those challenges.
• Population projection are rounds of scenario-planning
• Compact city as the overarching planning goal
• Polycentric growth & connections in-between – modelling the internal structure
• Scenario testing in 2010 (to recast the 2005 plan), and also same modelling a couple years ago, by Infrastructure Australia: what is the most appropriate form of infrastructure spatially with reference to the projected growth conditions, and different outcomes, e.g. equity, job opportunities?
• Three scenarios:
  o baseline (business as usual: 70% growth in existing built-up area/ 30 new built in urban fringe and green belt)
  o 50-50 scenario
  o highly concentrated scenario (90-10)

3. Sydney 2050

• The role of GSC became broader in the preparation of Sydney 2050
• There are 2-way relationship in 2050 (new language, e.g. green blue space grid)
• Other local authorities are strengthened.
• How does Sydney incorporate GSC? Comfortable, thinking align, long standing interest in creating creative industry
• Language used across districts
• A clear line of sight: read all plans and understand the relationship between them
Interview Excerpt S7
Interviewee: S7
Date: 23 Mar 2020
Format: Zoom interview

1. Hierarchy of Plans
   - Three level of plans: Metropolitan Plan, Five District Plan, Local Plans
   - Metropolitan Plan:
     - Statutory: prevent the conflict between vision difference about the future development
     - Act as reference point for district plans to follow, especially on the housing targets as it is the most serious issue in the Sydney
   - District Plan
     - Formulated by City Council
     - Explain more in details how strategies apply to different districts as divided by plans
   - Local Plans
     - Formulated by City Councils
     - Focus on the action plans for the plans to force the council to follow the vision set by higher level statutory Metropolitan Plan

2. Institutional Arena
   - Metropolitan Plan
     - Aims to bring all relevant agencies in a round table for more integrated outcomes, which is easier to ensure the consistent plan implementation from other agencies
     - But still, high institutional area still cannot address the complexity nature of SSP, for example the market forces may have stronger impacts than planning visions
     - Lack of coordination also founded as the infrastructure provided in the regional level is provided by Infrastructure NSW (report to the Minister of Planning) but not GSC (report to the Premier), for example the West Connex transportive issues demonstrate the problem of lack of coordination in SSP formulation
   - District and Local Plan
     - Have financial strength to implement plans but need the Minister or major parties to approve
3. Public Engagement in Sydney Plans

- Regional Plans
  - Carried out with the Commission with a top-down approach
  - Public information or social situation are informed by the local government
  - Little engagement on the local population and citizen cannot involve or revoke the planning direction as proposed in the Regional Plan, public are informed in the last stage rather than engaged
  - Consideration on the political concerns rather than focusing on public
  - Will not consider the multicultural issues, for example the plans did not address the solution on resolving the low incomes problem, given that these areas are having 25-30% of their population in poverty.

- Local Plans
  - Public Comments are put up by local population
  - Consider the multicultural issue, for example building of China town in catering the Chinese population in Sydney

4. Status of SSP

- Political factors have a significant impact on the SSP
- Different parties in the Sydney will present different vision towards the SSP of Sydney, for example, left wing focus more on the labour and infrastructure while the right wing focus more on the private sector
- Election exercise may need to shift in focus of SSP and may lead to potential effect on the status of SSP in leading the development
- Example: The government focuses on the financial goals rather than the public benefit and social sustainability. This may lead to negative results towards the funding on motorway or public infrastructure like the Northern Sydney Hospital

5. Regionalism

- Competition between cities (for example: Parramatta is competing with Sydney on the CBD position) is creating mutually beneficial relationship rather than vicious competitions
- Geographical distancing with each other, which can serve as the second CBD for the development of Greater Sydney Region
- Act as synergy effect to create mutual benefit in the prospect development as framed by 3 Cities Plan
• Regionalism division of labour: Sydney may stay with higher order jobs while Parramatta may provide other types of jobs in serving different groups of population
• Changing of Market Force: different cities will have different positioning

6. Opportunities and challenges of Sydney as a Global City
• Opportunities need to be strengthened
• Brand Effect of Sydney is the potential development direction
  o Focal Point of Sydney: Harbour Bridge and Opera House
  o Good place to learn English and Work
  o Major gateway in Australia to the world stage
• Internal Challenges
  o Socio-Economic Disparity: Big wealth gap, decreasing living quality in the central region of Sydney
  o Challenged by Melbourne: Good cultural sense, cheaper cost of living
  o Potential Solution:
    ▪ Planning Control: Change the GFA of development to provide more vibrant environment more room for office and residential area
    ▪ Public Housing and Private Housing ratio
    ▪ Solution in spatial plans: Urban Design Guidelines
• External Challenges
  o Globalisation: Corporation are moving into Singapore
  o Potential Solution:
    ▪ Funded financial incubator like a state government initiated fintech arcade in Sydney
1. Evaluation in SSP (public opinions and plan translation)
   - The standard workflow of SSP is:
     - Baseline review → SWOT analysis → Plan formulation → Evaluation (optional)
   - It is not a must for the evaluation process.
   - **Public opinions:**
     - Public generally have no comment on the programme and process.
     - Public focuses on the impacts from the plan because they are not technical enough to comment on the planning programme and process.
     - There is a dilemma between planning process and impacts towards stakeholders.
     - The current SSP workflow is in the scientific approach in coming up the final recommendations.
     - Public might also disagree these recommendations based on own perspectives.
     - It is so hard for PlanD to cater all needs from the public because no one want to sacrifice for needs of the larger public (utilitarianism).
   - **Plan translation:**
     - Implementation of SSP relies on the statutory Outline Zoning Plan (OZP)
     - The old TDSR cannot link up with local plans while the current situation has been improved.
     - OZP can be carried out based on its development control nature so that the ideas in SSP could be translated to OZP.
     - There is a lack of implementation mechanism in HK2030+.

2. Government Data Sharing
   - Chief Executive chaired Innovation and Technology Steering Committee 2-3 year ago.
   - The data among different departments were scattered (no communication and integration) and nearly every department has its own database.
   - There are lots of concerns in opening data, like privacy and technical issues.
   - By 2022, Lands Department aims to develop a Common Spatial Data Infrastructure (CSDI) among different departments under the HKSAR Government. GIS data will be available to the public.
• By 2022, the data from non-governmental organizations and utility companies will be integrated into the governmental database.
• Despite of data sharing among departments, different data interpretations might be adopted.
• More coordination and working relationship should be carried out.

3. Technology in public engagement
• ArcGIS Online is a web-based GIS which aims to develop web apps and send the data to stakeholders. The users can then have access to data and understand the plan more easily.
• The system allows people manipulating data and generating different stimulation outcomes, letting the public know the difficulties the Government is facing in the plan making and implementation process.
• This kind of technology can enhance the public understanding and can be used as a tool in public engagement.
• Visualization technology like virtual reality and BIM also help ordinary citizens to know more the plan.

4. Smart city development
• Data (CSDI), government policy, technology and human resources are 4 key elements of smart city.
• The Smart City Blueprint for Hong Kong is currently updated annually.
• The development of STEM education is still far from expected, especially in computer programming.
Interview Excerpt P1

Interviewee: P1
Date: 27 Mar 2020
Format: Zoom interview

1. Vision
   - East Lantau Metropolis and New Development Areas:
     - Housing demand and affordability is a must to resolve in Hong Kong.
     - The rationale of New Development Areas (NDA) is clear.
     - The government should consider more on NDA like social level and environmental concerns.
     - Doubt about the need of ELM.
     - The time frame is too long, and this limited the short-term supply.
     - Population forecast after 2043: population increase will decrease in long term.
     - Consideration of long term housing demand might not be legit.
     - HK 2030+ should focus more on short-term supply rather than ELM.
     - Feasibility study is important to strategic planning as well as understanding of strategic demand.

   - Environmental capacity:
     - HK 2030+ does strengthens the environmental capacity and protection of country parks
     - There is a clear cut boundary between bureaux/ department
     - Focusing more on short/medium/long term issues: housing demand/ ageing housing stock/ long queues for public housing
     - Strategic planning should also pave out a clear vision (not yet accomplished by HK 2030+)
     - HK 2030+ is reactive, but strategic plans should be proactive.
     - HK 2030+ lacks positive gains instead of mere protection in ecological protection.

   - Sustainability:
     - Environmental concerns are less covered in HK 2030+.
     - It focuses on the environmental impacts of development and how to mitigate
     - However, we should also treat development as potential dangers for the environment
o It is suggested to carry out the development of low environmental value brownfields at the same time conserving high ones. (Dual track approach)

o Climate change issues should adopt a further horizon (looking into technological progression: building rehabilitation)

o Air pollution in the Pearl River Delta Region should also be considered (e.g. policy directions in vehicles)

o Forward-looking scenario setting: based more on the existing situation of Hong Kong.

o However, we should look critically whether Hong Kong will be the same by that time.
  ▪ Port facilities? (Importance of HK as an export/import interchange?) Will it be the same in the future?
  ▪ Office demand? (Technological advancements might change workplace settings?) Do we need 3 CBDs to cater the needs of office floor areas?
  ▪ Need to collaborate with sectoral experts/organisations to explore

o HK 2030+ tried to tackle liveability issues.

o Some data show that only the government has the capacity to do the improvement.

o EIA approach: Avoid/ Minimize/ Mitigate? (Need breakthrough the thinking that development must harm the environment)

o We have indicated lands for NDAs. Should we also do it for environmental protection?

o Land of less ecological values on the fringe of country parks can be converted to agroforestry

2. Stakeholder engagement

- HK 2030+ consulted both the Lantau Development Advisory Committee (LDAC) and the Nature Conservation Committee of Advisory Council (NCCAC).
- East Lantau Metropolis was also included in the plan delivered by LDAC.
- There was focused group meeting with NGOs or green groups when promulgating 2030+,
- Strong collaboration between departments because all of them are under the Development Bureau.
- PlanD held some focus group meetings, green groups within the stakeholder targets.
Engagement should start earlier. When they engage stakeholders, the government has already completed a lot of work tasks like draft plans in drawing some conclusions.

When they consolidate the opinions, it is hard to draw meaningful outcomes due to the diversity of comments received.

The scenarios of little, middle and large impacts were formulated. The intermediate one will usually be implemented to showcase the government's balanced approach.

In overseas countries, most of the stakeholders' engagement started at an early stage. Beyond collection of opinion, it also works as a lobbying process to come up with better consensus. Stakeholders should also listen to one another in bringing about a better plan. It takes a longer engagement process, however the implementation will be easier as it was acknowledged by the public.

3. Interdisciplinary coordination
   - Biodiversity Strategy Action Plan (BSAP) is published by the Environment Bureau while HK 2030+ is published by the Development Bureau. This shows two different emphasis.
   - HK 2030+ tends to cover more on development while BSAP tends to cover more on conservation.
   - The only alignment is that country parks should be conserved.
   - This shows the insufficiencies in institutional structure (issues across different departments/bureaux).
   - This situation leads to not having a full picture in achieving long-term goals.
   - It is suggested that strategic planning should not be led by a particular department or bureau because this will stir up disputes.
   - HK 2030+ should look more in conservation as it is the overarching development plan of Hong Kong.

4. Monitoring and Environmental Impact Assessment (EIA)
   - *EIA Ordinance* is carried out in project based (covering public comments + EIA Committee comments).
   - Project proponent is not willing to accept the result of scrapping the project (only example: Lok Ma Chau MTR)
   - There are not many changes to the project even there is EIA (more on mitigation/remedial work).
• Mitigation in EIAO is rather weak in Hong Kong. Although they have to hand in EM&A (Audit/ monitoring) to the Environmental Protection Department (EPD) but ecology is complicated. (e.g. mitigation measures of Hong Kong-Zhuhai-Macau Bridge may not effectively translate into true protection of Chinese White Dolphin, they would claim there are other factors leading to the decrease in population, e.g. climate change).
• It is doubted whether compensation measures are useful despite of having 20 years of experience.
• It is time for Hong Kong to review EIA.
• HK 2030+ is a long-term plan. It might be difficult to do monitoring of environmental impacts as there is a lack of details and provides only broad development directions.
• Due to the long timeframe, there will be a lot of changes.
• Review of the plan itself should be more feasible.
• The review should also include stakeholder’s engagement.
• ‘Lantau Tomorrow’ vision sounds good (i.e. North Development South Conservation).
• Sustainable Lantau Office was established.
• However, when we investigate the plan itself, it is obvious that development overrides conservation.
• The plan did not focus much on conservation except for commissioning consultants for environmental studies, education schemes.
• South Conservation (like in Pui O, Shui Hau) the government could not resolve how to do conservation on private land.
• There are problems in the lack of action steps and the lack of enforcement power due to the existence of loopholes.
Interview Excerpt P2
Interviewee: P2
Date: 15 Mar 2020
Format: Zoom interview

1. Plan-making process
   - Low transparency and elitism in the planning system of Hong Kong
   - In the Town Planning Board (TPB), the weighting process of public hearing is not transparent, and the decisions are made under the closed door.
   - The members of TPB are appointed by the Chief Executives (CE) and mostly chosen by the CE.
   - Absence of standards on the quantity of public engagement
   - Absence of evidence in the proof of public hearing by the Government
   - China-centric

2. Task Force on Land Supply, ‘Lantau Tomorrow’ vision and HK 2030+
   - Cannot understand that why these three appear at the same time
   - Hope that the Government will shift the focus back to brownfield and listen the public

3. Land supply options
   - Government wants to give up the hard things and do the easiest one.
   - Brownfield issues involve too many stakeholders which is so hard to cater to.
   - Reclamation is an easier option in the perspective of government.

4. Balance between public participation and administrative efficiency
   - The situation of losing the balance is getting worse.
   - The public engagement quality should be bounced.
Interview Excerpt P3
Interviewee: P3
Date: 27 Mar 2020
Format: Zoom interview

1. Urban Renewal and Urban Renewal Authority (URA)
   - HK 2030+ has a section on building block deterioration, which partly mentions urban renewal.
   - The basic principle will be addressing the urban decay problem.
   - Urban renewal strategy 2011 specifies the government attitude that URA is being guided by the Government.
   - PlanD did not consult URA formally in the plan making process of the strategic spatial plan.
   - URA is perceived as the implementation agent and is under the Development Bureau.
   - URA needs to submit its business plan to the Development Bureau for approval, covering the annual & 5-year plan.
   - It is not known if the government will consider it when developing the strategic spatial plan.

2. Singapore
   - When Singapore is doing their strategic spatial plan, they are inward looking, which aims at satisfying the local needs within the territory.
   - Because of the rivalry between Singapore and Malaysia, they never look at the crossway and hope that everything can be satisfied within the territory like transportation.
   - It is a kind of risk management, national security (e.g. water supply), risk conscious (small country, small island).
   - Singapore is not tapping into the opportunities of surrounding areas
   - Singapore is defensive on its own for the protection of national interest (e.g. foreigners cannot fill their petrol tank full.)
   - Although they have the defensive mentality, they are going to be cooperative with other countries in economic connection
   - Singapore URA controls the sale of land, controls how much land will be released to the market.
   - There will be an annual regular review in Singapore.
   - Regular review provides intensive adaptability and changes (e.g. Clark quay > warehouses to entertainment lifestyle area).
• This shows the adaptability in relation to the external environments.
• The evaluation mechanism of SSP works in Singapore and differs from that of Hong Kong.
• They have a simple structure with not many committees. They have to report to the Minister, like a 5-min briefing to the ministers. The Ministers do not chair the round table meeting, having an efficient mechanism. There is no paper after the meeting. Oppositely, Hong Kong has to go through tiers of government structure.

3. Kuala Lumpur
• Structure Plan is a policy statement with some spatial concepts. But it has no flexibility and is very chaotic and in piecemeal. Local plan is in more details (e.g. destination of plans & improvement development).
• This hierarchy works well internationally and is similar to the relationship of HK 2030+ and Outline Zoning Plan. However, this translation process is quite weak in Hong Kong.
• Different administrations in Kuala Lumpur will make their own plans.
• Political arena and party politics have a great influence in SSP of Kuala Lumpur. Change of Prime Minister and Mayor will affect the progress of SSP. The implementation of strategy relies on a political cycle and is weak in consistency.
• No information about public engagement is found in the report. The general public does not know well as the transparency is very low. Possible forms of public engagement will be like town Hall meetings.